



Supports Item No. 4  
P&E Committee Agenda  
October 22, 2009

POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: October 13, 2009  
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Meeting Date: October 22, 2009

TO: Standing Committee on Planning and Environment

FROM: Director of Planning, in consultation with the General Managers of Engineering Services, Financial Services and Parks and Recreation, the Director of Real Estate Services and the Managing Directors of Cultural Services and Social Development

SUBJECT: Northeast False Creek: Directions for the Future (2nd of 2 reports)

***RECOMMENDATION***

- A. THAT Council endorse the document titled "Northeast False Creek Directions for the Future" (attached as Appendix "A") to supplement existing policy and guide future planning in Northeast False Creek.
- B. THAT staff continue to work with the Northeast False Creek property owners and the Consultative Group on policy development and rezoning applications in the area.

***GENERAL MANAGER'S COMMENTS***

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

***CITY MANAGER'S COMMENTS***

The City Manager recommends approval of the foregoing.

***COUNCIL POLICY***

False Creek North Official Development Plan (1990)  
Noise Bylaw Exemptions for BC Place (1995)  
Community Amenity Contributions - Through Rezoning (1999)  
Northeast False Creek Urban Design Plan (2001)

False Creek North: Land Use Policy for Special Events, Festivals and Entertainment Functions (2005)

Metro Core Jobs and Economy Land Use Plan: Issues and Directions (2007)

Ecodensity Charter: Initial Actions (2008)

Green Building Strategy (2008)

Amendments to the False Creek North ODP for Area 10 (BC Place Stadium) (2008)

Greenest City Action Team - Quick Start Implementation Plan (2009)

### *PURPOSE AND SUMMARY*

This report presents for Council's adoption the proposed Northeast False Creek (NEFC) Directions (Appendix 'A') for the role of the area, the land use mix, built form, density, public open space and parks, and public benefits and amenities in Northeast False Creek. This is the second of two reports recommending Directions for the future of NEFC.

In June 2009, Council received a report conveying initial Directions for four topics:

- the Unique Role of the Area;
- Non-Residential Uses;
- Public Open Space and Park; and
- Residential Use.

The June report accompanies this report and for additional background should be read concurrently. It provides information on NEFC, the Council-approved terms of reference for the study, as well as a commentary on the four topics above. When Council considered the June report, a number of issues were identified requiring further technical work and discussions with the property owners and the broader community and stakeholders. Advice from Councillors included:

- Give prominence to environmental, social, cultural and economic sustainability in the future planning for NEFC;
- Explore the feasibility of creating additional public open space;
- Pursue additional opportunities for affordable housing;
- Investigate strategies for delivering all or phases of the Creekside Park Extension at an earlier date;
- Clarify timing of the Vancouver Art Gallery (VAG) decision;
- Provide more information on the variety of residential unit sizes and the provision of secondary suites within a larger apartment unit.

If Council endorses the NEFC Directions, landowners will be able to proceed with site-specific rezoning and concurrent ODP Amendments. All owners are interested in proceeding with applications.

In an upcoming report, Council will be considering recommendations from the Vancouver View Corridor Study which could result in the retention, addition, alteration or elimination of view corridors. This may or may not impact achievable densities and forms of development, including building heights in NEFC. These Directions are being presented in advance of Council's deliberations on the view corridor recommendations and the proposed Directions respect all existing view corridors. Staff are confident that if there is a need to make

adjustments to the Directions, these can be brought to Council during the next phase of more detailed planning for the NEFC lands.

The Directions for the future of NEFC reinforce Council's major priorities regarding:

- Homelessness and Affordable Housing;
- Environment and Sustainability; and
- Creative Capital and a Growing Economy.

In summary, the Directions call for the following:

- Create a high density mixed use neighbourhood built around two existing event venues (BC Place Stadium and GM Place) and a new event venue/civic plaza;
- 'Raise the bar' on the achievement of sustainability objectives assisting in the City emerging as the Greenest City in the World, by 2020;
- Provide 1.8 million square feet of 'job space' close to the central business district and public transit;
- Provide attractive public open spaces on the waterfront with a high degree of vibrancy and opportunities for a wide array of activities;
- Provide about 4 million sq.ft. of residential floor space noting that this target may need to respond to outcomes from the View Corridor Study and the possible reshaping of Creekside Park;
- Introduce new measures including building design requirements and changes to the Noise Control Bylaw to mitigate event noise to the greatest extent possible and clearly communicate the special role of the area in the city and the region;
- Improve housing affordability through the inclusion of market rental in addition to requiring sites for affordable housing;
- Provide opportunities for housing that will appeal to those who want to live in a busy, vibrant area and who have a tolerance for noise, crowds and activities;
- Encourage innovative architecture and built form;
- Provide funding for new public amenities and improvements to existing amenities and parks in False Creek;
- Improve pedestrian routes between downtown and NEFC; and
- Support the retention and preservation of the City's heritage buildings by providing opportunities for transfers from the City's heritage bank.

The preparation of these Directions has included consultation with the broader public through five open houses attended by 1,000 people. At the outset of the study a Consultative Group was formed consisting of representatives from business, recreation, cultural and resident groups to provide advice. There have been regular meetings with a NEFC Consultative Group at each stage in the work. The five property owners - Concord Pacific, BC PavCo, Canadian Metropolitan Properties, Aquilini Developments as well as Central Heat Distribution have met with staff many times to discuss the future of the area. Presentations on the outcomes of the High Level Review were also made to the Park Board's Planning Committee in April 2009, the Urban Design Panel in August 2009 and the City of Vancouver Planning Commission in September and October 2009.

There is general support for the Directions from the property owners, the Consultative Group and the general public with the notable exceptions of public non-support for the amount of

residential and the amount of park space. It is acknowledged that the policy directions proposed do 'push the envelope' in these important areas. Staff, therefore, provide additional commentary addressing both the opportunities presented (including taking advantage of a highly sustainable downtown location) and the urban design objectives to be met, public amenities to be provided and impact mitigation measures to be introduced in pursuit of a livable and sustainable higher density community. The amount of parks and open space is also addressed in detail noting that, particularly in inner city locations - in addition to the land area to be provided - it is essential to address qualitative aspects such as location (e.g. context, adjacencies, etc.), design and quality of space (e.g. sunlight access, attractive design, durability, etc.), and multi-use capabilities (e.g. passive, active, local use, larger event use, etc.).

With the approval of these Directions, staff will continue to work with the property owners and the Consultative Group as well as consult with the broader public to consider policy issues and review the rezoning applications that are anticipated in the area. The NEFC staff team will consider the implications of the outcomes of the View Corridor Study, continue to explore the park reshaping concept, advance work on the location, design and costing of open spaces, including the civic plaza and public realm initiatives, a design for Pacific Blvd. (Cambie Bridge to Quebec Street), sustainability initiatives such as the feasibility of district energy, implementing measures addressing compatibility of residential, events, marinas and waterborne activities and facilities and an implementation and a funding strategy for public benefits and amenities associated with development in NEFC. It is also anticipated that rezoning applications will be received from several of the owners.

### ***BACKGROUND***

The June Directions Council report accompanying this report provides detailed background information on:

- The Purpose of the Northeast False Creek High Level Review (NEFC HLR);
- The Terms of Reference for the NEFC HLR;
- NEFC Study - Scope and Timing;
- NEFC HLR Study Area and Land Ownership;
- Current FCN ODP Status and Remaining Development Allowances in NEFC; and
- Planning Considerations.

The following initiatives currently underway will also have an impact on the future of NEFC.

#### **Vancouver Art Gallery**

For some time, the Vancouver Art Gallery (VAG) has been pursuing a relocation of the institution to a new downtown site with significantly larger space capacity potential. The VAG has investigated the feasibility of relocating to a City-owned vacant site (now a parking lot) immediately east of the Queen Elizabeth Theatre. In the spring of 2008 the Province put forward the idea of locating a new Vancouver Art Gallery on Area 6b, the Plaza of Nations site. The VAG retained a consultant to evaluate the opportunities and challenges of this site.

In October 2008, Council amended the FCN ODP to clarify that locating major cultural institutions such as the VAG in NEFC would be consistent with the prevailing role of the area.

The Vancouver Art Gallery Board has not concluded their deliberations on the preferred site. There is no firm timeline as to when the Gallery will make a decision. Accordingly, planning policies for NEFC have been developed at a high level and address what should happen if the gallery does locate in NEFC and recommended adjustments if it does not.

### **BC Place Stadium**

In the fall of 2008, Council approved amendments of the False Creek North Official Development Plan (FCN ODP) identifying permitted land uses and densities for the BC Place Stadium site. Prior to the enactment of these amendments, BC Pavilion Corporation (PavCo- the Provincial Crown Corporation responsible for the stadium) volunteered to enter into the 'Upgrade Commitment Agreement' (UCA) with the City. In the UCA, PavCo committed to completing the stadium upgrade including the replacement of the roof by December 31<sup>st</sup>, 2012.

In consideration of the public benefit value of the stadium up-grades, the UCA effectively committed the City to not pursue community amenity contributions to pay for community facilities and amenities associated with the additional employees and residents living and working in future developments on the BC Place Stadium site. The amendments of the FCN ODP approved by Council allow for the consideration of future rezonings of the stadium site resulting in up to 1.4 million square feet of additional development capacity. However, the UCA contemplated that CACs, or payments in lieu, would be required if the upgrade including the roof replacement is not completed by December 31<sup>st</sup>, 2012 or, to the extent of CACs for Area 10A, if the roof is not retractable.

The Provincial Government has fully funded internal renovations to BC Place with \$65 million in upgrades completed to date. However, the Minister has indicated that cost pressures for the current retractable roof proposal could require further decisions on how to proceed with the balance of the upgrade.

### **View Corridor Study**

In an upcoming report, Council will be receiving the staff recommendations regarding the retention, adjustments to, the addition of, or the elimination of specific view corridors. Staff from the NEFC and the View Corridors Study teams have been working together on common technical and policy considerations. Staff are confident that the development capacity and land use mix proposed in the Directions can be achieved within the existing view corridors. Should Council choose to make changes to the view corridors or create new view corridors, the residential development capacity question will be reviewed at the rezoning stage.

### ***DISCUSSION***

#### **1. The NEFC Directions for the Future**

This section summarizes the recommended Directions. The complete Directions statements and accompanying rationale and background information are available in the attached Appendix 'A' - 'Northeast False Creek Directions for the Future.'

The report on NEFC Directions, received by Council in June 2009, presented Directions on:

- The Unique Role of the area in the City and the Region;
- Non-residential Use;
- Public Open Space and Park;
- Residential Use;
- Residential Mix and Community Facilities.

Further technical work and public input has led to changes in all of these Directions, with the exception of that pertaining to the role of the area.

In addition to the above, since June new Directions have been added including those pertaining to:

- A Vision Statement;
- Principles to Support the Area Vision;
- Environmental, Economic, Social and Cultural Sustainability;
- Public Open Space and Parks, including Criteria for Reshaping Creekside Park;
- Residential Use, Unit Mix and the Compatibility of Residential and Events;
- Built Form and Density; and
- Public Benefits.

The Directions are sequenced so that policy areas that are City priorities are presented first. These include an emphasis on sustainability, reinforcing the role of the area as a hub for events, achieving the requirements for 'job space,' and the provision of public open space and parks. Residential development is to be accommodated in amounts and locations to the degree that it accommodates the public interest priorities and meets sustainability, livability, built form and architectural objectives. Lastly, the Directions on public benefits provide for a balance of benefits reflecting the needs related to supporting the role of NEFC as an event area, the achievement of other city-wide priorities and the provision of amenities addressing the needs of new employees and residents in the area.

These Directions are at a high level and provide flexibility for future development planning. They can accommodate the Vancouver Art Gallery choosing to locate or not locate in NEFC as well as upcoming Council decisions on the View Corridor Study.

Once Council has endorsed the Directions, individual owners can move forward with the preparation of rezoning applications and concurrent ODP amendments. All property owners want to proceed with the submission of rezoning applications. There is some more detailed additional policy work to be resolved in follow-up implementation work. This is summarized in a later section entitled 'Next Steps.'

Preparation of the Directions has involved:

- the consideration of existing council policies and new Council priorities as summarized earlier in this report;
- technical work, coordinated by planning staff and a technical team with representation from Housing, Social Development, Real Estate, Engineering, Special Events, Parks and Cultural Services;
- consultant advice on the public realm from Phillips, Farevaag and Smallemberg and Project for Public Spaces;

- an acoustic study by BKL Consultants;
- a commercial market demand study by Colliers International; and
- a development economics pro forma analysis by Rollo and Associates.

There has also been extensive consultation with property owners, residents, the business community and other community groups (see section on 'Public Input') with more details in Appendix 'B.'

## 2. NEFC - Directions for the Future

### A. Vision for the Area (See Appendix 'A,' Section 2.1)

A vision statement with accompanying principles is presented, highlighting the key attributes that are sought for the area. NEFC contains a significant amount of vacant and/or under-utilized land in a central area that is well served by transit. It is a highly suitable location for high density development. The vision for NEFC includes a mix of uses, including retail, restaurants, office, residential and major event venues leading to the creation of a high-energy and dynamic regional hub for culture, sports, events and associated activities. The development of the NEFC lands will complete the development of the False Creek basin with a vibrant neighbourhood featuring a variety of waterfront public open spaces, plazas and parks and also, restaurants, shopping and a public attraction that draws people to the area. The area will offer a different kind of livability that differentiates it from other waterfront areas that are predominantly places to live with few opportunities to work and play. Visually, the area will be distinctive from other waterfront areas with innovative architecture, a variety of building forms and unique public spaces.

NEFC will be connected to adjacent areas with the creation of the Georgia Pedestrian Link, completion of Smithe Street between Expo and Pacific Blvd. and the extension of Abbott Street to the water's edge and completion of the southern segment of the Carrall Street Greenway.

### B. Sustainability (See Appendix 'A,' Section 3.1)

The first Direction following the Vision Statement addresses Environmental, Economic, Social and Cultural Sustainability to emphasize that this will be a pre-eminent consideration in planning the future of NEFC. It is recommended that the area exceed the achievements reached in Southeast False Creek and thus assist the city in achieving the goal of becoming the Greenest City in the World by 2020. The pursuit of greater sustainability and the desire to take full advantage of a highly suitable, downtown location has provided the impetus for the investigation of higher residential densities in NEFC.

The Direction emphasizes, among the many best practices in environmental sustainability, the importance of improving pedestrian and cycling facilities, reducing car use, reduced parking requirements, achieving carbon neutrality through building design, pursuing district energy as one possible strategy for reducing GHG emissions and energy consumption, targeting for zero waste (defined as an 85% diversion of waste or better), conserving water and providing opportunities for community gardens. Building designs and land use mixes will seek to minimize energy consumption.

Economic sustainability is also a priority by ensuring that the provision of 'job space' is emphasized as well as retail shops and restaurants. GM Place and BC Place Stadium will continue to contribute significantly to the economic vitality of the area, the city and the region.

Cultural sustainability is also a key priority with the provision of a civic plaza and other public spaces for festivals and cultural events; festival and event sustainability will increase with a larger plaza. In addition, the opportunity to locate the Vancouver Art Gallery in NEFC is also addressed. Social sustainability is achieved through the provision of opportunities for affordable housing funded in part by senior governments and requiring the provision of market rental housing and other community amenities. (see section on Public Benefits).

#### C. Unique Role in City and Region (See Appendix 'A,' Section 3.2)

Council endorsed this role for NEFC when it approved the terms of reference of the NEFC High Level Review in May 2007. There has been no change to this Direction as presented in the first report. It calls for NEFC to be enhanced in ways that reinforce its unique role as a city and regional focus of sports, entertainment, community and cultural events; and for future residents and businesses to expect this role to continue.

#### D. Non-residential Use (See Appendix 'A,' Section 3.3)

The Directions identify a requirement of 1.8 million sq. ft of non-residential "job space" as an "end state" amount in NEFC. This reflects the Metro Core Study's recommendation that NEFC assist in making up the short fall of commercial capacity in the downtown. It calls for 1.8 million square feet of 'job space' regardless of whether the art gallery locates in NEFC to assist in making up this shortfall.

In the first report out on the proposed Direction in June of this year, staff recommended achieving the job space target of 1.8 million sq.ft. in the scenario that included the Art Gallery. For scenarios without the Art Gallery a lower job space target of 1.67 million sq.ft. was proposed. Since the Open Houses were held in September 2009, staff have revised the Directions to propose a job space target of 1.8 million sq.ft. in all scenarios. This change reflects consistent concerns raised by the Board of Trade about the amount of 'job space' that should be provided in NEFC and continued strong public endorsement of a significant 'job space' requirement in NEFC.

The Board of Trade and some members of the Consultative Group have expressed an additional concern about including the floor space of the Vancouver Art Gallery (or some other major institution) in the 'job space' target on the basis that the gallery yields very few jobs. However, staff continue to recommend that the floor space of the Art Gallery and/or other attractions be counted as 'job space" since this approach is consistent with the Metro Core Land Use Study definition of 'job space' which includes all types of non-residential uses and recognizes that some uses generate high numbers of jobs while others produce fewer jobs.

Rezoning applications will be required to include the identification of development sites or floor space in buildings to be designated for 'job space.'

#### E. Public Open Space and Park (See Appendix 'A,' Section 3.4)



### Proposed Pattern/Size of Open Spaces and Park (Directions 3.4.1, 3.4.2, 3.4.4 - 3.4.10)

The development of NEFC will result in significant new public open spaces including securing a publicly owned civic plaza and the conversion of under-utilized land under the viaducts to recreation use, meeting an identified gap in the provision of youth-oriented recreation opportunities. Previously committed or approved items such as the Creekside Park Extension, the waterfront walkway/bikeway and the Carrall Street Greenway will also be provided.

Scenarios accommodating or not accommodating the VAG provide about the same amount of public open space and park - approximately 14 acres, including the extension of Creekside Park. All open spaces are located on the water, except for the viaducts recreation area. There are some differences between the open space scenarios.

In late June 2009, additional open space was added to the scenario that accommodates the VAG by increasing the size of waterfront open space to the west of the Art Gallery on Area 6b from approximately 33,000 sq.ft. to 80,000 sq.ft. The role and treatment of this space could vary - more or less hard surfaced or green - depending on future planning. However, as in the earlier scenario with the Art Gallery, this larger waterfront space on the Plaza of Nations site remains physically separated from the Civic Plaza, planned for area 6c and does not allow plaza expansion. Accordingly, in the scenario with the Art Gallery the size of the civic plaza remains unchanged at approximately 35,000 sq.ft. and can host events but would have limited capacity to host performances and would not provide a replacement for the current Plaza of Nations open space.

Should the VAG not locate in NEFC, the proposed site for the civic plaza shifts to the former site of the Plaza of Nations. As a result, the capacity of the civic plaza in the 'Without the VAG' scenario is improved for events, gatherings and performances due to its more functional shape and larger size. The proposed 80,000 square foot plaza could provide a replacement for the existing Plaza of Nations outdoor event and performance area.

There are a limited number of sites available for new public open space in NEFC. The only private sites large enough to provide additional open space are the two sites south of Pacific Boulevard, Area 6b and Area 6c South. Since the opportunities for new public open space in NEFC are limited, the focus of the open space explorations has been to determine what is needed to support the role of the area as an event hub in the city and the region and to consider the needs of the additional population within the context of all the amenities that are available or will be provided in the future. Opportunities have been identified to secure the best spaces in NEFC for public use and most of the new spaces are located on the waterfront. In addition, the new open spaces are flexible to provide a range of uses rather than single purpose park space to maximize use. For example, to be truly successful the civic plaza will need to be designed to accommodate both large city-wide events and provide opportunities for day to day use for area residents. While the new civic plaza and the hard surface recreation area under the viaducts do not deliver typical "neighbourhood park," they do play a role within the broader scope of recreation and represent genuine additions to the amenity of the area.

In NEFC, the consideration of new public open space must address what is needed to support and enhance the role of the area and deliver what is needed to serve the new residents. Staff have been challenged to develop a feasible proposal that balances these considerations.

While the proposal does not achieve the historic neighbourhood park ratio, staff conclude that the public open space proposal is reasonable in the context of all the objectives for the area.<sup>1</sup>

About 5 acres of land is being sought for new public open space and an additional 2.5 acres of land is needed for the proposed Vancouver Art Gallery site. Additional neighbourhood park space is not proposed. If the park ratio of 2.75 acres per thousand residents were to be met, it would require an additional 19.8 acres of park land for the 7200 new residents that could be added to NEFC. The addition of 7200 new residents without additional neighbourhood park land will reduce the park ratio from 2.75 to 1.8 acres per 1000 people. If the new 5 acres of public open space proposed is included, the ratio would be 2.03 acres per 1000 people. It should be noted that there is a wide array of public park, open space and recreational opportunities in the immediately adjacent areas of Southeast False Creek and False Creek North.

1. In recent years, major projects in Vancouver have fallen short of meeting the historic neighbourhood park target. In Southeast False Creek the approach to the provision of parks and open space was to deliver a basket of amenities including new park space, a civic plaza a new community centre and other amenities that together met the requirements of the new neighbourhood. The historic target of 2.75 acres per 1000 informed the work on the Official Development Plan, but was not referenced as a target in the SEFC ODP, or fully achieved.

### Reshaping and Delivery of the Creekside Park Extension (see Direction 3.4.3)

The Creekside Park Extension is the area of land, bounded on its western edge by the Carrall Street Greenway, to the south by the False Creek shoreline, and to the north Pacific Blvd.

The Creekside Park Extension is the last of the parks identified in the FCN ODP in 1990 that remains to be provided. The delivery of this park is linked to the requirement to receive contaminated soils from the adjacent development sites in area 6c as outlined in the tripartite agreement between the Province, Concord Pacific and the City. Delays in the development of area 6c have delayed development of the park.

In response to Council's June request, staff have been considering options for expediting the delivery of the Creekside Park Extension and at the same time ensuring that the overall solution is as good or better than the current circumstance. A Direction has been added that opens the door to the assessment of proposals for reshaping the park and park delivery options based on specific evaluative criteria. A key consideration will be the functionality of the reshaped park. In 2006, the staff and community prepared a plan for this park which accommodates a wide variety of functions and spaces. The Direction calls for consultation with the community on future proposals, as well as with the Park Board, the Province and Concord Pacific.

At the Public Open Houses, the concept of reshaping of the park was of concern to adjacent residents. This was the first time that the concept and criteria for considering a reshaping of the park were introduced to the public by staff. Responses for any reshaping of the park to date have been largely negative based on concerns that the new elongated shape would result in the loss of some of the features planned for the park in 2006 Concept plan, and concerns about view loss from private residences and loss of public view from Southeast False Creek.

Park issues will be presented to the Park Board on October 19<sup>th</sup>. Resolutions of the Board will be forwarded to Council shortly thereafter.

### F. Residential Use and Unit Mix (See Appendix 'A,' Section 3.5)

After satisfying the requirements to maintain the role of the area, include a major component of job space and provide new open space, staff concluded that a major component of residential use can also be accommodated in NEFC. This set of policy directions covers a variety of topics related to the consideration of housing in NEFC.

A target of about 4 million sq. ft. of residential floor space (not a maximum or a minimum) for NEFC has been established by modeling a build-out scenario primarily of tower and podium form, with heights no higher than the view corridors, lower heights closer to the waters edge and a minimum tower separation of 80 feet. Building form variations are encouraged. Furthermore, accommodating residential is contingent on:

- Providing 1.8 million square feet of commercial floor space;
- Providing new public open spaces including a civic plaza;

- Demonstrating the compatibility of residential and approximately 200 events a year associated with the two existing event venues and the proposed civic plaza, including unique conditions of crowds, noise and event-related congestion;
- Demonstrating compliance with the identified and specific urban design and built form parameters; and
- Addressing the transportation needs of new residents

The final amount and location of residential floor area will also be contingent on the delivery of the necessary community facilities, services and amenities to serve the community.

It is anticipated that a diversity of unit sizes will be developed in NEFC. The preparation of rezoning applications will provide an opportunity to ensure that areas of NEFC include housing suitable for families with children, where residents are sheltered from event traffic, noise and crowds and appropriate family-focused, on-site amenity spaces and play equipment can be provided.

The public response to the target of 4 million sq.ft. of residential floor space has not been supportive and is summarized as follows:

- Some amount of residential use was supported by a majority of the public;
- At the September 2009 Open Houses 50% supported either 2 - 3 million sq. ft. of residential floor space or less than 2 million sq. ft,
- A majority of the public attending both the January 2009 and September 2009 open houses were not supportive of the density target of about 4 million square feet of residential;
- At the September Open Houses, 23% supported 4 million sq.ft. or more of residential floor space (down from 34% support for 4 million or more at the January 2009 open houses);
- At the September 2009, 25% of the public supported no residential

Many of the public who responded noted concerns about the additional population overloading existing and new public open spaces and amenities, and expressed concerns about the compatibility of the events and new housing. (see Appendix 'B' for complete results, including the results from the January Open Houses)

#### G. Built Form and Density Direction (See Appendix 'A,' Section 3.6)

The development of NEFC provides an opportunity to pursue innovative architecture and variety in built form. In addition to the emphasis on addressing a broad range of sustainability objectives, future development must respond to the unique circumstances in NEFC including the definition of public spaces and innovative responses to event noise. Sustainability objectives have provided the impetus to explore scenarios that maximize the development potential of the area. As proposed, densities in NEFC will be among the highest in the downtown peninsula with a floor space ratio (FSR) in the range of 6 to 9. As a comparison, the West End ranges from 1.5 to 4 FSR, Downtown South ranges from 3 to 6 FSR and in the Central Business District up to 9 FSR (although predominantly office use).

#### H. Public Benefits Proposal(See Appendix 'A,' Section 3.7)

These Directions address the new public benefits, over and above those that have already been committed in the FCN ODP. The whole of False Creek North is excluded from all existing Development Cost Levy (DCL) areas, therefore DCL funding cannot be used in NEFC. All community facilities and services required for the area such as parks, daycares and the Roundhouse Community Centre and sites for affordable housing were identified in the ODP and secured at the time of each sub area rezoning. The additional required public benefits proposed for NEFC are described in the Directions and will be negotiated at the rezoning stage and the FCN ODP amended concurrently to reflect the additions. The public benefits proposal for NEFC includes:

- Requiring that 20% of the housing in NEFC be affordable housing;
- Requiring that 10% of the housing be market rental housing;
- Movement (Transportation) and Public Realm Improvements;
- Amenities and facilities for the new employees and residents in NEFC;
- Up-grades to existing parks and facilities; and
- Facilities and public open spaces that serve the role of the area.

In establishing the public benefits proposal, staff followed the process for determining specific benefits outlined in the adopted Council policy on Community Amenity Contributions. A balance is proposed between: 1) city-wide priorities such as affordable and rental housing and opportunities for heritage density transfers from the heritage density bank; 2) facilities serving the role of the area and; 3) the amenities and facilities required by new employees and residents in NEFC. Changes or additions to the public benefits proposal may be required as future planning unfolds.

Staff worked with financial consultants (G.P. Rollo and Associates) to assess whether there would be sufficient development value created through future rezoning applications to support the proposed benefits package associated with a build-out of 1.8 million sq.ft. of job space and 3.3 million sq.ft. of new residential floor area (4 million sq.ft. of residential floor area less the 700,000 sq.ft. of residential on BC Place Stadium site). The assessment concluded that future rezoning of the area based on the Directions as proposed, would generate adequate land lift to provide the needed public benefits through community amenity contributions to be negotiated at the time of sub area rezoning. The evaluation considered the impact of a incremental change in the amount of residential floor space and determined that some reduction to floor space (100,000 to 150,000 sq.ft.) would not affect the ability of development to provide the needed public benefits. If significant adjustments to residential floor space are considered, both the demand analysis (i.e. what public benefits are needed) and the financial analysis (i.e. what can be afforded through future CACs) would need to be reviewed.

Generally, the proposed benefits package was endorsed by a large majority of those attending the open houses. However, opposition was expressed to affordable housing by 35% of those attending the September 2009 public open houses. Many of those opposed to affordable housing raised concerns about supportive housing developments. The types of affordable housing including supportive housing will be determined through the subsequent rezoning process and by senior government housing policy and funding. It should be noted that there

are currently 7 vacant sites in False Creek North designated for affordable housing. Only one site at 525 Abbott Street is proceeding in the near future. The remaining 6 sites are awaiting senior government funding.

### Next Steps

Following Council approval of the NEFC Directions for the Future, staff anticipate three to four rezoning applications within a year. There remains several detailed level policy and implementation issues to address including:

- concluding on the View Corridor Study implications for NEFC;
- the resolution of the detailed location, size and function of open spaces;
- the consideration of the possible re-shaping of the Creekside Park Extension;
- advancing work on the need, location, size, programming and design of the civic plaza;
- conducting a feasibility study for re-use of Enterprise Hall (if the VAG does not locate on Area 6b);
- completion of the Georgia Pedestrian Link options and costing study;
- meeting with rezoning applicants regarding the detailed massing, form of development and other urban design elements;
- preparing an implementation and funding strategy for delivering the public benefits strategy;
- resolving the location, size and function of marinas, including provisions for dragon boaters;
- completing the design of Pacific Boulevard (Cambie Bridge to Quebec Street);
- ensuring that future CD-1 rezoning create a linkage between the provision of sites or floor area for required 'job space' as requirement for the inclusion of residential use in the by-law.
- completing the District Energy Feasibility Study; and
- implementing measures to address the compatibility of events and residential, including building design requirements, resident notification and communication and identification of NEFC as a Specific Event area.

It is proposed that consultation continue with the landowners and the Consultative Committee as work on the above policy issues continues and rezoning applications are prepared and submitted. Staff will be assigned to continue the detailed policy work through the rezoning process.

### Public and Landowner Input

In summary, staff meetings with stakeholders in NEFC to prepare the Directions included the following:

- 12 meetings with NEFC landowners as a group and additional meetings with property owners individually;
- 11 meetings with the NEFC Consultative Group;
- five public open houses (two in January and three in September, 2009); and
- meetings with various interested groups, including the Board of Trade, the Roundhouse Community Association and the Vancouver Public Space Network.

## Public Input

As noted earlier, there is public support for some amount of new residential use in NEFC but not at the densities proposed in the Directions. The other topic areas covered in the Directions were generally well supported by the public. (see Appendix 'B' for the results of public open house and meetings).

Highlights of the feedback received at the Open Houses were:

- strong endorsement of the requirement for 1.8 million square feet of 'job space';
- strong endorsement for some residential but for an amount less than 4 million square feet ( Half of those responding supported either 2 -3 million square feet or less than 2 million square feet of residential floor space);
- many of those concerned about the amount of new residential density raised concerns about the capacity of the open spaces and facilities to address the needs of new residents;
- strong endorsement for NEFC hosting large events, performances and active recreation in new open spaces, as well as 'everyday activities' such as picnicking, markets and café seating;
- opposition to the reshaping of the Creekside Park Extension, (see page 9); and
- general endorsement of the proposed public benefits package, (with some noting concern about supportive housing in False Creek North neighbourhoods.)

The NEFC Consultative Group offered the following comments:

- there should be a reduction in the amount of proposed housing and an increase in open space;
- there is too much high density housing proposed for locations close to event venues and noise will be a concern;
- the 'job space' should be a firm requirement and must be required through zoning regardless of the decision on the future location of the Art Gallery
- new commercial development will benefit the city because it will provide significant taxes that support the operating costs of the public amenities and facilities;
- Creekside Park Extension should be delivered as soon as possible with the size, park program, and design features consistent with the 2006 concept plan;
- The impact of the additional residents on social amenities and facilities is a concern; and
- Concerns about the NEFC planning process relative to planning processes in other areas of the city.

In 2004, Council endorsed a land use policy that confirmed the importance of the Plaza of Nations, BC Place and GM Place as entertainment, sport and special event venues and did not support residential, other than in a very limited amount integrated with the stadiums. Since that time, the need to provide space for future job growth, create a major publicly owned civic plaza, and more recently, the desire to take full advantage of this strategically located area that is well-served by transit have been identified as new objectives for the area.

A renewed land use vision for the area was needed. The Directions for the Future of NEFC propose a significant change from the current policy for the area with the addition of a

significant amount of new residential development. With the addition of 4 million sq.ft. of new residential floor space (accommodating 7200 new residents), NEFC will be among the most dense areas in the downtown peninsula. The density explorations and the resultant target of 4 million sq.ft. of new residential floor space has stretched the initial assumptions about the amount of density that could be accommodated in NEFC. While eco-density provided the impetus for investigating higher densities in NEFC, the target of 4 million sq.ft. of residential floor space is supportable in the context of a number of important planning considerations including urban design and the provision of amenities and infrastructure to support the role of the area and meet the needs of new residents.

The challenges of locating significant amounts of residential density in close proximity to existing event venues with crowds, noise and congestion was recognized from the outset of this planning exercise. Extensive research was done to determine if there were examples in other cities that could be used to determine best practices in the co-location of events and high-density residential, however there are no case studies that are reflective of the NEFC situation. Some cities have an event venue such as a professional baseball park or a hockey rink with a tower or two nearby or integrated into the venue. These developments are typically approached as niche-market projects. There are no comparatives with multiple event venues in a downtown location surrounded by residential towers. In the absence of relevant case studies from other cities, staff have looked to local comparables and have concluded that the residential towers immediately adjacent to the main event venues (i.e. BC Place Stadium, GM place and the civic plaza) are likely to have a demographic make-up that is similar to the make-up of the Downtown South Area - a high density area, with lots of activity and noise relative to other areas. Downtown South is characterized by a younger demographic with 60% of the population aged 20 to 39. As noted in the discussion on Residential Use and Unit Mix, not all areas in NEFC will be affected to the same degree by events and noise. Some locations may be suitable for families with children.

Many people have legitimately raised concerns about the compatibility of housing in close proximity to three venues and have offered this as the main reason that they do not support 4 million sq.ft. of residential floor space in NEFC. Staff are mindful of the challenges and acknowledge that NEFC will not be a typical Vancouver waterfront neighbourhood. In Part 2 of the Directions, NEFC is described as a place to play, work and live. It will provide a different kind of livability differentiating it from other waterfront areas that are predominantly places to live with few opportunities to work and different opportunities to play. In recognition of the challenges that will result from introducing a significant component of residential use into an event area with regular noise and congestion, the Directions propose a series of measures to mitigate noise to the greatest extent possible through building design and through communicating the special role of the area in the city and the region by identifying the area as a Special Event District in the Noise Control Bylaw and placing notices on title (or other means of notification).

### ***FINANCIAL IMPLICATIONS***

New amenities and benefits required to support, and to be provided by, the new development proposed for NEFC include:

- Sites for affordable housing and the provision of market rental housing;
- New public open spaces, including a civic event/performance plaza;
- Up-grades to existing open spaces and recreation facilities;
- Child care centres and after school care;



- Movement and public realm improvements; and
- Density transferred from the heritage density bank.

The City retained the services of an independent financial consultant who has confirmed that the additional development in the area can provide the necessary amenities and public benefits. Real Estate Services has been included in the financial analysis of public benefits completed to date.

NEFC project staff will work with Finance and other Departments to advance the Public Benefits Proposal developed as part of the High Level Review into a complete public benefits strategy for the area. This work will include the details of capital and operating costs and budgets, revenue sources and a delivery plan. In addition, staff will undertake an “order of magnitude” evaluation of the benefits (tangible and intangible) and long term costs associated with the full development of Northeast False Creek.

As this is a high level policy document, there is no single solution proposed for the future of NEFC. The Directions for the area can be realized in many ways. Key decisions will be made in the future that will affect the cost of constructing and operating major new facilities along with the costs of supporting an expanded infrastructure. For example, the future decision on the location of the Vancouver Art Gallery will have significant financial implications for the city. Other future decisions, such as the design of the Georgia Steps, the possibility of retaining and adaptively reusing Enterprise Hall and the size, function and operating model of the civic plaza will have capital cost, revenue, maintenance, operating and life cycle cost implications. As more detailed proposals are considered for the development of each sub area, more details will be known about the roads, utilities, street trees, the future streetcar and other infrastructure improvements for the area. At that stage, more work will be done on the capital and maintenance costs of these components.

Council will not be asked to consider rezoning applications in NEFC until the View Corridor Study implications are known, the full public benefits strategy is completed, the order of magnitude cost/benefit evaluation of the development of NEFC is completed and the detailed financial implications of the specific public benefits to be delivered as part of each sub area seeking rezoning are fully understood.

### ***ENVIRONMENTAL IMPLICATIONS***

Environmental sustainability is a central consideration in the planning of NEFC. The Directions call for NEFC to emerge as a high density, mixed use where the top transportation choices are walking, cycling and transit. The addition of housing close to jobs and other amenities in the downtown peninsula and false creek basin reflects the City's sustainability objectives.

## *CONCLUSIONS*

The Directions for the Future of NEFC provide a new vision for the area that will result in a unique district that emerges as a great place to visit, attend sporting and events and festivals, shop, eat, work and live in a memorable waterfront setting. Environmental, economic, social and cultural sustainability objectives will be primary considerations in the planning and design of the area.

The Directions support the continuation of the existing event venues - BC Place Stadium and GM Place and the addition of a new venue, the civic plaza. New public open spaces are proposed together with the completion and possible reshaping of Creekside Park Extension. The Directions also accommodate the possibility for relocating Vancouver Art Gallery in NEFC. It also identifies 1.8 million square feet of 'job space' as a requirement and the accommodation of approximately four million square feet of residential space. Lastly, a public benefits package with a balance of affordable housing, market rental housing, public realm improvements and new community facilities are included in the Directions.

Subject to Council endorsing the Directions, NEFC landowners will be in a position to pursue site-specific rezoning applications and concurrent ODP amendments for their sites, in accordance with the Directions.

\* \* \* \* \*



# **NORTHEAST FALSE CREEK DIRECTIONS FOR THE FUTURE**

**Draft Date: October 13, 2009**

**City of Vancouver  
Planning Department**

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## **PART 1 - INTRODUCTION**

### **1.1 APPLICATION AND INTENT**

#### **Background**

This document summarizes the findings and recommendations of the Northeast False Creek High Level Review (NEFC HLR). The planning work on the High Level Review was undertaken in 2008 and 2009, based on Council Terms of Reference (TOR) adopted in May 2007 and revised in February 2008. The NEFC Study Area is identified in Figure 1.

#### **Application**

Development in NEFC is currently governed by the False Creek North Official Development Plan (FCN ODP) adopted in 1990, and subsequent Area rezonings and ODP amendments. The HLR has developed a set of broad, general Directions that describe the desired future of NEFC with respect to land uses and densities (includes Area 5b West, see Areas discussion below).

The Directions are proposed for endorsement by City Council. They are to be used as a framework to assess future rezoning applications from landowners with concurrent ODP amendments. The rezoning stage is when further details of built form, street network and open space will be determined. It is also when specifics are determined about each development's contribution toward achieving Directions for Public Benefits (e.g. affordable housing and community facilities and services, and other amenities).

It is expected that future applications will strive to meet the Directions to the greatest extent possible in order to achieve the Vision for the area. However, it is recognized that not all Directions will be fully achievable on all sites. Different sites will present different opportunities and constraints. When future rezoning proposals are considered, decisions will be made as to which Directions take priority for each site with a view to achieving an overall balanced approach throughout NEFC.

The discussion accompanying the Directions provides information and rationale. The entire document is presented for Council endorsement to supplement existing policy and guide future planning in Northeast False Creek.

The NEFC HLR Directions address the main land use and density issues. They do not, and are not intended to, address all the topics in the FCN ODP. Some land uses currently listed in the ODP (Wholesale, Marinas, and Hotels) will require review at a later date, in conjunction with consideration of site-specific rezoning applications and concurrent ODP Amendments.

#### **Areas**

The Areas of the FCN ODP to which the Directions apply are Areas 5b, 6b, 6c, 7a and 10. Area 9 (designated in the current ODP for Future Creekside Park extension) is within the study area but is not a focus of the HLR (the Terms of Reference allow some flexibility in the boundary and the Directions that follow address this possibility). Area 11 was added to the FCN ODP as part of the BC Place Stadium amendments approved in October 2008. The use of Area 11 was not explored as part of the HLR and will be addressed in the future.

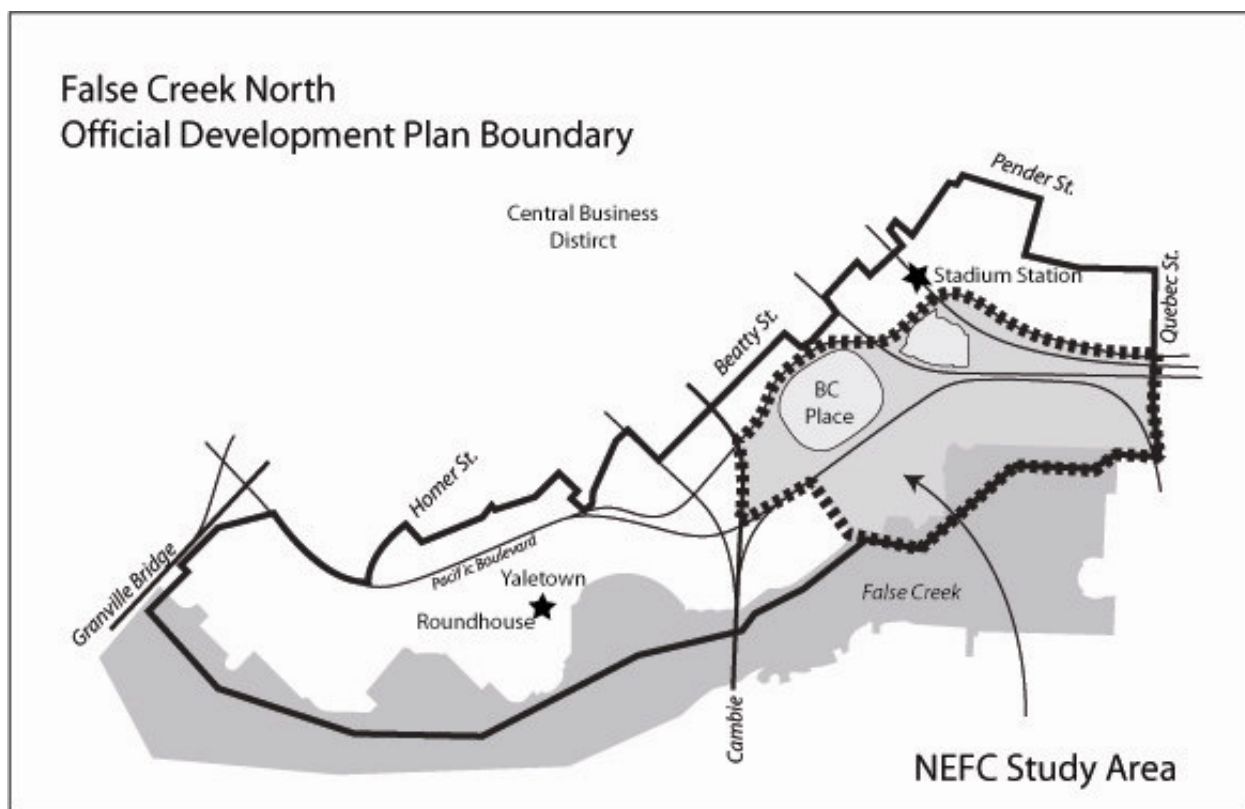
For the purposes of this document, Area 5b is divided into Area 5b West and Area 5b East, with the Cambie Bridge being the dividing line. Council had previously agreed that rezoning of Area 5b West for residential use did not need to await the outcomes of the HLR. However, the rezoning of that site has not progressed and its future use is addressed within the overall context of the adjacent NEFC lands.

Area 6c North refers to the portion of Area 6C north of Pacific Boulevard, bounded by Abbott Street, Carrall Street, Pacific Boulevard and Expo Boulevard. Area 6c South lies south of Pacific Boulevard. The City-owned land under the Viaducts, east of Carrall Street, is referred to as 6c Under the Viaducts.

### References to the False Creek North Official Development Plan

Unless otherwise stated, references to the “current” FCN ODP in this document refer to the ODP as it was in January 2008, at the start of the HLR, i.e. prior to the October 2008 amendments for Area 10, BC Place Stadium. These amendments were done in parallel with the NEFC HLR work, and are consistent with the Directions in this document.

Figure 1. NEFC Study Area



Note: Future use of Area 5b West is included in these Directions

Figure 2. False Creek North Official Development Plan Areas

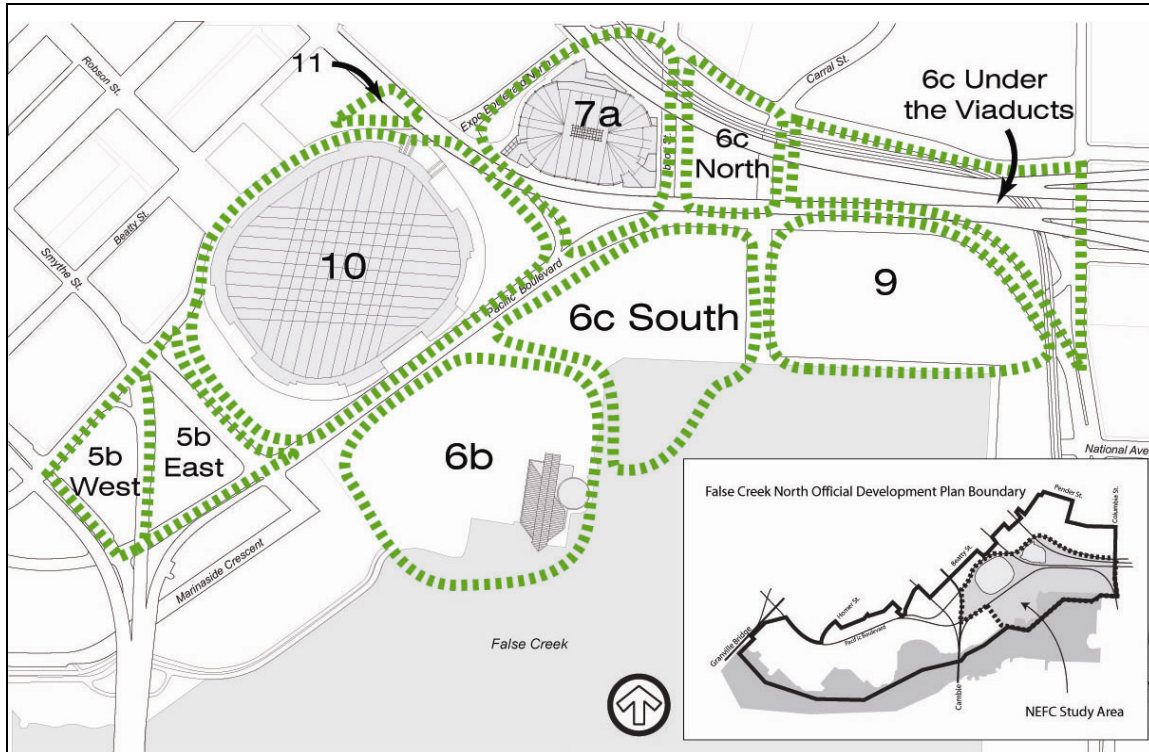
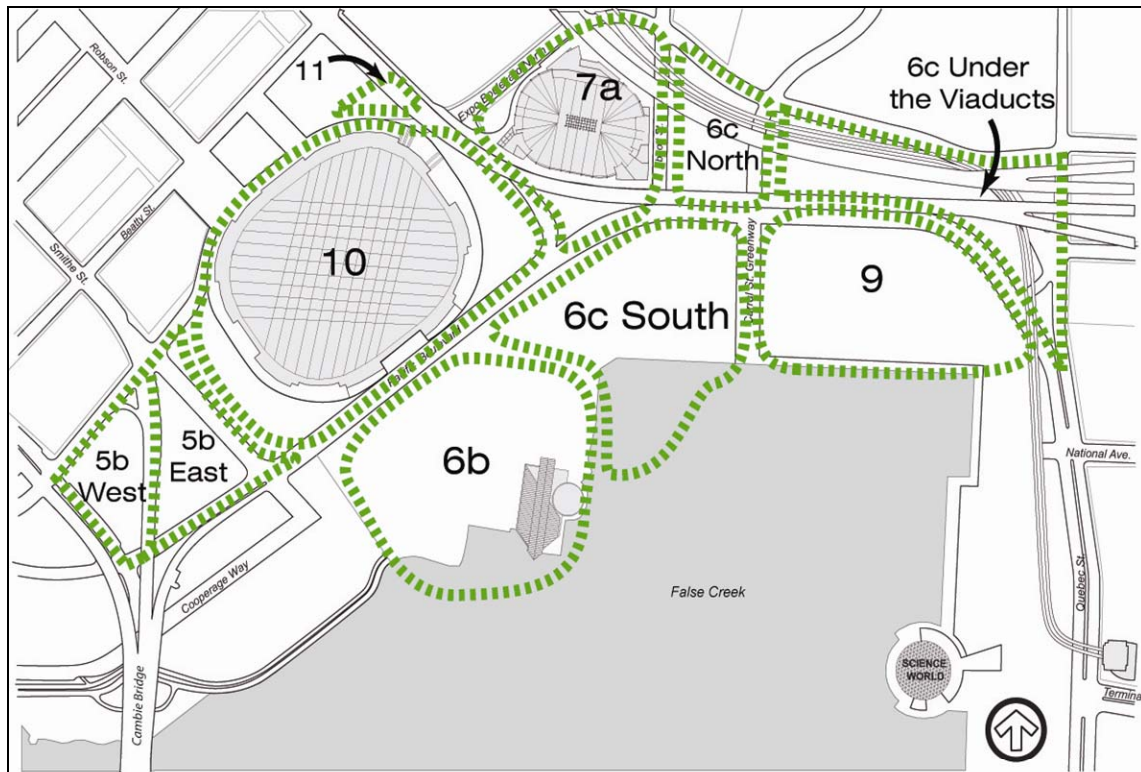


Figure 3. Areas as Referred to in this Document.





## 1.2 EXISTING CONDITIONS

### Land Ownership and Current Development

Figure 4 below shows the current land ownership in NEFC.

Current use of the lands is as follows:

Area 5b West: surface parking (subject of a current rezoning application)

Area 5b East: surface parking

Area 6b: commercial uses including casino, commercial uses, stage and seating of the former Plaza of Nations performance & events venue and surface parking (the glass roof and Building A were removed in 2007/2008)

Area 6c South: surface parking

Area 6c North: refers to the portion of Area 6c north of Pacific Boulevard, bounded by Abbott Street, Carrall Street, Pacific Boulevard and Expo Boulevard

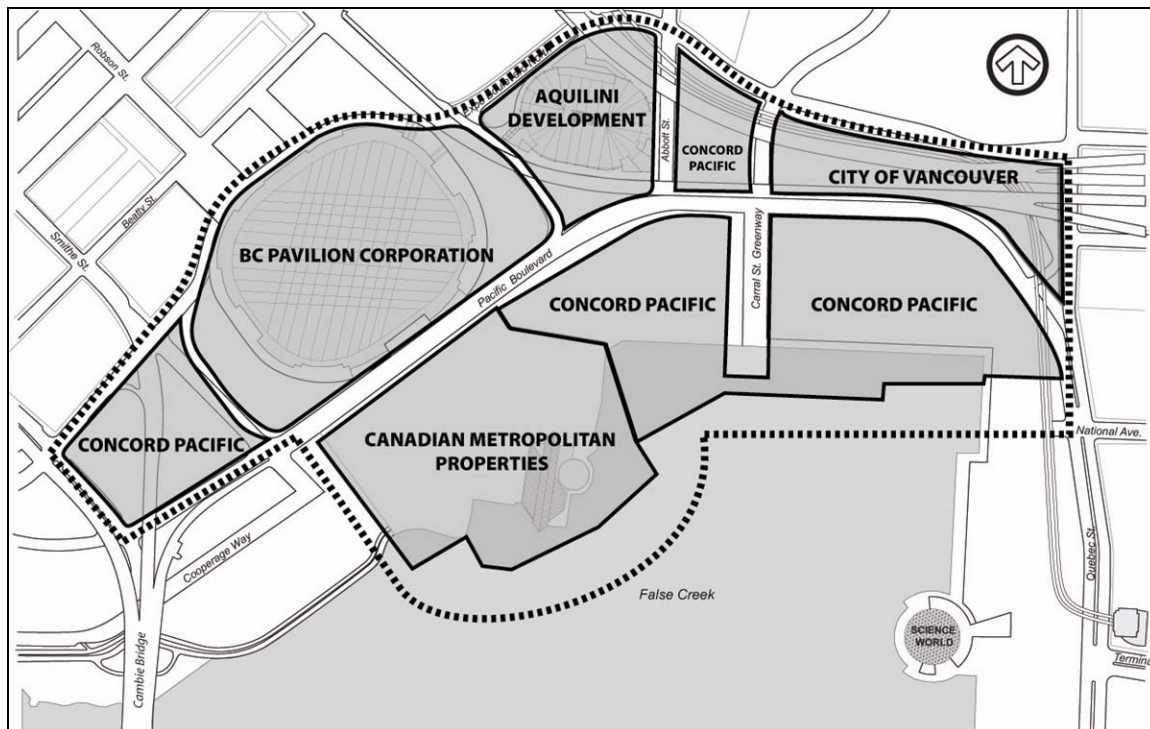
Area 7a: GM Place Arena

Area 9: surface parking, Concord Pacific sales centre

Area 10: BC Place Stadium

Area 11: vacant

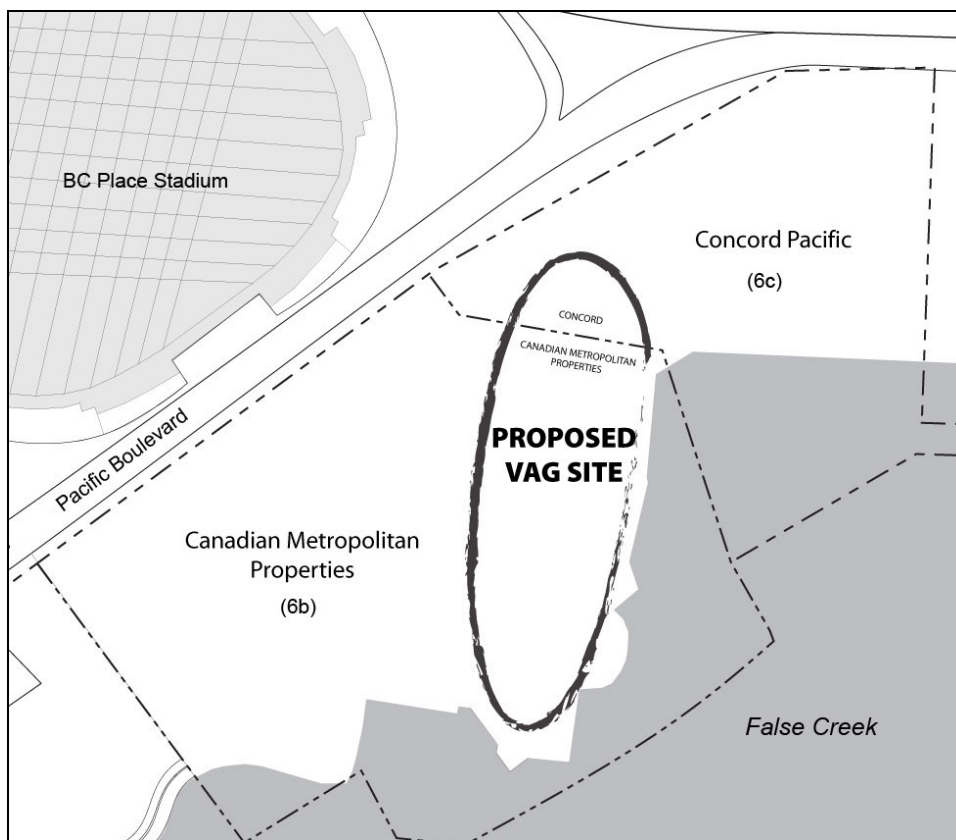
Figure 4. Land Ownership



## Proposed Vancouver Art Gallery Site

In the spring of 2008, the Province proposed the idea of locating a new Vancouver Art Gallery on Area 6b, the Plaza of Nations site owned by Canadian Metropolitan Properties (CMP). The location proposed was on the east waterfront edge of Area 6b. Consultants were retained to evaluate the opportunities and challenges. Among other findings, the evaluation concluded that from the Gallery's perspective, the proposed site should expand north to include some of Area 6c South. The Vancouver Art Gallery Board has not yet made a decision on whether to pursue the proposed location. The Directions allow for either decision. Further discussion with the landowners will occur if the Gallery decides to pursue this location.

Figure 5. Proposed Vancouver Art Gallery Site



## Current ODP and Zoning

The entire area is governed by the FCN ODP, which was originally adopted in 1990, and has been amended numerous times since then. The ODP sets out the land uses and densities that may occur in different Areas. It also provides general guidance on other aspects such as the proportion of affordable housing, amount and location of park space, community facilities and services, street system, and built form.

Individual Area rezoning applications with concurrent ODP amendments are required before any development may proceed. Rezoning applications can proceed when more detailed development proposals come forward.

As shown in Figure 6, Area 6b (Plaza of Nations, owned by Canadian Metropolitan Properties) and Area 7a (GM Place, owned by Aquilini Development) have specific CD-1 zonings. The other lands remain zoned BC Place/Expo District (BCPED) which is a “shell” zoning created after Expo '86, and essentially allows the uses that were on the land at that time to remain.

At the beginning of the HLR, the FCN ODP included the potential for an additional 1.7 million sq.ft. of non-residential development. No additional residential development allowances exist. (Table 1)

Figure 6. Current Zoning

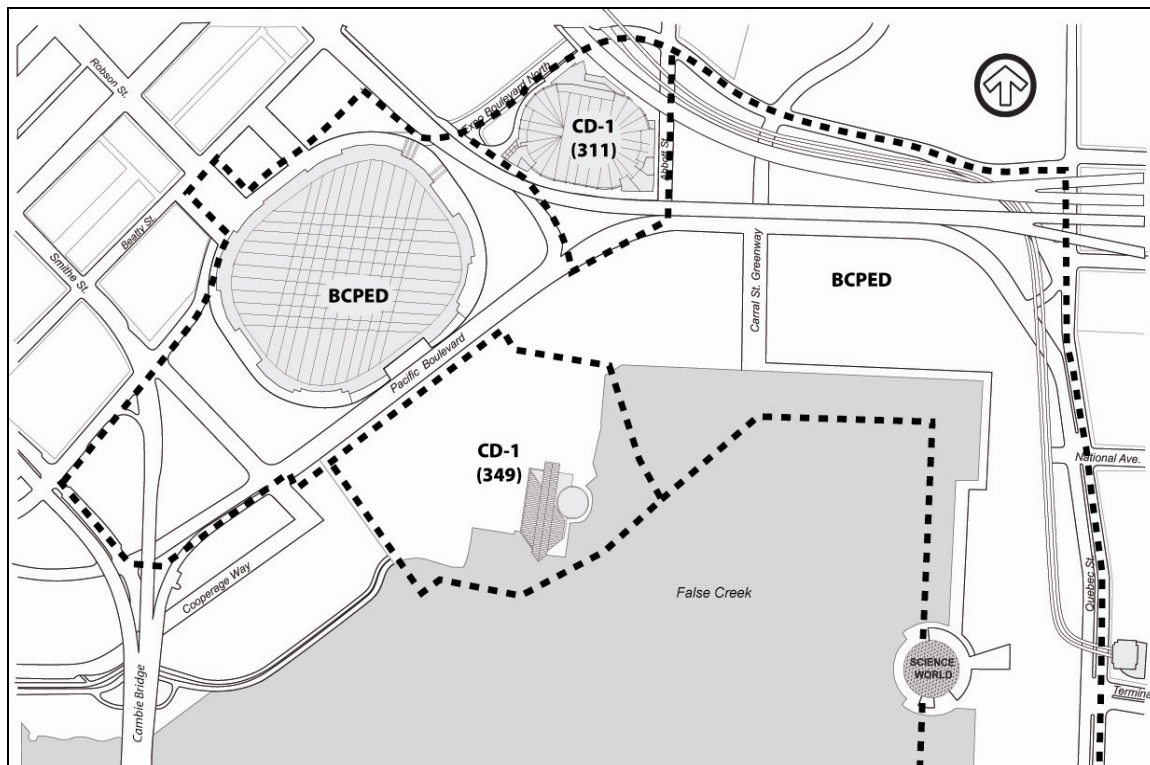


Table 1. Remaining Development Allowances at the Start of the HLR (000s sq. ft.)

Area	Owner	Non-Residential	Residential	Total
10*	PavCo	0	0	0
7a*	Aquilini	224	0	224
6b**	CMP	517	0	517
5b West and East	Concord	82	0	
6c North	Concord	0	0	
6c South	Concord	797	0	
	Concord Subtotal	879	0	879
<b>TOTAL</b>		<b>1711</b>	<b>0</b>	<b>1711</b>

Notes:

\* Existing floor space in BC Place Stadium and GM Place not included.

\*\* Beyond the remaining allowances, there are two buildings currently on this site, Building “B” (91,000 sq.ft.) and Enterprise Hall (72,000 sq.ft.).

### 1.3 TERMS OF REFERENCE AND RELATED INVESTIGATIONS

The proposed Directions reflect investigations that were guided by the HLR Terms of Reference approved by Council (May 2007).

#### NEFC High Level Review Terms of Reference

The Terms of Reference for the NEFC HLR referenced the following key elements:

- Focus on the role of the area as the premier city and regional hub for indoor sports venues, significant special events, festivals and entertainment.
- Accommodate additional job space for the city’s economy as outlined in the Metro Core Jobs and Economy Study.
- Provide appropriate public spaces including civic plaza and replacement for the Plaza of Nations performance/event space.
- Residential should be considered “in amounts and locations compatible with other objectives.”

Other investigations were guided by the Terms of Reference including work on the topics of Movement and Parking and Utilities. This work was considered in the development of the proposed Directions and is provided as background information in Appendix A.1.

## PART 2 - VISION

### 2.1 VISION STATEMENT

NEFC presents a unique opportunity to connect downtown Vancouver to the False Creek waterfront. There will be a mix of uses that will support the existing major event venues and attract a critical mass of users and contribute to the creation of an urban, high-energy and dynamic hub for the City and the region. Visually, the area will be distinctive from other waterfront areas with innovative buildings and a variety of building forms. There will be an active waterfront with a series of public open spaces that will continue the tradition of public celebration at the waterfront and provide opportunities for everyday use by the residents of the area.

NEFC contains a significant amount of vacant and/or under-utilized land in a central area that is well served by transit. It is a highly suitable location for high density development. The inclusions of job space, public open space and a variety of housing types will provide a framework for sustainable development of the area. Other sustainability initiatives will be layered over a sustainable land use plan.

### 2.2 PRINCIPLES TO SUPPORT THE AREA VISION

The following key principles support the Vision for the Area:

1. **Creating a Special Destination in Vancouver** - Create a city and regional destination focussing on existing and new sports, entertainment, community and cultural events and facilities.
2. **Establishing a Unique, Mixed-use Neighbourhood** - Create a high density, mixed-use area that is a place to “play, work and live”. Provide a different kind of livability differentiating it from other waterfront areas that are predominantly places to live with few opportunities to work and play.
3. **Advancing Sustainable Community Development** - Learn from recent experiences in sustainable community development in Southeast False Creek and strive to significantly raise the bar.
4. **Completing the False Creek Basin** - Create a connected and legible overall form for this final segment of the False Creek Basin.
5. **Developing a Sense of Place** - As a focus of the public spaces, create a significant, active public plaza at the waterfront physically and visually linked to the terminus of Georgia Street.
6. **Encouraging Innovative Architecture and Variety in Building Form** - Encourage distinctive and creative architecture that differentiates this waterfront from other waterfront areas that have relied predominantly on the tower and podium building form and similar architectural expression.

**7. Connecting to the Downtown** - Establish an urban structure that enhances access, connecting and integrating NEFC with the downtown with strong connections to Robson Street and Georgia Street as well as linkages to other adjacent areas.

**8. Fostering a Vibrant Waterfront** - Incorporate a series of new uses, attractions and public spaces that diversify the waterfront experience, broadening its appeal to a wider range of users.

**9. Providing a Connected Active Public Realm** - Create a hierarchy of active streets, pedestrian and bicycle routes, open spaces and parks that connect a series of lively and varied experiences.

## PART 3 - DIRECTIONS

The following Directions are presented to achieve the Vision for the area.

### 3.1 SUSTAINABILITY

- 3.1.1 Significantly advance the environmental, economic, social and cultural sustainability in the city, exceed the achievements reached in Southeast False Creek and support the goal of becoming the Greenest City in the World by 2020.
- 3.1.2 Achieve carbon neutrality through land use choices that take full advantage of the existing transit service in the area and non-auto mode infrastructure in the area.
- 3.1.3 Reduce car use and ownership by: providing a complete community with local shopping, service and recreation opportunities; improving connections to and from rapid transit stations; improving connections to and from surrounding neighbourhoods; implementing minimum and maximum parking standards as part of a transportation demand management strategy; and giving clear priority to walking, cycling and transit improvements over auto mode infrastructure.
- 3.1.4 Require building designs, layout and orientation that incorporate passive design best practices and urban agricultural opportunities to the greatest extent possible and seek replicate natural systems where feasible.
- 3.1.5 Undertake local area energy planning and implement feasible campus or district energy systems for the area that reduce carbon dependency.
- 3.1.6 Explore co-location opportunities that would allow use of recovered heat from large facilities such as the stadium and arena.
- 3.1.7 Target Zero waste (defined as 85% diversion of waste or better) by providing facilities on site to separate waste.
- 3.1.8 Exhibit current best practices in water conservation.
- 3.1.9 Provide opportunities for urban agriculture.
- 3.1.10 Explore naturalization of the shore line.
- 3.1.11 Ensure the economic growth and strength of the downtown through a future supply of land and zoning for viably-located commercial development.
- 3.1.12 Provide the necessary facilities to support job growth and attract industry such as childcare, retail shops and high quality public spaces.
- 3.1.13 Provide suitable and affordable public spaces to support events and festivals to facilitate social interaction.

**3.1.14** Provide a range of tenures and types of housing including affordable and rental housing.

**Discussion**

**Current Policy**

Future rezoning proposals in NEFC must comply with EcoDensity Initial Actions A-1 and A-2. The Rezoning Policy for Greener Buildings requires that future developments meet the City's Green Building standards in place at the time they seek rezoning. Currently Council policy (June 2008) requires a minimum of LEED Silver equivalent is achieved (including strict energy efficiency requirements), which may become LEED Gold equivalent by 2010. The Rezoning policy for Greener Larger Sites (2 acres or more) requires that applications meet additional criteria.

**Initiatives to Promote Greater Sustainability**

The reduced parking standard under consideration for the downtown peninsula will be applied to NEFC and will be an important component of transportation demand management for the area. The new standards will include both maximum and minimum parking requirements.

The Greenest City Action Team Quick Start Recommendations identify future opportunities to enhance sustainability in NEFC. Additional ideas will be pursued in NEFC and will raise the bar on sustainability policy in the City.

The long term build-out of Northeast False Creek will allow for the application of new ideas, new learning and best practices to achieve greater sustainability over time. The City welcomes and encourages new ideas from the community and the development industry to advance sustainability.



## 3.2 UNIQUE ROLE IN CITY AND REGION

- 3.2.1 Enhance NEFC as a vibrant city and regional focus of sports, entertainment, community and cultural events and facilities.
- 3.2.2 Connect NEFC to downtown Vancouver to the False Creek waterfront with strong linkages to Georgia and Robson Streets.
- 3.2.3 Make NEFC more attractive with a distinctive identity, vibrant public spaces and lively venues and streets.
- 3.2.4 Inform future businesses and residents that the area will continue to be a hub of activity with crowds, noise and congestion.

### Discussion

#### Current Role

NEFC is a premier city-wide and regional sports, entertainment and event venue that includes BC Place Stadium, GM Place Arena, and the Plaza of Nations performance/event space. The facilities, open spaces, and streets host a wide range of major commercial sports, entertainment and exhibition events as well as community events including the Dragon Boat Festival, major and minor races and ethnic festivals. It is estimated that there are approximately 150 event days per year.

#### Current Character

The area is surrounded by several different areas of the city with different characters: False Creek North residential, Downtown commercial, International Village, and Chinatown. At present it feels and functions as more of a barrier than a crossroads or destination.

#### Opportunities and Constraints

NEFC has a significant amount of vacant or underused land, is located on the waterfront, is close to the downtown and is well served by transit. It presents a major opportunity to create a unique area to “play, work, and live”.

However, the grade difference from downtown, freeway-like major roads, transit guideway and large stadia pose visual and connectivity challenges for the area separating it from neighbouring areas. In addition, the area’s role as the hub of events and entertainment means there are frequently high levels of noise, crowds, and event-related traffic congestion.

#### Upgrade to BC Place Stadium

In October 2008, Council approved amendments to the FCN ODP allowing up to 1.4 million sq.ft. of new development potential on the BC Stadium site in conjunction with the upgrade of the stadium including replacement of the existing air-supported roof with a retractable roof and significant internal improvements. The retention of the stadium and the major upgrade will allow for greater use of the facility and reinforces the unique role of the area.

### 3.3 NON-RESIDENTIAL USE

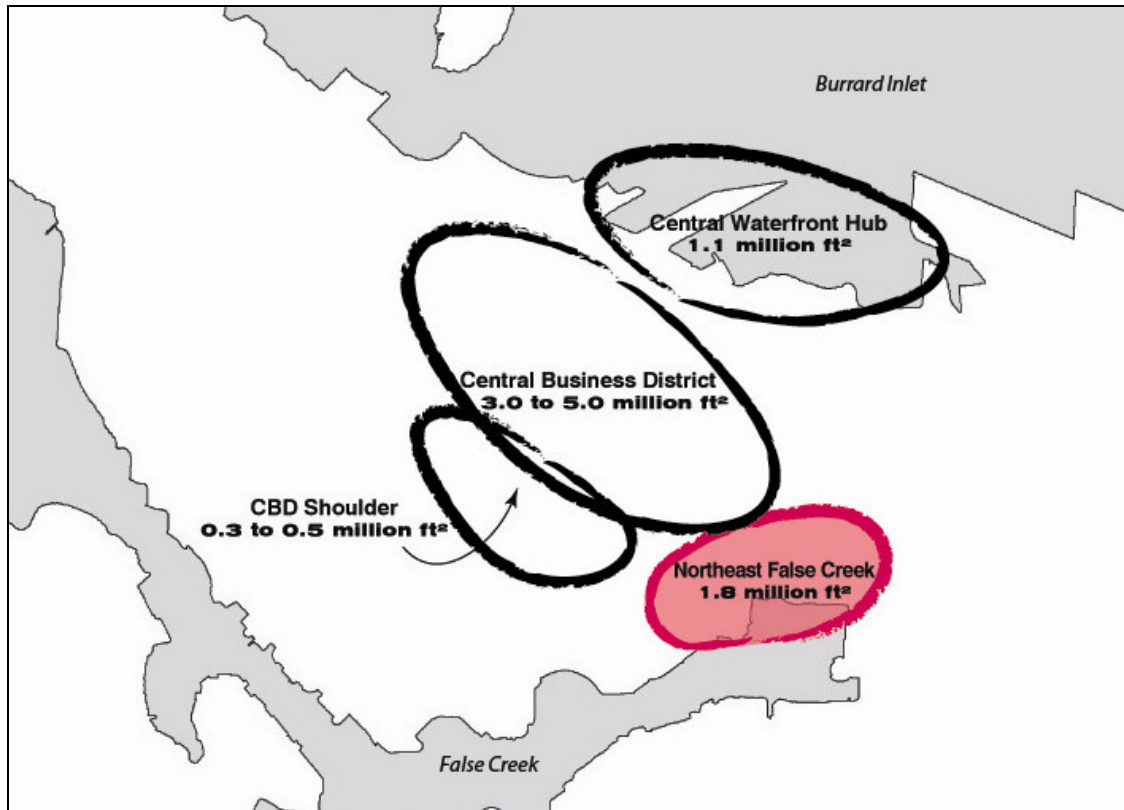
- 3.3.1 Provide a minimum of 1.8 million sq. ft. of non-residential floor area or “job space” in NEFC.
- 3.3.2 Locate non-residential development where its market viability is optimized. Minimum requirements for non-residential floor space by Area will generally be as in Table 3.
- 3.3.3 Encourage new major attractions, such as the Vancouver Art Gallery, museum, entertainment uses, casino, or other citywide or regional facilities.
- 3.3.4 Line major pedestrian links and public spaces with retail/service development. The maximum viable retail/service floor space will be generally distributed as in Table 4 below.
- 3.3.5 Allow flexibility to have more than the stated maximum amount of retail/service floor space in an Area, with demand to be proven out at the rezoning stage.

#### Discussion

#### Overall Need

The analysis done as part of the Metropolitan Core Jobs and Economy Land Use Plan has established there will be a 5.8 million sq. ft. shortfall in capacity to accommodate jobs in the downtown peninsula, by 2031 (Issues & Directions report adopted July 2007). To address this, changes are proposed to the zoning in the Central Business District. However, there is also a need for NEFC to have an “end state” total of 1.8 million sq. ft. of “job space”, not including the non-residential space already located in BC Place Stadium and GM Place Arena. Non-residential includes office, hotel, cultural, institutional, retail, service, and other non-residential uses.

Figure 7. Metro Core Jobs & Economy: Additional Job Space Capacity Targets



**Job Space Viability and Distribution**

A study commissioned from Colliers International (July 2008) has established that there will be a demand for about 1.57 million sq. ft. of office, hotel and retail/service by 2023. The study did not examine the demand for an art gallery, a major casino, or other entertainment and public attraction uses, so major facilities such as the Gallery would provide additional job space. The target of achieving 1.8 million sq.ft. of job space in NEFC means that if the gallery does not locate in NEFC, full build out of all the non-residential floor area is likely to take longer than 15 years since projected demand for the job space to 2023 would be slightly less than the 1.8 million sq.ft. target.

Table 2. Demand for Job Space in NEFC by 2023 (Colliers International, 2008)

Use	Amount (000's sq. ft.)	Comments
Office	1,060	niche non-CBD office
Hotel	180	3 hotels @ 60,000
Retail/Service	330	
Total	1,570	

With respect to locations for commercial uses, the Colliers study advises that for major office, the best locations are north of Pacific Boulevard, particularly around Smithe Street. For hotels, locations anywhere in the area would be viable, except east of Abbott Street. Based on this advice, the non-residential space should be generally distributed among the various sub-areas as shown in Table 3. Future rezoning proposals must provide the required amount of non-residential floor area to achieve the job space target for the area. The distribution of job space is moderately affected by the future decision on whether the Art Gallery locates in NEFC.

Table 3. Non-Residential - Minimum Floor Space (000s sq. ft.)

Area	Owner	With the Gallery	Without the Gallery
10*	PavCo	700	700
7a*	Aquilini	235	235
6b exc. VAG site	CMP	145	250
6b VAG site	CMP	320	100
5b West	Concord	20	20
5b East	Concord	235	275
6c North	Concord	20	60
6c South	Concord	125	160
	Concord Subtotal	400	515
<b>TOTAL</b>		<b>1800</b>	<b>1800</b>

Notes:

1. Existing floor space in BC Place Stadium and GM Place Arena not included
2. Without the Gallery means without the gallery or a comparable large attraction.
3. If the VAG does not locate on Area 6b the required job space can be viably located anywhere in Area 6b.

### Retail/Service Use Viability and Distribution

The Colliers International study estimates that about 330,000 sq. ft of retail/service floor space would be viable by 2023. City policy is to have these active uses locate along key pedestrian routes and open spaces, so the available retail/service space needs to be distributed among the Sub-Areas to ensure this. Table 4 shows the distribution that is contemplated. This floor space is counted within the overall non-residential minimums in Table 3. Flexibility will be allowed to consider more than the maximum amount of retail/service floor area distributed by sub area in the above table. However, if an increase of more than 20% is proposed, a market study should substantiate that it is either for uses not contemplated by the Colliers International study (2008) or that the demand has increased.

Table 4. Retail/Service - Distribution of Viable Retail/Service Floor Space (000s sq. ft.)

Area	Owner	Floor Area
10	PavCo	100
7a	Aquilini	10
6b exc. VAG site	CMP	100
6b VAG site	CMP	0
5b West	Concord	20
5b East	Concord	10
6c North	Concord	20
6c South	Concord	80
	Concord Subtotal	130
TOTAL		340

### Uses to be Determined

Future marina use in NEFC, location for street-oriented retail, hotel and wholesale uses were not addressed and will need to be reviewed at the specific site rezoning and concurrent ODP amendment stage.

It should be noted that the current land use provisions in the FCN ODP allow for two marinas east of Cambie Bridge, although Council has subsequently adopted the Blueways Policies (1998) which “Encourages non-power craft use at the east end of False Creek.” Since the FCN ODP was approved, expansions have been approved by Council for two marinas west of the Cambie Bridge.

### 3.4 PUBLIC OPEN SPACE AND PARK

- 3.4.1 Provide a number of civically-owned, public open spaces, primarily on the waterfront. The spaces will expand the size, functionality, and flexibility of the False Creek public space network, and will accommodate a range of activities including casual public use, special events and active recreation.
- 3.4.2 Provide the previously committed or approved elements including: the extension of Creekside Park (Area 9); the extension of the walkway-bikeway at the water's edge in Areas 6b and 6c South; and the extension of the Carrall Street Greenway between False Creek and Expo Boulevard.
- 3.4.3 Consider future proposals involving the reshaping of the extension of Creekside Park and assess them on the basis of whether the resulting park is as good as or better than the current option applying the evaluation criteria provided in Table 7.
- 3.4.4 Pursue the provision of open space with a primary focus on hard-surface (youth-oriented) recreation on the City-owned land under the Georgia Viaduct east of Carrall Street in the context of other possible uses for this land.
- 3.4.5 Provide a Civic Plaza in Area 6b and/or Area 6c South. The plaza should have an urban character and have some infrastructure (permanent and movable) to accommodate a range of activities and events.

#### Directions that Apply if the Art Gallery locates in NEFC as Presented in Figure 9:

- 3.4.6 Provide a Civic Plaza of approximately 35,000 sq.ft. located at the foot of Georgia Street in Area 6c South.
- 3.4.7 Provide a "forecourt" of approximately 24,000 sq.ft. for The Vancouver Art Gallery located along Pacific Boulevard at the foot of Georgia Street, devoted primarily to Gallery use.
- 3.4.8. Provide a large public open space of approximately 80,000 sq.ft. at the waterfront on the south edge of Area 6b and replace the existing Plaza of Nations event space.

#### Directions that Apply if the Art Gallery does not Locate in NEFC as Presented in Figure 10:

- 3.4.9 Provide a major civic plaza of approximately 80,000 sq.ft. on the waterfront in Area 6b, situated and designed to maximize its functionality.
- 3.4.10 Provide a plaza of approximately 20,000 sq.ft. at the foot of Georgia Street on Area 6c South.

Figure 8. False Creek Open Space Network

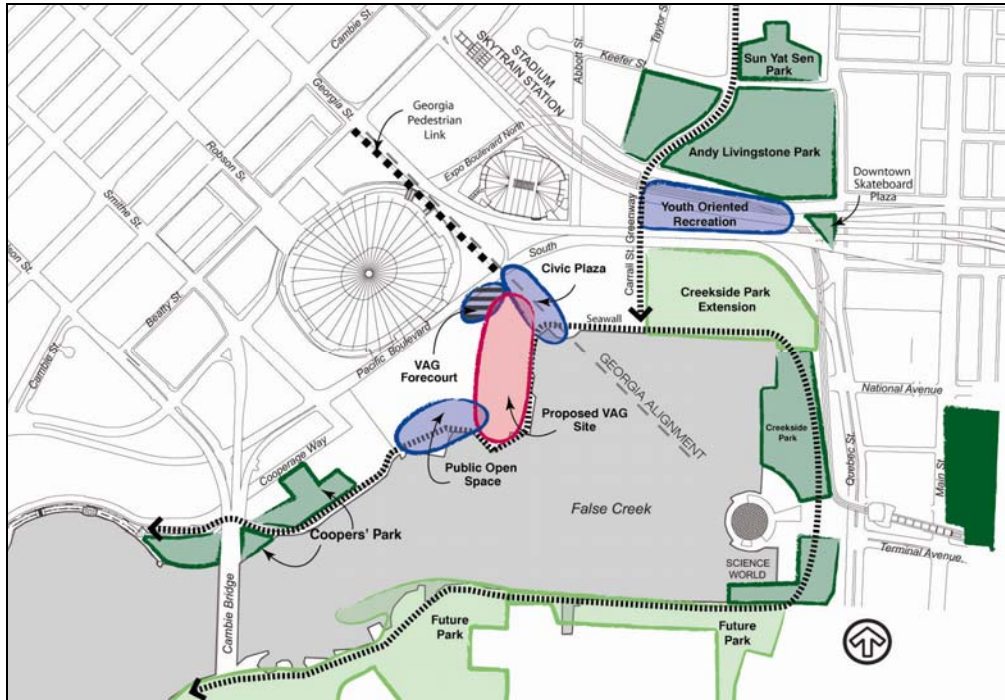


Figure 9. NEFC Public Open Spaces - With the Art Gallery

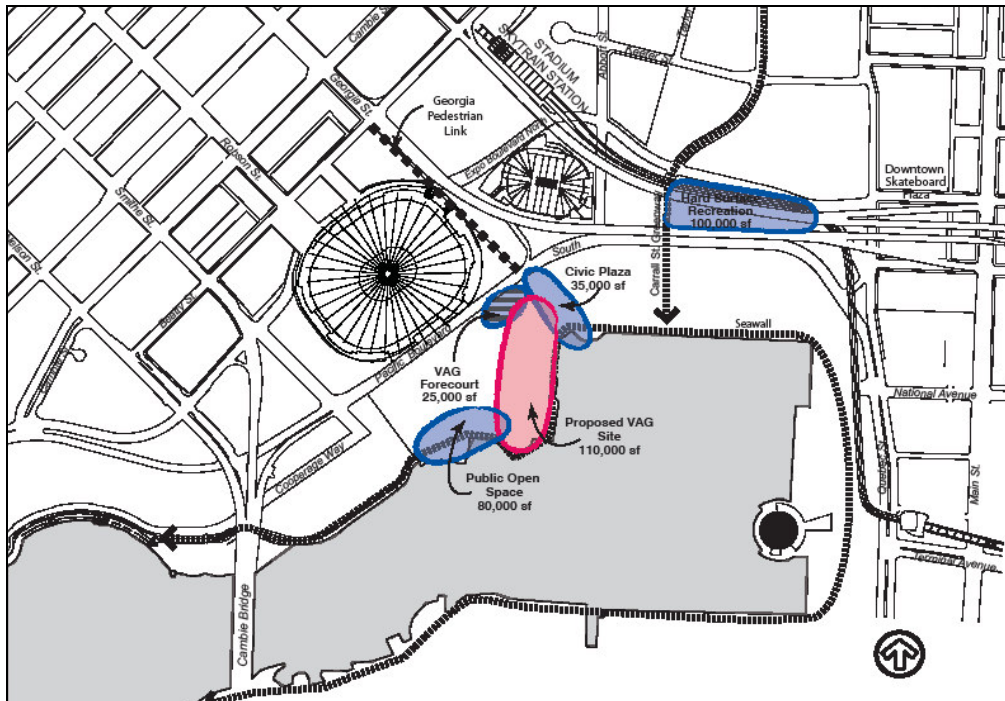
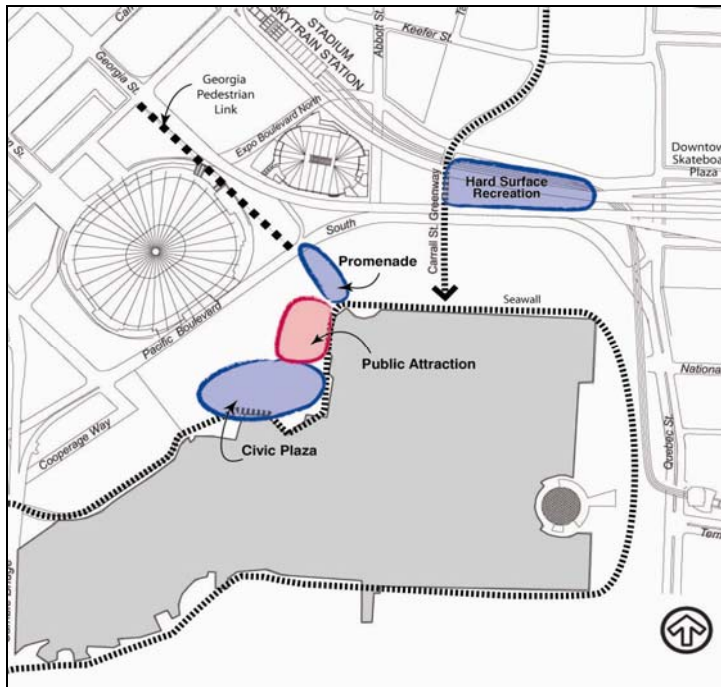
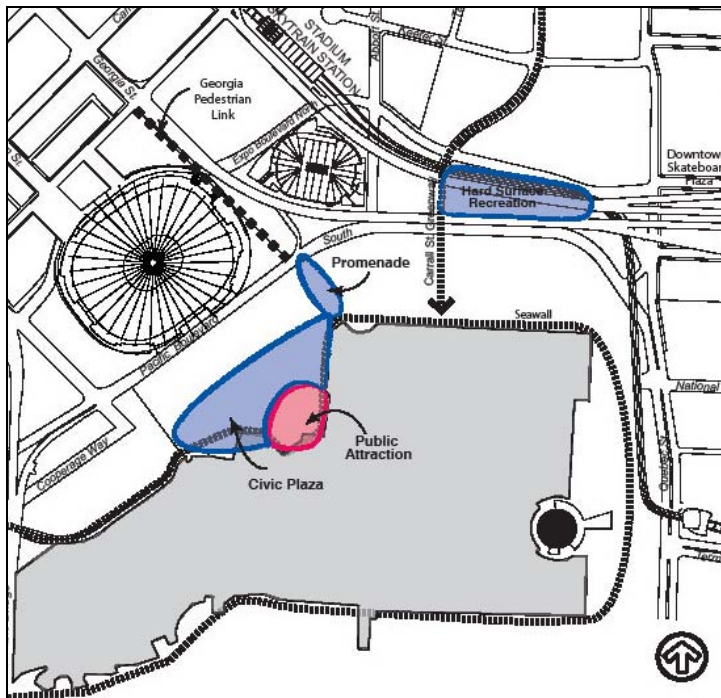


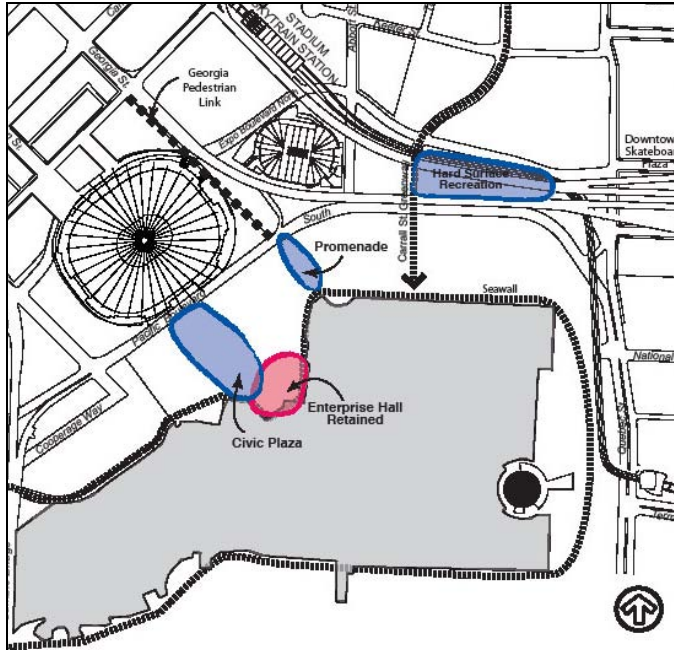
Figure 10. NEFC Public Open Spaces - Scenarios Without the Art Gallery



Note: Enterprise Hall is eliminated in this option.







## Discussion

### Open Space and Park Requirements

There are a limited number of vacant sites available for public open space. In NEFC, the only private sites large enough to provide additional open space are the two sites south of Pacific Boulevard, Area 6b and Area 6c South. Accordingly, the focus of the open space explorations has been to determine what is needed and to identify opportunities for securing the best spaces in NEFC for public use. These public open spaces meet a need and play a role within the broad scope of recreation. Many of the sites proposed for public open space are prime waterfront locations. Most new public open spaces will be hard surfaced for recreation use for public gatherings and events. About 5 acres of land are being sought for new public open space and an additional 2.5 acres of land are needed for the proposed Vancouver Art Gallery site. Additional neighbourhood park space is not proposed. The land contributions required for public use on areas 6b and 6c South are documented in Appendix A.3

In addition to the open spaces proposed on public land, the City will continue the current practice of exploring opportunities at the rezoning stage to provide open space on development sites at grade or on building roofs at the rezoning stage. These spaces are in some cases publicly accessible and in other cases accessible only to those living and working on those sites and provide an additional outdoor recreation opportunity.

In 1988, Council approved the False Creek Policy Broadsheets which stated that neighbourhood park space should be provided at a minimum of 2.75 acres/1000 population. The current FCN ODP requires 6 neighbourhood parks, totalling about 42 acres. The residential floor space allowed in the current ODP will house about 16,000 residents. Only one park remains to be delivered -- the Creekside Park Extension. After delivery of the Creekside Extension the ODP requirement would be met. The amount of neighbourhood park

provided varies considerably across the city ranging from a low of 1.06 acres per 1000 people in Fairview to a high of 8.15 acres per 1000 people in West Point Grey. Those neighbourhoods with less than half of the target ratio of 2.75 acres per 1000 residents are deemed to be park deficient.

If the FCN ODP park ratio were to be met, it would require an additional 19.8 acres of park land for the 7200 new residents that could be added to NEFC. The addition of new residents without additional park space will reduce the ratio of park from 2.75 to 1.8 acres per 1000 people. If the new 5 acres of open public spaces mentioned above are included in the delivery of park space the park ratio would be 2.03 acres per 1000 people.

It should be noted that in October, 2008, Council approved amendments to the FCN ODP allowing consideration of up to 1.4 million sq.ft. of development in Area 10 (half of which can be residential floor space). The City accepted other public benefits, namely the BC stadium upgrade, and did not require the provision of additional park space in conjunction with the new development.

### **Proposed Public Open Spaces**

The size and configuration of the civic plaza(s) will be determined by future decisions regarding: whether the Vancouver Art Gallery locates in NEFC; the types of events and activities that could be held in NEFC; and, whether to retain or re-purpose Enterprise Hall.

#### **With the Art Gallery**

If the Art Gallery locates in NEFC, the Civic Plaza proposed at the foot of Georgia Street will not accommodate the size of performances and events that have historically occurred in the Plaza of Nations. The use of the Art Gallery forecourt (approximately 24,000 sq.ft.) may on occasion, provide some expansion space for the civic plaza. However the two spaces are not configured to permit one large audience and use of the gallery forecourt for combined events would require discussion and agreements with the Gallery.

Similarly, the roadway to the east of the civic plaza could be temporarily closed during events and festivals increasing the size of the plaza, but would not add performance capability.

The role and treatment of the waterfront public open space proposed to the west of the Art Gallery could vary - more or less urban or landscaped, depending on future planning. This space is not well located for a major civic plaza. While large and situated on the waterfront, it is too removed both physically and visually from the foot of Georgia and Pacific Boulevard to function well for some events. The shape of the space would also pose challenges for some events and performances.

Table 5. Public Open Space - With the Art Gallery (Approximate Sizes)

Name	Size (sq. ft.)
Civic Plaza at Foot of Georgia	35,000
Waterfront Public Open Space	80,000
Under Viaducts	100,000
Total	215,000

### Without the Art Gallery

To accommodate a full range of community and professional events and performances and satisfy the objective established in the Terms of Reference for the NEFC High Level Review to “create a premier public gathering place in Vancouver” an area of approximately 80,000 sq.ft. is required. Future planning of the shape and location of the civic plaza would be done following decisions on the events and activities that could be accommodated and future decisions about whether or not Enterprise Hall is retained.

The small plaza or “promenade” proposed at the foot of Georgia Street would serve as an extension to the Georgia Link and provide a vital physical and visual link to the waterfront and the major civic plaza.

Table 6 Public Open Space - Without the Art Gallery (Approximate Sizes)

Name	Size (sq. ft.)
Small Plaza at Foot of Georgia	20,000
Waterfront Public Open Space	80,000
Under Viaducts	100,000
Total	200,000

### Under the Viaducts

The proposed Direction to create hard surface (youth-oriented) recreation opportunities such as basketball, BMX riding and roller hockey on Area 6c Under the Viaducts is supported by a recent Post Occupancy Evaluation of False Creek North which identified a concern with the limited recreation opportunities for youth in the area. The proposed use of this site for recreation would only be possible after the current use for soil contamination remediation is no longer required. In addition, part of the area may be required for a district energy facility requiring a site of approximately 5500 to 7500 sq.ft. This use would be compatible with adjacent hard surface recreation.

### Current Plaza of Nations

The Plaza of Nations, while used by the public, is privately owned. The usable open space (i.e. not counting circulation that must remain open during events) is 65,000 sq. ft., accommodating a gathering of up to 4500 people (standing). The actual stage and seating area is about 20,000 sq.ft.

The Plaza of Nations has accommodated a range of events including pop music concerts, large festivals (Dragon Boat, Taiwanese Cultural), and the larger races (Vancouver Marathon, CIBC

Run for the Cure). Canadian Metropolitan Properties (CMP) rents the plaza to event organizers on a commercial rental basis. In addition, the Community Use Agreement with the City requires the plaza to be made available to community groups rent-free three days per month. However, other costs (water, power, stage and lighting rental) make it prohibitive for many non-profit groups.

Following Expo '86, the Plaza of Nations hosted many events annually. However, it was designed as a temporary facility and the roof was demolished in 2007 after safety concerns were identified. In recent years, fewer events have been held there (about 12 major events each year). A similar size space that was permanent, City-owned, more functional, better outfitted and with lower rent, could be in demand for most weekend days during reasonable weather. A smaller sized space, like the civic plaza described in the option including the Vancouver Art Gallery, would limit the event and performance capabilities due to size and functionality limitations.

### **Enterprise Hall**

Enterprise Hall is located at the southeast corner of Area 6b was called Discovery B.C. during Expo 86 and is now the home of the Edgewater Casino. The 2005 Plaza of Nations Land Use Study led to Council adopting land use policy that seeks to “encourage property owners to maintain and enhance the Enterprise Hall and the glass-roofed plaza at the Plaza of Nations as legacy resources representing the transformative events of Expo '86.”

There are two scenarios within the Directions that may affect future decisions regarding Enterprise Hall. First, the proposal to locate the Vancouver Art Gallery on the former Plaza of Nations site would necessitate the demolition of Enterprise Hall. Second, the Terms of Reference for the High Level review require that the study investigate ways to “replace the Plaza of Nations public outdoor performance space with an equal or better facility, consider locations in the Plaza of Nations or elsewhere. . . and create a major civic plaza that will be the premier public gathering space in Vancouver.” As part of the High Level Review staff has evaluated various locations for a new major public open space along the waterfront in NEFC. The current location of Enterprise Hall has been identified as having many desirable attributes for public open space. In the options without the Art Gallery (figures 11 & 12) Enterprise Hall may be retained and adapted to house a smaller attraction or it may need to be eliminated. A decision on the future of the building would follow an evaluation of the feasibility of retention in light of other public objectives for the site.

### **Creekside Park Extension**

The provision of the extension of Creekside Park (Area 9) is included as Direction 3.3.2 above. The concept plan for the park was developed in 2006 following a series of community workshops. The plan includes picnic areas, non-motorized boat dock, dragon boat dock and boat storage, viewing areas, a water play feature, a café and washrooms and other features. The phasing of parks in False Creek North has always been linked to the management of contaminated soils in the area. The provincial government is responsible for the cost of contamination remediation. An agreement between the Province, City and Concord (property owner) regarding contaminated soils specifies that the Creekside Park extension land (Area 9) be used for the long-term storage of contaminated soils to be relocated from adjacent development sites. Accordingly, the development of the park extension cannot occur until Area 6c South is developed. This follows the approach whereby parks are used to store

contaminated soils used elsewhere in the development of False Creek North. George Wainborn, David Lam and Andy Livingstone parks are special waste storage sites as part of the remediation plan.

The shape of the park with boundaries on Pacific Boulevard and Carrall Street was established through the original False Creek North ODP (1990) and is related to the need for the park to accommodate special waste soils from adjacent development sites. In recent months, the city has been exploring alternatives to the shape of the park with the objective of seeking a solution that may be as good as or better than the current park configuration. The Terms of Reference for the High Level review allow for some flexibility in the boundaries of the park, provided there is no loss of park area.

The following criteria are recommended to evaluate future rezoning applications that propose changes to the shape of the Creekside Park Extension:

Table 7. Evaluation Criteria

- |   |
|---|
| <ol style="list-style-type: none"> <li>1. The Provincial Government agrees to changes to the shape of the park and the soil remediation plan.</li> <li>2. The park area remains the same size.</li> <li>3. The park can accommodate the required amount of contaminated soil in such a way that it does not significantly compromise the park's functionality.</li> <li>4. Part of the park can be provided prior to completion of development on Area 6c.</li> <li>5. The shape of the park allows for flexibility in the functions and uses of the park, including special events, dragon boating and neighbourhood-oriented recreation functions.</li> <li>6. Consideration be given to the compatibility between new development sites and recreation activities.</li> <li>7. The park has a minimum depth of 70m from the water's edge to the northern boundary.</li> <li>8. The park is a contiguous parcel on the waterfront that connects to the existing Creekside Park.</li> <li>9. Street end views are preserved and shadowing impacts from towers are respected</li> <li>10. Public and private view impacts are considered.</li> <li>11. The park extension is bordered by public roads dedicated to the City.</li> <li>12. The proposal addresses the transportation and utility requirements to service the area such as the functioning of the future street car, access to the park and residential properties and the accommodation of utilities.</li> <li>13. Job space targets are met.</li> </ol> |
|---|

Diagrams showing possible changes to the shape of Creekside Park extension are provided below for illustrative purposes.

Figure 11 - Creekside Park As Proposed in the FCN ODP

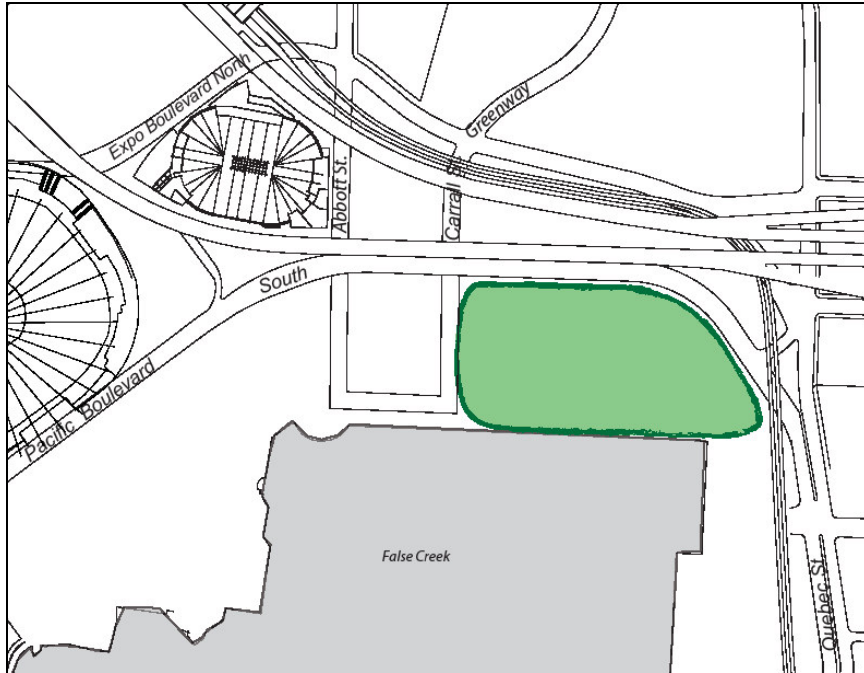
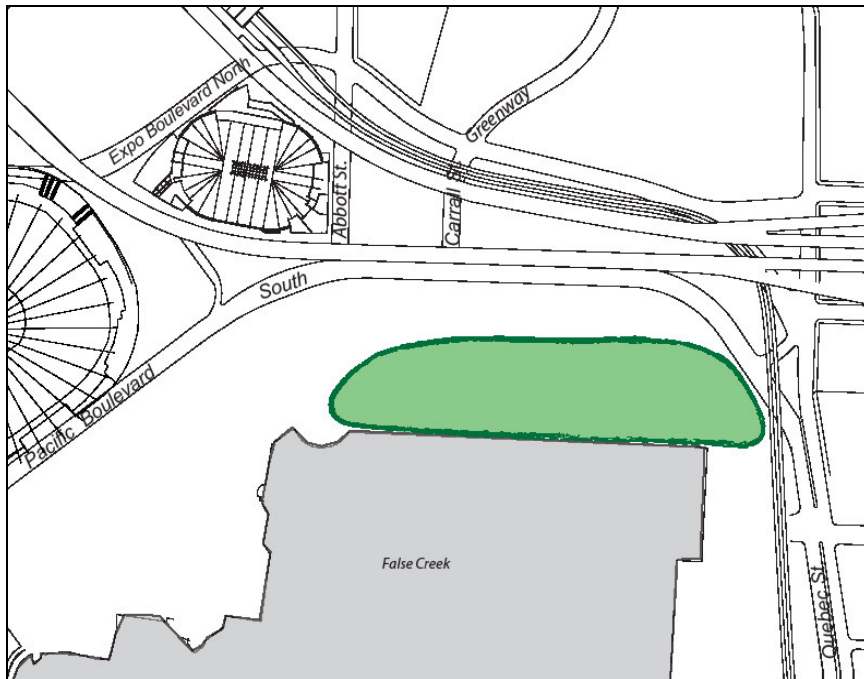


Figure 12 - Creekside Park Reshaped (Example for Illustrative Purposes)



### 3.5 RESIDENTIAL USE AND UNIT MIX

- 3.5.1 In consideration of the events, noise and congestion, pursue a series of measure including building design requirements, resident notification and communication and event noise standards to address the compatibility of residential use and events.
- 3.5.2 Accommodate approximately 4 million sq.ft. of residential floor space in NEFC, with the distribution of this residential space among areas generally as shown in Table 6. The recommended amount of 4 million sq.ft. of residential floor space is a target and is not intended to be a maximum or a minimum.
- 3.5.3 Apply minimum design requirements for families with children on sites that are suited to families. Examples of such requirements could include family-focused indoor/outdoor amenity spaces and play equipment.
- 3.5.4 Require a diversity of unit sizes within each sub-area rezoning in NEFC, including studios, one to three or more bedroom apartments and apartments with secondary suites.

#### View Corridor Study and Possible Park Reshaping

The Downtown Capacity & View Corridors Study is underway, with an upcoming report scheduled for Council consideration. This may result in changes to the view corridors that currently limit building heights in NEFC. Density estimates may need to be reviewed following a Council decision on the view corridor study results and adjustments determined at the rezoning stage.

If the extension of Creekside Park is reshaped to become more elongated and is extended further west, the adjacent development sites would need to be redistributed to rebalance the park and development areas and this may also affect the density potential.

#### Discussion

##### The Compatibility of Residential and Events

Residential development in this area will appeal to a segment of the market that is attracted to the energy, vibrancy and public activity unique to the role of NEFC. It is anticipated that with a major civic plaza in NEFC, there could be up 200 events a year in NEFC. These will include football, hockey and soccer games, concerts, festivals, and outdoor sports events such as marathons. It will be important for new residents to accept that it is and will remain a busy, noisy area with a large number of events.

To provide a better understanding of noise issues related to the compatibility of events and residential, the City retained BKL Consultants in acoustic engineering to undertake an acoustic modelling study of the area. Activities associated with BC Place and the civic plaza outdoor performance/event space, and to a lesser degree GM Place will at times produce higher levels of noise than typically permitted by current Noise Control By-law standards for residential areas.

The City's residential acoustic standards address the 24 hour average of "A weighted" noise, i.e. dBA. This noise is usually from sources such as major arterials and Skytrain. However, there will be occasions when higher levels of dBA and dBC (lower bass noise) will be experienced in NEFC. It is anticipated that the broader spectrum dBA noise associated with concerts can be mitigated to CMHC livability standards with additional noise insulation materials. The dBC noise cannot be fully mitigated, but can be mitigated to acceptable levels through the measures proposed below.

It is anticipated that living in Northeast False Creek will appeal to residents that enjoy activity and events. It will be an area attractive to those who see vibrant, busy and fun places as a desirable place to live. To address the compatibility of residential use and events the following measures will be pursued:

- Advise residents and businesses in NEFC of the anticipated impacts from events through notices on title (or other legal means), rental agreements, and other communication tools;
- Building design must mitigate the levels of noise (dBA) associated with events, including bass noise (dBC) to the greatest extent possible, noting that it will not be possible to mitigate all deep base noise;
- Amend the Noise Control By-law to identify NEFC as a Special Event District with noise standards which reflect the functioning of the area as an event district while placing limits on the duration of events to allow events to co-exist with adjacent residential development; and
- Consult with the community, event organizers and venue operators on the proposed strategy and by-law amendments for managing the impacts of events.

At the sub-area rezoning stage future rezoning proposals must demonstrate compliance with the preceding requirements and the Noise By-law amended to the satisfaction of Council.

## The Amount of Residential Floor Space in NEFC

### Current Status

The residential allowance in the entire FCN ODP area is currently 9.9 million sq. ft. This accommodates about 16,000 residents. All the market residential permitted in the FCN ODP has been fully developed; only affordable housing sites remain to be developed.

Within NEFC, all the remaining development allowances are non-residential (see Table 1).

### Residential Floor Space

The amount of residential floor space that is proposed reflects the following:

- Accommodation of the necessary non-residential floor space (i.e. job space) and the public open space in the Directions above;
- Appropriate building forms, heights, and separations; and
- Accommodation of the transportation needs within the existing and future transportation network



The estimate of 4 million sq.ft. of residential floor space was produced through a modelling exercise that assumed slim towers on podium bases (a form used throughout False Creek North and the rest of downtown).

The modelling incorporated the west 20 meters of the current 40 meter wide Carrall Street right-of-way adjacent to Area 6c South. This was proposed to partially compensate for the portion of Area 6c South that is proposed to be used for public open space and/or the Art Gallery. (This will need to be explored with Concord and the Province as soil remediation agreements may be affected.)

Four million sq.ft. of new residential floor space would accommodate about 7,200 residents, which represents a 45% increase over the 16,000 anticipated in the current FCN ODP. Figure 13 provides comparatives of the proposed new population of NEFC with other nearby areas.

Table 8. Residential - Estimated Distribution of Floor Space by Area (000s sq. ft.)

Area	Owner	Option 1 - With VAG	Option 2 - Without VAG
10	PavCo	700	700
7a	Aquilini	400	400
6b exc. VAG site	CMP	1440	1405
6b VAG site	CMP	0	0
5b West	Concord	See note 1 below	See Note 1 below
5b East	Concord		
6c North	Concord		
6c South	Concord		
	Concord Subtotal	1600	1540
<b>TOTAL</b>		<b>4140</b>	<b>4045</b>

Notes:

1. The distribution of residential floor space in each Concord sub area is subject to further planning study including possible park reshaping and view corridor assessment.
2. The maximum amount of residential floor space is to be determined at the rezoning stage.

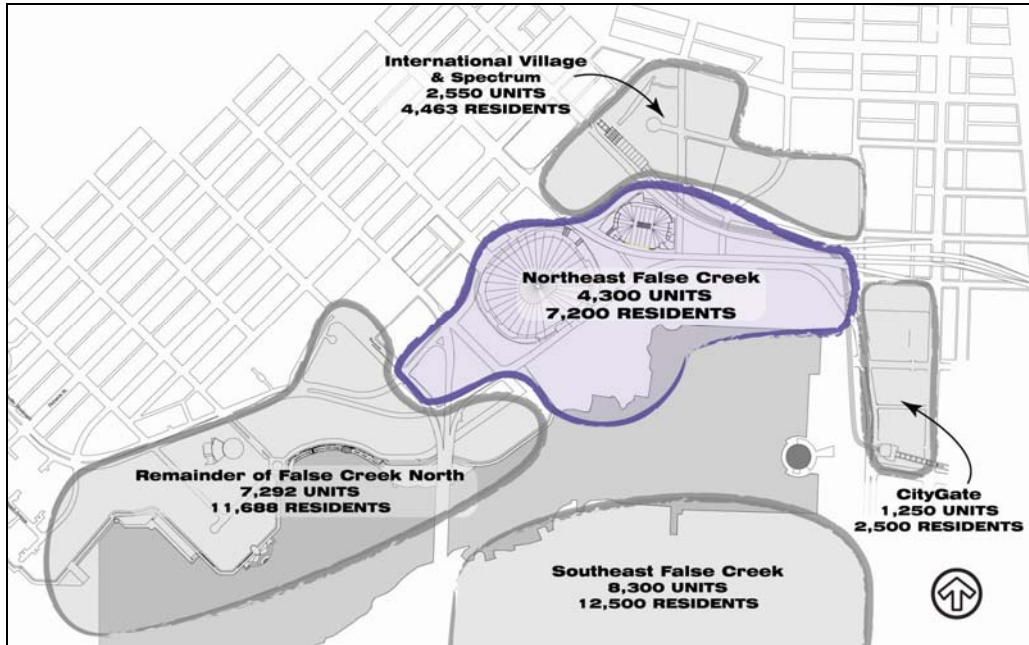
### Household and Unit Mix

In major new communities such as Coal Harbour and False Creek North, the City of Vancouver has customarily required a certain proportion of the units -- 25% in the FCN ODP -- to be suitable for families with small children, as defined in the Guidelines for High Density Housing for Families with Children. This standard is not applied in other areas of the downtown peninsula such as the West End, Triangle West, Downtown South and the Central Business District.

In 2008, Council decided not to apply these guidelines to residential development on the BC Place Stadium site due to the presence of noise and crowds. Given the physical setting, noise, and event-related traffic congestion, some sites in NEFC, particularly those immediately adjacent to the stadium, arena and civic plaza may not be particularly well-suited for buildings marketed as housing for families with children. Other sites such as those along the seawall or enclaves sheltered from traffic noise and events would be more suitable (Figure 14). With each rezoning application, an assessment will be made of whether the site is

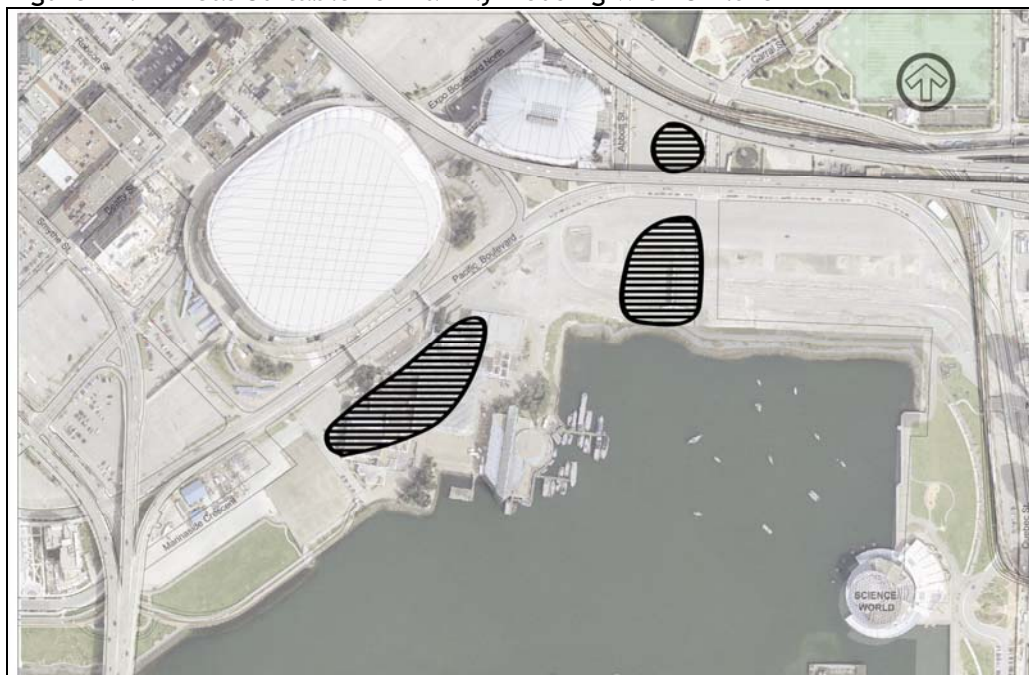
suitable for housing for families with children. Design, amenity and livability considerations will be applied at the rezoning stage and as part of development permit reviews. More background information on housing investigations used in the preparation of these policies can be found in Appendix A.1

Figure 13. Nearby Residential Areas



Note: Area 5b West is included within the context of NEFC

Figure 14. Areas Suitable for Family Housing with Children



### 3.6 BUILT FORM AND DENSITY

- 3.6.1** The built form will reflect the vision of a unique, sustainable, mixed use community on Vancouver's False Creek waterfront, with distinctive and innovative architecture, a mutually supportive interface between large event venues and residential use and a strong definition of the public realm, while addressing livability factors including shadows, views, crowds, noise and privacy.
- 3.6.2** Achieving 4.0 million sq.ft. of residential floor space in addition to the 1.8 million sq.ft. of non-residential floor space is contingent upon successfully resolving built form and urban design considerations and will be proven out at the rezoning stage.

#### Discussion

The NEFC Vision Principles (Part 2) speak to the built form aspirations and possibilities on individual sites within NEFC. The delivery of 1.8 million sq.ft. of non-residential floor space is a City priority for the area. Successfully resolving the detailed built form through the rezoning process will be critical in achieving the residential floor space target of 4.0 million sq. ft.. There will be challenges in meeting the Vision Principles and designing buildings and public spaces in close proximity to major sporting and event venues while also advancing sustainability, delivering job space and achieving other important policy objectives.

The above noted density targets were established through 3-D modeling that demonstrated that the floor space targets of 1.8 million sq.ft. of non-residential use and 4.0 million sq.ft. of residential use could be met with a built form generally consisting of slim towers on podium bases. The built form model satisfied important livability and urban design criteria related to shadows, views and privacy. It assumed tower spacing of approximately 80 feet, and strong podium bases of 4 to 6 storey, similar to Pacific Boulevard in the Roundhouse Neighbourhood. This form provides for the non-residential floor space target and the residential floor space target as well as defining streets, plazas and pedestrian routes. Tower heights were assumed to be at a maximum height near Pacific Boulevard, with reduced height toward the water. The opportunities and constraints of each site were considered in this modeling exercise. The site circumstances, land use and urban design objectives vary considerable from site to site. Accordingly, the proposed density (FSR) also varies on a site to site basis. The densities proposed for NEFC are at the upper range of density for the downtown peninsula.

Variations from the prototypical built form described above are possible and encouraged in response to varying site circumstances, opportunities and constraints. This includes sites with direct exposure to large event venues, sites with opportunities for landmark buildings, sites closest to the water's edge, and buildings that assist in defining public spaces.

Designing for sustainability needs to begin at the outset of the design process. Sustainability considerations must be an integral part of the overall design, rather than "window dressing" with green building elements after the design exercise is completed. In this context, unique or creative built form or architectural elements that result from "raising the bar on sustainability" are encouraged.

Variations in height and form may also result from the findings and conclusions of the City's View Corridor Study and will be a factor in the ability to achieve the residential floor space target of 4 million sq.ft. for the area.

### 3.7 PUBLIC BENEFITS PROPOSAL

- 3.7.1 Designate 20% of the total number of dwelling units in NEFC for affordable housing. On some sites, where it will not be possible to achieve 20% affordable housing, payments-in-lieu will be received. These Payments-in-lieu will be used to achieve affordable housing on sites within NEFC, FCN, and/or other areas.
- 3.7.2 Designate a minimum of 10% of the total number of dwelling units in NEFC for market rental housing.
- 3.7.3 Deliver a minimum of 10% of the new residential floor space in NEFC through the transfer of heritage density from the Heritage Density Bank.
- 3.7.4 Provide the Georgia Pedestrian Link, Upgrade Pacific Boulevard and the continue the Carrall Street Greenway.
- 3.7.5 Provide the civic plaza(s) conceived in the option with the Vancouver Art Gallery or the plazas in the option without the Vancouver Art Gallery.
- 3.7.6 Provide two child care centres, a family place and after-school care facility; and recreation space (under the Viaducts). In addition, provide financial contributions for upgrades to existing FCN parks and open spaces, the renewal of the Vancouver Aquatic Centre; and capital upgrades at the Central Vancouver Library.
- 3.7.7 Pursue the implementation, funding and location of the public amenities and benefits in conjunction with rezoning applications in NEFC and will consider evolving priorities.

#### Discussion

##### Current FCN ODP Provisions

Community facilities and services required under the current FCN ODP include the completion of the waterfront walkway, two schools (provision of sites), community centre and gym, childcare facilities, multipurpose room, branch library (if desired by the VPL) and field house. These have been provided in a phased way, as the development has occurred. One childcare centre and one after school care centre remain as outstanding requirements under the current ODP.

There is also a site in International Village on which Vancouver School Board (VSB) intends to build an elementary school when provincial funding is made available. The International Village site is the VSB's top priority for new schools. VSB plans to submit a capital funding proposal to the provincial government in the near future. The proposal will include space for after school care.

The community facilities and services provided in FCN are used by FCN residents along with residents of nearby areas and are operating at or beyond capacity. Therefore, providing additional capacity for the 7200 new residents contemplated in NEFC will be critical.

## Recommended New Public Benefits

“Public Benefits” is a broad term that includes parks (and public open spaces), affordable housing, as well as the various community facilities and services referred to above. It also includes possible benefits to the broader community such as cultural facilities, heritage density transfer, neighbourhood house, etc. The Public Benefits Proposal identifies existing and anticipated needs, as well as the financial feasibility.

The whole of FCN is excluded from all existing Development Cost Levy (DCL) areas therefore DCL funding cannot be used in NEFC. All of the existing community facilities and services in NEFC were achieved through the ODP and subsequent rezoning applications.

The recommended public benefits for NEFC have been identified with consideration of:

- Council priorities and policies and the NEFC HLR Terms of Reference
- The public amenities identified in the FCN ODP that have not yet been delivered but will be provided when the remaining development allowances in the FCN ODP are built out;
- Public comments received at Public Open Houses in winter 2009 and fall 2009, advice from the NEFC HLR Consultative Group and a variety of community and business groups who have met with staff;
- Consideration of the ability of development to provide the required new facilities and services and the City’s ability to maintain and operate them.

New public benefits in NEFC will be funded from contributions from development at the rezoning stage and may be supplemented by funding from senior governments or the City. Changes and additions to the Public Benefits Proposal may be required as more detailed planning for the area unfolds and more information on needs and costs is available. Should use or density be changed from that proposed in the Directions, the public benefits proposal will need to be reviewed.

In October 2008, Council approved amendments to the FCN ODP allowing consideration of up to 1.4 million sq.ft. of new floor area for Area 10 (BC Place Stadium). Council concluded that the up-grade of the stadium, including the replacement of the roof would be viewed as the public benefit associated with the amendment of the FCN ODP. Therefore there would not be a Community Amenity Contribution (CAC) or new community facilities and services delivered as part of the future development on Area 10. In future, should BC PavCo request further increases to the development potential or if the up-grade of the stadium and replacement of the roof are not pursued, the question of contributions to community facilities and services could be revisited.

## Affordable and Market Rental Housing

It is proposed that 20% of the housing units in NEFC will identified as affordable housing. In addition, it is proposed that 10% of the housing units be designated market rental housing as a component of modest market housing.

The City of Vancouver defines “affordable housing” as: dwelling units designed to be affordable to persons who make up a core need household where such persons pay more than

30% of their combined gross annual income to rent an adequate and suitable rental unit, including utilities, to meet the basic housing needs of the household at an average market rent. “Modest market housing” is defined as: dwelling units designed to be affordable to persons who make up a household, and who’s combined gross annual incomes fall within the middle third of income distribution for the Greater Vancouver Region published by Statistics Canada, in the then current Canada Census at the time of any applicable CD-1 rezoning. In NEFC, modest market housing will be provided as market rental housing.

### **Affordable Housing Policy and Current FCN ODP**

Council's policy for new communities is that 20% of the total numbers of units is to be secured for affordable housing. The FCN ODP originally called for 20% affordable housing throughout the Plan area. Over the years the amount of affordable housing that could actually be delivered in FCN has been reduced to about 13% because senior government funding has not been available at the time needed to develop the affordable housing sites. When conversion from non-market to market housing has occurred, the City has taken “cash in lieu”, and this funding has been put toward delivery of affordable housing elsewhere and subsequently the projected proportion of 20% affordable housing has been reduced to 13%.

There are five vacant sites in False Creek North waiting for senior government funding. Although affordable housing sites can be secured at the rezoning stage, very limited provincial and federal government funds are currently available to pay for site acquisition and construction costs. Provincial funding has been forthcoming for one supportive housing project in False Creek North. It has been approved for 1050 Expo Blvd. and includes 133 apartments. This development is among 14 similar supportive housing projects that have been approved for a variety of locations in the city.

Creative solutions and new partnerships may be required in order to address the funding challenge and to help achieve affordable housing objectives.

### **Heritage Density Transfer**

Council has identified NEFC as an area that should receive heritage density from the density bank to assist in the rehabilitation of valued heritage buildings. Reducing the amount of density currently in the density bank has been identified as a corporate priority. The 10% floor space transfer component cited in Direction 3.6.3 would be within the 4 million sq.ft. residential target (not in addition), with the standard rezoning proforma methodology applied to determine value.

### **Public Realm, Pedestrian and Transportation Links**

In addition to the proposed public open spaces (described in detail Part 3.3) several public realm and transportation links are proposed to improve connectivity within NEFC and with adjacent neighbourhoods and districts. Pedestrian improvements providing connections to the downtown, Gastown, Chinatown and the Stadium Skytrain station will include:

- The continuation of the Carrall Street Greenway from Expo Boulevard to False Creek.
- The Georgia Pedestrian Link, connecting Beatty Street and Pacific Blvd. will improve connections between NEFC and the downtown. Council amended the FCN ODP in 2008 to require the provision of this link on the east side of BC Place Stadium.

- Pacific Boulevard will be improved to enhance the public realm. The new design will include a bike lane, vehicle lanes, street trees in boulevards, wider sidewalks and a right of way for a future streetcar.

### **New Public Open Spaces**

The provision of new public open spaces including options for a civic plaza in NEFC is discussed in detail in Section 3.4 Public Open Space and Parks.

### **New Community Facilities**

During the public process many people advised that enhanced facilities for families with children and indoor community space should be priorities. The public benefit proposal for NEFC calls for two child care centres, an expansion to the planned after-school care centre and family place as well as funds for the renewal of the Vancouver Aquatic Centre (the only indoor public swimming pool in the downtown peninsula).

Due to the close proximity of the Roundhouse Community Centre and the new Southeast False Creek community centres, a new stand alone community centre is not proposed for Northeast False Creek. Both of these community centres are within walking distance of NEFC (1km). The New SEFC Community Centre includes a full size gym, aerobics studio, weight and exercise space, arts and crafts, and all purpose meeting rooms. In addition, there will be a program component offering non-motorized boating including canoeing, kayaking, rowing and dragon boating.

As noted above, the FCN ODP provided for a future site for an elementary school in International Village but it has not been constructed. This delay has placed great pressure on Elsie Roy School as the only elementary school in False Creek North. The Vancouver School Board has identified the development of the International Village Elementary School as their top priority for a new school. Its construction is dependant on the availability of provincial funding.



## APPENDIX A.1 - BACKGROUND INFORMATION

### Movement and Parking

The existing arterial road network in NEFC will need to serve the major events in the area, as well as any new development. There are times when severe congestion will occur on the road network surrounding the stadium, the arena and the eastern part of downtown that, depending on the size of the event(s), can last from 20 minutes to an hour after the end of the event(s). As well, Pacific Boulevard closures occur 3 to 4 times a year, mainly on Sunday mornings, to accommodate large scale races, parades, or other events. Given the requests that the City receives, this could increase to 6 to 8 times per year.

With respect to traffic generated by new residents and employees, the capacity of the road network and transit system was reviewed for both the morning and afternoon peak traffic periods. The assessment was based on the proposed maximum land use and densities for the area. While it shows the arterial network to be adequate, the volume of traffic will require that there be no curb-side parking along Pacific Boulevard at least during peak times.

The geometry of Pacific Boulevard right-of-way was reviewed, and adjustments identified to allow for high quality public realm (including street trees), cycling routes, and the future streetcar. The estimates of development potential took these right-of-way adjustments into account.

Non-arterial streets will need to be created within sites to provide enhanced pedestrian connections, routes to public transit, cycling connections, and adequate vehicle circulation space. Extensions of Smith Street, Abbott Street and Carrall Street will be required, consistent with the ODP.

If the Art Gallery locates in NEFC as illustrated in Figure 9, the alignment for local streets will generally need to be loops rather than dead ends, and will need to intersect with Pacific Boulevard in safe locations taking into account existing bridge ramps and future streetcar alignment. Standard 20m (66 ft.) wide rights-of-way will be needed for non-arterial streets. If the Vancouver Art Gallery does not locate in NEFC, future developments south of Pacific Boulevard, will require a street connection between the Plaza of Nations Area 6b and Concord Area 6C as an important component of the functionality of the transportation needs of the area. The east-west street continuity allows for greater pedestrian, bicycle, vehicle and emergency access to the development areas, it maintains the street grid network and block lengths in the downtown, allows access flexibility during Special Events in the NEFC area and reduces the number of new traffic intersections along Pacific Boulevard.

The Georgia Pedestrian Link -- a major pedestrian link that would accommodate the change in grade from Beatty Street to Pacific Boulevard along the east side of BC Place stadium -- is assumed to be provided, consistent with the ODP (included in the October 2008 BC Place Stadium ODP Amendments).

In terms of parking, it was assumed that the reduced parking requirements currently under consideration for the downtown peninsula would apply. ODP requirements for a total of 1000 stadium parking spaces in the stadium area will remain as is.

Parking for new developments will need to be provided on-site, as normal. However, where there are site constraints that make it difficult to physically accommodate on-site parking, off-site parking agreements for stalls on nearby sites would be investigated in accordance with the Parking Bylaw.

## Utilities

The existing City sewer and water mains in the road network of Northeast False Creek will continue to serve the utility needs of the future development build out of NEFC. The existing capacity of sewer and water mains were based on the overall anticipated development densities and land uses contained within the existing Official Development Plan. Based on the proposed increase of the residential and non-residential land uses resulting from the NEFC HLR, the existing utilities were evaluated and are anticipated to have the required capacity. Further utility evaluations would be completed at the rezoning stage of each development site and any required utility upgrades would be securing through the rezoning process. To serve the site-specific utility needs of the development buildings, the new internal road networks will be utilized for these servicing needs.

Private or 3rd party utilities, such as Hydro, gas, district heat, phone, cable, etc. would be completed as part of the build out of the development and any required upgrade to existing facilities would be secured through the rezoning process.

## Housing

As background information for the preparation of these policy directions, staff reviewed a variety of high rise residential buildings in a range of locations ranging from nearby the Granville Entertainment District, some adjacent to the Central Business District and others in the False Creek North waterfront neighbourhood. The demographic trends indicated in the 1991 - 2006 Census's were also evaluated. This investigation resulted in the following observations:

- More than 25% of units in almost all buildings reviewed had two or more bedrooms, even though the majority of buildings were not in areas where the City required that 25% of the units be of this size or larger;
- There are more families with children in the waterfront neighbourhoods and generally fewer families with children in areas such as Downtown South. These are the statistics for the % of households with children:
  - False Creek North - 25%
  - Downtown South - 10%
  - City Gate - 29%
  - Triangle West - 18%
  - Granville Slopes - 15%.
- The most important factor in ensuring adequate on-site amenities for a variety of households is a large amenity room adjacent to a large functional common outdoor space. These have been provided in almost all recently approved high-rise residential buildings.

- The presence of an elementary school is a key factor in whether a family with children chooses to move to or stay in an area. The development of a school at International Village is dependant on provincial government funding.

A continuing dilemma for families with children choosing to live in high density neighbourhoods is that larger apartments (with 3 or more bedrooms) are not affordable for most families. However, the Directions call for the pursuit of alternatives such as apartments with secondary suites, rental apartments as well as a broad mix of unit sizes and on-site amenity spaces and open space.

## APPENDIX A.2 - ODP/REZONING ALLOWANCES AND PROPOSED CHANGES (excluding floor space within BC Place and GM Place)

With Vancouver Art Gallery (000 sq. ft.)

Area	Owner	Current* ODP or Rezoning Allowances		Proposed Development Allowances		Change		
		Non-Res	Res	Non-Res (Min)	Res	Non-Res	Res	Combined
10	PavCo	0	0	700	700	+700	+700	+1400
7a	Aquilini	224	0	235	400	+11	+400	+411
6b exc. VAG site	CMP	608	0	145	1440	-463	+1440	+977
6b VAG site	CMP	72**	0	320	0	+248	0	+248
5b West	Concord			20	See Note 1 below			
5b East	Concord	82***		235				
6c North	Concord			20				
6c South	Concord	797		125				
	Concord Subtotal	879	0	400		1600	-479	+1595
<b>TOTAL</b>		<b>1783</b>	<b>0</b>	<b>1800</b>	<b>4140</b>	<b>+17</b>	<b>+4140</b>	<b>+4157</b>

Without Vancouver Art Gallery (000 sq. ft.)

Area	Owner	Current* ODP or Rezoning Allowances		Proposed Development Allowances		Change		
		Non-Res	Res	Non-Res (Min)	Res	Non-Res	Res	Combined
10	PavCo	0	0	700	700	+700	+700	+1400
7a	Aquilini	224	0	235	400	+11	+400	+411
6b exc. VAG site	CMP	608	0	250	1405	-428	+1405	+977
6b VAG site	CMP	72**	0	100	0	+28	0	+28
5b West	Concord			20	See Note 1 below			
5b East	Concord	82***		275				
6c North	Concord			60				
6c South	Concord	797		160				
	Concord Subtotal	879	0	515		1540	-364	+1540
<b>TOTAL</b>		<b>1783</b>	<b>0</b>	<b>1800</b>	<b>4045</b>	<b>-17</b>	<b>+4045</b>	<b>+4028</b>

Notes:

1. The distribution of residential floor space in each Concord sub area is subject to further planning study including possible park reshaping and view corridor assessment.
2. The maximum amount of floor space that can be achieved is to be determined at the sub area rezoning for each site.
3. Although outside of the HLR Study Area, the future use of Area 5b West is addressed in the Directions and included in the tables above.
4. \* "Current" means ODP or zoning at start of HLR.
5. \*\* means floor space in Enterprise Hall
6. \*\*\* floor space allowance in ODP resides on Area 5b: assigned to 5b East.

## APPENDIX A.3 - AMOUNT OF LAND REQUIRED FOR PUBLIC USE BY LAND OWNER

	Land Requirements for Public Use in NEFC (Owner)			
	Area 6b (Canadian Metropolitan Properties)		Area 6c South (Concord Pacific)	
New Requirements (HLR Directions)	With VAG	Without VAG	With VAG	Without VAG
		VAG site 103,000  Open Space 80,000	Large Civic Plaza 80,000	North Portion of VAG Site 18,000  VAG forecourt 24,000  Civic Plaza 35,000
Less Adjustments <sup>1</sup>	nil	nil	-20,000	-20,000
<b>Net New Requirements</b>	183,000 sq.ft.	80,000 sq.ft.	57,000 sq.ft.	nil

Note:

1. The west 20 metres of the 40 metre wide Carrall Street Right-of-way adjacent to Area 6c South was included in the site area for Area 6c South to compensate for impacts related to requirements for public open space and the Art Gallery. The feasibility of this land swap will need to be explored with Concord and the Province as soil remediation agreements may be affected.

2. In addition to the new open space requirements, in all cases, Concord Pacific is required to provide the extension of Creekside park in conjunction with the development of Area 6c. The park extension is approximately 9 acres in size (392,000 sq.ft.) with the final size to be confirmed

3. There is a treed area of approximately 15,000 sq.ft. on the water side of the walkway/bikeway on area 6b. This piece of the site has neither been proposed for development nor included in open space planning to date. It could be affected by future adjustments to the shoreline or improvements to the walkway/bikeway route. Future work will determine if it is feasible to include it in the open space system for NEFC.

## Northeast False Creek High Level Review

2009 PUBLIC OPEN HOUSE RESPONSE TO PROPOSED DIRECTIONS

Oct. 06/ 2009

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### INTRODUCTION

The City of Vancouver has held two rounds of public open houses to discuss the proposed Directions for Northeast False Creek (NEFC). The total attendance at the 5 sessions was approximately 1000 people. Many attendees attended both a January and a September session. The display materials and public response forms were also made available on the City website.

A total of 240 response forms were received during the 1<sup>st</sup> round of open houses (January 25 and 26, 2009). The results of the January open houses were included in a report to City Council in June 2009. The second round of open houses were held on September 20<sup>th</sup>, 21<sup>st</sup>, and 23<sup>rd</sup>, 2009. A total of 196 response forms were received in September 2009.

This appendix focuses on the public response received in September 2009. Where possible, comparisons to responses provided in January are provided. Table 2 provides the detailed results of the January open houses.

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### JOB SPACE

**Providing a major component of 'job space' in Northeast False Creek (NEFC) was supported.**

The majority of respondents, 75%, supported the retention of 'job space' in NEFC.

There was a desire to see more restaurants and local services in NEFC.

There were concerns regarding the traffic impacts of commercial development.

**Comparison to January Open Houses:** Support for "job space" was slightly higher at the January 2009 Open Houses where 84% of respondents supported a major component of job space in NEFC.

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### OPEN SPACE

**Large events, performances and active recreation were supported.  
Everyday activities were strongly supported.**

Regarding the proposed new public spaces in NEFC, the majority of respondents supported:

- o Large events such as marathons and dragon boat festivals (82%),
- o Performances such as plays and music (84%)
- o Active recreation such as basketball, BMX and tennis (78%)

A very strong majority of respondents supported everyday activities such as picnicking, markets and café seating (92%).

There were concerns regarding the proposed overall quantity of open space in NEFC.

There was a desire to maintain the celebration/ citywide destination role of area.

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## CRITERIA FOR EVALUATING PROPOSALS TO RESHAPE CREEKSIDE PARK

### Opposition and other concerns were raised regarding the proposal to reshape Creekside Park

*Note: Public Response Forms asked respondents to provide qualitative comments on the proposal to reshape Creekside Park. The option to indicate a particular opinion or level of support for the idea of park reshaping was not provided.*

One third of the comments expressly indicated opposition to the proposal to reshape the Creekside Park Expansion (33% of comments).

There were concerns regarding the proposal for towers on the park site and concerns about potential view impacts (25% of comments).

There were concerns regarding the functionality of the park (10% of comments).

There were some respondents whose comments explicitly supported the proposed reshaping of the Creekside Park Extension (11% of comments).

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## RESIDENTIAL SPACE

**Although there was support for residential in NEFC, the majority of respondents did not support the proposal for about 4 million sq. ft.**

- 16% of respondents supported the proposal for up to 4 million sq. ft.
- 21% of respondents supported between 2 and 3 million sq. ft.
- 29% of respondents supported less than 2 million sq. ft.
- 7% of respondents supported over 4 million sq. ft.
- 25% of respondents did not support any residential in NEFC.

There were concerns regarding the existing population load on open spaces and amenities in False Creek North.

There were concerns regarding the livability of units given the entertainment, celebration and stadium role of NEFC.

**Comparison to January Open Houses:** Support for residential space was slightly higher at the January 2009 Open Houses where:

- 30% of respondents supported up to 4 million sq. ft.
- 24% supported between 2 and 3 million sq. ft.
- 24% supported less than 2 million sq. ft.
- 4% supported over 4 million sq. ft.
- 15% did not support any residential in NEFC.

## **PUBLIC BENEFITS**

There was substantial support for almost all of the elements of the proposed Public Benefits Package. Some elements, such as affordable and market rental housing, were supported by just over 50%.

The Civic Plaza with Performance and Event Capability received support from most respondents (85%).

Improvements to movement and public spaces were supported by most respondents:

- Georgia Pedestrian Link (86%)
- Pacific Blvd. Upgrades (81%)
- Carrall St. Greenway (88%)
- Additional Waterfront Public Spaces (87%)

The amenities to serve new residents were supported by most respondents:

- 2 Childcare Centres (76%)
- Family Place & After School Care (74%)
- Youth Recreation Space under the Viaducts (75%)
- Upgrades to Existing False Creek North Parks and Open Spaces (85%)
- Renewal of the Vancouver Aquatic Centre (62%)
- A Contribution to the Vancouver Public Library (60%)

Public benefits that serve broader city needs were supported by a majority of respondents:

- Affordable Housing (53%)
- Market Rental Housing (57%)
- Heritage Building Support (60%)

Respondents also provided suggestions for other public benefits that were not listed as choices on the Public Response Form. The most popular suggestions were:

- Support for Transit/ Streetcar
- Non-motorized boating facilities
- Support for The Vancouver Art Gallery

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## **OTHER COMMENTS**

Respondents were asked to provide comments on any additional issues that they felt should be considered in the Planning of NEFC. The most popular issues include:

- A desire for more variety in the form of new developments in NEFC
- A desire to restrict height in NEFC
- A desire to focus on quality/ innovative design
- Concerns regarding crime in the area
- A desire to for sustainability in NEFC



Table 1: Summary of SEPTEMBER 2009 Open House Comments

3	<i>What is your opinion about including a major component of "job space" (a minimum of 1.8 million sq. ft. of floor area) in the NEFC area?</i>		Support & Strongly Support	Neutral/ Don't Know			Oppose & Strongly Oppose	
			75%	6%			19%	
4A	<i>How important is it that the new public open space(s), excluding the Creekside Park Extension, in NEFC be designed to host:</i>	Large Events Performances Everyday Activities Active Recreation	Very Important	Somewhat Important	Not Important		Neutral	
			46%	36%	15%		3%	
			46%	38%	14%		3%	
			74%	18%	7%		1%	
			43%	35%	19%		3%	
4B	<i>What is your opinion about the proposed criteria that would be used to evaluate any proposal to reshape Creekside Park and the adjacent development sites?<sup>1</sup></i>	Disagree w/ Proposal	No Towers/ Do not Block Views	Support Reshaping Park	Consider Functionality & Synergy with Other Public Spaces	Maximize Park Size	Expedite Park	Maximize Public Waterfront
		33%	25%	11%	10%	7%	4%	4%
5	<i>What is your opinion about including a major component of residential development?</i>		Up to 4 mil. Sq. Ft.	2 - 3 mil. Sq. Ft.	< 2 mil. Sq. Ft.	Over 4 mil. Sq. Ft.	0 Sq. Ft.	Don't Know/ Neutral
			16%	21%	29%	7%	25%	3%
6	<i>What is your opinion about the elements included in the proposed public benefits package?</i>		Support & Strongly Support		Neutral/ Don't Know		Oppose & Strongly Oppose	
		Affordable Housing	53%		12%		35%	
		Market Rental Housing	57%		16%		27%	
		Heritage Building Support	60%		17%		23%	
		Civic Plaza	85%		10%		5%	
		Georgia Ped. Link	86%		9%		5%	
		Pac. Blvd.	81%		13%		6%	
		Carrall G Way	88%		9%		3%	
		Waterfront Spaces	87%		6%		7%	
		2 Childcare Cntrs.	76%		14%		10%	
		FamilyPlace	74%		15%		12%	
		UnderViaducts	75%		10%		15%	
		Existing FCN Spaces	85%		9%		6%	
		VAC	62%		27%		11%	
		VPL	60%		27%		13%	

<sup>1</sup> Note: Public Response Forms asked respondents to provide qualitative comments on the proposal to reshape Creekside Park. The option to circle a particular opinion or level of support was not provided. Percentages in the above table reflect the percent of total comments collected for question 4B.

**Table 2: Summary of JANUARY 2009 Open House Comments**

<b>2A</b>	<i>What is your opinion about including a major component of "job space" (a minimum of 1.8 million sq.ft. of floor area) in the NEFC area? (Note: Job space includes office, retail, service, hotel, cultural, institutional etc.)</i>	Support & Strongly Support 84%	Neutral/ Don't Know 9%	Oppose & Strongly Oppose 7%	
<b>2B</b>	<i>What is your opinion about including additional major public attraction(s) such as the Vancouver Art Gallery, casino, etc. in NEFC area?</i>	Support & Strongly Support 82%	Neutral/ Don't Know 8%	Oppose & Strongly Oppose 9%	
<b>3A</b>	<i>What is your opinion about including a Civic Plaza in NEFC? (see display boards for illustration and description)</i>	Support & Strongly Support 86%	Neutral/ Don't Know 6%	Oppose & Strongly Oppose 7%	
<b>3B</b>	<i>What is your opinion about the size of the Civic Plaza at 35,000 sq.ft.? (For comparisons to other public gathering spaces in Vancouver see additional information on the display boards)</i>	Too big 5%	Good size 44%	Too Small 30%	Neutral/Don't Know 21%
<b>3C</b>	<i>What is your opinion about using the space under the Georgia Viaducts east of Carrall Street for recreational activities such as basketball, BMX bike riding and roller hockey?</i>	Support & Strongly Support 84%	Neutral/ Don't Know 11%	Oppose & Strongly Oppose 5%	
<b>4A</b>	<i>What is your opinion about including a major component of residential development (up to 4 million sq.ft. of floor area) in the NEFC area?</i>	Support 4 mil. Or Higher <sup>2</sup> 34%	Support Residential, But Less than 4 mil. 48%	Do Not Support any Residential 15%	Neutral/Don't Know 4%
<b>5A</b>	<i>What is your opinion about including affordable housing as part of the development in NEFC? (defined on display boards)</i>	Support & Strongly Support 64%	Neutral/ Don't Know 12%	Oppose & Strongly Oppose 24%	
<b>5B</b>	<i>What is your opinion about including modest market housing as part of the development in NEFC (defined on display boards)</i>	Support & Strongly Support 66%	Neutral/ Don't Know 16%	Oppose & Strongly Oppose 19%	

<sup>2</sup> Only 4% of the respondents supported over 4 million sq. ft. of residential.