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POLICY REPORT INFORMATION

Report Date: May 25, 2009
Contact: Paula Huber/Michael Gordon
Contact No.: 604.871.6013/
604.873.7665
RTS No.: 07460
VanRIMS No.: 08-2000-20
Meeting Date: June 2, 2009

TO: Vancouver City Council

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

SUBJECT: Northeast False Creek: Directions for the Future (1st of 2 reports)

RECOMMENDATION

THAT Council receive for information the *Northeast False Creek - Directions for the Future*, attached as Appendix A;

AND FURTHER THAT Council defer delegations on this report until the second report and final version of the *Directions for the Future* has been provided to Council.

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

PURPOSE AND SUMMARY

This report presents for Council's information the proposed Directions (Appendix A) for land use and density in Northeast False Creek (NEFC). Directions are complete for four topics: the Unique Role of the Area; Non-Residential Use; Public Open Space and Park; and Residential Use. A report on Directions for two remaining topics -- Residential Mix (e.g. affordable housing) and Community Facilities and Services -- will be forthcoming in July 2009. If Council then endorses the Directions, landowners will be able to proceed with site-specific rezoning and concurrent ODP Amendments if Council so wishes. Three out of the four major owners have indicated they would like to proceed with applications this year.

The work program for the Northeast False Creek High Level Review was approved by Council as a City-led study to lead to new directions for all lands in the study area. The scope and timing of the study was changed by two initiatives: the BC Place Stadium proposal which required fast-tracking of amendments to the False Creek North ODP (FCN ODP)(consistent with the evolving HLR Directions); and the proposal to consider a site for the Vancouver Art Gallery in NEFC. The Art Gallery Board is considering whether to pursue this site which would require further discussions with land owners and the City. The Directions proposed in this report are flexible enough to accommodate various outcomes.

The High Level Review Directions reinforce some of Council's major priorities on:

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

Highlights of the proposed land use and density Directions are as follows:

- NEFC will be enhanced as a vibrant city and regional focus of sports, entertainment, community and cultural events and facilities.
- A total of 1.8 million sq.ft. of non-residential "job space" will be located in NEFC, consistent both with the need identified by the Metro Core Land Use and Economy study; and the commercial market demand study completed by Colliers International. The job space will be located in viable locations, mainly north of Pacific Boulevard. The BC Place proposal has already made a significant start, providing a minimum of 700,000 sq. ft.
- NEFC will have a number of City-owned, public open spaces mostly on the waterfront: a civic plaza on axis with Georgia Street; an Art Gallery forecourt (if the Gallery proceeds; an alternative configuration of public open spaces or other civic uses if it does not); a space on the south edge of the Canadian Metropolitan Properties lands; and a youth-oriented (teens, young adults) recreation area under the Viaducts.
- A major component of residential use will be supported: this is a significant change in City policy. The support is contingent on the future residents being made aware of the ongoing noise and congestion associated with the role of the area. While no fixed maximum density is set, once the needed job space and public open space is accommodated, staff estimate about 4 million sq. ft. of residential would fit. The decision on the total will be made at the rezoning stage based on the ability to deliver job space and public open space, consideration of Community Facilities and Services, (part of the future report) and the outcome of the Capacity and View Corridor Study. The Directions include flexibility should the ongoing Downtown Capacity & View Corridors Study indicate added height and density could be achieved.

Public consultation has included meetings with a Consultative Group, as well as public open houses. At the January 2009 open houses, 500 people viewed the draft Directions. Based on feedback forms, the public response to the draft Directions is positive.

The NEFC land owners have also been consulted throughout the review. Canadian Metropolitan Properties, Aquilini Developments and PavCo are supportive of the Directions so far, and have said they wish to proceed with rezoning and concurrent ODP Amendment inquiries as soon as Council endorses all of the Directions and a public benefits proposal. Concord Pacific generally supports the Directions and wishes to complete the HLR with the city on a comprehensive basis, as noted in this report.

The proposed Directions are general in nature, and could be realized in a variety of ways. Staff have prepared a range of illustrative examples of what the area could look like under the Directions, as shown in Part 3 of Appendix A.

BACKGROUND

1. Northeast False Creek High Level Review (NEFC HLR) Purpose

The False Creek North Official Development Plan (FCN ODP) was adopted in 1990. In the areas west of the Cambie Bridge and north of the Viaducts, development is complete, with the exception of the designated affordable housing sites. Much of the area east of Cambie Bridge and south of the Viaducts is undeveloped.

In 2007 the City recognized that a major reconsideration of the future of NEFC was needed. The current FCN ODP met neither the City's nor the land owners' concerns and objectives:

- The Metro Core Jobs and Economy Study identified the need for NEFC to contribute 1.8 million sq.ft. to the downtown capacity for employment. However, the remaining ODP allocations located commercial development in non-viable locations.
- Canadian Metropolitan Properties (CMP) and Aquilini Developments wished the City to consider residential use, but City policy did not support residential on their lands. (False Creek North: Land Use Policy for Special Events, Festivals and Entertainment Functions, 2005)
- Concord Pacific also wanted to convert all their remaining commercial development allowances to residential and be permitted additional residential space.
- The BC Place stadium site, owned by PavCo, had developable land but no development allowances in the ODP.

The situation demanded a high level review of key issues regarding the future of NEFC, rather than piecemeal, site-specific consideration resulting from rezonings requested by individual landowners.

2. NEFC HLR Scope and Timing

The NEFC HLR was mandated as a comprehensive City-led review, with involvement of the major landowners, as well as the broad public, through consultation. Council approved the original HLR Terms of Reference in May 2007. The scope was to prepare a plan that would address land use, density, built form and urban structure for NEFC. The original Terms of Reference directed that the plan:

- Maintain a strong focus on economy and job capacity (office, hotel, retail and other commercial, institutional) uses.
- Maintain and enhance the role of the area as a transit-oriented City-wide entertainment, sport, cultural and public event draw;
- Consider residential “in amounts and locations compatible with other objectives;”
- Provide appropriate public spaces including a civic plaza and replacement for the Plaza of Nations performance/event space.

At that time, Council agreed to Concord Pacific’s request that rezoning for Area 5b West be processed in parallel with the HLR, subject to specific conditions including the recognition that “...ultimately Area 5B has the capacity to include a significant commercial component...”. Concord accepted the premise of major commercial on Area 5b East as a condition of Council agreement to process the residential rezoning of Area 5b West concurrently with the HLR. The processing of this rezoning application has been completed as far as possible, pending a resolution of community amenity contributions (CACs) for this site, and for the previously-rezoned Area 6a, where Council agreed to defer CAC resolution. While Council agreed that rezoning of Area 5b West could be considered in parallel with the HLR, the rezoning has not progressed and the future use of that site must be considered within the overall context of NEFC and the proposed Directions.

Since the High Level Review began, two provincial initiatives have significantly influenced its timing and scope. In late 2007, PavCo approached the City to discuss their desire to rehabilitate BC Place Stadium, and to have certainty about development allowances for their site. In early 2008 Council agreed to an expedited time frame to review their proposal for ODP amendments in parallel with HLR work, adding about four months to the HLR timeline and pushing completion to May 2009. The other landowners supported this, on the condition that there be no further delays to the completion of the HLR and their ability to proceed with rezoning.

The ODP amendments adding development potential to the BC Place Stadium site were approved in October 2008, and were consistent with the evolving NEFC HLR.

In May 2008, the Province put forward the idea of locating a new Vancouver Art Gallery (VAG) on Area 6b, the Plaza of Nations site. Some of the NEFC staff team’s time was needed to contribute to a consultant evaluation of the opportunities and challenges of this site. At the time of this report, the Vancouver Art Gallery Board is still considering site opportunities.

These two Provincially-influenced changes in scope have made this planning exercise unusually challenging for staff, the public and the affected property owners. The process has had to be more iterative and in some cases reactive, while still striving to be comprehensive and appropriately proactive on matters that were essential to resolve in order to conclude on the HLR findings.

In order not to further delay the HLR, staff revised its scope to focus on resolving the key land use and density issues, and investigating the public benefits questions. These are the critical aspects Council must provide direction on in order for landowners to move forward with rezonings and concurrent ODP amendments. Other issues -- specifics of built form, locations for street-oriented retail, urban structure (road locations, public realm), marinas, etc. -- will be resolved at the more detailed rezoning stage.

3. NEFC HLR Study Area and Land Ownership

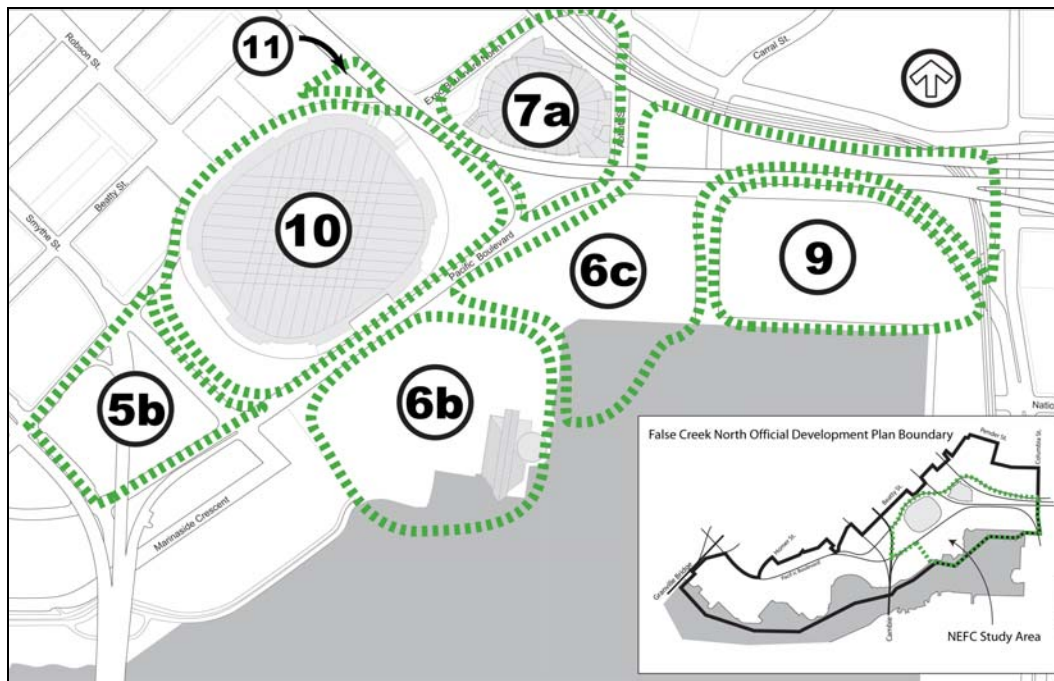
Figure 2 shows the Areas of the FCN ODP that comprise the HLR study area. Some of the ODP Areas have been further divided for the purposes of the HLR. Area 5b is divided into Area 5b West and Area 5b East with the Cambie Bridge separating the parcels. Likewise, Area 6c is divided into Area 6c North and 6c South (both owned by Concord Pacific) and Area 6c Under the Viaducts, owned by the City.

Area 9, designated in the FCN ODP as the future extension to Creekside Park, was included as part of the study area by the Terms of Reference "noting that this area is not the focus of the HLR but that some flexibility in its boundaries may be considered provided there is no loss of park area".

Area 11 was added to the FCN ODP as part of the October 2008 ODP amendments for the BC Place Stadium site, Area 10. It is a small vacant parcel owned by Central Heat Distribution, and its future has not been explored as part of the HLR. It can be considered in conjunction with the Central Heat Distribution site as part of a future proposal.

Figure 3 and Table 1 show land ownership and indicates the approximate gross acreages by owner.

Figure 1. NEFC HLR Study Area and FCN ODP Areas



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

Figure 2. NEFC Land Ownership

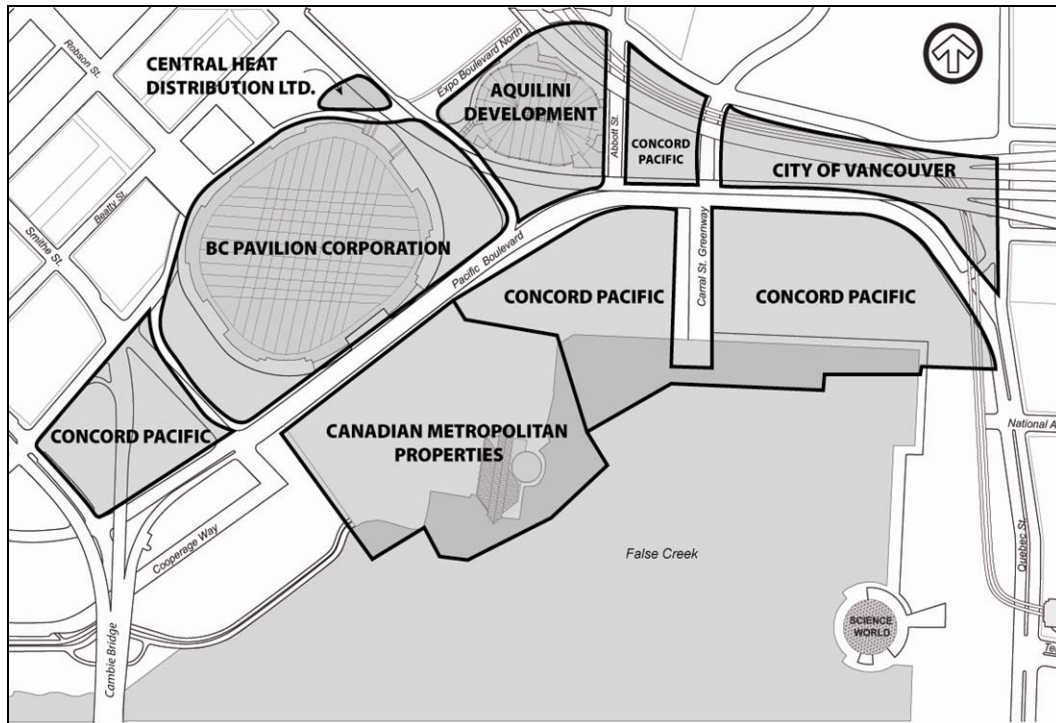


Table 1. NEFC Land Ownership Areas (Includes areas of water lots and Area 5b West).

Owner	Site Area (Acres)	Percentage
Concord Pacific*	23.45	37
PavCo	16.16	25
Canadian Metropolitan Properties	12.93	20
Aquilini Development	4.61	7
Central Heat Distribution	0.57	1
City of Vancouver	5.73	9

* Taylor St. ROW is included in Area 6c North as per previous agreements about future disposition. The future Creekside Park Extension accounts for about 9 acres of Concord Pacific's land.

4. Current ODP Status

Table 2 shows the development allowances remaining in the FCN ODP, and/or in specific CD-1 rezonings that were in place, at the start of the NEFC HLR. There is no market residential potential remaining.

Table 2. Remaining Development Allowances at Start of NEFC HLR

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
TOTAL		1711	0	1711

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.).

The allowances for Concord Pacific reflect two rezonings in recent years:

- The 2002 rezoning of the Spectrum/Costco site (Area 7b) was achieved through transferring the residential development potential of 6c South to the Spectrum/Costco site and conversely, transferring about 800,000 sq. ft. of commercial potential from Area 7b to Area 6c South; and
- The 2004, rezoning of Cooper's Landing (Area 6a) involved moving 118,000 sq.ft. of commercial floor area potential from Area 5b, converting it to residential, and adding it to the already existing residential potential on Cooper's Landing site.

The ODP also contains some remaining public benefits obligations to be delivered in NEFC: the completion of the 9 acre Creekside Park extension (Area 9) and the delivery of one childcare centre and one after school care centre.

DISCUSSION

1. NEFC Reporting and Next Steps

The discussion below summarizes the key proposed land use and density Directions on four topics: the Unique Role of the Area, Non-Residential Use, Public Open Space and Park, and Residential Use. The Directions, and supporting discussion, are contained in Appendix A.

Directions for two topics -- Residential Mix (including affordable housing) and Community Facilities and Services--will be brought forward in July, because some of the technical work needed on these two topics remains to be completed. At that time Council will be asked to endorse the Directions.

Once the Directions are endorsed, if Council so directs, individual landowners will be able to move forward on rezoning and concurrent ODP Amendments for their lands. Three of the four major owners have indicated their wish to apply for rezoning this year.

The reports are occurring in two phases because staff feel that, given the HLR has been underway for over a year and key Directions have been extensively discussed with the landowners and the public, Council should also be apprised of them for discussion. This also provides additional time for Council and the public to consider and understand what has been

completed to date, well in advance of being asked to make decisions on all of the proposed Directions.

The Directions, which are summarised below, are high level and flexible. They accommodate the future Art Gallery decision. In addition, they acknowledge that the Downtown Capacity and View Corridor Study, now underway, may result in additional height being possible in NEFC. This could result in additional residential density. Staff note that the Directions explicitly do not set a maximum on residential space and allow for flexibility in the total, based on a number of factors including the results of the View Corridor Study.

2. NEFC - Directions for the Future

Development of the Directions has involved extensive work by staff of multiple departments; an acoustic study by BKL Consultants; a commercial market demand study by Colliers International; 9 meetings with landowners as a group and more individually; seven meetings with a consultative group; two public open houses; and meetings with various interested groups.

The land use and density Directions for the area reflect the approved Terms of Reference (May 2007). They also reflect appropriate built form, transportation and servicing considerations, which are described in full in Section 1.3 of Appendix A.

In brief, planning considerations included:

- Having built form that provides strong definition of the public realm, and tower placement and spacing that ensures privacy and livability, and reduces shadowing on the public realm;
- Having adequate capacity in the existing arterial road network and transit system to handle the proposed density for both morning and afternoon peak periods;
- Having standard road right-of-way widths for local streets to provide enhanced pedestrian, bike and vehicle circulation that effectively link with the existing arterial road network;
- Providing adjustments to the Pacific Boulevard design to allow for high quality public realm, cycling routes and an alignment for the future streetcar;
- Providing for the Georgia Pedestrian Link connecting the Georgia Viaduct and Pacific Boulevard;
- Extending the Carrall Street Greenway from Expo Boulevard to False Creek;
- Acknowledging the parking needed to serve new development, reflecting the reduced standard currently under consideration for the downtown peninsula; and
- Evaluating the existing city utility infrastructure for capacity in regards to the future densities of the area.

A. Unique Role in the City and Region (Appendix A, Section 2.1)

The Directions call for NEFC to be enhanced, and made more attractive, in 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.

This area is well served by transit and has an attractive waterfront location. There is a good deal of vacant and underutilized land and a major opportunity to create a unique area to “play, work and live.” Major development can create better connections between the area and the downtown and other adjacent areas, and can dramatically improve the appearance of

the built form and public realm. At the same time, new residents and businesses must accept the fact that it is and will remain, a very busy, noisy area, with approximately 150 event days per year (in all venues).

B. Non-Residential Use (Appendix A, Section 2.2)

The Directions call for 1.8 million sq. ft of non-residential “job space” as an “end state” amount in the area; as well as for it to be located where it is viable—mainly north of Pacific Boulevard. Additional major public attractions, such as the Vancouver Art Gallery, will be encouraged.

The Metropolitan Core Jobs and Economy study has established that 1.8 million sq. ft. of job space—which can include office, hotel, retail, service, cultural, institutional uses—is needed to help meet the 5.8 million sq.ft. shortfall in the 2031 job capacity of the downtown peninsula. A study by Colliers International (July 2008) has determined that there will be market demand for 1.57 million sq.ft. of office, hotel and retail or service by 2023. The study also advised on location viability.

The total amount and the appropriate locations for job space would be achieved by setting minimums for non-residential space in various Areas in NEFC. The October 2008 amendments to the ODP for BC Place have already taken a significant step toward the total by requiring a minimum 700,000 sq. ft. of non-residential space on that site.

The proposed Art Gallery would provide about 320,000 sq. ft. of the needed job space. While some stakeholders have suggested that the Gallery should not be counted as “job space”, it is staff’s position (in agreement with the Metro Core approach) that while the employment intensity of uses may vary; all non-residential uses contribute to job space. Accordingly, the Art Gallery will help to achieve the job space target of 1.8 million sq.ft in NEFC. If it does not locate here, the Directions note that another public attraction would be possible, and if smaller, would adjust the overall job space achievable in NEFC and the minimums for non-residential floor space to be provided by other sites.

Current allowances, proposed allowances, and the change in allowances for non-residential and residential uses are included in Appendix A.

C. Public Open Space and Park (Appendix A, Section 2.3)

The Directions call for a number of new, civically-owned, public open spaces, mostly on the waterfront, to serve local, downtown and city-wide users. A civic plaza on axis with Georgia Street, linked to the downtown by the Georgia Pedestrian Link, will provide an urban centrepiece. The Art Gallery would have a forecourt mainly devoted to its activities, but adjacent to the Civic Plaza. Another waterfront space will be located on the southern edge of CMP lands. Lastly, the City-owned lands under the Georgia Viaducts will be pursued for youth-oriented (teens, young adults) recreation activity such as basketball, BMX bike riding, and roller hockey. These spaces will all be linked by the waterfront walkway and Carrall Street Greenway to the Creekside Park extension (Area 9), as well as the network of parks throughout the False Creek area. The Terms of Reference for the HLR note that some flexibility may be considered in the boundary of the Creekside Park extension provided there is no loss of park. (It may be necessary to seek future clarity from Council on this position if Concord wishes to explore options that differ from staff’s interpretation of “no loss of park.”

The proposed public open spaces would total about 4.4 acres. For comparison, if the City's neighbourhood park ratio were to be met, it would require an additional 19.8 acres of park land (in addition to the 9 acre Creekside Park extension) for the 7200 additional residents that could be added to NEFC (see residential discussion below). When Council approved Amendments to the FCN ODP allowing consideration of up to 1.4 million sq.ft of development in Area 10, the City accepted other public benefits, namely the stadium upgrade, and did not require the provision of additional park space in conjunction with this future development. If only the balance of the lands in NEFC is considered, the park goal for the area would be reduced to 16.5 acres for 6000 new residents.

Adding in the Art Gallery site, there would be 6.9 acres of land in public ownership. Given that there are a limited number of vacant sites available for public open space and that many of the sites proposed for public open space are prime waterfront locations providing high quality purpose built open space, staff feel the public open space proposal is reasonable. In order to compensate for the significant open space proposed on Area 6c South, staff have proposed that the west 20m of the 40m wide, City-owned Carrall Street right-of-way between Pacific Boulevard and False Creek be added to Area 6c South. (This will need to be explored further with Concord and the Province as soil remediation agreements may be affected.)

It should be noted that the public open spaces, as described above, would not provide a single plaza of the same size as the current privately-owned Plaza of Nations open space (65,000 sq. ft.; 4500 person capacity). However, it would provide a series of spaces that could be programmed concurrently.

If the Gallery does not locate in NEFC it could be replaced with another public attraction that might (depending on building footprint), provide sufficient additional public open space to fully replace the old Plaza of Nations. This enlarged open space with enhanced event and performance infrastructure could increase performance use.

The proposal to create youth-oriented (teens, young adults) recreation opportunities under the viaducts builds on the success of the Downtown Skateboard Plaza located at Quebec Street and is supported by the findings of a 2008 Post Occupancy Evaluation of False Creek North, prepared by U.B.C.'s School of Community and Regional Planning, which identified limited youth facilities in the area as a problem. The use of this site for recreation would only be possible after its use for contamination remediation is no longer required and in the context of other possible uses for this land. For example, 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 hard surface recreation.

D. Residential Use (Appendix A, Section 2.4)

The Directions call for allowing significant residential use in NEFC, on the condition that the residents are made aware, on an ongoing basis, of the noise and congestion to be expected from the events in the area. A firm maximum for the amount of residential floor space has not been established. However, it is currently estimated that after the necessary job space and public open space are accommodated, there could be about four million sq. ft. (including 400,000 sq.ft. on Area 5b West). Another factor that will influence the supportable amount of residential floor space will be the ability to deliver the needed community facilities and services.

The Directions note that the Downtown Capacity & View Corridors Study may result in changes to the view corridors and heights. Whether this would lead to increased density or simply flexibility in building height and form would need to be evaluated in light of the factors just mentioned, as well as transportation capacity.

The four million sq. ft. of residential development would mean an additional 7200 residents, a 45% increase above the current anticipated population in the FCN ODP. Allowing major residential development is a significant change in policy for NEFC. It will maximise the use of underutilized land in a central location that is well served by transit. However, it is important that residential developments have covenants on title warning purchasers of noise, and that the Noise Bylaw be updated to reflect the true expectations of noise in the area.

It was noted in the public engagement completed to date, that this area would have a different kind of livability from the waterfront neighbourhoods to the west of Cambie Bridge. It is expected that it would represent a "highly urban, entertainment-oriented" niche market.

E. Residential Mix and Community Facilities and Services (Appendix A, Sections 2.5 and 2.6)

Directions on Residential Mix (e.g. affordable housing) and Community Facilities and Services are still being developed.

For Residential Mix, staff are currently evaluating options, including 13% of the units to be allocated for affordable housing (as per the ratio currently in FCN ODP); the City's normal policy of 20% of units to be allocated for affordable housing; and the original Southeast False Creek (SEFC) idea of a mix of one-third affordable units, one-third modest market housing units and one-third market housing.

The provision of community facilities and services and other amenities is also important to creating a livable community. Council's decision on these will be informed both by the demand created by the potential new residents and employees; and also by the financial feasibility of achieving them either through contribution from developers or by City capital funding or a combination of both.

The two large sites, 6c and 6b have been identified as the preferred location for new public open space principally because of their waterfront location and because on larger sites it is physically possible to achieve land for public use without compromising development viability. The smaller sites will be asked to contribute other potential benefits and amenities. The value of public benefits is always approached fairly, even though the type of public benefit is contextual and rarely identical.

3. Public Response

Staff set up a Consultative Group including representatives of the resident, business, sports and cultural groups which have an interest in the future of NEFC. Staff have met with them seven times to discuss on-going technical work, the BC Place stadium proposal, emerging HLR findings, and the draft Directions.

Open Houses have helped gauge broader public response. Two open houses were held about the BC Stadium proposal which included contextual information about the current findings of the HLR. In January 2009 two open houses were held on the proposed Directions. Over 4200 local property owners were notified by mail; advertisements were placed in newspapers; and

the NEFC list serve names were e-mailed. The Open Houses were well attended by about 500 people in total.

The open house materials were also posted on the NEFC website so the public was able to review the proposed Directions on-line. When this Council report was released to the public, the list-serve names were notified of its availability.

The Public response to the proposed Directions (based on 240 response forms) was very positive for the Directions:

- 84% support the inclusion of 1.8 million sq. ft. of non-residential “job space”
- 82% would like to see other major public attractions, such as the Art Gallery
- 86% support the inclusion of a civic plaza (44% of the respondents supported the proposed size; 30% felt it was too small)
- 84% support the use of the space under the viaducts for recreational activities
- 82% support residential of some amount:
 - 30% supported 4 million sq. ft.
 - 24% supported 2 to 3 million sq. ft.
 - 24% less than 2 million sq. ft.
 - 4% over 4 million sq. ft.

Note: Of those who provided open ended comments to the question on the amount of residential floor space, the concerns were mainly about provision of necessary community facilities and amenities to support additional residents.

- 64% support the inclusion of affordable housing
- 66% support the inclusion of modest market housing

A question addressing preferences for public benefits elicited strong support for childcare, the recreation space under the Viaducts, community centre expansion, and space for community groups’ use.

Following the open houses staff also presented the open house materials to groups represented on the Consultative Group who requested meetings: the Citygate and International Village Residents Association, the Roundhouse Community Association, the Vancouver Public Spaces Network (VPSN), the Chinatown Revitalization Committee, the Vancouver Board of Trade, and the Downtown Vancouver Association.

The NEFC HLR Consultative Group, while consisting of representatives from a range of interests, have conveyed two key messages to staff on the Directions for the Future. They have stressed the importance of achieving 1.8 million sq.ft. of job space in NEFC and have noted that while the public response indicates significant support for some amount of residential in NEFC, a significant number of those who completed response forms (48%) supported residential in amounts less than 4 million sq.ft.

The full evaluation of response forms and copies of letters from the Vancouver Public Spaces Network (VSPN) and Vancouver Skateboarding Coalition received in response to the Directions can be viewed at vancouver.ca/nefc.

4. Land Owner Response

The NEFC HLR responded to the need to revisit the overall land use future of NEFC, rather than continue to make piecemeal decisions based on land owners' requests for their individual sites. The resulting Directions clearly define the City's public interest -- particularly for job space and public open space -- and reverse the City's historical position on residential in the area, as the landowners have been seeking.

PavCo, Canadian Metropolitan Properties, and Aquilini Development all support the proposed Directions.

Both CMP and Aquilini have shared their development objectives with other owners and with staff, to the benefit of the planning process. They have indicated they would like to proceed with rezoning applications as soon as Council approves the Directions. PavCo has already achieved ODP amendments that are consistent with the Directions, and wish to proceed with rezoning for part of their site later this year.

All of these landowners hope that the Downtown Capacity & View Corridors Study will open up opportunities for additional height, and in some cases density. They appreciate the fact that the Directions allow for this to be considered in future.

Over the course of the study, staff have had extensive discussions with the 4th property owner, Concord Pacific. Concord, as the largest land owner in NEFC, has worked with the City in developing False Creek North. Concord provided staff with a detailed written response to the proposed Directions and their key comments can be summarized as follows:

1. Process - Concord raises the impact of the provincial initiatives on the planning process and the more "reactive" nature of the planning approach necessitated by the City's expediting the provincial initiatives. Notwithstanding this, however, Concord is supportive of the public interest priorities inherent in this situation. Concord has also questioned the ability of the City to comprehensively complete a high level review when the results of both the Downtown Capacity and View Corridors Study and the final decision in regard to the plans for the Vancouver Art Gallery are pending.

2. Parks and Open Space - Concord notes the importance of park space in NEFC and has expressed concern that they are being asked to provide new open space when others are removing open space from their sites.

3. Equity in Land Use - Concord is concerned that the proposed Directions have not produced equitable land use results particularly in regard to density and commercial use. They suggest as an example that the Plaza of Nations is demolishing existing commercial space while the Directions suggest that Concord and other land owners should provide new commercial uses. Concord has also expressed concern in regard to a potential inequity in the provision of community amenities and park land amongst the 4 landowners. Indeed, of all 4 landowners, Concord is the only landowner providing parkland in NEFC, although other land owners are providing open space and will be required to contribute to other public benefits. In the final report, staff will be reporting in a standardized approach the relative contribution of each landowner in regard to these issues.

4. Timing and Expectations - Concord is concerned that if the other property owners proceed with rezoning in the shorter term and don't provide land-based amenities (i.e. parks and open space) then Concord, as a property owner to rezone later, will face even higher expectations by the community for such amenities to be over-emphasized on Concord lands. This also relates to existing community expectations for amenities, such as Creekside Park. Concord strongly feels this issue must be addressed comprehensively.

5. Scale - Concord highlights the scope of the overall development (6 times the scale of the Olympic Village) and they recommend completion of the HLR as a comprehensive planning process.

Concord's comments in their entirety are included as Appendix B. Staff perspectives on the issues and concerns raised in Concord's comments are provided throughout this report.

FINANCIAL IMPLICATIONS

There are no financial implications for the City's operating budget associated with this report.

ENVIRONMENTAL IMPLICATIONS

NEFC Directions will result in better utilization of valuable, centrally located, transit-served lands. Development will be expected to meet the EcoDensity Initial Actions A-1 and A-2 (June 2008). (See Appendix A section 1.3).

PUBLIC INPUT

A summary of public process to date and response is provided above.

CONCLUSION

When complete, the Northeast False Creek High Level Review will provide a renewed vision to replace an almost 20 year old ODP that does not optimize the private use or public role of this centrally located, waterfront location. The Directions on land use and density contained in Appendix A will be augmented shortly by those for Residential Mix and Community Facilities and Services. Assuming Council endorses the Directions, major landowners will be in a position to pursue site-specific rezoning and concurrent ODP Amendments for their sites, which will spell out the future in more detail.

* * * * *



NORTHEAST FALSE CREEK DIRECTIONS FOR THE FUTURE



Draft Date: May 25, 2009

City of Vancouver
Planning Department

Note: This version of this document contains completed Directions in four topic areas. Directions for two topics, Residential Mix and Community Facilities and Services, will be added after consideration of options by Council at a later date.

CONTENTS

PART 1 - INTRODUCTION..... 4
1.1 APPLICATION AND INTENT..... 4
1.2 EXISTING CONDITIONS..... 7
1.3 PLANNING CONSIDERATIONS..... 10

PART 2 -DIRECTIONS..... 13
2.1 UNIQUE ROLE IN CITY AND REGION 13
2.2 NON-RESIDENTIAL USE 14
2.3 PUBLIC OPEN SPACE AND PARK 18
2.4 RESIDENTIAL USE 23
2.5 RESIDENTIAL MIX..... 26
2.6 COMMUNITY FACILITIES AND SERVICES 27

PART 3 - ILLUSTRATIVE PLAN..... 28

APPENDIX 30

LIST OF FIGURES AND TABLES

Directions Document

Figure 1	False Creek North Official Development Plan Boundary
Figure 2	FCN ODP Areas
Figure 3	Areas as Referred to in this Document
Figure 4	Land Ownership
Figure 5	Proposed Vancouver Art Gallery Site
Figure 6	Current Zoning
Figure 7	Metro Core Jobs and Economy: Additional Job Space Targets
Figure 8	Non-Residential Locations
Figure 9	False Creek Open Space Network
Figure 10	NEFC Public Open Spaces (Approximate Sizes)
Figure 11	Alternative NEFC Public Open Spaces (no Art Gallery) (Approximate Sizes)
Figure 12	Residential Locations
Figure 13	Nearby Residential Areas
Figure 14	Scenario with Art Gallery as Currently Proposed
Figure 15	Scenario with Art Gallery or (Alternative Attraction) Limited to Area 6b
Figure 16	Scenario with Smaller Attraction on 6b with Expanded Civic Plaza
Figure 17	Arial View of Scenario with the Gallery as Currently Proposed

Table 1	Remaining Development Allowances at the Start of the HLR (000s sq. ft.)
Table 2	Demand for Job Space by 2030
Table 3	Non-Residential - Minimum Floor Space (000s sq. ft.)
Table 4	Retail/Service - Maximum Floor Space (000s sq. ft.)
Table 5	Public Open Space (Approximate Sizes)
Table 6	Residential - Estimate Floor Space (000s sq. ft.)

Appendix

Table 1	NEFC HLR ODP or Rezoning Allowances and Proposed Changes (with the Art Gallery)
Table 2	NEFC HLR ODP or Rezoning Allowances and Proposed Changes (without the Art Gallery)

PART 1 - INTRODUCTION

1.1 APPLICATION AND INTENT

Background

This document results from the Northeast False Creek High Level Review (NEFC HLR). The planning work on the HLR 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 that appear in bold text are what will be proposed for endorsement by City Council. They are to be used as a framework to assess future proposals from landowners for Area rezonings with concurrent ODP changes. 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 Residential Mix (e.g. affordable housing) and Community Facilities and Services, and other amenities.

The Discussion accompanying the Directions provides information and rationale. This material is not Council-endorsed and does not form part of the Directions unless explicitly referenced.

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 in the ODP (Wholesale, Marinas, and Hotels) will likely require revision at a later date, in conjunction with consideration of site-specific rezonings and concurrent ODP Amendments. Changes in the HLR's scope in response to time constraints have also meant that other ODP topics (built form, movement, public realm design) are not the subject of Directions. However, section 1.3 below describes the planning considerations related to these topics that informed the HLR analysis and conclusions.

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 TOR allow some flexibility in the boundary to be considered provided there is no loss of park area). 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

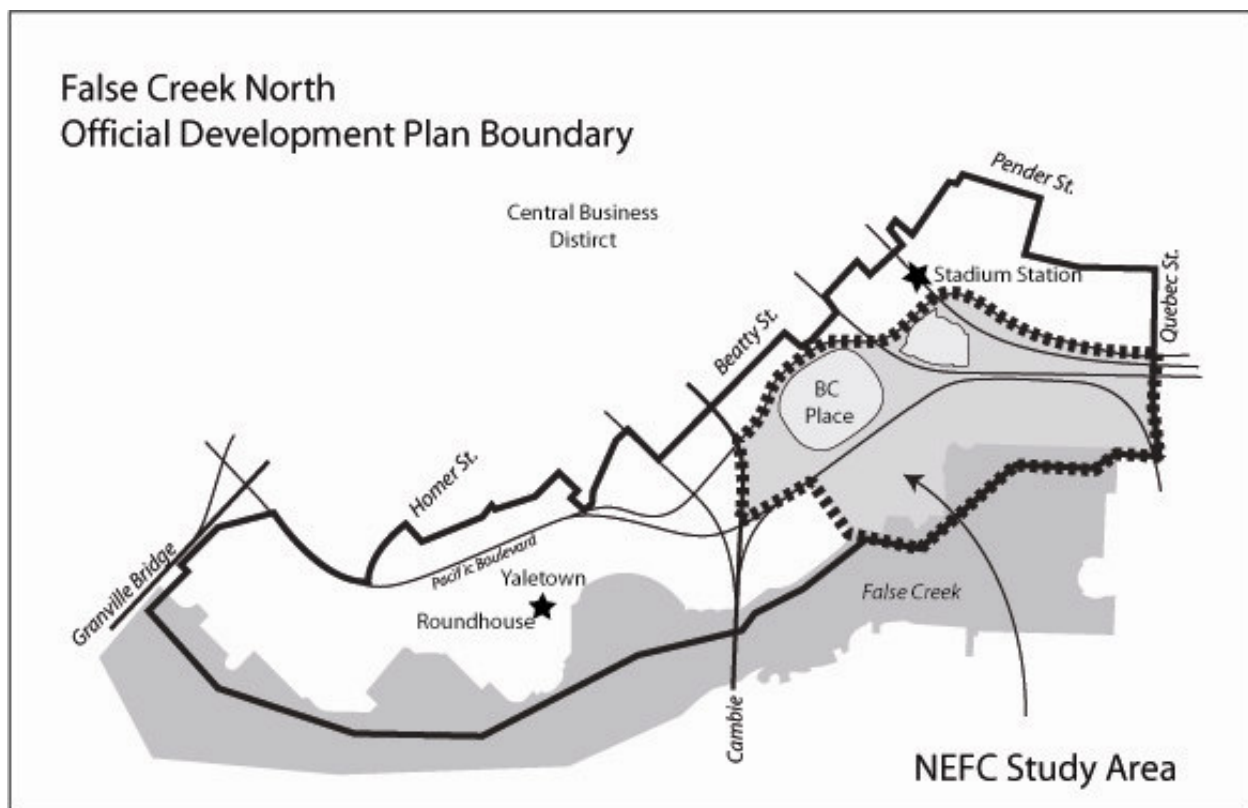
Area 5b West for residential use did not need to await the outcomes of the HLR. However, the rezoning of that site has not progressed and its future use is addressed within the overall context of the adjacent NEFC lands.

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

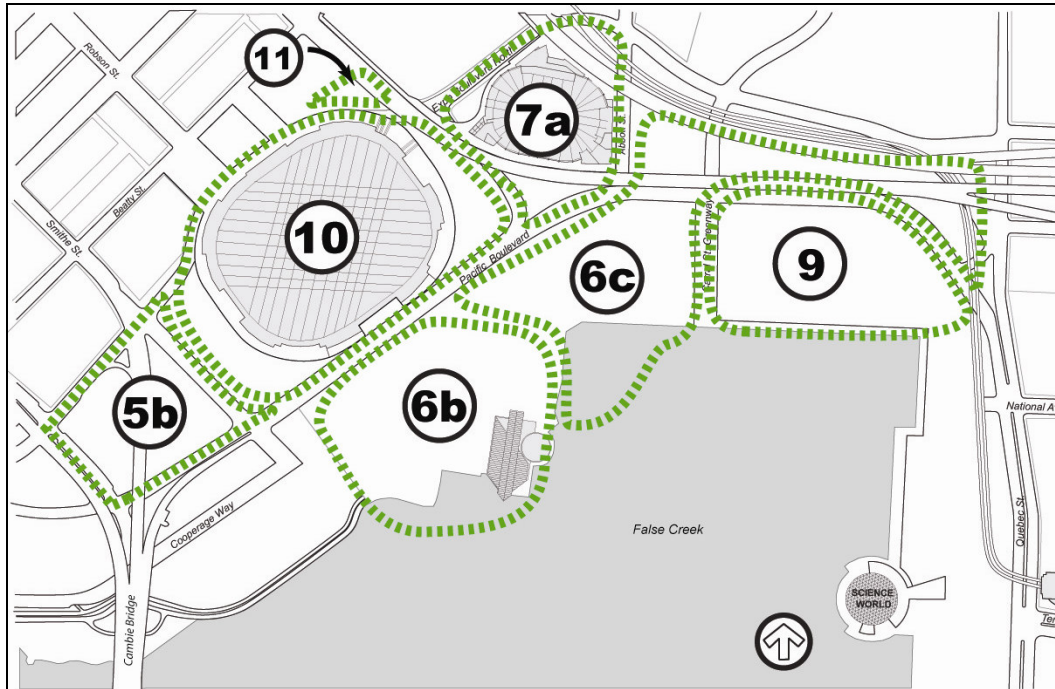
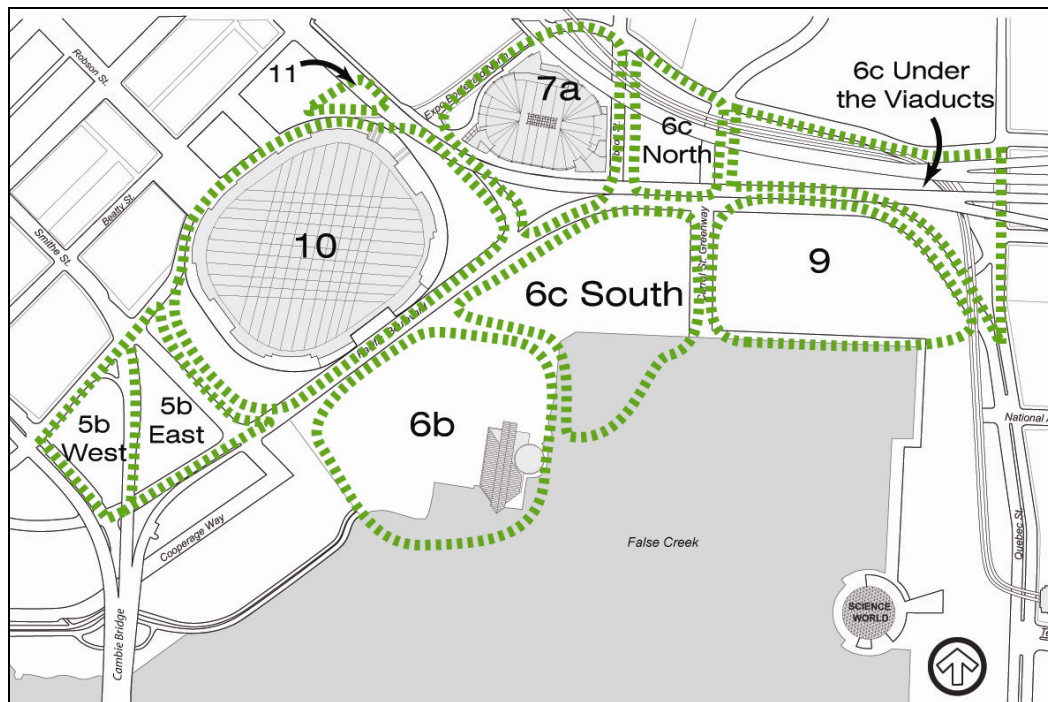


Figure 3. Areas as Referred to in this Document.



1.2 EXISTING CONDITIONS

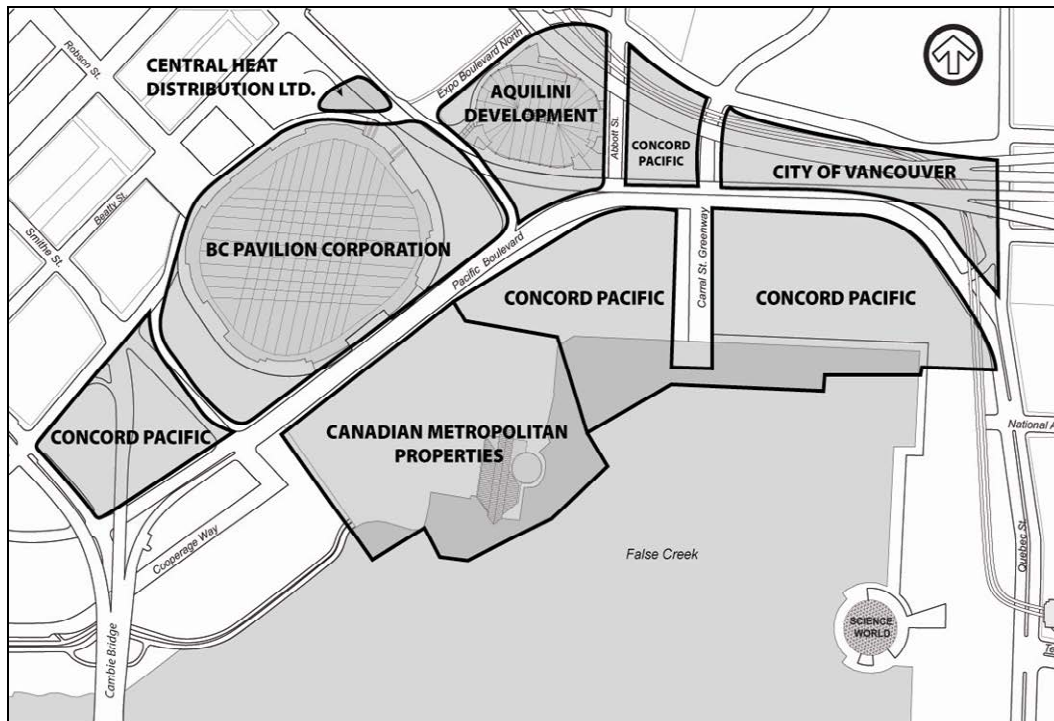
Land Ownership and Current Development

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: surface parking between Abbott and Carrall Streets and Provincial contamination remediation facility and paving east of Carrall Street.
- 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

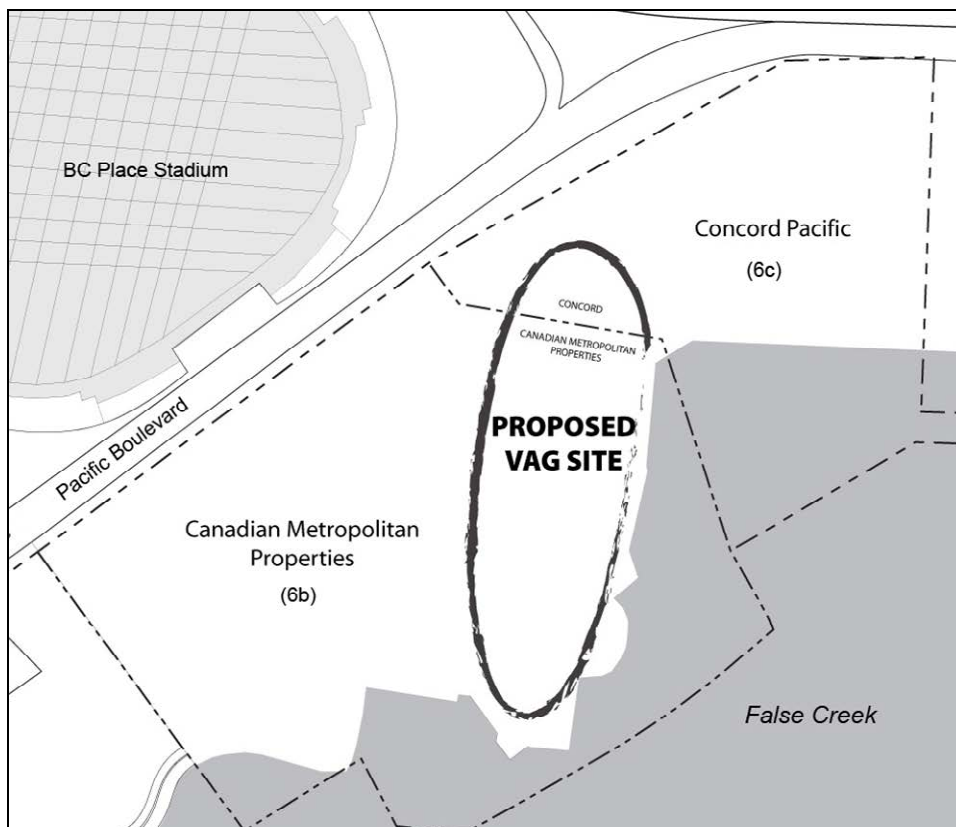


Proposed Vancouver Art Gallery Site

In the spring of 2008, the Province put forward the idea of locating a new Vancouver Art Gallery on Area 6b, the Plaza of Nations site owned by Canadian Metropolitan Properties (CMP). The site 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. Further discussion with the landowners will occur if the Gallery decides to pursue this location.

The Directions in the document reflect the Gallery being located in this area, but contingency Directions address changes that would occur should the Gallery decide not to locate here or should affected property owners decide not to support the Gallery on their lands.

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 rezonings with concurrent ODP amendments are required before any development may proceed. Rezonings could proceed when more detailed development proposals come forward, and will contain more specific regulations.

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

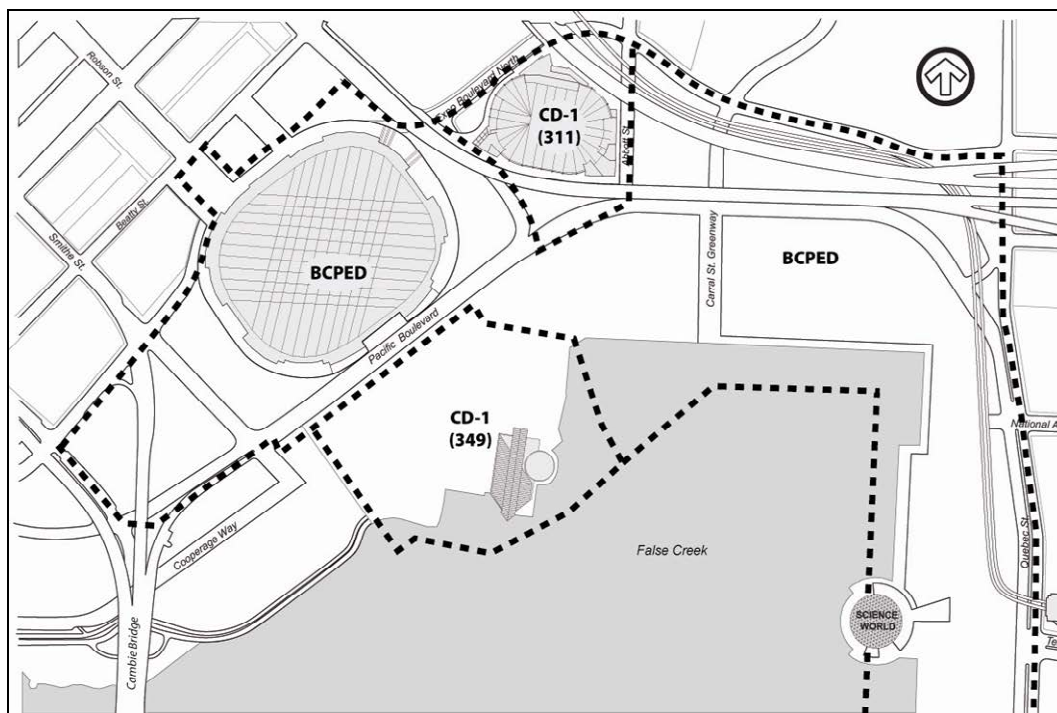


Table 1. Remaining Development Allowances at the Start of the HLR (000s sq. ft.)

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
TOTAL		1711	0	1711

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 PLANNING CONSIDERATIONS

The proposed Directions reflect investigations that were guided by the HLR Terms of Reference approved by Council (May 2007), as well as certain considerations regarding urban design (building height, form, spacing) servicing capacity and the transportation network.

NEFC High Level Review Terms of Reference

The Council-adopted Terms of Reference for the NEFC HLR contain the following highlights:

- 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.”

Built Form

Consistent with the current ODP principles, the built form will need to satisfy a number of urban design performance criteria including:

- Strong definition of the public realm
- Minimization of shadows
- Maximization of livability and privacy

For the scenarios developed as part of this review the built form is illustrated as slim towers on podium bases. The tower spacing maintains the City’s normal minimum of 80 ft. separation. Strong 4 to 6 storey bases, similar to Pacific Boulevard in the Roundhouse

Neighbourhood, will define the streets, plazas and pedestrian routes. Staff note that other building forms could satisfy the urban design performance criteria.

Tower heights are assumed to be at maximum near Pacific Boulevard, with reduced height toward the water, following the pattern in the rest of False Creek North. The locations of buildings respect identified street-end views, and the overall maximum tower heights are limited by current Council-adopted view corridors.

Additional height may be possible if the Downtown Capacity & View Corridors Study, which is scheduled to report out in November 2009, indicates opportunities for adjusting view corridors over NEFC and the downtown. The Directions in Part 2 address this contingency.

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 stadia 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. 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). For other local streets, the alignment 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.

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.

Environmental Sustainability

NEFC contains a significant amount of vacant and/or under-utilized land in a central area that is well served by rapid transit. From an environmental sustainability perspective it is a highly suitable location for significant urban development.

Future rezoning proposals in NEFC will be required to comply with Eco-Density Initial Actions A-1 and A-2. The Rezoning Policy for Greener Buildings will require that future developments meet the City's Green Building standards in place at the time they seek rezoning. Currently Council policy (2008) requires a minimum of LEED™ Silver equivalent is achieved, which may become LEED™Gold equivalent in January 2010. The Rezoning Policy for Greener Larger Sites (2 acres or more) will require:

- a business case analysis for the feasibility of campus or district energy systems;
- the incorporation of layout and orientation approaches that reduce energy needs, facilitate passive energy solutions, incorporate urban agricultural opportunities and replicate natural systems where feasible;
- a sustainable transportation demand management strategy;
- a sustainable rainwater management plan;
- a solid waste diversion plan; and
- for sites accommodating housing, the exploration of ways to enhance the affordability that the market can provide while providing opportunities for the development of non-market housing funding through senior government housing programs.

PART 2 -DIRECTIONS

2.1. UNIQUE ROLE IN CITY AND REGION

- 2.1.1 NEFC will be enhanced as a vibrant city and regional focus of sports, entertainment, community and cultural events and facilities.
- 2.1.2 Physically, the area will be more attractive: strongly “imageable”; better integrated into the surrounding areas through linkages and grade transitions; and friendlier with lively streets and public spaces.
- 2.1.3 Future businesses and residents will be informed that the area will continue to have noise, congestion, and crowds.

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 abutted 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 of 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.

2. 2 NON-RESIDENTIAL USE

- 2.2.1 A minimum of 1.8 million sq. ft. of non-residential “job space” will be located in NEFC (not including the floor space currently in the BC Place Stadium and GM Place Arena). Non-residential includes office, hotel, cultural, institutional, retail, service, and other non-residential uses.
- 2.2.2 Non-residential development will be located where its market viability is optimized, noting that it is anticipated that it could well take up to 15 years for market demand to result in full build out of the “job space.” Minimum requirements for non-residential floor space by Area will generally be as in Table 3 below.
- 2.2.3 Additional major public attractions, such as the Vancouver Art Gallery, casino, or other citywide or regional facilities, will be encouraged.
- 2.2.4 Retail/service development will line major pedestrian links and public spaces. The amount of retail/service floor space known to be viable will need to be distributed among Areas to ensure this can occur. Maximum retail/service floor space will be generally as in Table 4 below.
- 2.2.5 Flexibility will be allowed to have more than the stated maximum amount of retail/service floor space in an Area. 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.

Contingency

If the Vancouver Art Gallery does not locate here, alternative public attraction uses would be sought. Examples could include performing arts facilities, museums and entertainment uses. However, alternatives are likely to provide less non-residential floor area than the Gallery. Therefore the overall feasible total of non-residential “job space” may be slightly less and the distribution of non-residential floor space allocations would need to be adjusted, as noted in Table 3 below.

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.

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

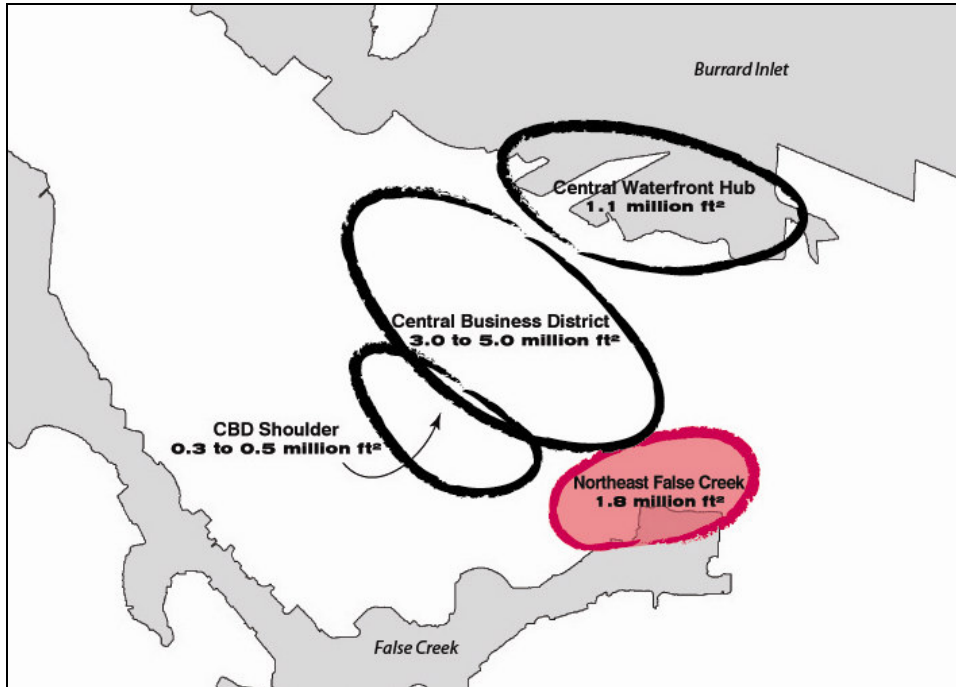
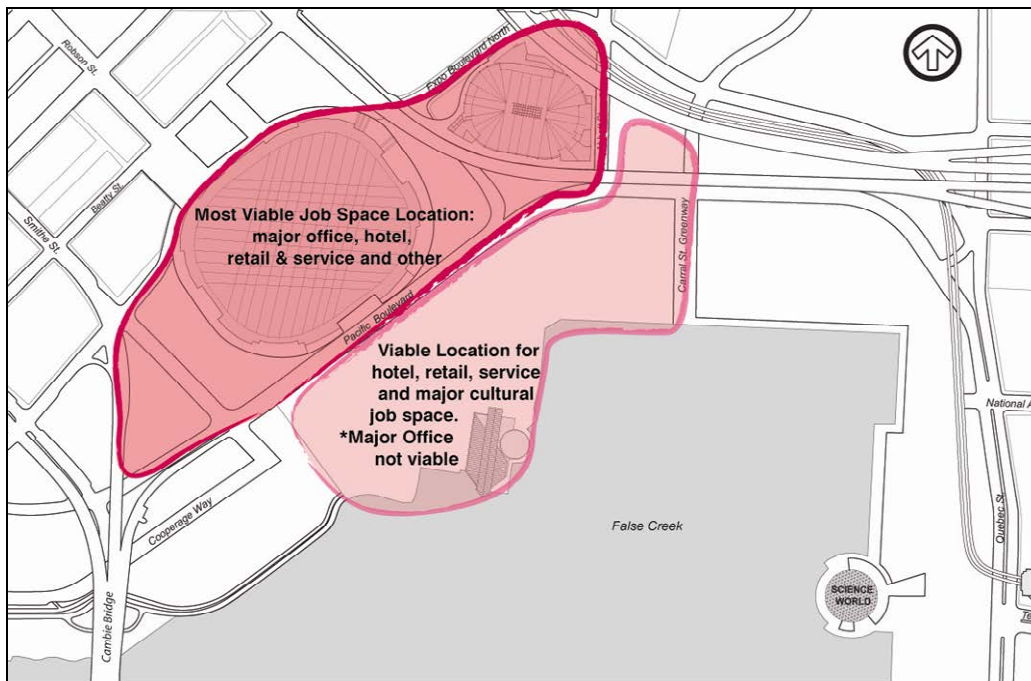


Figure 8. Non-residential Locations



Viability

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.

Table 2. Demand for Job Space 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	

The study did not examine the demand for an art gallery, a major casino, or other entertainment and public attraction uses, which would be additional. If the Vancouver Art Gallery locates here, 1.8 million sq. ft. of non-residential space should be deliverable, as per Table 3. If it does not, a smaller attraction should be assumed, and the total amount of viable non-residential space would be somewhat less than 1.8 million sq. ft.

With respect to locations for commercial uses, the Colliers study advises that for major office, the best locations are north of Pacific, 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 distributed among the various sub-areas as shown in Table 3.

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

Area	Owner	As shown	Contingency: Without the Gallery
10*	PavCo	700	700
7a*	Aquilini	235	235
6b exc. VAG site	CMP	145	180
6b VAG site	CMP	320	100
5b West	Concord	20	20
5b East	Concord	235	235
6c North	Concord	20	40
6c South	Concord	125	160
	Concord Subtotal	400	455
TOTAL		1800	1670

*(Existing floor space in BC Place Stadium and GM Place Arena not included)

Retail/Service Uses

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 maximums that should be contemplated. This floor space is counted within the overall non-residential minimums in Table 3.

Table 4. Retail/Service - Maximum 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

Changes to the HLR scope and time constraints have meant that the question of future marina use in NEFC, location for street-oriented retail, hotel and wholesale uses was 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.

2.3 PUBLIC OPEN SPACE AND PARK

- 2.3.1 NEFC will have a number of civically-owned, public open spaces, primarily on the waterfront, for use by the proposed new NEFC population, as well as by downtown and city residents. 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 (cafes, relaxing), community-based events (festivals, performances, races, markets) and active recreation. The spaces will be able to function independently, but will also be linked to allow them to be used together at times.
- 2.3.2 The following previously committed or approved elements will be provided: 9 acre Creekside Park Extension (Area 9); the extension of the walkway-bikeway will be provided 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.
- 2.3.3 A Civic Plaza will be located generally on axis with Georgia Street, linked to the downtown with the proposed Georgia Pedestrian Linkage (a pedestrian connection linking Beatty Street at Georgia Street to Pacific Boulevard via the stadium concourse). The plaza should have an urban character and have some infrastructure (permanent and movable) to accommodate a range of activities and events.
- 2.3.4 The Vancouver Art Gallery, if located on the site proposed, will have a "forecourt" open space located along Pacific Boulevard, mainly devoted to Gallery use but capable of being used in conjunction with the Civic Plaza.
- 2.3.5 A public open space will be located at the waterfront on the south edge of Area 6b. The role and treatment of this space could vary—more or less urban or landscaped—depending on future planning.
- 2.3.6 The City-owned land under the Georgia Viaduct east of Carrall Street will be pursued as open space with a focus on youth-oriented (teens, young adults) recreation such as basketball, BMX bike riding, and roller hockey in the context of other possible uses for this land.

Contingency

The site currently proposed for the Vancouver Art Gallery, together with the Gallery forecourt, is a large land area. If the Gallery does not locate here, some other public attraction would be encouraged on the site. However, it may well have a smaller "footprint". The public open space could therefore be provided in a different configuration and the civic plaza expanded. It is possible that a larger public space that could replace the Plaza of Nations open space could be provided with more capacity for events and performances.

Figure 9. False Creek Open Space Network

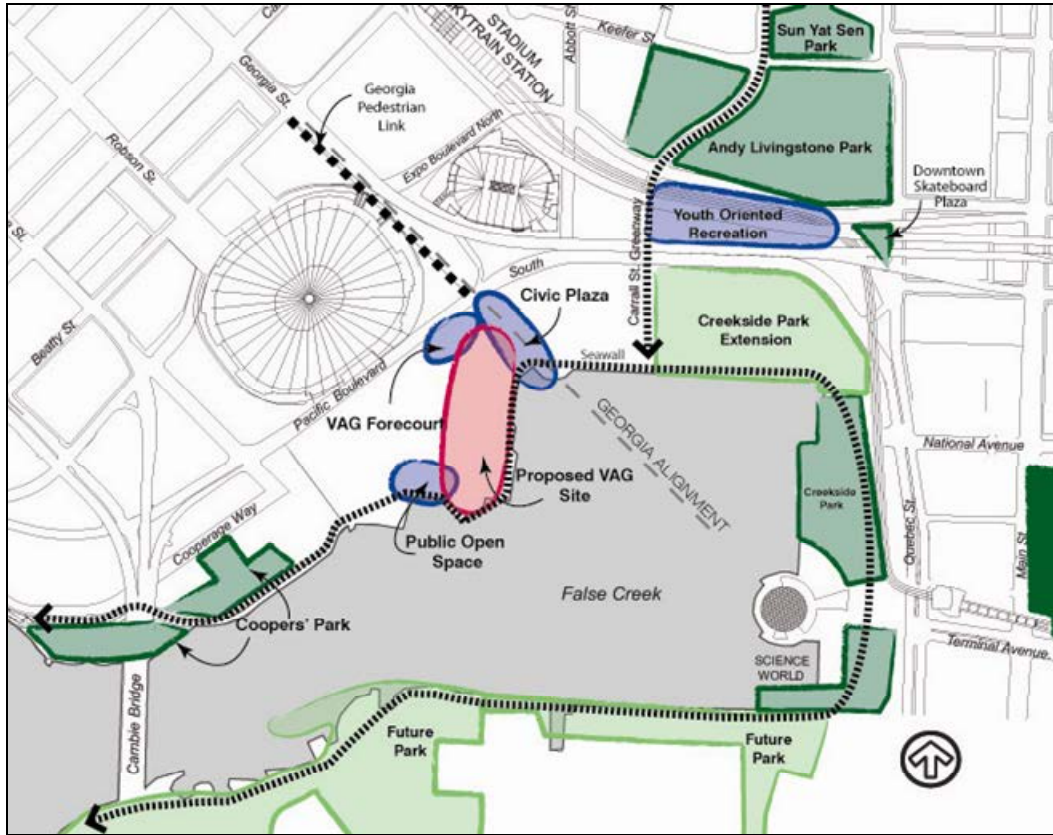
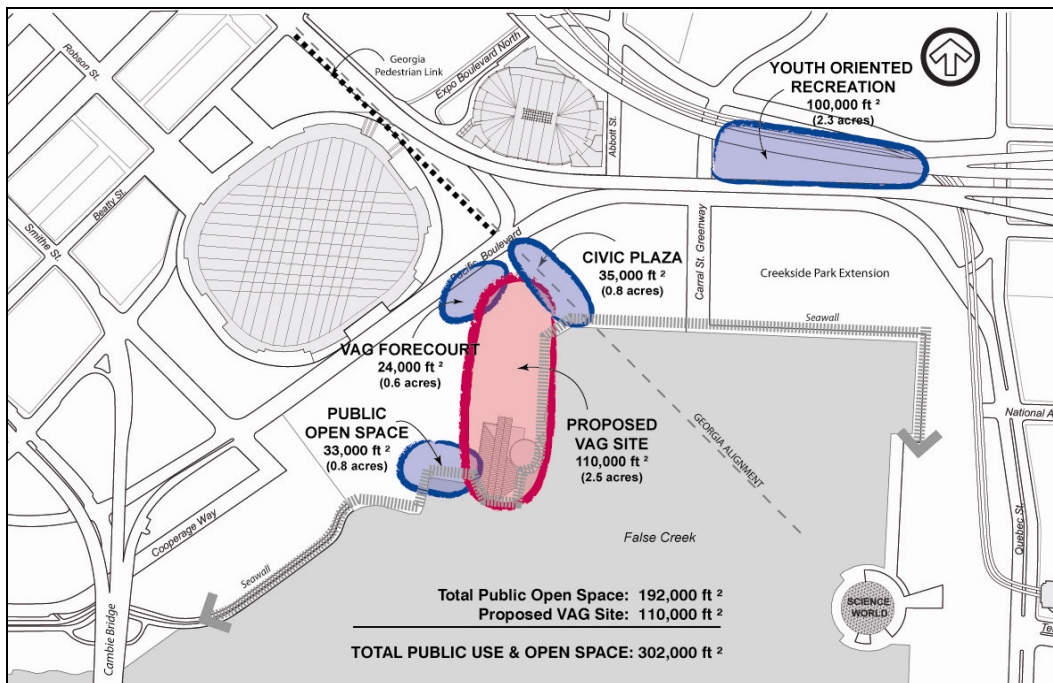


Figure 10. NEFC Public Open Spaces (Approximate Sizes)



Discussion

Park Requirements

The City's goal for provision of neighbourhood park space is 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 9 acre Creekside Park Extension. In the current FCN ODP, after delivery of the Creekside Extension the City's park goal would be met. (Note: in 1995 Council approved a rezoning in International Village that increased the number of residents by approximately 1000 and did not require the provision of additional park land, instead Council accepted a \$1.9 million "payment in lieu.")

Additional neighbourhood park space is not proposed in NEFC: Instead, a total of about 6.9 acres of land is being sought for public open space and the proposed Vancouver Art Gallery site.

For comparison, if the City's neighbourhood 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. (See Section 2.4, Residential Use below). 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. If the population growth on only the balance of the lands in NEFC is considered, the park goal would be reduced to 16.5 acres for 6,000 new residents.

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. 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, other than under the Community Use Agreement with the City that requires it 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 groups.

Following Expo '86, the Plaza of Nations hosted many events annually. However, it was designed as a temporary facility and 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 Directions, would accommodate only smaller events.

Proposed Public Open Spaces

Additional information about the new public open spaces proposed in the Directions is provided in Table 5.

Table 5. Public Open Space (Approximate Sizes)

Name	Size (sq. ft.)	Event Capacity
Civic Plaza	35,000	2400 people
Vancouver Art Gallery Forecourt	24,000	1700 people
South Open Space	33,000	2300 people (if used for events)
Under Viaducts	100,000	na
Total	192,000 (4.4 ac)	

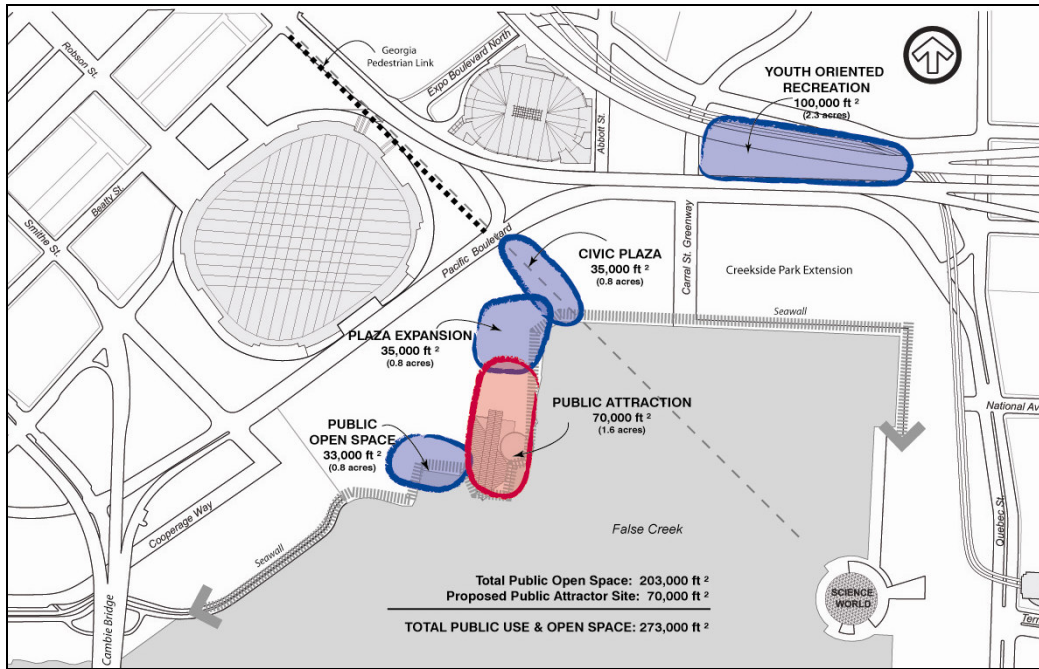
Note: The capacity estimates are based on 13 sq.ft. per person and allows for stage and circulation. Actual capacity will depend on event setup requirements.

The Civic Plaza as proposed will not accommodate the size of performances and events that have historically occurred in the Plaza of Nations. While the use of the Art Gallery forecourt could add some flexibility for additional people, the two spaces are not configured to permit one large audience and would have limited performance capability. Use of the Gallery forecourt for combined events would require discussion and agreements with the Gallery.

The proposed Direction to create youth-oriented (teens, young adults) recreation opportunities 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 site contamination remediation is no longer required. For example, 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.

Should the Art Gallery not locate in NEFC, and a smaller attraction located here instead, alternate configurations of public open space could be pursued. Figure 11 shows one possibility.

Figure 11. Alternative NEFC Public Open Spaces (no Vancouver Art Gallery)
 (Approximate Sizes)



2.4 RESIDENTIAL USE

- 2.4.1 NEFC will have a major component of residential use, on the condition that residents will be made aware of the role of the area, and the unusual conditions related to noise through notices on title, in rental agreements, and in marketing materials.
- 2.4.2 The amount of residential floor area that will be considered in NEFC will reflect the following:
- Accommodation of the necessary non-residential floor space and the public open space in the Directions above;
 - Appropriate building forms, heights, and separations; and
 - Accommodation of transportation needs within the existing and anticipated transportation network.

Based on these factors it is currently estimated that about 4 million sq.ft. of residential floor area could occur, with the distribution of this residential space among Areas generally as shown in Table 6.

- 2.4.3 The supportable amount of residential floor area will also be affected by the community facilities and services that can be provided (e.g. community centre space, child care, etc.). This is still to be determined, and may affect the amount of residential that is supportable.

Contingency

The City has started the Downtown Capacity & View Corridors Study, with report out scheduled for November 2009. This may result in changes to the view corridors that currently limit building heights in NEFC. Whether this would lead to increased density, or simply flexibility in building height and form, would need to be evaluated in light of the factors mentioned in Direction 2.4.2 and 2.4.3 above.

Discussion

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, other than the required affordable housing.

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

Major Event/Residential Compatibility Issues

While there is capacity for major residential, compatibility with the role of the area is a concern. Noise and congestion from events will not only impact the livability of residential, but future residents may be under the misapprehension that because residential development is being added to the area, the number and magnitude of events will be reduced.

To provide advice on acoustics -- the biggest challenge to residential use -- the City engaged BKL Consultants. BC Place and any major outdoor performance space will produce very high levels of noise. The City's normal residential acoustic standards address the 24 hour average of "A weighted" noise, i.e. dBA. This noise from sources like major arterials and Skytrain can be mitigated using standard construction practices. However, high levels of deep base noise, dBC, will be experienced. The dBC noise will exceed maximum permitted noise levels identified in the Noise Control Bylaw, will not be able to be fully mitigated.

Residential development in this area will appeal to a specific segment of the market that is attracted to the energy, vibrancy and public activity unique to the role of area. Residential is only supported on the basis that all residents understand the nature of the area they are moving into through measures such as notices on title, in rental agreements, and in marketing materials.

Residential Floor Space

To estimate the residential floor space, various development scenarios that met the key planning considerations were developed and quantified. The contingency column reflects the situation if the Vancouver Art Gallery does not locate in the area, and some non-residential is reallocated as per Table 3.

The scenarios incorporated the west 20 meters of the current 40 meter wide Carrall Street right-of-way adjacent 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.)

This new residential would accommodate about 7,200 residents, which would be a 45% increase over the 16,000 anticipated in the current FCN ODP. Figure 14 provides comparatives of the proposed new population of NEFC with other nearby areas.

Table 6. Residential - Estimated Floor Space (000s sq. ft.)

Area	Owner	As Shown	Contingency: 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	400	400
5b East	Concord	0	0
6c North	Concord	210	190
6c South	Concord	985	950
	Concord Subtotal	1595	1540
TOTAL		4135	4045

Appropriate community facilities and services must be provided for the additional residents. This is discussed further in Section 2.6 below. The determination of the maximum supportable residential floor space will be influenced by this consideration.

Figure 12. Residential Locations

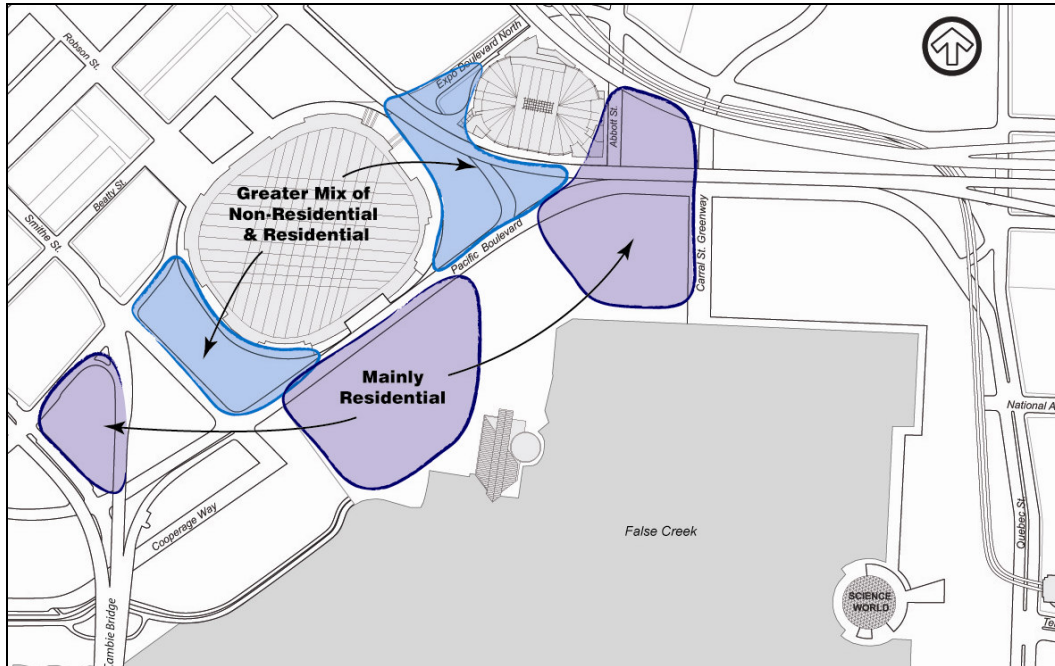
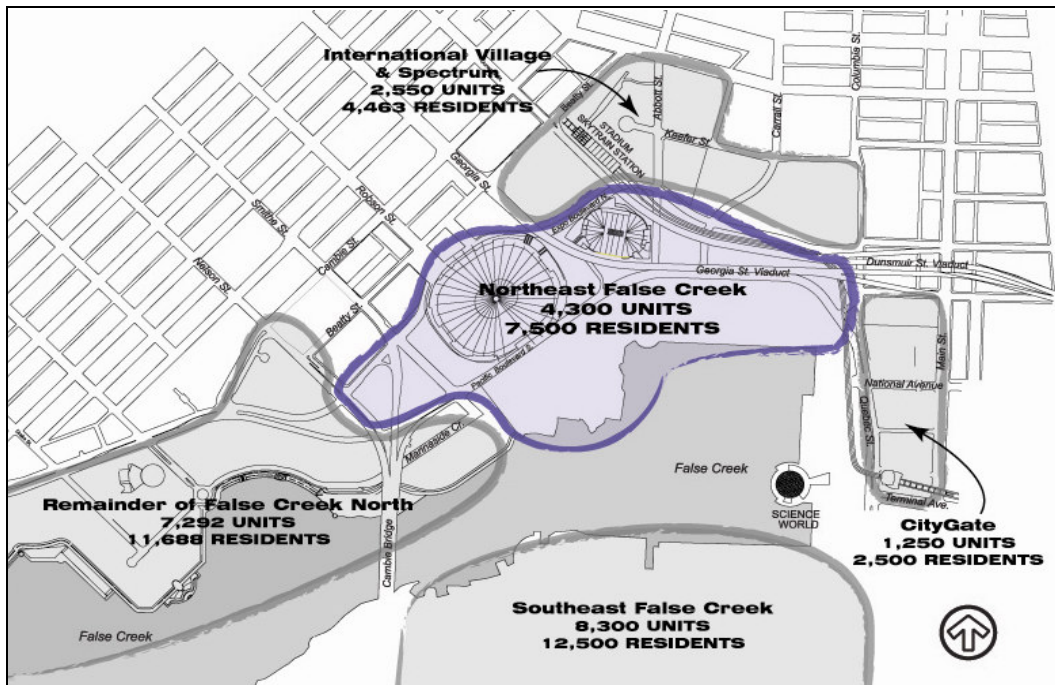


Figure 13. Nearby Residential Areas



Note: Figures 12 and 13 include Area 5b West within the context of NEFC

2.5 RESIDENTIAL MIX

With respect to income mix, the Directions for affordable and/or modest market housing will be determined through future Council consideration of options. At that time, Directions will be included in this section.

With respect to household mix, NEFC is not likely to be as attractive to families with children as other areas of False Creek North. A certain proportion of market units with 2 or more bedrooms may be required to allow for diverse households, but development would not be expected to meet specific design guidelines for families.

Discussion

Affordable and Modest Market Housing Definitions

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 whose 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.

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 ratio of affordable housing in FCN has been reduced to about 13% (Council report dated January 30, 2008) because senior government funding has not been available at the time needed. 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.

Delivery of affordable housing in Vancouver has depended largely on the availability of 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. Creative solutions may be required in order to address the funding challenge. Options for the amounts of affordable and modest market housing are being reviewed, and will be presented for Council's consideration in May/June.

Household Mix

In major new communities like False Creek, 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 Guidelines for High Density Housing for Families with Children. These units have size, design and accessibility characteristics different than housing for households without children. Given the physical setting, noise, and event-related traffic congestion, NEFC is not seen as an area where families should be particularly encouraged. So, while diversity of unit size may be sought, the Guidelines would not be applied.

In October 2008, Council approved amendments to the FCN ODP allowing consideration of up to 1.4 million sq.ft. of development in for Area 10 (Pavco). Council did not require the inclusion of household mix or affordable housing as part of the future development of Area 10. In future, should Pavco request increases to the development potential, Council may consider affordable housing contributions related to the additional space.

2.6 COMMUNITY FACILITIES AND SERVICES

The Directions for Community Facilities and Services will be determined through Council consideration of a Public Benefits Strategy for NEFC. At that time, Directions will be included in this section.

Discussion

Current FCN ODP Provisions

Community facilities and services required under the current FCN ODP include 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 VSB intends to build an elementary school when Provincial funding is made available.

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.

Determining Community Facilities and Services

Council will need to consider community facilities and services in the context of an overall Public Benefit Strategy in July 2009. "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 Strategy will identify existing and anticipated needs, as well as the financial feasibility.

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. 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 community facilities and services in NEFC were achieved through the ODP and subsequent rezonings. Given the likelihood that not all the desirable public benefits will be able to be funded, Council will need to make choices.

In October 2008, Council approved amendments to the FCN ODP allowing consideration of up to 1.4 million sq.ft. for Area 10 (Pavco). Council did not require that new community facilities and services be provided as part of the future development on Area 10. In future, should BC Pavco request increases to the development potential Council may consider contribution to community facilities and services related to the additional floor space.

PART 3 - ILLUSTRATIVE PLAN

The Directions provide a framework that will be used to assess future land owner proposals and allow for considerable flexibility. The following illustrations show three possible scenarios that meet the Directions outlined in this document (including the future use of Area 5b West). They are included for illustrative purposes.

Figure 14. Scenario Including Art Gallery as Currently Proposed on Areas 6b and 6c South

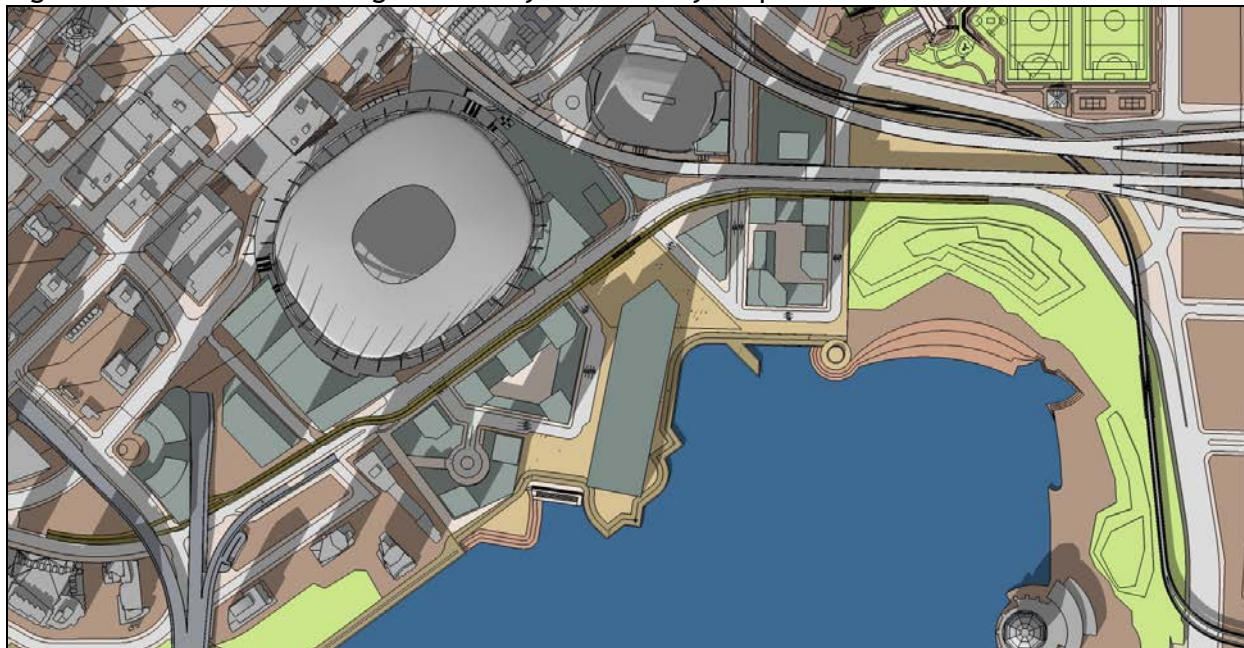


Figure 15. Scenario with Art Gallery or (Alternative Attraction) Limited to Area 6b

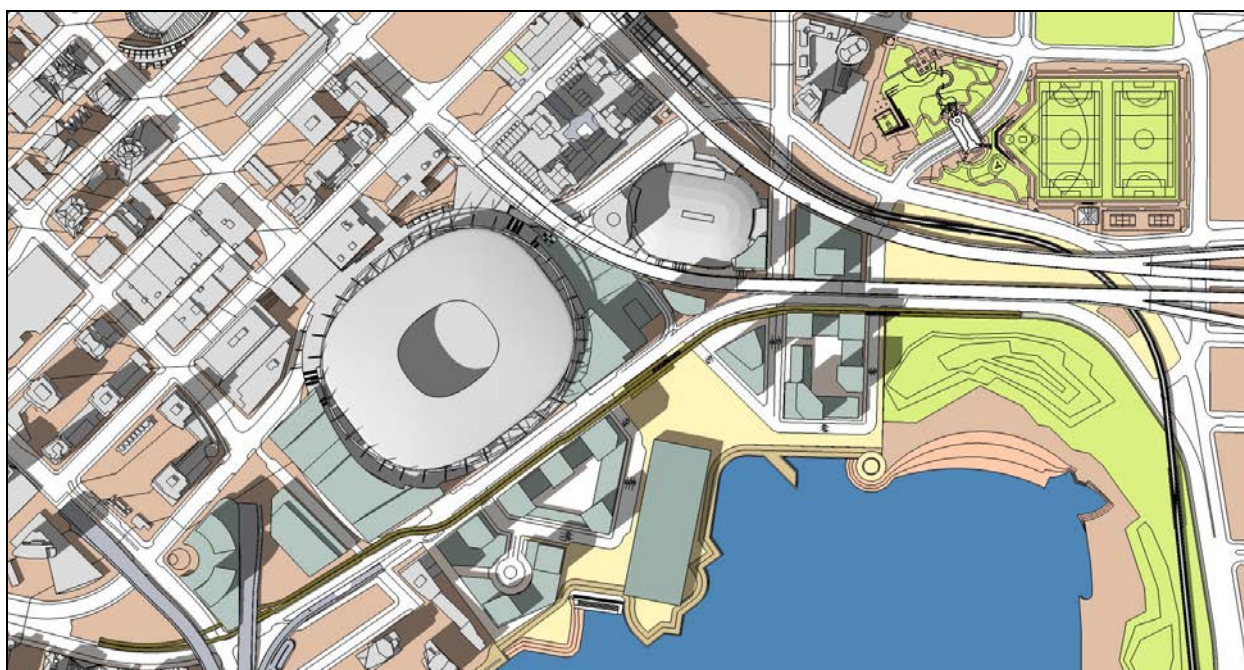


Figure 16. Scenario with Smaller Attraction on Area 6b with Expanded Civic Plaza

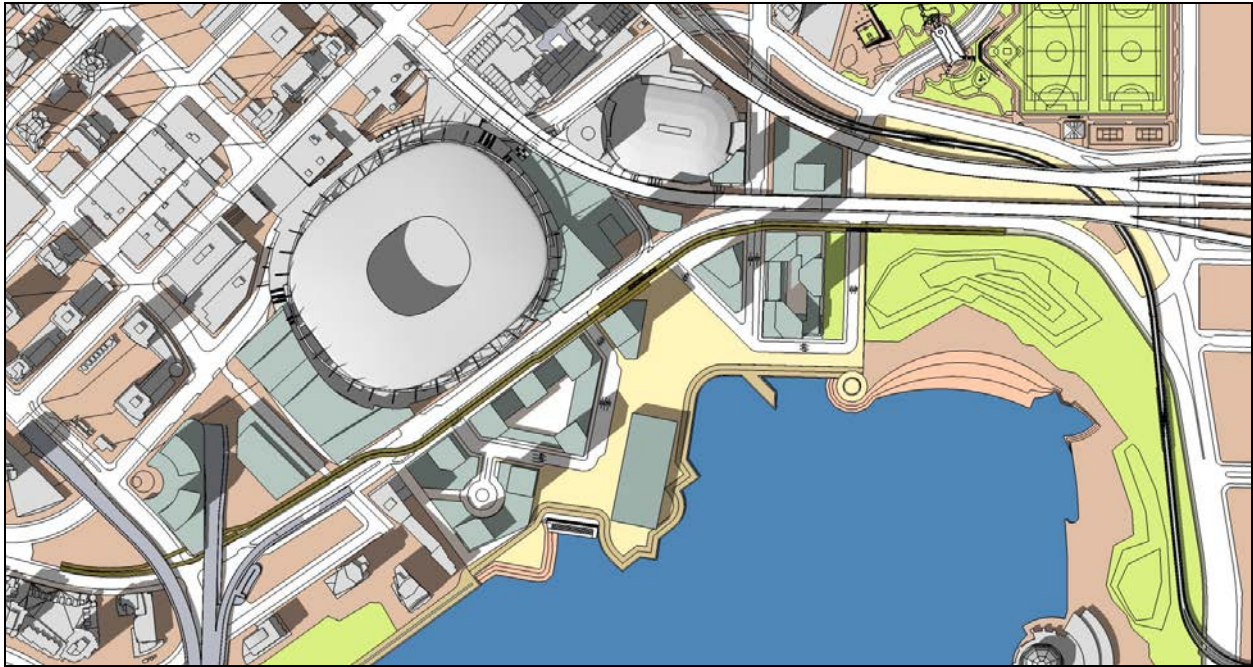
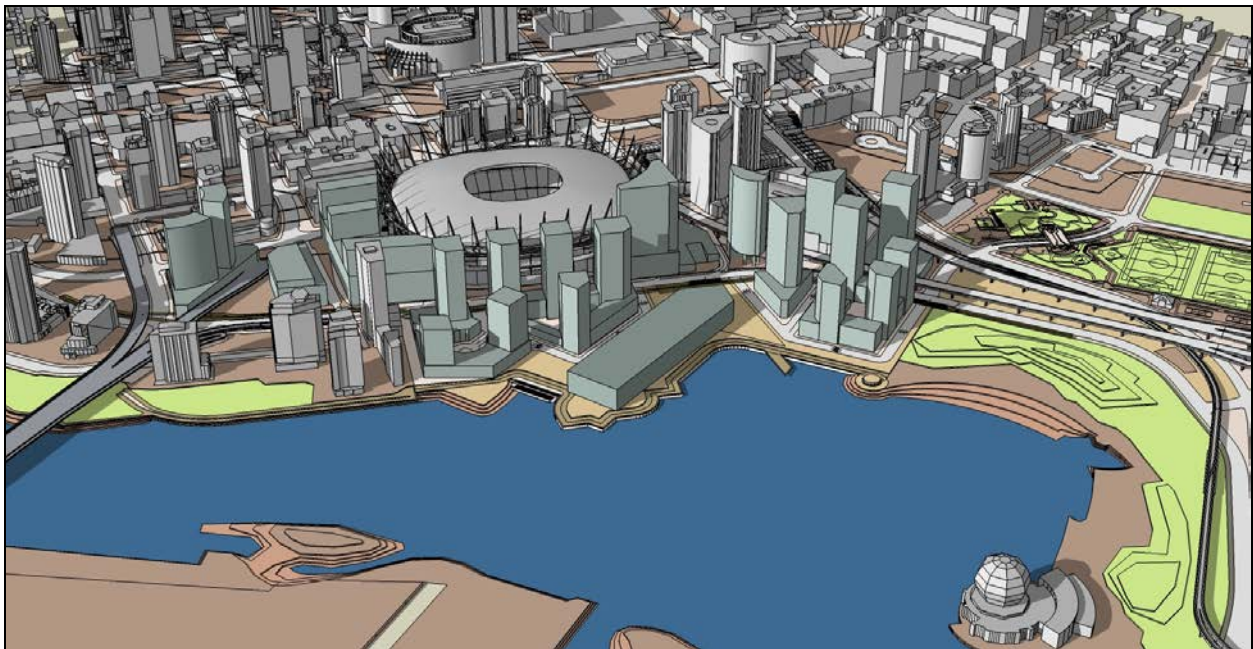


Figure 17. Aerial View of Scenario with the Gallery as Currently Proposed on Areas 6b and 6c



APPENDIX

Table 3. NEFC HLR - ODP or Rezoning Allowances and Proposed Change
-excluding floor space within BC Place Stadium and GM Place Arena

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 (Max)	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	400			
5b East	Concord	82***		235	0			
6c North	Concord			20	210			
6c South	Concord	797		125	985			
	Concord Subtotal	879	0	400	1595	-479	+1595	+1116
TOTAL		1783	0	1800	4135	+17	+4135	+4152

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 (Max)	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	180	1405	-428	+1405	+977
6b VAG site	CMP	72**	0	100	0	+28	0	+28
5b West	Concord			20	400			
5b East	Concord	82***		235	0			
6c North	Concord			40	190			
6c South	Concord	797		160	950			
	Concord Subtotal	879	0	455	1540	-424	+1540	+1116
TOTAL		1783	0	1670	4045	-113	+4045	+3932

Notes:

1. The maximum amount of floor area is to be determined at the sub area rezoning for each site
2. 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
3. * "Current" means ODP or zoning at start of HLR.
4. ** means floor space in Enterprise Hall
5. *** floor space allowance in ODP resides on Area 5b: assigned to 5b East.

APPENDIX B

May 24, 2009

LAND OWNER RESPONSE: CONCORD PACIFIC

BACKGROUND

NEFC HLR started out as a comprehensive planning process following the same process that generated the success of the existing neighbourhoods at Concord Pacific Place. This process has provided a vast array of community amenities that not only support the residents of Concord Pacific Place but are also enjoyed by neighbouring communities where amenities are lacking.

Two provincial initiatives - BC Place and the Vancouver Art Gallery - were introduced by PavCo to the HLR almost a year after the start of the HLR. The planning and negotiations of these projects was carried out by PavCo on a confidential basis without the involvement of Concord and the City. We respect that these projects were the result of extensive multilateral negotiations and that the inclusion of additional parties might have jeopardized the negotiation process. We support PavCo's leadership in completing these negotiations, to bring these important regional amenities and public investments to our neighbourhood.

As a result of the introduction of these initiatives, City Planning resorted to a reactive planning approach to the HLR. It rendered a good deal of the work carried out in the first year irrelevant and created a long delay to the HLR schedule. Planning Staff should be commended for their efforts to advance the HLR process to this point. Overall Concord supports the NEFC - Directions for the Future as a work in progress. City Staff have done the best they can to create an example of a solution that incorporates the provincial projects into NEFC. We now look forward to submitting our plans and to working closely with Planning in the next phase of the HLR to create a world class solution.

Our specific response to NEFC - Directions for the Future are noted below.

DOWNTOWN CAPACITY & VIEW CORRIDORS STUDY

All NEFC landowners have indicated support for this study and all want to explore the potential for additional height. From a comprehensive planning perspective we recommend that this study be completed and then incorporated into NEFC, prior to the completion of the HLR process.

VANCOUVER ART GALLERY/CIVIC PLAZA

Over the last year City Staff have worked to incorporate the plan for the VAG that was developed by PavCo and the Plaza of Nations. This plan has generated a land requirement that can only be provided by Concord. At the end of the last civic administration, the general direction was to use Concord's land without any consultation with its owner. The layout and densities created by planning on the Concord lands in Directions for the Future is an example of a one solution responding to the VAGs requirements but it is premature for these design and densities to be reviewed by Council.

Concord is generally supportive of the relocation of the VAG to NEFC. We are willing to react to the VAG's spatial requirements but cannot afford to provide more land without exploring planning solutions that involve a no net loss of land to Concord. We commend Planning's expression of open-mindedness and we are excited to work with them to develop a creative solution. We are optimistic that under the HLR we can work with the City, PavCo, Plaza of Nations and the VAG on an equitable comprehensive plan for the area that could potentially create a much more exciting and vibrant waterfront as well as enhanced parks and open spaces experiences.

RESIDENTIAL & NON-RESIDENTIAL DENSITY

Subject to other considerations as an adjacent landowner, we are able to see the merit of commercial capacity at GM Place which would support the Metro Core Jobs and Economy Study. We also consider BC Place a natural and viable location for extensive commercial uses. We note that after 20 years of business, the Plaza of Nations is in the process of demolishing its existing commercial space, due to long-term commercial market realities. In such a context we are looking very carefully at the commercial uses suggested in this report for the Concord lands. To date Concord has not put forward any plans or suggested any densities allowances for its lands. We believe it is premature to discuss density until the Capacity & View Corridors Study and the VAG relocation process are completed. As mentioned above, we consider the layouts and densities generated by Planning in this Report for the Concord lands as one example of many and that it is premature to be reviewed by Council. Concord will submit its plans in the next phase of HLR, and anticipates that densiys on its land will be addressed on an equitable basis in relations to other landowners.

PARKS & PUBLIC OPEN SPACE

Parks and public open space have been key contributors to the success of the False Creek North neighbourhoods. As a direct result of a comprehensive planning process the City has secured more new parks and open space in FCN than from all the new developments in the adjacent Downtown South. Under the current planning in this report Concord is the only landowner providing parkland in NEFC. The HLR should continue to explore opportunities to create more parks and open spaces and where possible and avoid the infilling of existing open spaces.

The Directions for the Future indicate that if the City's neighbourhood park ratio were to be met it would require an additional 19.8 acres of parkland for the 7,200 additional residents that could be added to NEFC. This is in addition to the 9 acres of parkland that Concord will be providing when it develops Area 6C. Given the worldwide acclaim that the City has received for the existing Concord Pacific Place neighbourhoods that have been established around George Wainborn, David Lam, Coopers and Andy Livingstone Parks, it would seem that the neighbourhood park ratio might need to be reviewed.

In Directions for the Future the open spaces around BC Place will be filled with buildings and most of the open spaces at GM place designated from the last rezoning will be removed. This removal of open space will not remove the demand for open space and parks from the future occupants of these sites; it will just transfer the pressure onto adjacent lands.

At thirteen acres the Plaza of Nations is a very large urban site that is more than capable of providing new parks and open spaces. We understand that the City is considering the VAG site as a regional amenity in lieu of parkland and also that the large existing performance space will be reduced in size. The City should carefully consider the impact of additional residents without new parks and open space. We believe that with further planning the City will be able to secure more parkland and open space in NEFC to accommodate its future residents.

NEFC HLR - NEXT STEPS

Now that these provincial investments are settled, it is appropriate to return from a reactive to a comprehensive planning process. Concord supports the completion of the Capacity & View Corridors Study and the Vancouver Art Gallery relocation in 2009 and the results should be incorporated into the HLR process.

The False Creek North amenities are the very reason that the NEFC lands are now being considered for redeveloped and/or change of existing use. Under Directions for the Future Concord is the party that delivers most of the significant community amenities and it want to avoid being burdened with expectations or additional requirements on its land that is generated by individual rezoning, ahead of a comprehensive plan. We are concerned that the City and Concord would have to address the political consequence if

Concord does not develop its land according to these expectations that it has not committed to under a comprehensive plan.

We echo the Planning Department's view on their desire to continue with a comprehensive approach. We do not see the benefit to the City to rezone any NEFC lands until a comprehensive plan is completed and we respectfully request that this be carefully considered by Council.

SUMMARY

The Direction for Future is a high quality document generated by Planning that shows an example of a solution that is a work in progress. The question of density and layout can only logically be considered after the finalization of a VAG solution and the View Corridor Study. Upon the receiving of this progress report, we look forward to Council's direction on the question of continuation of a comprehensive planning process for the HLR. With that encouragement, we look forward to working diligently with City Planning to complete this important process in an expeditious manner.

NEFC is the most important piece of the downtown peninsula and is almost six times the project size of the Olympic Village. We support Planning be given the time and resources to complete their HLR as a comprehensive planning process. This approach will secure for the City the necessary community amenities and ensure a synergy of built form and uses. It will produce a master plan for NEFC that will compliment the successes of the existing False Creek North neighbourhoods developed by Concord.

We look forward to the completion of the parks and community amenities in this neighbourhood. In 2010, Concord hopes to initiate rezoning of the remaining lands of Concord Place and to start construction during the term of this Council.