



CITY OF VANCOUVER

P6

POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: September 3, 2008  
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Meeting Date: September 16, 2008

TO: Vancouver City Council

FROM: Director of Planning, in consultation with the Managing Director of Cultural Services, General Manager of Engineering Services, and Managing Director of Social Development.

SUBJECT: False Creek North Official Development Plan Amendments:  
BC Place Stadium - 777 Pacific Blvd.

**RECOMMENDATION**

- A. *THAT the Director of Planning be instructed to make application to amend the False Creek North Official Development Plan (FCN ODP), including among other amendments, adjustments to land use and the amount of permitted floor space for Area 10, and to permit city- and region-serving cultural, recreational and institutional uses including consideration of the Vancouver Art Gallery as a use, generally as set out in Appendix A, and that the application be referred to Public Hearing;*

*AND FURTHER THAT the Director of Legal Services be instructed to prepare the amending by-law, as set out in Appendix A for consideration at the Public Hearing.*

- B. *THAT, in addition to the measures outlined in the proposed FCN ODP amendments requiring future residential development to address the noise levels that will be generated by major events in BC Place Stadium (i.e. meeting acoustic standards and providing notice to purchasers and residents), staff report back prior to the sub-area rezoning for Area 10 with appropriate amendments to the City's Noise Control By-law addressing the noise levels and frequency of occurrence of major events.*

- C. *THAT the City Manager or the Deputy City Manager be authorized to finalize, execute and deliver an Upgrade Commitment Agreement with BC Pavilion Corporation (PavCo), generally in accordance with the terms set out in Appendix B, which commits PavCo to undertaking and completing the Stadium upgrade and to bearing the direct and indirect costs for any services associated with the upgrade and adjacent development on Stadium lands while also confirming that the City will not anticipate any Community Amenity Contributions from the development beyond the Stadium upgrade itself, all subject to termination if the proposed FCN ODP amendments are not enacted by a specified outside date.*

#### **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**

In 1988, Council adopted the False Creek Policy Broadsheet which provided policy directions for the preparation of the False Creek North Official Development Plan.

In 1990, Council adopted the False Creek North Official Development Plan (FCN ODP) which established the development allowances, land uses and public benefit requirements for the area.

In 1994, Council approved a policy regarding "The Management of Large Events" which requires that noise mitigation be a key design consideration for residential on sites near BC Place Stadium.

On June 19, 1995, Council instructed City staff and developers of sites near B.C. Place Stadium to make noise mitigation a key design consideration for residential buildings, requested that the Stadium implement noise abatement measures, and approved the exemption of BC Place Stadium from Noise By-law provisions for up to 10 events per year.

In 2001, Council approved, as policy, the Northeast False Creek Urban Design Plan that described pedestrian and cycling linkages, a land use plan, a public benefits package, infill commercial development on the BC Place Stadium site and other elements for the redevelopment of the area. However, the FCN ODP was not amended to reflect the Council-approved policies.

In 2005, Council adopted the "False Creek North: Land Use Policy for Special Events, Festivals and Entertainment Functions" to ensure that land uses in Northeast False Creek (NEFC) sports, special event, festival and entertainment functions define the primary role of the area and provide sufficient venues and locations, and supporting infrastructure and services, to maintain these events and uses while ensuring that any new neighbouring development has a high degree of livability.

In 2005, Council approved the Metropolitan Core Jobs and Economy Land Use plan to ensure there is appropriate land supply and zoning for future jobs and service. In 2006, Phase 2 of the study had established that there is a projected shortfall of about 5.8 million square feet of “job space” in the downtown peninsula. In 2008, Council will be considering zoning changes in the downtown to increase commercial density allowances.

On May 3, 2007 Council approved Terms of Reference and resources for the Northeast False Creek High Level Review (NEFC HLR) to develop a high level plan including land use, development capacity, streets and linkages, gathering places, urban design, and a public benefits strategy.

On January 31, 2008, Council modified the Northeast False Creek High Level Review (NEFC HLR) work plan to include the assessment of a proposal by the BC Pavilion Corporation (PavCo) to amend the False Creek North Official Development Plan, in parallel with the NEFC HLR, with the aim of getting to Public Hearing in October 2008.

On June 10, 2008, Council approved the Ecodensity Charter which, among others, included two initial actions (A-1) ‘Rezoning Policy for Greener Buildings’ and (A-2) ‘Rezoning Policy for Greener Large Sites.’

On July 24, 2008 Council directed staff to report back on a proposed Plaza of Nations site for a new Art Gallery and the potential of a “Gallery District” in the context of the ongoing Northeast False Creek High Level Review.

#### *PURPOSE and SUMMARY*

This report assesses a proposal by B.C. Pavilion Corporation (PavCo) for rehabilitation of the Stadium and additional development on the portions of the B.C. Place Stadium site around the Stadium structure. The additional development would be a mix of non-residential and residential uses. The form of development includes building podiums of 3-5 storeys with four higher building elements rising above them. The three on the west side are proposed as mid-rise ‘slab’ buildings, and the one on the southeast corner of the site is a high-rise tower.

Staff are recommending that the Director of Planning make application to amend the False Creek North Official Development Plan (FCNODP) as generally outlined in Appendix A, and to refer these amendments to Public Hearing.

The amendments cover:

- Development to a maximum of 130,060 m<sup>2</sup> (1.4 million square feet) of floor space for all uses combined;
- Delivery of a minimum of 65,000 m<sup>2</sup> (700,000 square feet) of non-residential floor space to be developed on the site, reflecting Council direction on Metro Core, and HLR findings regarding the need for “job space” in the core. The amount of non-residential may be increased to the maximum floor space, subject to certain conditions.
- Development of a maximum of 65,000 m<sup>2</sup> (700,000 square feet) residential floor space subject to stringent provisions about noise mitigation, and notification to purchasers and residents about noise.

- Requirement for retail and services uses along the Smithe Street Extension, Pacific Boulevard and other locations where there will be significant numbers of pedestrians; and
- Various improvements for pedestrian circulation, including the Georgia Pedestrian Link.

The report also addresses the proposed amendment to the FCN ODP permitting city- and region-serving cultural, recreational and institutional uses. This both explicitly recognizes the existing facilities (i.e., BC Place Stadium and GM Place), and provides for the consideration of locating the Vancouver Art Gallery in the area.

Finally, with respect to public benefits, there will be no expectation of Community Amenity Contributions related to the Stadium rehabilitation or to development on the Stadium site at the FCN ODP or sub-area rezoning stage. Rather, the rehabilitation of the Stadium and its ongoing operation as a key part of the City's economic infrastructure, are supported by staff as the public benefit from the project. Because the FCN ODP predates City-wide Development Cost Levies, and deals with all the public benefits in the area, the BC Place site is not subject to Development Cost Levies (DCLs). (Community Amenity Contributions would be expected from any rezonings that exceeded the current FCN ODP density allowances or proposed land use changes, in the remainder of North East False Creek.)

However, it is intended that, as is normal practice, the BC Place Stadium proposal will be responsible for all direct costs and indirect related to required City infrastructure to service the development, i.e. the on- and off-site costs related to road improvements, utilities up-grades/relocations, street/road grants, rights-of-way etc.

## ***BACKGROUND***

### 1. PavCo Initiative on the BC Place Stadium site

In the fall of 2007, PavCo representatives met with the City Manager and staff to discuss their desire to rehabilitate the BC Place Stadium, which was opened in 1983 and needs major renewal. They indicated their need to have some certainty about the development potential of the Stadium site. The Stadium site has never had any development allowances under the False Creek North Official Development Plan (FCN ODP). PavCo advised that it was critical to achieve the ODP amendments by the end of 2008 in order for the Province to commit to the funding for the Stadium rehabilitation project.

The rehabilitation of the Stadium is an important initiative because:

- The presence of the Stadium reinforces the role identified by Council for Northeast False Creek as a transit-oriented city-wide sport, special event, festival, and entertainment draw;
- The Stadium facility generates significant economic activity in the downtown core and elsewhere in the region; and
- The Stadium is a unique facility providing a venue for sports and other events seating many spectators, and for trade shows which cannot be accommodated at the existing or the new expanded Vancouver Trade and Convention Centre.

In response to PavCo's request, Council resolved:

THAT Council approve undertaking a process to develop and assess a proposal by the BC Pavilion Corporation to amend the False Creek North Official Development Plan, in parallel with the Northeast False Creek High Level Review, with the aim of getting to Public Hearing in October 2008, as outlined in this report.

As explained below, the evaluation of the BC Place Stadium development proposal was conducted in parallel with, and was informed by, the ongoing Northeast False Creek High Level Review.

## 2. The Site, its Surrounding Context and the Existing Zoning:

The B. C. Place Stadium site is 6.78 hectares (16.8 acres), of which 2.93 hectares (7.24 acres) are outside the Stadium building footprint. The site is bounded by Expo Boulevard to the north, the Georgia Viaduct and Giffiths Way to the east, Pacific Boulevard to the south and Terry Fox Way to the west. In the FCN ODP, the site is designated as Area 10.

There are opportunities for development on the western edge of the property and on the southeastern corner of the Stadium site. (See Figure 1). It should be noted that PavCo's proposal assumes their site will be extended westward to the future Smithe Street Extension, based on future arrangements to acquire lands. The FCN ODP amendments address this contingency. (In 2001, Council approved the extension of Smithe Street from Expo Boulevard to Pacific Boulevard. This will involve a land exchange between Concord Pacific, PavCo and the City. The Smithe Street extension is further discussed in Section 4.0.)

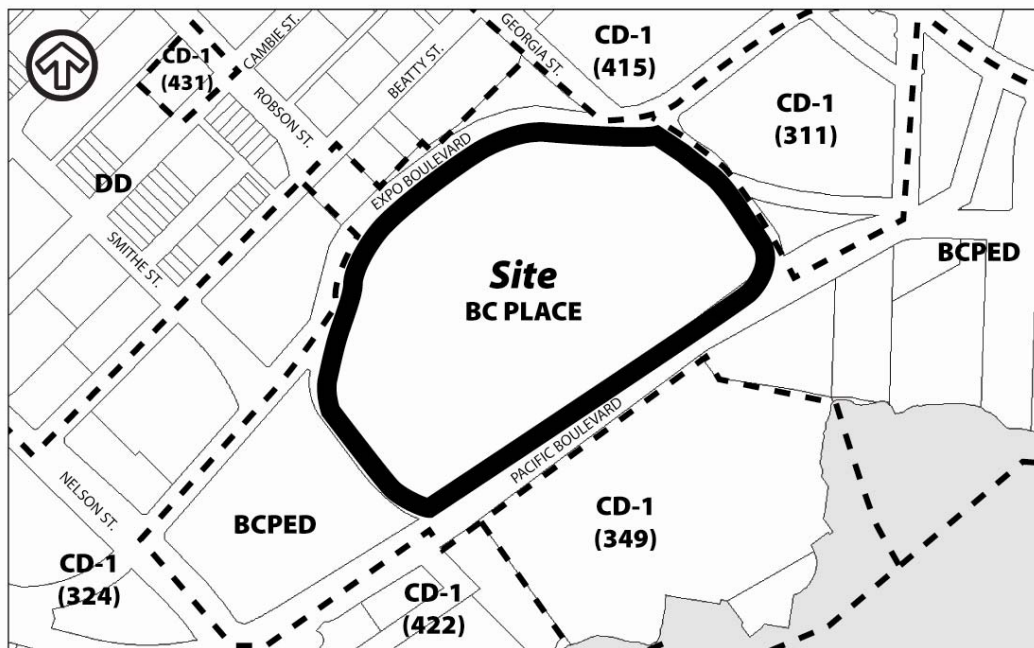


Figure 1 - Site Context and Zoning

At this time most of the adjacent sites are undeveloped or are occupied with non-residential developments. There are two residential developments: to the southwest, Coopers Park [CD -1 (422)], and to the northeast the Spectrum development [CD-1 (415)]. Otherwise, non-residential developments are predominant in the area with parking lots to the west and southeast, commercial along Beatty Street, a commercial building and Casino on the Plaza of Nations site and GM Place to the east.

The site is zoned BC Place/Expo District (BCPED). It is also subject to the False Creek North Official Development Plan which permits only the current floor space and land uses for Area 10.

In 2001, the NEFC Urban Design Plan identified the potential for about 67,820 m<sup>2</sup> (730,000 sq. ft.) of development on the vacant lands adjacent to west side of the Stadium structure. While the Urban Design Plan was endorsed by Council as policy, the subsequent ODP changes never came about. However, even at that time it was anticipated that there would be potential for more development on the southeast corner. Determining the amount was left to future planning.

### 3. Northeast False Creek High Level Review

#### 3.1 Background

The Terms of Reference and work program for the Northeast False Creek High Level Review (NEFC HLR) were approved by Council in May 2007 with the purpose of creating a new policy plan for the area that would include land use and density, urban structure, and urban design, as well as development of a public benefits strategy. (See Figure 2.)

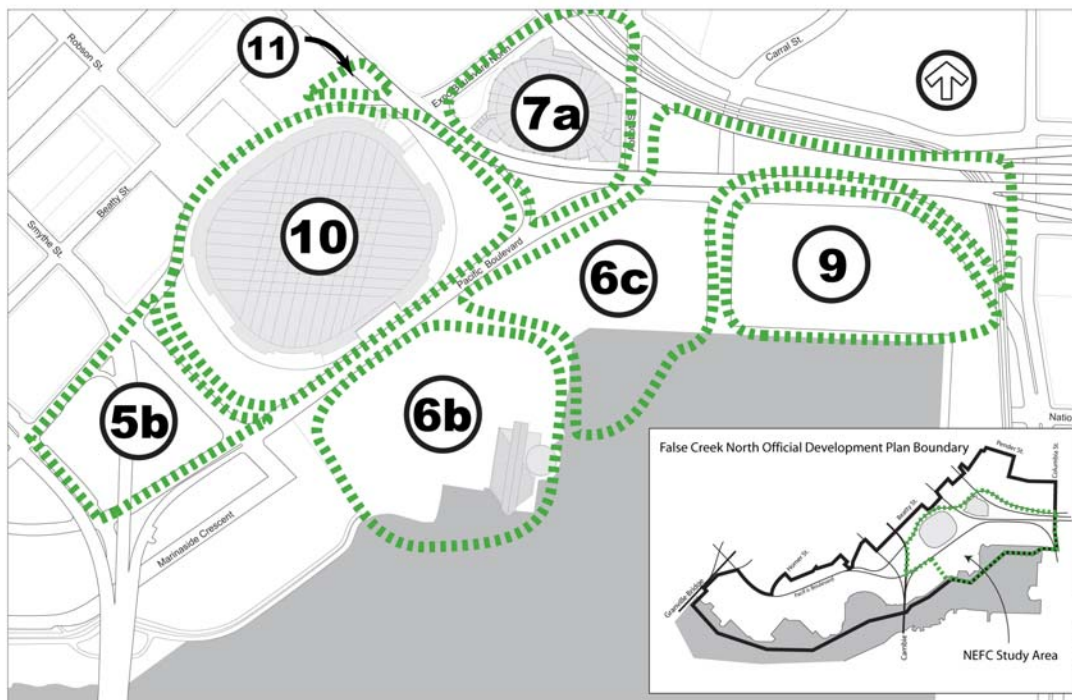


Figure 2 NEFC HLR Areas

The NEFC area houses the premier indoor sports venues in the region as well as significant special event, festival and entertainment venues. It also has an important role to accommodate additional job space for the city's economy, as outlined in the Metro Core Jobs and Economy directions approved in July 2008. The Council-adopted terms of reference for the NEFC HLR focus on these roles, and note that residential should be considered "in amounts and locations as may be compatible with other objectives."

(At the time of adoption of the HLR terms of reference, Council agreed that, for the portion of Concord's Area 5B west of Cambie Bridge, a rezoning application could be processed in parallel with the HLR, subject to certain provisos. That processing is currently underway and will be subject to a separate report to Council.)

In early 2008, when Council approved undertaking the work on BC Place Stadium ODP amendments, the work program was adjusted to focus first on the land use and density component of NEFC in parallel with the BC Place work, leaving the structure, urban design, and public benefits to the later part of the study. The announcement in May 2008 of the possible Vancouver Art Gallery location on the Plaza of Nations site, and the start of "due diligence" work related to that, has also adjusted the work program. In June 2008 the City Manager convened an interdepartmental NEFC Steering Committee of management staff, charged with coordinating the different work streams and providing on-going direction.

The work to date on the HLR has allowed staff to effectively evaluate BC Place Stadium proposal, and develop the proposed ODP amendments for it. The discussion below summarizes the HLR activities to date, and current findings, noting that work on the HLR is continuing.

### 3.2 HLR Progress to Date

Activities to date on the HLR have included:

- Staff research and development of a range of preliminary land use scenarios (at a highly generalized level);
- Completion of consultant studies on commercial market demand; acoustic impacts of the BC Place Stadium, GM Place and performance/event space; and on potential public gathering and performance spaces;
- Preliminary traffic modelling; and
- Review and evaluation of the preliminary land use scenarios

Staff have met with the NEFC landowners nine times during the course of the work, for extensive discussions. There have also been additional meetings with PavCo representatives related to their specific proposal.

Staff have organized a Consultative Group, including residents and community and business groups. Staff have met with them four times to discuss on-going technical work, emerging HLR findings and the B C Place Stadium proposal, and shall continue to meet as work continues. There have been two public open houses about the BC Place Stadium proposal that include some contextual information on the current findings of the HLR.

### 3.3 Current Findings

The findings to date of the NEFC HLR studies have assisted in the assessment of the BC Place Stadium proposed ODP text amendments. The notes below are a summary, and the findings have been shared with all the landowners and the Consultative Group in a fuller form. Staff continue to work on the HLR with the aim of bringing forward some directions on land use and density to Council as soon as possible. As part of preparing these reports for Council's consideration, consultation will continue with the landowners, the Consultative Group and the broader public.

#### a. Job Space

- Metro Core Jobs and Economy Study confirms that there will need to be 167,220 m<sup>2</sup> (1.8 million sq. ft.) of "job space" (office, hotel, retail, service, cultural, institutional, recreational) in NEFC to assist in meeting the estimated 2035 capacity shortfall. (This is in addition to the floor space currently located in the Stadium and GM Place arena).
- A Colliers International study substantiates sufficient market demand, by 2023, for 148,640 m<sup>2</sup> (1.6 million square feet) of office, hotel and retail/service. Other "job space" such as the Art Gallery, a casino, and other uses were not considered in the Colliers study, and would contribute to that total.
- The viable sites for office are north of Pacific Boulevard because of the better connections to downtown. Locations for hotel and retail/service are more flexible, and could be north or south of Pacific Boulevard.
- An approach will be taken of allocating minimum amounts of "job space" to be delivered on the various sites, based on the analysis. There will be directions to locate the retail and service uses where they are needed to animate key pedestrian routes and open spaces, and there will be maximums to ensure that no one site usurps all the demand-supported space.

#### b. Public Gathering Spaces and Park

- The Terms of Reference call for both a replacement of the outdoor performance space function currently housed on the Plaza of Nations, and a major civic plaza as an important public gathering space in Vancouver.
- After study and evaluation of options, the direction is to build outdoor performance and event capability into all public spaces including the major plaza, as well as eventually into Creekside Park. Work is still underway to refine the space needs and functional requirements for the civic plaza, but the current order of magnitude is 4,180 to 6,040 m<sup>2</sup> (45,000 to 65,000 sq. ft.) The current favoured location is generally in alignment with the Georgia Pedestrian Link, between Pacific Boulevard and False Creek;
- There will be no net loss of park space already committed, i.e. the 4 ha. (10 acre) Creekside Park extension. No additional dedication for park is anticipated because the lands north of Pacific are not suitable for park, and we are expecting significant lands south of Pacific to be in public use: major public open spaces, waterfront walkway and VAG site are anticipated to total 2.0 to 2.4 ha. (5 to 6 ac.). The potential use of the City road under the Viaducts between Carrall Street and Quebec Street for hard surface recreation (basketball, BMX, skateboarding) will also be investigated.



### c. Residential

- Once the “job space” requirements are met, and the open spaces and the art gallery are accommodated, there will still be a significant amount of land remaining. Estimates are that about 185,810 m<sup>2</sup> (2 million sq. ft.) of residential might be accommodated, in addition to the 37,160 m<sup>2</sup> (400,000 sq. ft.) being proposed in Concord’s Area 5B West rezoning.
- Crowd noise, concerts and the noise generated by some sports and special events have, and will continue to, exceed the noise limits established by the Noise Control By-law;
- Some, but not all, of these noise impacts on housing can be mitigated;
- Residential is supported for sites in NEFC if, and only if, there is explicit acknowledgement that it is legitimate for the public facilities to continue to generate noise and crowds, and this expectation is communicated to purchasers and residents in an ongoing way.

### 3.4 Next Steps on the HLR and Implications for BC Place

Work on the HLR is focussed on refining land use and density directions. The topics still under investigation include the public gathering spaces, the residential capacity, and the VAG. These will all affect outcomes south of Pacific Boulevard. Staff anticipate reporting out to Council on the overall land use and density framework later in 2008 or early 2009. The HLR will also carry forward with work on the public benefits strategy for the area, as well as more detailed work as appropriate on components of urban structure and urban design (e.g. Georgia Pedestrian Link and Pacific Boulevard Design).

## *DISCUSSION*

### 1.0 Overview of BC Place Stadium Proposal

PavCo’s proposal has two main parts: the upgrade of the Stadium, and major development on the sites adjacent to the Stadium.

The upgrade includes:

- The replacement of the existing air-supported roof with a retractable roof, supported by cables and masts encircling the Stadium; and
- Internal improvements such as new refreshment areas, washroom upgrades, a new playing field and a new entrance from Pacific Boulevard into the Stadium from the south side.

A portion of the upgrade will be completed before the 2010 Olympics, with the rest occurring immediately after. It is anticipated that, among the many events held at the Stadium, the Stadium will host 25 or more soccer and football events, one major concert, a boat show, a home show, a Motor Spectacular and other events.

The development proposal submitted for the two sites adjacent to the Stadium is for high density mixed use development that will integrate the Stadium with the surrounding areas as they develop. The proposal includes:

- The development of three slab buildings on the west site, and one point tower on the southeastern corner of the site; and
- The addition of up to 130,060 m<sup>2</sup> (1.4 million square feet) of residential and non-residential floor space.

The development of these adjacent sites would occur after the 2010 Olympics.

Staff generally support the proposal. Staff have had positive discussions with PavCo and their consultants on their initial and revised proposals, which have resolved all issues necessary at the ODP stage. The proposal has been reviewed by the Urban Design Panel, and there has been public consultation to the degree possible given the required timelines, as described later in the report.

Recommendation A is that the Director of Planning make application to amend the FCN ODP generally as set out in Appendix A, and refer the amendment to Public Hearing. (Note that the Appendix A does not yet include the revised ODP diagrams which will be finalized prior to the required by-law posting date.)

To prepare for the 2010 Olympics, PavCo intends to move forward with the Stadium upgrades without applying for a sub-area zoning. However, the replacement of the roof will occur after the 2010 Olympics. Staff note that most aspects of these upgrades would be approvable under the current BCPED zoning, in any case.

The future development of the sites adjacent to the Stadium would be subject to the usual sub-area CD-1 rezoning process, and subsequent development permit applications.

It is also the City's intention to conclude a parallel legal agreement with PavCo, the Upgrade Commitment Agreement (UCA), prior to enactment of the FCN ODP amendments, but conditional on such enactment. Further information on the intended terms of UCA appear under 'Public Benefits and Direct Costs' and in Appendix B. Recommendation C authorizes the City Manager or the Deputy City Manager to finalize and sign the UCA on behalf of the City.

The discussion below provides more detail about the proposal and the ODP amendments for BC Place Stadium Site under the headings of:

- Land Use and Density;
- Form of Development;
- Transportation; and
- Environmental Sustainability.

In addition, there is discussion related to other ODP amendments, including one that will allow consideration of the Vancouver Art Gallery to be located in FCN.

Lastly, there is a discussion of Public Benefits and Direct Costs.

## 2.0 Land Use and Density

### 2.1 Existing Development and Overall Development Potential

The original FCN ODP zoning applying to the Stadium site permits the uses existing as of April 10, 1990. It is proposed that the FCN ODP be amended to permit the floor space and land uses existing as of the date that the proposed FCN ODP amendments are enacted. Also as now, the floor space existing on the site as of that date will not be included in floor space calculations. This approach to existing uses and floor space was endorsed by Council in 1990, and staff do not see a reason to deal with this in a different way at this time. The focus of the amendments is on the new floor space and land uses.

The proposed ODP amendments will permit consideration of an overall maximum of 130,060 m<sup>2</sup> (1.4 million sq. ft.) of new development in various uses. Staff analysis of the proposal has determined that this is the amount of space that can be accommodated in a supportable form of development, and that the traffic and other impacts can be managed (see below for more information).

The maximum floor space allowed in the proposed ODP amendments is premised on the site being expanded westward to the line of the future Smithe Street Extension. As noted in the ODP amendments, if this does not occur, the overall floor space that can be accommodated will be reduced.

### 2.2 Non-residential Uses

Based on the staff analysis for the Metro Core Jobs and Economy study, about 167,220 m<sup>2</sup> (1.8 million sq. ft.) of “job space” needs to be located in the NEFC area as a contribution to meeting the 2031 target for job capacity in the overall downtown area. As part of the NEFC High Level Review, Colliers International completed a consultant study for the City that indicated that there is sufficient demand for office, hotel and retail/service to support about 65,000 m<sup>2</sup> (1.6 million sq. ft.) by 2023. There would also be demand for “job space” uses that the study did not address, such as the Vancouver Art Gallery and a major casino. In all, the 1.8 million sq. ft. (167,220 m<sup>2</sup>) target is more than supportable by demand. In terms of location for “job space” the Colliers study indicated that the BC Place site, being north of Pacific and closer to downtown, is viable for office, hotel, and retail/service.

The proposed ODP amendments set a minimum of 65,000 m<sup>2</sup> (700,000 sq. ft.) of non-residential floor space on the BC Place site. Non-residential uses include office, hotel, retail and service as well as cultural, recreational (e.g. casino) and institutional uses.

Flexibility to include more non-residential floor space is built into the ODP, up to the maximum (1.4 million sq. ft.), 130,060 m<sup>2</sup> but if the total proposed amount exceeds 78,000 m<sup>2</sup> (840,000 sq.ft.), i.e. 20% more than the minimum target, a market demand study will be required to ensure that the BC Place site does not monopolise the demand which should be available for other sites north of Pacific Boulevard.

With respect to retail and service uses, the proposed ODP amendments set a maximum of 11,150 m<sup>2</sup> (120,000 sq. ft.) These uses will be required to be located so as to animate the edges of key pedestrian routes and public open space. The maximum is set in order to ensure that there is market-supported demand available for future retail and service along the key routes and spaces in other sites in the area. However, the ODP provides flexibility to consider more, again based on market demand study.

## 2.3 Residential Use

### a. Amount and Livability

With respect to residential use, key questions are:

- whether there would be capacity for residential on the site after the needs for job space had been met;
- given the noise and crowds generated by events in the BC Place Stadium, GM Place and other public gathering spaces in NEFC, whether allowing residential would unduly jeopardize the area's overall role due to future complaints; and
- whether there would be adequate livability for residents.

Having determined the minimum non-residential space that needs to be provided, and having reviewed the overall development potential of the site, staff has concluded that there is potential for up to 65,000 m<sup>2</sup> (700,000 sq. ft.) of residential on the site. The ODP amendments include this as a maximum. This floor area, if developed with units similar in average size to those developed in the Concord Pacific lands, could accommodate about 1,200 residents.

With respect to acoustics, staff engaged BKL Consultants to provide advice on the current and future acoustic environment in NEFC, including the Stadium site. The City's normal acoustic standards in the Zoning and Development By-law, which address noise from sources like major arterials and Skytrain sources, can be met in this area using standard construction practices. These standards look at the 24 hour average of "A-weighted" noise, i.e. dBA. The proposed ODP amendments require design and construction to meet these standards.

However, development within a distance of about 300 m. of the Stadium will be subject to levels of noise (particularly deep bass noise, dbC) from concerts and sports events that will not be able to fully mitigate, and will exceed the maximum permitted noise levels identified in the Noise Control By-law.

The overall role of the area is as a premier sports, special event, festival and entertainment area of the region, and the major facilities (Stadium, GM Place, outdoor performance space at Plaza of Nations) pre-date nearby residential development.

Staff are supporting residential in the area on the proviso that initial and future residents are clearly informed that they should expect that noise and activity levels will be higher than in other areas with residential use. Therefore, the FCN ODP amendments note that various measures will be required such as covenants on title, notice in rental agreements, and full disclosure in marketing materials.

In addition to measures to mitigate noise and to manage expectations, it will be necessary to amend the City's Control Noise Bylaw to recognize the reality of events at BC Place Stadium. The by-law specifies how much noise of different types may be produced over certain time periods. At present it allows BC Place to exceed the normal limits in its area on up to 10 occasions per year. Currently, there are at least 10 football games per year, a Motor Spectacular night and one major concert every few years (e.g. U2, Madonna or the Rolling Stones). Both the number of events in the Stadium, and the level of noise, will likely increase with the new retractable roof. Recommendation B calls for the Noise Control By-law to be amended prior to the sub-area rezoning stage to increase the number of days when the Stadium can hold events that exceed the maximum noise levels permitted by the by-law provisions (currently 10).

It should be noted that the noise from events at the Stadium already impacts existing nearby residential located nearby, such as the recent residential development at 928 Expo Blvd., and residential towers adjacent to the corner of Cambie and Robson Streets, as well as the more recent Spectrum (Area 7B) and Coopers Park (Area 6A) developments. Staff understand that Concord provided information on noise in the marketing for their projects. However, there were no requirements to ensure future purchasers and residents are informed. Staff are proposing that this be required for future residential developments.

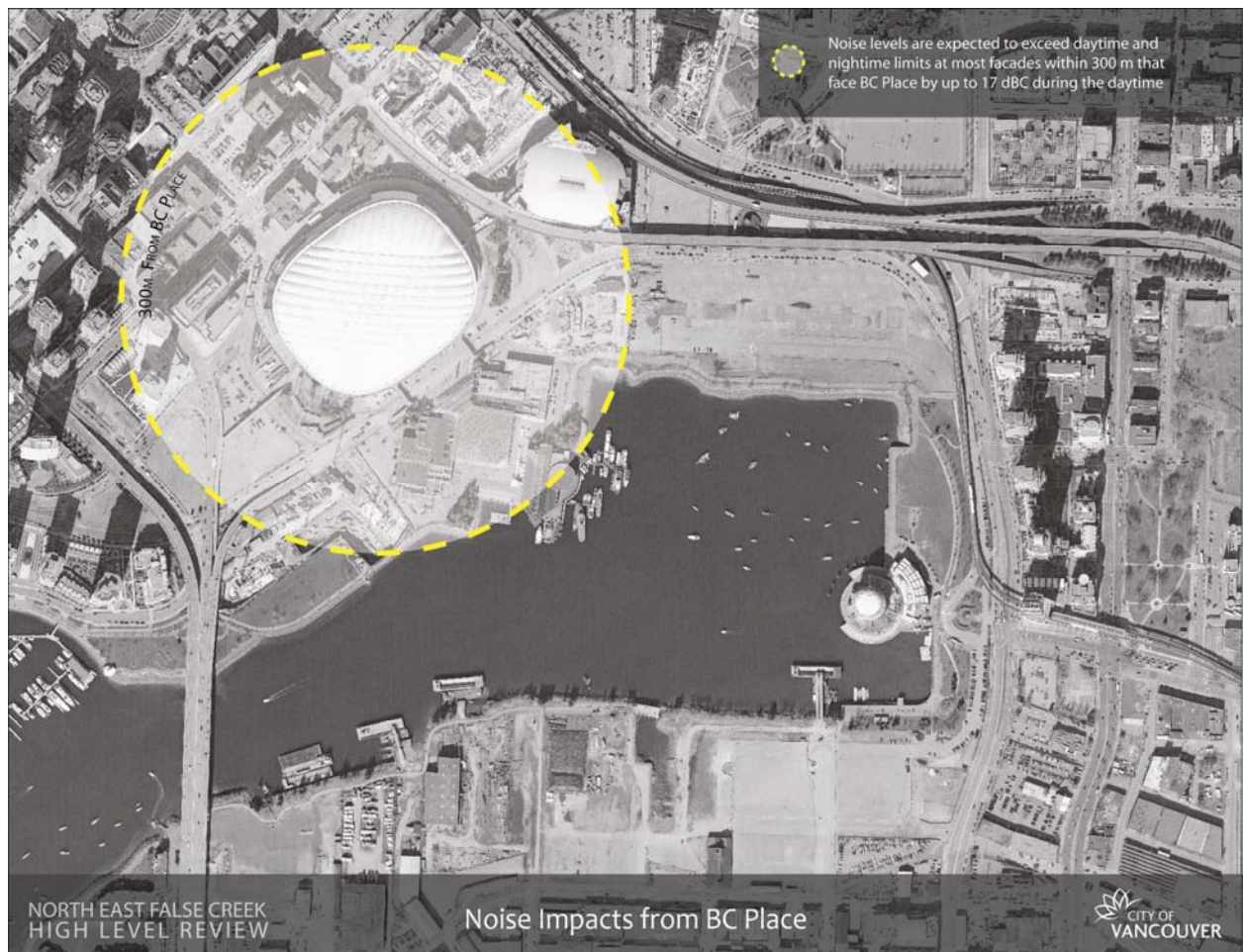


Figure Three - Primary Noise Impact Area from Concerts and Sport Events in BC Place Stadium

#### b. Household Mix

When the FCN ODP was written, almost all the sub-areas were planned to be predominantly residential, with a few being non-residential. The FCN ODP has a requirement for 25% of the units to be suitable for families with small children, and for a certain proportion of all units to be affordable housing.

With regard to family-suitable housing, the Stadium site is not felt to be a particularly suitable location for families, and therefore no requirement is included in the proposed ODP amendments.

With respect to affordable housing, there will be no requirement because it is proposed that all the economic return from the development around the Stadium go toward the Stadium up-grade. (See Section 7.0 below)

Given that neither of the unit ratio requirements will apply, there is no need for a maximum unit limit on the BC Place site, and none is specified in the ODP amendments. (The normal City standards for minimum unit size will apply.)

### 3.0 Form of Development

#### 3.1 Overall

Staff generally support the Form of Development of the proposal which is illustrated in Figure 4.

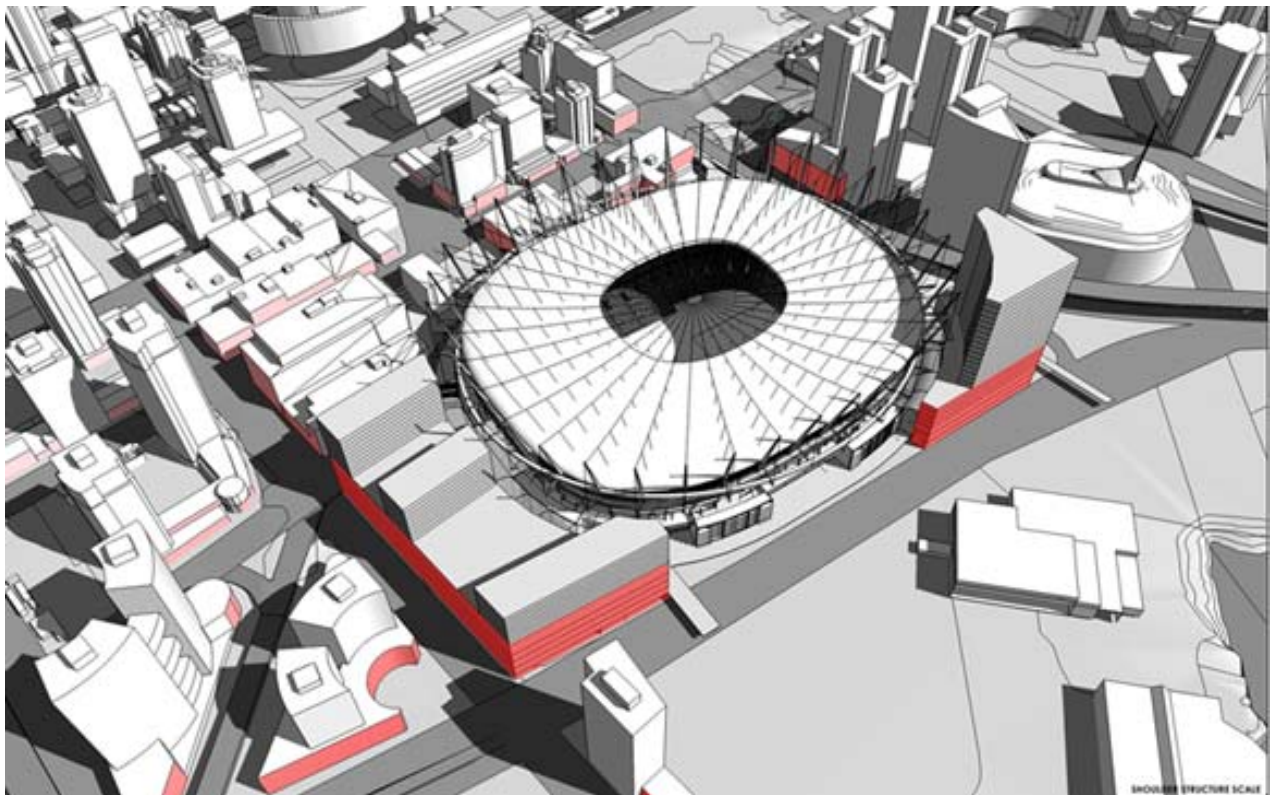


Figure 4. Aerial View of PavCo Proposal

The principal building components are:

- a dynamic and visually interesting new Stadium roof and supporting superstructure;
- on the west, three mid-rise buildings, rising from a strong 3-5 storey podium running along the future Smithe Street Extension;
- on the southeast corner, a 20 - 26 storey tower, (depending on use, with a office tower having fewer storeys due to the higher floor to floor measurements); and
- on the east side, the 'Georgia Pedestrian Link,' a pedestrian connection from the corner of Beatty and West Georgia Streets to Pacific Boulevard.

The Urban Design Panel reviewed the proposal on August 13, 2008 and unanimously supported it. The minutes of the Urban Design Panel are in Appendix C.

### 3.2 Height

The proposed development is within the limits imposed by Council-adopted view cones, with the exception of the steel masts and supporting cables associated with the new roof which project into the View Cone E1 (from mid-Cambie Bridge to North Shore mountains). Staff supports the proposed intrusion of the Stadium roof structural elements because the filigree of slender steel masts and cables leave the view of the mountains virtually intact, a very different result from that would be generated by an opaque building mass. In addition, they dynamically express the engineering design for the vast roof of this prominent public facility and will be interesting to observe.

The ODP amendments include provisions to allow the masts and cables to project into the view.



Figure 6 - Illustration of the Council approved E-1 View Cone and the intrusion of the roof structures into the protected view

### 3.3 Georgia Street Street-end View

The FCN ODP contains provisions to maintain the Georgia Street street-end view to False Creek and Science World. This view acknowledges the significance of the eastern termination of Georgia Street - Vancouver's premiere ceremonial boulevard. It is this view that, in the planning of Expo '86, dictated the positioning of the Expo legacy Science World structure on the Georgia axis. The future Georgia Pedestrian Link leading down to Pacific Blvd and the waterfront anticipates an expansive public view to False Creek for pedestrians.

PavCo's proposal suggested a reduction in the required width of the Georgia Street-end view to allow for a larger floor plate for the proposed tower on the southeast corner of the Stadium site. Staff do not support the narrowing of this view for the purposes of increasing the tower floorplate, essentially trading off a unique public interest for a private one. Staff note that PavCo acknowledges there is sufficient site area for either an office or residential tower. Therefore, the ODP amendments maintain the same view corridor width as now. In addition, the amendments reduce the maximum height of development within the street-end view, at the lower Pacific Boulevard level, from 15 m to 10 m, to ensure that pedestrians will have a view of the water when using the Georgia Pedestrian Link.

At the same time, staff acknowledge that ongoing planning for the Vancouver Art Gallery may indicate the desirability of announcing its location, and optimizing the prospect of a new, architecturally significant public building. Allowing a portion of the Art Gallery to take its place in this vista to the right of Science World may be appropriate to symbolize this bold initiative. Therefore, wording has been included in the ODP amendments allowing flexibility for future adjustments to the view corridor subject to consideration of urban design objectives.

## 4.0 Transportation

The objectives for the movement system, particularly for pedestrian circulation in and around the Stadium, are reflected in the proposed amendments to the FCN ODP text and diagrams. The details of implementing these goals will be dealt with in the Upgrade Commitment Agreement and/or future sub-area rezonings. The discussion below provides an overview.

### 4.1 Vehicular Circulation

#### a. Traffic Capacity

As part of the NEFC HLR, staff undertook traffic modelling of the existing and future City road network, transit system and future streetcar line to assess the impact on the existing street network of the addition of 2 million sq. ft. of commercial space and 2 million sq. ft. of residential space to the NEFC area. The network was found to have capacity for this scale of additional development. The land uses and densities proposed for the BC Place Stadium site fall within these parameters. At the sub-area rezoning



stage, more detailed traffic impact study will be necessary to determine the specific improvements that may be needed (signalization, etc.).

#### b. Smithe Street Extension

The Council-endorsed 2001 NEFC Urban Design Plan included the direction to build a Smithe St. extension from Expo Boulevard to Pacific Boulevard to provide better access to both Concord's Area 5B and BC Place Stadium Area 10. This was confirmed as a "given" in the adopted Terms of Reference for the NEFC HLR.

[Note: The extension of Smithe Street requires dedication of land from Concord Pacific's Area 5B, which is the subject of a separate rezoning application. To secure the obligations for Concord Pacific and PavCo to pay for the design, construction and utility relocation of the Smithe Street extension, the City will be seeking confirmation that an arrangement between the two parties has been achieved. The Smithe Street extension dedication will be the City's typical width required for vehicle and pedestrian movement, with a localized widening at the north end for a turn around to facilitate two-way traffic and access needs for the PavCo's Stadium and Concord Pacific Area 5B East sites. The matters associated with the Smithe Street Extension are being discussed as part of the processing of the separate Concord Pacific Area 5B West rezoning application (47 Nelson Street), and are also addressed in the UCA.]

PavCo's proposal assumes the successful achievement of the Smithe Street extension, and some subsequent land exchanges and site consolidation that would see their site expanded westward to the Smith Street extension. The ODP amendments note that the maximum floor space allowed is contingent on the site expansion, and that less will be achievable if it does not occur.

#### 4.2 Pedestrian Circulation

Up to now, because of its size, the Stadium has to some degree been a barrier between the downtown, NEFC and the waterfront. The proposed upgrade and redevelopment of the Stadium site offers several opportunities for improving pedestrian connections. It is anticipated that pedestrians will primarily be accessing the Stadium site from Robson Street and from Georgia Street, with the future establishment of the Georgia Pedestrian Link, from Georgia Street to Pacific Boulevard [as described in Section 4.2 (a)]. PavCo also leases a mid-block pedestrian access across Central Heat Distribution's property from Beatty to the Stadium concourse, which will continue to be an important access point, as for entry and exiting purposes.

Increasingly, with the development of NEFC sites on the south side of Pacific Boulevard, pedestrians will cross the Stadium site to access these developments and the waterfront. The design of the area will need to continue to address the post-event needs of pedestrians from BC Place, as well as the more typical pedestrian flow anticipated with the build-out of this precinct.

##### a. Georgia Pedestrian Link

The 2001 NEFC Urban Design Plan included the establishment of a major pedestrian link that would accommodate the change in grade from Beatty Street to Pacific Boulevard

and the waterfront. This link could take the form of a series of stepped terraces and integrated ramps, inclusive of public art and other amenities.

The PavCo proposal observes this policy by including this link, as it passes over their site, in conceptual form. Further changes to the concept may result from the ongoing planning for the Art Gallery and the civic plaza on the False Creek waterfront, while further design of the link is required in any case. The proposed ODP amendments include a clause to identify the design of this link as one of the public realm concepts to be designed and implemented in future. The UCA will reference the design and construction aspects of this link.

#### b. Stadium Concourse

While it is proposed that the pedestrian concourse on the east side of the Stadium will not be covered, PavCo proposes the concourse on the west side of the Stadium to be a retail "galleria" that will link Terry Fox Plaza with Pacific Boulevard. Staff support the development of this concourse and suggest that at the sub-area rezoning stage opportunities for retail on both sides of the covered concourse should be explored, as suggested by the Urban Design Panel.

The UCA will address the issue of ensuring public access over the concourses surrounding the Stadium to connect downtown pedestrian routes with the Georgia Pedestrian Link, Pacific Boulevard, Expo Boulevard and the Cambie Bridge.

#### c. Overpasses over Pacific Boulevard

Generally speaking, the City is not supportive of overpasses over City road since the priority is to locate pedestrian activity and connectivity at street level. It is intended that in future Pacific Boulevard will become a much more normalized and attractive street, rather than the fast-moving "freeway like" experience and barrier that it is now.

At present there are two overpasses from the south side of the Stadium concourse across Pacific Boulevard to the Plaza of Nations site. PavCo's proposal removes these and replaces them with a stair and overpass at the end of the westerly concourse; as well as a stair and overpass on the east side, as part of the Georgia Pedestrian Link. They feel that the westerly one is needed to assist with emergency exiting from the Stadium, while the easterly one is for urban design purposes.

In addition, the ongoing Art Gallery assessment study is considering the concept of an overpass over Pacific Boulevard in line with the Georgia Pedestrian Link to facilitate patron access to the gallery. As mentioned above, the integration of the Georgia Pedestrian Link and PavCo's proposed east overpass requires further design evaluation.

In recognition of this uncertainty, the ODP amendments provide for consideration of whether or not there should be an eastern overpass at the sub-area rezoning stage.

#### d. Western Pedestrian Linkage Replacement

PavCo's proposal would see the overhead pedestrian walkway which now connects the west side Stadium concourse to the Cambie Bridge sidewalk demolished, and replaced

with a connection between the concourse and Expo Boulevard and a connection between the stadium concourse and Pacific Boulevard. These pedestrian links are important to allow the public to connect to Cambie Street, the Cambie Bridge sidewalk, the Seawall and transit stations to the west and south.

The links need to be located and designed in such a way that it can be accessible to the public all or most of the time, rather than operating only during commercial/retail operating hours. These requirements will be pursued at the sub-area rezoning stage.

#### 4.3 Pacific Boulevard Improvements, Future Streetcar, and Georgia Viaducts

At or prior to the sub-area rezoning stage, several land grants will be needed to accommodate the streetscaping improvements for Pacific Boulevard and the future streetcar line. On Pacific, there will be provision of wider sidewalks, street trees, a bike lane, as well as maintaining three vehicular lanes for high traffic periods. At this time it is expected that the proposed streetcar will require the grant of a six m by 80 m area of land on the southern property line of the Stadium site, immediately east of Smithe Street Extension, while the remaining portion of the south property line adjoining Pacific Boulevard will require an approximate one metre width land grant across the site.

The City will also be seeking grants of land under that portion of the Georgia Viaduct that passes over the Stadium site, which is consistent with the rezoning requirements of neighbouring developments which involve City structures/bridges.

These requirements will be identified in the UCA.

#### 4.4 Parking and Loading

##### a. Parking

Parking requirements for the additional residential and non-residential floor space proposed for the Stadium site will be established at the sub-area rezoning stage.

With regard to Stadium parking, it is not proposed to alter the current FCN ODP provisions, which call for 200 parking spaces to be provided on the Stadium site for Stadium spectators.

In 1990, when the FCN ODP was considered by Council, it was determined that there was a requirement for 2,000 parking spaces for Stadium events. However, it was further determined that the number of built parking spaces for Stadium events on the Stadium site and adjacent lands (owned at that time by Concord Pacific) would be reduced to 1,000 spaces and 'cash-in-lieu' or 'green links' payments for the other 1000 parking spaces would be provided as part of the sub-area rezonings to improve pedestrian, cycling and transit improvements in the area.

The City's Downtown Transportation Plan's long term transportation objectives are to encourage the public to use alternative modes of transportation, such as walking, cycling and transit. With the upgrade of the Stadium, PavCo is encouraged to provide

end-of-trip facilities for alternate transportation mode users, and a bike valet service for patrons during events.

#### b. Loading

It is proposed that staging, loading and unloading associated with the Stadium will be handled at grade level, under the proposed development on the eastern and western edges of the site. The current air-supported roof has required that delivery vehicles enter the air locks one at a time, to avoid affecting the air pressure. This has required long queues on City streets for trucks waiting to enter the Stadium. The new roof will not be air-supported, and this will have the benefit of greater efficiencies in the access of trucks into the Stadium and less queuing on City streets. In addition, PavCo is proposing a covered parking area for loading on the eastern edge of the site. Staff will be seeking confirmation that PavCo's staging, loading and unloading of hired vehicles, such as trucks, motorcoaches, taxis and limousines will be managed on-site to the greatest extent possible. PavCo is encouraged to consult with user groups to determine their loading, staging and servicing needs for event buses and motorcoaches.

#### 5.0 Environmental Sustainability

It is anticipated that the development will comply with Council's Ecodensity recommended actions, including the 'Rezoning Policies for Green Buildings' and the 'Rezoning Policy for Large Sites.' Consistent with these policies, at the sub-area rezoning stage, proposed developments will have to meet at a minimum, the equivalent of LEED Silver. Among other green building objectives, the building should address efficiency in the use of energy and water and minimize storm water run-off. It should be noted that after January 1, 2010, this standard may be raised to the equivalent of LEED Gold.

Staff note that many aspects of the PavCo's proposal already include environmental sustainability elements:

- The proposed elimination of the air-supported roof structure and its associated energy demand will reduce operating costs by approximately one million dollars per year;
- Energy use will also be decreased by introducing improvements to the thermal performance of the building envelope, a heat pump system, passive ventilation and more natural daylight with the opening roof, upgraded energy efficient light fixtures and other measures;
- The location of BC Place Stadium close to two rapid transit lines, the Seabus, a proposed street car line and a number of rapid bus services significantly increases the opportunity for patrons to travel to the facility on public transit rather than by automobile; and
- The opportunity to have a pedestrian connection on the eastern edge will be an environmental benefit.

## 6.0 Provision to allow Vancouver Art Gallery, and other Amendments

### 6.1 Vancouver Art Gallery, and other major Cultural, Recreational and Institutional Uses

In the existing FCN ODP, the section on cultural, recreational and institutional uses covers the types of local-serving facilities that address the needs of residents of the development, e.g. schools, community centre, and childcare facilities.

The proposed FCN ODP amendment explicitly permits major city- and regional-serving cultural uses in Northeast False Creek. As such, it not only recognizes the existing Stadium, GM Place, and Edgewater Casino, but also paves the way for inclusion of the Vancouver Art Gallery as a major facility which would enhance the role of the area.

### 6.2 Area 11 - Central Heat Distribution Lands

The proposed ODP amendments create a new Area 11 for the portion of the current Area 10 owned by Central Heat Distribution which does not form part of the BC Place proposal. The area comprises a narrow parcel of land between Expo Boulevard and the foot of the escarpment, stretching between the alignments of the Georgia Viaduct and Robson Streets. The development of this land will be the subject of future discussion.

### 6.3 Housekeeping Amendment - FCN ODP Boundaries

There is a minor housekeeping amendment related to the correction of the boundaries of the FCN ODP as shown in Figure One.

## 7.0 Public Benefits and Direct Costs

The FCN ODP includes a range of public benefits to be provided by the developer as development occurs. These mainly relate to the needs of future residents, and include: parks and open space including the waterfront walkway and public gathering space; affordable housing; community centre; child care facilities; school sites; and others. In cases where the floor space or uses in the ODP have been changed through rezonings, the City has negotiated additional Community Amenity Contributions.

(The FCN ODP predates the adoption of the City-wide Development Cost Levy, and because the costs of growth had already been fully taken care of, FCN is not part of the City-wide DCL area. No DCLs are payable.)

PavCo wishes to recover all or part of the costs of Stadium rehabilitation from the proceeds of selling or leasing development sites around the Stadium. They have noted that the City's objective of improving pedestrian connections between the downtown and False Creek will be addressed by their contribution toward the pedestrian connection from the Georgia Viaduct and Beatty Street to Pacific Boulevard. They have also requested that PavCo not be expected to fund public benefits beyond this.

Staff agrees that the Stadium rehabilitation should be considered the only public benefit because the Stadium is a publicly-owned and operated facility which is unique and critical to the downtown and city economy. No additional Community Amenity Contribution should be expected (i.e. no requirement for affordable housing; parks and

recreation facilities; child care facilities etc.). At the same time, staff feels that it is not appropriate that the City pay any of the costs associated with the Stadium rehabilitation or the future additional development around it.

To formalize both PavCo's commitment to complete the upgrade to B.C. Place (including the new roof) and the foregoing benefits strategy, it is proposed that PavCo and the City enter into an "Upgrade Commitment Agreement" (UCA) prior to the public hearing, on the basis that the UCA is not to fetter the discretion of Council and will terminate if the FCN ODP Amendments are not enacted by a specified date (e.g., January 21, 2009). Although the Province and its agent PavCo are not bound by the City's zoning by-laws, PavCo has indicated that it is prepared to voluntarily enter into an UCA. An outline of the major terms expected to be included in the Upgrade Commitment Agreement is attached to this Report as Appendix B. Council will be informed when the UCA has been settled and signed.

### ***FINANCIAL IMPLICATIONS***

There are no financial implications for the City's operating budget. In terms of capital costs, PavCo is to be responsible for all the direct costs of the proposed development of Area 10, with the exception of the City considering a contribution to the cost of the Georgia Pedestrian Link.

### ***PUBLIC INPUT***

Staff have consulted with the public through a variety of means:

- A Consultative Group, representing a spectrum of community groups; and
- Two public Open Houses were held during the last week of August at the Stadium. Notification included mailings to almost 1,800 property owners owning property within two blocks of the Stadium site and, for the broader community and renters, the placement of ads in seven community newspapers.

At the August Open Houses, attended by about 150 people, there was clear support of those completing feedback forms for permitting a range of non-residential uses on the site. Support was mixed on the proposal to include residential development on the Stadium site with some attendees raising concerns about the liveability of the proposed adjacent housing. There was clear support for the proposed building form and density on the west side of the Stadium. However, concerns were raised by some attending on the size of the tower floorplate and the height of the building proposed for the southeast corner of the site. Some residents from the CityGate neighbourhood on Quebec Street raised concerns about the impact of this proposed building on their views. This can be addressed at the sub-area rezoning stage. Appendix D summarizes the comments received from the general public and the Consultative Group prior to the completion of this report.

Following Council's referral of the FCN ODP amendments to public hearing, staff will be holding additional Open Houses for review of the Stadium proposals. The public will also have the opportunity to provide Council with their advice on the proposed amendments at the public hearing.

*CONCLUSION*

The rehabilitation of BC Place Stadium and the addition of new development on the Stadium site have many positive benefits for the city. Its location in Northeast False Creek, close to the downtown core and rapid transit, reinforces the primary role of this area as a venue of city and region-wide significance for large sport, entertainment and cultural events. The proposed future mixed use development around the Stadium is also supported in its land use and density, form of development, and transportation aspects. If the proposed ODP amendments are approved at Public Hearing and enacted, staff anticipate that the design will be further elaborated in the subsequent sub-area rezoning.

\* \* \* \* \*

## DRAFT REVISED

### False Creek North Official Development Plan

Draft Date: September 3, 2008

Changes are shown in **bold** and ~~strikeout~~

#### Section 1 Background

##### 1.1 Application

This Official Development Plan (ODP) is the overall guide to development in that part of the City of Vancouver described as False Creek North, which is within the boundary shown on Figure 1. The ODP will guide the preparation of the zoning by-laws, housing programs, community facilities agreements, servicing designs and agreements, and all other instruments which implement it.

##### 1.2 Intent

The intent of this plan is to achieve a high standard of design and development within a number of residential neighbourhoods, parks, public facilities, and commercial areas within False Creek North. It is also intended that the buildings, open spaces, circulation patterns, and land uses be designed and planned to complement and take advantage of the setting on the water, with a southern aspect, near the centre of the city.

In the preparation of this plan, the concerns and objectives of various property owners, interested groups, and individual members of the public have been considered through an extensive public involvement process. In order to provide effective guidance for the long-term development of False Creek North, this plan should be reviewed from time to time to ensure that it accurately reflects prevailing public objectives.

##### 1.3 Approvals Process

This ODP has been prepared under the authority set out in Section 561 of the Vancouver Charter. Approval of this ODP and any subsequent amendments requires a public hearing arranged in accordance with the provisions set out in the Vancouver Charter.

This ODP is subject to the interpretation of City Council.

No actions may be taken contrary to this ODP. In particular, all the instruments which implement the ODP must conform to the ODP.

This ODP provides the framework for the development of False Creek North. Development will be permitted as outlined below.

- § Interim uses will be regulated by a zoning district schedule which permits uses of short-term duration.
- § Long-term uses will be regulated by zoning by-laws prepared for sub-areas within the ODP boundaries. These zoning by-laws will incrementally replace the interim use zoning. Concurrently with the adoption of the sub-area zonings,



design guidelines, forms of development, subdivision plans, park designs, streets and other public realm designs, servicing agreements, agreements related to public facilities, and other instruments necessary to achieve the long-term development of a sub-area in accordance with the ODP will be approved by the City.

§ Individual developments will require development permits in accordance with normal procedures as set out in the Zoning and Development By-law.

## Section 2 Planning Principles

### 2.1 Policies for the False Creek Basin

This ODP reflects the overall City policies governing the development of the entire False Creek Basin as contained in the publication: False Creek Policy Broadsheets approved by City Council on August 30, 1988.

### 2.2 Organizing Principles for False Creek North

Within the framework of the policies set out in the False Creek Policy Broadsheets, seven major organizing design principles guide the development of False Creek North. These principles deal with the overall patterns of development, the quality of neighbourhoods, and the special opportunities of the location. They are set out below.

#### 2.2.1 Integrate With the City

False Creek North should not be a self-contained new town in the city, but an integral part of Vancouver. To integrate well with the city, the following should be addressed:

- key elements of the street grid should be extended as streets, pedestrian routes, or vistas;
- the built form, block and land use patterns of the nearby areas should be extended or logically completed;
- the waterfront walkway system should be completed to a finished standard and include several clear linkages to Pacific Boulevard to connect to existing pedestrian routes;
- strong visual and physical connections should be established through the area from Pacific Boulevard to the shoreline through the public open space system;
- land uses, built form, and circulation patterns should encourage non-residents to visit the area and move through its various sub-areas; and
- important views should be maintained and attractive new views should be created by development.

#### 2.2.2 Build On the Setting

The special characteristics of this setting should be used as a basis for development. In particular, the following should be considered:

- southerly aspect;
- water oriented land uses and activity settings;
- visual, physical and functional linkages between the water and the land;

- walking distance to employment, cultural and entertainment opportunities of downtown;
- history of the place;
- bridges;
- BC Place Stadium (the “Stadium”);
- **General Motors Place; and**
- character of adjacent neighbourhoods.

### 2.2.3 Maintain the Sense of a Substantial Water Basin

The False Creek water basin is an important geographical feature in the centre of the city. Adjacent development should enhance its presence through consideration of the following:

- scale and setback of adjacent development;
- locations of major open spaces;
- configuration of the shoreline; and
- views to the water.

### 2.2.4 Use Streets as an Organizing Device

A pattern of streets and sidewalks, along which buildings can be constructed, should be used as a primary ordering device. Such a pattern will accommodate incremental development, provide flexibility, and integrate with the nearby development. To achieve this principle the following should be addressed:

- building lots and block patterns should be created by streets;
- buildings should be oriented to streets;
- primary entrances to buildings should be from streets;
- pedestrian circulation should emphasize the ground level and only be grade-separated in limited circumstances; and
- building elements on development parcels should respect the pattern and details of street design.

### 2.2.5 Create Lively Places Having Strong Imageability

Open spaces, including streets, parks, plazas, and walkways, should be planned and designed to be identifiable, memorable, and lively. The following considerations apply:

- multiple functions should be accommodated;
- overlooks from nearby buildings should occur;
- street right-of-way widths and building setbacks should be set to reduce the impacts of traffic while facilitating its efficient movement;
- spaces should be consciously and positively designed, not left over as remnants of building arrangements;
- large spaces and long streets, such as Pacific Boulevard, should be divided by adjacent development into sub-areas that have a scale comfortable for pedestrians; and
- grand avenues, vistas, and focal points should be facilitated.

### 2.2.6 Create Neighbourhoods

Along with the street and block patterns, the creation of neighbourhoods should be a basis for organizing the area's development. The following should be considered:

- neighbourhoods should have distinctive identities and defined edges to give a sense of belonging to a smaller grouping;
- a diversity of people should be accommodated in each neighbourhood;
- public and private areas should be well defined;
- neighbourhood gathering and activity places should be provided;
- use of streets for pedestrians should be emphasized to foster social contacts among neighbours; and
- a sense of history, time, and incremental growth and change should be encouraged to reduce an instant community project feeling.

### 2.2.7 Plan For All Age Groups With A Particular Emphasis on Children

To achieve robust neighbourhoods which have flexibility to accommodate all residents and to achieve the City objective of accommodating families with children, planning and designing for the needs of children should be emphasized. The following should be considered:

- safety and security without sanitizing the environment;
- parks, school, day care and other facilities needs; and
- public settings for socializing.

## Section 3 Overall Patterns

### 3.1 Shoreline

The base shoreline of 1987 shall generally be maintained. Minor cut and fill in relation to this line may occur as illustrated in Figure 2.

A variety of shoreline treatments shall be provided which relate to adjacent land and water use and urban design. These treatments shall respond to the urban character of the area; views from the water; the needs of fish habitat; recreational opportunities; and safety and health objectives. An overall general plan for the full shoreline shall be approved by the City prior to enactment of any zoning which permits the development of a sub-area adjacent to the shoreline.

Construction by the property owner of contiguous portions of the shoreline to the final standard shall occur prior to use or occupancy of the first long-term use building to be constructed in the adjacent development area.

### 3.2 Land Use Generally

**Figure 3 illustrates land uses. Section 3.3 sets out land uses applicable to False Creek North except for Area 10, Section 3.4 sets out land uses applicable only to Area 10, and Section 3.5 sets out land uses applicable to False Creek North generally. Sub-area zonings will more specifically delineate uses within each area.**

### **3.3 Land Use in False Creek North except for Area 10**

#### **3.3.1 Residential**

It is intended that False Creek North be developed as a predominantly residential area to achieve regional and City objectives and recognize the special amenity of the area as a place to live. Several residential areas, as illustrated in Figure 4, shall be developed. In addition to dwelling uses, other complementary uses are also permitted to provide for the needs of residents.

Up to a maximum of 9,818 dwelling units, having a total floor area up to a maximum of 918 248 square metres, are permitted. The maximum number of dwelling units and floor areas which may be permitted within each area shall be as illustrated in Figure 4.

Both the unit counts and floor areas permitted above are subject to satisfactory resolution of:

- (a) livability for various household types; and
- (b) compatibility with adjacent development

as determined prior to the enactment of each sub-area zoning.

The maximum number of dwelling units and maximum floor area which may be permitted within each area may be increased by up to 10 percent, provided that the total number of units and floor area are not increased, and subject to satisfactory resolution of (a) and (b), above.

Twenty-five percent of the total number of dwelling units shall be suitable for families with small children, as defined in Guidelines for High Density Housing for Families with Children adopted by City Council May 30, 1989.

15.5 percent of the total number of dwelling units shall be designated for affordable housing, with priority on housing for core-need households, with fifty percent of the affordable units to be suitable for households with children. The affordable units shall be integrated into each residential area, except that Council may permit alternate arrangements to provide some affordable units off-site. Council may also permit affordable housing programs or initiatives to include subsidized and market rental units or subsidized and market co-operative units.

The mix of dwelling unit types within each sub-area shall be generally as illustrated in Figure 4 with flexibility to vary from this mix by 5 percent, subject to the approval of Council, when considering a sub-area zoning, provided that the overall mix of dwelling units remains the same.

#### **3.3.2 Office**

It is intended that offices be focussed to sites which meet the following criteria for office locations in the Central Area:

- (a) enhance the success, livability, and attractiveness of the central business district -  
- access to waterfronts, views, and ease of face-to-face contacts;
- (b) have good transit access;
- (c) be a desirable office area;
- (d) not be a threat to areas with a major stock of heritage buildings;
- (e) not be an area with significant housing or with a high desirability for future housing; and
- (f) not be an area where support services would be displaced without alternate locations.

These sites are located at the Cambie bridgehead. In addition, small-scale offices may be permitted in mixed-use and retail/service areas. Offices within the Cambie bridgehead area are to be low-rise to mid-rise and low-density.

In office areas, cultural, recreational and institutional uses and limited retail and service uses may be permitted. Residential uses may also be permitted, subject to livability analysis at the sub-area zoning stage and included within the overall floor area and dwelling unit count limitations contained in Section 3.3.1.

Giving consideration to the densities permitted in nearby commercial areas, up to a maximum of 145 872 square metres of office and street- or pedestrian-oriented retail and service uses may be permitted, generally distributed as shown on Figure 5. Offices existing ~~in the Stadium complex~~ as of **October 14, 2008**, and in the Plaza of Nations complex, are permitted but their area shall be excluded from the maximum amount of permitted office use.

### 3.3.3 Hotel

Hotels may be permitted generally as illustrated on Figure 3. The size and configuration of hotels shall be determined at the sub-area zoning stage or, in the case of the Plaza of Nations site, through appropriate sub-area zoning amendments.

### 3.3.4 Retail and Service

It is intended that retail uses be permitted to serve the needs of the projected population and provide specialized shopping opportunities. It is also intended that these uses link, reinforce, and extend, where appropriate, existing street-related retail patterns. Retail uses should not be of an amount or in locations which would unduly compete with or preclude the revitalization of retail areas established prior to April 10, 1990. In addition to retail and service uses, other uses, including residential entries, may be permitted at grade within retail/service areas, provided that they rely on walk-in trade or direct pedestrian access in the conduct of their operation and provide visual interest to passersby.

To accomplish the above intentions, the maximum amount of retail and service uses permitted outside of the areas designated as office on Figure 5 is 55 948 square metres. Of this total, the maximum amount of retail uses permitted is 36 420 square metres. Retail uses existing in the Stadium as of April 10, 1990, and in the Plaza of Nations complex, are permitted but their area shall be excluded from the maximum amount of permitted retail use.

Retail uses shall be required within Areas 4 and 6(b) as shown on Figure 11 and shall be located primarily at grade. Provision shall be made for a grocery store with a floor area of approximately 2 300 square metres at a location west of the Stadium. The remaining retail uses may be permitted generally as illustrated on Figure 3 and shall be located primarily at grade.

### **3.4 Land Use only in Area 10**

**The Stadium is a unique publicly owned and operated facility that is important to the economy of the downtown, city, and region. The Stadium's rehabilitation and other site improvements, along with associated development, will enhance the role of the area as a regional entertainment, sport, cultural, and public activity draw.**

#### **3.4.1 Existing Land Use and Floor Space**

**Uses existing as of October 14, 2008 may continue.**

**The calculation of floor space is to exclude floor space existing as of October 14, 2008.**

#### **3.4.2 Overall Floor Space**

**A maximum of 130,060 square metres (1,400,000 square feet) of floor space is permissible for all uses combined. This maximum assumes expansion of the site so that its western boundary is the proposed extension of Smithe Street, as illustrated in Figure 3. If such expansion does not occur, development may accommodate only significantly less floor space.**

#### **3.4.3. Non-Residential Use**

**Non-residential floor space must:**

- (a) consist of at least 65,000 square metres (700,000 square feet); and**
- (b) not exceed 78,000 square metres (840,000 square feet) except if the developer provides a market impact study demonstrating that there will be sufficient demand to support non-residential minimum requirements in other areas as set out in this ODP or in Council policy, or as anticipated by the Director of Planning.**

**A maximum of 11,150 square metres (120,000 square feet) of floor space is permissible for retail and service use, and additional retail and service floor space may be permissible if a market impact study demonstrates that there will be sufficient retail and service demand to support other required locations for retail and service use as set out in this ODP, in Council policy, or anticipated by the Director of Planning.**

Development shall include retail and service uses in locations illustrated in Figure 3 to activate key pedestrian linkages and public open spaces. Sub-area zonings may allow other uses, including building entries, in such locations, that rely on walk-in trade or direct pedestrian access in the conduct of their operations, and that provide visual interest to passersby.

#### **3.4.4 Residential**

There is no limit on the number of dwelling units, and there are no requirements regarding units suitable for families or affordable housing.

Residential floor space must not exceed 65,000 square metres (700,000 square feet) but no residential floor space is permissible except in compliance with the following requirements:

- **Proposals for a sub-area zoning must consider the special acoustic conditions of the area.**
- **Residential buildings must meet the Canada Mortgage and Housing Corporation standards used in the Zoning and Development By-law which sets maximum decibel levels for interior rooms based on the 24-hour equivalent (Leq) A-weighted (dBA) sound level.**
- **Building orientation and construction must mitigate as much as possible events in major facilities and outdoor spaces which will produce high levels of noise, particularly base noise (dBC), on a regular basis, and for significant periods of time.**
- **The developer must take measures, including covenants on title, notices in rental agreements, inclusion in marketing and disclosure documents, and signage on buildings, to advise initial and future purchasers and residents of anticipated noise levels.**
- **The preceding requirements must be satisfactory to Council when it considers the sub-area zoning proposal.**

### **3.5 Land Use in False Creek North Generally**

#### **3.5.1 Wholesale**

Wholesaling (warehouse club or wholesale club) may be permitted, but limited to the area between the Georgia and Dunsmuir Viaducts (Area 7B), at Expo Boulevard grade, and not exceeding 13 619 square metres. To assist warehouse or wholesale club members who choose to walk to the premises, the operator will consider provision of shopping carts, wagons, and other pedestrian-serving conveniences and operation of a delivery entrance.

#### **3.5.2 Cultural, Recreational, and Institutional**

##### **3.5.2.1 Cultural, Recreational, and Institutional Uses Serving the Local Area**

It is intended that cultural, recreational, and institutional uses be incorporated throughout the area, where they best serve the projected population and complement adjacent land uses. While there are no limits prescribed for these uses, provisions shall be made for the following facilities:

- one K-7 community school with 370 square metres of community space and a 560 square metre school/community gymnasium;
- one K-7 school;
- one community centre plus gymnasium, having a combined minimum area of 4 180 square metres;
- eight day care facilities, having a combined indoor area of between 3 000 and 3 500 square metres and a combined minimum outdoor area of between 2 700 and 4 400 square metres, depending upon location configuration, and meeting Community Care Facilities Licensing requirements;
- one multi-purpose room to accommodate family place and out of school care programs, having a minimum floor area of 190 square metres, with washrooms designed to be shared with adjacent community facilities and meeting Community Care Facilities Licensing requirements;
- one branch library facility, having a floor area of approximately 460 square metres, if required by the Library Board; and
- one field house, having a floor area of approximately 200 square metres.

These facilities shall be located generally as illustrated on Figure 3.

The property owner shall provide sites for the schools; one-half the costs of constructing the fully finished (i.e., ready for immediate occupancy) library space; and, fully finished spaces for the other facilities listed above, all at no cost to the City or the School Board. All facilities shall include their required parking.

The area required for these facilities shall be excluded from any floor area and site coverage limitations. Additional cultural, recreational, and institutional facilities may also be excluded up to maximums to be determined with each sub-area zoning.

Provisions are to be made for public art, the specifics of which are to be addressed at the sub-area zoning stage.

### **3.5.2.2 Cultural, Recreational, and Institutional Uses Serving the City and Region**

**The proximity of the Stadium, GM Place, and Science World, and their ready access to public transit, reinforces the role of the area as a centre for entertainment, sports, and cultural and public events, serving the city and region.**

**To enhance this role, Council may allow sub-area zonings to include other cultural and recreational facilities, including a major art gallery and a major casino, that will also serve the city and region.**



### 3.5.3 Parks

It is intended that parks be distributed throughout the area as a focus of each neighbourhood. The size, location, and configuration shall meet the needs of residents and workers, provide attractions for visitors and take full advantage of the waterfront environment.

The use, design, materials, and construction specifications of each park shall be determined by the Park Board, in consultation with the Director of Planning, Superintendent of Schools, and the City Engineer at the sub-area zoning stage. Land devoted to parks is to be useable for park and community purposes. Slopes between development parcels and parks required to meet park grades shall generally occur on the development parcels.

17.05 hectares of neighbourhood park shall be provided, located as illustrated on Figure 6. In addition, a continuous walk shall be provided as illustrated on Figure 9B.

### 3.5.4 Provision and Phasing of Parks And Community Facilities

Parks, the community centre, the community components of the community school, and child care facilities shall be completed and conveyed to the satisfaction of the City and school sites shall be made available to the School Board, generally in accordance with the phasing as illustrated in Figure 7. A library facility, if required, shall be made available at a time to be determined by the Library Board and the property owner. Specific sites for cultural, institutional, and other community facilities shall be allocated at the sub-area zoning stage. Agreements, securing the provision and construction of parks and community facilities, will be required prior to the enactment of sub-area zonings.

### 3.5.6 Marinas

Marinas may be permitted in the areas illustrated on Figure 8. The shape, size, and use of these marinas shall be determined at the sub-area zoning stage, having regard to the following principles:

- some uses ancillary to marinas, such as repair facilities and parking, should be accommodated at unobtrusive locations;
- some space within marinas should be reserved for visitors;
- marinas should be of a size, number and location to: maintain street-end views and key long views across the water; not overcrowd the water, especially the central basin; and, minimize on-shore disruption;
- marinas should not disrupt pedestrian continuity;
- services, such as parking and loading, should be located to be functional and convenient to marina users; and
- opportunities for public boat launching should be achieved.

It is intended that public access be provided to portions of the marina proposed at the end of Davie Street, subject to resolution of liability and any other legal issues.

### 3.6 Movement

It is intended that a variety of means of moving through the area be provided, including streets, walkways, bicycle routes, transit **including a proposed street car line**, and ferries. Bus routes shall be jointly determined by the City and B.C. Transit, as ridership is generated by completed developments.

These facilities shall be adequate to serve the needs of the population and integrated with the adjacent city, generally as illustrated on Figures 9A, 9B and 9C. Streets, walkways, and bicycle routes shall be designed, constructed, and conveyed, to the satisfaction of the City, by the owner prior to occupancy or use of the first building to be constructed in the area they are intended to serve. Agreements securing the design, construction, and conveyance of these facilities will be required prior to the enactment of sub-area zonings.

**Conditions prior to the enactment of sub-area zonings shall include the provision of adequate building setbacks and street dedications or rights of way for a proposed street car line along Pacific Boulevard.**

### 3.7 Parking And Loading

Parking and loading shall be adequate to serve all uses. Visitor parking shall be provided and clearly identified. Parking and loading requirements will be determined with each sub-area zoning.

A minimum of 1,000 parking spaces which are surplus to the needs of other development shall be provided within 600 metres of the Stadium, subject to the approval of the Director of Planning and the City Engineer. As of April 10, 1990, there exists approximately 200 permanent parking spaces available for transient parking adjacent to the Stadium on Stadium property. Therefore, an additional 800 spaces are to be provided. By letter agreement dated April 3, 1990, a cash payment in lieu of 1,000 parking spaces will be made in addition to providing 800 parking spaces.

A general location and phasing plan for Stadium parking is to be provided with the first sub-area zoning, excluding that for Area 8, within 600 metres of the Stadium. Agreements securing construction of the 800 parking spaces and payment of the "cash in lieu" for 1,000 parking spaces will be required prior to enactment of a zoning by-law for each development parcel.

**The Stadium site is to accommodate all Stadium loading requirements.**

### 3.8 Views

The development of False Creek North shall preserve views and also create views, including views of designed focal points. Views are to be protected and created as illustrated on Figures 10A and 10B. **Despite Council's View Protection Guidelines (approved by Council on December 12, 1989), masts and support cables associated with the Stadium roof may project into protected views.**

**Development shall preserve the Georgia Street street-end view, as illustrated in Figures 10A and 10B, except that, subject to the consideration of urban design objectives, sub-area zonings may include adjustment to the height limits and setbacks associated with this street end view.**

### 3.9 Building Height

No building shall exceed 91 metres in height, except for the tower located on the site in Sub-area 1B adjacent to the southwest corner of Pacific Boulevard and Homer Street which shall not exceed 110 metres in height. Roof projections may be permitted to extend above these building height limitations, provided that they do not contain habitable space and are designed as capping elements complementary to the design of the building.

Building heights for specific locations will be determined with each sub-area zoning, having regard to the Illustrative Plan described in Section 6 and:

- (a) public and private views, including views created by the development form;
- (b) shadowing of public and private open spaces and streets;
- (c) privacy;
- (d) effects on the scale and character of open spaces; and
- (e) form relationships to nearby buildings-

### 3.10 Building Orientation

Buildings with heights greater than 35 metres shall have the same orientation as the Downtown street grid; except in the Plaza of Nations complex where buildings may reflect the geometry of the complex and in the Quayside Neighbourhood where buildings may reflect the shoreline and the curve of the adjacent boulevard. The form of such buildings shall be point towers, not slabs.

### 3.11 Size of Development

The size of development increments or “grain” should relate to that of the nearby city. This may be achieved by creating parcel sizes similar to those nearby or by the individualized massing and detailing of building elements within larger parcels.

**In Area 10, development adjacent to the Stadium should strive to mitigate the large scale of the Stadium by providing a transition to the scale of the surrounding development.**

### 3.12 Development Relationships to Public Realm

Buildings and semi-public and semi-private open spaces should be designed and detailed to complement the design of the public realm. Aspects to consider include, but are not limited to paving; lighting; planting; driveway crossings; pedestrian entrances and walks; seating; display windows; weather protection; garbage storage; and, loading facilities.

### 3.13 Public Realm Design Concepts

In addition to park designs and the normally required street designs, special public realm designs shall be prepared for the following areas concurrently with the related sub-area zonings:

- (a) Keefer steps and circle;
- (b) the waterfront drive west of Cambie Bridge;
- (c) the crescent area at the southern foot of Richards Street;
- (d) the waterfront walkway and seawall;
- (e) above-grade pedestrian connections around the north end of the Cambie Bridge;  
~~and~~
- (f) Pacific Boulevard, including a general overall concept with the first sub-area zoning adjacent to Pacific Boulevard; **and**
- (g) **Georgia Pedestrian Link, a pedestrian connection generally within the Georgia Street alignment from the corner of Georgia and Beatty Streets to Pacific Boulevard.**

Additional designs may be required as determined at the sub-area zoning stage.

### 3.14 Recycling

Provisions for recycling and refuse containers shall be included within zoning by-laws prepared for each sub-area.

### 3.15 Energy Conservation

Provisions for the conservation of energy, including site planning and building design considerations, shall be incorporated in each sub-area plan.

### 3.16 Saltwater Pumping Station

A saltwater pumping station shall be required to serve False Creek North and adjacent land. By letter agreement dated April 3, 1990, the developer will be responsible for one-half of the cost of the saltwater pumping station. An agreement detailing such matters as cost-sharing and scheduling may be required prior to enactment of any zoning by-law, excluding only that portion known as International Village and Yaletown Edge.

## Section 4 Interim Uses

The development of False Creek North is expected to occur over many years. Interim uses are appropriate, having regard to the policies set out in the False Creek Policy Broadsheets.

## Section 5 Sub-areas

As outlined in Section 1.3, the long-term development of False Creek North shall be regulated by sub-area zonings, legal agreements and related development controls.

The sub-areas are illustrated in Figure 11. Following are general descriptions of each sub-area.

**5.1 Area 1**

This primarily residential area encompasses about five city blocks and is focussed around a formal urban park. Lower levels of buildings are to be configured to reinforce the shapes of streets and open spaces. A pedestrian and cycling linkage is to be provided to Beach Avenue. The option for a vehicular linkage is to be maintained. A major feature is to be provided within the park to provide a focal point at the southern end of Richards Street. A landmark structure is to be provided on the axis of Pacific Boulevard at the intersection of Homer Street.

**5.2 Area 2**

This residential area is to be the focus of community facilities for False Creek North, including the community centre, an elementary school, and child care facilities. The western edge of this area is to be a large waterfront park.

**5.3 Area 3**

This primarily residential area consists of three city blocks. Pacific Boulevard is to be lined with street enclosure buildings containing retail and other pedestrian interest uses at grade with taller buildings rising from them. The character of Yaletown is to be reflected in the lower levels of buildings. Some visual exposure to Yaletown from Pacific Boulevard is to be provided at street corners. The lanes bordering this area are to service Yaletown and this area. They are also to be linked to entry courts which provide visual amenity and exposure to nearby development.

**5.4 Area 4**

This area is to be oriented around a major bay which contains a marina. This marina is to include visitors' moorage and public access to the water. The crescent shape of the bay is to be defined by a waterfront street lined on the north by a pedestrian walkway and shops, and on the south by the waterfront walkway. A continuous retail link to Downtown is to be provided along Davie Street which terminates in a water view. A park at the eastern edge of this area is to accommodate car-top boat launching.

**5.5 Areas 5(a) & 5(b)**

These mixed-use areas comprise several parcels defined by streets and bridge ramps. An above grade pedestrian system may be included to link these areas, the Stadium, and the waterfront. A major plaza is proposed as a visual terminus to Pacific Boulevard at Cambie Street. Office uses within this area are intended to be in low-density, low- to mid-rise buildings with retail and service uses encouraged at street level.

**5.6 Area 6(a)**

This residential area is to focus around a waterfront park. Special attention, at the sub-area zoning stage, is to be paid to mitigating bridge impacts and the affects of the adjacent regional facilities.

**5.7 Area 6(b) (Plaza of Nations Complex)**

The Plaza of Nations Complex consists of three commercial buildings around a partially covered plaza area. It is intended that the buildings remain and be used for commercial purposes. A family sports and entertainment centre may be permitted within an existing building. Public access is to be provided and guaranteed through the site at all times unless the City Engineer approves otherwise for special events. The performance space within the plaza is to be made available for events on a commercial basis. Except for office use referred to in section 3.3.2, hotel use referred to in section 3.3.3 and retail use referred to in section 3.3.4, it is intended that the development of this site remain generally as built as of April 10, 1990.

**5.8 Area 6(c)**

This commercial area is located on the western edge of a major waterfront park and extends between the viaducts east of Abbott Street. Retail use is to be extended along the west side of Abbott Street to the waterfront. Abbott Street is to be extended for a short distance along the water to Carrall Street. A marina will be considered in the small bay with respect to the policy of encouraging non-power craft at the east end of False Creek. Berths will be located to provide a water view down Abbott Street. The land between the viaducts is to be developed with residential amenities and parking as determined at the sub-area zoning stage.

**5.9 Area 7(a)**

In addition to office this area includes a stadium and arena facility, which facility may include manufacturing but limited to small-scale brewing or distilling.

**5.10 Area 7(b)**

This primarily residential mixed-use area is the eastern terminus to the downtown office area, being defined by the viaducts and linked to the ALRT station. The grade of the downtown is to be extended between the viaducts. Development of this site should respond to the ultimate uses on adjacent sites, in particular sub-areas 7(a) (GM Place) and 8 (International Village). Residential use will be mid- to high-rise mixed-use development. Any policies or principles of development adopted by Council should shape its design. Detailed traffic analysis will be required at the sub-area zoning phase.

**5.11 Area 8**

This mixed-use area is to contain residential, retail, service, a major park, a community school, and day care uses. The retail pattern is to be street-oriented, linking Gastown, Chinatown, Downtown and the ALRT Station. The character of the architecture is to reflect that of the adjacent areas. An entertainment centre may be permitted in a building located in the block bounded by Pender Street, Abbott Street, Keefer Street and Taylor Street.

5.12 Area 9

This area consists of a large park. Park design and uses will integrate with East False Creek Park, the residential amenities and parking to the north, and the residential area to the west.

5.13 Area 10

The Stadium functions as a city and regional facility for major sporting and other public events. ~~The stadium site has an area of 6.56 hectares of which 2.93 hectares are outside the building. This portion is used for circulation, landscaping and parking, and other ancillary uses. It is intended that the development of this site remain and continue to function generally as built, as of April 10, 1990.~~ **Major development, including a mix of residential and non-residential uses, will occupy the sites around the Stadium, and will better integrate the Stadium into the surrounding urban fabric. The city anticipates the development of mid-rise and high-rise buildings above strong street-fronting podia to the west, along the Smithe Street extension, and at the south east corner of the Stadium, adjacent to Pacific Boulevard. A major Georgia Pedestrian Link will connect the downtown to Pacific Boulevard.**

5.14 Area 11

**This area consists of a narrow parcel of land to the northeast of Expo Boulevard more or less between the alignments of the Georgia Viaduct and Robson Street, below the escarpment. Consideration of the use and development of this land will occur in the future.**

## Section 6 Illustrative Plan

The Illustrative Plan shown on Figures 12A, 12B and 12C shows one design which meets the intent and requirements of the Official Development Plan. The Illustrative Plan is included here for illustrative purposes and is to be used in conjunction with this Official Development Plan as a general guide to the preparation of sub-area zonings and related development control instruments.

(Figures not included in this draft)

OUTLINE OF MAJOR TERMS FOR "UPGRADE COMMITMENT AGREEMENT" WITH PAVCO

1. Definition of "Upgrade" to describe proposed work to rehabilitate B.C. Place, including new roof.
2. Recitals to reflect concept that resulting Upgrade will amount to a significant community amenity.
3. Agreement not to fetter Council discretion, regarding consideration of FCN ODP Amendments or otherwise.
4. Mutual condition precedent whereby Agreement will terminate if the FCN ODP Amendments are not enacted by specified outside date.
5. PavCo to commit absolutely to complete Upgrade by a certain date.
6. PavCo to be responsible for 100% of the direct and indirect costs of the on-site and off-site services to properly service B.C. Place as rehabilitated and, when the adjacent development sites 10A and 10C are redeveloped, PavCo or their successors to 10A and 10C to be responsible for 100% of the direct and indirect costs of the on-site and of-site services to properly service 10A and 10C.
7. Considering the recited significant community amenity (item 2 above), no DCLs or CACs.
8. Arrangements related to Smithe Street Extension.
9. Mechanisms regarding various grants, statutory rights of way and transfers to the City, including under Georgia Viaduct areas, passage route(s) through site, street car route setback and rehabilitated B.C. Place encroachments.
10. All other terms and conditions as required by the Office of the City Manager in consultation with Engineering and Legal Services.

Note: The terms of the Upgrade Commitment Agreement have yet to be fully negotiated with and accepted by PavCo.



## URBAN DESIGN PANEL COMMENTS

Excerpt from Minutes of Urban Design Panel Meeting of August 13, 2008

### EVALUATION: SUPPORT (10-0)

- **Panel's Consensus on Key Aspects Needing Improvement:**
  - Consider reducing the amount of density proposed on the 10A site to allow for different and flexible future development scenarios;
  - Preserve the Georgia Street view cone down to the Stadium;
  - Urban Design development to the Smythe Street elevation to improve the public realm and allow for improved access to the Stadium from the westerly precinct;
  - Design development to the public realm surround the site and around the concourse; and
  - Consider more green building design to improve sustainability.
- **Related Commentary:** The Panel supported the proposal and was encouraged to see the proposed redevelopment for the area. They also supported the additional density and the proposed uses for the site.

The Panel noted that the applicant has some major challenges to overcome with the site. The project addresses four major streets and all of them critical to the fabric of the city. The building consumes four city blocks and people have to move around it and descend approximately forty feet from the upper level of the downtown to the sea wall level. How the concourse and how the public edges of the buildings are developed will be critical. The Panel encouraged the applicant to set out broad goals and guidelines in the ODP on how the building edges and public realm will be enhanced.

The Panel supported the general idea of densifying the project and supported the strategy for putting density out to the street edges. A few Panel members raised some concerns regarding the amount of density proposed particularly on the 10A site on the west side of the Stadium. They suggested some flexibility or some alternate massing options should be considered so that the applicant and City staff are comfortable with the amount of density that will work with different development scenarios, and that it will work for different uses.

The Panel hoped that the view cone study opened up more possibilities for the site noting that the height challenges were affecting the 10A & 10C site. One Panel member suggested adding more height to the 10C site while another Panel member thought the site needed to be more transparent and sculptural and less bulky. A couple of Panel members thought the scale didn't fit with the rest of the project. The Panel suggested preserving the Georgia Street view cone and hoped that the view cone discussion came to a conclusion before the project was started.

The Panel noted that Georgia Street will be a critical street for the project. How that street transforms over time as well as how the public will move down Georgia Street through the new steps to the Art Gallery will be important. Georgia Street is a critical edge for the project. The Panel was concerned about the Robson Street Plaza as they felt this was also a critical edge and an important entry to the Stadium. The new proposed entry on Pacific Boulevard is a great idea and will also be critical to the project. The Panel noted that Smythe Street seems to be the forgotten street. Considering there will be a new Canada Line Station at Davie Street which will make for a tremendous amount of movement from the west to the east, this face will be critical as well.

The Panel thought the Smythe Street elevation with only one perspective presented, seemed rather mean. There was no suggestion of a Stadium from that view point as you can't see any of the mass or sense of entry or any indication of a way finding up to the concourse level. Smythe Street will be the main entrance from Yaletown and the entertainment district for people who will have their dinner before the game and move from the restaurant to the Stadium. It is an important link and the site should not turn its back on its westerly neighbours.

With respect to the public realm treatment at the concourse level, a couple of Panel members thought it needed to be carefully animated with retail or active pedestrian uses on both sides of the concourse to improve it's viability and the safety of the public realm when the Stadium is not in use. The panel questioned how security of the newly enclosed concourse level would be handled and asked the applicant team to carefully review whether this space is enclosed or open to the public 24/7. It was suggested that the applicant look at the pedestrian experience around the whole building as this was an opportunity to enrich and animate the public realm.

The Panel noted that the ultimate test of a good green building will be its durability and longevity. The Panel suggested the application look for opportunities to make the project truly sustainable both for the Stadium and the new development. One Panel member applauded the applicant's plans for energy reduction in the Stadium.

**Applicant's Response:** Mr. Wreglesworth thanked the Panel for their comments and for recognizing some of their challenges. He said he looked forward to addressing the comment

PUBLIC INPUT FROM OPEN HOUSES

General:

1800 notification letters sent to adjacent owners about Open Houses

Approximately 150 attendees

50 response forms submitted

	Strongly Agree		Agree		Neutral		Disagree		Strongly Disagree		No Response		TOTALS
	#	%	#	%	#	%	#	%	#	%	#	%	
The inclusion of a range of non-residential uses on the BC Place site is appropriate.	25	50.0%	16	32.0%	5	10.0%	0	0.0%	2	4.0%	2	4.0%	50
The inclusion of residential uses on the BC Place site is appropriate provided that the noise bylaw is amended and covenants are placed on new development to recognize the noise impacts of the stadium and other event noise.	6	12.0%	16	32.0%	5	10.0%	6	12.0%	15	30.0%	2	4.0%	50
The building form and density on the west side of the stadium is appropriate for that location.	3	6.0%	21	42.0%	14	28.0%	7	14.0%	4	8.0%	1	2.0%	50
The building form and density on the east side of the stadium is appropriate for that location.	5	10.0%	11	22.0%	12	24.0%	10	20.0%	9	18.0%	3	6.0%	50

Observations from Open-ended Response Forms:

- 45 respondents provided open-ended feedback (4 did not provide written comments)
- Of the 15 respondents who reported that they Strongly Disagreed with the introduction of residential on BC Place, 10 (66%) cited in their open ended responses the issue of inadequate amenity in Northeast False Creek as their reason for not supporting. More specifically, 8 (53%) named either Concord Pacific or Creekside Park as a major reason for not supporting the additional residential density.
- In total, 19 (42%) respondents cited insufficient amenity as a problem with the proposal, while 10 (22%) cited Creekside Park and its delivery as something that should be delivered in the neighbourhood prior to further residential units.
- 9 (20%) of respondents cited an oversupply of condos, or too many residents in the area as a complaint.
- While there were voices against the introduction of residential on the site, one individual stated that support for residential could be given if in the form of affordable rental housing, as opposed to condos.
- Related to this, 9 (20%) individuals also cited insufficient commercial as a problem with the proposal.
- Concerns about traffic congestion (10 responses or 22%) and parking and staging (5 responses or 11%) considerations were also concerns for respondents.
- 5 individuals (11%) cited fears that the introduction of residential had potential to negatively impact the publicness of the area and showed concern that these residents would unjustifiably complain about noise.

- On the flip-side of the noise issue, 5 (11%) individuals cited that they were worried that the proposed development would adversely affect them through increases in the noise levels in the area.
- On the built-form of the proposal, there were 5 (11%) respondents who felt that the west-side site was too bulky, or showed massing or design concerns, while 5 (11%) thought that the buildings unjustly blocked views, and 3 (7%) felt that the buildings were too high. Counter to this point, 2 (5%) individuals felt that the buildings could be higher, and penetrate the viewcones if it meant thinner, slighter buildings with through views.