

# BACKGROUND

## WHAT IS THE HIGH LEVEL REVIEW?

The High Level Review is a planning study that will provide policy directions for a renewed land use vision for Northeast False Creek (NEFC). The study considers both the public interest needs of the area and the objectives of the land owners.

## WHY A HIGH LEVEL REVIEW?

There was a need to review the role that this area should play in the downtown peninsula and to define the mix and location of land uses for the future for a number of reasons:

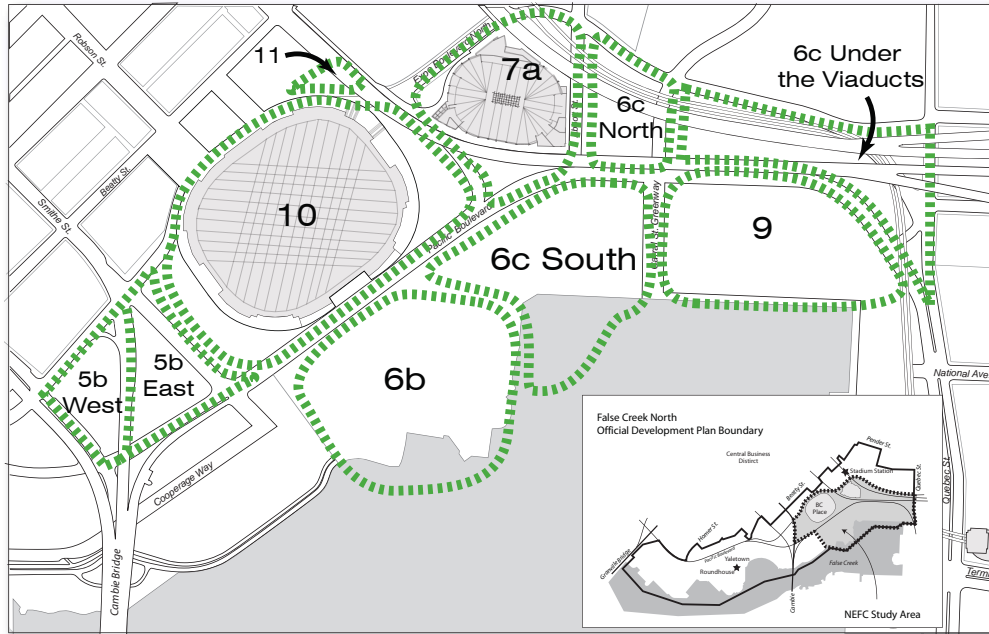
- The Metro Core Jobs and Economy Land Use Study has indicated that there is insufficient commercial capacity (i.e. sites and zoning) in Downtown Vancouver to meet the anticipated demand for projected job growth. The NEFC area needs to play a role in this.
- In 2005, Council endorsed a land use policy that confirms the importance of Northeast False Creek as an entertainment, special events, cultural and sports precinct in the city and supports only limited residential development. However, the property owners have indicated that they are interested in residential development in the area.

Since the High Level Review began, two provincial announcements have influenced the process namely, the decision to retain and upgrade BC Place Stadium and the consideration of the current Plaza of Nations site (owned by Canadian Metropolitan Properties) as a possible new location for the Vancouver Art Gallery.

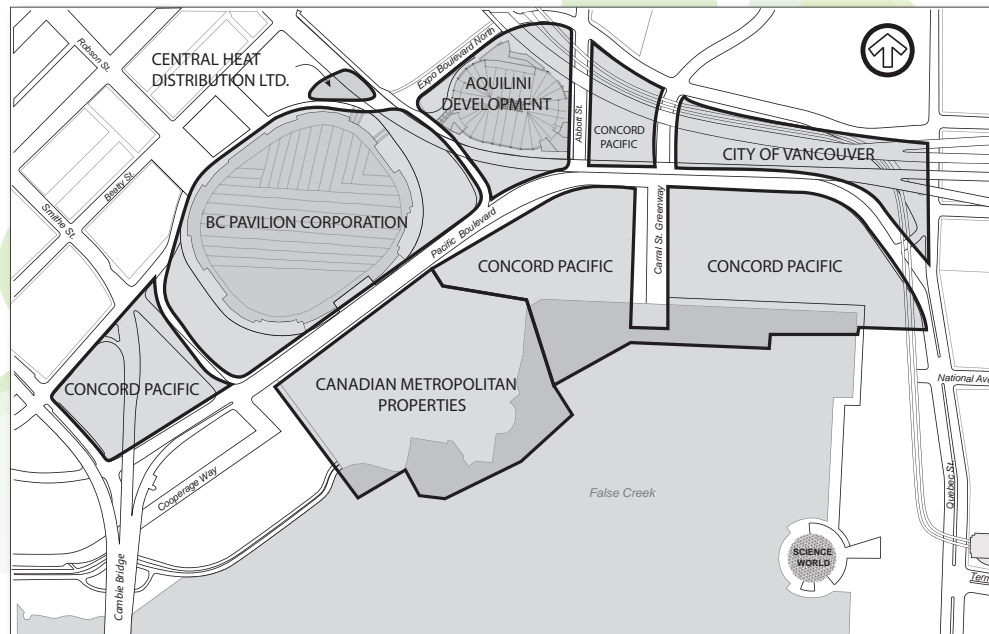
## HIGH LEVEL REVIEW PRODUCTS

The High Level Review will:

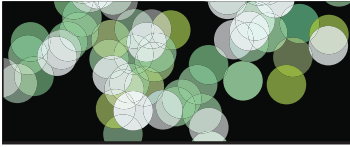
- Identify a vision statement for NEFC
- Identify appropriate land use and density of development for the area
- Identify areas for public use including major public open spaces and public facilities
- Develop a public benefits strategy to support the land use policy directions



**NEFC STUDY AREA & ODP BOUNDARY**



**NEFC LAND OWNERS**

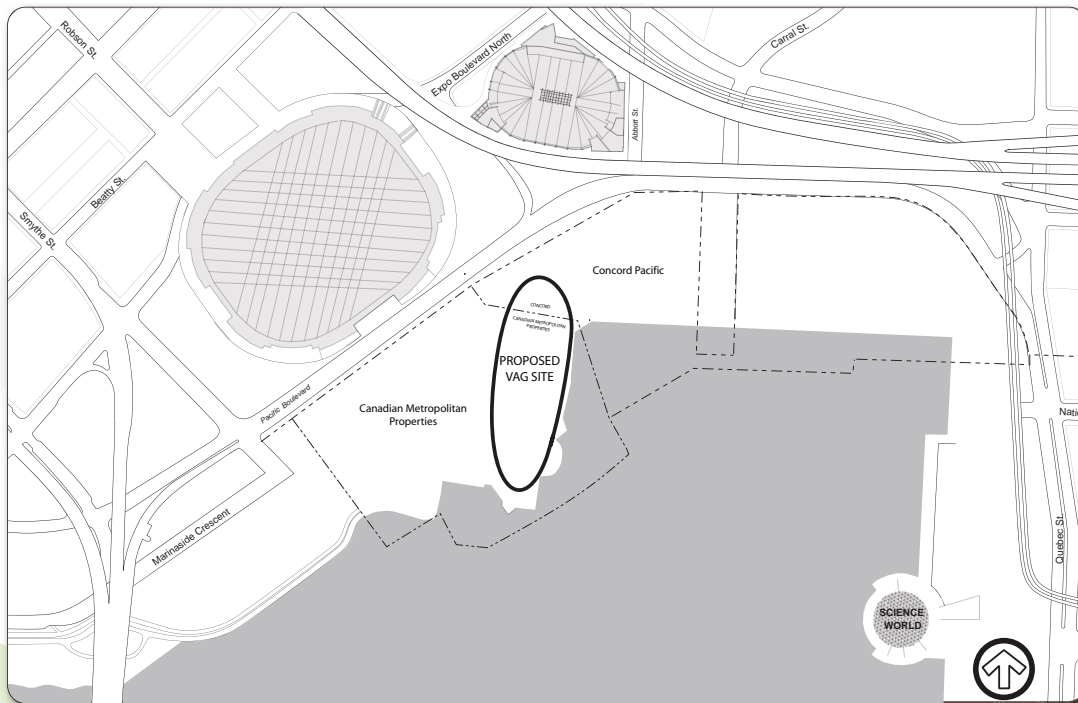


# VANCOUVER ART GALLERY

## PROPOSED VANCOUVER ART GALLERY SITE

In the spring of 2008, the Province put forward the idea of locating a new Vancouver Art Gallery (VAG) on the Plaza of Nations site owned by Canadian Metropolitan Properties (CMP). To evaluate the opportunities and challenges of locating on the proposed site 6B the Art Gallery retained consultants. The evaluation concluded that the proposed site for the gallery would need to expand north to include some of the Concord land 6c at the foot of Georgia along Pacific Boulevard.

**The Vancouver Art Gallery Board has not yet made a decision on whether to pursue the proposed location.**

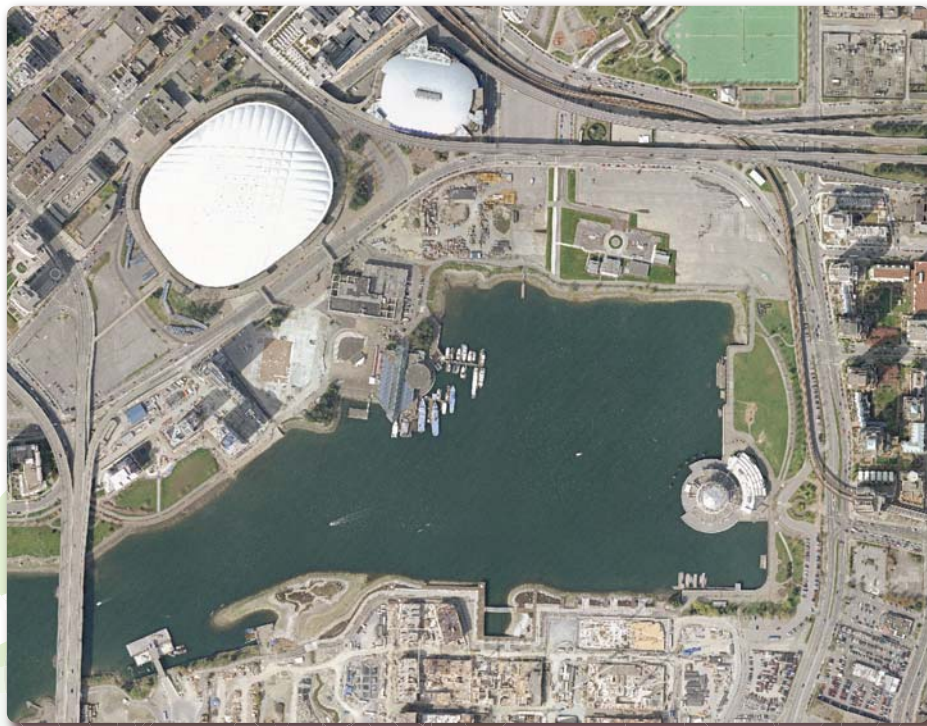


PROPOSED VAG SITE

# PLANNING CONSIDERATIONS

The proposed **DIRECTIONS** were guided by a number of planning considerations:

- 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.
- Provide appropriate public spaces including civic plaza and replacement for the Plaza of Nations performance/event space.
- Residential development should be considered "in amounts and locations compatible with other objectives."





# PROPOSED DIRECTIONS FOR NEFC

## ***WE WOULD APPRECIATE YOUR FEEDBACK!***

The following display boards describe proposed **DIRECTIONS** that the City has developed for the future of Northeast False Creek (NEFC) based on Council instruction in consultation with the major property owners (BC Place, Concord Pacific, Canadian Metropolitan Properties and Aquilini Development) and the NEFC Consultative Group (representatives from community and business groups).

Last January and February, the first set of DIRECTIONS were presented to the public for feedback and an initial report was considered by Council in June, 2009. No decisions were made at that time. In response to Council comments, the DIRECTIONS were revised and more work added. The display boards include DIRECTIONS on all topic areas.

Following this current round of Open Houses, and with input from the property owners and the Consultative Group, staff will draft a final report for Council with recommended DIRECTIONS for the future of Northeast False Creek.

**Look for the green question mark. ?**

When Council considers the report in late fall 2009, you will have an opportunity to speak to Council.

If Council endorses these DIRECTIONS, the land owners will be able to apply for re-zoning and concurrent amendments to the False Creek North Official Development Plan (ODP) for their sites, which will spell out the future in more details.

*Further information on the NEFC High Level Review can be obtained from our web site at:  
[www.vancouver.ca/nefc](http://www.vancouver.ca/nefc)*

## VISION STATEMENT

**NEW!**

NEFC presents a unique opportunity to extend downtown Vancouver to the waterfront. It will:

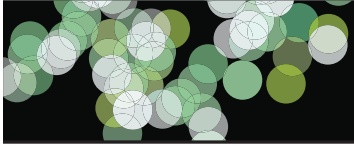
- Have a mix of uses that is a place to play, work and live
- Create a great place to be -- an urban, high-energy and fun hub for the city and the region
- Be visually distinctive from other waterfront areas
- Be an active waterfront with a series of public open spaces for public celebration and opportunities for everyday use
- Advance sustainability in the city through mixed use, high density development in a highly suitable location

## PRINCIPLES TO SUPPORT THE AREA VISION

1. A Special Destination in Vancouver
2. A Unique, Mixed-use Neighbourhood
3. Advancing Sustainable Community Development
4. Completing the False Creek Basin
5. A Sense of Place
6. Advancing Innovative Architecture and Variety in Building Form
7. Connecting to the Downtown
8. A Vibrant Waterfront
9. A Connected Active Public Realm



**The DIRECTIONS that follow are recommended to achieve the vision of the area.**



# 1. SUSTAINABILITY

## PROPOSED DIRECTION



NEFC will significantly advance sustainability in the city, exceed past achievements and support the goal of becoming the Greenest City in the World by 2020, through the following:

### Environmental

- Strive to achieve carbon neutrality through land use choices that take full advantage of the existing transit service
- Reduce car use by providing local shopping, services and recreation and emphasizing walking, cycling and transit
- Require buildings to be designed to use less energy and conserve water
- Reduce carbon dependency by using district energy for heat and hot water (e.g. in Southeast False Creek heat and water is being provided through waste heat recovered from sewage)
- Separate waste to reduce the amount of garbage



### Economic

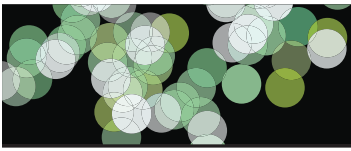
- Ensure the economic growth and strength of the downtown by supplying land and zoning for commercial development.
- Provide supports such as daycare facilities, retail shops and high quality public spaces to promote job growth and attract business.



### Social/Cultural

- Provide a public space to support festivals and cultural events
- Provide public open spaces and events for socializing
- Provide different types of housing
- Provide opportunities for people to grow their own food





# 1. SUSTAINABILITY

## SUSTAINABILITY INITIATIVES

The following Ecodensity Actions and the Greenest City Action Team Quick Start Recommendations will also be applied, where appropriate, to advance sustainability:

- Pursue Green Building Standards, including a minimum of LEED Silver equivalent and possibly LEED Gold equivalent by 2010
- Mix uses to optimize efficiency of the district energy system because of variation in peak demand for heating and hot water
- Develop sustainable transportation demand management strategy to reduce the demand for cars
- Pursue a sustainable rainwater management plan
- Pursue a solid waste diversion plan
- Enhance the affordability of market and non-market housing
- Pursue the naturalization of the shore line

The long term build out of NEC will allow for the application of new ideas, new learning and best practices to achieve greater sustainability over time.





## 2. OVERALL ROLE IN CITY & REGION



### PROPOSED DIRECTION

NEFC will be enhanced as a vibrant city and regional focus of sports, entertainment, community and cultural events and facilities.

- NEFC will be an extension of downtown Vancouver on the False Creek waterfront with strong connections to Georgia and Robson Streets, the False Creek Basin and better integrated with surrounding areas.
- The area will be more attractive: with a distinctive identity, lively venues, streets and public spaces.
- Businesses and residents will be informed about events and related noise, congestion, and crowds that are to be expected.



### ADDITIONAL INFORMATION

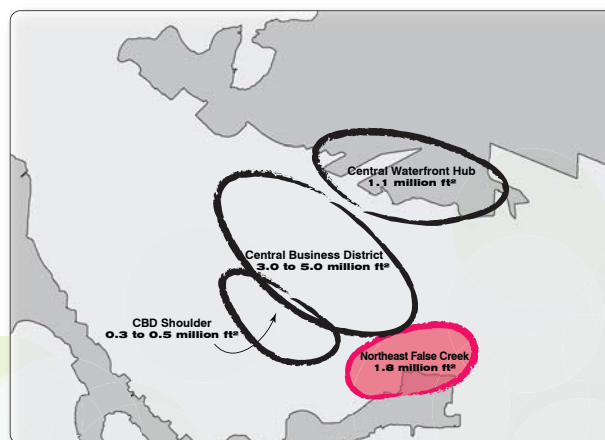
- NEFC is a premier city-wide and regional sports, entertainment and event venue that includes BC Place Stadium, GM Place Arena and the Plaza of Nations event venue. It is estimated that the area hosts approximately 150 event days per year.
- BC Place Stadium will undergo major rehabilitation and remain a venue for sports, entertainment and trade events for the next 30+ years.

## 3. NON-RESIDENTIAL (JOB SPACE)

### PROPOSED DIRECTION

NEFC will be an important location for jobs and employment in the downtown peninsula.

- 1.8 million sq. ft. of “job space” will be required in locations that are most viable.
- Slightly less job space will be achieved if the Art Gallery does not locate here.
- Additional major public attractions, such as the Vancouver Art Gallery, casino, or other citywide or regional facilities, will be encouraged.
- The retail/service space will be distributed to ensure it is available to line major pedestrian links and public spaces.



Please answer questions 3A and 3B on your Public Response Form.

### ADDITIONAL INFORMATION

- The City's Metro Core Jobs and Economy study has concluded that the NEFC area needs to provide 1.8 million sq. ft. of non-residential space in order to help meet future job space needs in the downtown.
- The target of 1.8 million sq.ft. of job space in NEFC does not include the existing job space in BC Place stadium or GM Place.
- A market study by Colliers International indicates that there will be demand for about 1.6 million sq.ft. of office, retail and hotel space in NEFC in the next 15 years. It also notes that office space is viable north of Pacific Boulevard connected to the downtown and that hotels could be viable north or south of Pacific.

## 4. PUBLIC OPEN SPACE

### PROPOSED DIRECTION

The NEFC open spaces will continue the tradition of public celebration at the waterfront that began with Expo 86. The public open spaces, together with other nearby major attractions, will create a unique and vibrant destination for the city and region.

NEFC will have

- A number of urban waterfront public spaces that will expand the existing and anticipated network of public spaces in False Creek. These spaces will accommodate a range of activities including casual public use (cafes, relaxing), community-based events (festivals, races, markets) and active recreation (boating and basketball).
- Previously approved or policy supported elements including: Creekside Park Extension in association with the development of the site west between the Plaza of Nations and Carrall Street (although reshaping of the park could be considered); completion of the waterfront walkway along False Creek; and the Carrall Street Greenway between False Creek and Expo Boulevard.
- City-owned land under the Georgia Viaduct will be pursued as open space to provide hard-surface recreation such as basketball, BMX bike riding and roller hockey in the context of other uses for this land.
- A Civic Plaza will be provided at the waterfront. The plaza should have an urban character and have some infrastructure to accommodate a range of activities and events. The size and configuration of the Civic Plaza will be determined by the decision on whether the Art Gallery locates in NEFC and decisions on the types of events and activities that should happen here.

### ADDITIONAL INFORMATION

- About 7 acres of land for public use (public open space/park space plus the proposed Gallery site) is being sought in lieu of new neighbourhood park space. For the 7200 new residents proposed for NEFC, the City's park standard would normally set a target of 19.8 acres of new park space (based on 2.75 acres per 1000 residents). However, the amount of neighbourhood park varies considerably across the city (from approximately 1.06 acres/1000 in Fairview to approximately 8.15 acres/1000 in West Pt. Grey).
- Some of the land under the viaducts may be needed for a District Energy Facility. This use would be compatible with hard surface recreation.

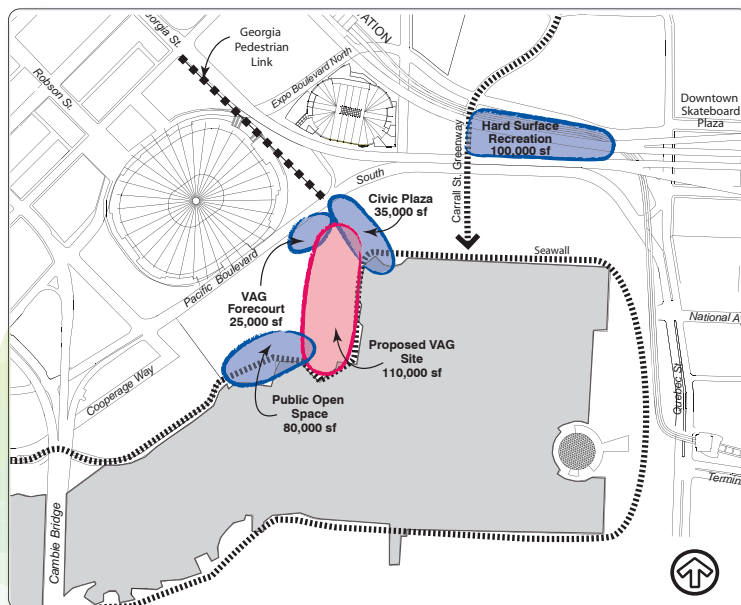
## 4. PUBLIC OPEN SPACE

### PUBLIC OPEN SPACE WITH VANCOUVER ART GALLERY

The Vancouver Art Gallery Board has not yet made a decision on whether to locate a new Art Gallery in NEFC.

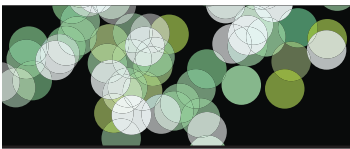
Should the Gallery locate in NEFC, the following DIRECTIONS will apply:

- A 35,000 sq. ft. civic plaza will be located generally on axis with Georgia Street, linked to the downtown with the proposed Georgia Pedestrian Link.
- The Art Gallery will have an entry “forecourt” located adjacent to Pacific Boulevard, mainly devoted to Gallery use but capable of being used in conjunction with the Civic Plaza.
- A public open space will be located at the waterfront on the south edge of the Area 6b site (west of the proposed Gallery site). The role and treatment of this space could vary depending on future planning.



### ADDITIONAL INFORMATION

- In this scenario, Enterprise Hall is not retained.
- In this option, the Civic Plaza would not be of a size suitable to host performances.



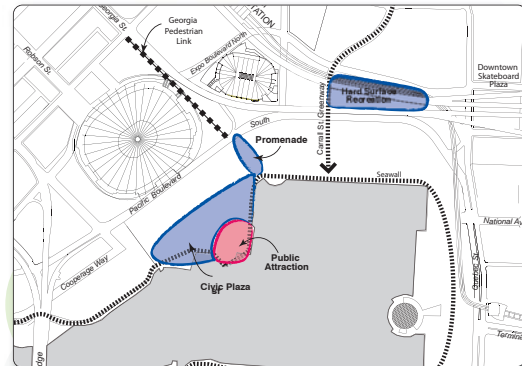
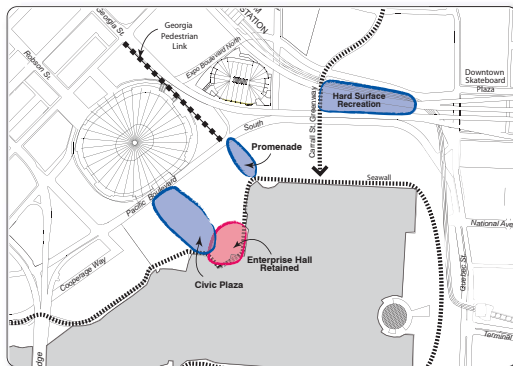
# 4. PUBLIC OPEN SPACE

## PUBLIC OPEN SPACE WITHOUT VANCOUVER ART GALLERY

If the Gallery does not locate in NEFC, some other public attraction would be encouraged on the site.

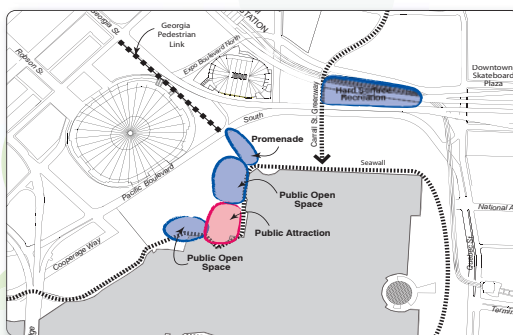
- An alternative public attraction could be of similar size or it may be smaller.
- A small plaza or “promenade” could be provided on axis with Georgia Street.
- A larger plaza to replace the Plaza of Nations open space could be considered with greater ability to host events and performances.
- Many locations for the plaza on Area 6b could be explored.


Three possible scenarios are illustrated below:



Above: Two scenarios with a single large plaza.

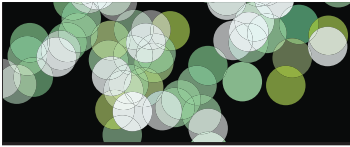
Left: Scenario with multiple plazas.



 Please answer question 4A on your Public Response Form.

### ADDITIONAL INFORMATION

- As open space of approximately 80,000 sq. ft. would be needed to accommodate a full range of events and performances.
- In the above scenarios, Enterprise Hall may be retained and adapted to house a smaller attraction or it may need to be eliminated. Alternatively, a new building may be needed. A decision on the future of Enterprise Hall would follow an evaluation of the feasibility of retention in light of other public objectives for the site.



## 4. PUBLIC OPEN SPACE

### CIVIC PLAZA

The Terms of Reference for the NEFC High Level Review directed staff to plan for a new public event and performance space that is equal to or better than the current open space at the Plaza of Nations.

Some examples of public spaces in Vancouver are provided below as a reference for options for the civic plaza.



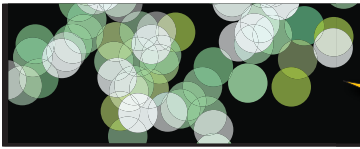
**Current VAG Plaza**  
The current plaza in front of the VAG on Georgia St. is 40,800 sq. ft. (just under 1 acre).



**Plaza of Nations**  
The Plaza of Nations is expandable from 45,000 sq. ft. under the canopy (dashed area) to 90,000 sq. ft. (2 acres) for larger events when the bike route is closed off.



**David Lam Park**  
This park on the north shore of False Creek is 215,000 sq. ft. (approx. 5 acres).

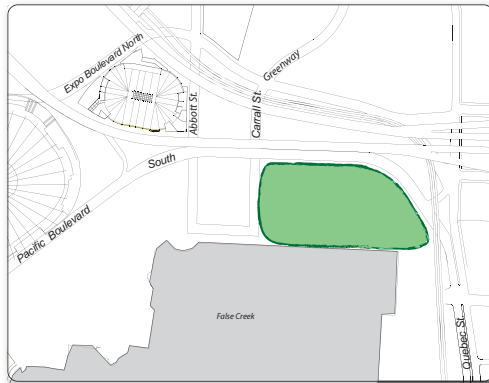


# 4. PUBLIC OPEN SPACE

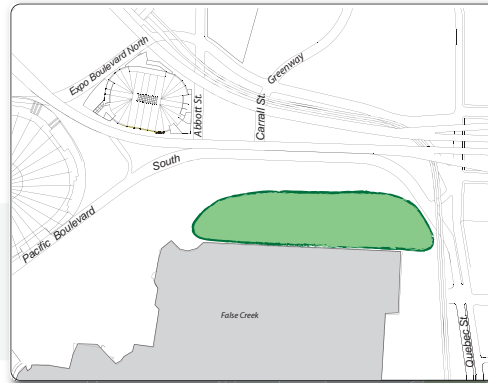
## RESHAPING OF CREEKSIDE PARK

In recent months staff have been exploring alternatives to the shape of the extension of Creekside Park to see if there is an option that is better than the current proposal. Criteria to assess a park reshaping proposal would include:

- The Provincial Government agrees to changes to the shape of the park and the soil remediation plan for NEFC
- The park is the same size as originally planned
- The proposal would allow for earlier development of all or portions of the park
- 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
- It can be demonstrated that there is no conflict between residential buildings and recreation activities in the park
- Street-end views are preserved and shadow impacts from towers are considered
- Transportation and utility requirements such as the functioning of the future street car, access to the park and adjacent residential properties and the accommodation of utilities are addressed
- Job Space targets are met



As currently proposed in the False Creek North ODP.



Elongated waterfront park (under review).



**Please answer questions 4B on your Public Response Form.**

### ADDITIONAL INFORMATION

- Development sites from Area 6c would be redistributed to rebalance the land area devoted to park use and development sites.
- As a condition of the sale of the False Creek North lands, the Province assumed costs to remediate contaminated soils. The Creekside Park Extension will receive contaminated soils from Area 6C, west of Carrall Street.
- The current False Creek North Official Development Plan requires the park to be built with the completion of the development of Area 6c.
- Other parks in North False Creek, such as Andy Livingston, contain some contaminated material from past industrial activities.

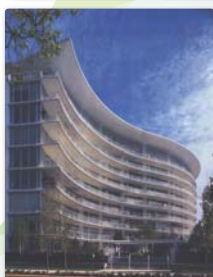
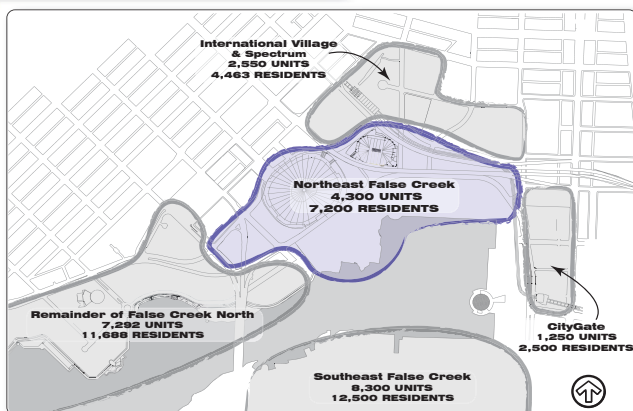
## 5. RESIDENTIAL USE

### PROPOSED DIRECTION

NEFC will have a major component of residential use. At this time, about 4 million square feet of residential floor space (approx. 7200 residents) is being considered. The final amount of floor area will need to reflect the following:



- Targets for Job Space and Open Space are met;
- Transportation and Utility needs are met;
- Appropriate Community facilities and services are provided or available nearby; and
- Residents are made aware of the unusual conditions related to event noise.



### ADDITIONAL INFORMATION

- Residential use will introduce 24 hour population and will make use of valuable land located in a highly accessible location relative to the city and region.
- Traffic modeling indicates that the targeted 1.8 million sq. ft. of job space and 4 million sq.ft. of residential can be accommodated within the existing and future infrastructure network.

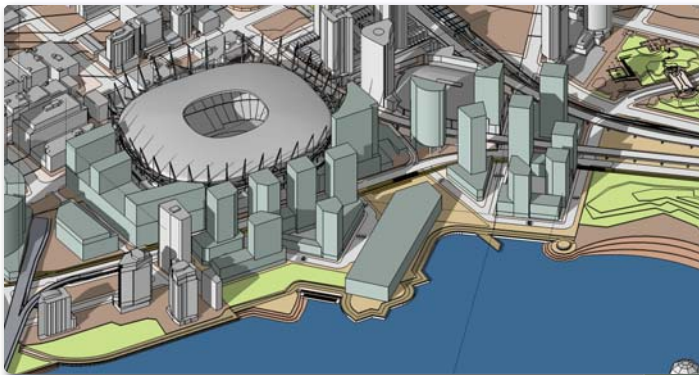


## 5. RESIDENTIAL USE

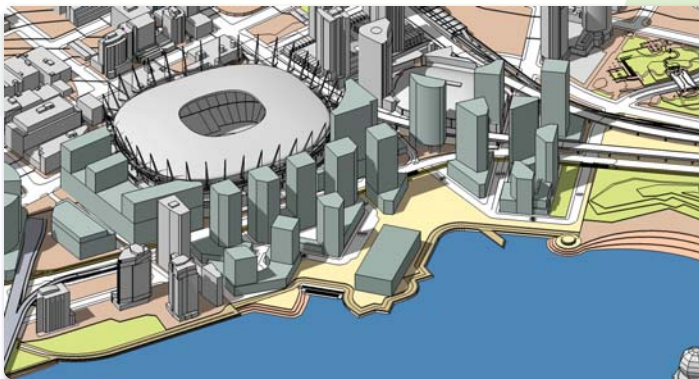
### DENSITY EXPLORATIONS

At this time a total of up to 5.8 million square feet of new development is being considered for NEFC. This amount was calculated using a modelling exercise that assumed slim towers on podium bases (a form utilized throughout False Creek North):

The images below are the result of density explorations and follow the tower and podium form. Other building forms are encouraged.



This scenario illustrates the positioning of the Art Gallery and the adjacent open space.



This scenario illustrates a smaller public attraction and the adjacent open space.

### ADDITIONAL INFORMATION

- The City is undertaking a study of view corridors downtown. In the fall of 2009, Council will choose whether to retain or change existing view corridors that currently limit building heights in NEFC. Whether that will lead to increased density would need to be evaluated in light of other factors.
- If Creekside Park is reshaped and the development sites are redistributed there may be potential for additional density. This would need to be proven out at the rezoning stage.

**NEW!**

# 5. RESIDENTIAL USE

## EXAMPLES OF DENSITIES IN OTHER AREAS OF THE DOWNTOWN

It is proposed that approximately 5.8 million square feet of floor space could be developed in NEFC. Once completed, NEFC could be one of the higher density neighbourhoods in the downtown. The following images will assist you in visualizing the proposed densities.

The comparison includes the number representing the floor space ratio which regulates densities in the Vancouver zoning regulations. The floor space ratio multiplied times the development site area, gives the amount of floor space that could be built on a site. The following FSR's are ranges and approximations. The calculations are NET FSR and exclude park, public amenity and road dedications.



### WEST END

HEIGHT OF BUILDINGS: 4 up to 30 storeys (approx. 40 to 300 ft.).

FSR: ranges from about 1.5 to 4.0.



### DOWNTOWN SOUTH

HEIGHT OF BUILDINGS: 7 - 30 storeys (approx. 70 to 300 ft.).

FSR: ranges from about 3.0 to 6.0.



### COAL HARBOUR

Densities and heights are generally lower at the water's edge.

HEIGHT OF BUILDINGS: 4 - 30 (40 to approx. 300 ft.).

FSR: ranges from about 2.5 to 7.0.



### GRANVILLE SLOPES

HEIGHT OF BUILDINGS: 10 - 30 storeys (approx. 90 to 300 ft.).

FSR: up to about 6.0 FSR.



### WEST GEORGIA STREET

HEIGHT OF BUILDINGS: up to about 35 storeys (about 330 ft.).

FSR: about 6.0 - 7.0.



### CENTRAL BUSINESS DISTRICT

HEIGHT OF BUILDINGS: 20 - 35 storeys

FSR: mainly 7.0 - 9.0

The density of buildings in NEFC could be similar to those in the Granville Slopes, West Georgia Street and Central Business District areas.

## 5. RESIDENTIAL USE

### RESIDENTIAL/EVENT COMPATIBILITY

**NEW!**

NEFC will have a unique mix of indoor and outdoor event venues and residential development. A balanced approach will be required to address the compatibility of events and housing. The approach will include:



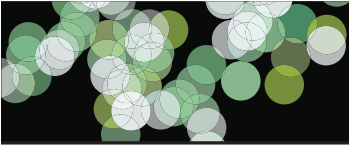
- The use of notices on title and other tools to communicate impacts from events;
- Establishing clear limits on the noise impacts of events;
- Requiring that the design of residential buildings mitigate the anticipated noise from event venues to the greatest extent possible;
- Pursuing consultation prior to implementing these measures at the time of the first rezoning to approve residential as a permitted use.



Please answer questions 5 on your Public Response Form.

### ADDITIONAL INFORMATION

- Noise Control By-law amendments will be considered to reflect the events that are anticipated in the major event venues (BC Place Stadium, GM Place and the Civic Plaza).
- The Noise control By-law currently allows BC Place Stadium to exceed noise limits up to 10 times per year.
- The greatest noise impacts will be from BC Place Stadium and the Civic Plaza particularly during concerts and to some extent from crowd noise and recorded music. Concerts in GM Place only impact buildings either immediately adjacent to or on the GM Place site.
- Broad spectrum noise dBA can be mitigated through building design. Deep bass noise dBC cannot be fully mitigated.
- During large stadium and special events severe congestion occurs on the road network surrounding the stadium and eastern part of downtown lasting 45 minutes to an hour after the event.



## 6. PUBLIC BENEFITS

### PROPOSED DIRECTION

NEFC will include a range of public benefits. Decisions will be made that will consider the opportunities presented by the location, the needs of residents and employees and the available funding. The following public benefit strategy is proposed:



#### Benefits Related to Broader City Needs:

- Affordable and Market Housing
- A contribution to the retention and renovation of heritage buildings in the central area

#### Benefits to Support the Role of the Area as a Focus of Sports, Entertainment and Events:

- Civic Plaza with Event/Performance Capacity



#### Improvements to Movement and Public Realm

- Georgia Pedestrian Link
- Pacific Boulevard Up-grades
- Contribution to the construction of the Carrall Street Greenway to the waterfront
- Additional Waterfront Open Space



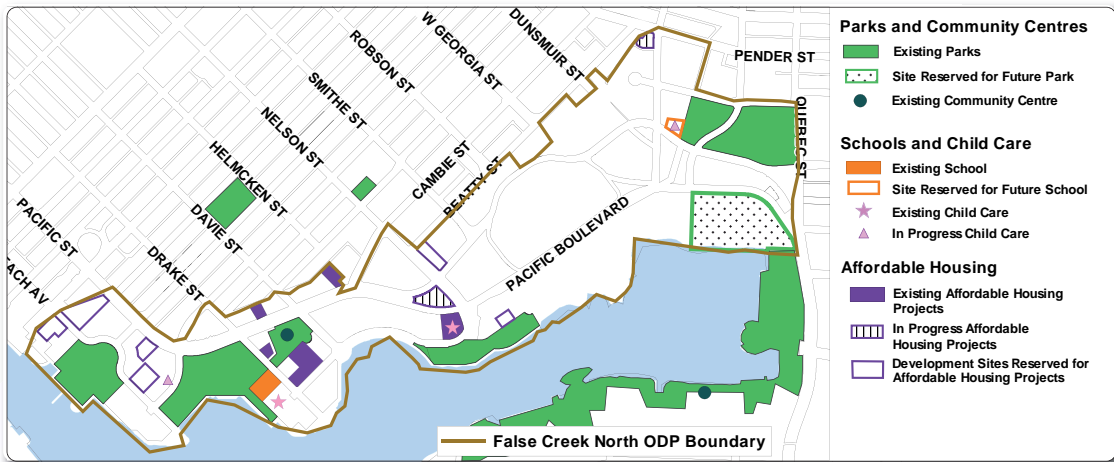
#### Facilities and Improvements Serving the New Residents and Employees in NEFC:

- Two Child Care Centres
- A Family Place and After-School Care Facility
- Hard Surface Recreation Space (under the Viaducts)
- Upgrades to Existing FCN Parks and Open Spaces
- The Renewal of the Vancouver Aquatic Centre
- A Contribution to the Vancouver Library

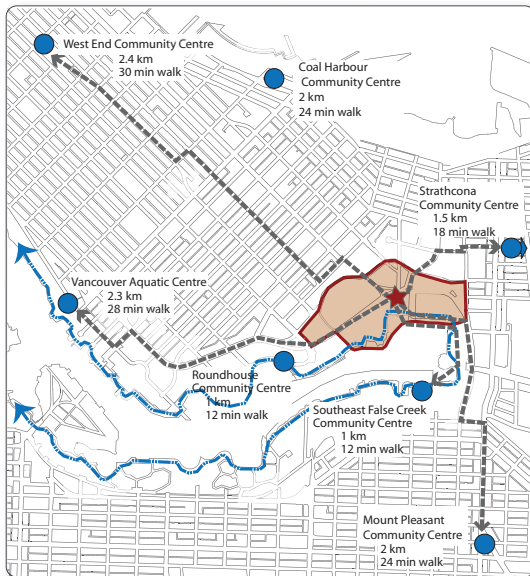
### ADDITIONAL INFORMATION

- Development on the site of BC Place Stadium will not be contributing to the public benefit strategy. In October 2008, council identified the new roof and up-grading of the stadium as the public benefit associated with development.

# 6. PUBLIC BENEFITS



Above: Existing and Planned Public Benefits in False Creek North



Left: Distance to Existing Community Centres

**? Please answer question 6 on your Public Response Form.**

**ADDITIONAL INFORMATION**

- The public benefit commitments in the existing Official Development Plan will continue to be required: Creekside Park Extension, a childcare facility, elementary school site in International Village and public art.
- The Public Benefits Strategy for the new development proposed in NEFC will be in addition to the commitments in the existing Official Development Plan.
- Some improvements are direct requirements of any development including provision of the waterfront walkway, roads and infrastructure, and public art. These are not considered as “public benefits” in the same sense as others.
- Initial financial analysis indicates that there would be sufficient development value generated in NEFC to pay for the delivery of the public benefit strategy.

## 6. PUBLIC BENEFITS

### GEORGIA PEDESTRIAN LINK

- The City is exploring a pedestrian link between the intersection of Georgia and Beatty Streets and Pacific Boulevard.
- Options are being explored that would include barrier-free access for bikes, rollerblades, skateboards, strollers and wheelchairs.
- There will be further public consultation on the design of this Link when BC PavCo come forward with a rezoning proposal for the lands on the east side of the stadium.

