



RR-2(b)

POLICY REPORT URBAN STRUCTURE

Report Date: January 5, 2010
Contact: Brent Toderian/
Kevin McNaney/Rob
Jenkins
Contact No.: 7698/6851/7082
RTS No.: 08321
VanRIMS No.: 08-2000-20
Meeting Date: January 19, 2010

TO: Vancouver City Council
FROM: Director of Planning
SUBJECT: Vancouver Views: Downtown View Corridors and Capacity Study

RECOMMENDATION

- A. THAT Council affirm the View Protection Guidelines and the critical role that they have played for the past 20 years in protecting public views that enhance Vancouver's world-renowned image of a vibrant city in a unique mountain and ocean setting.
- B. THAT in order to strengthen and improve existing protected public views Council approve the *View Strengthening* for existing View Corridors from Granville Bridge to Grouse Mountain (views 12.1, 12.2, 12.3), Charleson Park to the Lions (view B1), and Alder Terrace to Mount Seymour (view A), generally as described in Appendix A.
- C. THAT in order to protect additional important views as the city grows Council approve in principle the *New Views*, generally as described in Appendix A, and direct staff to report back on implementation following further technical analysis and Council's decision on the Heritage Area Height Review.
- D. THAT in order to provide an opportunity for a maximum of four taller buildings in the downtown skyline that exhibit exceptional architectural excellence and superior environmental performance while still maintaining important views to the mountains, Council approve in principle a *Limited Expansion of the Higher Building Policy*, generally as described in Appendix A, and direct staff to report back with a revised "General Policy for Higher Buildings".

CONSIDERATION

- E. THAT Council affirm the current, rigorous application of Cambie Street and Cambie Bridge view corridors (views 9.1, 9.2, E.1) and allow “build out” to occur up to the existing, flat plimsoil line, generally as described in Appendix A - Varied Building Line - MAINTAIN CURRENT POLICY.

OR

- F. THAT Council approve in principle a carefully and strategically applied *Varied Building Line* for the Cambie Street and Cambie Bridge view corridors (views 9.1, 9.2, E.1) by seeking opportunities through discretionary design review to allow limited and strategic increases in height above the existing plimsoil line (and/or increases and decreases where site size permits), generally as described in Appendix A - Varied Building Line - OPTION ONE;

AND THAT, Council direct staff to report back on implementation of this approach following additional analysis and considerations.

GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends APPROVAL of Recommendations A through D.

The General Manager of Community Services puts forth items E and F for Council's CONSIDERATION.

CITY MANAGER'S COMMENTS

The City Manager recommends APPROVAL of Recommendations A through D.

The City Manager puts forth items E and F for Council's CONSIDERATION.

COUNCIL POLICY

Downtown Official Development Plan (1975)
View Protection Guidelines (1989)
Downtown Vancouver Skyline Study recommendations (1997)
General Policy for Higher Buildings (1997)
Metro Core Jobs and Economy Land Use Plan (2007)
North East False Creek High Level Review (2007)
Historic Area Height Review (2008)

Terms of Reference, Downtown Capacity and View Corridors Study (2008): City Council requested that staff “review the Council-adopted height limits and view corridors affecting the study area and recommend changes, if appropriate, to achieve additional development capacity.” The intention of this direction was to “identify possible modifications while still achieving the objectives underlying the current height and view corridor policies”.

Council Priorities: In creating additional opportunities for strategic increases in development capacity in the transit-rich downtown to support public benefits, the recommendations in this

support are supportive of Council priorities around: *Homelessness and Affordable Housing; Building Strong, Safe and Inclusive Communities; and Environment and Sustainability.*

PURPOSE

The purpose of this report is to present the findings of the Downtown View Corridors and Capacity Study ("Vancouver Views") following extensive technical and urban design analysis, and significant public consultation. The report seeks Council direction on a number of proposed policy changes relating to heights and protected public views in the Downtown prior to further implementation.

SUMMARY

In October 2008, Council approved the Terms of Reference for the Downtown View Corridors and Capacity Study ("Vancouver Views") in order to review heights and existing protected public views ("view corridors") in the Downtown. The purpose of the review as initially directed by Council was to examine opportunities for creating additional development capacity to support public benefits ("benefit capacity"), including consideration of modifications to view corridors, if appropriate.

Since then, staff have completed comprehensive technical and urban design analysis of various approaches and alternative future scenarios, including advice from four local and international urban planning and architectural professionals with extensive skills in urban design, view protection and city-building. At the same time, the study has engaged several thousand residents in the issue through two rounds of public consultation (consisting of eight open houses and online surveys), and by commissioning two statistically-valid polls to garner the opinions of Vancouverites.

The recommendations contained in this report are the culmination of the extensive analysis and consultation and seek to weigh and consider strong urban design principles, the values and opinions of the public, and the objective of exploring alternative ways to deliver potential "benefit capacity". The recommendations also affirm the significance of mountain and ocean views to residents, support Vancouver's emergence as a "vibrant city in a mountain context", and ensure that the careful balance between skyline and mountains at the core of Vancouver's image remains intact for the future.

Recommendation A seeks Council affirmation of the existing View Protection Guidelines and their importance as an integral component of the future of Vancouver's approach to city-building.

Recommendation B seeks Council direction to make some minor refinements and improvements to strengthen several existing view corridors by making them more publicly accessible or by better achieving their original intent.

Recommendation C recognizes the strong urban design objective and the desire of the public to protect additional public views from emerging public spaces (such as the new Olympic Plaza) as the city continues to grow, and seeks Council's approval in principle of these new views pending further technical refinement and Council's decision on the Heritage Area Height Review.

Recommendation D asks Council to approve in principle a limited and strategic expansion of the Council-approved Higher Building Policy. Staff would report back to Council following further technical refinement with an amended policy that would allow a maximum of four taller buildings to protrude into protected view corridors in strategic areas of the downtown while minimizing view impacts. The final heights and exact locations of the buildings would be determined through urban design analysis, and would generally cascade in height from the central downtown to the water to remain consistent with the “domed skyline” policy objective. These buildings would also have to exhibit exceptional architectural excellence and green-building performance.

The remaining Consideration Items E & F seek Council direction on amending three Cambie Street/Bridge view corridors (views 9.1, 9.2, E.1) to further pursue the application of a “varied building line approach” to these views rather than allowing build-out under the existing guidelines, which could potentially result in a “flat top” skyline in the eastern portion of downtown. The varied building line could be achieved by allowing development limited increases in height above the existing flat, “plimsoll” line, and decreases below the “plimsoll” line where tower siting on larger sites creates opportunities to retain significant mountain views.

Staff note that while the varied building line is a compelling concept, the approach is difficult to implement in a predictable manner, creates greater uncertainty in rezoning and development permit decisions, and that other existing policies and development conditions can also achieve a varied building line.

On the other hand, it is noted that guidelines such as the existing View Protection Guidelines are usually intended to have some level of strategically applied discretion. Achieving a “varied building line” for the Cambie Street/Bridge view corridors would require a careful and strategic approach using the discretionary design review mechanisms permitted in the existing Downtown Official Development Plan (DODP).

As such, Staff are providing Council with a consideration to either affirm the existing, rigorous application of the View Protection Guidelines to the three Cambie Street/Bridge view corridors (Consideration E), or to endorse careful and strategic discretion (Consideration F). All other Council-approved view corridors within this study area would continue to be approached with the same rigorous application of the guidelines, as staff feel the protected views are so vulnerable to small exception, that discretion would be inappropriate. Staff note that the issue of discretion for a varied building line also relates to view corridors outside of the scope of this study. Staff will take direction from Council’s decision on this report in our practices for views outside of this study area as well.

The adoption of the recommended changes and refinements to the View Protection Guidelines could result in approximately 1,000,000 additional square feet of potential “benefit capacity” beyond existing opportunities beneath the view corridors. The majority of this new, potential “benefit capacity” would result from the adoption of the *Limited Expansion of the Higher Building Policy*.

BACKGROUND

Vancouver has a spectacular natural setting. The location of the downtown on a peninsula with a mountain backdrop and an ocean setting creates signature views that define the image of Vancouver and are composed of three prominent horizontal features: the shoreline, the downtown skyline and the North Shore Mountains.

To this end, Vancouverites have long supported the beauty of this dynamic mixture of water, architecture and mountain scenery. Citizens identified the preservation of public views as amongst their top priorities for the city in the Goals for Vancouver surveys of 1978-1979. In the late 1980's development was anticipated in the Downtown South and along the north of False Creek. Without a structured approach to building location and height limits it was conceivable that public views of the downtown, the mountains and the waters of False Creek could be lost as these lands were developed.

As a response the City initiated a views study in 1988 which sought to understand how the public valued a variety of public views. The outcomes of this study resulted in a proposed view protection policy featuring a number of protected view corridors.

In 1989 the City of Vancouver approved the View Protection Guidelines containing 26 protected view corridors. The policy protects views of the North Shore Mountains, the downtown skyline and the waters of False Creek from a number of public view points located along the south shore of False Creek, arterial roadways, and from the Granville and Cambie bridges.

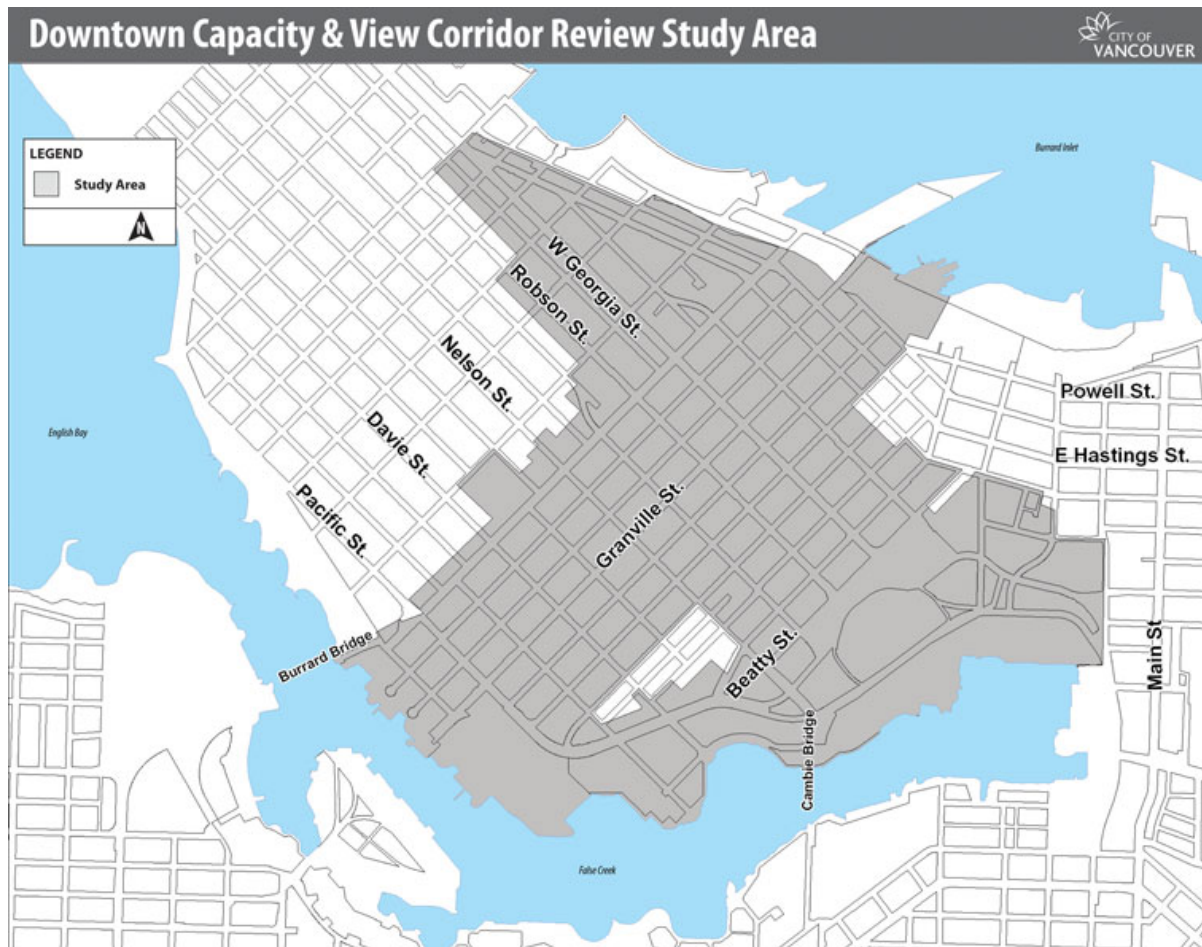
The View Protection Guidelines have been instrumental in identifying and retaining protected public views for the last 20 years. The 27 identified view corridors have effectively settled the debate about which views would be lost and those that would be protected. The Guidelines provided the public and the development industry with certainty about which views could be impacted by development and those that were to be left for public enjoyment.

In the intervening 20 years a significant number of new buildings have been added to the downtown skyline. The view corridors have had a visible effect on the site location and design of buildings, resulting in the retention of panoramic and narrow views in and around the downtown area.

In July 2007, Council received the *Metro Core Jobs & Economy Study* and the *Heritage Building Rehabilitation Program and Transfer of Density Bank* reports. The Metro Core report confirmed the need to use the potential capacity in the core Central Business District (CBD) for "job space", ie non-residential uses. The Heritage Building Rehabilitation Program and Transfer of Density Report highlighted the growing amount of bonus density in the heritage "bank", and the need for places to accommodate it. Both Council reports accentuated the need to assess current "benefit capacity" —i.e. the ability to accommodate additional residential floor space on the available development sites in the downtown area to allow for bonuses, rezonings, and transfers of density.

In October 2008, Council received a report addressing the "benefit capacity" issue entitled *Potential "Benefit" Capacity in the Downtown*. The report recommended that the City begin to consider site-specific rezonings up to the view corridor height limits in the Downtown South to immediately increase the amount of potential "benefit capacity". The report also

contained a Terms of Reference and a recommendation to launch the Downtown View Corridors and Capacity Study to review heights and potential view corridor modifications, in appropriate, for the area outlined in Map 1 below. Both recommendations were adopted by Council.



Map 1: Study area for the Downtown View Corridors and Capacity Study ("Vancouver Views"). The study area includes the entire Downtown Official Development Plan area, with the exception of the Victory Square area which is not considered for additional height due to its heritage scale. The Yaletown HA-3 area is also excluded from the study area for heritage reasons.

Development Sites and Potential Development Capacity

At any given time, there are a number of potential redevelopment sites in the downtown. Each of these sites has an amount of potential development capacity as directed by the use, height, and density stipulated in the zoning, as well as any additional applicable policy such as View Protection Guidelines. This available development capacity is available under "current policy" and additional development capacity may be also made available through rezoning, with potential additional densities and heights determined by urban design considerations and view corridors.

Staff have reviewed the likely developable sites in the Downtown Official Development Plan (DODP) and estimate that there are approximately 70 potential redevelopment sites, each with potential capacity under current zoning and through rezoning. These sites were identified with consideration for building age, tenure, existing building density versus potential density, site assembly considerations, onsite heritage resources and other criteria that help to determine redevelopment potential. Some of these sites are short term sites that could be development immediately, while others are likely to redevelop in the medium or longer term. In effect, at any given time site availability may be limited if owners choose to hold land or future development opportunities, but overall development capacity remains. In the end the benefit potential is only fully realised when market conditions are right for redevelopment.

The ability of development to support public benefits through bonussing and rezoning also needs to have consideration of use. Residential use has consistently maintained a higher value per square foot than non-residential use in the downtown. To some degree additional non-residential space can support public benefits, but it is not as helpful in this respect as residential. Therefore, it is particularly the DODP outside of the commercial Central Business District, that can provide potential benefit capacity. (The Broadway C3-A district is also a receiver of heritage density but is outside the study area.)

In terms of the available “benefit capacity” in the downtown, there is a supply of potential “benefit capacity” on the identified development sites in the Downtown ODP area. If these were all built up to the existing view corridor height limits, there would be approximately 2.8 million sq. ft. of “benefit capacity”. This potential “benefit capacity” exists currently as a result of Council adopting the recommendation for site-specific rezonings to the view corridor heights in Downtown South in October 2008. In addition, the recent approval of the North East False Creek High Level Review (*North East False Creek: Directions for the Future*, RTS 08338) also created opportunity for up to an additional 4,000,000 sqft of residential capacity to help support public benefits in the downtown. This information is summarized in Table 1:

Area	Zone	Potential Additional Residential sq.ft.
CBD	DODP, Areas A,B,C Central, F	400,000
“CBD Shoulder”	DODP Areas C South, H	693,000
Downtown South	DODP Areas L1, L2, M, N	1,707,000
Northeast False Creek	False Creek North ODP	4,000,000
TOTAL		6,800,000

Table 1: Estimated Available Benefit Capacity in the downtown, beyond current zoning (as of December 2009).

Accommodating Downtown Population and Employment Growth

A number of questions have been raised about whether the development potential of the downtown needs to be increased to support future population and job growth.

As noted above, staff have reviewed potential redevelopment sites in the downtown and note that under current zoning there is enough development potential to accommodate another 30,000 residents in the downtown, with more residential potential available through rezoning. Council’s recent adoption of the zoning and policy changes resulting from the Metro Core Jobs and Economy Land Use Plan also ensure that we have sufficient job space capacity to meet

our job and economic growth needs in the downtown for the next 30 years. As such, the existing View Protection Guidelines do not inhibit our ability to accommodate population and job growth in the downtown for the foreseeable future.

DISCUSSION

From the launch of the Vancouver Views Study the objective was to review downtown heights and view corridors in consideration of: 1) strong urban design principles; 2) the values and opinions of the public and other interests; and 3) potential increases in “benefit capacity”. The following section examines these criteria before discussing the recommendations of this report and the implications for other affected planning programs.

Summary of Urban Design Analysis

One of the key considerations relating to potential changes to heights and view corridors in the downtown is urban design. The development of the downtown over the past decades has been carefully planned in accordance with strong urban design principles and guidelines with great success. Any changes to heights or protected views need to be consistent with the urban design principles not only in the View Protection Guidelines but also in other Council-approved policies including: the “domed skyline” from the Skyline Study; the General Policy for Higher Buildings; the False Creek Policy Broadsheets; and area urban design principles arising from the Heritage Area Height Review and the North East False Creek High Level Review.

Some of the key urban design principles considered in the analysis include:

- Creating a generally “dome-shaped” skyline with highest towers in the centre of the downtown and heights cascading downward to the water’s edge.
- Striving for a “legible skyline” that orients residents within the city by marking key areas such as the Central Business District and major, ceremonial streets (for example, Georgia and Burrard) with additional height.
- Maintaining the quality and integrity of protected public view, including views to key peaks (e.g. the Lions) and ridges.
- Marking a clear transition between the downtown and the heritage areas with a decrease in height at the “neck” of the downtown peninsula.
- Seeking opportunities for new views in areas where the city will grow and from areas of emerging public significance (e.g. the new Olympic Plaza in South East False Creek).

The City also commissioned four urban planning and architecture professionals with extensive skills in urban design, view protection and city-building to provide peer advice on future directions for the view protection guidelines in Vancouver. These advisors included: Ken Greenberg (Toronto); Norm Hotson (Vancouver); Joe Hruda (Vancouver); and Karios Shen (Boston).

The advisors convened for a two day workshop with staff to review emerging concepts and provide advice. In general, their advice was supportive of the general staff direction to enhance Vancouver’s image by strengthening the presence of the mountains (e.g. protecting existing views; discovering new views; and protecting views to defining ridges, peaks and areas that define the height of the mountains) and enhancing the city skyline (e.g.

augmenting the serrated profile; creating a more legible skyline; and allowing a very limited number of higher towers for legibility and punctuation).

Staff also convened a non-voting workshop with the City's Urban Design Panel to discuss the analysis and recommendations of the study. The Urban Design Panel expressed strong support for the principles and approach taken by the study and gave general endorsement to the recommendations in this report. The minutes from the Urban Design Panel are contained in Appendix C.

Summary of Public Consultation

The View Protection Guidelines were implemented through an extensive public process in 1989, and this study also placed a high priority on engaging the public in view protection issues. The detailed results from the public consultation and polling are contained in Appendix B.

Public input consisted of two rounds of consultation (in the spring and fall of 2009) including:

- Eight open houses, in June and October 2009, which attracted over 2000 residents;
- New media techniques such as Facebook, Twitter, downloadable walking tours of the view corridors, e-newsletters and listserves to engage as many citizens as possible;
- A random, statistically-valid poll and opt-in web survey as an additional measure of the opinions of Vancouverites of diverse ages, genders, ethnicities, and locations across the city during each round of consultation; and
- Individual meetings with interest groups (e.g. UDI, Board of Trade, BIAs), resident groups, and City Advisory Committees.

In the First Round of consultation in June 2009, citizens were consulted on the relative importance and priority of each of the view corridors, the reason that they are important and how they are generally experienced, the acceptability of modification to the view corridors, and the importance of new view protection. In general, the First Round of consultation revealed that:

- The public strongly values maintaining a framework for view preservation;
- Just over half (53%) of respondents regard the mountains as the most important component of the view;
- Over three-quarters of respondents agree that downtown development is contributing to the loss of some important views and that stronger action needs to be taken to protect them;
- 74% of respondents felt view loss should be replaced with new view protection;
- "Panoramic views" were ranked most important of all individual views;
- For seven of the ten "Framed views", between 66% and 80% of residents are not willing to consider any modification to the existing protected areas; and
- Respondents were more willing to modify "Panoramic views" with 32 to 48% willing to consider some form of modification, with the most commonly preferred modification method being the allowance of a limited number of towers into the view.

The First Round of public consultation revealed that citizens strongly value maintaining a strong framework for view preservation, have some tolerance for limited opportunities to consider changes to specific views, and strongly support the introduction of new protected views as the city grows. Staff carefully considered this advice while conducting extensive technical and urban design analysis that led to the emergence of the four possible view

concepts contained in this report, which were then brought back out to the public for review and comment in the Second Round of public consultation. (These four concepts are explained briefly below, and more fully in Appendix A.)

In the Second Round of consultation, held in October 2009, the objective was to gather additional feedback from citizens on the four concepts that resulted from staff analysis in consideration of the results from the First Round of consultation. In general, the Second Round of consultation revealed that:

- 70% of respondents found the “flat top” skyline resulting from the current View Protection Guidelines to be acceptable with 55% rating this outcome as highly acceptable;
- Almost two-thirds (63%) of the public were accepting of the Varied Building Line with half (49%) of all respondents finding it highly acceptable;
- Approximately half of the respondents (53%) found the inclusion of 3-4 higher buildings into existing view corridors to be acceptable, with greater acceptance for the impact on the overall skyline (59%) than on the individual views (40-48%);
- There was clear support for the addition of the three New Views, with three-quarters or more of the respondents in strong support; and
- The three modifications put forward for *View Strengthening* were all highly supported by six in ten residents.

In general, the Second Round of public consultation reveals cautious support for the recommendations contained in this report. As garnered through discussions with various Open House participants, the support seems to be tempered by some concern around the details of implementation and the impacts on mountain views.

Proposed Policy Changes

Staff analysis sought to weigh and consider strong urban design principles, the values and opinions of the public, and the objective of exploring alternative ways to deliver potential capacity. Throughout the analysis staff explored ways to maintain and protect the views that have come to define our city, while also realizing that these views provide constraints on potential growth and benefit. Analysis revealed that the narrow views were too small to alter in anyway without compromising the intent of the original policy. As a result more consideration was focused in exploring scenarios within the larger panorama views, which offered the greatest opportunity for additional benefit without compromising the intent of the original policy.

The four concepts that staff explored to achieve these objectives and that of the study are:

1. View strengthening
2. New Views
3. Limited Expansion of the Higher Building Policy
4. Varied Building Line

Concept One: View Strengthening

Three proposed actions to strengthen the applicable views and to eliminate some of the perceived weaknesses of the View Protection Guidelines are included within the concept of View Strengthening. For detailed illustrations, rationale and outcomes of these alterations please refer to Appendix A – View Strengthening.

In completing the proposed refinements to the identified views, the framework as a whole is improved by making view points more accessible, by centring the key elements of the mountain views and by combining exceptionally narrow views into a wider more dynamic view. The views included in the View Strengthening Recommendation are 12.1.1, 12.1.2, 12.1.3, B1 and A.

Staff recommend the immediate implementation of *View Strengthening* (Recommendation B).

Concept Two: New Views

As Vancouver continues to grow, there is a need to review both opportunities for building and development, as well as opportunities protect new public views for future generations. The eastward expansion of the downtown over the past 20 years has created additional development opportunity and staff recommend a concurrent consideration of new protected public views. This approach was also strongly supported in the public consultation process.

The views recommended for inclusion in the View Protection Guidelines are described fully in Appendix A - New Views, and include:

- Choklit Park to Grouse and Mt. Fromme;
- Olympic Village Plaza to Mt. Fromme and Lyne Range; and
- Creekside Park to the Lions.

These three vantage points respond to the desire to see new views from emerging public locations including the new Olympic Plaza and an expanded Creekside Park, as well as from the south shore of False Creek. All three new views originate in public locations that have emerged since the inception of the original View Protection Guidelines.

Staff recommend that Council approve these new views in principle and direct staff to report back on implementation following further technical analysis and Council's decision on the Heritage Area Height Review (Recommendation C), noting that changes to the recommendations for heights in the Heritage Areas may impact new views from Olympic Plaza and Creekside Park.

Concept Three: Limited Expansion of the Higher Building Policy

The *Limited Expansion of the Higher Building Policy* is a concept that attempts to build off of the successes of current policy while exploring appropriate means of providing additional capacity in alignment the larger image of the City. This concept is presented in greater detail in *Appendix A - Limited Expansion of the Higher Building Policy*.

By expanding the bounds of the higher building policy east down Georgia Street and south down Burrard Street there is an opportunity to mark Vancouver's historic ceremonial streets with landmark towers while also providing additional capacity to support public benefits. These new taller buildings will be required to establish a significant and recognizable new benchmark for architectural creativity and excellence, while at the same time making a significant contribution to the beauty and visual power of the skyline. This creative architecture will also need to demonstrate cutting-edge green design performance (in particular energy performance) that significantly improves local knowledge and demonstrated results in green design beyond the prevailing policy in place at the time. This is a higher standard than previously expected for existing higher buildings. In addition, the current benchmarks required of higher buildings will be retained on these new sites.

Staff recommend that Council approve the *Limited Expansion of the Higher Building Policy* in principle to allow a maximum of four additional higher buildings in the downtown, and direct staff to report back with a revised “General Policy for Higher Buildings” (Recommendation D).

Staff note that the urban design analysis conducted as part of this study, and the urban design advice received from external advisors, conclude that any more than four carefully-considered, strategically-sited higher buildings could overwhelm the delicate balance between the city and its mountain setting. As such, the intention of this recommendation is to create a one-time opportunity to “complete the skyline”. The intention is not to signal that future opportunities for additional higher buildings in the downtown will arise.

Concept Four: Varied Building Line

Since the inception of the View Protection Guidelines there have been concerns raised at various times that the strict adherence to the “flat plimsoll line” in the guidelines would result in a potentially undesirable urban design outcome of “flat top” skyline, particularly in the eastern portion of the downtown (see Figure 1). There were also a number of questions raised as to whether the guidelines should be followed strictly, or whether they should have a more discretionary application as is common to other guidelines.



Figure 1: Exploring the concept of a *Varied Building Line*.

To bring clarity to these issues, staff put forward Consideration items E and F to determine whether a “*Varied Building Line*” approach is appropriate on the Cambie Street/Cambie Bridge view corridors (9.1, 9.2, and E.1). The concepts are illustrated in greater detail in *Appendix A - Varied Building Line*.

There are compelling urban design reasons to prevent the emergence of a “flat-top” skyline in the eastern downtown. A broad, flat skyline may be detrimental to the delicate balance between the city and its mountain backdrop, with a more varied building line better reflecting the undulating ridgeline of the mountains. A “varied building line” approach would also provide some discretion to site towers and density on larger building sites in a manner that achieves optimal urban design at the street level, potential for greater open space and plazas, and opportunities to site buildings in a manner that may preserve existing mountain views below the current “plimsoll line”.

Staff note, however, that it is unlikely that current development policy would result in a broad, flat-top in the eastern downtown for a number of reasons:

- A large number of sites in Downtown South are already built up to the existing 300 foot limit. Council’s recent decision to allow buildings in Downtown South to rezone up to view corridor heights would provide additional variation in building height in this area;

- The City's urban design policies typically seek lower buildings at the water's edge, which would provide an additional lower building line in the foreground of the view; and
- Should Council endorse Recommendation D for a Limited Expansion of the Higher Building Policy, these additional taller towers would further enhance variation within the skyline.

Staff also note that that a "varied building line" approach may be difficult to implement in a predictable manner, which could create greater uncertainty in rezoning and development permit applications.

In light of the challenges and opportunities inherent to the *Varied Building Line* approach, staff put forward Consideration items E and F for Council deliberation, noting that a discretionary approach would only be applied to the broad Cambie Street/Cambie Bridge view corridors (9.1, 9.2, and E.1) that cross the eastern downtown. All of the other view corridors within this study area would continue to be adhered to in the current rigorous manner with the exception by the existing, Council-approved *Higher Building Policy* or by the *Limited Expansion of the Higher Building Policy* (Recommendation D). Staff would consider Council's direction in the context of other broad, panoramic views outside the study area.

Implications for "Benefit Capacity" in the Downtown

The recommendations contained in this report could create opportunities for approximately 1,000,000 sq ft of additional "benefit capacity" in the downtown beyond opportunities beneath existing view corridors. The primary source of this additional "benefit capacity" is the *Limited Expansion of the Higher Building Policy* (Recommendation D). Staff note that this is just an estimate as the exact height and density of the four potential towers will need to be determined through extensive urban design analysis.

Implications for North East False Creek

The recommendation that impacts the North East False Creek area is related to a *Limited Expansion in the Higher Building Policy* (Recommendation D). If Council chooses to pursue a varied building line for the Cambie Street/Cambie Bridge view corridors (Consideration Item F) then this would also impact the North East False Creek Area.

The *Limited Expansion of the Higher Building Policy* suggests that a potential higher tower could be located in NEFC to "mark" the foot of Georgia Street. The preferred location for a taller tower in Northeast False Creek will need to consider important urban design criteria as well as the public benefits (ie additional at-grade open space, which was seen as a high priority in Council and the public's comments during the Northeast False Creek High Level Review) that can be achieved. Urban design criteria would include the relative visual strength of each possible tall tower location in terms of the framing of the Georgia Street end view, its overall effect on the skyline, its potential to contribute to the public realm, shadowing of the civic plaza and livability considerations. Opportunities for additional city benefits and amenities would need to be explored as part of the site selection process. Staff plan to undertake this evaluation in the coming months and will provide a recommendation to Council on the preferred location for a taller tower in Northeast False Creek in the spring of 2010.

Implications for the Historic Area Height Review

The recommendations put forward in this report are supportive of and consistent with the conclusions and recommendations of the Historic Area Height Review, which is presented concurrently for Council's consideration. While two of the proposed new views put forth in

Recommendation C will provide view corridor protection over the historic area, neither of these will reduce the proposed heights as determined through detailed urban design analysis conducted within that study.

FINANCIAL IMPLICATIONS

The staff and resources required for implementation of the recommendations are included in the 2010 Operating Budget. There are no further financial implications for City budgets.

IMPLEMENTATION PLAN

Upon Council adoption of the recommendations contained in this report, Staff will immediately begin to implement the policy amendments and technical changes to the View Protection Guidelines, as well as any other consequential amendments that arise. Staff will also report back to Council with new policy for adoption as outlined in the recommendations in this report. Implementation is anticipated to be completed by fall 2010.

Staff do not anticipate the need for any additional public consultation as the key messages and issues derived from the extensive consultation and statistically-valid polling thus far are very clear and have been carefully considered while formulating the recommendations before Council.

Staff will remain in contact throughout implementation with affected property owners and the development community through liaison with the Urban Development Institute, and through the North East False Creek High Level Review. If Council chooses to adopt Consideration item F, staff will consult directly with affected property owners to further pursue a *Varied Building Line* for the Cambie Street and Cambie Bridge view corridors.

CONCLUSION

For many years Vancouver was described as a “setting in search of a city”. The recent period of rapid growth and artful city-building have transformed Vancouver into a vibrant metropolis that is worthy of its wonderful coastal and mountain context. For the past 20 years the View Protection Guidelines have proven to be an insightful and progressive approach to maintaining a careful balance between the shoreline, skyline and mountain ridgeline that define our image around the world. The recommendations contained in this report affirm and strengthen this approach so that residents can maintain the visual and emotional connections to our incredible setting for decades to come.

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APPENDIX A: DETAILS OF RECOMMENDATIONS AND CONSIDERATIONS

RECOMMENDATION B: View Strengthening

- B. THAT in order to strengthen and improve existing protected public views Council approve the *View Strengthening* for existing View Corridors from Granville Bridge to Grouse Mountain (views 12.1, 12.2, 12.3), Charleson Park to the Lions (view B1), and Alder Terrace to the Mount Seymour (view A), generally as described in Appendix A.

Direction from Recommendation B:

Consolidate View Cones 12.1.1, 12.1.2 and 12.1.3 into single View Corridor 12.1

Implications:

The three view points in the 12.1.x series were intended to be experienced as a dynamic and moving connection of points as one travels across the Granville Street Bridge. The three views are configured in close succession to each other and effectively work to preserve a wider moving view. By defining this experience through three static points in the journey the power and connection of the overall view is diminished and its effective impact is reduced. Staff is recommending that the views 12.1.1, 12.1.2 and 12.1.3 be combined into one view 12.1, to improve the clarity and cohesion of the three views as illustrated in Figure 1-3 below. This approach is similar to that employed in view E2 from the Cambie Bridge to Mount Seymour. By making this minor change, the view protection guidelines appear more logical and will not be as exposed to criticism for employing 3 exceedingly narrow view cones when one wider view field will achieve the same end result. No benefit capacity or development implication will be associated with this change.



Figure 1: current views protected

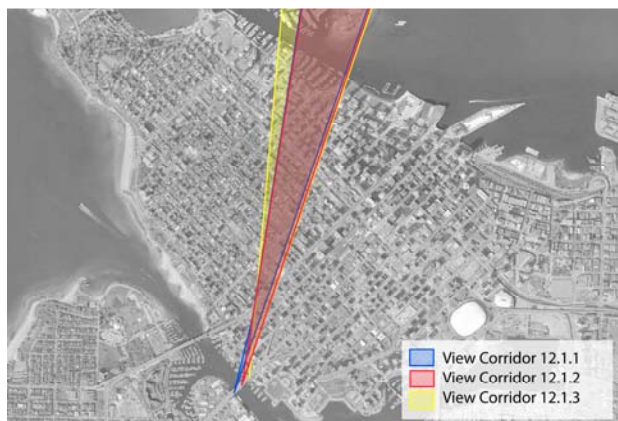


Figure 2: Current Views 12.1.1, 12.1.2 & 12.1.3.

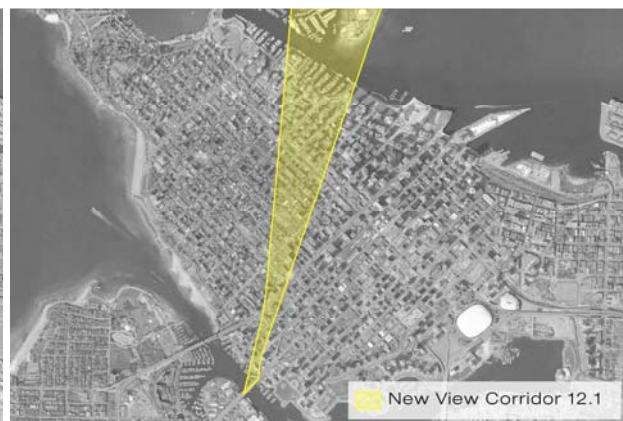


Figure 3: Proposed combined 12.1

Direction from Recommendation B:

Shift View Cone B1: Charleson Park Seawall to Lions slightly to the East

Implications:

The proposed changes to View B1 involve a very minor shift in the location of the view point from the plaque on the Seawall in Charleson Park, at the bottom of Laurel Bay, to the bench approximately 50 meters to the east and centred within the Bay. The current view point of the B1 View Cone from Charleson Park to the Lions leaves the Lions off centred within this framed view. By shifting the view point slightly to the east along the path (as illustrated in figures 4-6 below) and centring the Lions this view will be strengthened by focusing on the key aspect of this range thereby resulting in a more balanced and pleasing composition. There is no substantial benefit capacity implications associated with this change.



Figure 4: Current View



Figure 5: Proposed Centred View



Figure 6: Current and Proposed View Corridor View Points

Direction from Recommendation B:

Repositioning of View Cone A: Alder Terrace to Mount Seymour to the seawall

Implications:

The purpose of this change is to make the view a more publicly accessible one. The existing view point is located on a staircase that serves as a short cut from Alder Crossing and Lamey's Mill Road down to the Seawall at Alder Bay. By moving the view point to the Seawall the view becomes far more accessible and frequented with tens of thousands of people a year walking and cycling past that point. If at some future time interpretive markers are introduced for the various views, this view would feature prominently among Seawall views. Further, the relocation of this view will protect the visibility of the uppermost portion of the peak of Mount Seymour should a potential taller building be developed on the former bus depot site as part of the limited expansion of the higher building policy (Recommendation D).



Figure 7: Current View A



Figure 8: Recommendation for View A



Figure 9: Relocation of View point A

RECOMMENDATION C: New Views

- C. THAT in order to protect additional important views as the city grows Council approve in principle the *New Views*, generally as described in Appendix A, and direct staff to report back on implementation following further technical analysis and Council's decision on the Heritage Area Height Review.

The following three views are being recommended in order to build upon the original policy intention of protecting important public views within our City. With the substantial transformation and development of our City's downtown since the inception of the original policy in 1989, these views reflect evolving locations of public importance and unforeseen opportunities in the original policy.

Direction from Recommendation C:

Creation of New View: From Choklit Park to Grouse and Mt Fromme

Implications:

One of the locations where the public felt that there was a need for greater view protection was from the False Creek Slopes and in particular in areas south of 6th Avenue. Choklit Park is one of the primary public vantage points on the slope and is frequented by the local population. This view will preserve views of Grouse and Mt. Fromme.



Figure 10: Proposed View from Choklit Park to Grouse and Mt. Fromme

Direction from Recommendation C:

Creation of New View: Olympic Village to Mt Fromme and Lynn Range

Implications:

As an emerging location of public and international importance, the plaza at the Olympic Village is set to become a node of global celebration and a lasting legacy from the 2010 Winter Olympics in Vancouver. As it currently sits, the Olympic Plaza has a tremendous vantage point which reveals not only the towers of the downtown skyline, but also the compressed heights of the historic area and a view of the gantry cranes which are a visible reminder of Vancouver's economically and historically important port function.



Figure 11: Proposed View from Olympic Plaza to Mt. Fromme and Lynn Range

Direction from Recommendation C:
Creation of New View: Creekside Park to the Lions

Implications:

Creekside Park is a destination park for a wide segment of the City and Region's population and this role is likely to become more prominent with the expansion of park which will be delivered through the build-out of the remaining parcels of False Creek North (Northeast False Creek). The intention of this view is to take the protection as laid out in the guidelines for the International Village CD-1 (265) and implement it more formally in the City's view protection policy. This view originates from the public walkway near Science World and is intended to preserve the view of the Lions from the eastern end of False Creek.



Figure 12: Proposed View from Creekside Park to Lions

RECOMMENDATION D: Expansion of the Higher Building Policy

- D. THAT in order to provide an opportunity for a maximum of four taller buildings in the downtown skyline that exhibit exceptional architectural excellence and superior environmental performance while still maintaining important views to the mountains, Council approve in principle a *Limited Expansion of the Higher*

Building Policy, generally as described in Appendix A, and direct staff to report back with a revised “General Policy for Higher Buildings”.

Implications:

The expansion of the Higher Building Policy is a concept that attempts to build off of current policy while exploring appropriate means of providing additional capacity in alignment with the larger image of the City. By expanding the bounds of the higher building policy, east down Georgia Street to False Creek and south down Burrard Street to the foot of the Burrard Street Bridge, there is an opportunity to mark Vancouver’s historic ceremonial streets with landmark towers while also providing additional capacity to support public benefits (figure 13). While the detailed locations and heights of these new buildings have not been finalized, figures 14-17 illustrates a possible scenario for these four taller buildings.

As an extension of current policy, these new buildings would be required to establish a significant and recognizable new benchmark for architectural creativity and excellence, while at the same time making a significant contribution to the beauty and visual power of the skyline. This creative architecture would also be required to demonstrate cutting-edge green design performance (in particular energy performance) that significantly improves local knowledge and demonstrated results in green design. These requirements would be added to the already elevated benchmarks required of higher buildings through the City’s current Higher Building Policy. It is the recommendation of Staff that the number of additional higher buildings be limited to a maximum of four and that the specific impacts on the view cones themselves be considered to ensure that the key elements of the ridgeline are maintained and if possible celebrated or enhanced through the architectural massing and expression.

While this recommendation basically redraws the boundaries of the current higher building policy it is also important to note that there is a break from current policy in that the higher buildings being considered would be allowed to intrude into protected view corridors as illustrated in figures 15, 16 and 17.

Staff will report back on implementation.

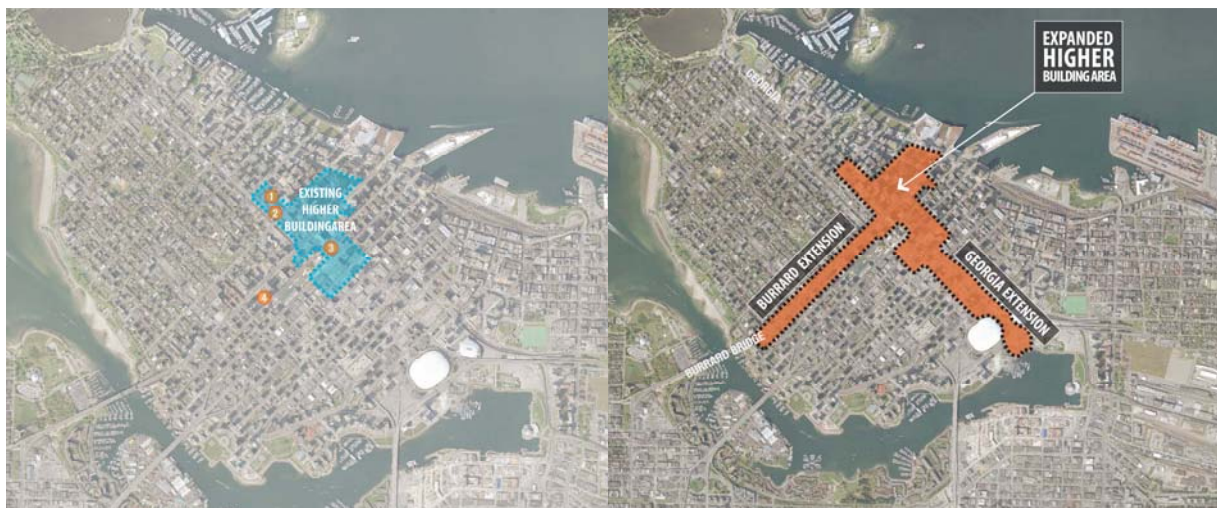


Figure 13: The proposed boundary expansion for the Higher Building Policy



Figure 14: View of implications of Expanded Building Policy on City's skyline from Lonsdale



Figure 15: Implications of Expanded Building Policy on View 9.1



Figure 16: Implications of Expanded Building Policy on View E1



Figure 17: Implications of Expanded Building Policy on View A

CONSIDERATIONS E & F: Varied Building Line Options

The concept of a varied building line was explored to address the aesthetic concerns of a resulting flat-top skyline at eventual build-out for view corridors 9.1, 9.2 and E1 (figures 18-19). Two options are presented for Council consideration in regards to this concept which explore two different approaches to the application of the view protection policy in regards to these three view corridors.

- E. THAT Council affirm the current, rigorous application of Cambie Street and Cambie Bridge view corridors (views 9.1, 9.2, E.1) and allow “build out” to occur up to the existing, flat plimsoll line, generally as described in Appendix A - Varied Building Line - MAINTAIN CURRENT POLICY.

OR

- F. THAT Council approve in principle a carefully and strategically applied Varied Building Line for the Cambie Street and Cambie Bridge view corridors (views 9.1, 9.2, E.1) by seeking opportunities through discretionary design review to allow limited and strategic increases in height above the existing plimsoll line (and/or increases and decreases where site size permits), generally as described in Appendix A - Varied Building Line - OPTION ONE;

AND THAT, Council direct staff to report back on implementation of this approach following additional technical analysis and consultation with affected property owners.

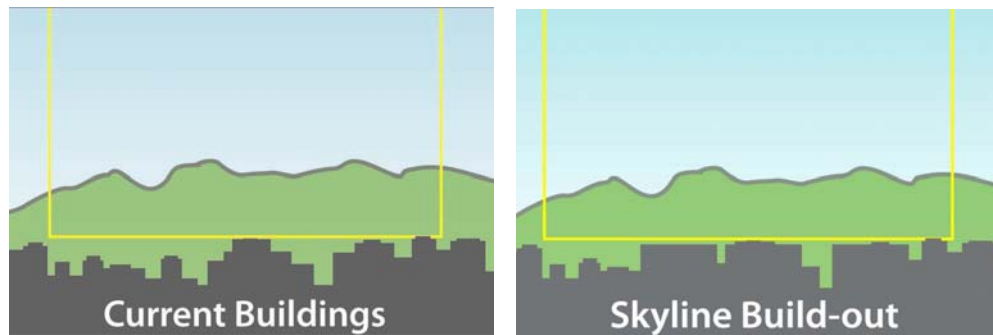


Figure 18: Current skyline and potential build-out through
MAINTAINING CURRENT POLICY



Figure 19: Varied Building Line - OPTION ONE

Implications:

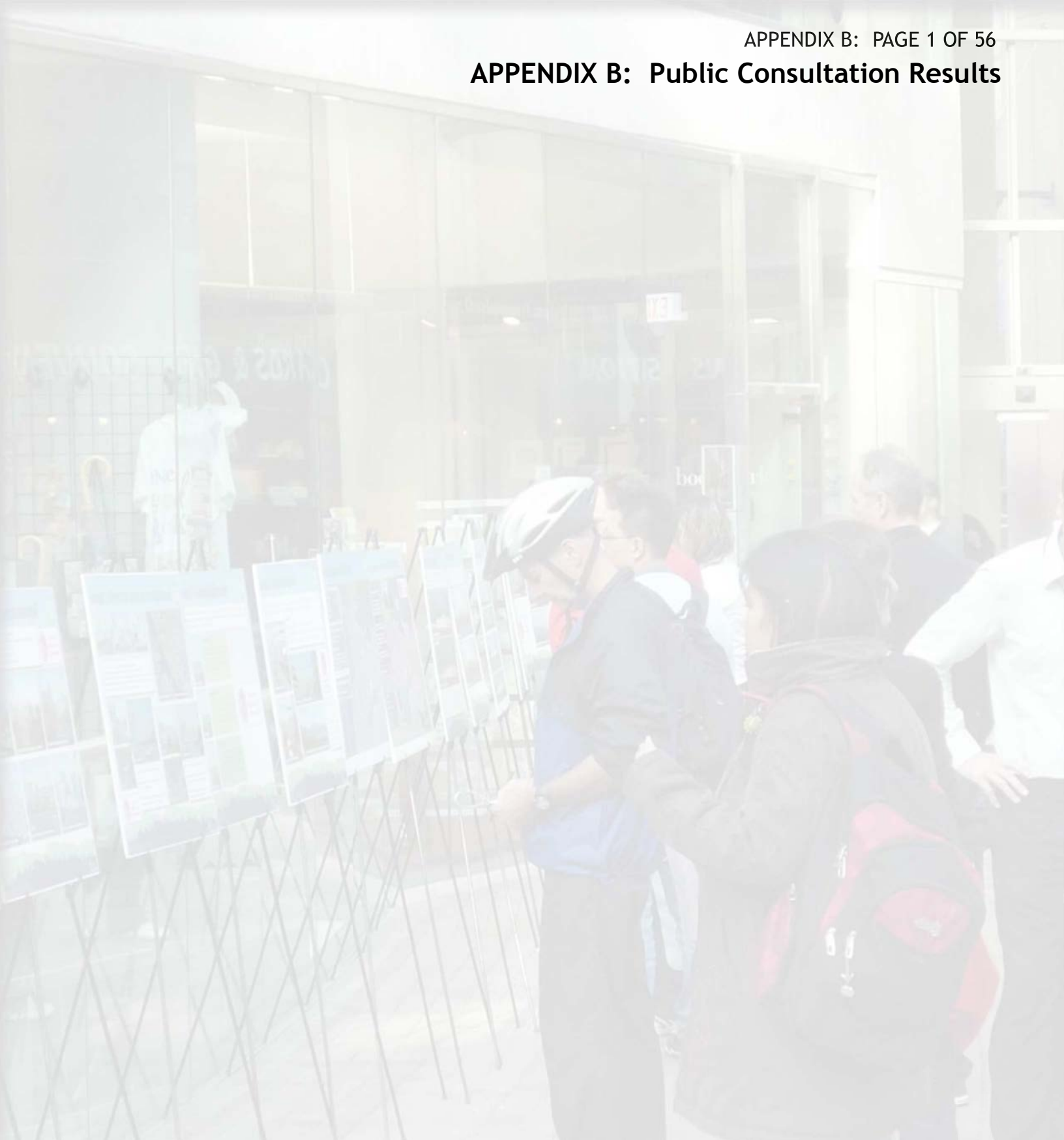
Council endorsement of Consideration E (Varied Building Line - MAINTAIN CURRENT POLICY) would entail no changes to current guidelines or their application.

Consideration F (Varied Building - OPTION ONE) would involve careful, strategic and limited (i.e. not higher buildings) discretion above the plimsoll line of the Cambie Street View Corridors (9.1, 9.2 and E1). The extent of this variation above the line would need to be determined through careful analysis, while on larger sites strategic tower siting would be sought that retains significant mountain views.

All of the other view corridors within this study area would continue to be adhered to in the current rigorous manner with the exception by the existing, Council-approved *Higher Building Policy* or by the *Limited Expansion of the Higher Building Policy* (Recommendation D). The remaining protected views within the study area are narrow, "framed" views and will continue to be addressed with the existing, rigorous approach.

Should Council endorse Consideration F staff will report back on implementation.

APPENDIX B: Public Consultation Results



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Introduction

The City of Vancouver is undertaking a review of its view protection policy affecting the downtown area. The purpose of the study is to review the Council adopted heights limits and view corridors affecting the study area and recommend changes, if appropriate, to achieve additional development capacity. The intent is to identify possible modifications while still achieving the objectives underlying the current height and view corridor policies. Additional height would be used to support the provision of additional public benefits in the downtown.

Public input throughout the study is a priority, with a multi-phase consultation process employed. The first step in the study process was to interact with citizens to develop an understanding of the value of the protected public views. Understanding the importance of protected views was established through a statistically significant random poll of just over 500 residents as well as an “opt-in” survey available at public open houses, and on the City of Vancouver web site. This report provides a summary of the results from the random poll and the opt-in survey.

The next step in the study process is to develop principles and directions on how to optimize opportunities to support growth in the Downtown while respecting the goals of the original view protection guidelines. Principles and directions for the future of the view protection guidelines will be presented for consideration and discussion in a second round of public consultation in October, 2009.

To be notified about upcoming consultation opportunities please sign up for e-newsletters on the project web site at vancouver.ca/capacitystudy

RANDOM POLLING METHODOLOGY

The Synovate market research firm was retained by the City of Vancouver to obtain the opinions of its residents regarding the City's public views and modification of protected view corridors. A telephone recruit to an online or mail-back survey was conducted with 529 residents from June 11th to July 5th, 2009. The methodological details of the polling were as follows:

- An initial telephone recruit was conducted with a random sample of residents within five City areas. A total of 1,500 residents were first recruited for the survey by telephone and given a choice of completing the survey online or by mail.
- Of the 529 interviews that were completed within the timeline for the survey:
 - 436 were completed online
 - 93 returned a survey by mail
- Interviewing occurred between June 11th and July 5th, 2009
- The random polling sample was regionally stratified to achieve roughly equal representation in each of the five areas of the city using mathematical weights to attain a distribution of the population by region, according to the 2006 Census
- The maximum margin of error for a sample size of 500 is $\pm 4.4\%$ points at the 95% level of confidence
- An initial telephone recruit was conducted with a random sample of residents within each of the five City regions. A total of 1,500 residents were first recruited for the survey by telephone and given a choice of completing the survey online or by mail.

OPT-IN SURVEY METHODOLOGY

A parallel “opt-in” survey was offered at four City-sponsored open houses held on June 2, 3, 7 and 9. In addition to providing hard copy versions of the survey at the open houses, an online version was also linked to the front page of the City's website and to the front page of the study web-site.

- A grand total of 318 residents completed the opt-in survey
 - 233 online surveys were completed via the City web site
 - 85 paper surveys were completed at the public open houses
- Respondents “self-selected” to participate in the opt-in survey
- The opt-in survey is not based on a random probability sample, thus sampling error cannot be measured. However, it does serve as a valuable comparison to the random poll

OBJECTIVES & CONCEPTS TESTED

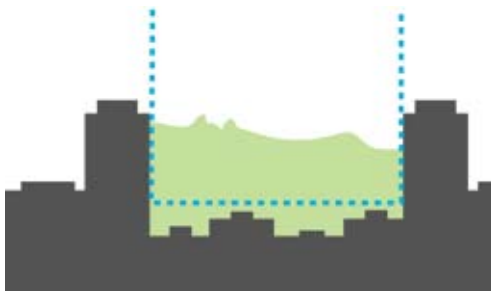
The objective of the polling research was to:

- Prioritize the importance of 15 individual view corridors (10 “frame” views and 5 “panoramic” views);
- Determine why they are important and how they are most often experienced;
- Test the acceptability of modifications to view corridors;
- Determine the importance of replacing current protected views with alternative views if current views are to be modified;
- Identify alternative views that the public believes are important to protect.

Frame Views and Panorama Views

In asking citizens to prioritize views, they were classified into two groups:

1. Frame Views
2. Panorama Views



There are 10 Frame views under review. Frame views made up those protected public views that were typically framed on either side by high rise buildings and featured relatively narrow visible sections of the North Shore Mountains.

Framed View

There are five Panorama views under review. Panorama views, as the name suggests, were generally the widest form of protected public views and they were typically wide expanses of visible portions of the North Shore Mountains.



Panorama View

MODIFICATION OPTIONS

When exploring options for considering changes to existing view corridors respondents were asked to consider an array of possible changes to the view corridor and to indicate which of the possible options was their preference.

Framed Views

- For each frame view, residents were asked which of the following four options they were willing to consider.
- Narrow the protected view by allowing taller buildings on each side of it
- Raise the height of the protected view
- Eliminate the protected view
- Keep the protected view as is



Narrowing the view corridor

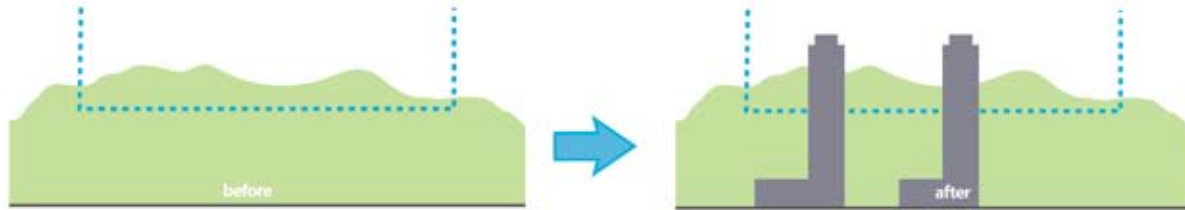


Raising heights below the view corridor

Panoramic Views

For each panoramic view, residents were asked which of six options they were willing to consider:

- Narrow the protected view by allowing tall buildings on each side of it
- Raise the height of the protected area
- Allow 1 to 2 tall buildings into the protected area
- Allow 3 or more tall buildings into the protected area
- Eliminate the protected view
- Keep the protected view as is



Allowing development to intrude into the view

Public Views Under Review

The photos on the following page show each of the 15 views in the review. Each view has been assigned a unique identifier in the form of a letter or a number and the title of each view describes the view point location and the view subject.



3.1 & 3.2



9.1



12.1.1



12.1.2



12.1.3



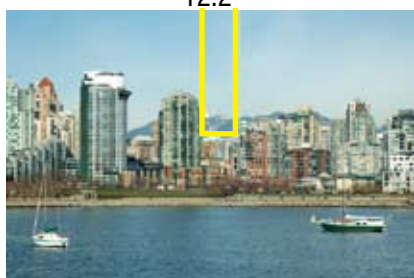
12.2



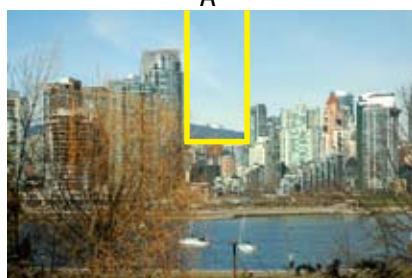
A



B1



B2



C1



C2



D



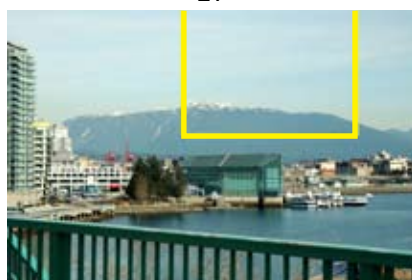
E1



E2.1 (1 of 3)



E2.1 (2 of 3)



E2.1 (3 of 3)



9.2

General Findings Overview

Public feedback affirmed the overall value of maintaining a framework for view preservation. A majority of respondents indicated that, in general, the existing approach to view protection should remain in place while identifying limited opportunities to consider changes to specific views. The following section provides a summary of the overall findings of both the random poll results and the opt-in survey. Detailed poll results are available in Appendix A, and detailed Opt-in Survey results are available in Appendix B.

MOST IMPORTANT FEATURE OF VIEWS

Q: You will notice the view consists of three main features - the mountains and water and the cityscape or buildings. Which of the three components make this overall view of Vancouver attractive?

Results:

- Of three main features comprising the view of downtown Vancouver – the mountains, water, and skyline – the mountains are regarded as most important by about half of residents. About 4-in-10 believes either the water or all three features equally contribute to the view. On its own, the skyline is considered the most important feature by only 5% of residents.

Analysis:

Overwhelmingly the citizen response to this question indicates that the primary consideration in view protection is the view of the mountains. Responses to this question indicate that the value Vancouverites place on the view is relative to the amount of mountain available in a view since views ranked most important were consistently those views with the most visible amount of mountains. Views with the least amount of mountains and the most skyline buildings ranked the lowest.

ATTITUDES TOWARD MANAGING VIEW PROTECTION

Q: This question was asked by the City in a 1989 views survey. To understand how opinions might have changed over time we are asking this question with identical wording. Please tell us whether you agree or disagree with each of the following statements:

1. As the downtown develops we seem to be losing some important views of the mountains and water.
2. The City should take stronger action to protect views, even if it requires significant restrictions on new development.
3. New development is being carefully regulated and important views are generally being protected.
4. There are many interesting views in Vancouver, so we should not be too concerned about restricting development to protect any specific views.

Results:

- Over three-quarters of residents believe that downtown development is contributing to the loss of important views
- Over three-quarters of residents believe that stronger action should be taken to protect remaining views
- On whether new development is being carefully regulated to protect views, 28% agree, 43% disagree and 29% are unsure
- 80% of respondents disagree with the statement “There are many interesting views in Vancouver, so we should not be too concerned about restricting development to protect any specific views.”

Since the question was asked in 1989 we can understand how attitudes towards managing the protection of views have changed over the past 20 years. Interestingly attitudes have not changed over time in two areas:

- Residents are as likely now as they were in 1989 to agree that downtown development is contributing to the loss of important views (78% agree)
- Residents are also equally likely to disagree that there is no need to be concerned about restricting development to protect specific views (80% disagree)

Attitudes have changed slightly over time in the following two, somewhat contradictory, respects:

- Compared to 1989, current residents are less likely to believe that new development is being carefully regulated to protect views
- At the same time, they are somewhat less likely now than 20 years ago to believe the City should take stronger action to protect views

Analysis:

Consistent with the response 20 years ago residents are concerned that important views continue to be lost due to development in the downtown. While respondents are less certain now than 20 years ago that restrictions on development are the best way to resolve any continued loss of views, there still remains a large majority (77%) that support development restrictions to maintain important views. Overall these results point to citizens maintaining the high value of mountain views over time, and a continued willingness for regulations to ensure views are maintained.

IMPORTANCE OF REPLACING LOST VIEWS

Q: If new developments in the downtown resulted in a loss or reduction of some of the views that are currently protected, how important is it to you that new protected views be considered for addition?

Residents were also asked to suggest other views they felt should be protected.

Results:

- Over two-thirds of residents assign a rating of 8, 9, or 10 to the importance of replacing such views, with the average rating being 8.3.
- Suggested views reflected the relative importance of the three main features comprising the view to downtown – namely, the mountains, water, and skyline.
- 50% of the views volunteered by residents feature the mountains as the prominent view “destination”, while about 30% are of views where the water is the dominant feature. About one in ten residents suggested either views of the skyline in general or of specific buildings.
- Residents tended to provide general locations from which views could be enjoyed, generally looking north (e.g. from False Creek; Science World area; Granville Island; Streets above 6th Avenue), rather than specific vantage points from which view cones could be established.

Analysis:

Strong support exists for establishing new protected views. The high levels of support indicate a willingness to consider the addition of new protected views, especially if considering adjustments to existing protected views. In analyzing the specific recommendations for new protected views a wide number of specific suggestions were received, however, no clear consensus emerged about which specific new views should be considered. Suggestions were more general in nature, and featured thematic suggestions such as “more of the North Shore Mountains”, “nature”, “any mountain”, “water views”, and “landmark buildings”.

IMPORTANCE OF SPECIFIC VIEWS

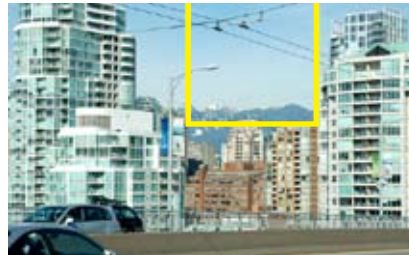
Q: Shown on the next page are 15 photos of the city looking north towards downtown and the North Shore Mountains. Please indicate how important each is to you personally by rating it using the 10 point scale below each photo (1= not at all important, 10= very important).

Results:

- Ratings for the 15 protected view corridors fell into three “tiers” of importance, based on both average importance ratings assigned to each view.
- All 5 panoramic views fell into the top tier or most important category, with average importance ratings of 8.5 or greater.
- The next 5 views, with average importance ratings between 7.5 and 7.9, include:
 - A. Alder Terrace to Mt. Seymour (Mean rating = 7.9)
 - 12.1.2 Granville Bridge to Grouse (7.6)
 - B2 Charleson Seawall to Grouse (7.6)
 - 12.2 Granville Bridge to Mt. Seymour (7.6)
 - 12.1.1 Granville Bridge to Grouse (7.5)



A



12.1.2



B2



12.1.1



12.2

- The bottom 5 views have average ratings of 7.1 or lower and include:
 - C2 Laurel Land bridge to Grouse (7.1)
 - C1 Laurel Land bridge to Lions (6.8)
 - B1 Charleson Seawall to Lions (6.4)
 - D. Heather Bay to Lions (6.0)
 - 12.1.3 Granville Bridge to Grouse (5.2)



C2



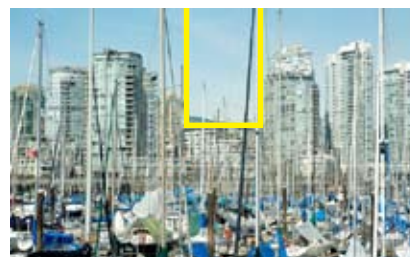
C1



B1



12.1.3



D

Analysis:

Findings indicate that respondents place a fairly high value on all of the views with all but 4 of the views scoring a relative importance rating of 7 or higher on the random poll. The highest relative values were placed on the five panoramic views. Panoramic views scored highest across all the views, making up the top 5 views by importance rating. Amongst frame views, those receiving the highest score were also the views that featured the most visible amounts of mountain in that view category. The lowest ranked views were the narrowest of the public views, or those with very shallow amounts of visible mountains, including views of the Lions, a signature geological formation that Vancouver is well-known for. Overall no view scored lower than 4.6 in either the opt-in survey or the random poll.

VIEWS MODIFICATIONS WILLING TO CONSIDER

Q: For each of these frame views, the City would like to know whether there is a willingness to modify the size of the protected area. Please indicate which option(s) you would be willing to consider for each view:

- Narrow the protected view by allowing taller buildings on each side of it
- Raise the height of the protected view
- Eliminate the protected view
- Keep the protected view as is

For the five panorama views there were two additional modification choices available:

- Allow 1 to 2 tall buildings into the protected area
- Allow 3 or more tall buildings into the protected area

Results:

Results:

Although panorama views were rated highest in overall importance, respondents are also significantly more tolerant for contemplating modifications to the panorama views than to framed views. Framed views rated lower in overall level of importance relative to panorama views; however, respondents were much less likely to be willing to consider modifications to most of the frame views. For 7 of the 10 framed views, depending on the view in question, 66% to 80% of residents are not willing to consider any modifications to the framed view.

There were 3 frame views where a majority of respondents indicated a willingness to consider modifications to the views. These views were:

- B1 – Charleson Seawall to the Lions (52% willing to modify)
- D – Heather Bay to the Lions (54%)
- 12.1.3 – Granville Bridge to Grouse (64%)



B1



D



12.1.3

There is only one panorama view where almost half of respondents indicated a willingness to consider modifications to the view. This view is:

- E2.1 Cambie Bridge to Mount Seymour (48%)



E2.1

Analysis:

An overwhelming number of respondents indicated strong support for maintaining most view corridors as they are. Of 15 views evaluated, only 4 views featured significant levels of support for considering modifications. Frame views identified as appropriate for exploring potential modifications were those views that the public felt were least important relative to other frame views. The views for which there is the greatest tolerance for modification were generally the same views that were rated lowest in importance. The lowest ranked panoramic view is also the view that received the highest levels of support for considering modifications, although all panorama views exhibited a higher tolerance for modification options than most frame views. The higher level of support for modification of panorama views is likely explained as a result of respondents sensing that the wide view field presents a larger range of possible modification options to consider.

IMPORTANT VIEW ATTRIBUTES AND MODE OF ENJOYING VIEWS

Q: Please tell us why the above view is important to you personally, is it because...

- Mountains are a key part of the view
- I enjoy the view year round
- It's a big/wide view
- The skyline is a key part of the view
- The water is a key part of the view
- I enjoy this view quite often (from home, work or on walks or runs)

Results:

Residents are most likely to consider “the mountains are a key part of the view” as a contributing factor to the importance of specific views. The five panoramic views are also considered important because they provide a “big/wide view”. This is especially true for Queen Elizabeth Park, where 80% of residents who consider this view important do so because it is expansive.

Analysis:

Panoramic views are the most valuable to respondents, and this is reflected in their placement of importance on these views. The presence of mountains in a view makes them important; the more visible mountains are in a view, the greater likelihood that citizens ranked the view as an important one. Amongst frame views, the ability to enjoy a view year round was a secondary consideration followed by the presence of water in the view; this is consistent with the election of “water views” as second in importance after mountain views.

Q: Please tell us how you experience this view most often. Is it while you are ...walking, driving, riding transit, cycling, jogging or other?

Results:

- 8 of the 15 views are most frequently experienced while walking
- 7 of the 15 views are most frequently experienced while driving

- For 4 of the views public transit was the second most frequent way of experiencing the view
- For 3 views cycling was the second most frequent way of experiencing the view

Analysis:

Vancouver's citizens have a wide array of options for getting around their city. The elevated SkyTrain mass transit and major bus routes over bridges means many riders experience the views, in some cases between 20 and 40% of respondents enjoyed certain views while riding transit. The predominant form of view enjoyment however was while walking, this is likely due to the location of many of the public view points along major walking routes such as the seawall and bridge crossings. The second most frequently cited way of enjoying the views is while driving, reflecting the availability of many of the views from roadway locations such as Cambie and Granville Streets and their bridges.

DIFFERENCES BETWEEN RANDOM AND OPT-IN SURVEY RESULTS

Two survey methods were used to capture public priorities and preferences for the views in review. A random public opinion poll was used to ensure a representative view of citizens from across the city was available to complement the feedback gathered at public open houses and via the opt-in survey on-line. Results of the opt-in survey closely parallel the results from the random poll, with small variations outlined below:

- The demographic profile of opt-in survey participants differs significantly from that of residents in general in four important respects. Opt-in participants are more likely to be male (62% vs. 45%), younger (46% vs. 13% are 18-34 year old), Canadian-born (76% vs. 66%), and to live downtown (44% vs. 15%).
- While protection of views is important to opt-In participants, they tend to be somewhat more accepting of downtown development and less concerned about development threats to views. They are also more likely to believe that views are being protected through careful regulation of downtown development.
- Opt-in participants rank all 15 views in a similar pattern of three "tiers", with the same views falling into each tier, albeit in a slightly different order. However, they assign somewhat lower importance ratings to all views.
- Opt-in participants are also somewhat more willing to accept view modifications and have a much greater tolerance for allowing 3 or more tall buildings into the protected view areas of panoramic views.

The similarity of results between the poll and the opt-in survey provide a solid basis for understanding where the public stands on the issue of views and view preservation in Vancouver. In general the public provides strong support for maintaining the current approach to public view preservation while identifying areas where development can be considered.

How Public Feedback Will Be Used?

Results of the survey will provide the City with direction on how to optimize opportunities to support growth in the Downtown while respecting the goals of the original view protection guidelines. Specifically, the public feedback received will provide a foundation to enhance the existing view protection guidelines while identifying specific areas for future growth.

Principles and directions for the future of the view protection guidelines will be presented for consideration and discussion in a second round of public consultation in October, 2009. The second round of consultation will include a range of activities including public open houses, opinion polling and opt-in surveys, presentations and advice from advisory bodies and City Council.

To be notified about upcoming consultation opportunities please sign up for e-newsletters on the project web site at vancouver.ca/capacitystudy

Detailed Poll Results

This section provides a detailed breakdown of findings from the random poll conducted by Synovate Ltd.

Research Overview:

Interviewed 529 residents of the City of Vancouver, chosen randomly from a sample that was regionally stratified to achieve roughly equal representation in each of five areas of the city:

Regions	Sample Size	
	Target	Actual*
Northeast	100	77
Northwest	100	98
Southeast	100	101
Southwest	100	134
Downtown/West End	100	110
Total	500	520

*Nine surveys returned by mail could not be identified by region.

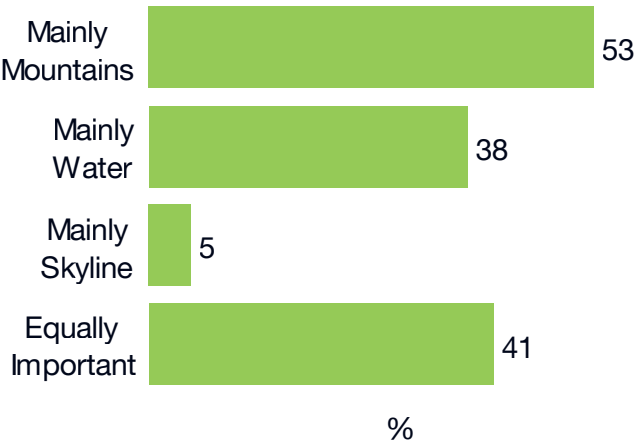
- Mathematical weights were applied at the data analysis stage to reflect the actual distribution of the population by region, according to the 2006 Census.
- The maximum margin of error for a sample size of 500 is $\pm 4.4\%$ points at the 95% level of confidence.

Interview Method

- An initial telephone recruit was conducted with a random sample of residents within each of the five City regions. A total of 1,500 residents were first recruited for the survey by telephone and given a choice of completing the survey online or by mail.
- Of the 529 interviews that were completed within the timeline for the survey:
- 436 were completed online
- 93 returned a survey by mail
- Interviewing occurred between June 11th to July 5th, 2009.

MOST IMPORTANT FEATURE OF VIEWS

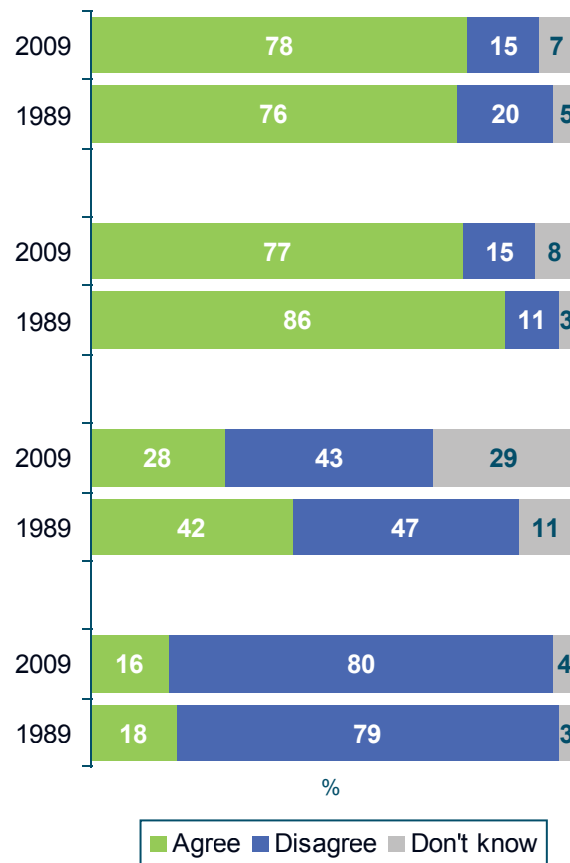
Q1: You will notice the view consists of three main features - the mountains and water and the cityscape or buildings. Which of the three components make this overall view of Vancouver attractive?



- City residents were asked to choose which of three main features comprising the view looking northward towards downtown – the mountains, water, and skyline – contributes most to making the overall view attractive.
- Just over half (53%) of residents regard the mountains as the most important component of the view. About 4-in-10 believe either the water or all three features equally contribute most to the view. Only 5% of residents consider the skyline to be the most important feature.
- Residents with views of the mountains from both their home and place of work are more likely than others to consider the mountains the primary feature of the view.
- While a majority of younger residents (18-34) believe the mountains are the most important feature of the view, they are much more likely than older residents to also consider the skyline a valuable part of the view.

CHANGES IN ATTITUDES TOWARD MANAGING VIEW PROTECTION

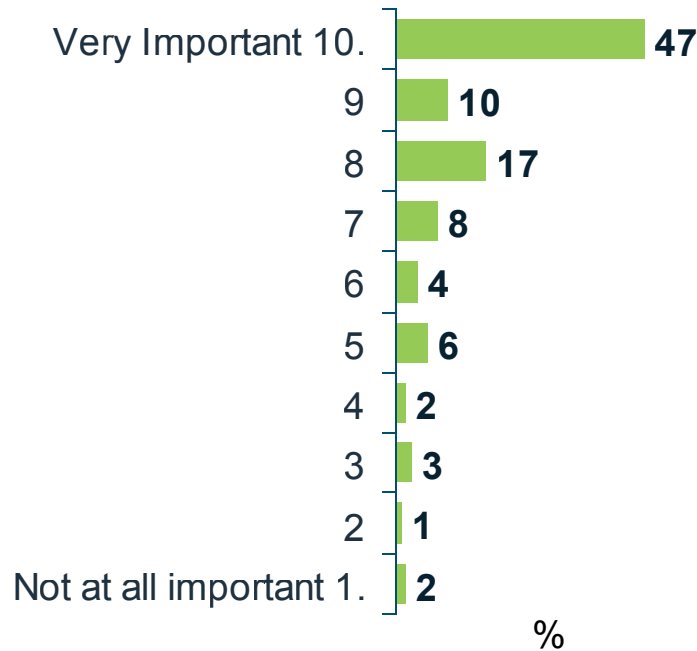
Q2. This question was asked by the City in a 1989 views survey. To understand how opinions might have changed over time we are asking this question with identical wording. Please tell us whether you agree or disagree with each of the following statements.



- Attitudes towards managing the protection of views have not changed over the past 20 years in two respects. Residents are as likely now as they were in 1989 to agree that downtown development is contributing to the loss of important views. They are also equally likely to disagree that there is no need to be concerned about restricting development to protect specific views.
- Compared to 1989, however, current residents are less likely to believe that new development is being carefully regulated to protect views. At the same time, they are somewhat less likely now than 20 years ago to believe the City should take stronger action to protect views.

IMPORTANCE OF REPLACING MODIFIED VIEWS WITH NEW VIEWS

Q3: If new developments in the downtown resulted in a loss or reduction of some of the views that are currently protected, how important is it to you that new protected views be considered for addition?



- Residents were asked to rate the importance of replacing existing views lost or reduced due to development downtown with new protected views, using a 10-point scale where 1 equals “not at all important” and 10 equals “very important”.
- Three-quarters (74%) of residents assign a rating of 8, 9, or 10 to the importance of replacing such views, with the average rating being 8.3.

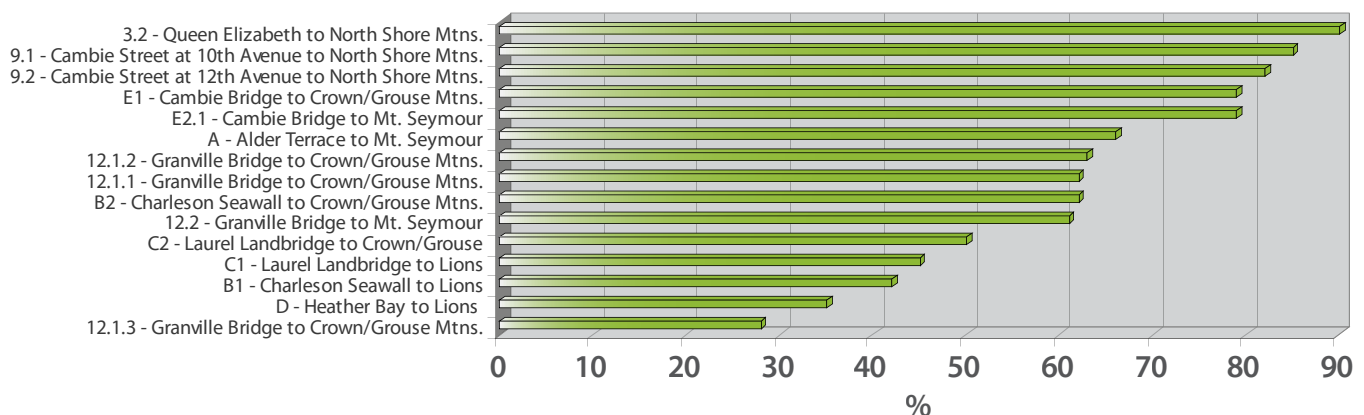
IMPORTANCE OF SPECIFIC VIEWS

Q4: Shown on the next page are 15 photos of the city looking north towards downtown and the North Shore Mountains. Please indicate how important each is to you personally by rating it using the scale below.

- Results show that panorama views rated the highest level of importance, making up the top 5 most important views. Frame views, which are narrower in width, were rated less important. The least important views tended to be the narrowest views or those views with the least amount of mountain visible.
- The 15 protected view corridors tend to fall into three “tiers” of importance, based on average importance ratings assigned to each view on a 10-point scale.
- All 5 panoramic views fall into the top tier or most important category, with average importance ratings of 8.5 or greater based on a 10-point scale.
 - 3.2 Queen Elizabeth Park to Downtown (9.2)
 - 9.1 Cambie Street at 10th Avenue (8.9)
 - 9.2 Cambie Street at 12th Avenue (8.6)
 - E2.1 Cambie Bridge to Mount Seymour (8.6)
 - E1. Cambie Bridge to Grouse (8.5)
- The next 5 views, with average importance ratings between 7.5 and 7.9, include:
 - A. Alder Terrace to Mt. Seymour (Mean rating = 7.9)
 - 12.1.2 Granville Bridge to Grouse (7.6)
 - B2 Charleson Seawall to Grouse (7.6)
 - 12.2 Granville Bridge to Mt. Seymour (7.6)
 - 12.1.1 Granville Bridge to Grouse (7.5)
- The bottom 5 views have average ratings of 7.1 or lower and include:
 - C2 Laurel Landbridge to Grouse (7.1)
 - C1 Laurel Landbridge to Lions (6.8)
 - B1 Charleson Seawall to Lions (6.4)
 - D Heather Bay to Lions (6.0)
 - 12.1.3 Granville Bridge to Grouse (5.2)

Percent of Respondents Rating Views 8 - 10

i.e. 35% of respondents scored view 'D' 8 or better

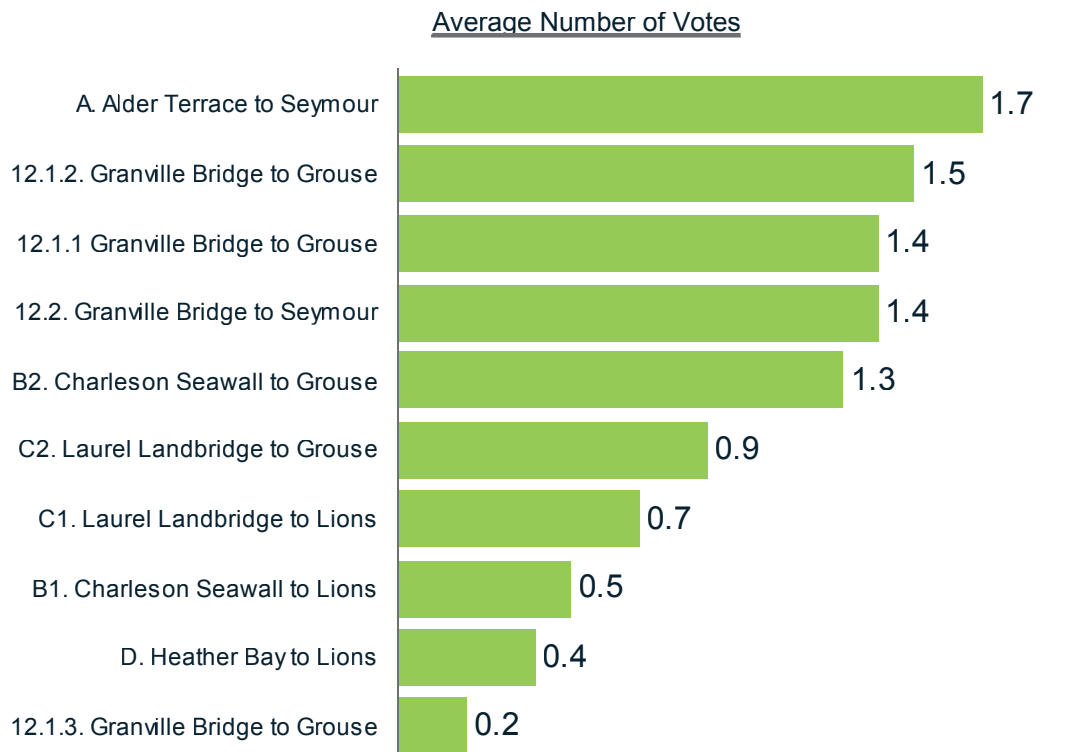


Relative Importance of Existing Views - Frame Views

Q5: For each of the 10 views shown below, please indicate which of them matter to you the most by casting votes for your favourite, up to a TOTAL of 10 “votes”.

This round of questioning about was designed to establish a clear understanding of preferences amongst frame views.

- Residents were asked to assign up to 10 “votes” across all 10 frame view corridors to determine the relative importance of specific views. The greater the number of votes assigned to a view, the more important that view is considered to be.
- The relative ranking of frame views based on votes assigned is consistent with average importance ratings of each view. In other words, the more important a view is rated, the higher the average number of votes assigned to it.
- As such, each of the five frame views rated highest in importance earlier in the survey was assigned an average of greater than 1 vote out of 10, while each of the five views rated lowest in importance received an average of less than 1 vote apiece.

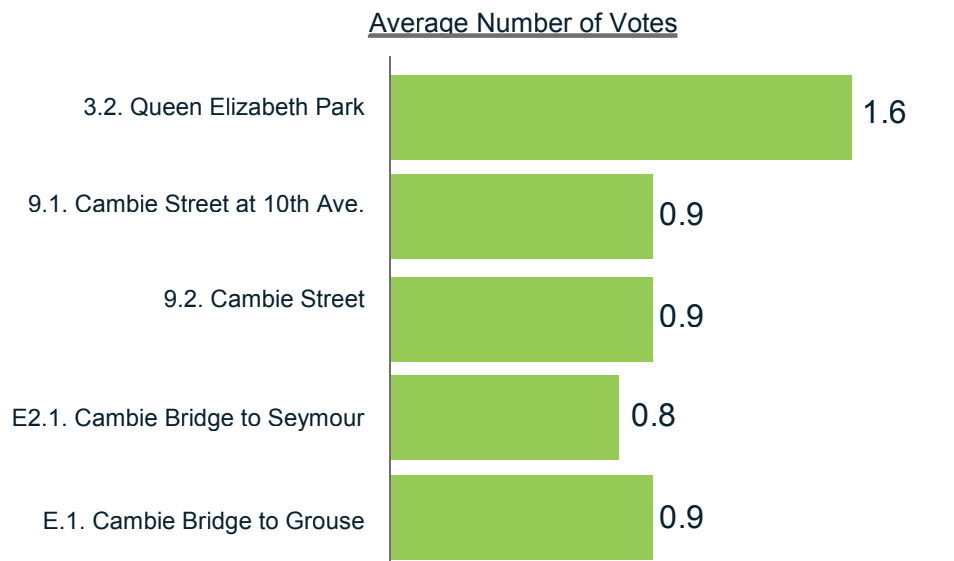


Relative Importance of Existing Views – Panorama Views

Q6: . For each of the 5 views shown below, please indicate which of them matter to you the most by casting votes for you favourite, up to a TOTAL of 5 “votes”.

This round of questioning about was designed to establish a clear understanding of preferences amongst panorama views.

- Residents were asked to complete a similar exercise with the five panoramic view corridors by assigning up to 5 “votes” across all five views.
- As with the frame views, the relative ranking of panoramic views conforms to average importance ratings for each view.
- For example, Queen Elizabeth Park to Downtown is not only rated highest in terms of average importance, it receives about twice as many votes on average (1.6) as any other panoramic view. Each of the four lower ranked views receives about 1 vote on average, suggesting they are equally important.



VIEWS SELECTED FOR CONSIDERING CHANGES:

Citizens were asked to indicate their levels of support for considering different types of modifications to individual views. Framed views and Panorama views were dealt with separately.

Framed View Modification Options

Q6. For each of these 10 frame views, the City would like to know whether there is a willingness to modify the size of the protected area. Please indicate which option(s) you would be willing to consider for that view:

For each frame view residents were asked which of the following four options they were willing to consider:

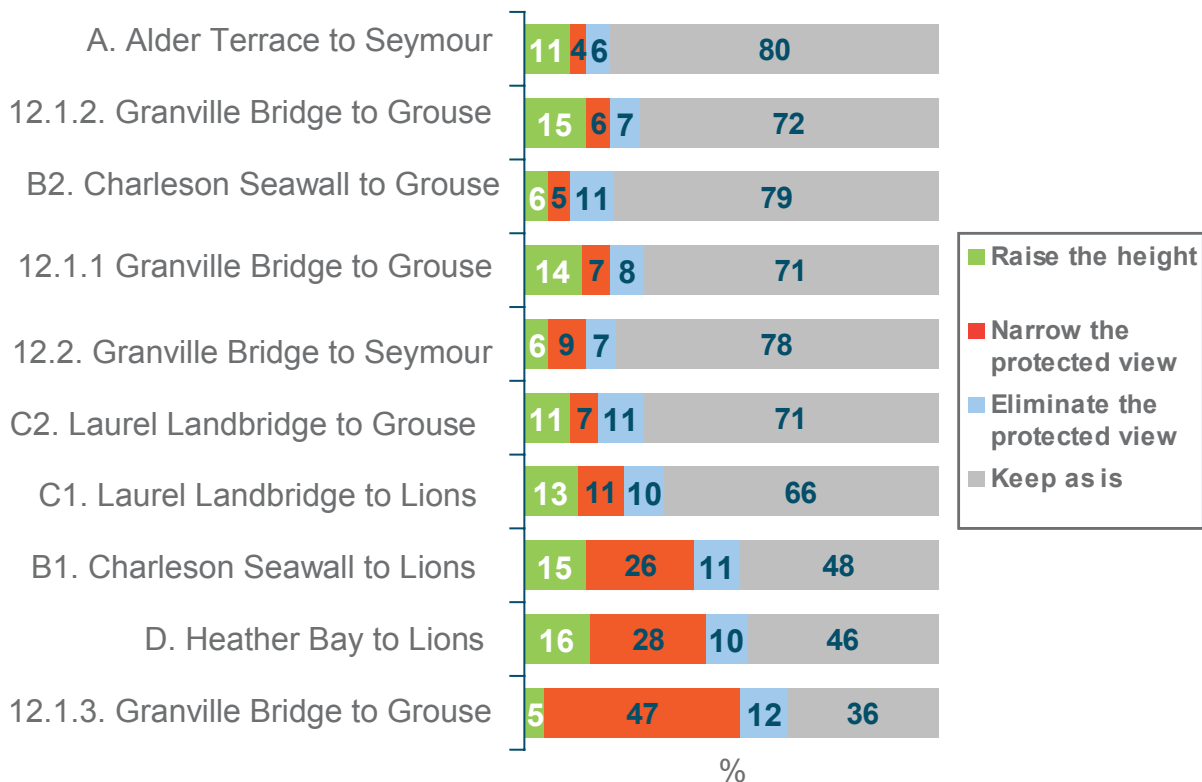
- Narrow the protected view by allowing taller buildings on each side of it
- Raise the height of the protected view
- Eliminate the protected view
- Keep the protected view as is

For seven of the ten frame views, between two-thirds and 80% of residents are not willing to consider any modification to the existing protected areas.

However, there were 3 frame views where a majority of respondents indicated a willingness to consider modifications to views. These views were:

B1 – Charleson Seawall to the Lions

- D – Heather Bay to the Lions
- 12.1.3 – Granville Bridge to Grouse.



Frame View Modification Options

The frame views most frequently identified for the consideration of changes were:

B1 - Charleson Seawall to the Lions

- random poll: 52% of respondents selected this view for some form of modification
 - most popular option selected was “narrow the protected view” (26%) followed by “raise the height of the protected area” (15%)

D - Heather Bay to the Lions

- random poll: 54% of respondents selected this view for some form of modification
 - most popular option selected was “narrow the protected view” (28%) followed by “raise the height of the protected area” (16%)

12.1.3 – Granville Bridge to Grouse Mountain

- random poll: 64% of respondents selected this view for some form of modification
 - most popular option selected was “narrow the protected view” (47%) followed by “eliminate the protected view” (12%)

Panorama View Modification Options

For each panoramic view residents were asked which of the following six options they were willing to consider:

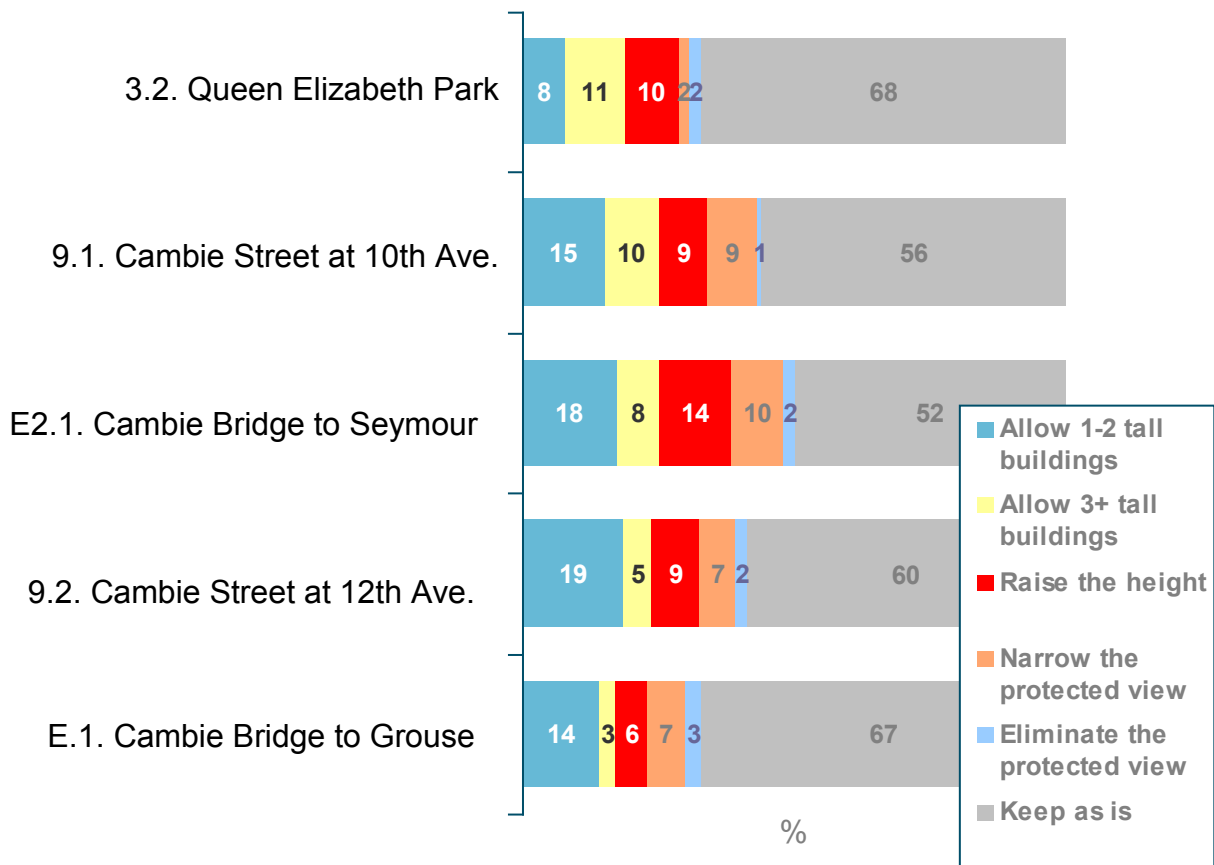
- Narrow the protected view by allowing tall buildings on each side of it
- Raise the height of the protected area
- Allow 1 to 2 tall buildings into the protected area
- Allow 3 or more tall buildings into the protected area
- Eliminate the protected view
- Keep the protected view as is

While a majority of residents are unwilling to consider modifying any of the panoramic views, there is somewhat greater tolerance for doing so than there is for most frame views.

Amongst the panoramic views nearly half (48%) of respondents indicated a willingness to consider modifications to one view. That view is:

- E2.1 – Cambie Bridge to Mount Seymour

Among residents who are amenable to modifying protected view areas, allowing 1 to 2 tall buildings into the protected views tends to be favoured over the remaining options.



Panoramic View Modification Options

The panoramic view most frequently identified for the consideration of changes was:

E2.1 – Cambie Bridge to Seymour

- random poll: 48% of respondents selected this view for some form of modification
 - most popular form of modification option selected was “allow 1 to 2 buildings into the protected area” (18%) followed by “raise the height of the protected area” (14%)
- opt-in survey: 55% of respondents selected this view for some form of modification
 - most popular form of modification option selected was “allow 3 or more buildings into the protected area” (20%) followed by “allow 1 to 2 buildings into the protected area” (17%).

REASONS VIEWS ARE IMPORTANT

Q9a: Please tell us why the above view is important to you personally.

- Of six suggested reasons why specific views might be important, residents are most likely to choose “the mountains are a key part of the view” as a contributing factor. As such, the three views rated least important by residents are also those for which “the mountains” contribute least to the importance of the view.
- Understandably, the five panoramic views are most likely to be considered important because they provide a “big/wide view”. This is especially true for Queen Elizabeth Park, where 80% of residents who consider this view important do so because it is expansive.
- The prominence of “the water” contributes strongly to the importance of the two views from Charleson Seawall, one to Grouse and other to the Lions.
- 12.1.3 Granville Bridge to Grouse is especially important to residents who appreciate the skyline as a key part of the view.

View	<u>Mountains</u> %	<u>Year Round</u> %	<u>Big/ Wide</u> %	<u>Skyline</u> %	<u>Water</u> %	<u>Enjoy Often</u> %	<u>Other</u> %
Queen Elizabeth Park	83	39	80	23	7	32	10
Cambie Street at 10th	93	47	65	20	2	27	7
Cambie Street at 12th	89	49	48	25	5	38	-
Cambie Bridge to Seymour	74	45	56	37	27	24	8
Cambie Bridge to Grouse	80	49	55	31	27	29	-
Alder Terrace to Mt. Seymour	82	39	34	16	37	15	8
12.1.2 Granville Bridge to Grouse	88	42	26	22	2	23	4
Charleson Seawall to Grouse	80	29	20	29	53	15	3
12.1.1 Granville Bridge to Grouse	82	45	21	19	4	26	10
Granville Bridge to Seymour	87	43	20	24	3	26	11
Laurel Landbridge to Grouse	85	22	23	29	37	17	6
Laurel Landbridge to Lions	75	30	11	29	38	21	
Charleson Seawall to Lions	59	34	27	26	46	19	
	59	34	18	27	33	30	
	62	29	17	40	4	16	

TRANSPORTATION MODE USED TO ENJOY VIEWS

Q9b: Please tell us how you experience this view most often. Is it while you are....

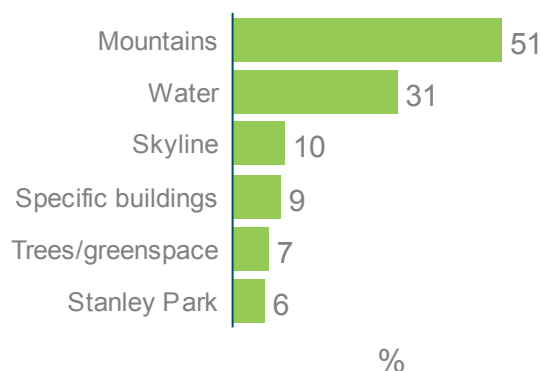
- All 15 views are experienced most often by either walking or driving. Public transit and cycling are also used by a significant minority of residents to enjoy views

View:	<u>Walking</u> % %	<u>Driving</u> % %	<u>Public Transit</u> % %	<u>Cycling</u> % %	<u>Jogging</u> % %	<u>Other</u> % %
Queen Elizabeth Park	73	39	15	6	5	13
Cambie Street at 10th	44 8	4	25 7	5	2	
Cambie Street at 12th	41	84	25	3	-	-
Cambie Bridge to Seymour 4	6	70 4	1	5	4	-
Cambie Bridge to Grouse	40	97	41	12	-	5
Alder Terrace to Mt. Seymour 5	4	21 5	1	4	5	4
12.2 Granville Bridge to Grouse	16	55	23	6	1	2
Charleson Seawall to Grouse	60 1	3	4	17 4	2	
12.1 Granville Bridge to Grouse	17	58	25	6	-	1
Granville Bridge to Seymour	12 6	2	20 9	2	2	
Laurel Landbridge to Grouse	60	17	2	14	4	3
Laurel Landbridge to Lions 5	7	11 2	2	0	8 2	
Charleson Seawall to Lions	63	15	2	16	1	7
Heather Bay to Lions 6	0	17 7	1	2	7	4
12.3 Granville Bridge to Grouse	29	47	26	6	-	5
Protected public views in general*	46	40 2	5	25 9	2	

NEW VIEWS FOR PROTECTION

Q10: Are there any specific views that you think should be protected in the future.

- Residents were asked to suggest other views they felt should be protected. Suggested views tend to reflect the relative importance of the three main features comprising the view to downtown – namely, the mountains, water, and skyline.
- Half the views volunteered by residents feature the mountains as the prominent view “destination”, while about 30% are of views where the water is the dominant feature. About one in ten residents suggested either views of the skyline in general or of specific buildings.
- Residents tended to provide general locations from which views could be enjoyed, generally looking north (e.g. from False Creek; Science World area; Granville Island; Streets above 6th Avenue), rather than specific vantage points from which view cones could be established.



Additional Comments

Q11: Are there any additional comments you would like to make?

(Major mentions only)	Times mentioned (270) %
It is important to see the mountains/retain mountain views	32
Vancouver's natural setting is most important/makes Vancouver unique	19
It is important to see/retain water views	17
Stop/slow development/keep Vancouver as it is	4
It is important to protect views/retain view corridors	12
Architecture is important/create more exciting buildings/signature towers	7
Thank you for doing this survey/this is an important topic	7
Other areas of the city should be developed/less development downtown	6
Changes should benefit all citizens/not just developers/developers have not kept their promises	5
The survey is biased/the city is not interested in protecting views	5
Lower height buildings should be constructed	5

Demographics

	%
Household Tenure (524)	
Own 6	6
Rent	29
Other 5	
View of Mountains (526)	
From work	13
From home	36
Both home & work 2	1
None/neither	29
Gender	
Male	45
Female 5	5
Age (525)	
18 - 34	13
35 - 44	20
45 - 54	23
55 - 64	27
65+	18

	%
Region (529)	
North East	17
North West	14
South East	36
South West	18
Downtown	15
Country/Region of Birth (525)	
Canada	66
Western Europe	11
USA	4
Hong Kong	3
Eastern Europe	2
Indian continent	2
Other	12

Detailed Opt-in Survey Results

An “opt-in” survey was offered at City-sponsored public open houses held on June 2, 3, 7 and 9. In addition to providing hard copy versions of the survey at the open houses, an online version was also linked to the front page of the City’s website and to the front page of the study website. This survey closely paralleled the random poll prepared by Synovate Ltd. but was not identical due to limitations imposed by using a paper survey at open houses versus the flexibility of interactive online technology used for the random polling.

A total of 318 residents completed the opt-in survey, 85 in hard copy and 233 online. As the opt-in survey is not based on a random probability sample, sampling error cannot be measured.

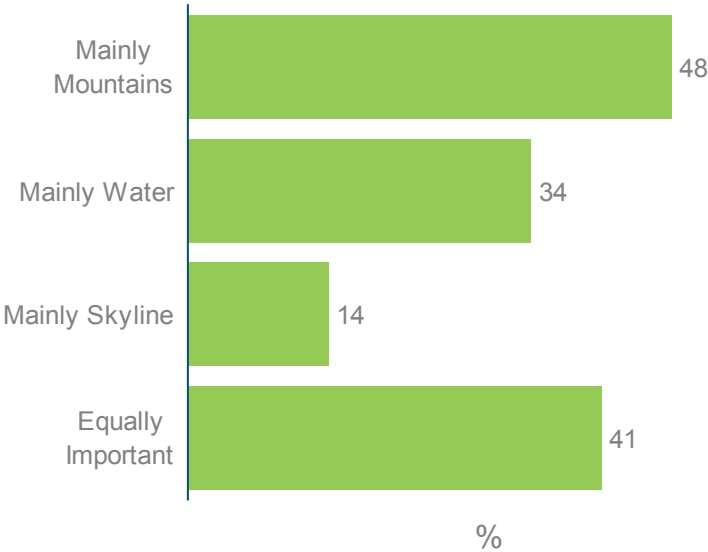
NOTE:

Discussion points provided in this section explain only how results differ from those contained in the random poll.

MOST IMPORTANT FEATURE OF VIEWS

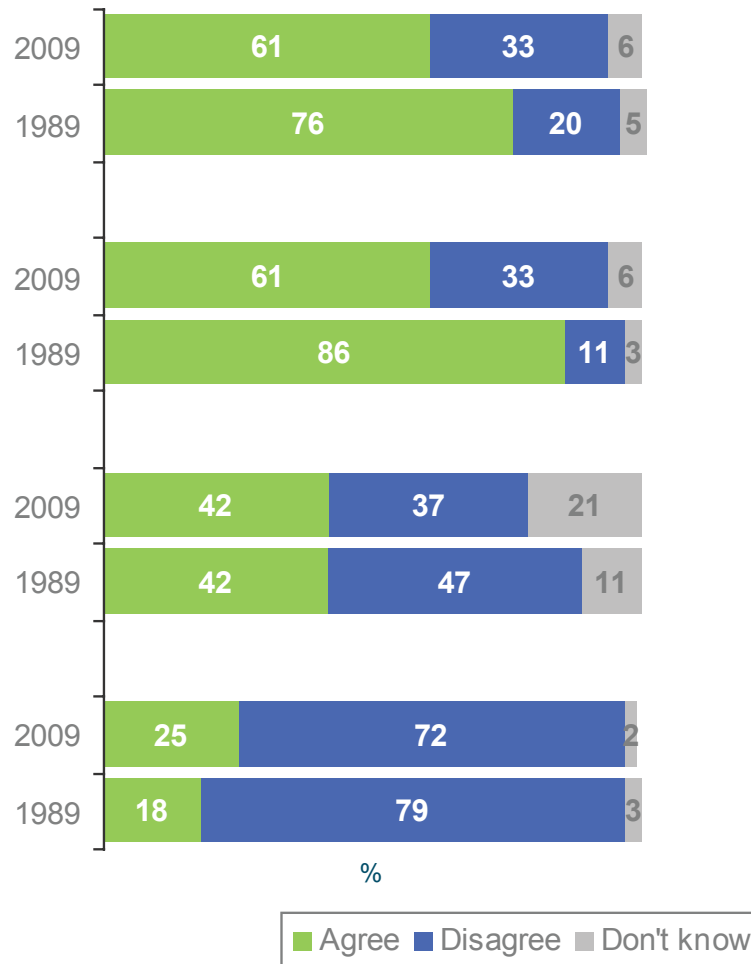
Q1: You will notice the view consists of three main features - the mountains and water and the cityscape or buildings. Which of the three components make this overall view of Vancouver attractive?

- Opt-In survey participants were more likely to cite the skyline as contributing to the attractiveness of the view, with 14% doing so.



CHANGES IN ATTITUDES TOWARD MANAGING VIEW PROTECTION

Q2: This question was asked by the City in a 1989 views survey. To understand how opinions might have changed over time we are asking this question with identical wording. Please tell us whether you agree or disagree with each of the following statements.

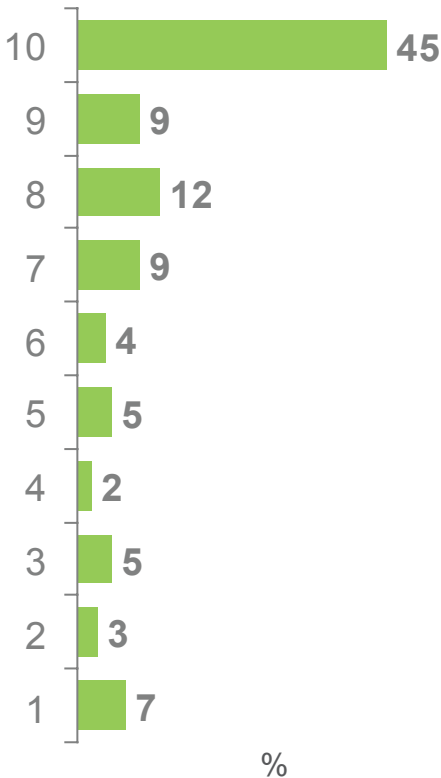


Opt-In survey participants are somewhat less likely to agree that views are threatened by downtown development or that the city needs to take stronger action to protect them. They are also more likely to believe that views are being protected through careful regulation of downtown development.

IMPORTANCE OF REPLACING MODIFIED VIEWS WITH NEW VIEWS

Q3. If new developments in the downtown resulted in a loss or reduction of some of the views that are currently protected, how important is it to you that new protected views be considered for addition?

- Opt-In participants are somewhat less likely to believe replacing views is important, the average rating being only 7.7 among this group.



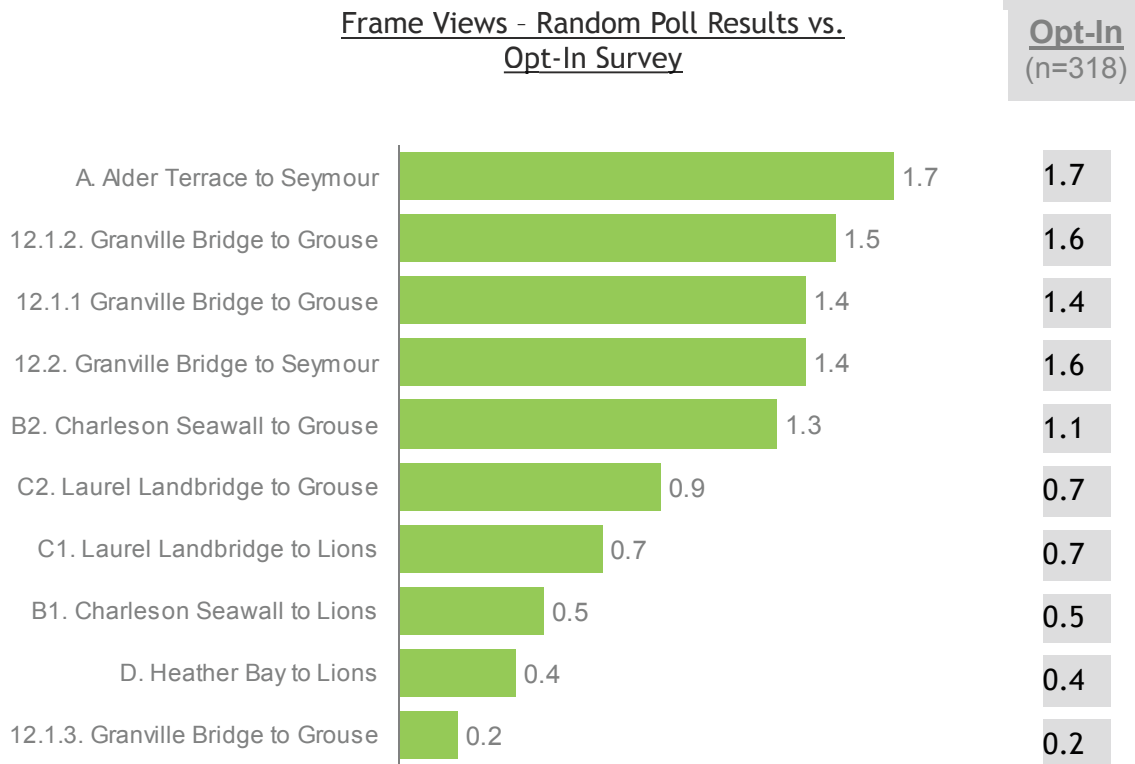
IMPORTANCE OF SPECIFIC VIEWS

Relative Importance of Existing Views - Frame Views

Q5: For each of the 10 views shown below, please indicate which of them matter to you the most by casting votes for your favourite, up to a TOTAL of 10 “votes”.

This round of questioning about was designed to establish a clear understanding of preferences amongst frame views.

- Opt-in survey results were nearly identical to the random poll results for this question. Opt-in results are shown in the column at right of the bar chart which shows random poll results.



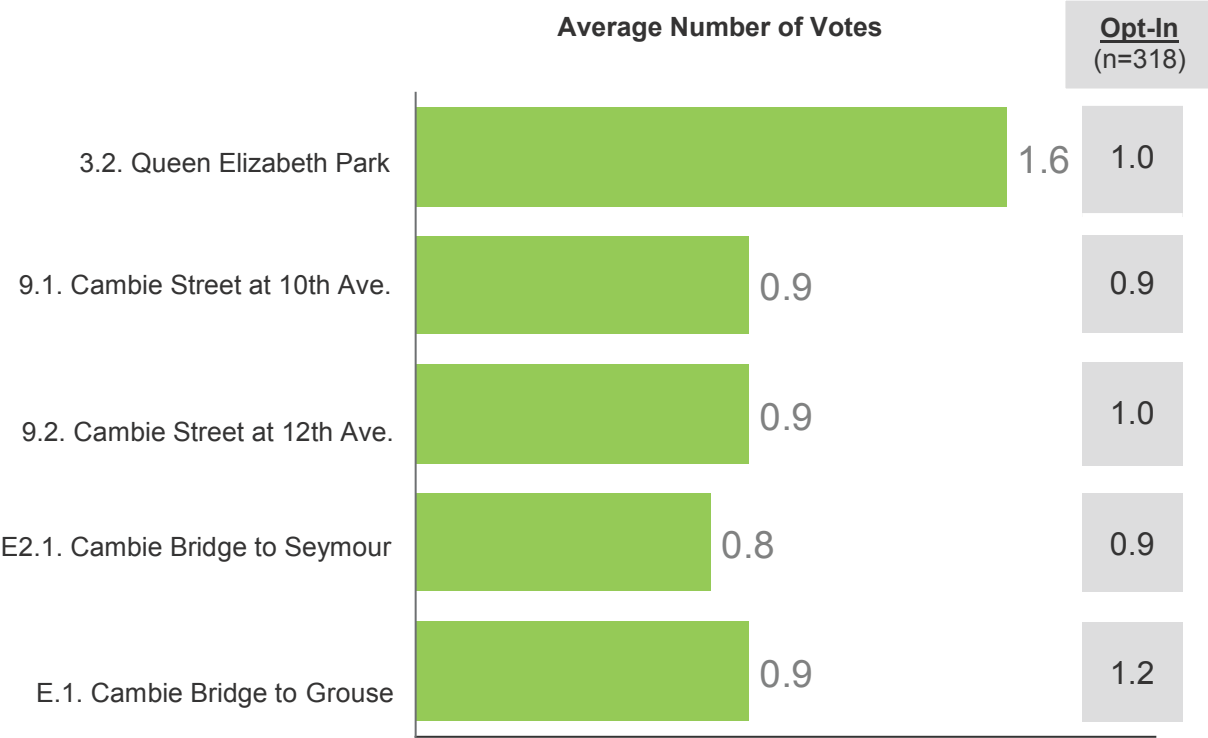
Relative Importance of Existing Views – Panorama Views

Q7: For each of the 5 views shown below, please indicate which of them matter to you the most by casting votes for you favourite, up to a TOTAL of 5 “votes”.

This round of questioning about was designed to establish a clear understanding of preferences amongst panorama views.

- In contrast to residents in general, opt-in participants assigned an average of about 1 vote to each panoramic view, indicating that all five are equal in importance.

Opt-in results are shown in the column at right of the bar chart which shows random poll results.



VIEWS SELECTED FOR CONSIDERING CHANGES

Citizens were asked to indicate their levels of support for considering different types of modifications to individual views. Framed views and Panorama views were dealt with separately.

Framed View Modification Options

Q6: For each of these 10 frame views, the City would like to know whether there is a willingness to modify the size of the protected area. Please indicate which option(s) you would be willing to consider for that view:

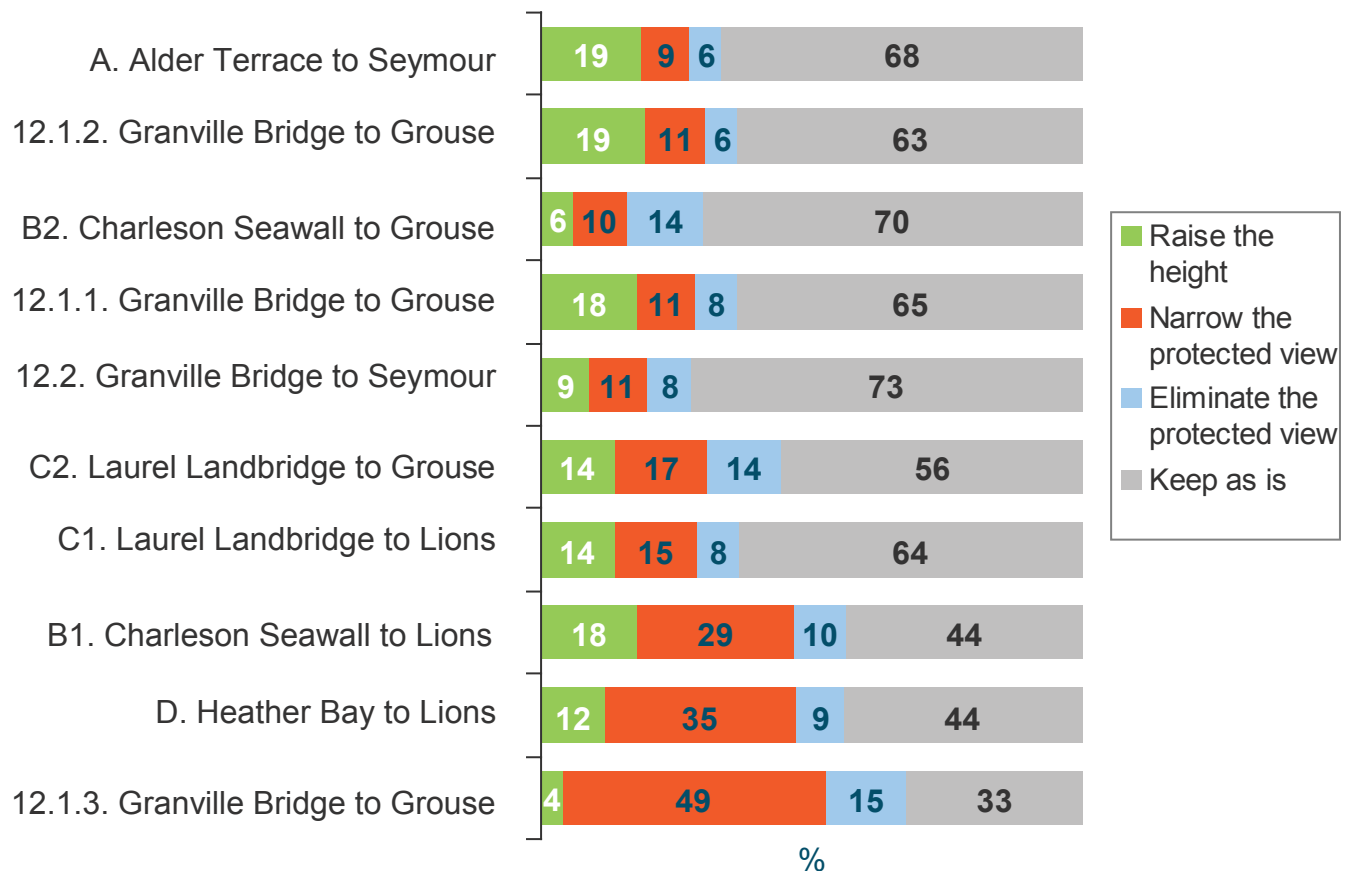
For each frame view residents were asked which of the following four options they were willing to consider:

- Narrow the protected view by allowing taller buildings on each side of it
- Raise the height of the protected view
- Eliminate the protected view
- Keep the protected view as is

Opt-in participants selected the same 3 views for modification as those selected in the random poll:

- B1 – Charleson Seawall to the Lions
- D – Heather Bay to the Lions
- 12.1.3 – Granville Bridge to Grouse.

However opt-in participants were generally more willing to accept view modifications.



Frame View Modification Options

The frame views most frequently identified for the consideration of changes were:

B1 - Charleson Seawall to the Lions

- opt-in survey: 56% of respondents selected this view for some form of modification
- most popular option selected was “narrow the protected view” (29%) followed by “raise the height of the protected area” (18%).

D - Heather Bay to the Lions

- opt-in survey: 56% of respondents selected this view for some form of modification
- most popular option selected was “narrow the protected view” (35%) followed by “raise the height of the protected area” (12%).

12.1.3 – Granville Bridge to Grouse Mountain

- opt-in survey: 67% of respondents selected this view for some form of modification
- most popular option selected was “narrow the protected view” (49%) followed by “eliminate the protected view” (15%).

Panorama View Modification Options

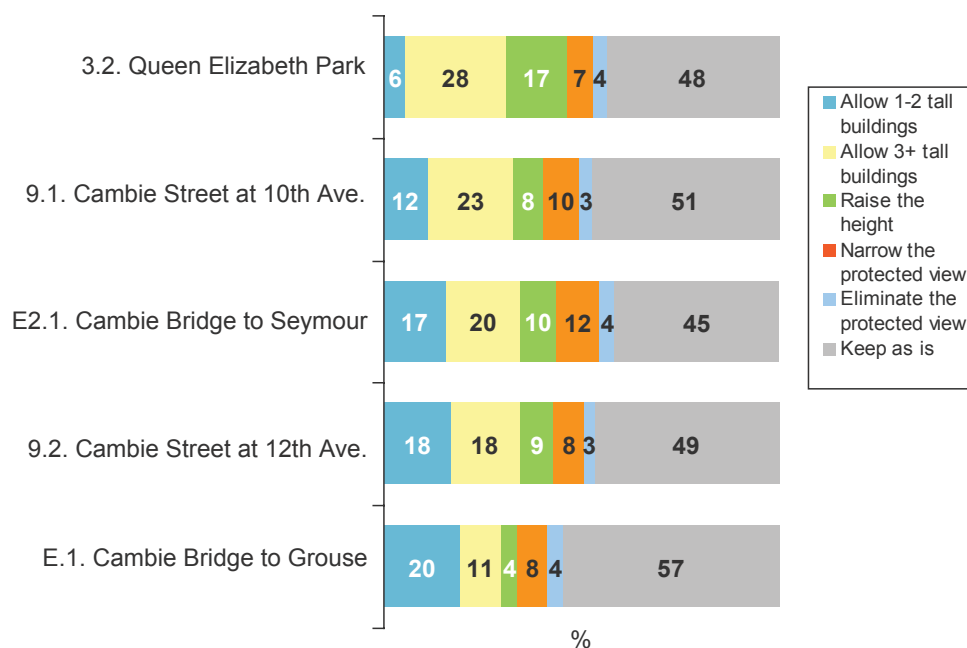
For each panoramic view residents were asked which of the following six options they were willing to consider:

- Narrow the protected view by allowing tall buildings on each side of it
- Raise the height of the protected area
- Allow 1 to 2 tall buildings into the protected area
- Allow 3 or more tall buildings into the protected area
- Eliminate the protected view
- Keep the protected view as is

Opt-in participants are generally more willing to accept view modifications than random poll respondents. In 4 out of 5 panorama views over half of respondents are willing to consider modifications to the existing protected views. These views were:

- E2.1 Cambie Bridge to Mount Seymour (55%)
- 3.2 Queen Elizabeth Park to the North Shore (52%)
- 9.2 Cambie Street at 12th Avenue to North Shore (51%)

Opt-in responses differ markedly from random poll respondents in having a much greater tolerance for allowing 3 or more tall buildings into the protected view areas of panoramic views.



Panoramic View Modification Options

The panoramic views most frequently identified for the consideration of changes were:

E2.1 – Cambie Bridge to Seymour

- opt-in survey: 55% of respondents selected this view for some form of modification
- most popular form of modification option selected was “allow 3 or more buildings into the protected area” (20%) followed by “allow 1 to 2 buildings into the protected area” (17%).

3.2 Queen Elizabeth Park to the North Shore

- opt-in survey: 52% of respondents selected this view for some form of modification
- most popular form of modification option selected was “allow 3 or more buildings into the protected area” (28%) followed by “raise the height of the protected area” (17%).

9.2 Cambie Street at 12th Avenue to North Shore

- opt-in survey: 51% of respondents selected this view for some form of modification
- most popular form of modification option selected was a tie between “allow 3 or more buildings into the protected area” (18%) followed by “raise the height of the protected area” (18%).

A majority of random poll respondents did not support the consideration of changes to the last two above noted views.

REASONS VIEWS ARE IMPORTANT

Q9a: Please tell us why the following views are important to you personally.

View	<u>Mountains</u>	<u>Year Round</u>	<u>Big/ WideSkyline</u>		<u>Water</u>	<u>Enjoy Often</u>	<u>Other</u>
	%	%	%	%	%	%	%
Alder Terrace to Mt. Seymour	84	33	36	25	36	26	9
12.1.2 Granville Bridge to Grouse	94	40	31	20	2	26	8
Charleson Seawall to Grouse	88	27	13	32	51	25	4
12.1.1 Granville Bridge to Grouse	87	41	24	17	1	33	8
Granville Bridge to Seymour	86	43	18	41	2	28	18
Laurel Landbridge to Grouse	86	28	32	23	37	11	10
Laurel Landbridge to Lions	87	26	9	30	57	19	8
Charleson Seawall to Lions	82	34	11	26	53	29	22
Heather Bay to Lions	62	28	14	21	17	38	16
12.1.3 Granville Bridge to Grouse	73	36	18	27	-	45	-

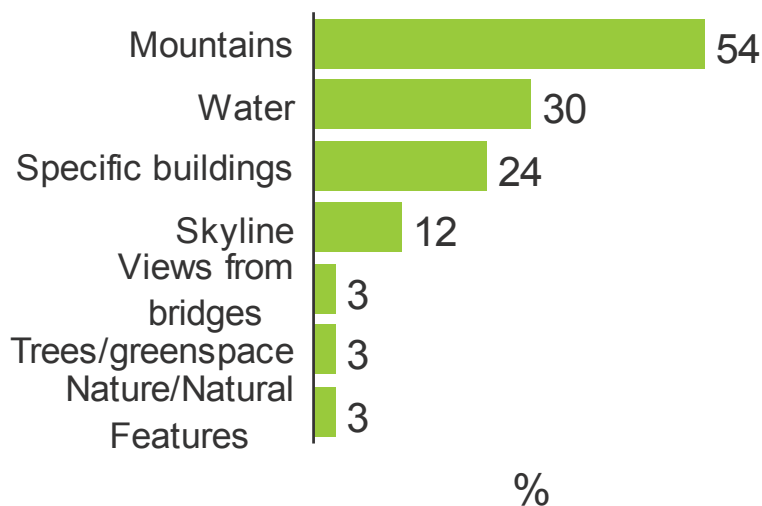
TRANSPORTATION MODE USED TO ENJOY VIEWS

Q9b: Please tell us how you experience this view most often. Is it while you are ...

View:	<u>Walking</u> %	<u>Driving</u> %	<u>Public Transit</u> %	<u>Cycling</u> %	<u>Jogging</u> %	<u>Other</u> %
Alder Terrace to Mt. Seymour 4	9	9	5	29 6	3	-
12.2 Granville Bridge to Grouse	19	45	26	6	2	-
Charleson Seawall to Grouse	50 1	0	5	23 8	1	-
12.1 Granville Bridge to Grouse	23	40	25	8	3	-
Granville Bridge to Seymour 1	6	57 1	9	5	2	-
Laurel Landbridge to Grouse	51	11	2	28	7	-
Laurel Landbridge to Lions 5	8	8	2	21 8	2	-
Charleson Seawall to Lions	50	11	-	24	8	6
Heather Bay to Lions 5	2	10 -	2	1	10 6	-
12.3 Granville Bridge to Grouse	36	18	18	9	9	-
Protected public views in general*						

NEW VIEWS FOR PROTECTION

Q10: Are there any specific views that you think should be protected in the future.



Additional Comments

Q11: Are there any additional comments you would like to make?

(Major mentions only)	<u>Opt-In</u> (181) %
It is important to see the mountains/retain mountain views	21
Vancouver's natural setting is most important/makes Vancouver unique	14
It is important to see/retain water views	12
Stop/slow development/keep Vancouver as it is	9
It is important to protect views/retain view corridors	16
Architecture is important/create more exciting buildings/signature towers	22
Thank you for doing this survey/this is an important topic	6
Other areas of the city should be developed/less development downtown	12
Changes should benefit all citizens/not just developers/ developers have not kept their promises	7
The survey is biased/the city is not interested in protecting views	4
Lower height buildings should be constructed	3

Demographics

	<u>Opt-In</u> %
Household Tenure	(309)
Own	62
Rent	32
Other	6
View of Mountains	(309)
From work	12
From home	36
Both home & work	25
None/neither	27
Gender	
Male	62
Female	38
Age	(310)
18 - 34	46
35 - 44	24
45 - 54	13
55 - 64	13
65+	5

	<u>Opt-In</u> %
Region	(233)
North East	9
North West	12
South East	8
South West	12
Downtown	44
Country/Region of Birth	(303)
Canada	76
Western Europe	10
USA	5
Hong Kong	3
Eastern Europe	*
Indian continent	1
Other	4

Introduction

The City of Vancouver is undertaking a review of its view protection policy affecting the downtown area. The purpose of the study is to review the Council adopted height limits and view corridors affecting the study area and recommend changes, if appropriate, to achieve additional development capacity. The intent is to identify possible modifications while still achieving the objectives underlying the current height and view corridor policies. Additional height would be used to support the provision of additional public benefits in the downtown.

Public input throughout the study has been a priority and has employed a multi-phased consultation process. The first step in this study engaged citizens to develop an understanding of the value of the protected public views. This understanding was established through a statistically significant random poll of just over 500 residents in combination with an “opt-in” survey available at public open houses and on the City of Vancouver web site. The report from the first round of consultation which summarizes these findings is available at the project website at vancouver.ca/views.

This report focuses on the second round of consultation which developed potential strategies for altering the view protection policy in a way that would be aligned with the directions from Council, as well as the feedback received from the public in the first round. This report provides a summary of the results from the random poll and the opt-in survey.

To be notified about upcoming consultation opportunities please sign up for e-newsletters on the project web site at vancouver.ca/capacitystudy

FIRST ROUND SUMMARY

The first round of public consultation of this study focused on prioritizing the importance of the 15 individual view corridors, understanding why they are important to the public and how they are most often experienced, testing the acceptability of modifications to the view corridors and determining the importance of new view protection.

In this round of consultation we heard that the public strongly valued maintaining a framework for view preservation with just over half (53%) of respondents regarding the mountains as the most important feature of the view. Over three-quarters (78%) of those who filled out surveys indicated that downtown development was contributing to the loss of important views and that stronger action needed to be taken to protect them. Of the fifteen views in the study, the panoramic views were ranked as the most important

of all individual views.

For seven of the ten framed views, between 66% and 80% of respondents were unwilling to consider any modification to the existing protected areas. Regarding acceptance to change, there was more willingness to explore modification to the panorama views as they presented a wider range of possibilities with the most commonly supported method for modification being the addition of a select number of towers into the current view corridors.

Consultation Methodology

RANDOM POLLING METHODOLOGY

The Synovate market research firm was retained by the City of Vancouver to obtain the opinions of its residents regarding the City’s existing and proposed view protection guidelines and potential new protected view corridors. A telephone recruit to an online or mail-back survey was conducted with 538 residents from October 29th to November 18th, 2009. Here are the details of the study participants:

- An initial telephone recruit was conducted with a random sample of residents within five City areas. A total of 1,000 residents were first recruited for the survey by telephone and given a choice of completing the survey online or by mail.
- Of the 538 interviews that were completed within the time line for the survey:
 - 445 were completed online
 - 93 returned a survey by mail
- Interviewing occurred between October 29th and November 18th, 2009
- The random polling sample was regionally stratified to achieve roughly equal representation in each of the five areas of the city:

Regions	Sample Size	
	Target	Actual*
Northeast	100	105
Northwest	100	126
Southeast	100	86
Southwest	100	120
Downtown/West End	100	101
Total	500	538

- Mathematical weights were used to attain a distribution of the population by region, according to the 2006 Census
- The maximum margin of error for a sample size of 500 is $\pm 4.4\%$ points at the 95% level of

confidence

OPT-IN SURVEY METHODOLOGY

A parallel “opt-in” survey was offered online via a link to the front page of the City’s website and to the front page of the study website.

A total of 48 residents completed the opt-in survey by the closing date of November 18th, 2009.

Where survey questions are comparable, results from both random and opt-in surveys are shown. It is important to note that the participants in the opt-in survey were ‘self-selected’ and as a result not based on a random probability sample and therefore cannot have a measurable sampling error. Despite this statistical shortcoming, the opt-in survey results provide a valuable comparison to the random poll.

DIFFERENCES BETWEEN RANDOM AND OPT-IN SURVEY RESULTS

The demographic profile of the opt-in survey participants differs from that of the general participants in three key respects. In general, opt-in participants were more likely to be male (56% for opt-in vs. 48% for random), younger (44% vs. 14% are 18-34 year old), and Canadian-born (77% vs. 62%).

Despite a differing demographic make-up the opt-in participants generally held similar views with respect to existing and proposed view protection guidelines.

	<u>Random</u>	<u>Opt-In</u>
	<u>%</u>	<u>%</u>
<u>Gender</u>	(532)	(48)
Male	48	56
Female	51	44
<u>Age</u>	(531)	(48)
18 – 34	14	44
35 – 44	25	31
45 – 54	25	8
55 – 64	20	13
65+	16	4
<u>Country/Region of Birth</u>	(531)	(48)
Canada	62	77
Western Europe	10	4
USA	4	2
Hong Kong	6	8
Mainland Chinese	4	2
Eastern Europe	3	-
Indian continent	2	2
Other	9	9

Second Round Objectives & Concepts Tested

This round of consultation built off of the first round results and explored the impacts and acceptability of current policies, as well as four concepts for view modification developed by staff. Below is an explanation of the four concepts presented to the public.

CONCEPT 1: VIEW STRENGTHENING

The first concept looked at minor alterations to select view cones that would improve the legibility of the original intent by limiting the potential for confusion. Three separate View Strengthening options were explored as follows.

Views 12.1.1, 12.1.2 & 12.1.3: Granville Bridge to North Shore Mountains

The three view points in the 12.1.x series were intended to be experienced as a dynamic and moving connection of points as one travels across the Granville Street Bridge. The three views are configured in close succession to each other and effectively work



12.1.1



12.1.2



12.1.3

Proposed changes to 12.1 to create a moving view

to preserve a wider moving view. By defining this experience through three static points in the journey the power and connection of the overall view is diminished and its effective impact reduced. Staff recommended that the views 12.1.1, 12.1.2 and 12.1.3 be combined into one view, 12.1, to improve the clarity and cohesion of the three views as illustrated. This approach is similar to that employed in view E2 from the Cambie Bridge to Mount Seymour.

By making this minor change, the view protection guidelines appear more logical and will not be as exposed to criticism for employing 3 exceedingly narrow view cones when one wider view field will achieve the same end result. No benefit capacity or development implication result from this change.

View A: Alder Terrace to Mount Seymour

The purpose of this change is to make the view a more publicly accessible one. The existing view point is located on a staircase that serves as a short cut from Alder Crossing and Lamey's Mill Road down to the Seawall at Alder Bay. By moving the view point to the Seawall the view becomes far more accessible and frequented with thousands of people a year walking past that point. If at some future time interpretive markers are introduced for the various views, this view would feature prominently among Seawall views. Further, the relocation of this view will protect the visibility of the uppermost portion of the peak of Mount Seymour should a tall building be situated (as described in Concept Three) at the former Bus Depot site. The tall building site can be better accommodated using this revised view point location; if the view point is not



re-located the tall building site would block the view of the peak of Mount Seymour.

View B1: Charleson Park Seawall to Lions

The proposed changes to View B1 involve a very minor shift in the location of the view point from the plaque on the Seawall in Charleson Park, at the bottom of Laurel Bay, to the bench approximately 50 meters to





the east and centred within the Bay. The current view point of the B1 View Cone from Charleson Park to the Lions leaves the Lions off centred within this framed view. By shifting the view point slightly to the east along the path and centring the Lions this view will be strengthened by framing the focus on the key aspect of this range and it is felt that the resulting view features a more balanced and pleasing composition. There is no substantial benefit capacity implications associated with this change.

CONCEPT 2: A VARIED BUILDING LINE

The next concept for modification to the current view corridor policy, was to explore a varied height line, as opposed to the current flat line that is used to guide heights within the corridors. The intent of this proposal is to improve the dynamic relationship between the city skyline and the mountain ridge line.

The current guidelines are 20 years old and have provided Vancouverites with many great views since their inception. At present, we see a parallel relationship between the serrated city skyline and the undulating mountain ridge line. As the guidelines approach 'build-out' there is a risk of losing this defining relationship.

As the skyline builds-out it is likely that remaining sites will develop up to the current view heights. If this were to occur the skyline could lose its varied height and gain more of a 'flat' edge. This outcome could potentially take away from the skyline's dynamic relationship with the mountains.





Illustration of a Varied Plimsoll

In order to maintain the precious balance between the city skyline and the mountain ridge line a varied building line could be employed. This line would seek to allow height in appropriate areas while also protecting and enhancing views in other areas to maintain and enhance the dynamic relationship between the skyline and the ridge line.

CONCEPT 3: EXPANSION OF THE HIGHER BUILDING POLICY

The third concept explored for modification to the current view corridor policy, was to consider an expansion of the higher building policy. This concept was put forward to help reflect the extension of the Central Business District to the east down Georgia Street, and south down Burrard Street. This proposal is based on the importance of these ceremonial

streets and seeks to create landmark sites in the city. In addition, these higher buildings could generate additional capacity for the support of public benefits. This concept would apply to only a limited number of sites.

An expansion of the higher building policy down both Georgia and Burrard Streets may have implications for individual views. Each of the towers in the images below has been selected to show how this change in policy may affect certain views of the skyline. These illustrations are conceptual. The intent is to show the effect of a limited number of higher buildings on the skyline, and to gather feedback prior to making recommendations to Council. Specific building locations, heights and urban design issues require further study.





View 9.1 Cambie/11th to Crown/Grouse



View E1 Cambie Bridge to Crown/Grouse

EXISTING

Looking north from Queen Elizabeth Park

HIGHER BUILDINGS INTRODUCED

Looking north from Queen Elizabeth Park

1

400 ft - Potential development could include a single tall tower, or a combination of building forms to accentuate the Burrard Street approach into the Downtown. Due to site size a range of tower location options exist, pending Council direction.

2

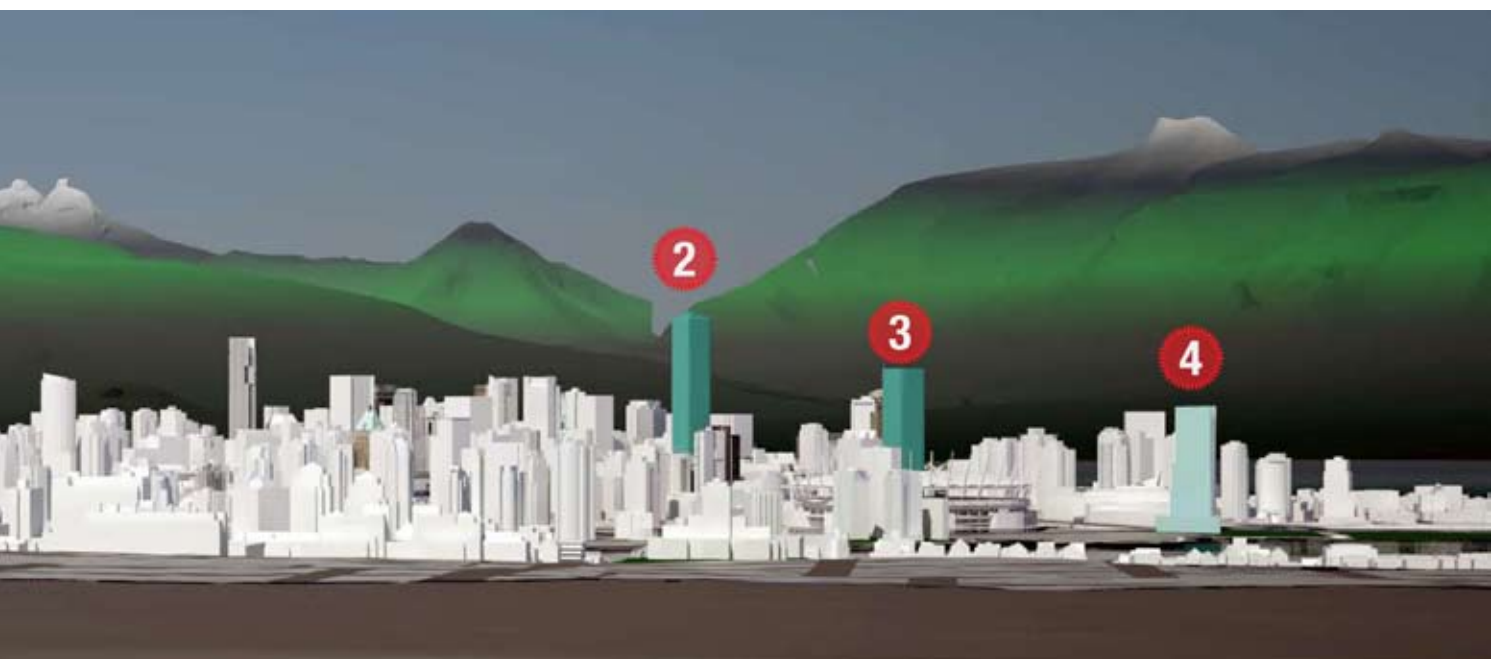
700 ft - This $\frac{1}{4}$ block site is strategically located near Georgia Street and Seymour is at the middle of the skyline. This large site could accommodate a single tall tower at a variety of possible locations or multiple shorter towers, pending Council direction.

3

500 ft - This entire city block, located on Georgia Street at Beatty could be redeveloped with a range of options including multiple shorter towers or 1-2 tall towers. Due to site size a range of tower location options exist, pending Council direction.

4

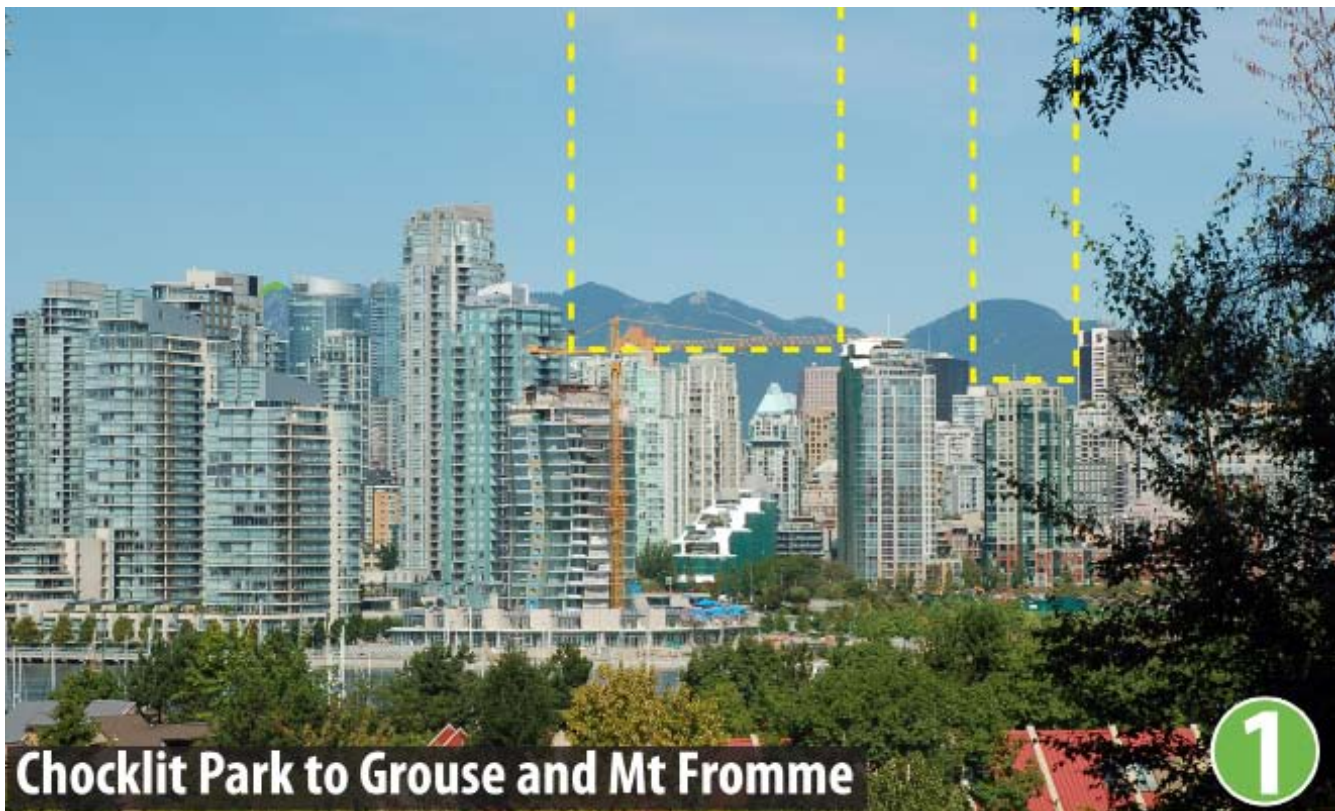
425 ft - Numerous possible development sites exist at the foot of Georgia Street to mark the end of the important street end. Further analysis would be required to determine the best options for tower locations and heights appropriate adjacent to a planned civic plaza, pending Council direction.



CONCEPT 4: NEW VIEWS

The final concept presented for public input, was the idea of protecting new views within emerging places of public importance. In the first round of consultation respondents identified general areas where new views might be created: Southeast False Creek (Olympic Village); Creekside Park; and streets south of 6th Ave. We presented the following three views for input:

1. Chocklit Park to Grouse
2. Olympic Plaza to Mt. Fromme
3. Creekside Park to the Lions





General Findings Overview

City residents were presented with a series of alternative view protection options and asked to rate their level of acceptance using a 10-point scale from “unacceptable” (1) to “acceptable” (10). Results have typically been presented below in three ways;

- ‘high level of acceptance’ utilizes a ‘top-box’ score where percentages represent the proportion of answers of 8, 9, or 10;
- ‘general acceptance’ includes scores of 6 and above;
- while mean scores are used to highlight the average acceptance rating.

ACCEPTABILITY OF CURRENT VERSUS PROPOSED VIEW GUIDELINES

Presented with the current and two conceptual view protection guidelines, residents are most accepting of the current guidelines. The existing guidelines were endorsed by seven in ten residents (based on ratings of 6 or greater), with a mean rating of 7.1 and just over half (55%) rating the current guidelines as highly acceptable. Opt-in participants were somewhat less likely to support the current guidelines, having an average acceptance rating of just 5.5.

ACCEPTABILITY OF VARIED BUILDING LINE APPLIED TO SPECIFIC VIEWS

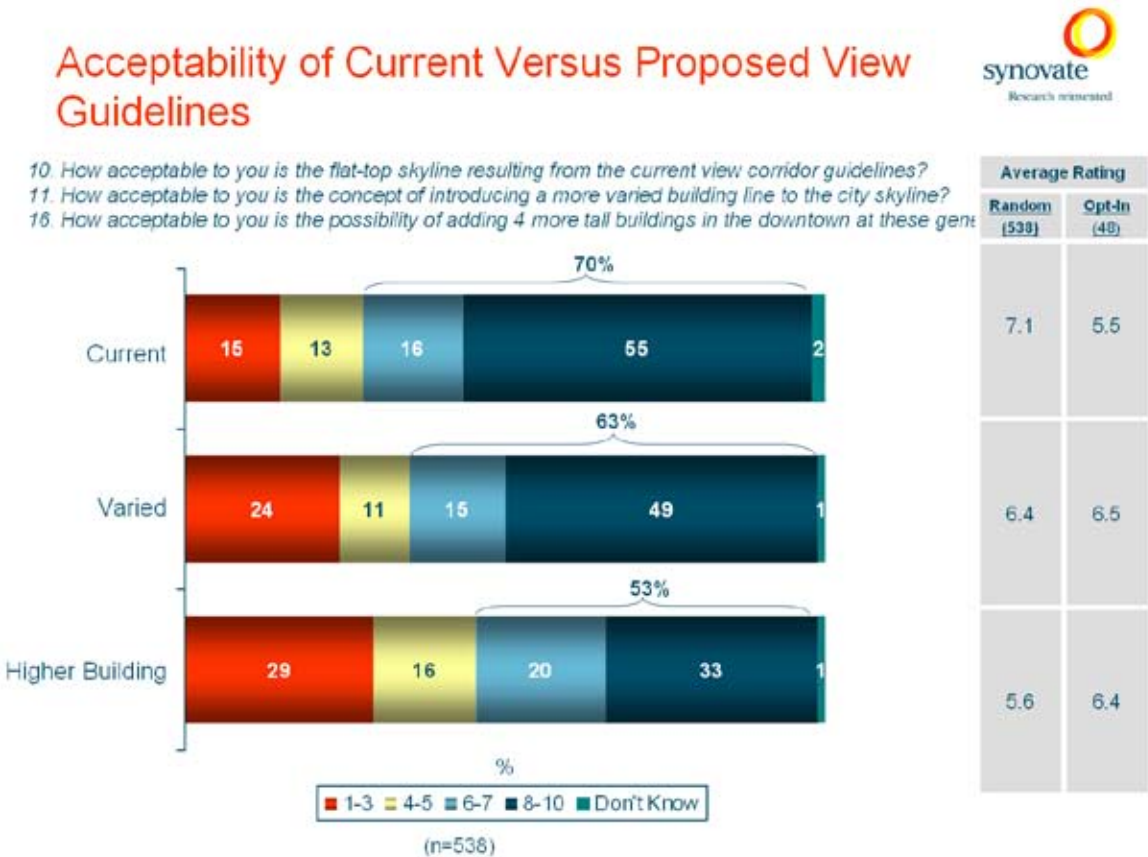
The Varied Building Line concept was endorsed by slightly fewer residents than the current guidelines, with an average acceptance level being 6.4. This approach was accepted by almost two-thirds (63%) of residents, based on ratings of at least 6 or higher, with half (49%) giving top-box ratings.

ACCEPTABILITY OF HIGHER BUILDING POLICY APPLIED TO SKYLINE AND SPECIFIC VIEWS

The concept of including 3-4 towers into protected view cones through an expansion of the higher building policy was endorsed by roughly half of the population polled (53%). Residents tended to have greater tolerance for adding tall buildings into the skyline than they did for inserting them into specific view corridors. While roughly six in ten individuals would accept these taller buildings into the skyline, less than a majority found them acceptable when considering the impact on each of four specific views.

ACCEPTABILITY OF THREE NEW VIEWS

Protecting each of three potential new view corridors is strongly endorsed by three-quarters or more of residents.



Key Findings

THE CURRENT GUIDELINES

The current view protection guidelines have provided the City with a tool to preserve views of the mountains. As we approach build-out of the downtown the view protection guidelines begin to have a noticeable effect on the skyline. If the current guidelines remain unchanged the skyline may take on a 'flat-top' shape that could affect the city's dynamic relationship with the mountain ridge line.

Q What is your level of acceptability with the flat-top skyline resulting from the current view corridor guidelines?

Results:

- 55% found the resulting flat-top highly acceptable (with an answer of an 8-10)
- 30% showed some level of indifference (with a response of 4-7)

- while 15% felt that the potential result of the current policy is highly unacceptable (1-3).

Analysis:

The response to this question reaffirmed that the integrity of the original view protection policy is important to the citizens of Vancouver.

RETENTION OF EXISTING VIEWS

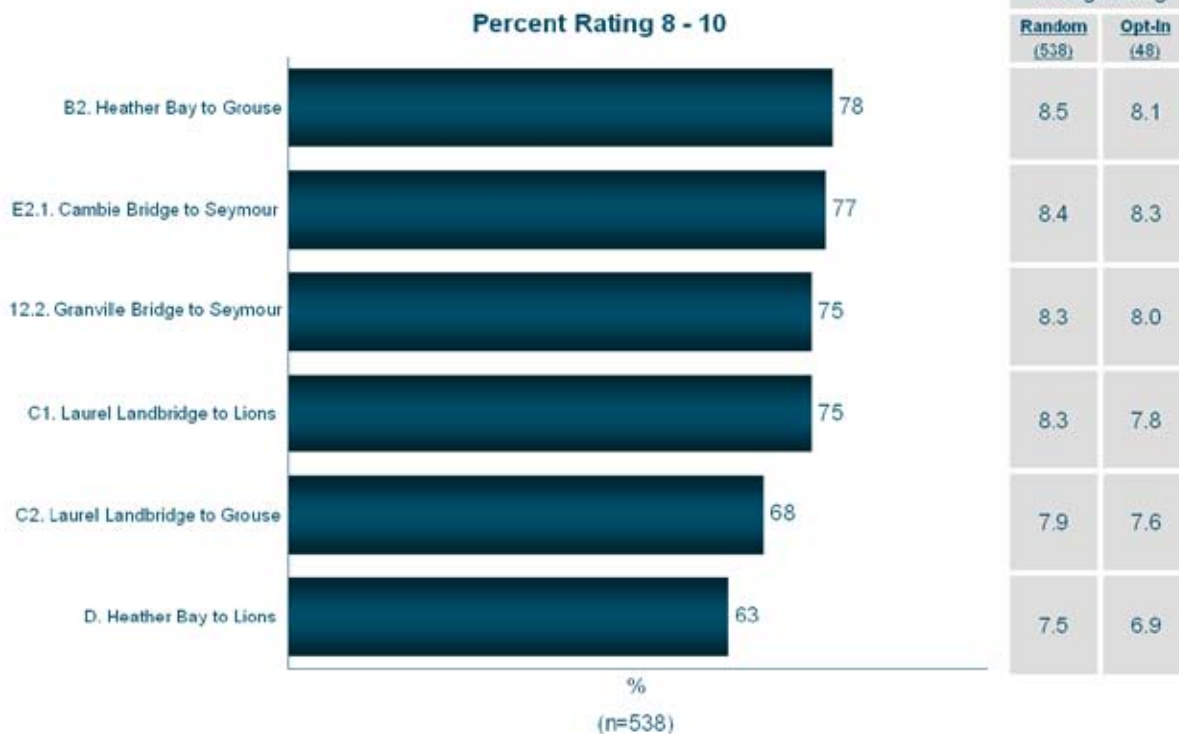
Q Six views could remain unchanged. Please rate your level of acceptability with the retention of these six views.

Results:

- There was a great deal of support for retaining the six views (E2.1, B2, 12.2, C1, C2, D) with the average rating on a ten point scale being 8.1 and nearly three-quarters of respondents providing a highly acceptable rating (8-10) for each of the views.

Acceptability of Retaining 6 Protected Views

1 - 6. How acceptable to you is retaining the ... view?



- **E2.1.** Cambie Bridge to Seymour (average rating of 8.4 with 77% responding with a score of 8-10)
- **B2.** Charleson Seawall to Grouse (average rating of 8.5, with 78% responding with a score of 8-10)
- **12.2.** Granville Bridge to Seymour (average rating 8.3, with 75% responding with a score of 8-10)
- **C1.** Laurel Land Bridge to Lions (average score of 8.3, with 75% responding with a score of 8-10)
- **C2.** Laurel Land Bridge to Grouse (average score of 7.9, with 68% responding with a score of 8-10)
- **D.** Heather Bay to Lions (average score 7.5, with 63%)

Analysis:

There is support for the maintenance of the view protection policy as originally designed.

Opt-In survey participants held similar opinions with respect to the acceptability of protecting existing views.

CONCEPT 1: VIEW STRENGTHENING

Three proposals were forwarded for consideration of view strengthening.

QViews 12.1.1, 12.1.2 & 12.1.3 – Consolidate these three individual views into a single view. This would involve combining the three narrow views into one wider view.

Result:

- Strong support with 59% providing an answer of highly acceptable (8-10)
- Mean score rating of 7.3.

QView B1 – Shift the view point east to centre the Lions and possibly allow for additional development without affecting the view.

Result:

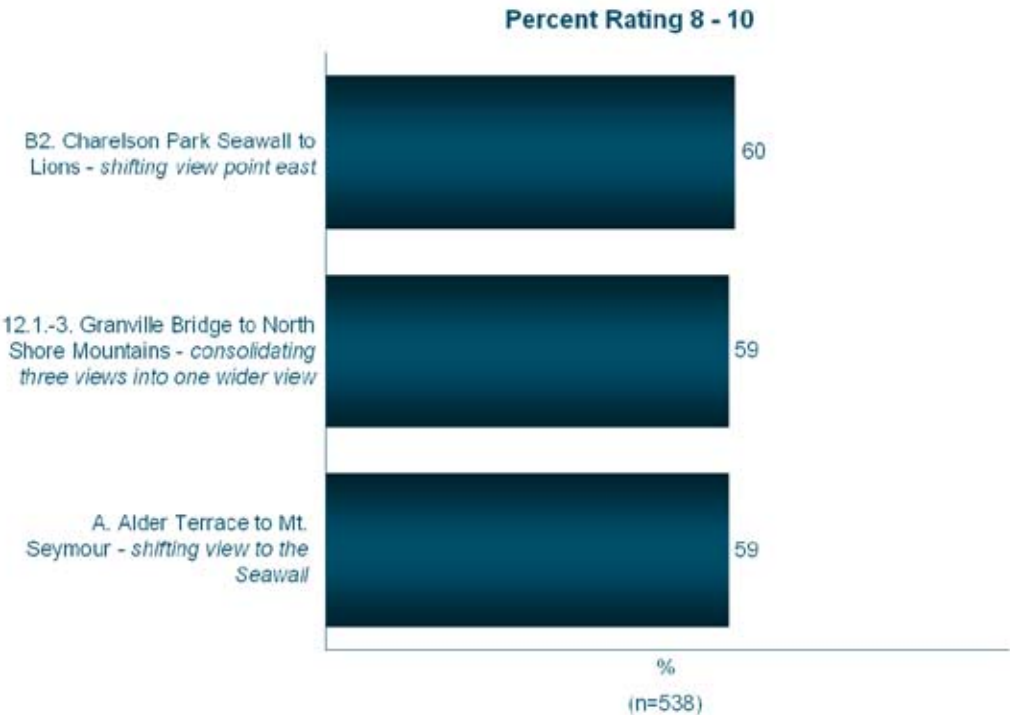
- Received a high level of support with well over half of respondents (60%) providing an answer of highly acceptable (8-10) and a mean score rating of 7.4.

QView A – Shift the view to the Seawall to improve the accessibility of this view point.

Result:

Acceptability of Strengthening 3 Protected Views

- 7. How acceptable to you is consolidating these three views into one wider view?
- 8. How acceptable to you is shifting the view point east for this view?
- 9. How acceptable to you is shifting this view to the Seawall?



Average Rating	
Random (538)	Opt-In (48)
7.4	6.7
7.3	6.9
7.2	6.8

- High level of support with 59% providing an answer of highly acceptable (8-10)
- A Mean rating of 7.2.

Analysis:

In general all three options received public support with six in ten respondents being highly supportive of this concept and mean scores of acceptance ranging from 7.2 to 7.4.

Opt-In survey participants judge each view amendment to be about equally acceptable, assigning average ratings of between 6.7 and 6.9.

CONCEPT 2: A VARIED BUILDING LINE

The existing view guidelines could be changed to maintain the dynamic relationship between the city skyline and the mountain ridge line. By adopting a varied building line the city skyline could reflect the undulating mountain ridge line and provide additional depth to the view.

Q What is your level of acceptability with the concept of introducing a more varied building line to achieve adding additional definition and shape to the city skyline?

Results:

- Six in ten respondents supported the concept (6

or higher)

- 51% of respondents gave this a rating of highly acceptable (8-10);
- 24% were rather indifferent (score of 4-7); and
- 24% found it highly unacceptable (<4)

Analysis:

There appears to be strong support from the public to explore opportunities for a more dynamic skyline selecting the mountain ridge line.

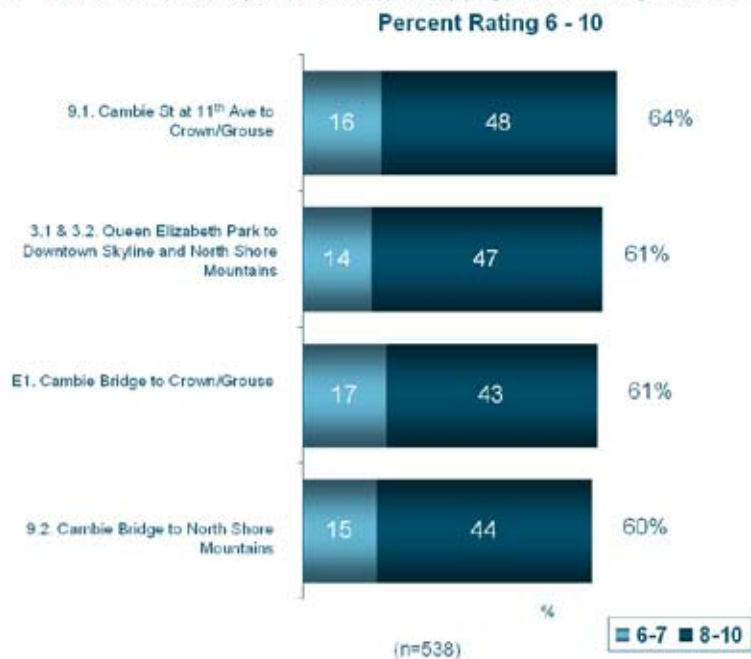
A varied building line could be applied to specific views to provide a way for the future skyline to reflect the undulation of the mountain ridgeline. The rationale for this change would be to:

- Create a more legible and distinct skyline
- Augment the serrated profile of the city within a dome shaped skyline
- Reveal the height and depth of the mountains and the skyline

Q How would you rate your level of acceptability with the concept of applying a varied building line

Acceptability of Varied Building Line Applied To Specific Views

12 – 15. How acceptable to you is the concept of applying a varied building line to the ... view?



Average Rating	
Random (538)	Opt-In (48)
6.4	5.9
6.3	5.9
6.2	5.6
6.2	6.0

to each of the following views: E1, 9.1, 9.2, 3.1 & 3.2?

Results:

- 48% of respondents were highly supportive (8-10) of a varied building line on individual views
- An average rating of 6.4
 - **E1.** Cambie Bridge to Crown & Grouse Mountain (46% highly supportive, 61% supportive, average rating of 6.2)
 - **9.1.** Cambie Street at 11th Avenue to Crown & Grouse Mountain (50% highly supportive, 64% supportive, average rating 6.4)
 - **9.2.** Cambie Street at 12th Avenue to North Shore Mountains (47% highly supportive, 60% supportive, average rating of 6.2)
 - **3.1 & 3.2.** Queen Elizabeth Park to Downtown Skyline and North Shore Mountains (49% highly supportive, 61% supportive, mean rating of 6.3)

Analysis:

The results reflect support for the consideration of a varied plimssoll line on the individual views 9.1, 9.2, E1, 3.1 and 3.2.

CONCEPT 3: EXPANSION OF THE HIGHER BUILDING POLICY

An expansion of the higher building policy east along Georgia Street and south along Burrard Street is presented for the following reasons:

- Mark the location of Vancouver's wide ceremonial streets
- Create a visual landmark when entering the Downtown from bridges and arterials
- Generate additional capacity to support public benefits
- Reflect the extension of the Central Business District eastwards down Georgia Street

Q How satisfied are you with the possibility of adding four more tall buildings in the downtown at these general locations?

Results:

- 53% were accepting of the expansion of the higher building policy (6-10)
- 34% of respondents were highly supportive (8-10)
- 37% provided a less definitive response (4-7)
- 29% were strongly opposed to the concept (1-3)

Analysis:

While support for this concept was less definitive than the varied building line, it appears as though there was adequate support for staff to further the potential for adding a limited number of taller buildings in the

downtown.

Q Boards were shown that illustrated what allowing additional taller buildings into the skyline could look like from a variety of view points. Respondents were asked to consider the views and rate their level of satisfaction with the additional tall buildings in the skyline.

Results:

- 59% were accepting (6-10) of the impacts of higher buildings in the skyline;
- 46% of respondents were highly accepting (8-10) of the impacts of the additional higher buildings into the skyline;
- with a mean score rating of 6.2.

Q A series of conceptual illustrations were shown that highlighted the potential impacts of an expanded Higher Building Policy on certain views. How would you rate your level of acceptability with the concept of allowing taller buildings, as shown, into each of the following views: 9.1, E1 & A?

Results:

- **9.2.** Cambie Street at 12th Avenue to North Shore Mountains (48% supportive (6-10); 33% highly supportive (8-10); with a mean rating of 5.2)
- **9.1.** Cambie Street at 11th Avenue to Crown & Grouse Mountain (45% supportive; 31% highly supportive; with a mean rating of 5.0)
- **E1.** Cambie Bridge to Crown & Grouse Mountain (40% supportive; 26% highly supportive; with a mean rating of 4.6)
- **A.** Alder Terrace to Mount Seymour (45% supportive; 29% highly supportive, with a mean rating of 4.9)

Analysis:

From a skyline view, there was public support for the aesthetic impact of a few additional taller buildings. There was greater tolerance for adding tall buildings in the skyline than there was for adding them into specific protected view corridors. While 59% express support (ratings of 6 or higher) for permitting taller buildings in the general skyline, fewer than half were similarly supportive when it came to specific views.

As with residents in general, opt-in participants are also more supportive of permitting taller buildings in the skyline than into specific view corridors.

Acceptability of Higher Building Policy Applied to Skyline and Specific Views



17 - 21. How acceptable to you is the concept of allowing taller buildings into the ... view?



CONCEPT 4: NEW VIEWS

Respondents who completed a survey during the earlier round of consultation strongly supported establishing new protected views. As a result, three new views were identified for feedback.

Q Please rate your level of acceptability with each of the following proposed new views: Choklit Park to Grouse and Mt. Fromme, Olympic Village Plaza to Mt. Fromme and the Lynn Range and Creekside Park to the Lions.

Results:

- 76% responded as highly supportive (8-10);
- With mean scores rating of 8.4.
 - Choklit Park to Grouse and Mount Fromme (75% highly supportive, mean rating of 8.4)
 - Olympic Village Plaza to Mount Fromme and the Lynn Range (75% highly supportive, mean rating of 8.3)
 - Creekside Park to the Lions (78% highly supportive, mean rating of 8.5)

Analysis:

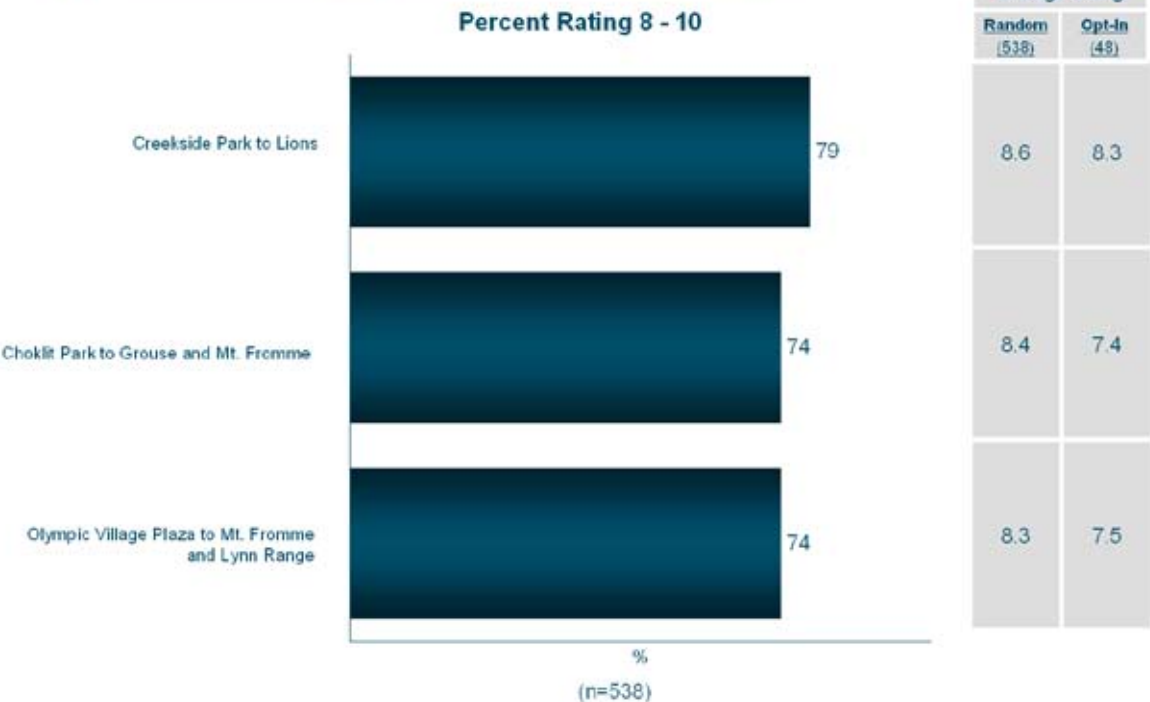
The addition of new views to current protection policy was extremely well received.

While each new view was also highly acceptable to opt-in participants, they attach relatively greater importance on average to Creekside Park to Lions than to the other two views.

Acceptability of 3 New Views



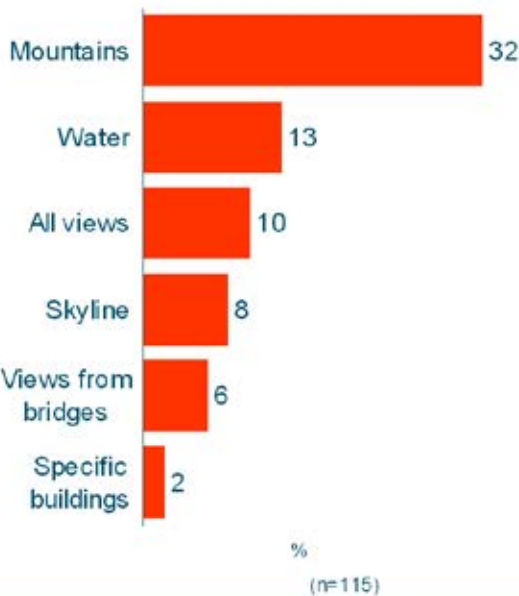
22-24. Please tell us how acceptable protecting the proposed new view is to you.



Specific Views That Should Be Protected



Q25. Are there any specific views you think should be protected?



APPENDIX C: Urban Design Panel Minutes

For: Wednesday, November 18, 2009

Full meeting minutes available at:

<http://vancouver.ca/commsvcs/planning/udp/2009/Minutes/Nov18.html#3>

Item 5. Downtown Capacity & View Corridors Study

DE:	Non-Voting Workshop
Use:	To seek input and advice as to the best options from an urban design perspective.
Zoning:	N/A
Application Status:	N/A
Review:	First
Staff:	Ralph Segal and Colton Kirsop

EVALUATION: NON-VOTING WORKSHOP

Introduction: Ralph Segal, Architect/Development Planner, introduced the workshop on the Vancouver View's Study. He noted that the presentation was given at a Council Workshop.

Vancouver Views is a review of the Council adopted height limits and view corridors affecting the study area and the recommend changes, if appropriate, to achieve additional development capacity. The intent is to identify possible modifications while still achieving the objectives underlying the current height and view corridor policies.

Vancouver is a product of the values of our people. One of those values has to do with Vancouver as a City in Nature. The Vancouver Views Study addresses people's visual access to the mountains as one aspect of its image as a City in Nature. These views are a part of the Vancouver brand. Mr. Segal noted that the Panel was asked for their input on whether this is a critical moment, an opportunity to reinforce and advance the City's image, in respect to its built form and its relationship to its natural setting.

Mr. Segal also noted that a question being asked was whether the view corridors were now inhibiting further desirable growth in the Downtown. In the course of completing the Metro Core Study Council made substantial zoning and policy changes to solve the job space issue within the view corridor heights. Council rezoned large areas of the downtown to higher commercial densities and allowed heights to expand upwards to the view cone limits. The Metro Core analysis showed that the city can accommodate the anticipated residential growth needs in the Downtown within the existing zoning, and can add 28,000 more residents and 3 million square feet of commercial capacity by rezoning up to the existing View Corridor heights. In summary, Metro Core has revealed that there is ample capacity to accommodate commercial and residential growth targets in the Downtown.

Mr. Segal noted that in consultation with the public and advisors, they were told that creating and maintaining a livable city using great urban design comes first and that we should not sacrifice great urban design and liveability to achieve public benefits. He noted that we can provide additional public benefits and retain what makes us special. Staff are proposing a way to do both by striking a balance.

Mr. Segal showed a photo taken from 1988 from the South False Creek seawall, towards the Lions. The area (the former EXPO 86 site) was about to be redeveloped by Concord and this spurred the introduction of view corridors because it was foreseen that without a clear guideline in place these views would be lost all together. He then showed another photo that was taken in 2009 which clearly illustrated that the view protection guidelines had worked but also showed how much view had been lost to development. Clearly without the intervention of view protection guidelines, the entire view of the mountains would have been lost.

Staff consulted with four local and international advisors. These advisors were Norm Hotson, Joe Hrudá, Ken Greenberg (Urban Designer from Toronto) and Kiros Shen (Director of Planning for Boston). Their key message was to reinforce the image of the City and its place in the natural setting by strengthening the presence of the mountains. At the same time there is an opportunity to also enhance the city skyline and give greater coherency to its built form by allowing a limited number of taller buildings on a limited number of sites. Mr. Segal noted that in order to achieve this, there is a need for architectural excellence in prominent locations.

Computer 3-d modeling led staff to conclude that there could be a more dynamic relationship between the city built skyline and the mountain ridgeline, and that there were options for a more sculptural approach to shaping the skyline and preserving mountain views, noting that simply building out to the present plimsol line would ultimately generate a very boring flat top skyline.

After considering all the public feedback and the advice of the advisor group, staff have settled on 4 concepts to put forward for the Panel's feedback prior to developing policy directions for Council consideration.

The Four Concepts:

- View Strengthening (results in minor increase to capacity)
- Expanding the Policy for Higher Buildings (area could result in +1 million square feet)
- Varied Building Line (may net out or increase)
- New Views (need not diminish capacity)

View strengthening seeks small adjustments to a limited number of the views to improve performance. Another concept being evaluated is the expansion of the policy for higher buildings to accentuate the skyline and enhance the sense of arrival and ceremonial importance of Georgia and Burrard Streets.

The proposed tall building sites crest in the centre and terrace down towards the water to support the desired "dome shape" as outlined in the Skyline Study of 1998.

Mr. Segal noted that one key question will be how to strengthen and enhance the extremely important relationship between the city skyline and the setting. The solid lines and firm borders of the view corridors have served well over the last 20 years but it's time for a new, more sculptural approach. As the city is built up to the existing view corridor height limits there is a strong possibility that the eastern portion of the downtown will develop a "flat top". A more thoughtful and creative shaping of the skyline to strengthen the relationship between the city and mountains is needed.

One concept is to move from flat building or plimsol lines to more dynamic ones where there is a bit of give and take. Additional development would be allowed above the plimsol line in exchange for additional view areas below the present plimsol line, with the objective of

enhancing the perception of depth in the skyline. There are a number of challenges in implementing this type of approach, including physical implementation and the notion of equity.

Finally the last new concept is to address the next leap in city building by discovering and celebrating new views especially in areas of new growth. As the city continues to build important new public places such as the Olympic Plaza in Southeast False Creek, there is a need to explore new protected views that affirm the relationship of these places to this mountainous setting.

Advice from the Panel on this application is sought on the following:

Do the proposed 4 Concepts for Vancouver Views contribute to improving Vancouver's urban design:

- View Strengthening
- Expanding the Policy for Higher Buildings
- Varied Building Line
- New Views

Mr. Segal took questions from the Panel.

Related Commentary:

- Street views: amazing that this still exists and needs to be included in the documents;
- The views along the Broadway corridor should be included in the document;
- Going to have to allow some development to happen and then gage the public's opinions;
- Most of the view cones are about places where people view the mountains from the sea wall and from their cars on the bridges;
- Important to anticipate the conversation in 50 or 100 years regarding view cones;
- Saving public memories are important as the heritage registry;
- Important to have a road map to help developers/applicants through this process. Every developer is going to want to know if they can go higher with their buildings;
- There has been a lot of grumbling over the years regarding the view cones and how they hinder development. Need to give more meaning and substance to refuel the initial idea of having view cones;
- Would be a good exercise to consider what would have happened to the city skyline if there hadn't been any view cones;
- Good timing to consider the view cones as the downtown isn't built out as yet;
- Important to consider how visitors approach the city from the south and their first experience in seeing Vancouver as it is a little underwhelming;
- The exercise offers a good balance at providing opportunities in expanding a variety of views;
- Would like to see the information translated into a three dimensional model;
- There should be a varied building line to make the city more interesting;
- All four concepts are supportable; and
- An additional piece to add to the report would be the consideration of the rapid transit systems.

- One panel member stated that the proposed 4 Concepts for Vancouver Views did not contribute to improving Vancouver's urban design, but instead addressed the city's overall urban form.

Staff's Response: Kevin McNaney thanked the Panel for their comments. He said that one thing that is important to remember is that a strong view protection framework has brought certainty, clarity and ease of understanding to what Planning Staff has been doing for the last 20 years. He added that they will focus on making sure the documents are clear and to strengthen the process.