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CENTRAL WATERFRONT PORT LANDS POLICY STATEMENT

Adopted by City Council February 17, 1994
Adopted by the Vancouver Port Authority Board of Directors February 22, 1994



If you have any questions or comments about this Policy Statement, please call the Vancouver Planning Department at 604-873-7040 or the Vancouver Port Authority at 604-665-9047.

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City and Port Approvals

Vancouver City Council adopted this Central Waterfront Port Lands Policy Statement on February 17th, 1994, subject to conditions outlined in the Council resolutions identified on page 33 of this document.

The Vancouver Port Corporation Board of Directors adopted this Central Waterfront Port Lands Policy Statement on February 22nd, 1994, subject to conditions outlined in the VPC Board resolutions identified on page 35 of this document.

At the same time, Vancouver City Council and the Vancouver Port Corporation Board of Directors accepted a financial package identifying the public benefits that will be required with the development of the Central Waterfront Port Lands. The details of this agreement are found on page 35 of this document.

Introduction

The planning for the Central Waterfront Port Lands is being undertaken cooperatively by the City of Vancouver and the Vancouver Port Corporation (VPC). VPC is a federal Crown corporation and, by authority of the Canada Ports Corporation Act (1983), owns and manages most of the land along Burrard Inlet, including the Central Waterfront Port Lands. The site consists of 38 hectares (94 acres) of land and water between Howe and Main Streets, Waterfront Road and the Harbour Headline (see Figure 1).

In October, 1992, City Council and the VPC Board approved a general planning process and schedule for the Central Waterfront Port Lands project. The first step outlined was to prepare a Policy Statement for the site.

What is a Policy Statement?

A Policy Statement describes general planning principles that will guide future development on the site. It establishes the amount of development that shall be considered for the site through the later phases of planning and urban design. It also identifies the list and standards of necessary public amenities for the development, on-site and off-site, such as waterfront walkways, public open space, community facilities and other neighbourhood and city-wide provisions. Though this Policy Statement defines the parameters of development, it is meant to be flexible enough to accommodate a wide variety of detailed plans to be generated and evaluated.

How was the Public Involved?

The Policy Statement phase began in the spring of 1993. Open houses, public workshops and meetings were held with many individuals and groups to generate ideas and identify concerns regarding the development of the site. City and Port staff prepared an initial draft of the Policy Statement, published in October 1993. Many of the public ideas and concerns identified during the initial phase were incorporated into that initial draft.

A second round of public meetings and workshops to review the draft Policy Statement was organized from October 1993 to January 1994. City and Port staff revised the document based on public comments during this period. The revised Policy Statement was published in early February 1994 for final consideration by City Council and the VPC Board.

In each round, there was also a City Council/VPC Board workshop to understand the concerns of individual decision-makers.

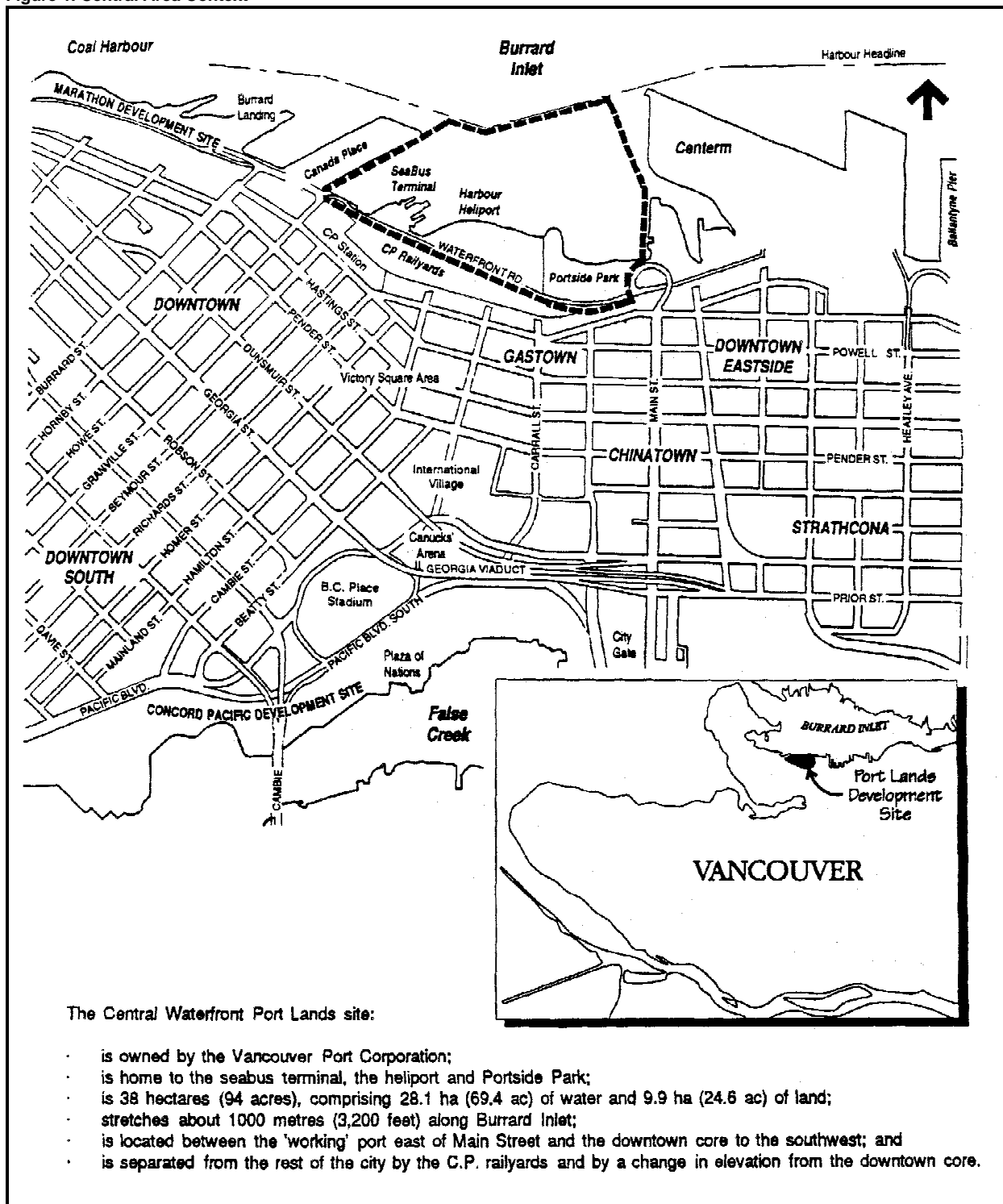
A Special Council Meeting was held on February 14th and 15th so City Councillors could hear directly from the public, prior to making their decision. A total of 45 delegations appeared before Council.

Documentation of the public discussion is available upon request.

What's Next?

The Policy Statement will form the basis of a Development Agreement to guide the future development of the Central Waterfront Port Lands. VPC will select a developer for the site shortly. The Development Agreement phase will likely begin in the spring of 1994 and is expected to take at least one year to complete.

Figure 1. Central Area Context



Vision

What is the Vision for the Site?

The Policy Statement fosters urban development of the Central Waterfront Port Lands in a way that will reinforce key port, regional, civic and community functions and requirements, while sensitively integrating all new development with its diverse neighbours.

The western portion of the Central Waterfront Port Lands is adjacent to the central business district and Gastown. This portion of the site would become a preeminent civic destination on the waterfront and be characterized by intensity, diversity, vibrancy, with emphasis on innovative architecture, memorable urban spaces and a comfortable environment for walking. The policies in this document would help to extend and expand downtown-related functions onto this portion of the site, particularly transportation and tourism activities. In the downtown-oriented area of the site, uses such as the SeaBus, a cruiseship terminal, the heliport, a convention/exhibition centre, and other uses such as offices, hotels, retail and compatible housing would be allowed. New development on the site will augment and reinforce the business core, Gastown, existing tourism in downtown Vancouver, and continuous public access along the waterfront.

The eastern portion of the site is comprised of Portside Park, and is adjacent to Gastown and the Downtown Eastside. This locale should be an attractive and comfortable place to go for neighbourhood people and should be easy to get to. The policies in this document would assist in maintaining and enhancing the community atmosphere on this portion of the site, with uses that are compatible with the park and neighbourhood activities.

The role of planning and urban design in this and the next phase will be to realize both of these aspirations and create a scheme that speaks to everyone's hopes and needs. To this end, the Policy Statement proposes to create a "downtown-oriented area" on the western portion of the site and a "community-oriented area" on the eastern portion of the site, with a "transition area" between the two. This will enable both the transportation/tourism uses and the community uses to develop their own identity and synergy, while allowing them to co-exist side by side on the Central Waterfront.

Arrangement of the Policy Statement to Express this Vision

The Policy Statement is organized into 14 sections. Each section examines a particular aspect of planning or urban design, and when all the proposed policies are taken together as a package, they express our overall vision for this important site.

The Policy Statement starts in section 1 by identifying three primary roles for the site for: (a) transportation; (b) tourism; and (c) community activity. In sections 2 and 3, other compatible uses are described. The remaining sections of the Policy Statement (sections 4 to 14) provide guidelines on various important aspects of the development, such as scale of buildings, parks, movement, views, environment, etc.

Each section of the Policy Statement includes three parts (facts, issues, and current policy) to provide a background for the fourth part, the actual proposed policies.

1. Primary Site Uses and Overall Role

Facts

The Central Waterfront Port Lands are located between the downtown business district to the west, the Gastown heritage district to the south, and the working port to the east.

The site serves a major regional transportation function with the SeaBus terminal and its link to SkyTrain in the C.P. Station. Close to 4 million passengers use the SeaBus annually.

The Vancouver Harbour Heliport is the busiest in Canada. Over 120,000 passengers used the heliport in 1993, up from 50,000 passengers in 1987.

Canada Place, to the west, includes Vancouver's main cruiseship terminal, while Ballantyne Pier, to the east, provides overflow capacity for cruiseships.

The number of cruiseship passengers has more than tripled from 155,000 in 1982 to over 500,000 in 1993. Vancouver is a "homeport" for 95% of cruise passengers (i.e. they board the vessel in Vancouver). 70% arrive by airplane.

Current forecasts for the cruise industry indicate that over 700,000 passengers could be handled through the Port by the year 2000.

The cruise season lasts 4½ months and the industry contributes about \$170 million annually to the B.C. economy.

The 9 300 m² (100,000 sq. ft.) Vancouver Trade and Convention Centre in Canada cannot accommodate larger conventions (over 3,000 delegates). A new, larger facility close to Canada Place would allow Vancouver to compete for large conventions (up to 10,000 delegates).

There are 10 hotels downtown with over 300 rooms, for a total of 4,553 rooms, including the Pan Pacific Hotel (506 rooms) and the Waterfront Centre Hotel (489 rooms). A 400 room hotel is planned for Marathon's Burrard landing development in Coal Harbour.

In addition to the Central Waterfront, other downtown tourist areas include the Robson Street/Art Gallery area, Gastown, Chinatown, and Stanley Park.

Portside Park, also known as C.R.A.B. Park, is a 3.8 ha (7 ac.) community-oriented park, and comprises the easterly portion of the site. This park was provided by

the VPC in 1986 in anticipation that the balance of the site would be developed with urban uses.

Issues

Consideration of the site's role in the city and the port includes:

- extension of transportation activities;
- extension of nearby tourism activities;
- extension of downtown commercial activities;
- creation of housing to support downtown uses;
- provision of public facilities needing a waterfront location; and
- provision of public waterfront access.

What roles should predominate and what mix of uses should be encouraged?

In light of existing policies about limiting downtown office capacity, should this area be mainly an office district?

Is the Central Waterfront the right location for a new cruiseship terminal? a convention centre? A major hotel? The heliport?

To what extent should these activities dominate the use of the site? How far east should they extend before they impact Portside Park, the Downtown Eastside or the working port?

Past Policy

Central Waterfront Official Development Plan (1979)

The CW ODP encourages redevelopment of the site into a high quality urban environment with public-oriented commercial uses. Essential port and rail facilities are endorsed. The development of a transportation link near the C.P. Station to connect water and land-based transit is supported.

Central Area Plan (1991)

The Central Area Plan endorses "choice of use" for the site, which could include a mix of housing, hotels and offices.

Port 2010 (1994)

VPC policies in Port 2010 confirm that the site is not required for deep-sea cargo operations, and could be considered for a cruiseship terminal and other compatible urban uses.

Policy - Primary Site Uses and Overall Role

1.1 Encourage three primary roles for the VPC site:

- as a key regional transportation centre;
- as a location for tourism and related commercial activities; and
- as a location for community facilities and services.

1.2 For transportation, support cruiseship, SeaBus and fast ferry terminals, a heliport and links to public transit (SkyTrain, buses, commuter rail, etc.). Consider practical future demands in determining the size of these facilities. Consider integrating transportation functions as far as practical.

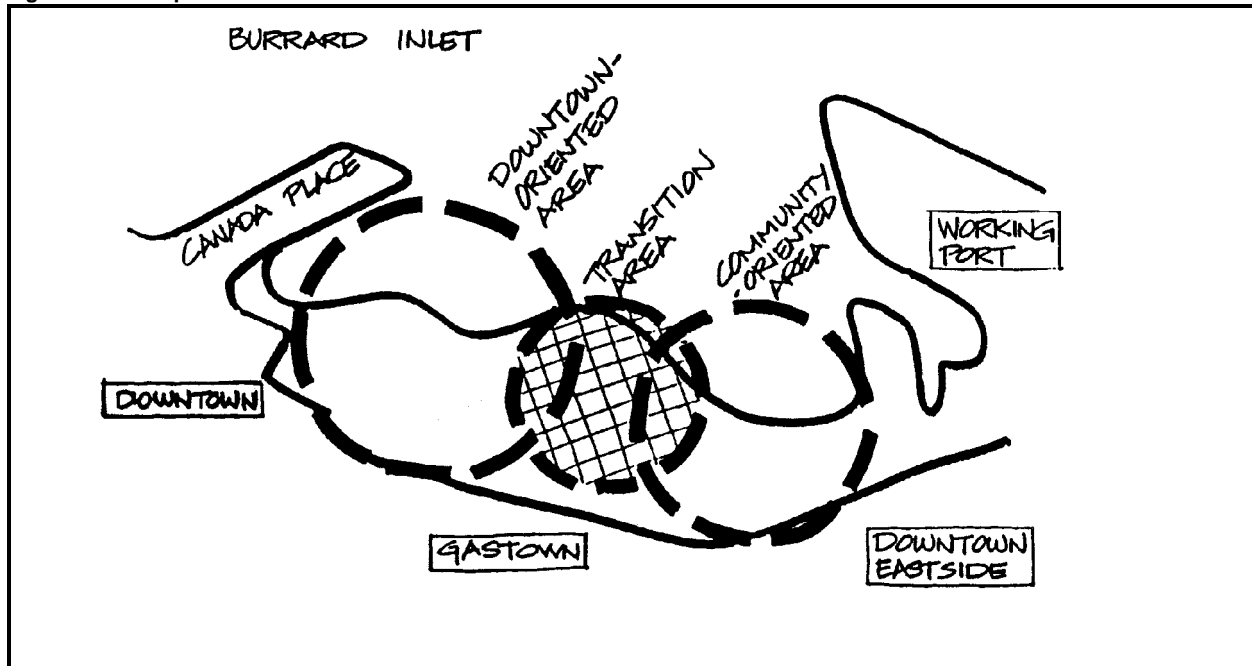
1.3 For tourism, support a convention/exhibition centre, hotels, tourist-commercial uses, entertainment activities and public attractions.

1.4 For the community, maintain the existing Portside Park as a local park and support other community-oriented facilities in association with the park. Ensure the park remains a comfortable green space for the community's use, including residents living nearby, workers and other users.

1.5 Organize the site into three areas, as shown in Figure 2, to focus:

- predominantly downtown-related activities, such as transportation, tourism, commercial uses and compatible housing, in a *downtown-oriented area* at the western end of the site;
- the park, public facilities, and other compatible uses in a *community-oriented area* at the eastern end of the site;
- uses compatible with the park, which may include public facilities and housing, in a *transition area* between the downtown and community-oriented areas of the site.

Figure 2. Development Areas



2. Other Compatible Land Uses

Facts

Downtown Vancouver contains 2.2 million m² (24 million sq. ft.) of office space. About 15% of this is currently vacant. About 100,000 people work downtown.

In 1993, 140 000 m² (1.5 million sq. ft.) of office space was approved for Marathon's Burrard Landing site in Coal Harbour.

Growth in downtown office space has averaged 65 000 m² (700,000 sq. ft.) annually since 1983. If existing zoning capacity is taken up, there would be about 4.0 million m² (44 million sq. ft.) of office space and about 250,000 workers downtown.

The westerly portion of the VPC site is within a five minute walk of Waterfront SkyTrain station and the SeaBus.

The amount of retail and service space in Burrard Landing was reduced from 14 000 m² (150,000 sq. ft.) to 9 500 m² (100,000 sq. ft.) because of poor marketing prospects and competing retail in the downtown.

Retail in the C.P. Station benefits from high SkyTrain and SeaBus pedestrian traffic.

In Coal Harbour west of Thurlow Street, about 3,000 housing units have been approved as part of the Marathon and Bayshore developments, along with a full range of community facilities.

In Coal Harbour and False Creek North, the City required that 20% of all residential units be geared for social housing, and 25% of all residential units be geared for families with children.

The VPC site is a noisy environment for housing, with high noise levels from the C.P. railyards, heliport, seaplanes, and other harbour activities.

The C.P. railyards border the site, south of Waterfront Road. They are generally at the same grade as the site. The railyards are operating at peak capacity and are essential to ongoing port operations.

Issues

What land uses are compatible with the site's primary roles and add diversity and vibrancy?

How much office development should the site accommodate, considering the desire to provide housing near the workplace, the special transit access enjoyed by the site, the attractiveness of the waterfront, and the current surplus in office space?

Will retail negatively affect nearby shopping areas, such as Gastown? What special retail possibilities come with the site's port character - for example, a festival market?

Given other residential options downtown, the scarcity of centrally-located waterfront sites, and the noisy nature of the area, should housing be considered on this site? If housing is developed, how can livability be ensured?

Should there be a requirement for housing for families with children?

Should there be a social housing requirement even if no market housing is provided?

Should port-related industrial uses be permitted?

Can the railyards be moved? What are the options for reshaping the railyards or relocating rail activities?

Past Policy

CW ODP (1979)

New urban uses, including offices, hotels, and retail are encouraged. A maximum of 75 000 m² (817,000 sq. ft.) of offices is permitted. Housing is not allowed. Existing railway operations east of Burrard Street will remain for the foreseeable future.

Central Area Plan (1991)

The Central Area Plan assumes the amount of offices for the site is as currently permitted in the CW ODP and does not endorse increasing office capacity. A variety of housing, with opportunities for families, is supported equally with other uses.

20% Core-Need Housing (1993)

For the major projects, 20% of all units should be designated for non-profit housing. Council can consider alternative non-market housing projects, including, as a last resort, payment-in-lieu.

Policy - Other Compatible Land Uses

- 2.1 Support other uses compatible with the site's primary roles, including offices, retail, service, housing, compatible light industry, and high-technology commercial or communications activities.
- 2.2 If offices are provided, encourage them to be located on more southerly sites best served by transit, in the downtown-oriented area.
- 2.3 Encourage retail and service uses along streets, walkways and significant civic spaces to serve visitors, workers and/or residents on the site, but carefully assess impacts on nearby shopping areas in determining the amount and type of retail. Discourage underground retail, except in limited cases where directly related to access routes to transportation facilities.
- 2.4 If the developer chooses to provide housing, ensure the following issues are addressed:
 - noise from primary and adjacent uses;
 - access to neighbourhood services; and
 - safety and security.
- 2.5 Encourage mixed-use buildings and permit live-work arrangements throughout the site to encourage diversity and activity.
- 2.6 Do not require housing for families with children, but ensure that children are allowed in all residential developments, except for non-market seniors housing. If housing for families with children is provided, ensure that facilities and a viable environment for them are created.

- 2.7 Require a commitment of resources to social housing in response to development impacts on the adjacent communities. The commitment would be made regardless of the mix of uses on the site, should be targeted for local residents, and will be for a cash amount, but the City, in consultation with the VPC, may consider proposals in lieu of cash from the developer for on-site or off-site social housing sites and/or construction.

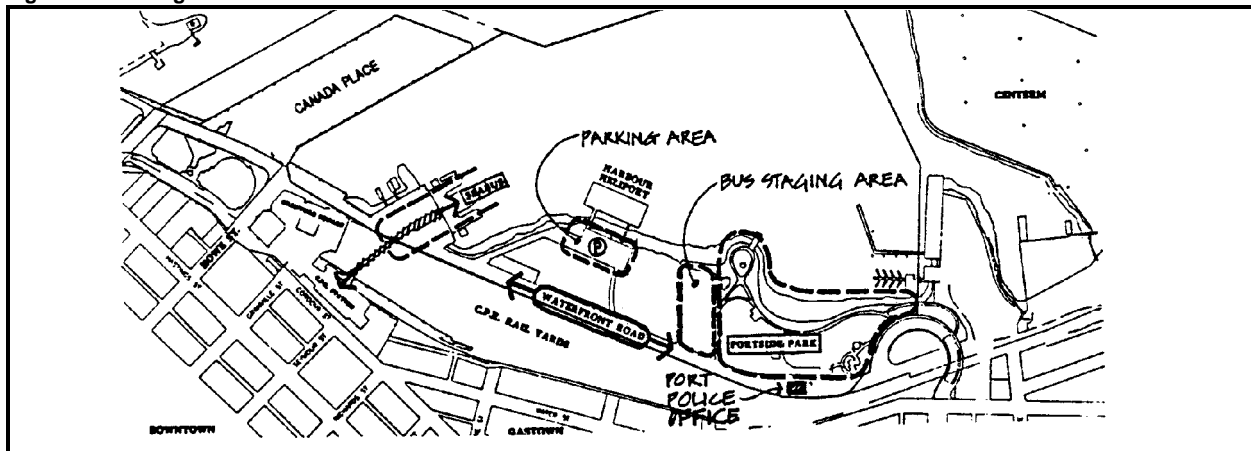
The choice of type of investment is to be determined through a public process. The value of the commitment is to be determined up front in the Development Agreement stage.

- 2.8 Allow long-term industrial uses on the site only to the extent they are port-related, compatible with other commercial and/or residential uses, relatively small-scaled and self-contained.

- 2.9 Assume that the use and location of the C.P. railyards will stay for the foreseeable future, however:

- opportunities should be explored to reduce the width and/or length of these yards; and
- development on the VPC site should consider and be compatible with the future development of the lands now used for these yards.

Figure 3. Existing Land Uses on the Site



3. Other Compatible Water Uses

Facts

Marine navigation in this area of Burrard Inlet is controlled by the Port Harbour Master. Most of the water area near the Harbour Headline and beyond is required for marine navigation.

The VPC floats located just west of the SeaBus terminal consist of 2 docks and 1 boatshed, which accommodate the following vessels:

- Port Police boat(s)
- City Fireboat #1
- Harbour Master boats

The Malibu Princess charter boat operation and Tymac Launch Services have offices on the Main Street dock. Both have water-based operations north of Portside Park.

A 90 berth charter marina and seaplane terminal will be developed as part of Burrard Landing in Coal Harbour.

To the west in Coal Harbour there are approximately 1200 berths for pleasure boats. The new marina planned in the westerly Marina Neighbourhood on the Marathon site will accommodate about 350 berths, including some floating homes and liveaboards.

Issues

The Harbour Master is concerned about mixing smaller craft and seaplanes with larger cruiseships and passenger ferries. Given that SeaBus, fast ferries, and cruiseships require large water areas for berthing and manoeuvring, is there room for other compatible water uses?

While the charter boat industry is now mostly located in Coal Harbour, it is growing and may need more moorage space with convenient parking and transit access. Are charter boats compatible with much larger cruiseships and the SeaBus?

Should a passenger ferry service linking up with Coal Harbour be considered for this site?

The Vancouver Police Marine Squad requires an emergency dock facility on the downtown waterfront. Should it be provided here?

Should pleasure boat moorage be considered?

Should seaplane facilities be considered?

Should some open water be maintained in front of Portside Park?

Should direct public access to the water be considered for recreational activities such as rowing or kayaking?

Past Policy

CW ODP (1979)

Essential harbour functions should continue and co-exist with urban uses.

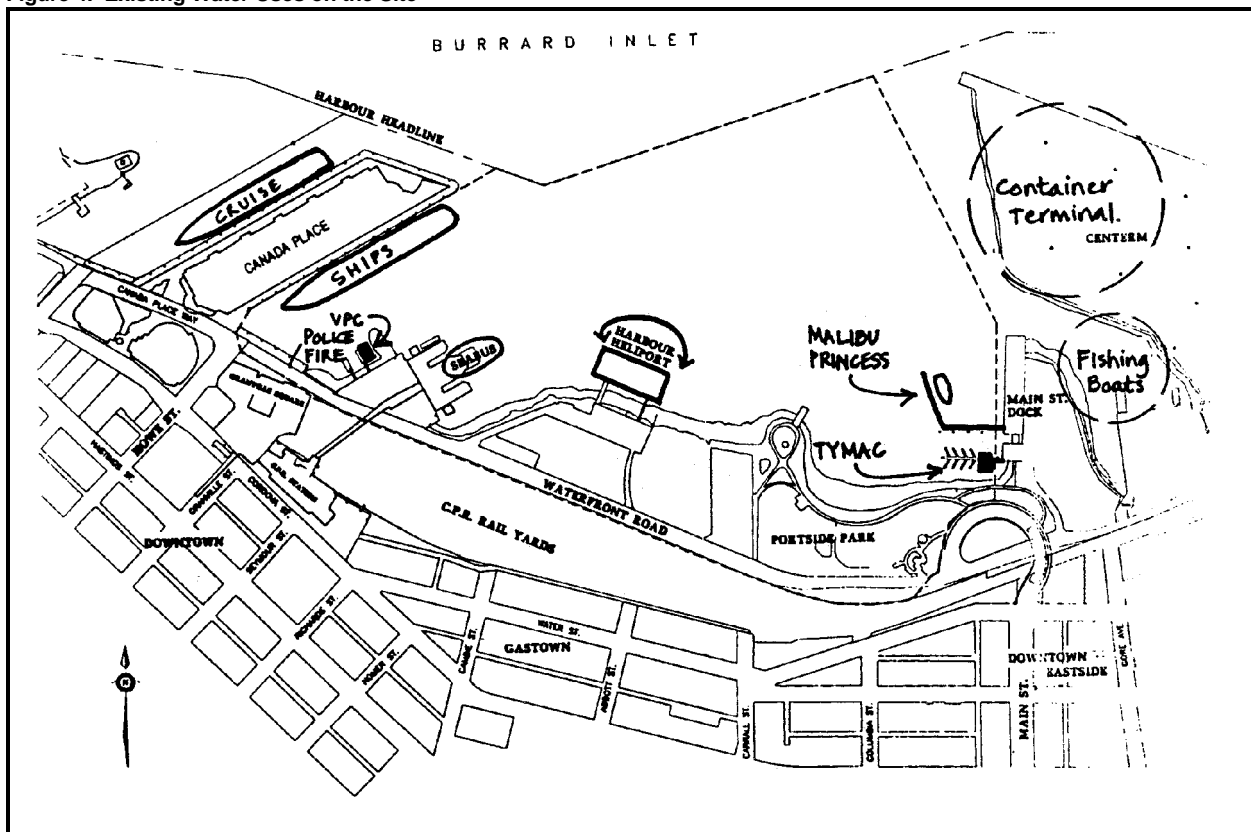
Larger vessels should be located east of Canada Place.

Policy - Other Compatible Water Uses

- 3.1 Consider other large vessel uses, such as charter boats, provided that their numbers are managed and they do not impact primary water uses and access.
- 3.2 Consider a commuter/tourist ferry service on the site that could link up with similar services planned for Coal Harbour, provided the vessel size is compatible with large vessels such as cruiseships and SeaBus.
- 3.3 Consider an emergency dock facility on the site integrated with other port uses.

- 3.4 Do not permit pleasure boat moorage.
- 3.5 Do not allow seaplane facilities east of Canada Place.
- 3.6 Ensure that open water is maintained north of Portside Park.
- 3.7 Maintain direct public access to the water from Portside Park, but generally discourage recreational activities in the water west of the park.

Figure 4. Existing Water Uses on the Site



4. Topography, Water Coverage and Shoreline

Facts

At the western end of the site, there is a grade difference between downtown and the Port Lands site of approximately 11.5 m (38 ft), measured from Canada Place Way. This grade difference diminishes eastward across the site to approximately zero east of Cambie Street.

Current land area consists of:

• Heliport landing	0.3 ha	0.8 ac.
• Seabus terminal	0.3 ha	0.8 ac.
• Portside Park	2.8 ha	7.0 ac.
• all other land	<u>6.5 ha</u>	<u>16.0 ac.</u>
	9.9 ha	24.6 ac.

Current water area consists of:

• water	<u>28.1 ha</u>	<u>69.4 ac.</u>
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Total land and water: 38.0 ha 94.0 ac.

Of the site's current 9.3 ha (23 ac.) of land (excludes heliport landing and SeaBus terminal), about 6.8 ha (16.8 ac.) is filled added between 1965 and 1986.

New water coverage would include any land filling, decks, piers or floating structures.

The treatment of the shoreline and new water coverage must be approved by Fisheries and Oceans Canada, which has a "no net loss" habitat policy.

Most of the shoreline is protected with "rip-rap" (irregular rock (facing), and does not provide public access. The exception, Portside Park, has a gently sloping, sandy beach and a short public pier.

Any new cruiseship berths will have to be designed to accommodate the new generation of large cruiseships 275 m (900 ft.) in length.

If located along the shoreline, the heliport requires at least 180° of clearance for take-offs and landings.

Issues

How should the grade difference between downtown and the site be dealt with? Should there be a smooth transition between the two levels? Should opportunities to express the escarpment be explored? How quickly should the grade transition be made from the upper downtown level down to the existing site level?

Should additional water coverage be considered for the site? How much is appropriate? What factors are important to analyse when considering new water coverage? Should opportunities be explored to bring water closer to Gastown?

West of the park, should the shoreline be designed with a hard-edged, urban character, similar to Coal Harbour, or is another treatment preferable? In addition to marine habitat concerns, what other factors should be addressed when designing the new shoreline?

Should shoreline elevations be set higher than normal to take into account the possibility of a rise in ocean levels resulting from long-term climatic trends?

Past Policy

CW ODP (1979)

Limited filling and/or excavation will be necessary to improve the existing shoreline. In approving fill, the City's Development Permit Board must be satisfied that the fill is intended:

- to provide a public benefit such as a major open space; or
- to improve the tidal movement and/or improve water quality; or
- to improve the safety and visual appearance of the shoreline; or
- to provide for port facilities.

Policy - Topography, Water Coverage and Shoreline

- 4.1 In dealing with the elevation difference between the existing city and the site, the final topography of the development should help express the differing downtown-oriented and community-oriented areas. While opportunities to express the escarpment at the western end of the site should be explored, a smooth, natural connection between existing upper and lower grades must be provided. Encourage the grade transition to occur within the downtown-oriented area.
- 4.2 Working with all parties, achieve a full connection between existing and new development. Gaps in the urban fabric should be avoided.
- 4.3 Ensure that the maximum amount of new water coverage, including land filling, decks, piers or floating structures, does not exceed 6.1 ha (15 ac.), for a gross development site not to exceed 16.0 ha (39.6 ac.). Consider new water coverage within the area shown on Figure 5, provided that the following issues are addressed:

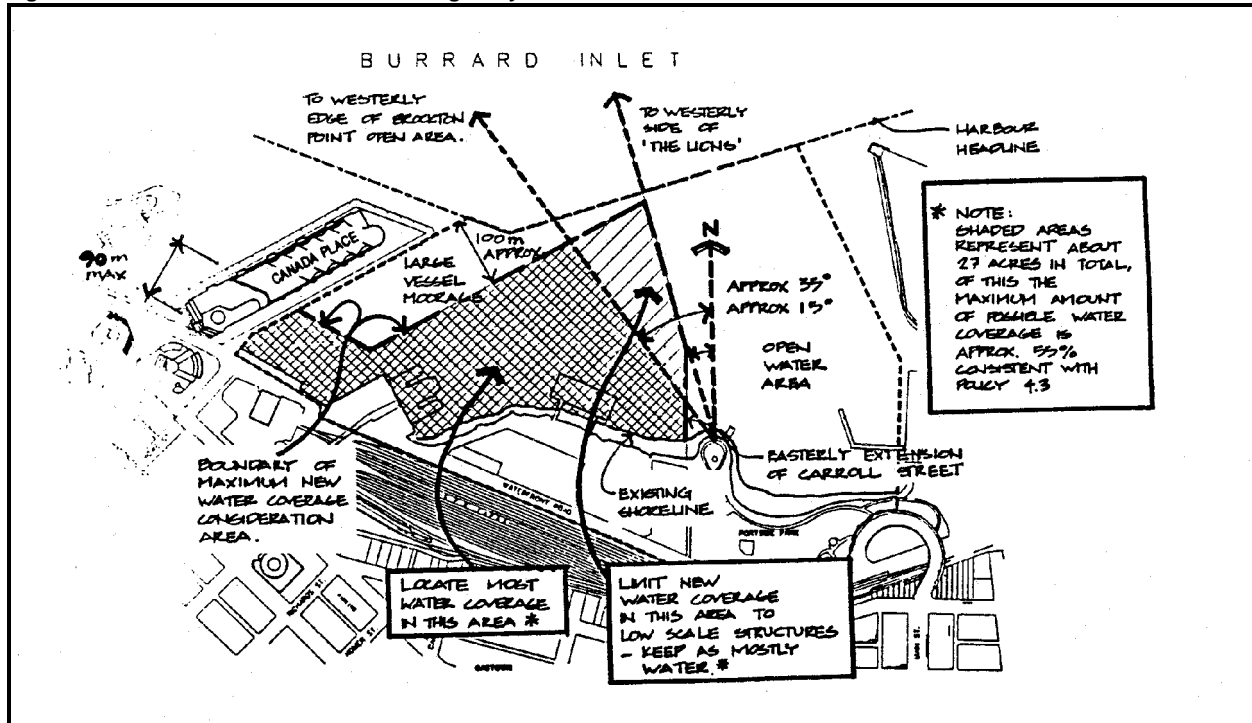
- navigation requirements;
- marine habitat requirements;
- the sense of Canada Place as a prominent pier structure;
- the retention of the existing water's edge in some locations; and
- visual impacts on and northerly views from Portside Park.

- 4.4 Design the new shoreline west of the park as a high-quality, urban edge, which will:

- be compatible with cruiship and other transportation facilities' requirements;
- encourage diversity in the shoreline configuration;
- encourage activity at the water's edge; and
- foster marine habitat.

- 4.5 Set the shoreline elevation at level 3.0 m geodetic to accommodate a limited increase in sea levels.

Figure 5. Location where New Water Coverage may be Considered



5. Scale of Development - Amounts and Heights

Facts

The only buildings on the site include the 4 200 m² (45,000 sq. ft.) SeaBus terminal, the 930 m² (10,000 sq. ft.) heliport terminal, the 930 m² (10,000 sq. ft.) Port Police office.

The cruiseship terminal at Canada Place is about 9 300 m² (100,000 sq. ft.).

The convention centre at Canada Place is about 9 300 m² (100,000 sq. ft.). For comparison, convention space in Portland, San Francisco and San Diego ranges from 23 000 to 28 000 m² (250,000 to 300,000 sq. ft.). Los Angeles has about 46 000 m² (500,000 sq. ft.).

Generally, parking below the street grade is excluded from floor area calculations.

In the Burrard Landing development, building heights are measured from the final street grade rather than existing grade.

Canada Place is approximately 48 m (157 ft.) in height at the sails, rising to a maximum of 80 m (262 ft.)/23 storeys at the hotel.

The maximum building height between Richards and Burrard Streets, south of the Central Waterfront is 91 m (300 ft). Two buildings in this area are higher. Granville Square is 114 m (375 ft.); Harbour Centre is 114 m (375 ft.) to the top of the office tower, with another 30 m (100 ft.) to the top of the rooftop restaurant. Prevailing heights tend to be 61 to 91 m (200 to 300 ft.).

The maximum height in the Gastown heritage district between Richards and Main Streets is 23 m (75 ft).

In the Victory Square area between Richards and Carrall Streets, the maximum height is 21 m (70 ft) (note: this is an interim policy until new policies are determined for this area).

Issues

What is an appropriate amount of development for this site, having regard to existing allowances, urban design concerns, economics and impacts on nearby areas?

What, if any, development maximums or minimums need to be assigned to particular uses?

Once the floor areas have been established for the various uses, should modifications be allowed to respond to market needs and changes? What factors should be considered (e.g. floor-to-ceiling heights, parking requirements, etc.) if a request is received to convert floor area from one use to another use?

What factors are of primary importance in establishing appropriate building heights - overshadowing of other buildings and public open spaces, view blockage, context of surrounding building heights, effects on the skyline, etc.? Should building heights be set to respond to surrounding context, such as other existing buildings, public spaces and the water's edge?

Past Policy

CW ODP (1979)

Development allowances for the VPC site are as follows:

	Maximum For Office Development	Maximum For Total Development
Total	75 000 m ² (817,000 sq. ft.)	161 000 m ² (1,741,000 sq. ft.)

Create a transition in scale for new development from the downtown down to Gastown and Burrard Inlet, with height and bulk generally decreasing towards the water.

Minimize shadowing on the Waterfront.

Between Howe and Seymour Streets, maximum building height should not exceed 70 m (230 ft) as measured from existing railway track grade.

Between Seymour and Main Streets, maximum building height should not exceed 18 m (60 ft) as measured from the existing railway track grade.

Policy - Scale of Development - Amounts and Heights

5.1 Allow up to a maximum of 242 000 m² (approximately 2.6 million sq.ft) of total development on the site, provided that:

- a maximum of 42 000 m² (approximately 450,000 sq. ft.) can be for convention/exhibition, cruiseship and transportation facilities; of this total, a maximum of 28 000 m² (approximately 300,000 sq. ft.) can be for convention/exhibition facilities, and a maximum of 4 650 m² (approximately 50,000 sq. ft.) may be converted to other non-office commercial uses;
- not including the amount that may be converted from the above allowances, up to a maximum of 200 000 m² (approximately 2,150,000 sq. ft.) can be for a variety of other uses including office, tourist-oriented commercial uses and attractions (e.g. hotel, retail, entertainment, service) and residential uses;
- within the 200 000 m² maximum referred to above, a maximum of 79 000 m² (approximately 850,00 sq. ft.) can be for office development.

The amount of retail permitted will be subject to an impact assessment on nearby shopping areas.

5.2 Allow additional floor area for public buildings and institutions, above maximum development allowances, subject to a compatible design.

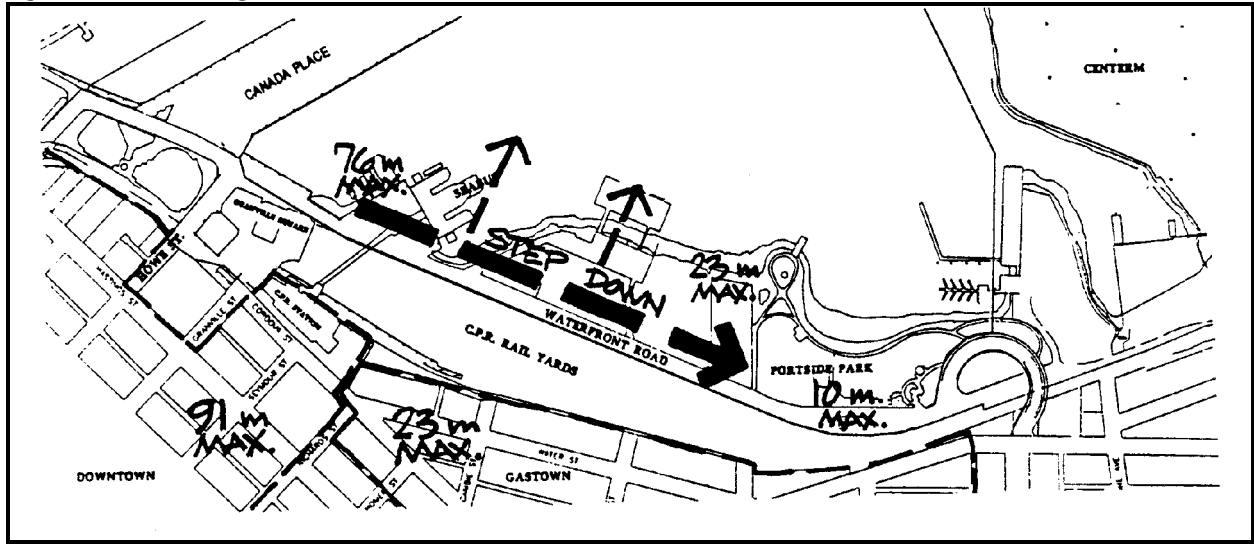
5.3 Locate the higher buildings on the west part of the site, stepping down in significant transitions toward the east, with the lowest buildings adjacent to Portside Park such that (see Figure 6):

- Prevailing height in the downtown-oriented area should be between 46 m (150 ft.) and 75 m (250 ft), except that a single landmark building, located close to the southerly edge of the site, may be considered to 91 m (300 ft).
- Maximum height in the transition area should not exceed 23 m (75 ft).
- Maximum height in the community-oriented area should not exceed 10 m (33 ft).

Scale down building height from the prevailing heights referred to above to provide terracing down towards the water's and park's edges, to minimize shadowing on the waterfront walkway, bikeway and park space.

5.4 Measure building height from the final adjacent street grade.

Figure 6. Preferred Height Zones



6. Parks, Public Open Space, and Waterfront Walkway

Facts

Portside Park, also known as C.R.A.B. Park, was provided by the VPC in 1986 in anticipation that the remainder of the site would be developed with urban uses. The 2.8 ha (7 ac.) park is leased by the VPC to the City and is maintained by the Vancouver Park Board. VPC paid the park's capital cost.

In Portside Park, next to the development site, there is a small, re-created marsh which provides habitat for a variety of birds and other wildlife.

On the Marathon Coal Harbour site, a total of 7.48 ha (18.5 ac.) of parks and other public open space will be provided, representing about 40 percent of the site. The 4.2 ha (10.4 ac.) park component is based on the standard of 1.11 ha (2.75 ac.) per 1,000 people in residence.

Canada Place provides approximately 1.25 ha (3.1 acres), as a network of public open space at different levels, including the waterfront walkway around the pier.

There are two significant public spaces downtown: Robson Square and Victory Square. A Civic Plaza will be provided beside the Arts Complex in the Burrard Landing development in Coal Harbour.

The site's northerly orientation results in the most valuable waterfront spaces tending to be shadowed by adjacent development to the south.

Waterfront access for pedestrians and cyclists is limited to the walkway in Portside Park. There is no waterfront walkway between the park and Canada Place.

A waterfront walkway/bikeway system has been secured through the Coal Harbour and False Creek North development areas. Once completed, the downtown peninsula will have a walkway extending about 17 km (10 miles) from Canada Place around Stanley Park, along English Bay and False Creek to Science World.

Issues

Should Portside Park be accepted as a given, or should consideration be given to relocating it somewhere else or changing its size or shape?

What is an appropriate proportion of public open space that should be provided in the development?

Since the site is not targeted specifically for housing, should any new park space be provided to serve the development?

Should a large public open space be provided on-site to serve civic, tourist-oriented, and commercial facilities?

To what extent should existing habitat features on the site be protected from new development or be replaced?

Should special attention to art and monuments in public open spaces be a priority on this high profile waterfront site?

How best can the waterfront walkway/bikeway be extended from Coal Harbour to the site? Should it connect to Portside Park? Should it be continuously at the water's edge, or are alternatives acceptable?

Past Policy

CW ODP (1979)

Public open space is defined as parks, civic public spaces, publicly-accessible private open spaces, and the waterfront walkway and bikeway.

Major public open space should be provided at locations close to the intended primary pedestrian access.

Approximately 6.5 ha (16 ac.) of public open space should be provided in the Central Waterfront (Burrard to Gore), which includes the CP railyards. In order to achieve this objective, each new development should strive to provide public open space equivalent to at least 40 percent of the development area.

New development is required to provide for different types of open space, including:

- dedicated parks;
- public walkway at or near the water's edge;
- public pedestrian circulation system connecting to surrounding areas; and
- a variety of public places to serve the future population of the area and its visitors.

Policy - Parks, Public Open Space, and Waterfront Walkway

6.1 Preserve Portside Park as a local community-oriented amenity and maintain its current location and ambience as a waterfront park. Consider only minor changes to its present configuration, if required to integrate it with the new development or if these result in benefits to park users.

6.2 Provide 40% of gross site land area as public open space of a size, location, elevation and configuration to meet the needs of workers, visitors and residents. This includes Portside Park, walkways, civic open space and public open space in private developments. Within this total amount, encourage the following:

- adding open space adjacent to Portside Park; and
- providing a significant publicly-accessible open space of at least 0.4 ha (1 ac.) in the downtown-oriented area.

6.3 Design the open space system to:

- take full advantage of the waterfront setting;
- provide continuity with existing open space and pedestrian patterns in the adjacent city; and
- create a strong sense of “greening” with street trees and other landscaping elements.

6.4 Ensure that any development next to Portside Park is sensitive to and does not endanger the existing wildlife habitat features in the park.

6.5 Maximize sunlight in public parks and open spaces particularly during high use periods. Measured at noon on the spring equinox, at least 50 percent of the waterfront walkway and major public park and open space areas should be in sun.

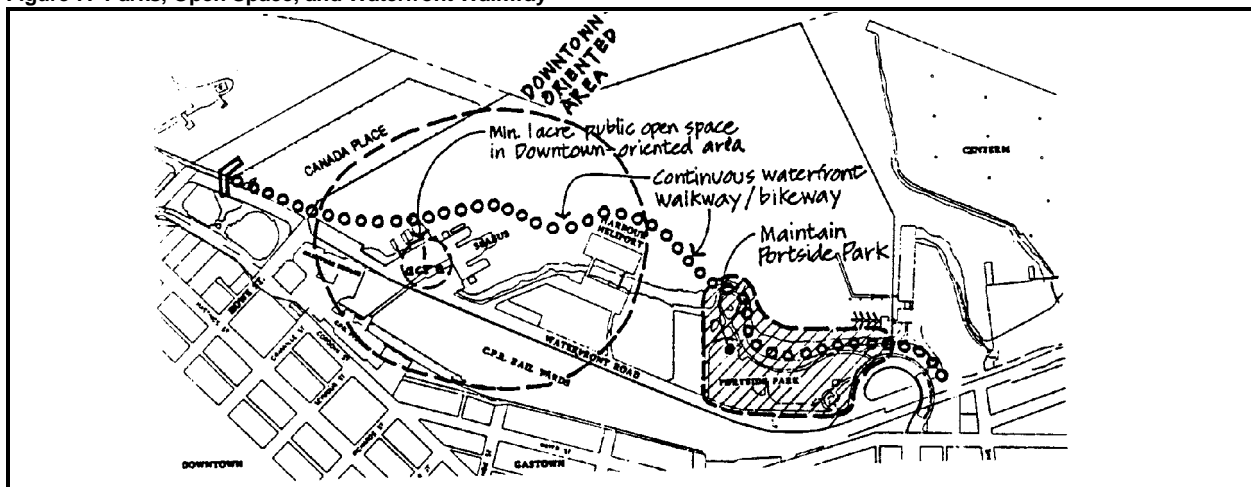
6.6 Encourage public art provisions in the design of parks and public open spaces. Ensure that these art features are of a quality and character appropriate to this high profile waterfront location.

6.7 Develop a continuous waterfront walkway and bikeway from Canada Place to Portside Park. The walkway and bikeway should be as close to the water’s edge as possible, but may not necessarily be continuously at the water’s edge because of functional requirements of primary transportation uses. The bikeway should connect with planned routes in Coal Harbour, and should be planned to enable future connections between Burrard Inlet and False Creek, and east along Burrard Inlet.

When combined, the walkway and bikeway should be a minimum of 10 m (33 ft.) wide. When separated, the bikeway should be a minimum of 3.0 m (10 ft.) wide, and the walkway should be a minimum of 7.0 m (23 ft.) wide. In either case there should be a further 7.6 m (25 ft.) landscaped and/or paved setback along the walkway. Variation in width, setback and location may be considered in Portside Park and other locations.

6.8 Provide access to the walkway for emergency vehicle and the physically challenged.

Figure 7. Parks, Open Space, and Waterfront Walkway



7. Community Facilities and Services - On and Off-Site

Facts

City services will need to accommodate the new development and population. The number of people needed to support certain facilities are shown in the chart below.

community centre	20,000
indoor pool	47,000
branch library	20,000
health unit	42,000
daycare	50 pre-schoolers

Costly variations from these standards may be necessary to adequately serve housing if it is provided, unless it can be shown that the residents do not require such facilities, or they are willing to travel elsewhere for services.

Existing community/recreation facilities in the downtown are generally used to capacity.

Except for Portside Park, there are no existing community facilities on the site.

The nearest community centre is the Carnegie Centre at Main and Hastings Streets.

The nearest swimming pools are at the Vancouver Aquatic Centre on Beach Avenue in the West End and Britannia Pool located on Napier Street in Grandview Woodlands.

The nearest skating rinks are at the West End Community Centre (Denman and Haro Streets) and Britannia Community Centre.

The nearest public library is the Strathcona Library at Keefer and Princess Streets. There is also a community library in the Carnegie Centre at Main and Hastings.

The nearest elementary school is Strathcona School at Pender and Princess. There will eventually be a new school in International Village at Carrall and Pacific.

The nearest high schools are Britannia High School on Napier Street near Commercial Drive and King George High School at Denman and Barclay Streets.

The nearest emergency daycare is in Gastown about 4 blocks from the site. For parents requiring full-time daycare, the nearest daycare is about 9 blocks away.

The Burrard Landing development includes a waterfront Arts Complex, containing a 1500 seat lyric theatre and a 350 seat studio theatre.

The Central Waterfront is one of the few remaining inner city sites that may be appropriate for a public institution of a maritime nature.

Issues

Is the anticipated visitor, working and/or resident population of the site large enough to support its own array of community facilities?

If only limited housing is provided in the new development, could these people be accommodated in community facilities in the Downtown Eastside, Strathcona and International Village (False Creek North)? If so, what will be the impact on these existing facilities?

To what extent should the Port Lands development contribute to off-site community facility needs for adjacent neighbourhoods, such as Gastown and the Downtown Eastside?

Should a major public institution be encouraged within the Port Lands? Should it have a maritime theme?

Past Policy

Community Facilities

For Major Projects in the downtown, a full range of community facilities including school, library and community centres are required to serve the projected residential population. Where the City deems that it is not practical to locate these facilities on site, provision is occasionally made for payment-in-lieu for off-site facilities.

Public Art (approved by Council October 4, 1990)

For major rezonings in the Downtown, a public art contribution of \$1.00 per revenue generating square foot of development is required as a condition of rezoning. For public projects such as the new downtown library, 1% of capital costs is allocated for public art.

Childcare (approved by Council October 23, 1990)

For Major Projects in the downtown (Coal Harbour and False Creek North), child daycare facilities adequate to meet the needs of both residential and commercial populations are required as a condition of rezoning. In addition to the physical facilities, developers are required to pay \$2,000/space for start-up costs. Provision is also made for a payment-in-lieu, at the discretion of the City, where on-site facilities are not deemed appropriate or where an operating allowance is required.

Policy - Community Facilities and Services - On and Off-Site

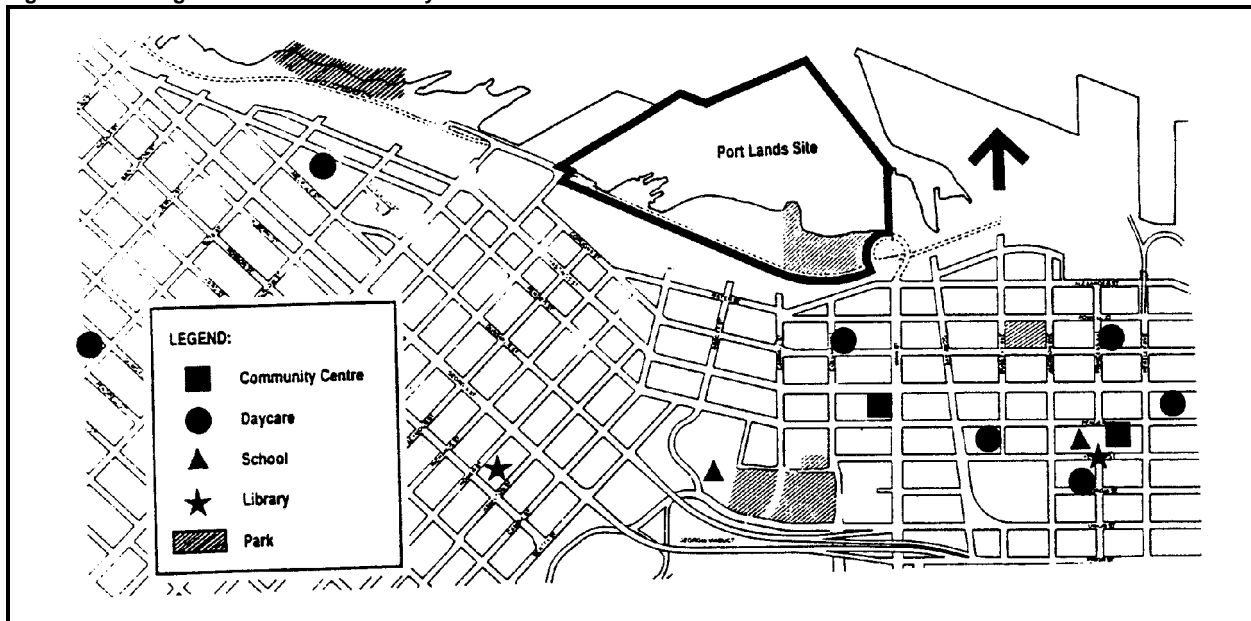
- 7.1 Ensure that the development provides for current standards of community facilities and services needed by its population.
- 7.2 Do not require that all needed community facilities necessarily be on-site; however, if not on-site, require a payment-in-lieu where the demand is not high enough to locate them on-site.
- 7.3 Ensure that the delivery of community facilities and services occurs concurrently with each phase of the development to meet the demands of that phase.
- 7.4 Provide daycare(s) to City standards based on the needs of commercial and residential populations. Locate at least one facility near Portside Park, with the balance of the commitment constructed on-site or provided as a payment-in-lieu. If there is a family place facility, combine it with daycare.
- 7.5 Provide for public art on-site based on an allocation of \$1 per revenue generating square foot of private development and 1% of capital cost for other public buildings, excluding the cruiseship facility and convention/exhibition space. Allow for public art funds to be spent anywhere on the site, including the cruiseship and convention centre facilities.

7.6 Provide a commitment of resources for public facilities, amenities and/or programs (which may include employment programs) for the adjacent communities in response to development impacts on these communities. The commitment will be for a cash amount, but the City, in consultation with the VPC, may consider proposals in lieu of cash from the developer for on-site or off-site provisions.

The choice of type of investment, and location if off-site, is to be determined through a public process and a community impact study. The value of the commitment is to be determined up front in the Development Agreement stage.

7.7 The project may be required to accommodate a public facility which enhances the maritime theme of the development, improving understanding of the working, natural or historic port; this may be a provision of either a site or space arrangement within other project structures. The size and location will be to the satisfaction of VPC, City and developer.

Figure 8. Existing and Planned Community Facilities in or near Downtown



8. Movement and Access

Facts

Approved City transportation priorities are pedestrians, bicycles, transit, goods movement, and automobiles, respectively.

While physically close to downtown, access to the site is very limited, primarily due to the railyards which act as a barrier.

C.P. Rail requires a minimum clearance of 8 m (26 ft.) for any structure over their railyards.

The City and VPC have approved in principle, but not yet funded or built, a pedestrian overpass at the foot of Columbia Street to link Portside Park with the adjacent residential community. This overpass will be equipped with elevators to permit disabled access.

Major regional transportation facilities on-site include SeaBus, heliport, and a link to the Waterfront Station of SkyTrain.

The C.P. Station is the gateway for SeaBus passengers. The distance between the C.P. Station and the SeaBus terminal is about 160 m (525 ft).

There is no local transit service on the site.

Vehicular access to the site is currently limited to Waterfront Road and the Main Street overpass.

Waterfront Road is primarily a port service road used by employees, trucks and buses accessing port facilities, Canada Place and Granville Square and passenger vehicles to the heliport.

All streets on the Port Lands are owned by VPC.

Issues

Among the various transportation modes, which ones should be emphasized on the site?

How will full access for the physically challenged be assured?

Given the desire to link the site with adjacent areas, how should linkages over the railyards be handled? Are vehicular/pedestrian overpasses appropriate in this context?

How many pedestrian connections should be provided?

If the SeaBus terminal is relocated how far can it be from the C.P. Station/SkyTrain? Should a moving sidewalk or shuttle service be provided?

What form should local transit services take?

Should the on-site streets align with existing streets to the south?

How many vehicular connections should be provided? Should commuter through-traffic be encouraged or discouraged from using roads on this site?

Should the Waterfront Road connect to the Burrard Landing lower level service road? Should it also connect to the upper level Canada Place Way?

Past Policy

CW ODP (1979)

Provide adequate road access to the site to avoid an increase in congestion in downtown and Gastown. Extend the existing downtown and Gastown street system into the Central Waterfront.

Safe, convenient and attractive pedestrian access to the waterfront should be provided.

Provide bus access from downtown to the Central Waterfront for connections with the transportation interchange and the waterfront transit system.

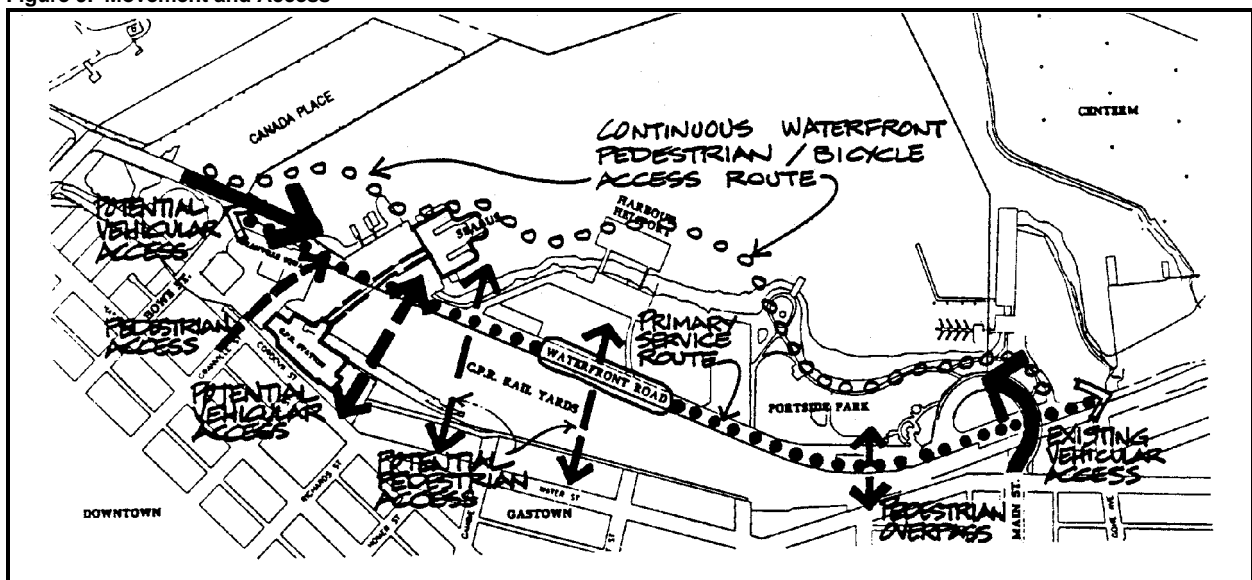
Require a continuous transit right-of-way along the entire length of the Central Waterfront.

Provide a continuous route for trucks, emergency vehicles and essential traffic at the lower level.

Policy - Movement and Access

- | | |
|---|---|
| <p>8.1 Emphasize walking, cycling and public transit as the preferred means of getting to and moving around the site. Ensure the site is adequately served by other transportation modes necessary to the primary uses, including tour buses, taxis, trucks, emergency vehicles and cars.</p> <p>8.2 Ensure that full provision is made to accommodate the physically challenged throughout the site.</p> <p>8.3 Provide adequate pedestrian, transit and vehicular access from the existing city across the C.P. railyards, given that these linkages must meet the site's needs for the foreseeable future. All parties should work together to achieve necessary rights-of-way.</p> <p>8.4 In addition to the links along the waterfront walkway, provide at least one pedestrian link to the community-oriented area, and at least two pedestrian links to the remainder of the site. At least one of these should be centrally located near Cambie Street. Encourage further pedestrian linkages.</p> <p>8.5 Develop a pedestrian over pass to Portside Park as a priority.</p> <p>8.6 Maintain and/or improve the direct public connection and existing walking time between the SkyTrain in the C.P. Station and the SeaBus. This may involve innovative measures to effectively move pedestrians.</p> | <p>8.7 Protect the function of the C.P. Station as a major transit entry to the city.</p> <p>8.8 Identify a viable right-of-way on or in the vicinity of the site, capable of servicing the site, that can accommodate a future east-west rapid transit system and a possible heritage streetcar system, that may be shared with vehicles and/or pedestrians.</p> <p>8.9 Ensure that the planned access links across the C.P. railyards take into consideration commuter rail development into the C.P. Station.</p> <p>8.10 Provide for the future extension of Gastown streets into the site.</p> <p>8.11 Provide at least two vehicular links in the downtown-oriented area in order to encourage cars to access the site from the downtown core. Discourage commuter through-traffic from using the area's street system as a bypass, and consider traffic calming measures on local streets.</p> <p>8.12 Maintain Waterfront Road as a service/utility route serving uses on the VPC site and sites further to the west.</p> <p>8.13 Complete, as part of the site planning, a full traffic assessment including impacts on adjacent areas and implications for atmospheric pollution and noise pollution.</p> |
|---|---|

Figure 9. Movement and Access



9. Built Form and Character

Facts

The areas surrounding the Port Lands site are diverse in their function and character:

- to the southwest is the city's central business district with high-rise office towers and hotels;
- to the south of the site is Gastown, a provincially-designated heritage district, with a continuous row of 4-6 storey buildings and many tourist amenities;
- to the southeast are the residential communities of the Downtown East side and Strathcona, with low-rise apartment buildings and older character houses; and
- to the east are low-rise port-related buildings and Centerm's larger container cranes.

The Canada Place sails are a significant visual landmark.

The site is located where the Gastown, downtown and the city's north-south street grids meet.

Issues

Should building form respond to the diverse surrounding character areas or should a new character be created for the development?

Should building form reflect the fine grain, low-rise density of Gastown?; or should it reflect the bold, large-scale industrial character of port structures?; or should it reflect the high-rise high density forms of downtown?

Should an important civic destination be created on the western end of the site?

How should buildings respond to Canada Place? Should the size and shape of new buildings be allowed to equal its prominence?

How should buildings, open spaces and streets interrelate?

Should built form reflect the maritime setting?

Given that they are usually large, bulky structures, what is the best way to accommodate a convention on this waterfront site?

Past Policy

CW ODP (1979)

Extend the pedestrian-oriented Gastown environment into the area.

Respect the historic character and scale of Gastown.

Use accessible roof areas as terraces for public use.

Further develop the Granville Square plaza to respond more effectively to pedestrian uses in terms of scale and weather protection.

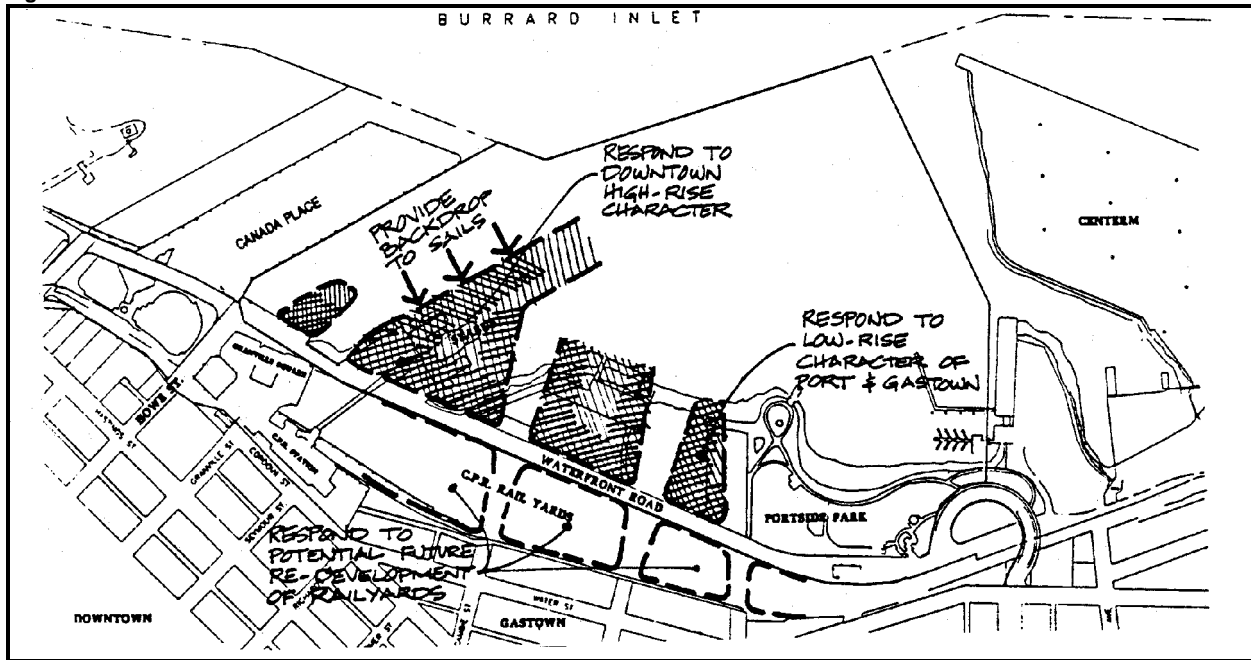
Provide public open space at the foot of Main, Columbia and Carrall Streets, connected by pedestrian routes.

Policy - Built Form and Character

- 9.1 Ensure that each development area has a different built form character that responds to adjacent neighbourhoods.
- 9.2 Ensure that building form responds to the high-rise character of the downtown business district, the low-rise character of Gastown and the low-rise industrial character of the adjacent port.
- 9.3 Cluster activities, buildings and open space to create an important civic place and significant destination within downtown.
- 9.4 Respect the Canada Place landmark, by buildings of differing form, shape, colour and materials, which provide a complementary backdrop to the sails.
- 9.5 Ensure that streets and open spaces are clearly defined and contained with lower buildings providing animated, pedestrian-scaled activity, interest and security. Ensure that public open spaces are positively shaped and animated as imageable, active places, and not simply treated as 'left over' spaces between buildings.

- 9.6 Ensure that the sense of bulkiness of office and hotel towers is reduced by smaller floor plates and stepping as height increases, and their tops given special configuration by shaping or terracing.
- 9.7 Encourage building form and detailing that reflects the maritime setting.
- 9.8 Explore ways to express the sense of the water's edge as experienced from Gastown.
- 9.9 Encourage the majority of the convention centre and cruiseship terminal massing to be below the upper street grade level.
- 9.10 For buildings higher than 61 m (200 ft), require comprehensive wind studies to ensure that potential downdrafts are mitigated and nearby public open spaces meet acceptable criteria.
- 9.11 Ensure that built form respects, frames and enhances existing street-end views from the south.
- 9.12 Ensure that pedestrian connections between the adjacent city and the site are designed to integrate sensitively with the existing street and building character.

Figure 10. Built Form Character



10. Views

Facts

Vancouver residents, workers and tourists highly value views of the city, mountains and water.

Northerly views of the Burrard Inlet and North Shore mountains exist at most of the street ends, although rail car storage on the railyards often blocks lower level views from Gastown.

The lower portion of the Howe street-end view corridor is encroached upon by the “sails” of Canada Place.

The Granville street-end view corridor is encroached upon at the west side by the Granville Square tower.

The C.P. Station blocks the lower level of the Seymour Street-end view, but the view of Mt. Seymour exists above it.

Unobstructed views exist from Portside Park, extending from Stanley Park to the Centerm site.

Extending the upper city escarpment (downtown grade) out to the water’s edge may impact water and mountain views from some areas of Gastown.

Significant northerly views exist from public spaces in nearby buildings (e.g. The Landing, SFU Harbour Centre). The parking lot east of the C.P. Station also offers significant views of the waterfront.

Landmark buildings near the site include the C.P. Station, Canada Place and the Harbour Centre Tower. These buildings are visible from Stanley Park, the SeaBus, Coal Harbour, and public areas along the waterfront to the east.

Private views of the mountains and water exist along the north side of Water and Alexander Streets in Gastown and the Downtown Eastside.

Issues

While street-end views of water and mountains are highly valued, are they all of equal value, or should some of them be reduced as a trade-off for expanding others?

How much of the existing water and mountain view from Portside Park should be preserved?

This area of the waterfront has many marine activities. Should special efforts be made to provide opportunities to view harbour activities?

To what extent should views of important landmarks from this site be protected? Should city views from the water (e.g. from the SeaBus) be given special consideration?

To what extent should development preserve private views now enjoyed from adjacent development?

Past Policy

CW ODP (1979)

Northerly street-end views should be maintained from Granville, Cambie, Abbott, Carrall, and Columbia Streets.

A 5° view preservation cone is established for each side of the street-ends. Corridors may be relaxed by the Development Permit Board.

New development should provide opportunities to view waterfront activities wherever possible.

Policy - Views

10.1 Ensure that site development provides an array of views that:

- preserves a substantial mountain profile and presence of water: and
- maximizes opportunities for viewing cruiseship, transportation and port activities.

10.2 Maintain street-end views to the north, taken from the street extensions at the north boundary of Gastown and Downtown, as generally shown in Figure 11. Allow some adjustments in these views, as follows:

- For Granville, Cambie and Abbott Streets, allow view intrusions for new cruiseship, transportation or convention facilities, provided some view experience is maintained in each corridor of the water, mountains or the primary waterfront site functions. Design these intrusions at low scale or to create landmark interest at the end of the street perspectives. Allow floating vessels to berth within these and the Howe Street view corridors.
- For Carrall and Columbia Streets, allow view intrusions for new public amenities, provided they are of low scale and sensitively designed to provide public interest.

10.3 From the westerly promontory of Portside Park, maintain the panoramic view extending from the edge of the Centerm site to 'The Lions'. Provide a partial view of Brockton Point in Stanley Park from the eastern side of Portside Park (see Figure 11).

10.4 Ensure that the new base surface and street grades maximize views from existing north-south streets, and from upland buildings.

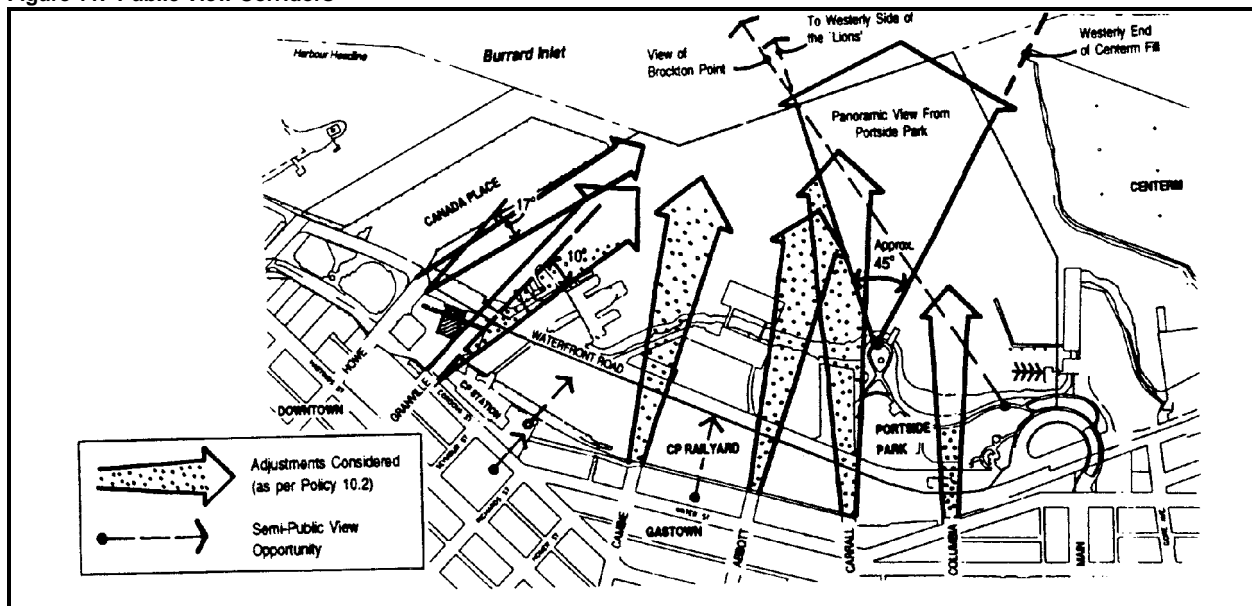
10.5 Consider existing semi-public views from the main floor concourse level of Simon Fraser University at Harbour Centre, and provide views from or through existing open spaces such as Portside Park and the C.P. Station parking plaza.

10.6 Encourage new development to provide views back from new streets and open spaces through to existing important landmark buildings, particularly the C.P. Station and Canada Place.

10.7 Preserve a reasonable extent of private views from existing development to the south, in consultation with affected owners and residents.

10.8 Consider the impacts of new development on the far views of landmark features (e.g. the Canada Place 'Sails') from neighbouring areas.

Figure 11. Public View Corridors



11. Parking, Loading, and Engineering Services

Facts

There are about 348 parking stalls on the site, serving a variety of uses. 85 are required for the heliport.

The parking area on the west side of Portside Park is used as a bus/truck staging area for cruiseship operations.

The Central Waterfront is outside the downtown payment-in-lieu area for parking, where parking standards may be waived in-lieu of money for off-site parking.

Commercial parking requirements were recently updated for the downtown with a new by-law that reflects today's goals and needs.

Canada Place is estimated to be deficient in parking by about 200 stalls. The new civic underground parkade at Hornby and Cordova (410 stalls) has helped to reduce the overall parking deficiency in this area.

As the site is only about 2 m above high tide level, the potential for underground parking is limited unless waterproofing measures are taken.

A utility corridor already exists north of Waterfront Road.

City standards for utilities are specified as part of the subdivision approval process.

Issues

Should parking standards match those elsewhere in the downtown or be reduced because the site is close to SkyTrain and SeaBus?

Should extra parking be accommodated to compensate for adjacent deficiencies?

Should all parking be required to be underground? What factors should be considered if it is impossible to build all parking below grade?

Should on-street parking be encouraged or discouraged?

What is the most appropriate way to deal with the significant loading, bus staging, and servicing requirements associated with the primary uses?

Unlike the Coal Harbour and False Creek North developments, the engineering utilities in the Central Waterfront Port lands will be on Vancouver Port Corporation land. How do we ensure adequate connections between City and Port operated utilities?

Is there any new technology for utilities that should be used on the site?

Past Policy

CW ODP (1979)

Parking areas and parking garages may be permitted except that parking garages which are not accessory to another use on the site may only be permitted between Burrard and Seymour.

Parking By-law

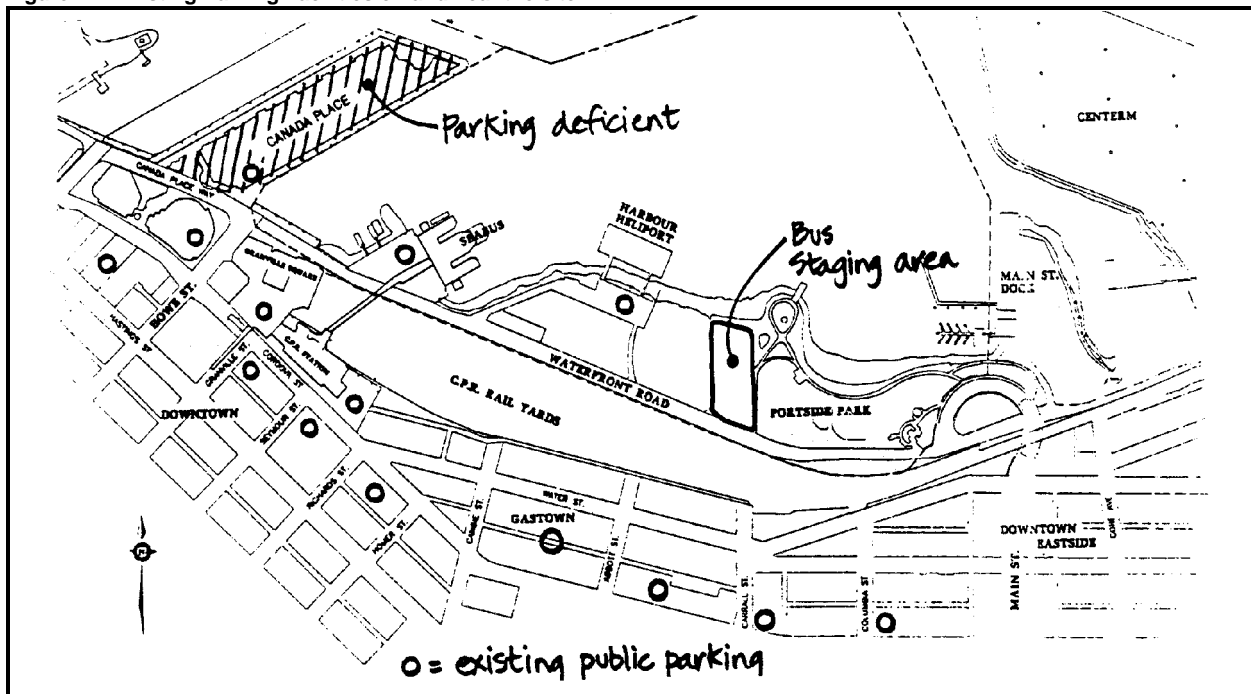
All non-residential uses in the Central Waterfront District require a minimum of one parking space for each 93 m² (1000 sq. ft.) of gross floor area, up to a maximum of one parking space for each 80 m² (860 sq. ft.) of gross floor area. Hotels must provide at least one parking space for every two rooms. Residential uses must provide one parking space for units smaller than 100 m² (1076 sq. ft.) and two parking spaces for units larger than 100 m² (1076 sq. ft.), unless the building is specifically geared for seniors or low income families.

Policy - Parking, Loading, and Engineering Services

- 11.1 Provide adequate parking and loading to serve the proposed developments, but generally discourage excess parking that may detract from transit usage. Notwithstanding this, the developer may, at their discretion, include additional parking, up to a maximum of 250 parking spaces, to help compensate for existing deficiencies in adjacent developments.
- 11.2 Ensure that parking is conveniently located and accessible, and that parking garages are amenable and meet the City parking garage security guidelines.
- 11.3 Parking cannot be a separate use; it must be ancillary and physically integrated with a principal use or public space.
- 11.4 Discourage above-grade parking structures. Where the topography leads to situations where parking extends above grade, then it should be set back and fully screened from surrounding streets, walkways and open spaces, by an active uses such as retail, or appropriate landscaping.

- 11.5 Do not permit surface parking, except as an interim use.
- 11.6 Incorporate on-street parking into roadway designs, where practical.
- 11.7 Provide convenient loading, passenger drop off, and emergency access to public-oriented waterfront uses (e.g. cruiseship operations). Ensure that an adequate staging area for tourist buses is provided at low impact locations either on site or conveniently off-site. Wherever located, consider means to mitigate bus idling noise, exhaust and other impacts.
- 11.8 Encourage provisions for utility loading and servicing that minimize impacts on the existing city to the south.
- 11.9 Ensure that related engineering services are adequate to serve the development.
- 11.10 Complete, as part of the site planning, a full evaluation of parking needs and assess the impacts on parking in adjacent areas.

Figure 12. Existing Parking Facilities on and near the site



12. Environment

Facts

Vancouver City Council created the Task Force on Atmospheric Change in 1989 to examine ways of improving air quality in the City of Vancouver. Council approved many recommendations from the “Clouds of Change” report on October 16, 1990 (see CURRENT POLICY below).

Concern for the environment has led to the creation of standards and policies for air and water quality, noise abatement, and contaminated soils. Meeting these environmental standards is already required as a condition of development in Vancouver.

At least 65% of the region’s air pollution is caused by motor vehicles. The City of Vancouver’s major response has been to encourage housing closer to employment centres such as downtown where walking, cycling and transit are viable alternatives to the private automobile.

There is a combined sewer outfall located north of Portside Park. Generally, a combined sewer system delivers both sewage and street run-off to the sewage treatment plant. However, during heavy rain, the sewer fills to capacity and the extra flow (both sewage and rainwater) is diverted into Burrard Inlet. Over the next two or three decades, most sewers in the city will be separated, so that only street run-off will discharge at the outfall.

The site was filled prior to 1986, using screened soils obtained from downtown and West End excavation sites.

Before any development can occur on the site, soil remediation standards must be met.

Major noise sources include the heliport, the SeaBus, cruiseships, Centerm, seaplanes in Coal Harbour, and trucks and tour buses travelling along Waterfront Road.

With increasing population growth and climatic changes affecting the region, severe water shortages have been experienced recently during the summer period.

A Solid Waste Management Plan is currently being developed that will identify recommendations to achieve the 50% waste reduction goal. This goal was recently approved by the relevant levels of government and applies to all waste, including commercial.

Issues

What should be analysed as part of the project’s environmental studies?

What special measures should be taken to reduce the noise produced by the heliport, the SeaBus terminal, the railyards and cruiseship terminals?

Reduction of water consumption can help reduce water shortages. Should this development provide special water conservation measures?

What provisions should be made, consistent with recommendations of the Solid Waste Management Plan, for reducing, reusing and recycling waste from both construction and day-to-day operations?

Past Policy

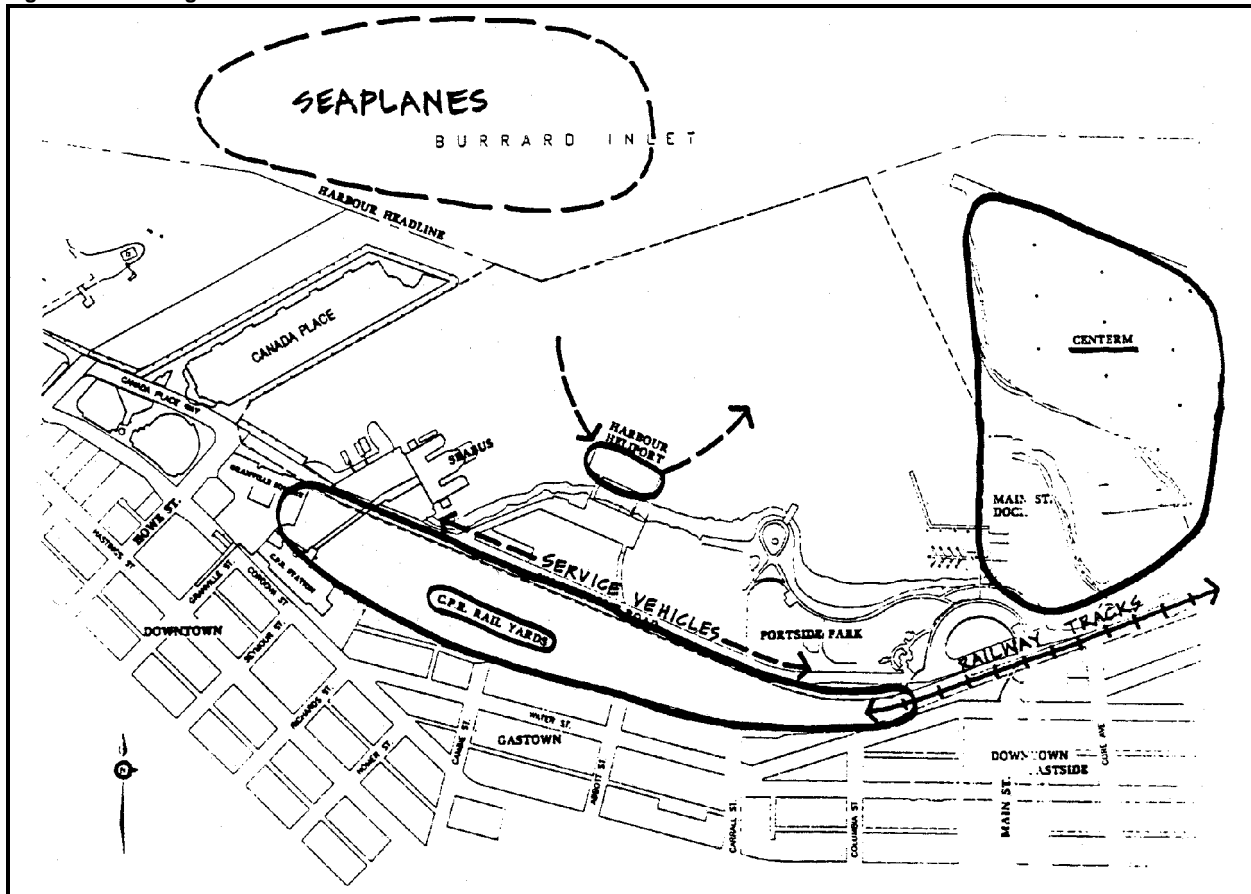
Clouds of Change Report (1990)

One of the primary recommendations in the report was to support residential densification near the city core and transit stations, in order to encourage people to walk, cycle and take transit. Other recommendations aimed at converting road space to bikeways, bus lanes and carpool lanes.

Policy - Environment

- 12.1 Develop as part of the initial site planning a comprehensive environmental assessment and improvement plan dealing with new and existing soils, air and water quality, marine habitat, noise and other environmental impacts by an independent environmental consultant approved by the Vancouver Port Corporation and the City, and implement as required.
- 12.2 Ensure there is full public disclosure of all completed reports, plans, and studies addressing environmental issues in the Central Waterfront Port Lands.
- 12.3 In finalizing the location of the heliport, consider its operational and safety requirements while minimizing noise impacts on the adjacent community and surrounding land uses.
- 12.4 Provide appropriate acoustic treatment for the project's residential units, with special consideration for those situated near or adjacent to transportation uses such as the railyards and the heliport.
- 12.5 Incorporate measures for reducing water consumption in commercial and residential buildings.
- 12.6 Implement initiatives resulting from the Solid Waste Management Plan that facilitate the goal of a 50% reduction of all waste.

Figure 13. Existing Noise Sources on the Site



13. Safety and Security

Facts

Vancouver City Council created the Safer City Task Force in October, 1991 and mandated it to recommend ways to make Vancouver a safer place. Council approved some of its recommendations on June 8, 1993 (see CURRENT POLICY below).

Crime Prevention Through Environmental Design (CPTED) aims to organize neighbourhoods, streets, parks, and buildings with safety in mind.

The Port of Vancouver is policed by Port Police, whose offices are located at the easterly end of the site.

Vancouver Police Department statistics suggest that more assaults occur, proportionally, in the Central Business District and the Downtown Eastside, than elsewhere in the city.

The Vancouver Parking By-law (section 4.12) incorporates safety standards for parking structures, including design, landscaping and signs.

Issues

Creating safe communities is a primary objective of the City of Vancouver. What planning and design considerations will help maximize the safety of people and security of property in the Port Lands development?

For instance, safe places are characterized by having active streets and public places both during the day and the night. What mix of activities in the Port Land can achieve this objective?

Safe places are also characterized by having “eyes on the street,” i.e. people looking out for each other and self-policing public and semi-public spaces. How can the design of streets, buildings and open spaces maximize “eyes on the streets?”

As in all developments, there will be aspects in developing the Port Lands that pose security concerns: enclosed parking, a lower-level road (like under Canada Place), and pedestrian bridges (from Gastown over the railyards). What special treatment would help make these spaces safe?

Past Policy

CW ODP (1979)

Recreational, cultural, retail commercial and entertainment uses will stimulate activity beyond the routine 9 to 5 work day.

Safer City Task Force Report (June 1993)

Staff directed to include Safer City issues in work plans, with particular attention to:

- physical infrastructure and design issues;
- options for a comprehensive approach to “CPTED”.

Policy - Safety and Security

- 13.1 Ensure that the development incorporates a wide variety of uses compatible with on-site activities and the adjacent residential neighbourhood to encourage activity beyond regular business hours.
- 13.2 Incorporate CPTED (Crime Prevention Through Environmental Design) principles at the Development Agreement stage to optimize the design of streets, open spaces and buildings from crime prevention and public safety perspectives. Develop a comprehensive safety plan. Ensure that design guidelines are sensitive to safety and security concerns.

- 13.3 Ensure parking garages, lower-level roads and pedestrian bridges maximize safety and comfort for users, and minimize opportunities for property damage and theft.

14. Interim Uses and Phasing

Facts

Full development of the Port Lands site may take 10 to 20 years.

The existing SeaBus and heliport terminals are located on movable, floating platforms. Similarly, the existing VPC dock next to the SeaBus terminal consists of movable floats.

Issues

Given the length of time until completion, should temporary, interim uses be allowed, to generate revenue for the Port or accommodate special needs?

How compatible do interim uses need to be with the permanent development?

Should development construction activities be allowed to temporarily disrupt essential transportation services (e.g. SeaBus), or should these services be maintained by special measures?

Past Policy

CW ODP (1979)

Interim uses including marine, commercial and light industrial facilities which currently exist on the waterfront can continue for up to 15 years before redevelopment occurs.

Interim uses also can include new temporary facilities which are compatible with future permanent development.

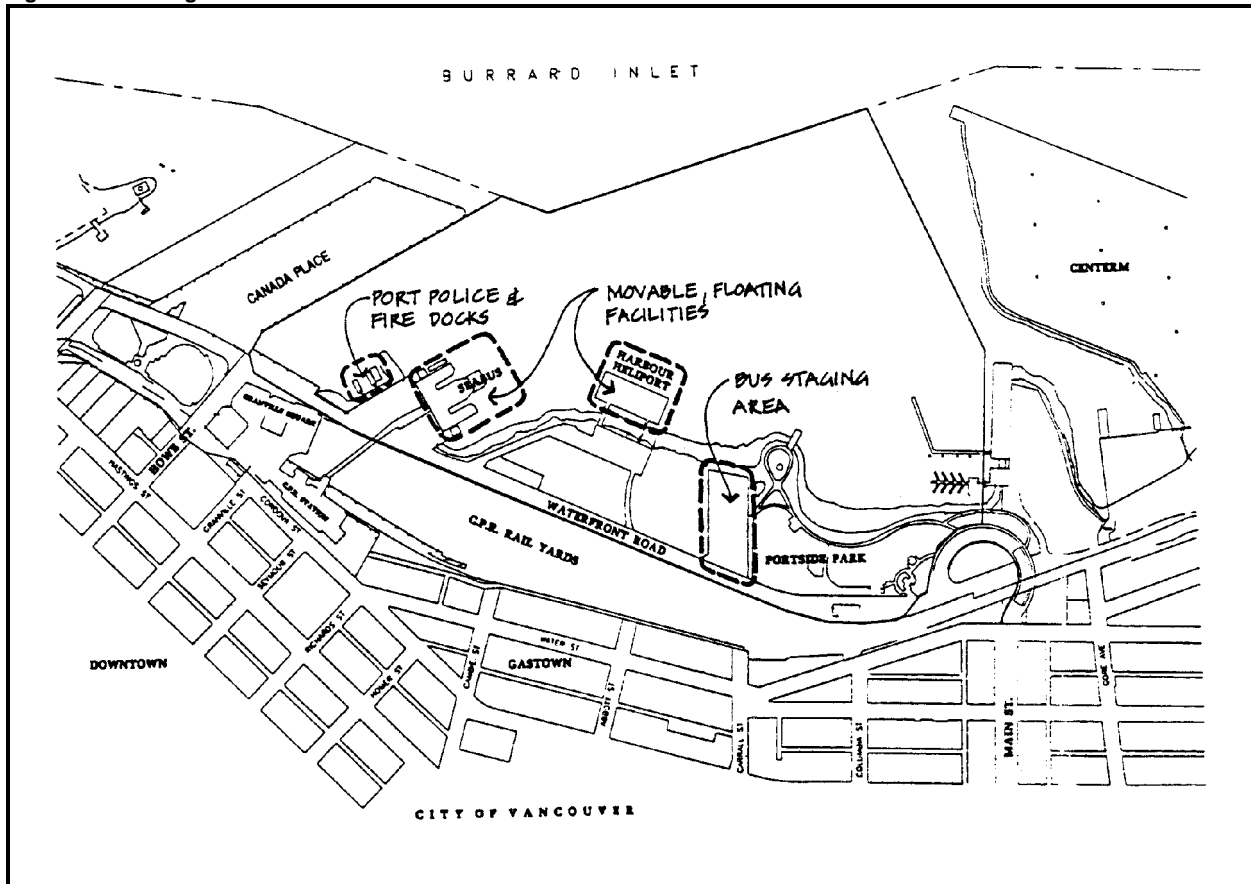
Significant upgrading of interim facilities can be required to improve their compatibility with new development.

Policy - Interim Uses and Phasing

- 14.1 Accommodate interim uses, which may include surface parking or be industrial in nature, provided they are compatible with anticipated permanent uses, the park, the shoreline and water experience, views across the water, and the adjacent neighbourhood.
- 14.2 Discourage new interim uses that are not movable, low-intensity or low in capital investment and thereby avoid extending their duration.

- 14.3 Ensure that SeaBus and heliport operations as well as the linkage to the C.P. Station are maintained throughout site construction.

Figure 14. Existing Interim Uses on the Site



Adoption of Policy Statement

Vancouver City Council passed the following resolutions when it approved the Central Waterfront Port Lands Policy Statement on February 17th, 1994:

- THAT the Central Waterfront Port Lands Policy Statement dated February, 1994 be adopted as amended this day.
- THAT Council's decision on this matter be communicated to the Vancouver Port Corporation Board and the Central Waterfront Port Lands Policy Statement be referred for the Boards's adoption.
- THAT, in approving the Central Waterfront Port Lands Policy Statement, Council is not approving a "for profit" casino use at this time;

AND THAT Vancouver City Council requests that the Provincial Government enter into a full public consultation process with its citizens as it considers whether or not to approve "for profit" gambling in British Columbia;

AND FURTHER THAT, should the City be asked to consider a "for profit" casino use in the future, the City reserves the right to negotiate additional mitigation funding for impacts which are directly related to this use (police expenses may be one example of such impacts).

- THAT the continuing planning for the Central Waterfront Port Lands include a special initiative to involve people from Gastown, the Downtown Eastside, and Strathcona, especially those who are 'hard to reach' or may need language or other assistance in participating;
- AND THAT the Director of Planning include a proposal to this end in the pending report on the process/timing for the next phase of this planning.
- THAT a social impacts assessment of large development projects, including the Port Lands project, on the communities in the northeast sector of Downtown be completed prior to consideration of the Port Lands Development Agreement;

AND THAT the assessment involve residents and leaders of the affected communities;

AND FURTHER THAT the Director of Planning, in consultation with other relevant departments, report back within two months on terms of reference for the assessment, with the intent to complete it within six months thereafter.

- THAT Council express support for programs by the development proponents to give preference to residents in nearby communities for employment on the Central Waterfront Port Lands site, with back-up training programs as appropriate.
- THAT a lease for Portside Park and other park space in the Central Waterfront Port lands be negotiated.
- THAT Council request the Federal and Provincial Governments to ensure that any liquor license applications for the Central Waterfront Port Lands go through normal City liquor licensing procedures.
- THAT Council deal with the issue of exhibit of wild and captive animals on the Central Waterfront Port Lands in a manner consistent with the existing City of Vancouver By-law No. 6940.
- THAT staff report back on a suggested City process of analysis and public consultation on the question of a "for profit" casino in Vancouver, that is coordinated with the Provincial Government's review (resolution passed on March 15, 1994).
- THAT the Vancouver Port Corporation be requested to consider changing the name of Portside Park to Crab Park, consistent with provisions of the 1986 Letter Agreement related to related to this park (resolution passed on March 15, 1994).

The Vancouver Port Corporation Board of Directors passed the following resolutions when it approved the Policy Statement on February 22, 1994:

- THAT the Board of Directors approve the Central Waterfront Port Lands Policy Statement dated February, 1994 as amended this day.
- THAT a lease for Portside Park will be negotiated with the City on terms consistent with the Letter Agreement relating to the Central Waterfront Park signed with the City in April 1986 and such other terms as may be mutually agreed.
- THAT the issue of a lease for the “other park space” in the Central Waterfront Port Lands be addressed, as appropriate, once the final development scheme is known.
- THAT the remaining recommendations as approved by Vancouver City Council on February 17, 1994 are noted, without objection.
- THAT the Board of the Vancouver Port Corporation places considerable weight and emphasis on the following sentence contained in the Policy Statement: “Though this Policy Statement defines the parameters of development, it is meant to be flexible enough to accommodate a side variety of detail plans to be generated and evaluated”.

Agreement on Public Benefits

On February 17th, 1994, Vancouver City Council accepted a financial package consistent with the Central Waterfront Port Lands Policy Statement, with the following resolutions:

- THAT . . . Council accept the proposed financial and development arrangements outlined in this report, and summarized as follows (all contributions are shown in 1994 dollars, and are subject to inflation) as the basis for a legal agreement satisfactory to the City Manager and Director of Legal Services:

1. The City’s normal development requirements for childcare, recreation facilities, and library facilities for the on-site population be applied to the Central Waterfront Port Lands, with contributions for recreation (\$.60/residential square foot) and library (\$0.75/residential square foot) applied to off-site facilities (Policies 7.1 and 7.4).
2. That the Vancouver Port Corporation/developer contribute \$1 million for creation of a site or space in a building for a maritime interpretation centre if required by the City; this contribution not to be transferable to other uses (Policy 7.7).
3. That the Vancouver Port Corporation/developer contribute \$5.366 million toward off-site social housing and recreation facilities, to be applied by the City as it sees fit in the area, in consultation with the community; the City may, in consultation with the Vancouver Port Corporation, consider applying these funds to off-site developments proposed by the developer (Policies 2.7 and 7.6).

The payment is to be made in two payments:

- (a) 50% prior to issuance of the first development permit; and,
 - (b) 50% on substantial completion of the first permanent building on site.
4. That a public art contribution not be required for the convention and cruiseship facilities, but the remaining public art allocation be available for application across the entire site. This reduces the public art allocation by approximately \$0.5 million below that envisaged in the draft Policy Statement, but is not inconsistent with the practice on other major projects.
 5. That all other services and amenities referred to in the Policy Statement but not referred to above be funded by the development in the normal manner, to be detailed in the Development Agreement.

The Vancouver Port Corporation Board of Directors accepted this same financial package on February 22, 1994.

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Glossary

Built form	The general shape, size and style of buildings, open spaces and streets in a defined area (e.g. Gastown's built form is different than that of the central business district or Mount Pleasant).
CWODP	The Central Waterfront Official Development Plan, approved by City Council in 1979, is the City's current zoning by-law for the site.
Development area	A geographic zone defined by characteristics such as heights of buildings, related types of activities, urban design patterns, etc.
Floor area	Amount of development that may be permitted on a site (often measured in square meters or square feet).
Land use	An activity which is permitted on a certain parcel of land (e.g. commercial, residential, industrial, institutional, etc.).
Marine habitat	The natural environment for marine plants and animals.
Public open space	All parks, outdoor public places, walkways, and outdoor plazas on private property that are publicly accessible (often measured in hectares or acres).
Site area	Total land area on which development can occur (often measured in hectares or acres).
Street-end view	These are views which provide visual contact from Downtown and Gastown to the water of Burrard Inlet and the North Shore mountains. Street-end views are defined as the straight line projection of the existing north-south street right-of-way with an approximate 5 degrees angle away from each side of the street extension taken at the intersection with the south boundary of the Central Waterfront Official Development Plan.
Transit right-of-way	A linear corridor through a development that is preserved for potential use by transit.
Transportation node	A concentration of transportation modes in a specified area, with connections between the different ways of travelling (e.g. bus to train, car to SkyTrain, etc.).
Water coverage	Any portion of existing water that will be covered by landfill, decks, piers, buildings or floating structures (often measured in hectares or acres).

Metric and Imperial Conversions

1 hectare = 10 000 m² (100 metres x 100 metres)
= 2.47 acres
= 107, 642 sq. ft.

1 acre = 43,560 sq. ft. (66 feet x 660 feet)
= 0.40 hectares
= 4 047 m²

1 m² = 10.76 sq. feet

1 m = 3.38 feet