

# CENTRAL WATERFRONT OFFICIAL DEVELOPMENT PLAN

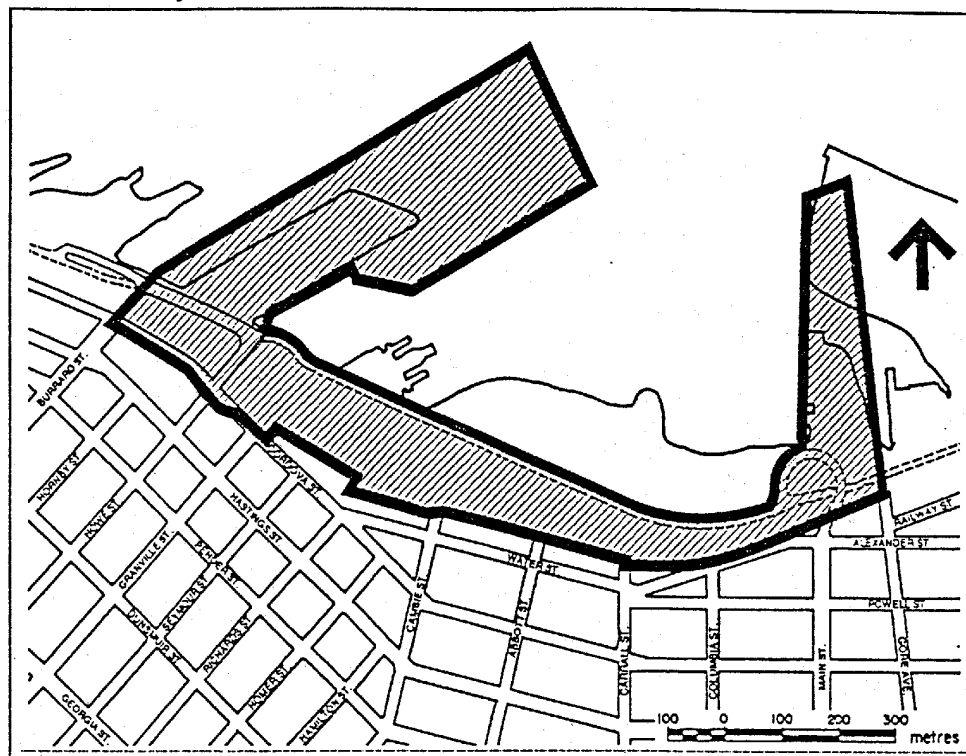
(Adopted by By-law No. 5261, June 19, 1979)

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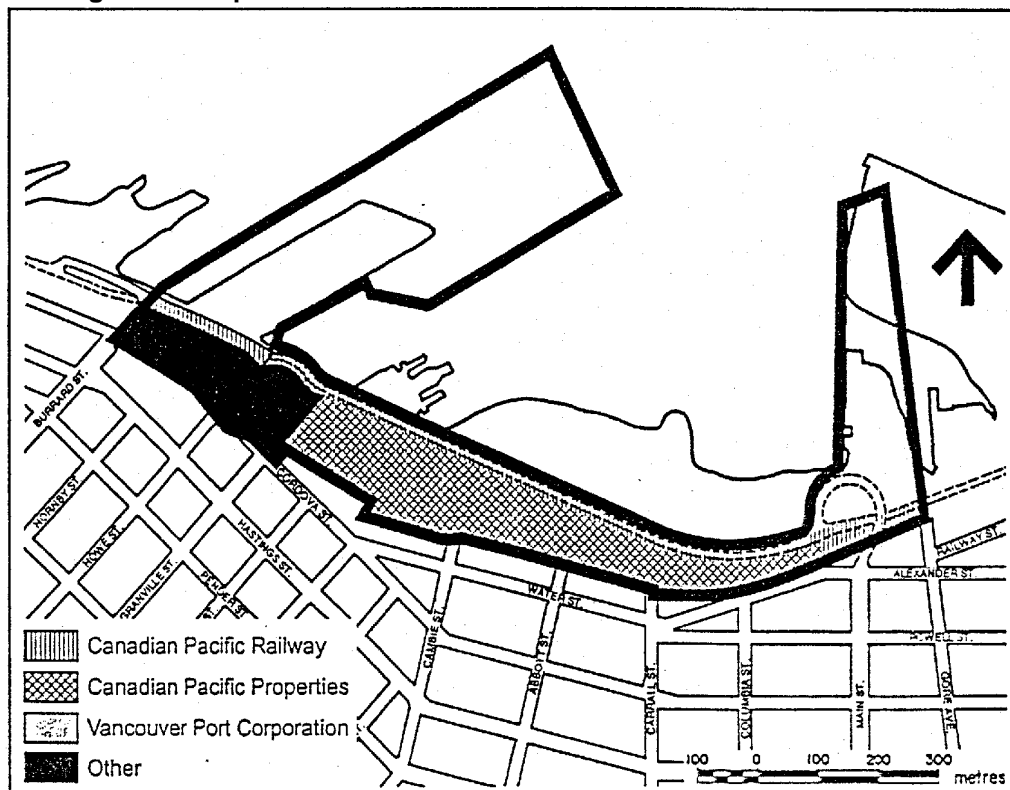
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# Central Waterfront Official Development Plan

ODP Boundary



Existing Ownership



## Preamble

### Existing Central Waterfront

The area regulated by the Central Waterfront Official Development Plan (ODP) stretches from Burrard Street to Gore Avenue and adjoins the northern boundary of the Downtown District and the Gastown Historic Area. (see Figure 1)

The existing land area is primarily used for rail functions by Canadian Pacific Rail to serve the harbour and other industries in Vancouver. Along the shoreline and on the water area are a variety of freight and passenger terminal facilities in the western part and port facilities in the east. The ownership of the land, shoreline and water area is primarily by Marathon Developments Inc., hereafter referred to as Marathon, and Canadian Pacific Properties Inc. and Canadian Pacific Rail Co., hereafter referred to as Canadian Pacific, and the Vancouver Port Corporation.

### Background

The predominantly industrial nature of the Central Waterfront together with its topography make the waterfront area generally inaccessible to the public. In recent years, a number of steps have been taken towards planning for the future of this central portion of the Burrard Inlet.

- In early 1973, a special Waterfront Committee was set up by City Council to investigate the potential of the Central Waterfront. As a result of this, City Council and the Federal Ministry of State for Urban Affairs jointly sponsored a study of the Waterfront between Stanley Park and Main Street. A planning consultant was appointed to the study for a one year term starting September 1973.
- By the end of 1974, after a great deal of planning and study, a continuous public information program and several reviews by the City's Waterfront Committee, the 23 policies as recommended by the consultant in Stage 3 of his report were adopted by City Council as a basis for further planning.
- In 1974, the City of Vancouver made application to the Greater Vancouver Regional District to amend the Official Regional Plan which designates the Burrard Waterfront as "Industrial 1". This designation prevents the development of commercial, residential, recreational and open space uses which the City considers as desirable in the Central Waterfront. The application to amend the Central Waterfront designation to "Urban" would allow the development of urban uses and would also permit the continuance of port and transportation uses. The Greater Vancouver Regional District Board gave two readings to the amendment on the assumption that the City would adopt a suitable official community plan which would include the Region's policies for the area. The G.V.R.D. stated that the enactment of the amendment to the Official Regional Plan would follow adoption of such community plan.
- By the end of 1974, it had become clear that many of the interests involved in the waterfront area were extremely concerned about the policies which had emerged from the one year Federal/City study. In particular, the National Harbours Board (N.H.B.) had lodged an official objection to the City's application to amend the Official Regional Plan.
- In early 1975, as a result of the concerns expressed, a committee was established by the Vancouver Port Authority, at the request of City Council, with a view to reconciling these concerns. This Advisory Committee consisted of representatives of the following interests: the Federal Ministry of Urban Affairs; the National Harbours Board; the Vancouver Port Authority; C.P. Rail; Marathon Realty; the Provincial Bureau of Transit; the Greater Vancouver Regional District; and the City of Vancouver.
- In early 1976, City Council approved the 24 policies as recommended by the Advisory Committee (these 24 policies are in part different from the 23 policies previously adopted by City Council in 1974) and instructed the Director of Planning to develop zoning controls for the Central Waterfront based on these policies. Several draft zoning proposals have been prepared since. Due to the different development objectives of the various property owners and interested groups, the finalization of this proposed zoning has taken longer than was at first anticipated. On October 31, 1978, subsequent to a Public Hearing, City Council approved the rezoning of the Central Waterfront from "Industrial" to "Urban", and adopted the Central Waterfront Official Development Plan dated February 9, 1978 (amended August 29, 1978) with amendments.

- In November 1990, City Council approved the Coal Harbour ODP for sub-areas 1 and 2 (between Cardero and Burrard Streets), formerly part of this Central Waterfront Official Development Plan, and this Plan was accordingly amended to delete reference to those areas.
- In February, 1994, City Council and the Board of Vancouver Port Corporation adopted the Central Waterfront Port Lands Policy Statement (CWPPS) that described general planning principles to guide future development and established the amount of development to be considered for the lands from Canada Place to the foot of Main Street through the later phases of planning and urban design.
- On November 30, 1999, the CWPPS area was removed from the Central Waterfront Official Development Plan (CWODP). The area west of Portside Park was rezoned CD-1, while Portside Park remained zoned Central Waterfront District, with both sites still subject to the CWPPS. In addition, an area of unzoned land was added to the CWODP to facilitate consideration of a proposal to extend the Canada Place Pier.

### **City's Objectives**

The basic objectives of the City in planning the Central Waterfront are to make the area more accessible and enjoyable to the people of Vancouver while maintaining a viable port operation and, to ensure future development of the area is compatible with the adjacent Downtown and Gastown. The introduction of urban uses such as commercial, recreational and light industrial in the Central Waterfront, integrated with essential port and rail operations would be most appropriate to achieve these objectives.

It is recognized that in order to realize the City's basic objectives, full co-operation will be needed from the various waterfront property owners and authorities. The objectives of the different owners must be clearly understood by the City and must be respected in the planning of the Central Waterfront.

The objectives of the various owners and authorities can be summarized as follows:

### **V.P.C.'s Objectives**

The Vancouver Port Corporation (V.P.C.), which is a federal agency, is a major owner of the land, foreshore and water area of the Central Waterfront. The V.P.C. provides vital port functions to the Vancouver Harbour, as well as the region. Such existing port functions should continue to operate effectively in the Central Waterfront. The development of urban uses on V.P.C. property should be compatible with essential port functions.

The City recognizes that the V.P.C., being a Crown Agency, has control over the uses of its property for port and other functions which are largely port-related and are compatible in character to the area, and is not legally bound by the City's development regulations. However, V.P.C. officials have clearly indicated to the City that they would endeavour to co-operate in achieving City objectives as long as port functions and future port development objectives are not jeopardized.

### **C.P.R.'s and Marathon's Objectives**

The Canadian Pacific is a major land owner in the Central Waterfront. It provides rail facilities which are essential to serve the port and other industries which are not located on the waterfront. These rail functions are intended to remain and will continue to serve the waterfront and the region -- they may also be expanded to serve commuter and trans-continental passengers. Until other viable alternatives can be found to relocate these rail functions, they must co-exist with future urban uses.

Marathon manages the land owned by Canadian Pacific Properties Inc. within this ODP.

## **G.V.R.D.'s Objectives**

The Greater Vancouver Regional District's objectives for the Central Waterfront can be summarized as follows:

- I Provide the following key links in the regional transportation system
    - (a) berthing for ocean passenger liners;
    - (b) station facilities for trans-continental and commuter passenger rail services;
    - (c) terminal facilities for trans-inlet passenger ferries;
    - (d) station facilities for light rapid transit (either in the area or not more than 500 feet from the southern boundary of the area);
    - (e) intercity bus terminal facilities;
    - (f) an integrated transportation terminal complex to allow for easy, convenient and interesting transfer to passengers between all of the above services and commuter and intercity bus services and taxi facilities.
  - II Discourage dependence on the automobile for both internal and external circulation to and from the area.
  - III Provide for the enhancement of the recreational and scenic values there, including protection of views, provision of public areas, maintenance of the foreshore from extensive filling and the limitation of building sites.
  - IV Establish a ceiling on the total amount of new employment potential to be created in this area in keeping with the regional policy of developing regional town centres.
  - V Provide a balance between residents and workers in the area in order to support the regional concept of living close to work.
- (The Central Waterfront Plan does not permit residential use. Therefore it would not meet this G.V.R.D. objective. However, in the context of the Central Area, residential use is encouraged and this would seem to fulfill the intent of G.V.R.D.'s concept of living close to work.)

## **Certainty and Flexibility**

Due to the complexity of the redevelopment of the Central Waterfront and the uncertainty of future changes, the development of urban uses is expected to be staged over a long period of time. A traditional regulatory zoning and development by-law is therefore inappropriate.

It has been thoroughly discussed and agreed among the property owners, government agencies and the City that a more innovative approach which combines "certainty" and "flexibility" would be more appropriate -- "certainty" in terms of providing clearly stated development objectives, policies and guidelines which enable development to occur in the Central Waterfront and "flexibility" in terms of providing a development control procedure adaptable to future changes when necessary.

It is in the spirit of acknowledging the necessity of full co-operation among property owners, related government agencies, and the City, and acknowledging the importance of providing "certainty" as well as "flexibility" that this Central Waterfront Official Development Plan was prepared.

## Section 1 Application and Intent

A set of general goals has been established to form the basis for the planning of the Central Waterfront. These have been developed from previous studies and particularly from the work of the Waterfront Advisory Committee.

### Goals

The general goals for planning the Central Waterfront are:

- encourage the development of new urban uses including commercial, recreational, cultural and public uses throughout the waterfront area;
- provide for easy public access to the waterfront;
- enhance the public's enjoyment of the waterfront by encouraging the provision of harbour activities and a variety of views;
- facilitate the continued operation of port functions;
- facilitate the continued operation of rail facilities to serve port, freight and passenger functions;
- provide transit systems for movement to, from and between waterfront developments in order to decrease dependence upon the private automobile;
- ensure a scale transition in the physical form of future development between Downtown and the Burrard Inlet;
- support the objectives of the Greater Vancouver Regional District as referred to in "The Livable Region 1976/86", in particular the concept of living close to work;

Due to the complexity of the redevelopment of the Central Waterfront and the uncertainty of future changes, the development of urban uses is expected to be staged over a long period of time. A traditional regulatory zoning and development by-law is therefore inappropriate.

### The Official Development Plan

The Official Development Plan for the Central Waterfront is a By-law to control and guide the development of all uses, other than port and rail functions, in that part of the Central Waterfront District (CWD) which is within the boundaries shown on the map entitled ODP BOUNDARY. The City fully recognizes that the Vancouver Port Corporation shall have authority regarding the operation and development of port and port related functions within V.P.C. property in the Central Waterfront; similarly, Canadian Pacific shall have jurisdiction regarding the operation and development of rail facilities within its property in the Central Waterfront.

The plan provides a framework within which the general planning goals are expanded into more descriptive policies. The concerns and objectives of the various property owners and interested groups have been taken into account in the preparation of these policies. The plan is intended to provide guidance to the future development of the waterfront in a manner most consistent with the interests of the City, the Region, the owners and authorities.

In order to provide effective guidance for the long-term development of the Central Waterfront, the plan should be reviewed from time to time to ensure that it accurately reflects change in the City. Such review shall occur at least once in every five years.

The Central Waterfront Official Development Plan contains planning policies regarding:

- uses;
- population;
- physical form;
- public open space;
- movement pattern;
- shoreline.

Section 1 describes the procedure for using this Plan for the Central Waterfront.

Section 2 contains specific definitions.

Section 3 contains overall policies which provide guidance with respect to the general development of the Central Waterfront.

Section 4 contains sub-area development guidelines which provide more detailed guidance with respect to the development of the two sub-areas which have been identified within the Central Waterfront. These development guidelines, together with the overall policies in section 3, provide the necessary guidance for the preparation of development proposals within these two sub-areas of the Central Waterfront.

### **Interpretation**

The Official Development Plan is, in whole and in part, subject to the interpretation of the Development Permit Board where that Board is empowered to act.

The overall policies as contained in section 2 represent the basic philosophy in planning the Central Waterfront. These policies have been thoroughly discussed with the various property owners and authorities, and their major objectives have been accommodated. However, these policies can be amended by City Council subsequent to further Public Hearing.

The sub-area development guidelines as contained in section 4, represent the present intent as to how the different sub-areas of the Central Waterfront should be developed. These guidelines are primarily based upon the City's present population, rate of growth, and available resources for essential services. They can be amended by City Council subsequent to Public Hearing. Alternatively, the development guidelines for each sub-area can be expanded and/or amended in future, if necessary, by the Area Development Plan process as described below.

The Development Permit Board, in the exercise of its jurisdiction, may relax the provisions of this Plan in any case where literal enforcement would result in unnecessary hardship. In granting any relaxation, the Board shall have regard to the intent and policies of this Plan, and such other applicable policies and guidelines adopted by Council.

### **Development Permit Application**

Development permit applications shall be made in accordance with normal procedures as set out in the Zoning and Development By-law, No. 3575. The Development Permit Board may in its discretion approve or refuse a development permit application based on review against the related policies and sub-area development guidelines as contained in the Official Development Plan and any Area Development Plan By-law for the areas within which the application is made.

Alternatively, the Development Permit Board may in its discretion advise the applicant to prepare an application for an Area Development Plan By-law if, in the opinion of the Development Permit Board, the proposal:

- (i) conforms to the intention of the Official Development Plan in terms of overall policies, but varies from the sub-area development guidelines by providing justifiable alternatives; and/or
- (ii) would have significant physical and environmental impact on the Central Waterfront and the adjoining Downtown/Gastown area in terms of the proposed use(s), density, physical form, public open space, movement patterns (vehicular and pedestrian), or shoreline configuration and thus would require further clarification and commitment with respect to the future development of the area around the proposed development to ensure overall compatibility.

## Area Development Plan

An Area Development Plan is a method of expanding or amending the development guidelines which are described for the identified sub-areas, in section 4 of this Official Development Plan. An Area Development Plan will be necessary if a particular development proposal is at variance with the sub-area development guidelines or if it is a result of changes in the objectives for the Central Waterfront.

An application for an Area Development Plan can be made by an applicant either:

- (a) prior to submitting a development permit application and as a result of discussion with the Director of Planning; or
- (b) subsequent to submitting a development permit application and as a result of recommendation by the Development Permit Board.

An Area Development Plan application will be reviewed by the Director of Planning who may consult with the Development Permit Board. The Director of Planning will then make recommendation to City Council who may refuse the application, request amendment or instruct the Director of Planning to prepare an Area Development Plan to be forwarded to City Council for consideration at a Public Hearing. Subsequently, City Council can either adopt or not adopt the Area Development Plan.

An application for an Area Development Plan shall include:

- maps and related information in sufficient detail to provide a clear understanding of the use, ultimate development form, density, building heights, views, pedestrian and vehicular circulations and public open space for the particular development proposal which is contemplated; and
- maps and related information in sufficient detail to provide a clear understanding of the potential physical and environmental impact of the proposed development on the surrounding area likely to be affected by the development proposal.

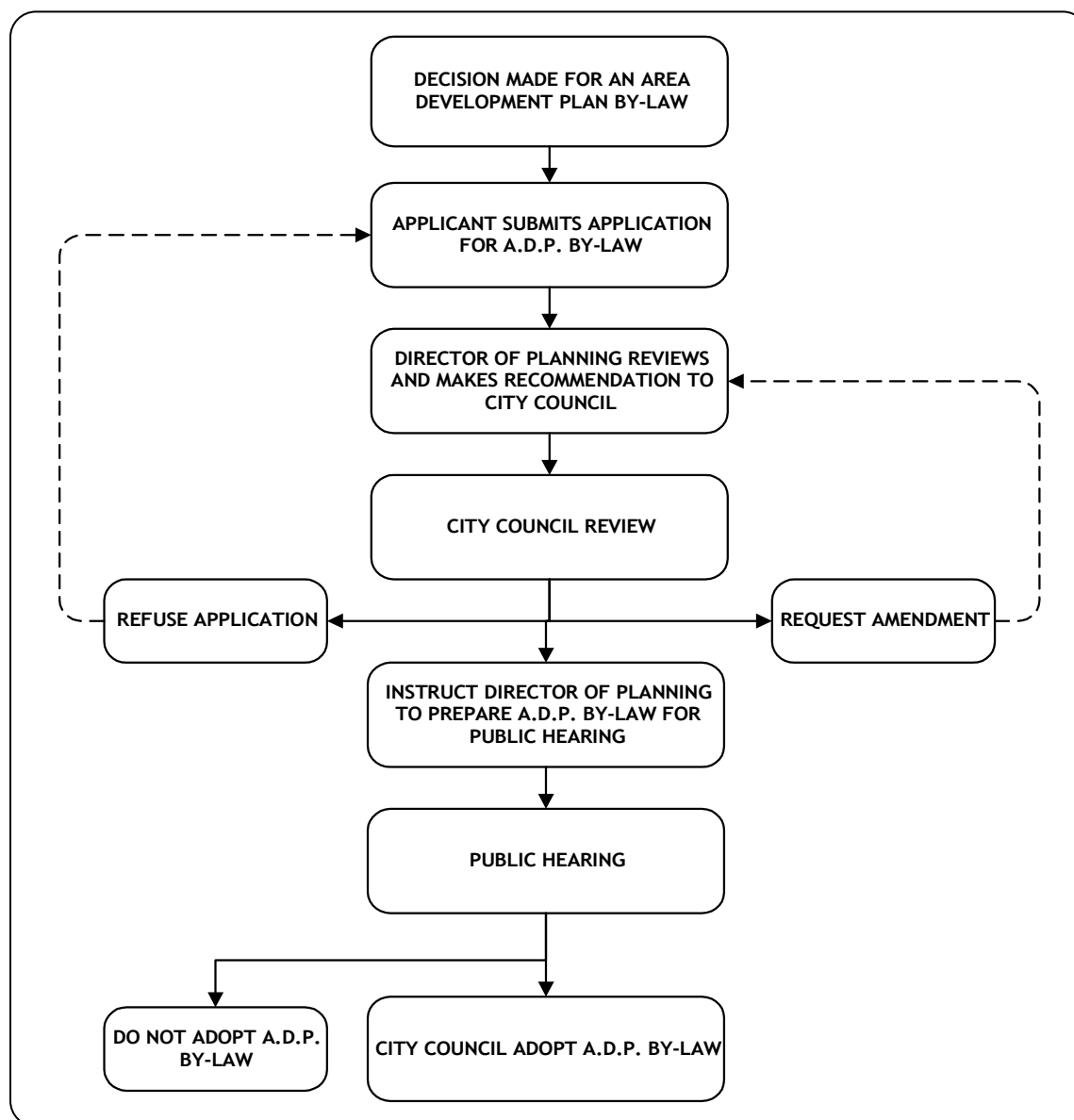
In determining the extent of the area affected by a proposed development for the purposes of establishing the boundaries of an Area Development Plan, the following shall be taken into consideration:

- (i) the proposed development form and its effect on the surrounding area in terms of view and sunlight obstruction;
- (ii) the proposed density and its effect upon the development potential on surrounding undeveloped properties;
- (iii) the relationship of the proposed development to existing and intended pedestrian and vehicular circulation systems; and
- (iv) other potential environmental and/or physical impact of the proposed development on the surrounding area.

The boundaries established for the purposes of an Area Development Plan application may or may not coincide with the approximate boundaries of the sub-areas identified in section 4 of this By-law. Similarly the boundaries established for the purposes of preparing an application may extend beyond the boundaries of the Central Waterfront where it is deemed that properties in other adjoining districts could be affected.



## Area Development Plan (ADP) Application Process



## Section 2 Definitions

The definitions contained in Section 2 of the Zoning and Development By-law shall apply to this ODP, except as varied or supplemented by the following:

**Marina** A small harbour or boat basin providing moorage, supplies and services for small pleasure and commercial vessels.

**Port** Those facilities which accommodate the various activities involving the interchange of goods and people between land, water and air modes, and which include a wide range of related commercial and industrial activities of regional or national significance.

**Railway** Those facilities including railroads, stations and land areas which are used for rail transportation purposes.

**Existing Sunny Areas** These are areas on the Central Waterfront which are free of noon hour shadowing at the Spring and Fall equinoxes (March 21st and September 21st) existing at the time of adoption of the Central Waterfront Official Development Plan By-law.

**Street-end Views** 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 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.

**Panoramic Views** These are views which provide general visual contact from within the Central Waterfront to its immediate and distant surroundings. A panoramic view should encompass a view arc of no less than 45 degrees from the desirable viewing position.

**F.S.R. Net** The figure obtained when the area of all floors of all buildings on the site, measured to the extreme outer limits of the building, is divided by the area of the site. The following may be excluded from such calculation provided that the excluded floor space shall not be put to any use other than that which justified the exclusion:

- (a) architectural features which in the opinion of the Director of Planning contribute to the amenity and/or environment of the Central Waterfront;
- (b) patios or roof gardens provided that any sunroofs or walls are approved by the Director of Planning;
- (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which, in the opinion of the Director of Planning, are similar to the foregoing, those floors or portions thereof so used, which are at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 24 feet in length; and
- (d) social and recreational amenities and facilities that are open to and primarily for the use of residents, tenants, and employees, provided that the area of such excluded facilities listed below does not exceed 20 percent of the allowable FSR or 929.0 m<sup>2</sup> (10,000 sq. ft.), whichever is the lesser, the following being illustrative examples:
  - saunas;
  - swimming pools;
  - squash courts;
  - gymnasiums and work-out rooms;
  - games and hobby rooms; and
  - other similar related indoor uses of a recreational nature which contribute to social amenity.

**F.S.R. Gross** The figure obtained when the total area of the floors of the building is divided by the gross land acreage.

**Gross Land Acreage** The total land development area including the site, existing and future public uses such as roads, parks, utilities and other similar uses.

**Urban Use** This shall mean commercial, institutional, social, recreational and cultural, parks and open spaces, light industrial and other uses which are similar in character or customarily accessory to the above.

**Hotel** Premises providing temporary accommodation by way of furnished sleeping, housekeeping or dwelling units.

## Section 3 Overall Policies

### Intent

The overall policies in this section provide guidance with respect to the general development of the Central Waterfront regarding:

- uses;
- population;
- physical form;
- public open space;
- movement pattern; and
- shoreline.

The City recognizes that the operation and development of port and rail facilities within the Central Waterfront are under the separate jurisdictions of the Vancouver Port Corporation and Canadian Pacific and thus are not legally bound by the “policies” as contained in this section. However, both Vancouver Port Corporation and Canadian Pacific officials have expressed their commitment to co-operate in achieving the intent of these policies which represent the consensus of property owners and public authorities.

### Interpretation and Change

The overall policies are subject to interpretation by the Development Permit Board. They can be amended in future, if necessary, by amending the Official Development Plan.

Differences of opinion as to the interpretation of any of the policies contained in this section shall be referred to City Council for guidance.

### 3.1 Uses

#### Discussion

The Central Waterfront is presently considered to be under-utilized. It is the major objective of this plan to encourage the potential redevelopment of the Central Waterfront from a sparsely populated industrial area into a high quality urban environment.

It is an intent of this plan that public-oriented commercial use will become a major component of the future waterfront. Such commercial uses should include retail and entertainment which will be a key factor in the transformation of the Central Waterfront to primarily urban use. Such uses will draw people and will provide for activity beyond the 9-5 office work day.

Existing and future port and rail facilities which are essential for the operation of the port will continue to operate within the Central Waterfront. Incompatible port and rail facilities should be relocated out of the Central Waterfront.

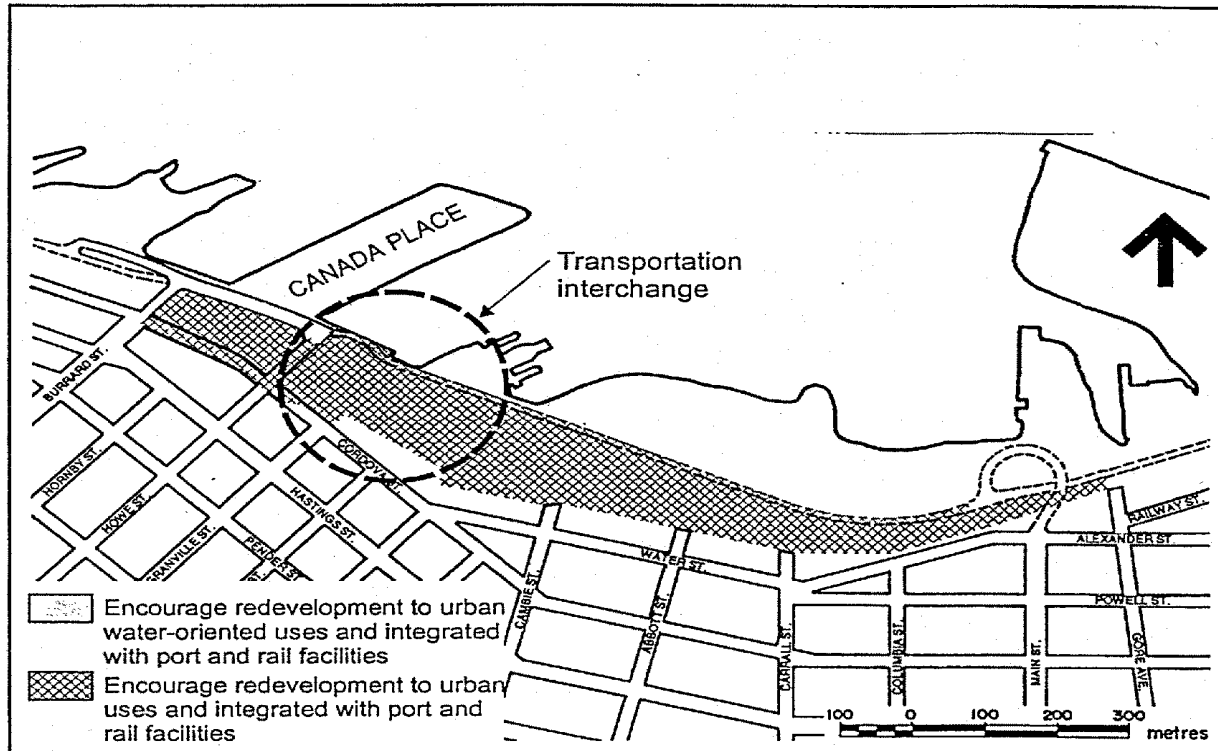
Other uses including marine, commercial and light industrial facilities which currently exist on the waterfront on a temporary basis could continue as interim uses before redevelopment occurs. Interim uses should also include new temporary facilities which are compatible with future urban uses.

## Policies

### *Commercial*

1. Retail, commercial, entertainment, restaurant and other similar uses will be particularly encouraged.
2. Small-scale marine commercial which create activities of interest to the public, will be encouraged.
3. Marinas for smaller vessels will be encouraged.

### Generalized Use Policy Map (as of November 6, 1990)



### *Industrial*

4. Essential harbour functions should continue and should co-exist with urban uses including:
  - (a) Canada Place primarily for use of ocean passenger vessels, with some general cargo use. However, consideration will be given to other uses to realize the potential arising from new urban activities which will be generated in the area. Because of the large size of the facility, it could become an area of diverse port, commercial, trade, tourist, recreational, and possibly cultural and public activity;
  - (b) commuter ferry operations at the north end of Granville Street;
  - (c) cruise and cargo facilities;
  - (d) fishing industry activities;
  - (e) tug or service harbour facilities.
5. New industrial uses (light) must be compatible with other new urban uses, noting that the high-value manufacturing, warehousing and distribution industries would be particularly appropriate in the Central Waterfront.

6. Back-up rail facilities should be relocated out of the Central Waterfront before major redevelopment occurs, if possible. However, until such time as relocation occurs, any redevelopment should take the present facilities into account and be designed to overcome any incompatibilities arising from these operations.
7. The essential rail facilities east of Burrard Street will remain for the foreseeable future as they service a variety of demands, including the future commuter and trans-continental train operations and freight rail services.
8. New marine-oriented industrial and port facilities should be compatible and integrated with the new urban uses.
9. Facilities for safe public viewing of the maritime industry from close by should be provided wherever possible.

#### *Interim Uses*

10. Existing and new temporary uses including marine, commercial, light industrial and similar uses will be permitted as interim uses before redevelopment occurs in the Central Waterfront.
11. Interim uses will be permitted for a period of between 10 and 15 years depending on their compatibility with future urban uses.
12. Interim uses which are compatible with the future urban uses will be permitted to continue when redevelopment occurs. However, significant upgrading of the interim facilities may be required at the time of permit review for renewal to improve their compatibility with new development.

#### *Parking Uses*

13. 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 in sub-area 3.

### **3.2 Population**

#### **Discussion**

An optimum population target based on the City's present population and available resources for essential services has been established to ensure basic livability of the Central Waterfront. In future, when significant changes occur with respect to the City's growth and/or resources, the established population target will be adjusted to reflect the changes.

Recreational, cultural, retail commercial and entertainment uses will stimulate activity beyond the routine 9-5 office work day, and it is the intent of this plan to encourage the inclusion of workers in such uses in the future waterfront population.

#### **Policies**

1. Based on the City's present population and available resources for essential services, the projected population in the Central Waterfront would be approximately 5,000.
2. Employment in the recreational, cultural, retail, commercial and entertainment fields will be particularly encouraged.

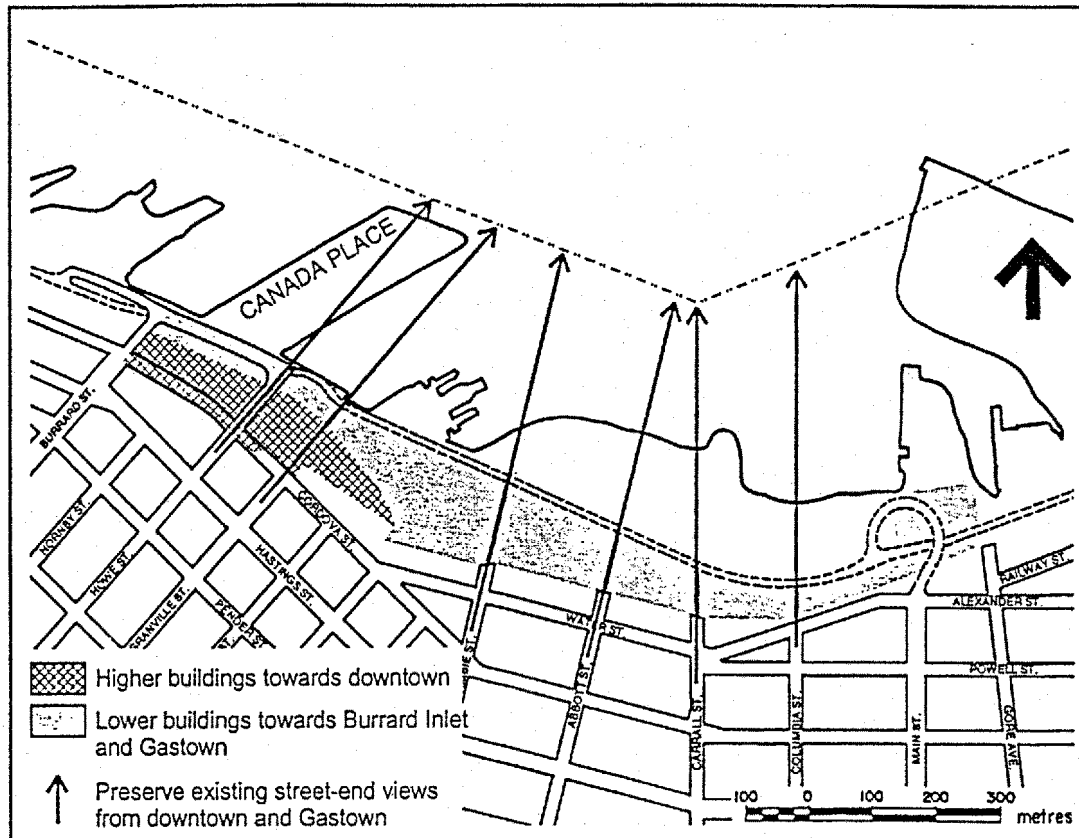
### **3.3 Physical Form**

#### **Discussion**

Due to the location and configuration of the Central Waterfront, new developments must have regard to the physical scale of existing structures at the northern edge of Downtown and Gastown.

A variety of building heights and development forms will be desirable in the Central Waterfront. The planning of any new development will require the thorough analysis of its potential impact on the variety of view potentials from existing public pedestrian environments (predominantly street sidewalks and plazas) in Downtown and Gastown as well as its potential impact regarding shadowing onto existing sunny areas of the Central Waterfront which are ideal for public use.

### Generalized Physical Form Policy Map



### Policies

1. The scale of new development should provide a physical transition from existing buildings abutting the northern edge of Downtown and Gastown to the water area of Burrard Inlet.
2. The height and bulk of new development should generally decrease towards the water area of Burrard Inlet.
3. The location, height and massing of new development should minimize noon-hour shadowing onto the sunny areas of the Central Waterfront.
4. The location, height and massing of new development should preserve and maximize view potential of the waterfront, Burrard Inlet and the North Shore mountains from existing street-ends of Downtown and Gastown.
5. New development should create new opportunities to view waterfront activities wherever possible.
6. New development should utilize accessible roof areas as terraces including, wherever possible, public use. Such areas should be sensitively treated particularly responding to climatic conditions as well as creating a pleasant visual environment when viewed from adjacent higher structures.

### 3.4 Public Open Space

#### Discussion

Public open space, which shall be open to the sky, and be accessible to the public at all times, is a basic necessity for the successful redevelopment of the Central Waterfront into a high quality urban environment.

Public open space in the Central Waterfront should facilitate the needs for active and passive relaxation of the population of the waterfront and the nearby Downtown and Gastown areas.

In order to ensure that adequate public open space will be provided new development must contribute to the provision of such space.

#### Policies

1. Major public open space should be provided at locations in close proximity to the intended primary pedestrian access to the Central Waterfront as set out in section 4 -- Sub-area Development Guidelines.
2. Approximately 16 acres of public open space should be provided in the Central Waterfront. 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.
3. New development in the Central Waterfront will be required to provide for different types of open space as follows:
  - (a) public pedestrian walkway space to be located at or in a position directly associated with the water's edge. Such space need not be at the same level throughout but should form part of a continuous pedestrian walkway system within the Central Waterfront;
  - (b) public pedestrian circulation systems which connect the development to its surrounding areas including pedestrian access to the Central Waterfront;
  - (c) a variety of public places to serve the active and passive relaxation of the future population of the Central Waterfront and its visitors.

### 3.5 Movement Pattern

#### Discussion

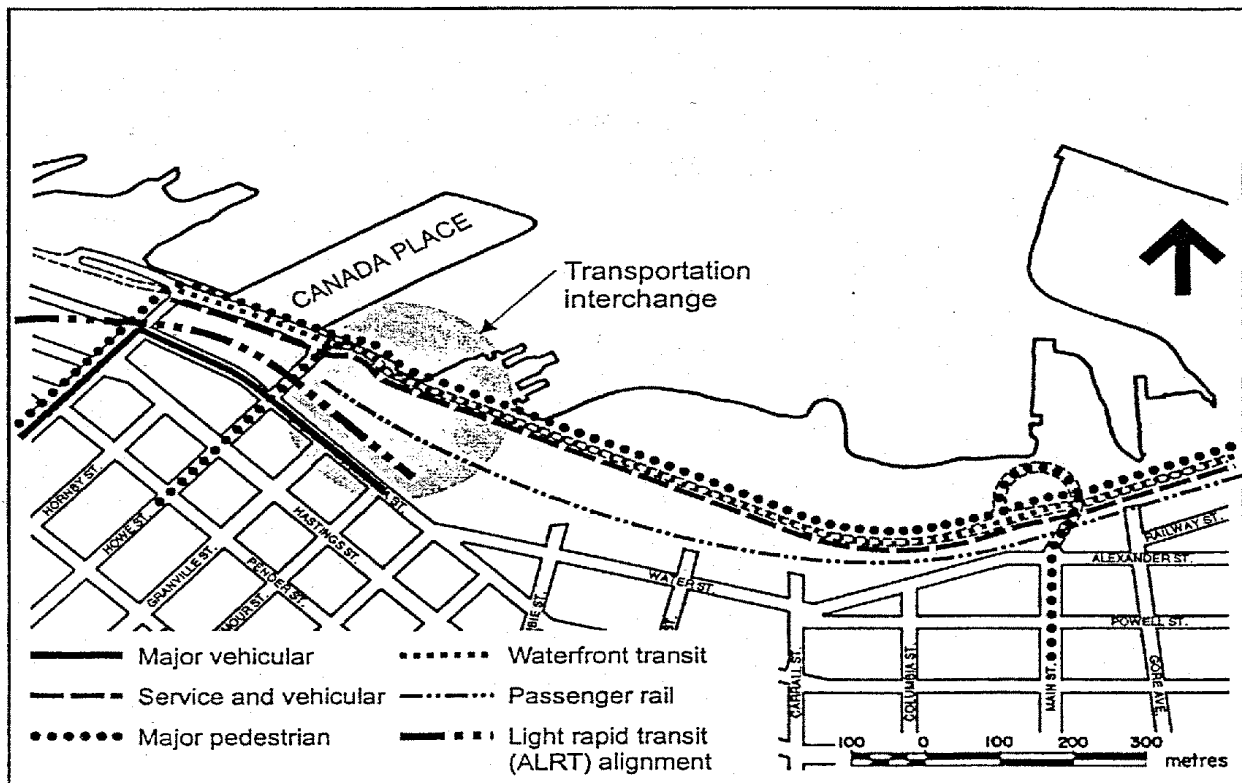
Transportation service to the Central Waterfront will essentially be an extension of the existing Downtown and Gastown street system with supplementary service for truck and emergency vehicles to be developed at the existing railway track level. New transportation facilities must be planned so as to avoid any significant increase in the congestion of the adjacent Downtown and Gastown movement systems. It is anticipated that a major transportation interchange will be developed within the area, thereby making the central portion of the waterfront the most accessible part of the City.

Essential rail facilities will remain but should be consolidated if possible to serve the essential port and passenger uses and other compatible industrial uses more effectively.

Pedestrian access to the Central Waterfront is currently very limited. In future redevelopment, major pedestrian links to existing Downtown and Gastown street systems will be required in the waterfront area. These pedestrian links should be eventually connected to the future pedestrian walkway system which is envisioned to be continuous and located in close proximity to the shoreline.

A right-of-way will be required along the entire length of the Central Waterfront to accommodate a public transportation system linking Stanley Park, the ferry terminal and the proposed transportation interchange, Gastown, Chinatown and False Creek. The transportation mode may use rail, rubber-tired or other transit vehicles. It is anticipated that the system will provide for both commuter and recreational use. In certain circumstances, the required right-of-way may be used on a shared basis with vehicles and/or pedestrians.

**Generalized Movement Policy Map (as of June 17, 1979)**



## Policies

### *Vehicular*

1. Adequate access to the Central Waterfront must be provided for trucks, service and emergency vehicles and essential vehicular traffic. Principal vehicular access should essentially be an extension of the existing Downtown and Gastown street system.
2. A continuous vehicular route for trucks, emergency vehicles and essential vehicular traffic should be developed at the lower level as close to the escarpment as practical to serve existing industry and port facilities, and new waterfront developments. Development proposals may be required to accommodate portions of the continuous vehicular system.
3. [Deleted]



### *Transit*

4. A new transportation centre in the area of the C.P. Rail station on Cordova Street should be developed for the convenient interchange of passengers between:
  - commuter rail services;
  - trans-continental rail services;
  - ferries;
  - light rail transit;
  - buses;
  - other passenger transportation services.
5. A continuous transit right-of-way is required along the entire length of the Central Waterfront to accommodate a future waterfront transit system.
6. Transit access for the City bus system from downtown streets to the Central Waterfront for connections with the transportation interchange and the waterfront transit system must be provided at suitable points.

### *Railway*

7. [Deleted]
8. Existing railway operations east of Burrard Street will remain in the foreseeable future to serve the future commuter facility, trans-Canada passenger service and freight services.

### *Air Services*

9. [Deleted - see CH ODP]

### *Pedestrian*

10. Safe, convenient and attractive pedestrian access to the waterfront should be provided throughout the Central Waterfront connecting directly to the existing Downtown and Gastown street system.
11. A continuous pedestrian walkway system should be developed in close proximity to the existing shoreline. Such walkway system need not be at the same level throughout and should be connected directly to other pedestrian circulation systems within the Central Waterfront.
12. Pedestrian routes should be provided to enable easy movement between developments in the Central Waterfront.

## **3.6 Shoreline**

### **Discussion**

The projected populations, development densities and urban design considerations for the Central Waterfront are based on the existing land and water areas. Any major excavation and/or filling would alter these projections and at the same time might affect water quality related to tidal movements. However, it is recognized that limited filling and/or excavation will be necessary to improve the existing shoreline.

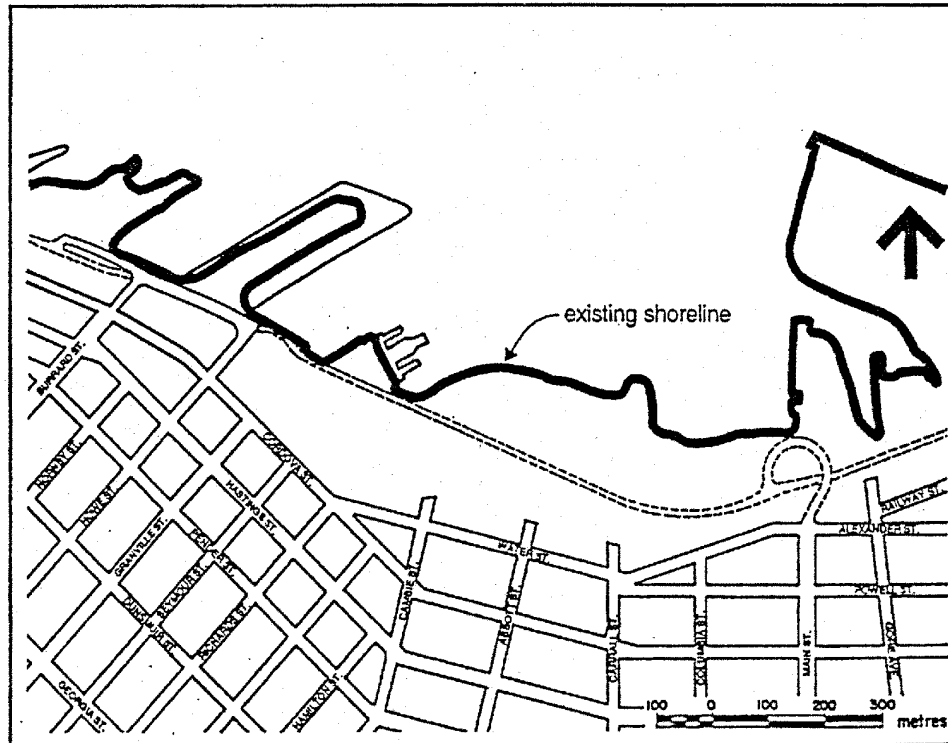
### **Policies**

1. Prior to the approval of any filling and/or excavation of the foreshore of the Central Waterfront by parties other than the Vancouver Port Corporation, the Development Permit Board shall consult the Vancouver Port Corporation and have its agreement together with the approval from the Navigable Waters Protection Act (N.W.P.A.).

In approving limited filling and/or excavation of the foreshore of the Central Waterfront, the Development Permit Board must be satisfied that:

- (a) the fill is intended to provide a public benefit such as a major open space; or
- (b) the fill and/or excavation is intended to improve the tidal movement and/or improve the water quality; or
- (c) the fill and/or excavation is intended to improve the safety and visual appearance of the shoreline; or
- (d) the fill and/or excavation is intended to provide for port facilities.

#### Existing Shoreline Configuration



## Section 4 Sub-area Development Guidelines

### Intent

The sub-area development guidelines provide more detailed guidance with respect to the development of the two sub-areas which have been identified within the Central Waterfront.

### Central Waterfront Sub-areas

[Sub-areas 1 and 2 deleted - see CH ODP]

Sub-area 3 -- Burrard Street to Seymour Street

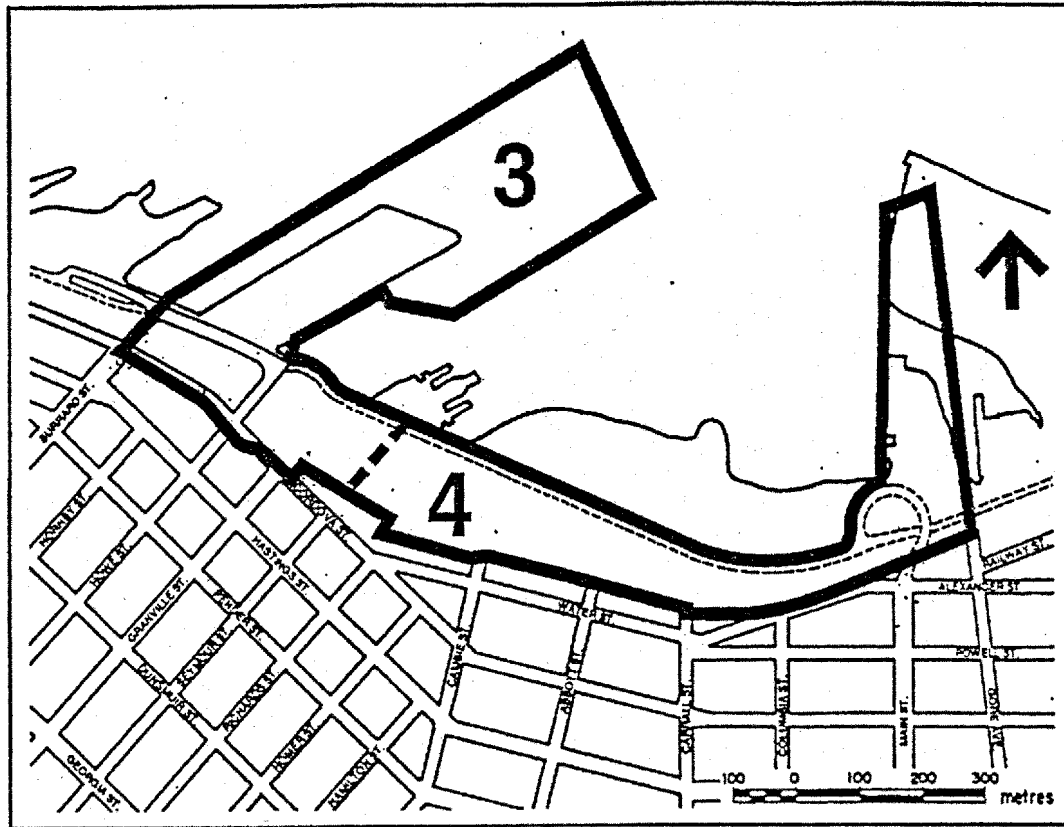
Sub-area 4 -- Seymour Street to Gore Avenue

Identification of these two sub-areas is based on:

- 1. existing land use;
- 2. relationship to existing character areas of Downtown and Gastown;
- 3. projected future land use.

Except for the westerly boundary which follows the Coal Harbour ODP zoning boundary at the foot of Burrard Street, the boundaries of the sub-areas are determined by the northerly extension of the centrelines of the respective boundary streets noted above. However, as development occurs these may require, for planning or administrative purposes, redefinition by amendment to this plan or adoption of specific Area Development Plans.

### Central Waterfront Sub-areas



The operation and development of port and rail facilities within the Central Waterfront are under the separate jurisdictions of the Vancouver Port Corporation and Canadian Pacific and thus are not legally bound by “development guidelines” as contained in this section. However, both Vancouver Port Corporation and Canadian Pacific officials have expressed their commitment to co-operate in achieving the intent of these “development guidelines” which represent the consensus of the property owners and public authorities.

### Interpretation and Change

The development guidelines are subject to interpretation by the Development Permit Board. They may be amended, if necessary, by amending this Official Development Plan By-law. They may also be amended when necessary through the Area Development Plan process as described in section 1 “Application and Intent” under the heading “Area Development Plan”.

4.1 [Deleted - see CH ODP]

4.2 [Deleted - see CH ODP]

### 4.3 Sub-area 3 - Burrard/Seymour

#### Uses

In addition to the continuing port and rail uses, this area should retain and expand its current transportation role. Facilities such as the passenger terminal, ferry system and commuter rail should be integrated with future transit systems to create an efficient transportation interchange. Commercial uses such as retail facilities, hotels, and entertainment/cultural facilities, should be incorporated to serve the surrounding population and visitor needs and provide the much needed activity node for this part of the Central Area.

Other potential uses would include those which are similar in character or customarily accessory to the above.

#### Density

Maximum land development density for urban use in this sub-area should be 3.5 F.S.R. gross maximum with office-commercial density not exceeding 3.0 F.S.R. gross.

The Development Permit Board may permit an increase in the floor space ratio for hotels provided that:

- (a) the increase in no case exceeds a maximum of 15% of the floor area of that portion of the building having floor-to-floor dimensions of less than 10 feet and used for guest accommodation and ancillary corridors, access and service areas;
- (b) it first considers the impact of additional density on built form, neighbouring sites and buildings, livability, views, shadowing and local pedestrian and vehicular circulation; and
- (c) it first considers all applicable policies and guidelines adopted by Council.

For density calculation purposes, the maximum gross land development area within this sub-area should not exceed 12 acres (excluding Canada Place). The maximum development potential for Canada Place will be further reviewed at a time when there is a definitive redevelopment proposal.

#### Physical Form

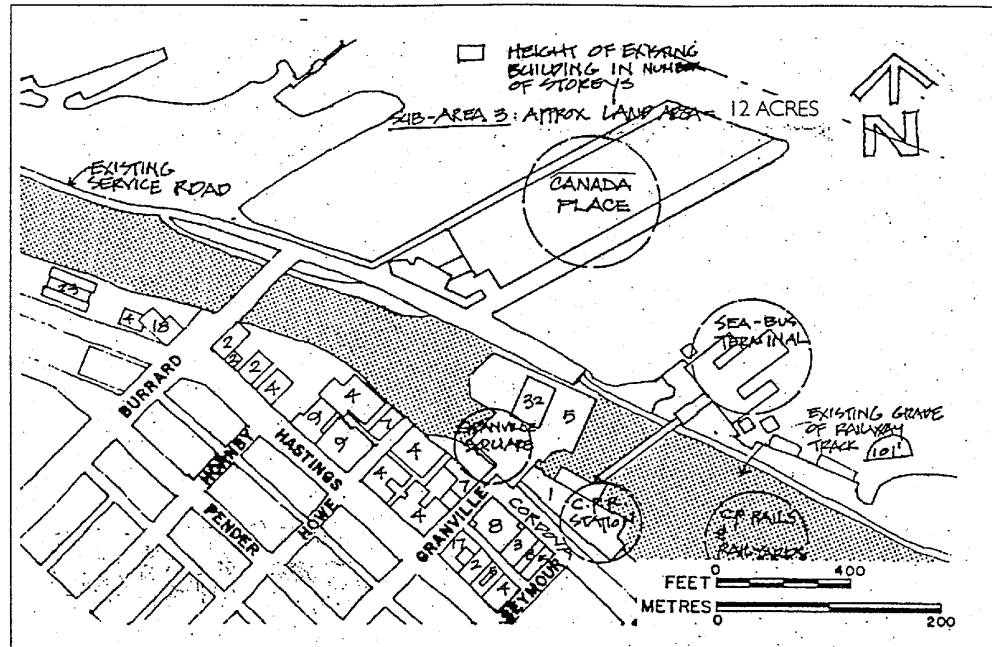
Slender building forms rather than bulky masses would maximize view potential of the waterfront activities from nearby Downtown buildings. Building height should not exceed 230 feet as measured from the existing grade level of the railway track (level 101). Existing street-end views at Howe and Granville Streets and the view from Granville Square toward the harbour ferry terminal should be preserved.

However, in order to provide further flexibility for quality development, the Development Permit Board may, under special circumstances, vary the “height” and/or “street-end view” guidelines as follows:

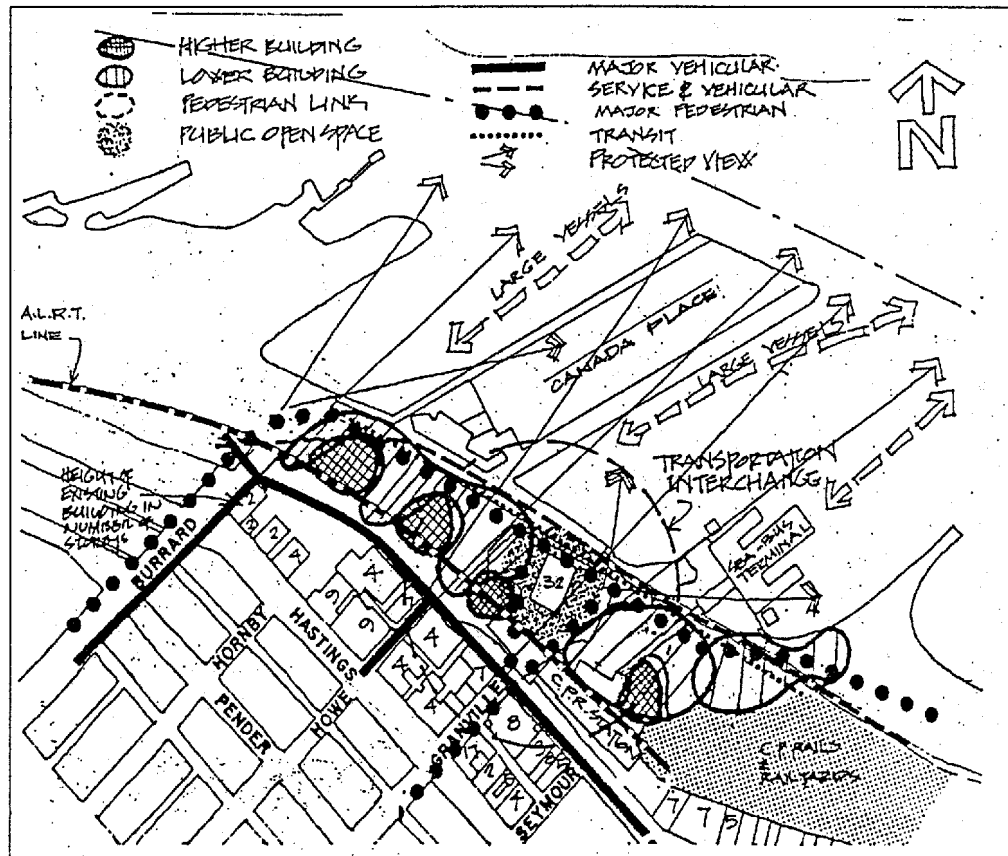
- (a) height — the Development Permit board may permit buildings which exceed the height of 230 feet after taking particular account of the overshadowing, view obstruction and other related environmental criteria; however, in no case shall the maximum height as may be permitted exceed 300 feet;
- (b) street-end view — the Development Permit Board may permit reduction of an existing street-end view if it can be demonstrated to the satisfaction of the Board that:
  - (i) the view reduction is essential to the overall quality of the waterfront development; and/or
  - (ii) the view reduction is not detrimental to the overall quality of the existing street-end view from Downtown and Gastown; and/or

- (iii) the physical design of the portion of the waterfront development which causes the view reduction is of high quality and will enhance the physical character of the immediate surroundings; and/or
- (iv) an alternative access to view the waterfront activities, Burrard Inlet and the North Shore mountains is provided as a trade-off at a location in the vicinity of the particular street-end and is easily accessible to the public from Downtown and Gastown.

Existing (as of November 6, 1990)



Proposed (as of November 6, 1990)



### Public Open Space

Existing public open space at Granville Square should be integrated with the proposed Burrard Street-end open space to create a highly urban open space system. Further development of the existing Granville Square Plaza to orientate more effectively to pedestrian uses in terms of scale and weather protection would increase the overall usability of that area.

### Movement Pattern

#### *Vehicular/Transit/Railway*

Automobile access should primarily be from the Cordova Street extension. Seymour and Howe Streets should replace Granville as the primary traffic linkage to the Cordova Street system.

The continuous service vehicle route should be provided at the same level as the railway track.

Waterfront transit should be integrated into the transportation interchange.

The existing railway will remain to serve the commuter rail system, trans-continental passenger train operations and freight rail services.

Pedestrian access to the light rapid transit system should be provided from the transportation interchange.

#### *Pedestrian*

Primary pedestrian access should be from Granville Street through Granville Square.

Other existing adjacent north-south street ends should be linked for secondary access through new developments to the waterfront.

#### *Parking and Loading* [See also Parking By-law.]

For the purpose of this section 4.3, “grade” shall mean the curb level of public roadways adjoining the development site, excluding the Waterfront Service Road at Elevation 101, except that for that portion of Sub-area 3 situated to the north and east of the existing Granville Square development, “grade” shall mean Elevation 132.

Where parking is required or provided, it shall be regulated as follows:

- (a) Parking facilities shall not obstruct existing major public views from the Downtown District toward Burrard Inlet and the North Shore Mountains, including prescribed street-end views, and shall not obstruct views to Burrard Inlet and Canada Harbour Place Plaza from grade or above-grade public rights of way and public open spaces within the Central Waterfront.
- (b) No parking shall be located above grade, except that the Development Permit Board may permit the partial protrusion above grade of one level only of the parking facilities, subject to the following conditions:
  - (i) that such protrusion does not interfere with any of the above-prescribed protected view areas and corridors,
  - (ii) that such protrusion is adequately screened from public view through the use of landscape, architectural treatment, or both or wherever possible through the use of retail or restaurant facilities as screening devices.
- (c) Parking facilities shall not prevent the provision of enclosed or weather protected pedestrian connections in the following locations:
  - (i) between the ALRT SeaBus Concourse under Howe Street and Block 15 (Sinclair Centre); and
  - (ii) between the ALRT SeaBus Concourse under Howe Street and Project 200 Tower 2; and
  - (iii) between the ALRT SeaBus Concourse under Howe Street and the Marathon site west of Howe Street; and
  - (iv) between the ALRT SeaBus Station easterly entry and the existing SeaBus ferry dock passenger loading areas.
- (d) Parking facilities shall include a component of short-term public parking equivalent to a minimum of 25% of the total number of parking spaces required or provided, to be secured by a limit on the total number of long-term reserved spaces. The location of reserved spaces shall be to the satisfaction of the Development Permit Board to ensure that the short-term public parking spaces are easily accessible to the public.
- (e) Parking facilities shall be provided with a stair exit facility conveniently situated for ease of access to major public open spaces within the development site.
- (f) All parking areas which comply with the above regulations shall be excluded from the calculation of floor space ratio.
- (g) Except for port-related uses, where loading facilities are visually exposed to either streets or public pedestrian walkways space, such exposed areas of loading shall be adequately screened from public view through the use of landscape, architectural treatment, or both.

## Shoreline

Limited filling and excavation would be permitted in this sub-area in accordance with conditions set out in section 3.6 -- Shoreline.

### 4.4 Sub-area 4 - Seymour/Gore

#### Uses

Port and rail uses should continue. New urban uses should be incorporated whenever possible to create an exciting mixed environment. The Canadian Pacific railyard will remain in the foreseeable future to serve the commuter rail, trans-continental passenger and freight rail services, and no major urban development will be anticipated within this area until such rail facilities are relocated.

Other potential uses would include those which are similar in character or customarily accessory to the above.

#### Density

- (a) Maximum land development density for urban use in this sub-area (excluding the C.P. railyard) should be 2.75 F.S.R. gross maximum with office-commercial density not exceeding 1.25 F.S.R. gross.

For density calculation purposes, the maximum density permitted within this sub-area will be based on both the existing land area (excluding the C.P. railyard) and future approved land fill.

- (b) Maximum development density for urban use within the C.P. railyard prior to its relocation should be 0.75 F.S.R. gross maximum with office-commercial density not exceeding 0.35 F.S.R. gross.

For density calculation purposes, the existing land area within the C.P. railyard equals 12 acres.

When the C.P. railyard facilities are relocated, the above densities for maximum urban development should be reviewed.

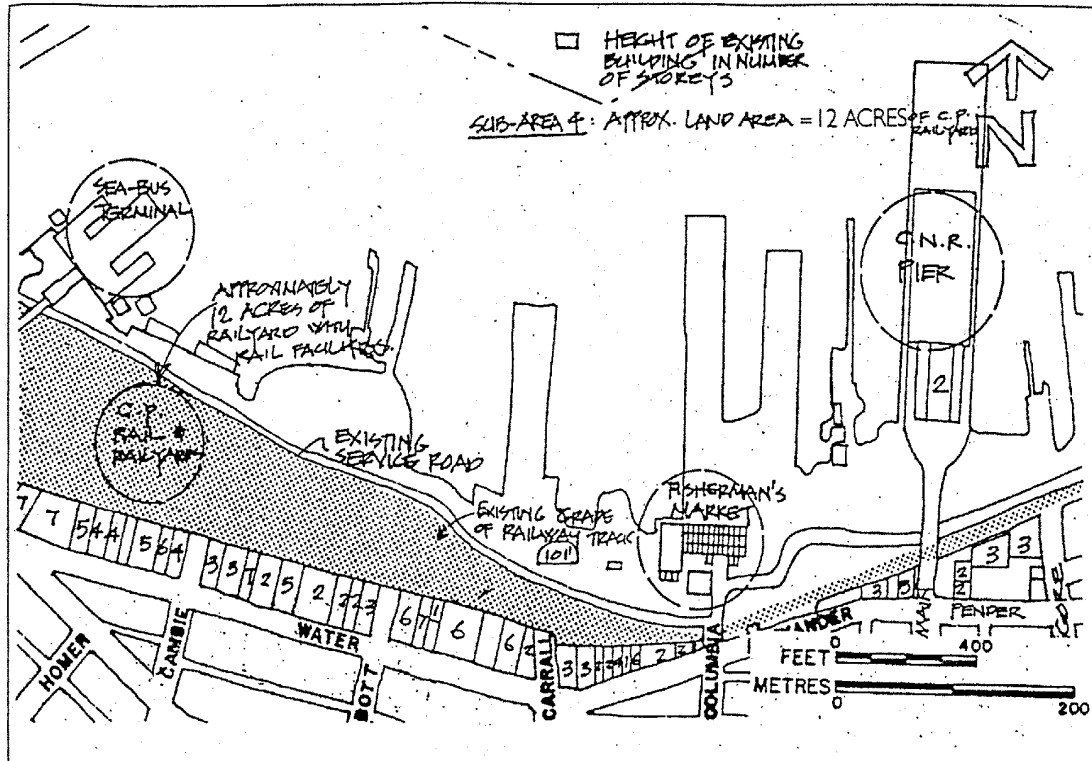
#### Physical Form

The historic character and physical scale of the adjacent Gastown buildings should be respected in the future development of the area. New development should be small-scale not more than 60 feet high as measured from the existing grade of the railway track (level 101) so as to be in scale with adjacent Gastown. The pedestrian-oriented environment as existing in Gastown should be continued through to this area.

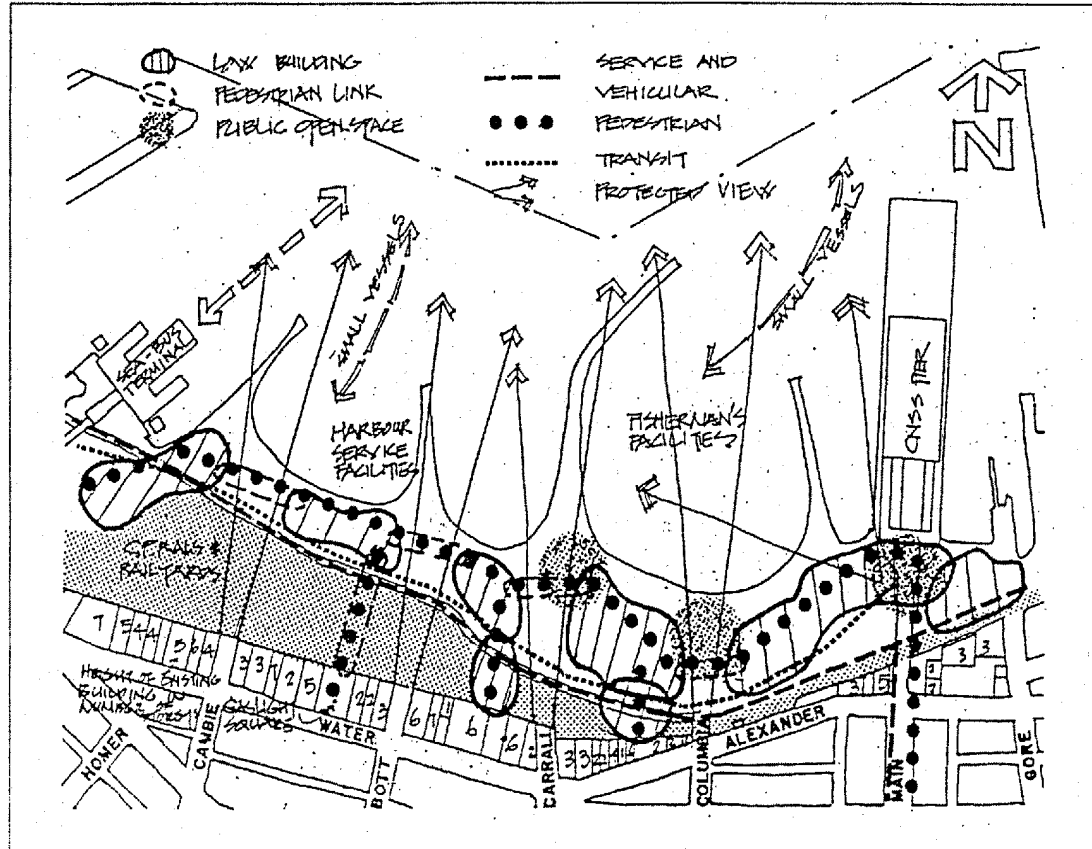
Views of Burrard Inlet and the North Shore mountains currently existing at the street-ends of Cambie, Abbott, Carrall and Columbia Streets, should be preserved, particularly at Carrall Street which is a major pedestrian link to Downtown and Chinatown. It is recognized that most of the existing street-end views are very often reduced by the existing rail activities at the C.P. railyard since there is no escarpment in this part of the waterfront. The north end of Main Street should accommodate a viewing area with a panoramic view potential westward towards the entire Central Waterfront plus major access to the continuous vehicular route.



Existing (as of June 19, 1979)



Proposed (as of June 19, 1979)



In order to provide further flexibility for quality development, the Development Permit Board may, under special circumstances, vary the “height” and/or “street-end view” guidelines as follows:

- (a) height — the Development Permit board may permit buildings which exceed the height of 60 feet after taking particular account of the overshadowing, view obstruction and other related environmental criteria;
- (b) street-end view — the Development Permit Board may permit reduction of an existing street-end view if it can be demonstrated to the satisfaction of the Board that:
  - (i) the view reduction is essential to the overall quality of the waterfront development; and/or
  - (ii) the view reduction is not detrimental to the overall quality of the existing street-end view from Downtown and Gastown; and/or
  - (iii) the physical design of the portion of the waterfront development which causes the view reduction is of high quality and will enhance the physical character of the immediate surroundings; and/or
  - (iv) an alternative access to view the waterfront activities, Burrard Inlet and the North Shore mountains is provided as a trade-off at a location in the vicinity of the particular street-end and is easily accessible to the public from Downtown and Gastown.

### **Public Open Space**

Public open space should be provided at the foot of Main Street, Columbia Street and Carrall Street. Such spaces should expand the maritime flavour of this area and optimize pedestrian contact with maritime activities. A series of small open spaces linked by pedestrian routes would create visual interest and would be more in scale with future redevelopments in this area. Segregation of pedestrian open space from certain essential port facilities will be necessary for the safety of pedestrians and the security of the operations.

### **Movement Pattern**

#### *Vehicular/Transit/Railway*

Automobile ingress/egress should be from Main Street with secondary access from Gore Avenue if possible.

The service vehicle route should be continuous with ingress/egress at Main Street. Due to the constraint of the existing C.P. rails and railyard, the alignment of the service route in this sub-area may need to be located closer to the shoreline.

A waterfront transit stop may be located near the east end of this sub-area.

The existing railway will remain in the foreseeable future to serve the commuter rail system, trans-continental passenger train operations and freight rail services.

#### *Pedestrian*

Primary pedestrian access should be from Main, Columbia and Carrall Streets, continuing the existing pedestrian flow from Gastown and Chinatown.

Pedestrian access west of Carrall Street would depend upon the future status of the railway tracks. However, every effort should be directed toward providing pedestrian access through future developments into the waterfront. Opportunities should also be taken to link existing pedestrian nodes such as Gaslight Square to waterfront developments.

[Parking and Loading deleted -- see Parking By-law.]

## Section 5 Area Development Plans

### Intent

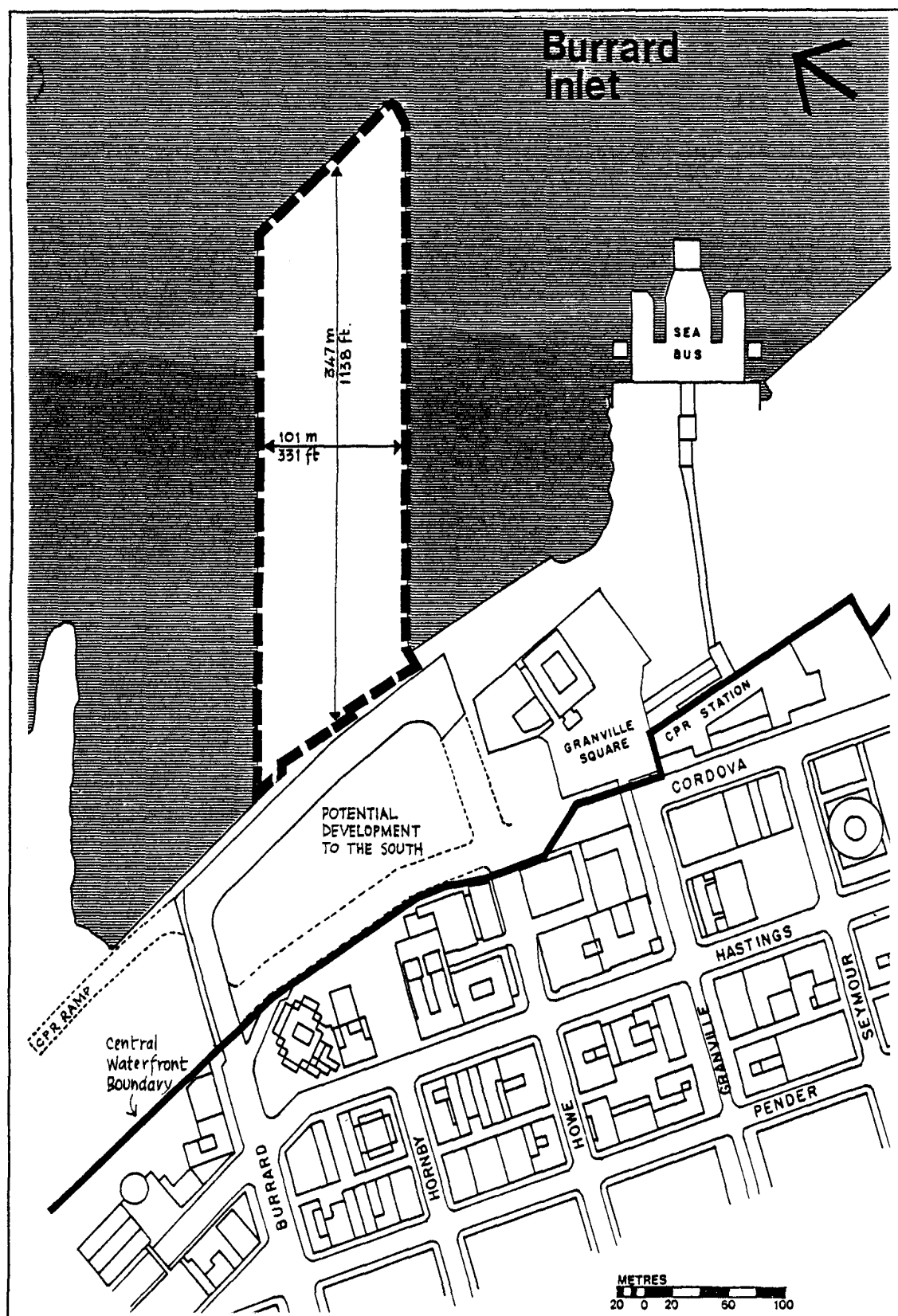
In accordance with Section 1 “Application and Intent” under the heading “Area Development Plan”, the following Area Development Plans have been established to provide more specific development guidelines for portions of the four sub-areas identified and described in Section 4.

### 5.1 Area Development Plan L - Canada Harbour Place

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5.1.1 Location and Size	
A. Location	The development area is located in Sub-area 3 of the Central Waterfront, being the existing Canada Place. The Area is bounded on the north, east and west sides by Burrard Inlet. The southern edge of the area is bounded by the uplands area of the Downtown Peninsula.
B. Size	The development area is 347 m in length × 101 m in width (1,138 ft. × 331 ft.), totalling 35,778 m <sup>2</sup> (3.578 ha) or 385,125 sq. ft. (8.84 acres).

Diagram 1 - Location and Size

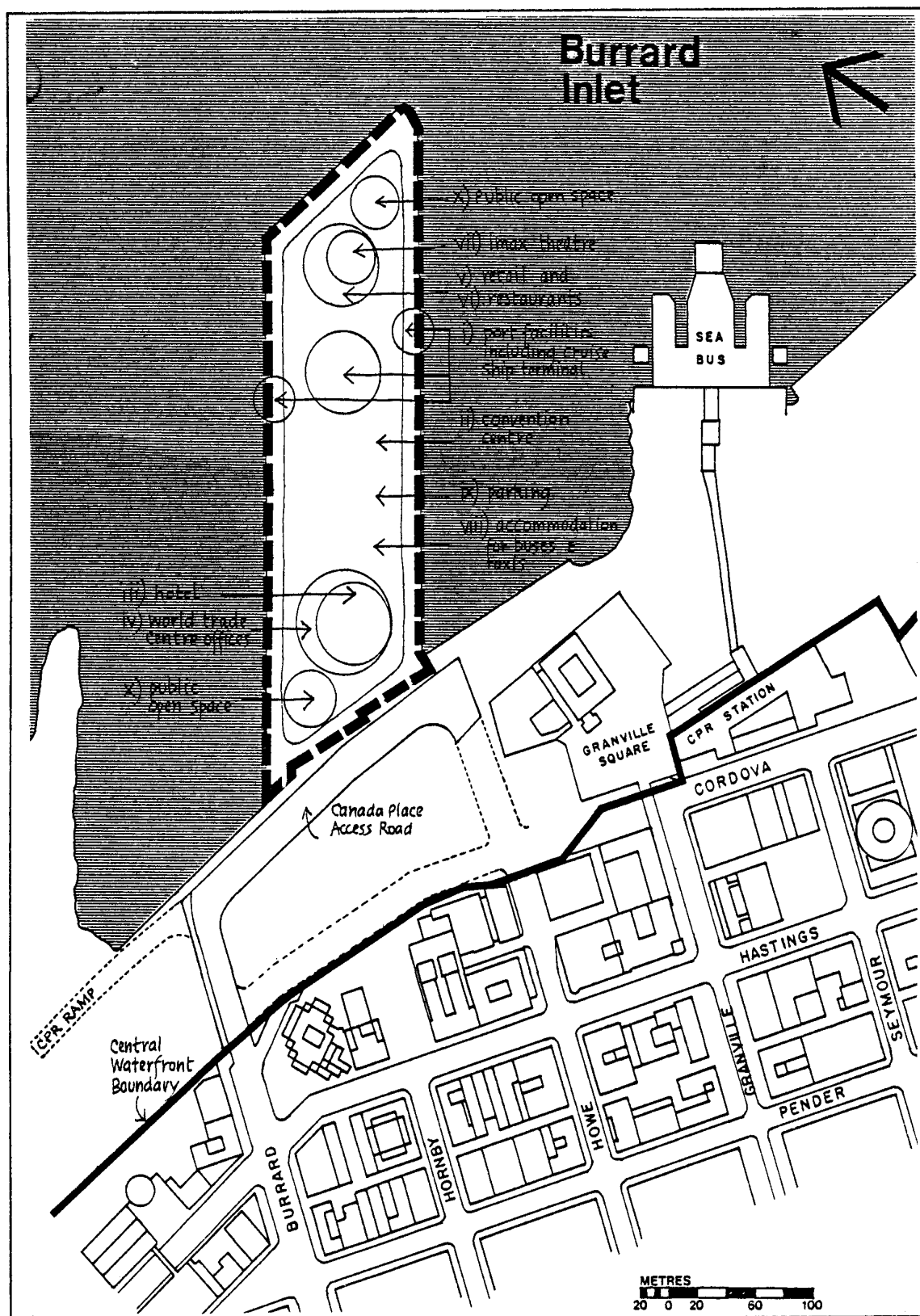


### 5.1.2 Uses

The following uses are permitted:

- i) Port Facilities including Cruise Ship Terminal;
- ii) Convention Centre;
- iii) Hotel;
- iv) World Trade Centre (offices);
- v) Retail;
- vi) Restaurants;
- vii) Imax Theatre (large screen cinema);
- viii) Accommodation for Buses & Taxis;
- ix) Parking;
- x) Public Open Space; and
- xi) Other uses similar in character or customarily accessory to the above.

Diagram 2 - Uses



## 5.1.3 Density

- A. The maximum density in the development area, excluding parking and porte cochere, shall not exceed 3.15 Floor Space Ratio gross.

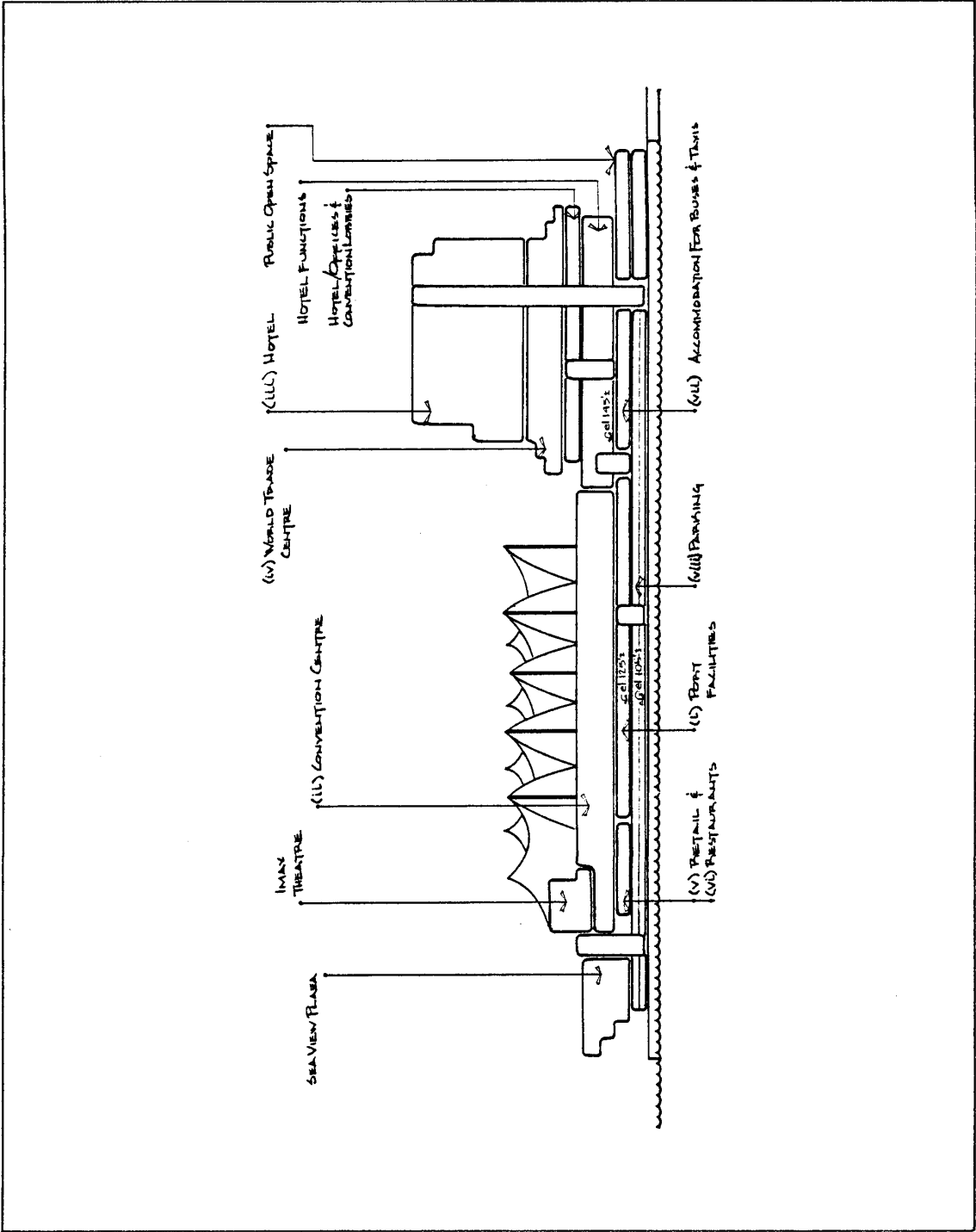
The maximum density in the development area, including parking, should not exceed 4.00 Floor Space Ratio gross.

Public open space, public walkways and service roads are exempted from density calculations.

- B. The floor areas and floor space ratio for the individual components of the development are approximately as follows:

	<b>Gross Floor Area m<sup>2</sup></b>	<b>Gross Floor Area sq. ft.</b>	<b>F.S.R.</b>
i) Port Facilities, including - Cruise Ship Terminal	16 368	118482	0.307
ii) Convention Centre, including - Exhibition & Assembly Space, Meeting Rooms, Administrative Offices, etc.	33 662	362347	0.94
iii) Hotel, including - Guest Rooms, Lounge Bar, Restaurant, Recreation, Assembly	37 803	406925	1.056
iv) World Trade Centre, including - Office	21 475	231168	0.6
v) & vi) Retail & Restaurants	3 966	42694	0.11
vii) Accommodation for Buses & Taxis	5 361	57710	0.15
viii) Parking	27 741	293230	0.76

Diagram 3 - Density

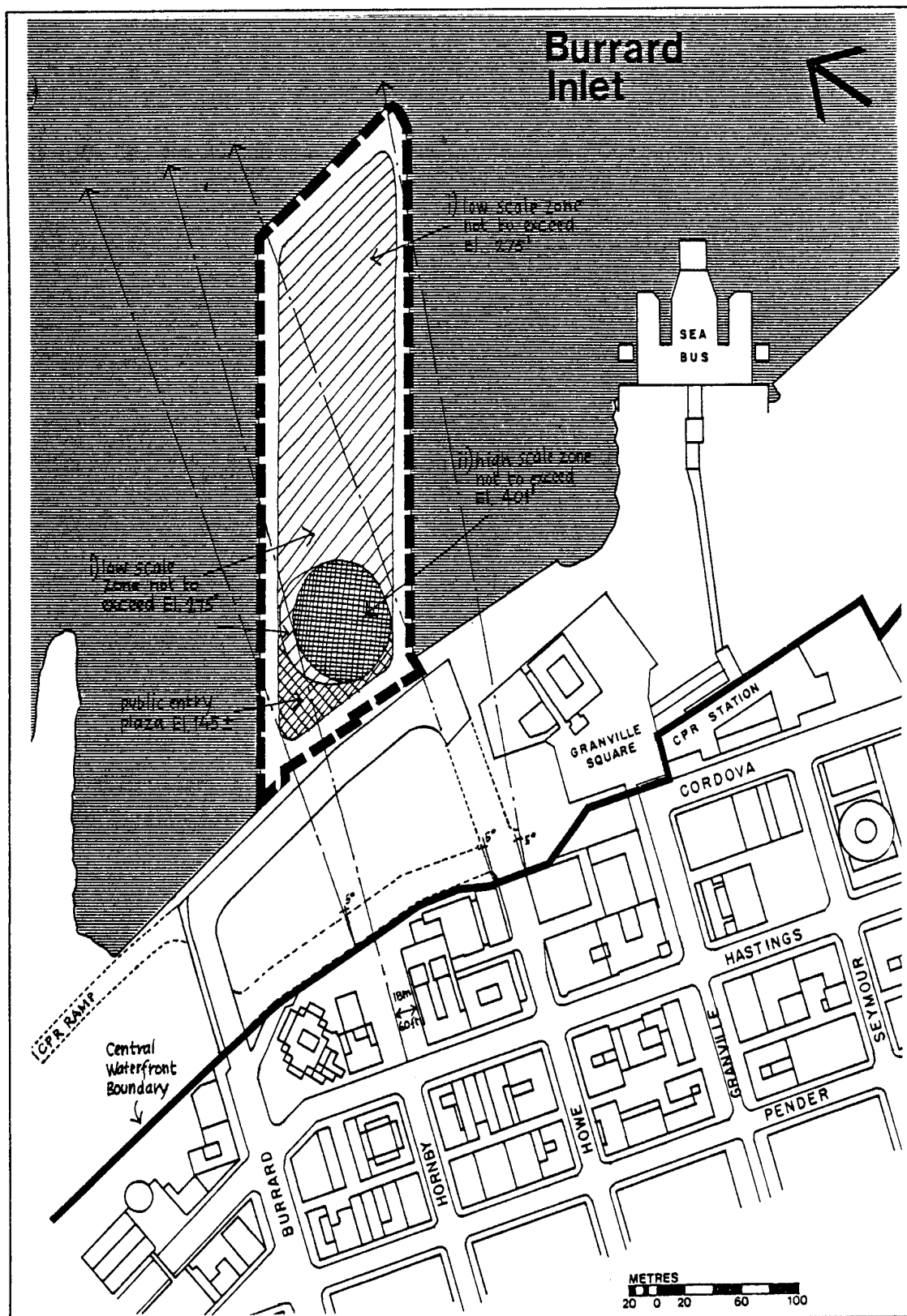




#### 5.1.4 Physical Form and Height

- A. The height of all structures in the development area shall be measured from the existing level of the pier deck at El. 105'.
- B. The maximum building height shall be measured to include all appurtenances and/or projection above the roofs of the uppermost storeys (excluding service penthouse).
- C. The development and area shall consist of two major building height zones:
  - i) A low scale zone terracing down at the north end of the development area. Maximum height of any structure not to exceed El. 275' (top of fabric roof support masts); and
  - ii) A high scale zone in the southern half of the development area. Maximum height of any structure not to exceed El. 401'.
- D. The buildings shall recognize the Hornby Street alignment view corridor and the Howe Street end view corridor as noted in Diagram 4, and should have a configuration to minimize visual bulk as viewed from the city to the south and to reasonably maximize views through the development area from the east, south and west.

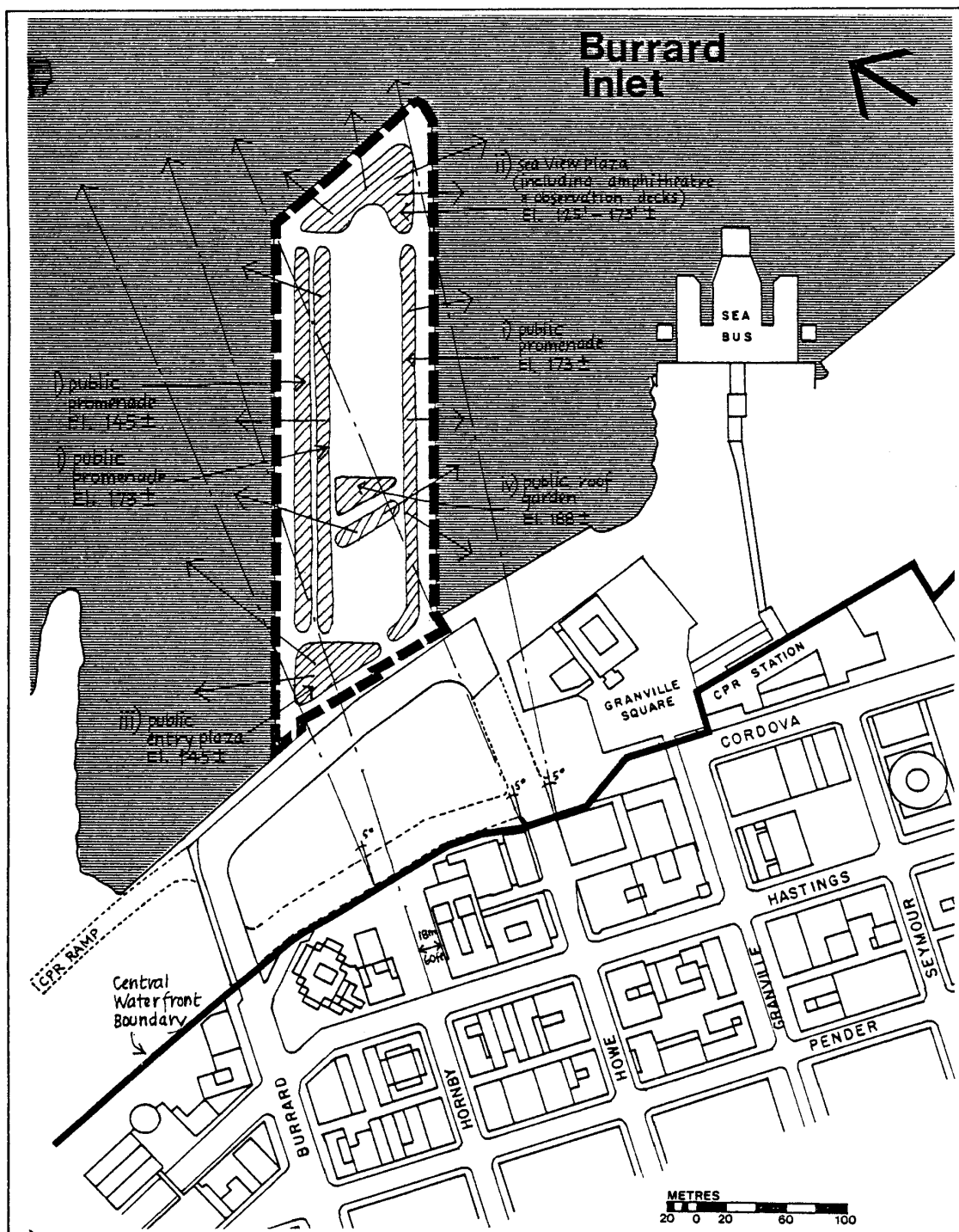
Diagram 4 - Physical Form and Height



## 5.1.5 Views

- A. The street alignment view at Hornby Street shall be acknowledged as prescribed in Diagram 5.
- B. The high level view (the main mass of the north shore mountains as seen from the Downtown Peninsula) at Howe Street alignment shall be retained.
- C. The development should maintain some significant public views from Granville Square.
- D. The development should strive to minimize view obstruction from adjacent buildings in the Downtown area.
- E. New public viewing areas shall be provided in the development as follows:
  - i) Public Promenades at approximately El. 145' and 173' (west face) and El. 173' (east face);
  - ii) Sea View Plaza from El. approximate 125' to 173';
  - iii) Entry Plaza approximately El. 145'; and
  - iv) Public Roof Garden at approximately El. 188'.

Diagram 5 - Views



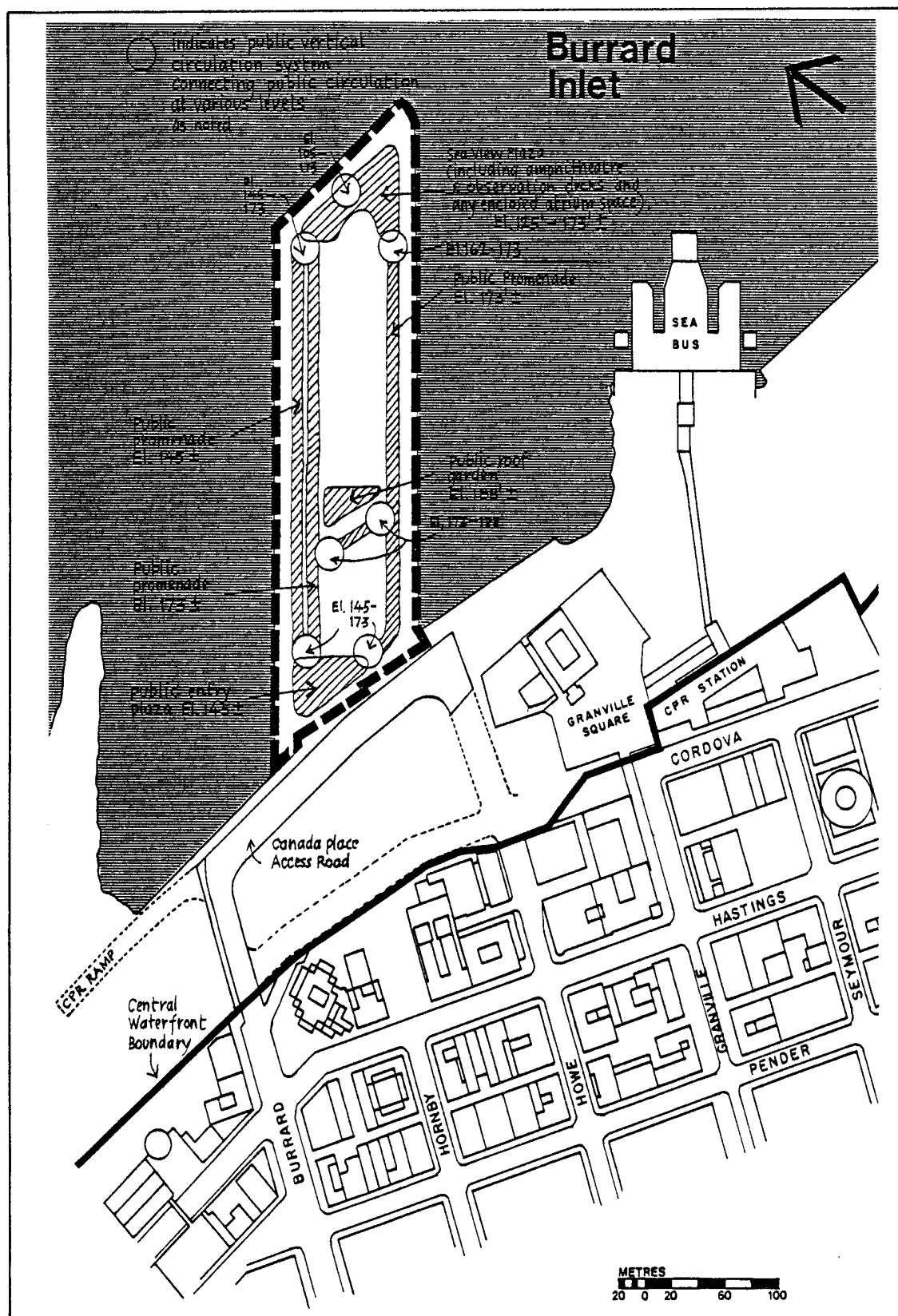
### 5.1.6 Public Open Space

- A. A minimum of 35% of the development area, i.e. 12 522 m<sup>2</sup> or 134,792 sq. ft., shall be developed as a network of public open space at different levels connected to provide continuity of movement.
- B. The public open space shall be defined as an area which is open to the sky and easily and clearly accessible by the public for 24 hours of the day. Any enclosed atrium space shall also be defined as Public Open Space.
- C. The major components of the open space network shall be as follows with the area of each component to be approximately as specified:

	<b>Approximate Elevation</b>	<b>Gross Area m<sup>2</sup></b>	<b>Gross Area Sq. Ft.</b>	<b>% Site Area</b>
Public Entry Plaza - Ceremonial and Prestigious Entrance to the Development	El. 145'	2 463	26,515	6.9
Seaview Public Plaza - Destination Focus at N. end of Pier including Open Amphitheatre and any enclosed atrium space	El. 125'-173'	3 249	34,975	9.0
Public Promenade - Continuous Open (but protected for much of its length) Walkway Around the Pier and a link between all components of the Open Space Network including Outdoor	El. 145'	2 753	29,640	7.7
Ramps and Stairs.	El. 173'	4 070	43,815	11.3
Public Roof Garden	El. 188.5'	631	6,800	1.8

- D. In addition to these spaces a variety of semi-public open spaces should supplement the amenity and activity of the open space network as follows:
  - convention centre concourse El. 145';
  - cruise ship concourse El. 125'; and
  - restaurant and food fair terraces at pier end El. 125'-160'.

Diagram 6 - Public Open Space



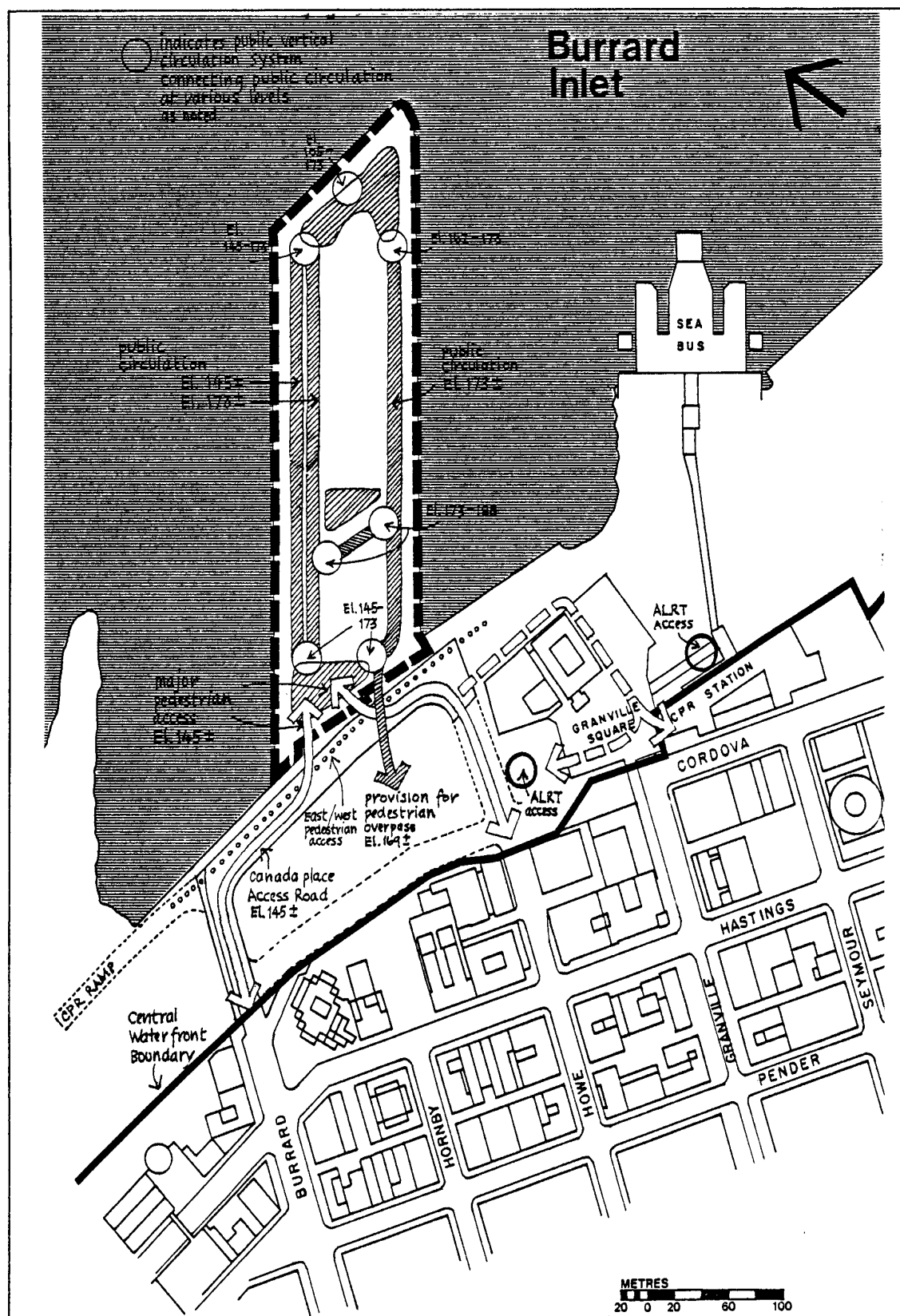
### 5.1.7 Pedestrian Movement

- A. Major pedestrian access to the site shall be via:
  - i) Canada Place Access Road and waterfront walkway through the Entry Plaza at El. 145'± to the Public Promenade and as noted in Diagram 7.
- B. Major public pedestrian movement within the development shall be via the Trade and Convention Centre Lobby at El. 145'± and the Public Promenades at El's. 145' & 173' which connect the network of public open spaces as follows:
  - Entry Plaza at El. 145';
  - Public Roof Garden at El. 188'±; and
  - Seaview Public Plaza at El. 125' to 173';
 via a series of public vertical circulation systems.

These public vertical systems and other semi-public vertical systems tie this network into the semi-private spaces of the:

- Convention Centre Concourse at El. 145'±;
  - Retail and Restaurant Concourse at El. 125'; and
  - Imax Theatre and Lobby at El. 173'±.
- C. Safe, convenient and attractive east-west pedestrian movement shall be provided at 145'± at the south end of the development area.

### Diagram 7 - Pedestrian Movement

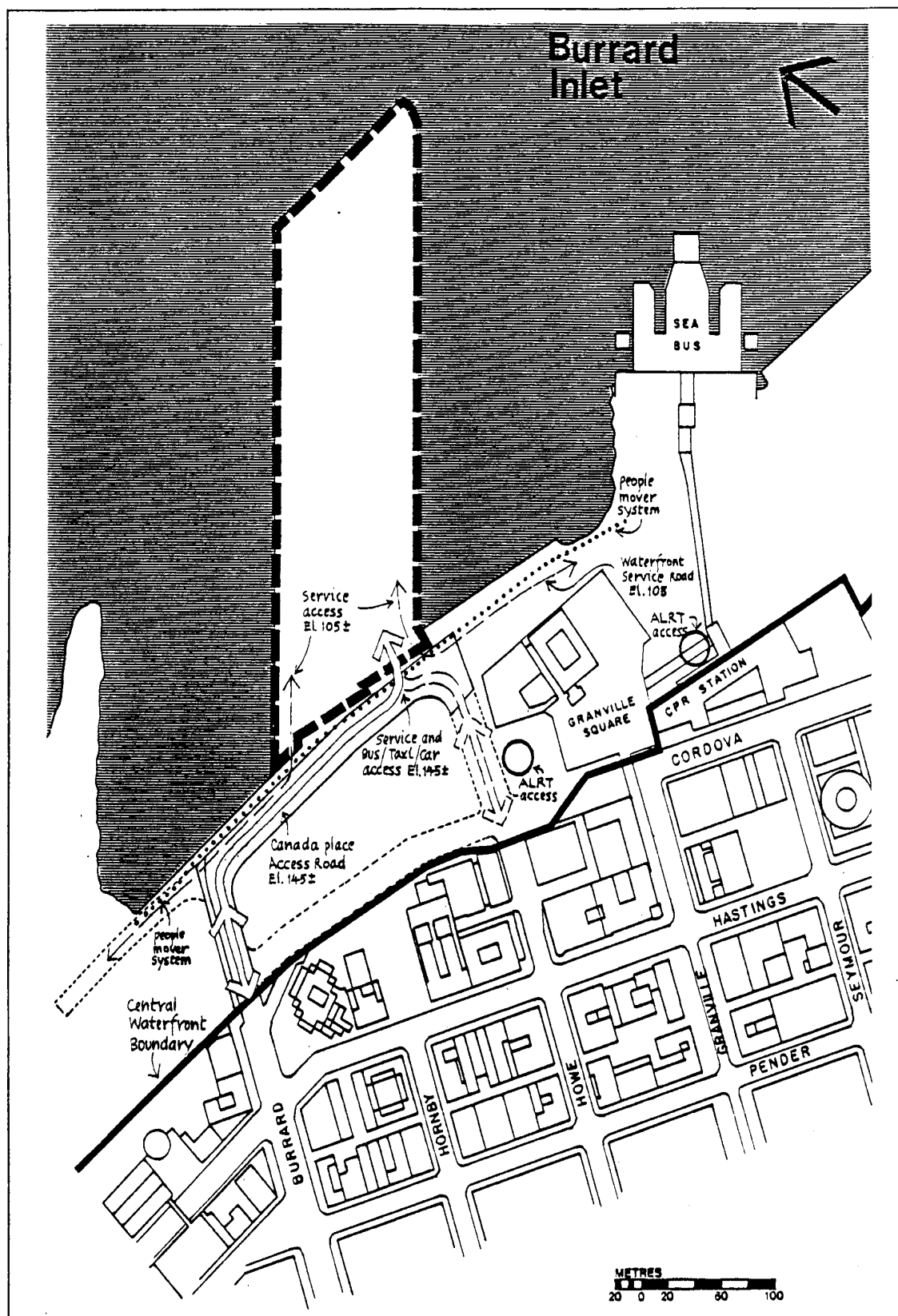




5.1.8 Vehicular Movement

- A. The primary vehicular access to the development shall be from the Canada Place Access Road which is connected to the development area at the south end of the pier at El. 145', leading to the Porte Cochere at El. 125' where major bus and taxi facilities for the Cruise Ship Terminal are located.  
This access level shall also service the Exhibit Halls directly.
- B. Major service access shall be from the Waterfront Road at El. 105' for the Exhibit Halls above via freight elevators and the NHB Perimeter Ship Supply Zones, as well as the Hotel and World Trade Centre loading areas.
- C. Automobile access to the parking garage shall be from the Canada Place Access Road at El. 145'.

Diagram 8 - Vehicular Movement



**5.1.9 Transit**

A. Provisions shall be made to accommodate safe, convenient and attractive pedestrian linkage connecting the development to the following existing and potential transportation systems:

- i) Bus;
- ii) Seabus;
- iii) ALRT; and
- iv) Waterfront people mover system/

**5.1.10 Parking**

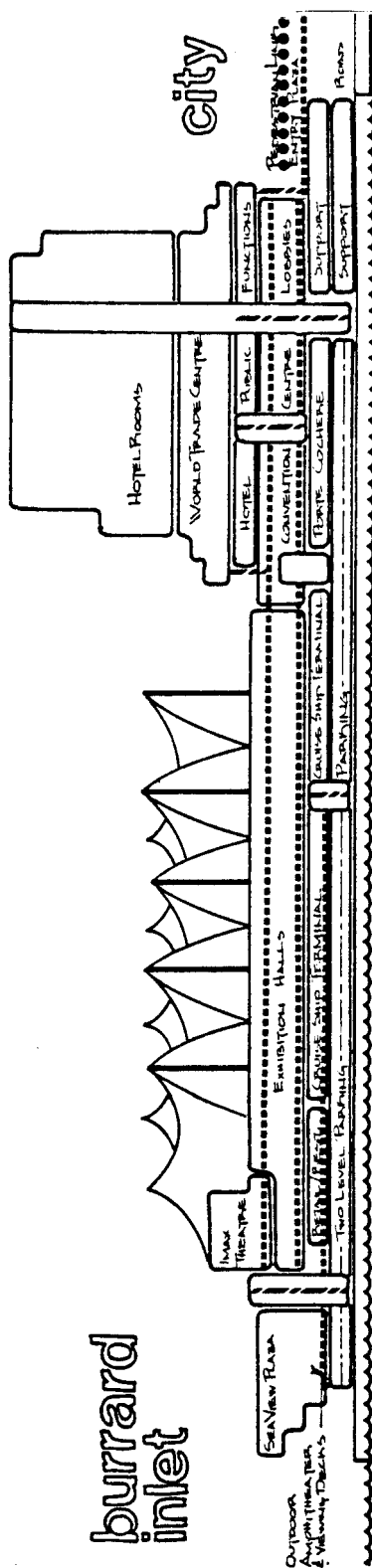
[Parking deleted -- See Parking By-law.]

**5.1.11 Loading**

[Loading deleted -- See Parking By-law.]

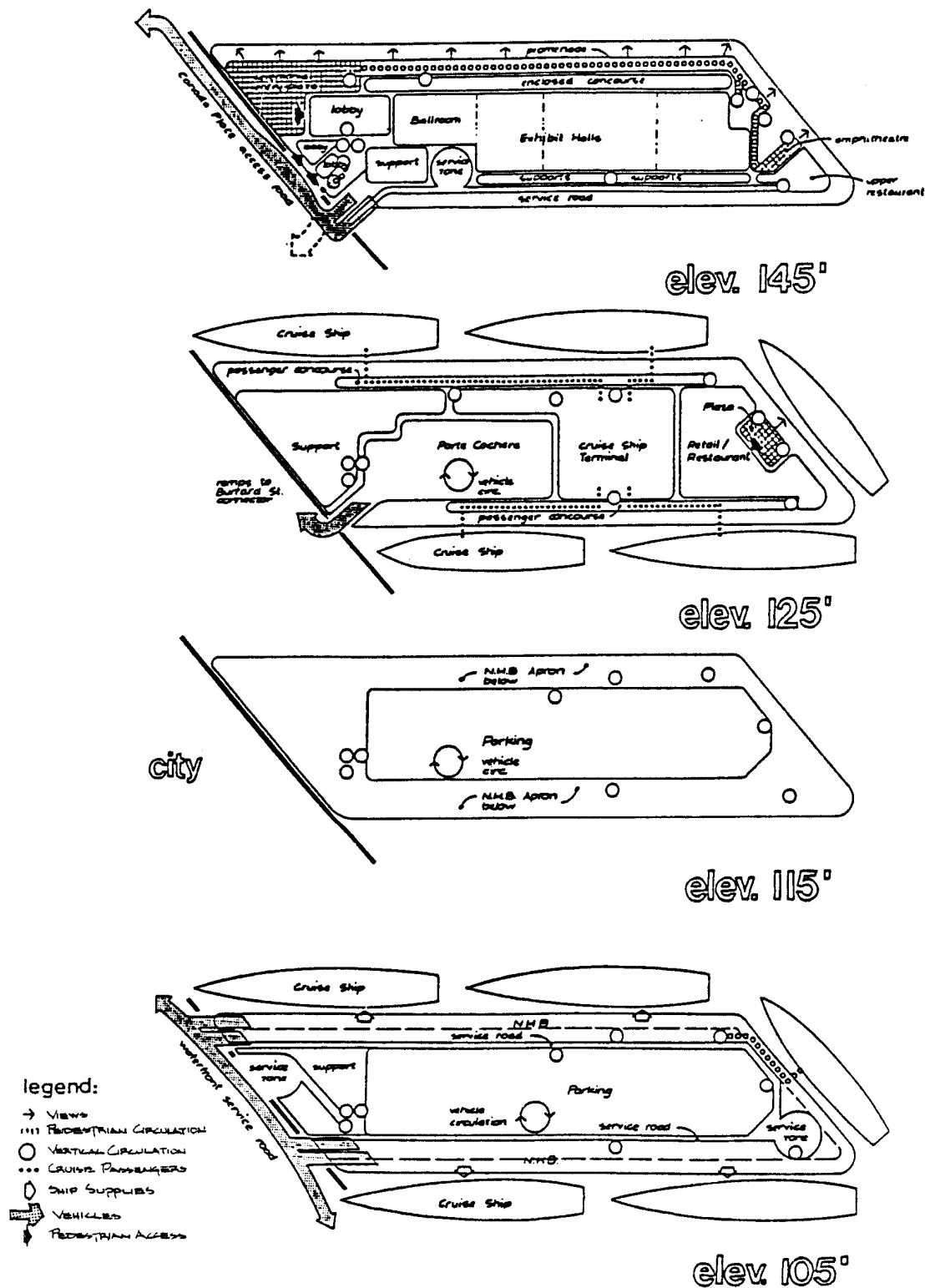
## Central Waterfront Development Concepts

**Long Section (for illustrative purposes only)**



# Central Waterfront Development Concepts

Elevations (for illustrative purposes only)



# Central Waterfront Development Concepts

Elevations (for illustrative purposes only)

