



NORTHEAST FALSE CREEK DIRECTIONS FOR THE FUTURE



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City of Vancouver
Planning Department

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

CONTENTS

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

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

PART 3 - ILLUSTRATIVE PLAN..... 28

APPENDIX 30

LIST OF FIGURES AND TABLES

Directions Document

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

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

Appendix

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

PART 1 - INTRODUCTION

1.1 APPLICATION AND INTENT

Background

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

Application

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

The Directions that appear in bold text are what will be proposed for endorsement by City Council. They are to be used as a framework to assess future proposals from landowners for Area rezonings with concurrent ODP changes. The rezoning stage is when further details of built form, street network and open space will be determined. It is also when specifics are determined about each development's contribution toward achieving Directions for Residential Mix (e.g. affordable housing) and Community Facilities and Services, and other amenities.

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

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

Areas

The Areas of the FCN ODP to which the Directions apply are Areas 5b, 6b, 6c, 7a and 10. Area 9 (designated in the current ODP for Future Creekside Park extension) is within the study area but is not a focus of the HLR (the TOR allow some flexibility in the boundary to be considered provided there is no loss of park area). Area 11 was added to the FCN ODP as part of the BC Place Stadium amendments approved in October 2008. The use of Area 11 was not explored as part of the HLR and will be addressed in the future.

For the purposes of this document, Area 5b is divided into Area 5b West and Area 5b East, with the Cambie Bridge being the dividing line. Council had previously agreed that rezoning of

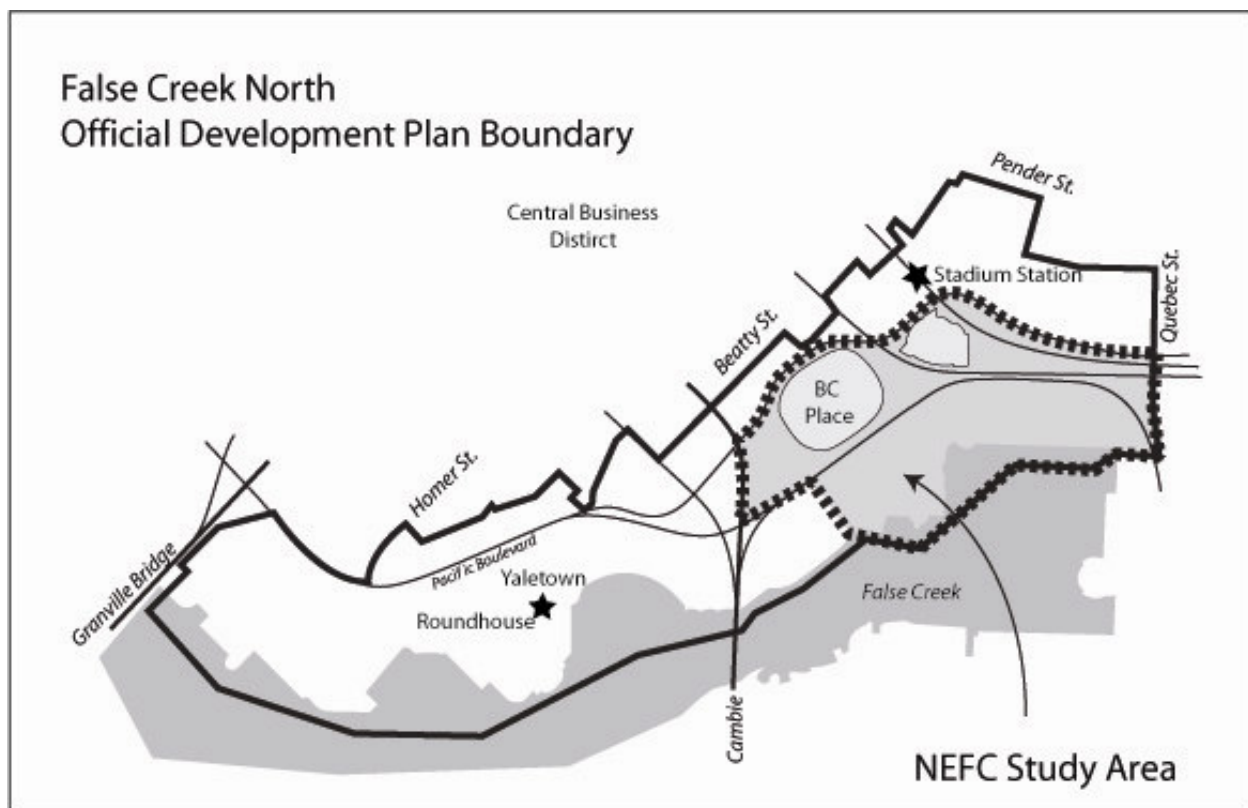
Area 5b West for residential use did not need to await the outcomes of the HLR. However, the rezoning of that site has not progressed and its future use is addressed within the overall context of the adjacent NEFC lands.

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

References to the False Creek North Official Development Plan

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

Figure 1. NEFC Study Area



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

Figure 2. False Creek North Official Development Plan Areas

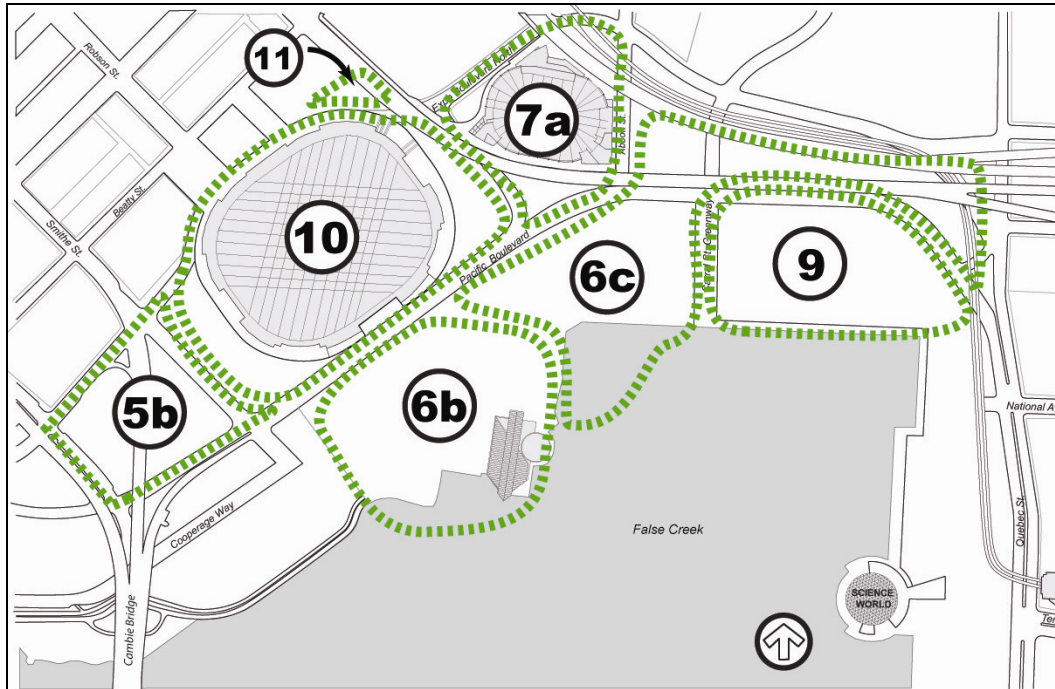
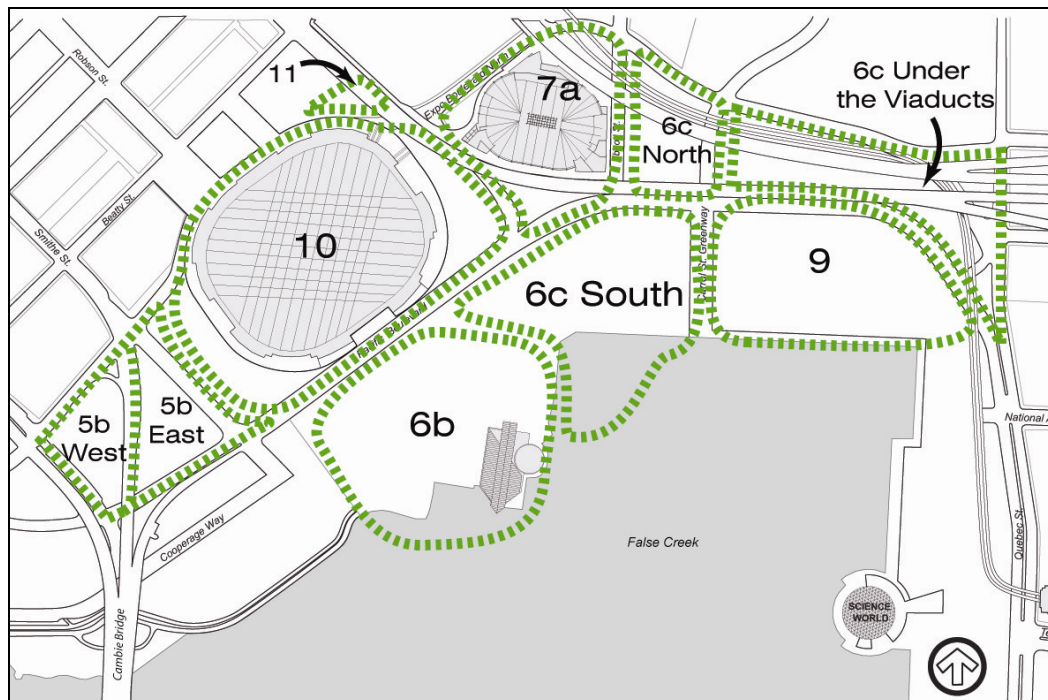


Figure 3. Areas as Referred to in this Document.



1.2 EXISTING CONDITIONS

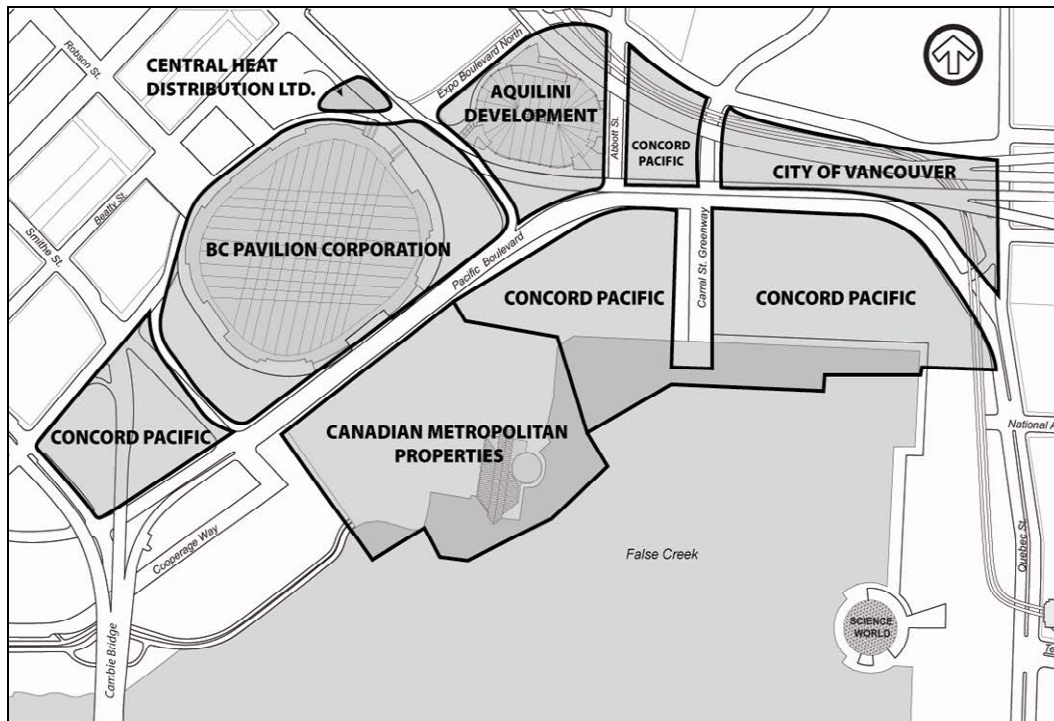
Land Ownership and Current Development

Figure 4 below shows the current land ownership in NEFC.

Current use of the lands is as follows:

- Area 5b West: surface parking (subject of a current rezoning application)
- Area 5b East: surface parking
- Area 6b: commercial uses including casino, commercial uses, stage and seating of the former Plaza of Nations performance & events venue and surface parking (the glass roof and Building A were removed in 2007/2008)
- Area 6c South: surface parking
- Area 6c North: surface parking between Abbott and Carrall Streets and Provincial contamination remediation facility and paving east of Carrall Street.
- Area 7a: GM Place Arena
- Area 9: surface parking, Concord Pacific sales centre
- Area 10: BC Place Stadium
- Area 11: vacant

Figure 4. Land Ownership

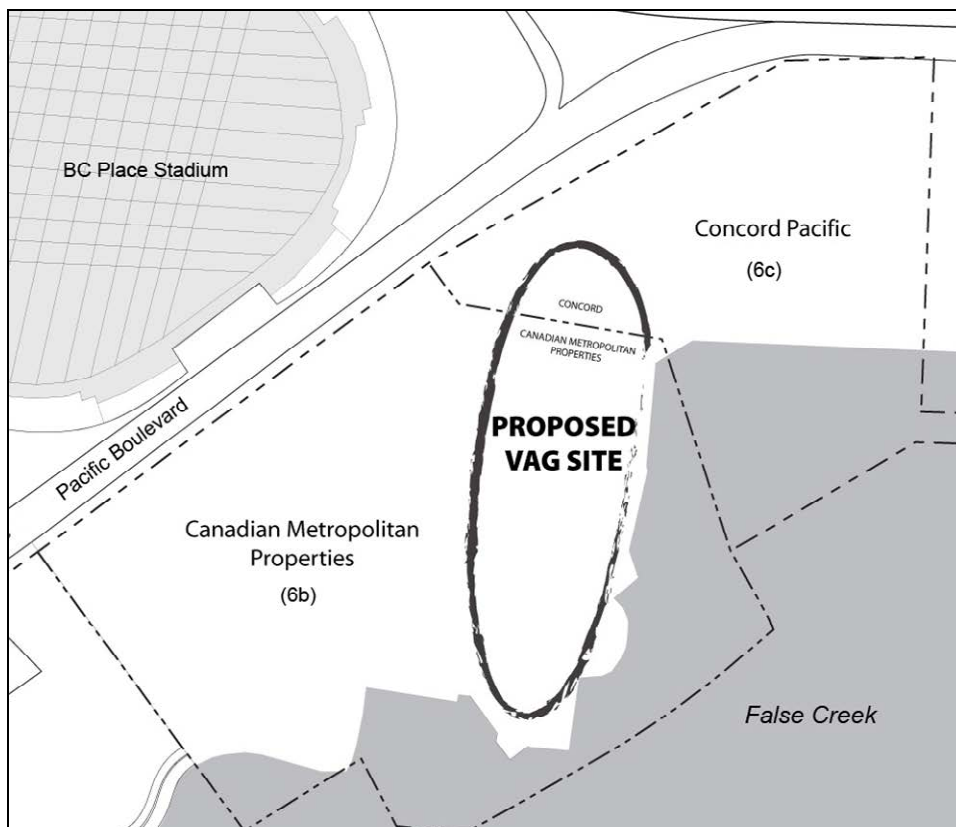


Proposed Vancouver Art Gallery Site

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

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

Figure 5. Proposed Vancouver Art Gallery Site



Current ODP and Zoning

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

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

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

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

Figure 6. Current Zoning

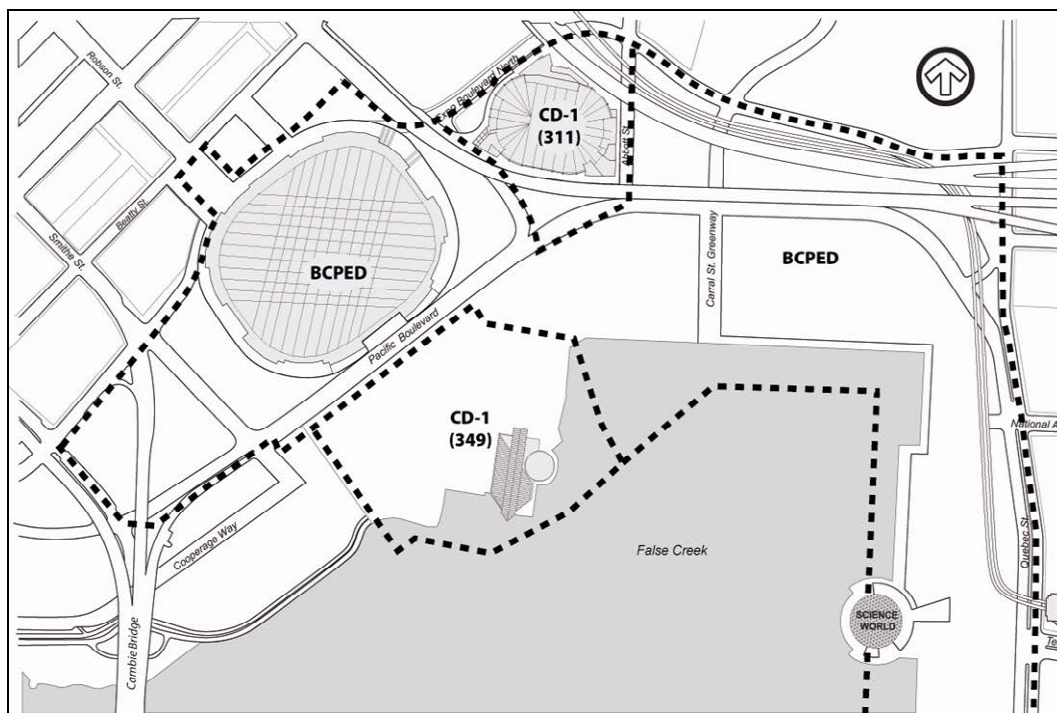


Table 1. Remaining Development Allowances at the Start of the HLR (000s sq. ft.)

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

Notes:

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

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

1.3 PLANNING CONSIDERATIONS

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

NEFC High Level Review Terms of Reference

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

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

Built Form

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

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

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

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

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

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

Movement and Parking

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

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

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

Non-arterial streets will need to be created within sites to provide enhanced pedestrian connections, routes to public transit, cycling connections, and adequate vehicle circulation space. Extensions of Smith Street, Abbott Street and Carrall Street will be required, consistent with the ODP. The Georgia Pedestrian Link -- a major pedestrian link that would accommodate the change in grade from Beatty Street to Pacific Boulevard along the east side of BC Place stadium -- is assumed to be provided, consistent with the ODP (included in the October 2008 BC Place Stadium ODP Amendments). For other local streets, the alignment will generally need to be loops rather than dead ends, and will need to intersect with Pacific Boulevard in safe locations, taking into account existing bridge ramps and future streetcar alignment. Standard 20m (66 ft.) wide rights-of-way will be needed for non-arterial streets.

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

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

Utilities

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

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

Environmental Sustainability

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

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

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

PART 2 -DIRECTIONS

2.1. UNIQUE ROLE IN CITY AND REGION

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

Discussion

Current Role

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

Current Character

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

Opportunities and Constraints

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

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

Upgrade of BC Place Stadium

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

2. 2 NON-RESIDENTIAL USE

- 2.2.1 A minimum of 1.8 million sq. ft. of non-residential “job space” will be located in NEFC (not including the floor space currently in the BC Place Stadium and GM Place Arena). Non-residential includes office, hotel, cultural, institutional, retail, service, and other non-residential uses.
- 2.2.2 Non-residential development will be located where its market viability is optimized, noting that it is anticipated that it could well take up to 15 years for market demand to result in full build out of the “job space.” Minimum requirements for non-residential floor space by Area will generally be as in Table 3 below.
- 2.2.3 Additional major public attractions, such as the Vancouver Art Gallery, casino, or other citywide or regional facilities, will be encouraged.
- 2.2.4 Retail/service development will line major pedestrian links and public spaces. The amount of retail/service floor space known to be viable will need to be distributed among Areas to ensure this can occur. Maximum retail/service floor space will be generally as in Table 4 below.
- 2.2.5 Flexibility will be allowed to have more than the stated maximum amount of retail/service floor space in an Area. However, if an increase of more than 20% is proposed, a market study should substantiate that it is either for uses not contemplated by the Colliers International study (2008) or that the demand has increased.

Contingency

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

Discussion

Overall Need

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

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

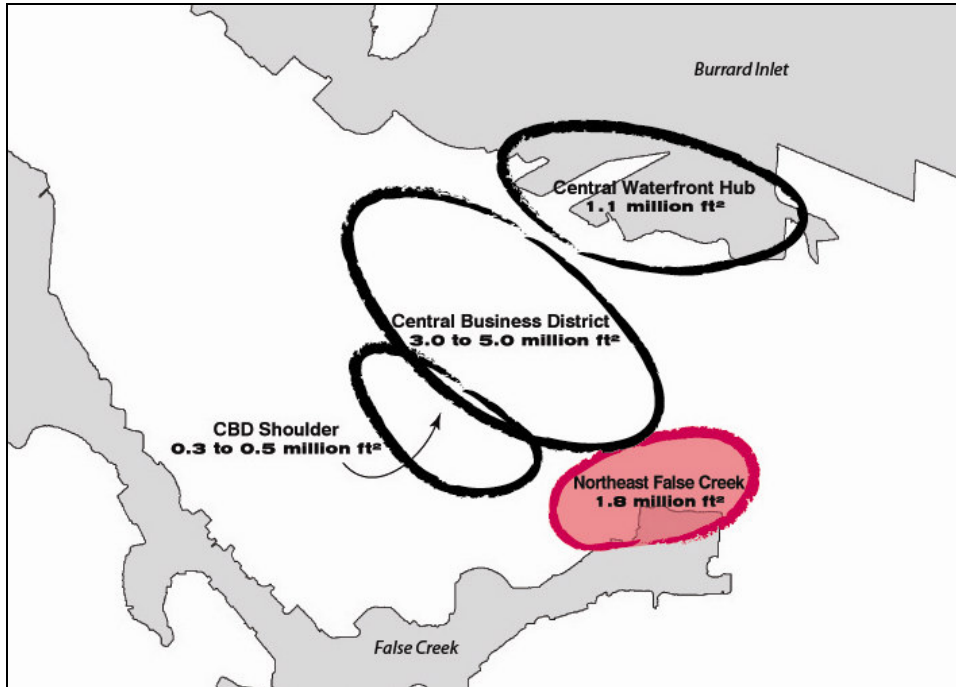
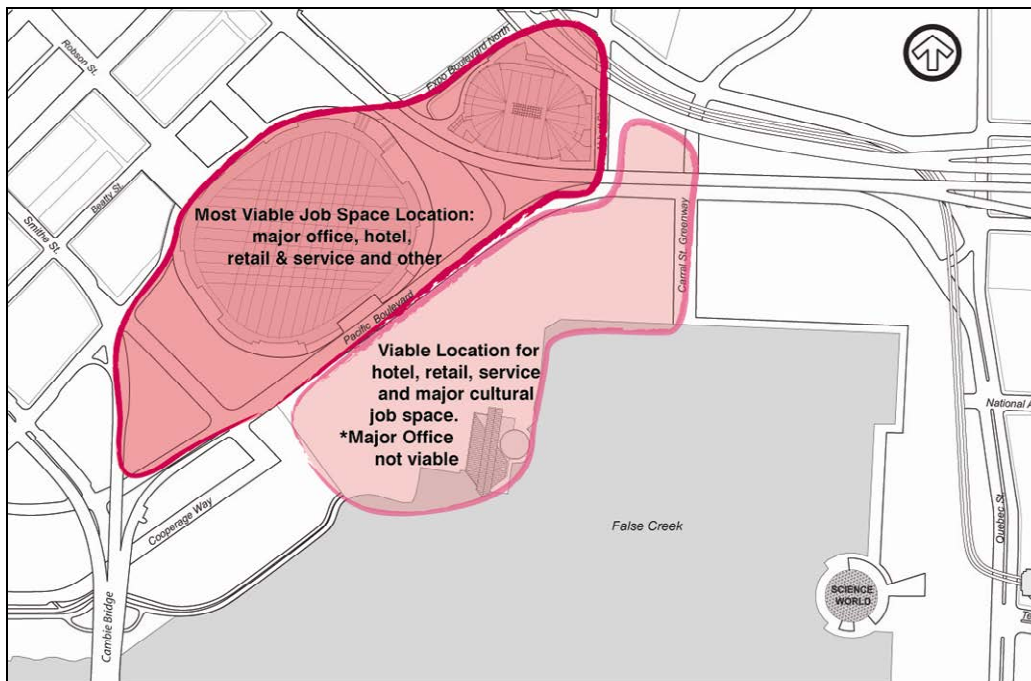


Figure 8. Non-residential Locations



Viability

A study commissioned from Colliers International (July 2008) has established that there will be a demand for about 1.57 million sq. ft. of office, hotel and retail/service by 2023.

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

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

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

With respect to locations for commercial uses, the Colliers study advises that for major office, the best locations are north of Pacific, particularly around Smithe Street. For hotels, locations anywhere in the area would be viable, except east of Abbott Street. Based on this advice, the non-residential space should be distributed among the various sub-areas as shown in Table 3.

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

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

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

Retail/Service Uses

The Colliers International study estimates that about 330,000 sq. ft of retail/service floor space would be viable by 2023. City policy is to have these active uses locate along key pedestrian routes and open spaces, so the available retail/service space needs to be distributed among the Sub-Areas to ensure this. Table 4 shows the maximums that should be contemplated. This floor space is counted within the overall non-residential minimums in Table 3.

Table 4. Retail/Service - Maximum Floor Space (000s sq. ft.)

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

Uses to be Determined

Changes to the HLR scope and time constraints have meant that the question of future marina use in NEFC, location for street-oriented retail, hotel and wholesale uses was not addressed and will need to be reviewed at the specific site rezoning and concurrent ODP amendment stage.

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

2.3 PUBLIC OPEN SPACE AND PARK

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

Contingency

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

Figure 9. False Creek Open Space Network

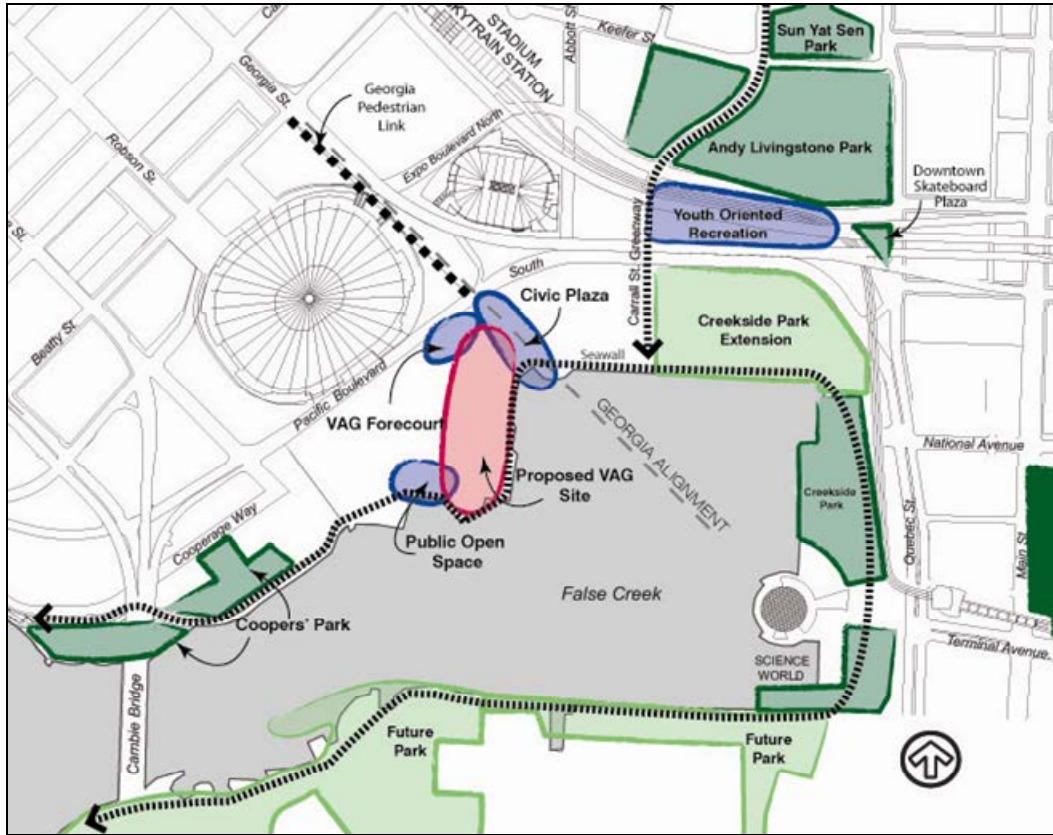
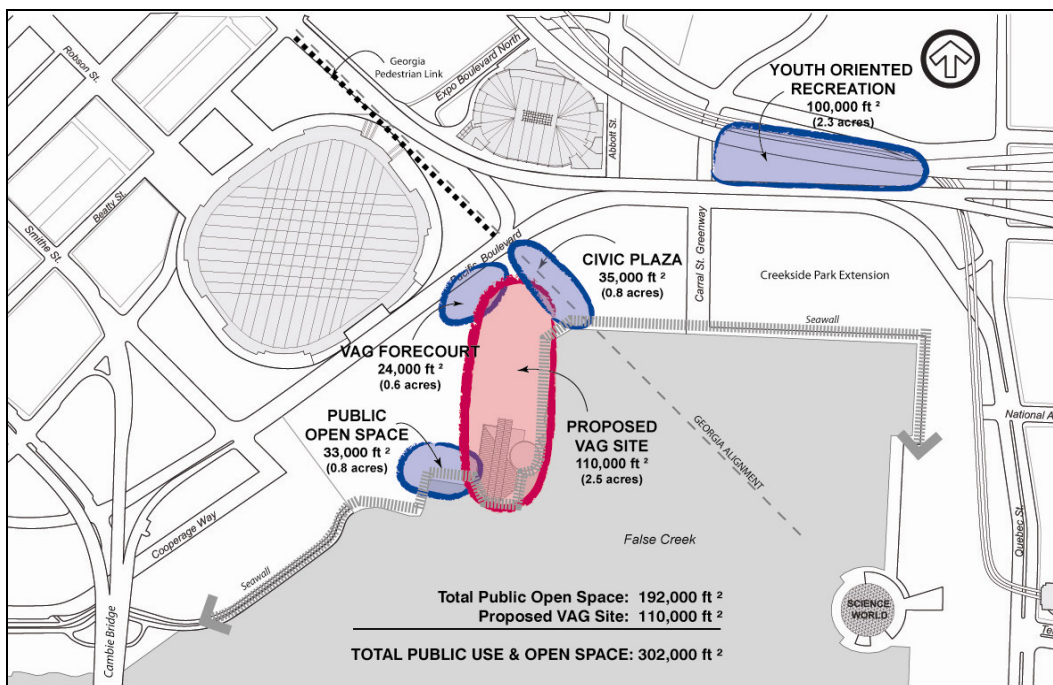


Figure 10. NEFC Public Open Spaces (Approximate Sizes)



Discussion

Park Requirements

The City's goal for provision of neighbourhood park space is 2.75 acres/1000 population. The current FCN ODP requires 6 neighbourhood parks, totalling about 42 acres. The residential floor space allowed in the current ODP will house about 16,000 residents. Only one park remains to be delivered: the 9 acre Creekside Park Extension. In the current FCN ODP, after delivery of the Creekside Extension the City's park goal would be met. (Note: in 1995 Council approved a rezoning in International Village that increased the number of residents by approximately 1000 and did not require the provision of additional park land, instead Council accepted a \$1.9 million "payment in lieu.")

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

For comparison, if the City's neighbourhood park ratio were to be met, it would require an additional 19.8 acres of park land for the 7200 new residents that could be added to NEFC. (See Section 2.4, Residential Use below). It should be noted that in October, 2008, Council approved amendments to the FCN ODP allowing consideration of up to 1.4 million sq.ft. of development in Area 10 (half of which can be residential floor space). The City accepted other public benefits, namely the BC stadium upgrade, and did not require the provision of additional park space in conjunction with the new development. If the population growth on only the balance of the lands in NEFC is considered, the park goal would be reduced to 16.5 acres for 6,000 new residents.

Current Plaza of Nations

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

The Plaza of Nations has accommodated a range of events including pop music concerts, large festivals (Dragon Boat, Taiwanese Cultural), and the larger races (Vancouver Marathon, CIBC Run for the Cure). Canadian Metropolitan Properties (CMP) rents the plaza to event organizers on a commercial rental basis, other than under the Community Use Agreement with the City that requires it to be made available to community groups rent-free three days per month. However, other costs (water, power, stage and lighting rental) make it prohibitive for many groups.

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

Proposed Public Open Spaces

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

Table 5. Public Open Space (Approximate Sizes)

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

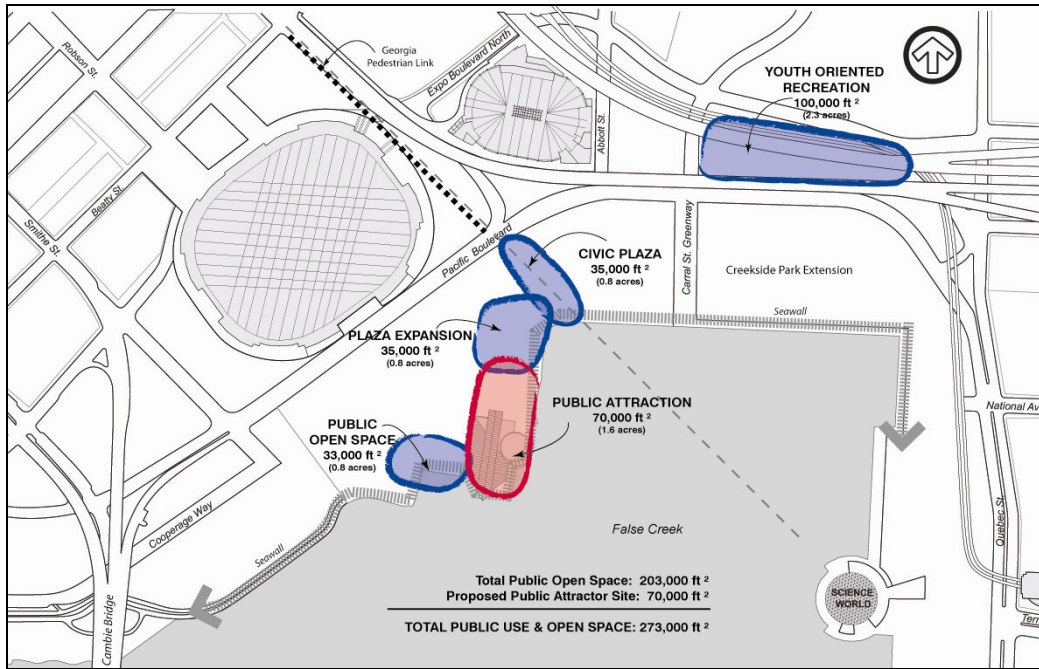
Note: The capacity estimates are based on 13 sq.ft. per person and allows for stage and circulation. Actual capacity will depend on event setup requirements.

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

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

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

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



2.4 RESIDENTIAL USE

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

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

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

Contingency

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

Discussion

Current Status

The residential allowance in the entire FCN ODP area is currently 9.9 million sq. ft. This accommodates about 16,000 residents. All the market residential permitted in the FCN ODP has been fully developed, other than the required affordable housing.

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

Major Event/Residential Compatibility Issues

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

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

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

Residential Floor Space

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

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

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

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

Area	Owner	As Shown	Contingency: Without VAG
10	PavCo	700	700
7a	Aquilini	400	400
6b exc. VAG site	CMP	1440	1405
6b VAG site	CMP	0	0
5b West	Concord	400	400
5b East	Concord	0	0
6c North	Concord	210	190
6c South	Concord	985	950
	Concord Subtotal	1595	1540
TOTAL		4135	4045

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

Figure 12. Residential Locations

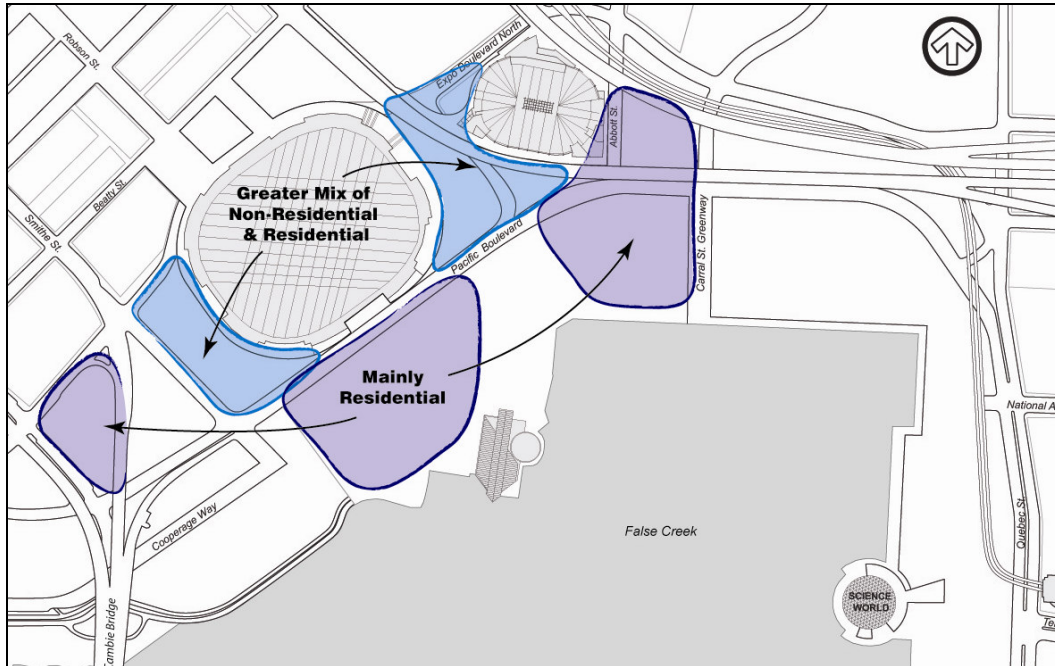
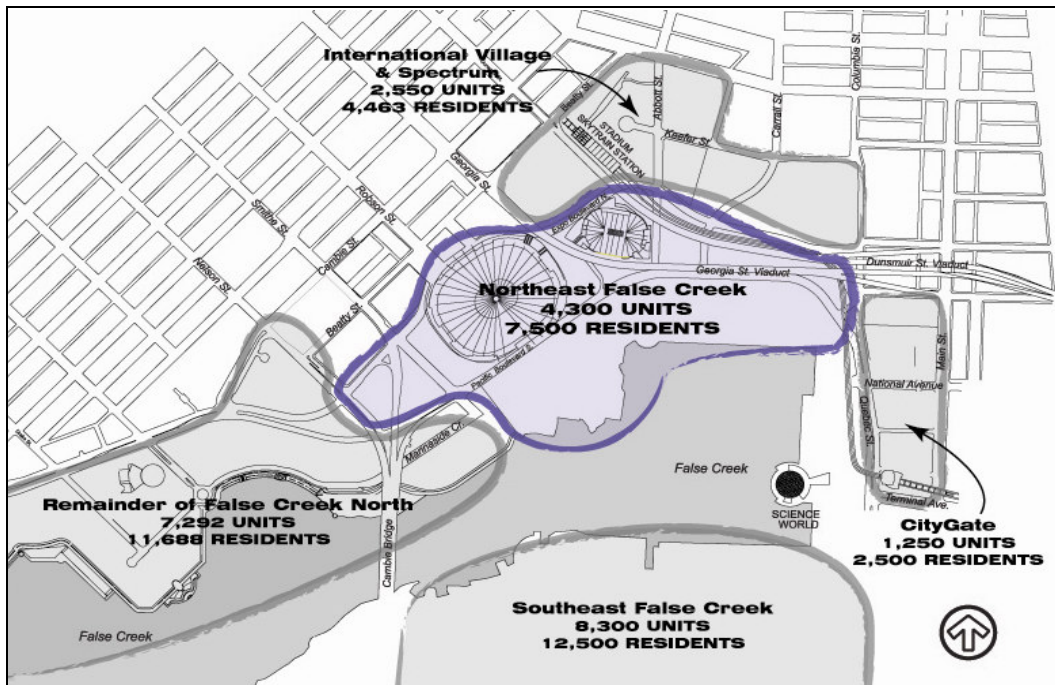


Figure 13. Nearby Residential Areas



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

2.5 RESIDENTIAL MIX

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

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

Discussion

Affordable and Modest Market Housing Definitions

The City of Vancouver defines “affordable housing” as: dwelling units designed to be affordable to persons who make up a core need household where such persons pay more than 30% of their combined gross annual income to rent an adequate and suitable rental unit, including utilities, to meet the basic housing needs of the household at an average market rent. “Modest market housing” is defined as: dwelling units designed to be affordable to persons who make up a household, and whose combined gross annual incomes fall within the middle third of income distribution for the Greater Vancouver Region published by Statistics Canada, in the then current Canada Census at the time of any applicable CD-1 rezoning.

Affordable Housing Policy and Current FCN ODP

Council's policy for new communities is that 20% of the total numbers of units is to be secured for affordable housing. The FCN ODP originally called for 20% affordable housing throughout the Plan area. Over the years the ratio of affordable housing in FCN has been reduced to about 13% (Council report dated January 30, 2008) because senior government funding has not been available at the time needed. When conversion from non-market to market housing has occurred, the City has taken “cash in lieu”, and this funding has been put toward delivery of affordable housing elsewhere.

Delivery of affordable housing in Vancouver has depended largely on the availability of senior government funding. Although affordable housing sites can be secured at the rezoning stage, very limited provincial and federal government funds are currently available to pay for site acquisition and construction costs. Creative solutions may be required in order to address the funding challenge. Options for the amounts of affordable and modest market housing are being reviewed, and will be presented for Council's consideration in May/June.

Household Mix

In major new communities like False Creek, the City of Vancouver has customarily required a certain proportion of the units, 25% in the FCN ODP -- to be suitable for families with small children, as defined in Guidelines for High Density Housing for Families with Children. These units have size, design and accessibility characteristics different than housing for households without children. Given the physical setting, noise, and event-related traffic congestion, NEFC is not seen as an area where families should be particularly encouraged. So, while diversity of unit size may be sought, the Guidelines would not be applied.

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

2.6 COMMUNITY FACILITIES AND SERVICES

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

Discussion

Current FCN ODP Provisions

Community facilities and services required under the current FCN ODP include two schools (provision of sites), community centre and gym, childcare facilities, multipurpose room, branch library (if desired by the VPL) and field house. These have been provided in a phased way, as the development has occurred. One childcare centre and one after school care centre remain as outstanding requirements under the current ODP. There is also a site in International Village on which VSB intends to build an elementary school when Provincial funding is made available.

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

Determining Community Facilities and Services

Council will need to consider community facilities and services in the context of an overall Public Benefit Strategy in July 2009. "Public Benefits" is a broad term that includes parks (and public open spaces), affordable housing, as well as the various community facilities and services referred to above. It also includes possible benefits to the broader community such as cultural facilities, heritage density transfer, neighbourhood house, etc. The Public Benefits Strategy will identify existing and anticipated needs, as well as the financial feasibility.

New public benefits in NEFC will be funded from contributions from development at the rezoning stage and may be supplemented by funding from senior governments or the City. The whole of FCN is excluded from all existing Development Cost Levy (DCL) areas therefore DCL funding cannot be used in NEFC. All of the community facilities and services in NEFC were achieved through the ODP and subsequent rezonings. Given the likelihood that not all the desirable public benefits will be able to be funded, Council will need to make choices.

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

PART 3 - ILLUSTRATIVE PLAN

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

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

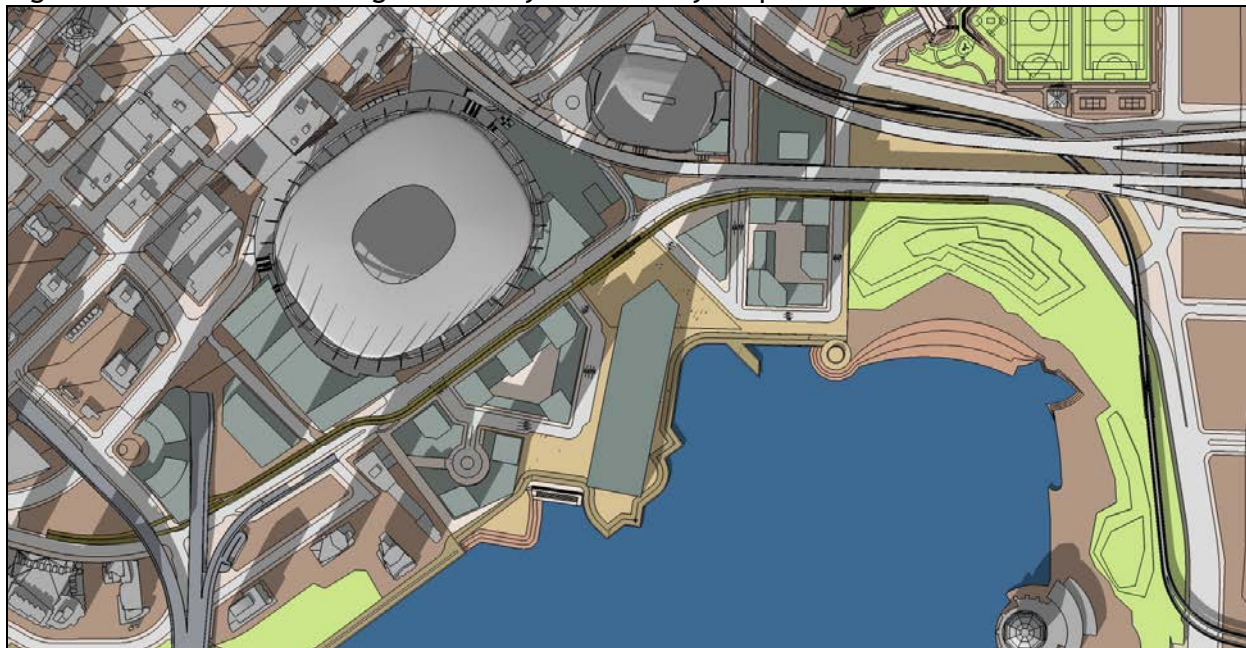


Figure 15. Scenario with Art Gallery or (Alternative Attraction) Limited to Area 6b

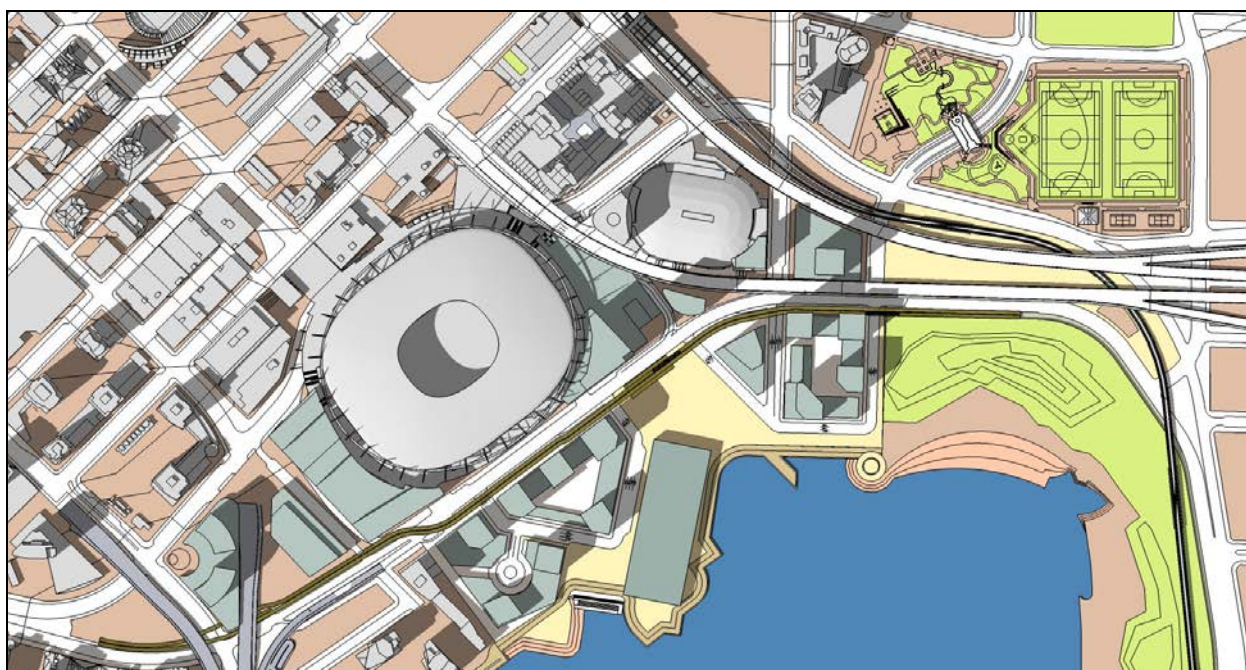


Figure 16. Scenario with Smaller Attraction on Area 6b with Expanded Civic Plaza

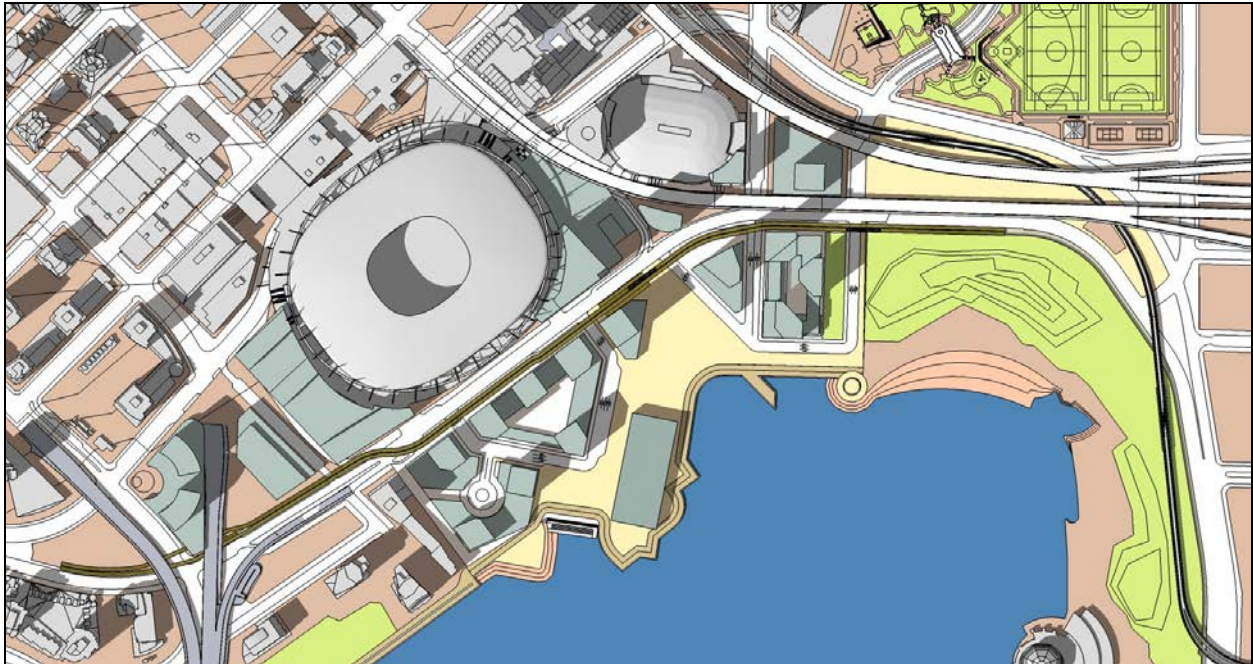
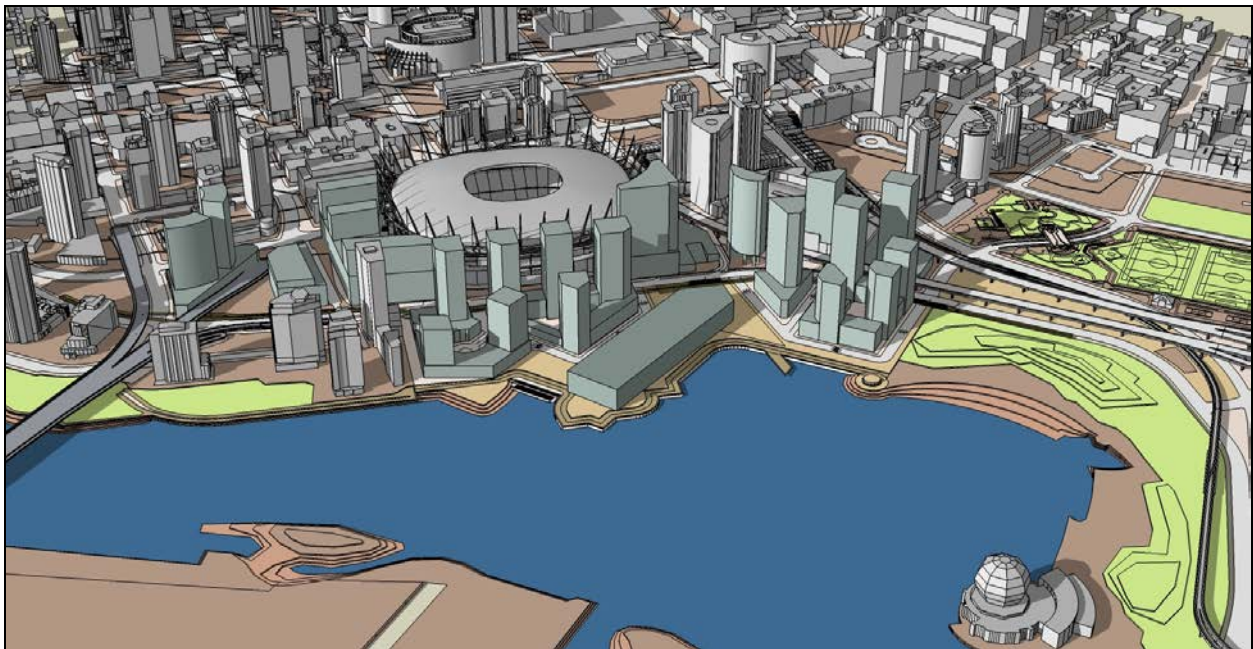


Figure 17. Aerial View of Scenario with the Gallery as Currently Proposed on Areas 6b and 6c



APPENDIX

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

With Vancouver Art Gallery (000 sq. ft.)

Area	Owner	Current* ODP or Rezoning Allowances		Proposed Development Allowances		Change		
		Non-Res	Res	Non-Res (Min)	Res (Max)	Non-Res	Res	Combined
10	PavCo	0	0	700	700	+700	+700	+1400
7a	Aquilini	224	0	235	400	+11	+400	+411
6b exc. VAG site	CMP	608	0	145	1440	-463	+1440	+977
6b VAG site	CMP	72**	0	320	0	+248	0	+248
5b West	Concord			20	400			
5b East	Concord	82***		235	0			
6c North	Concord			20	210			
6c South	Concord	797		125	985			
	Concord Subtotal	879	0	400	1595	-479	+1595	+1116
TOTAL		1783	0	1800	4135	+17	+4135	+4152

Without Vancouver Art Gallery (000 sq. ft.)

Area	Owner	Current* ODP or Rezoning Allowances		Proposed Development Allowances		Change		
		Non-Res	Res	Non-Res (Min)	Res (Max)	Non-Res	Res	Combined
10	PavCo	0	0	700	700	+700	+700	+1400
7a	Aquilini	224	0	235	400	+11	+400	+411
6b exc. VAG site	CMP	608	0	180	1405	-428	+1405	+977
6b VAG site	CMP	72**	0	100	0	+28	0	+28
5b West	Concord			20	400			
5b East	Concord	82***		235	0			
6c North	Concord			40	190			
6c South	Concord	797		160	950			
	Concord Subtotal	879	0	455	1540	-424	+1540	+1116
TOTAL		1783	0	1670	4045	-113	+4045	+3932

Notes:

1. The maximum amount of floor area is to be determined at the sub area rezoning for each site
2. Although outside of the HLR Study Area, the future use of Area 5b West is addressed in the Directions and included in the tables above
3. * "Current" means ODP or zoning at start of HLR.
4. ** means floor space in Enterprise Hall
5. *** floor space allowance in ODP resides on Area 5b: assigned to 5b East.