

St. Lawrence & False Creek:
A Review of the Planning and
Development of Two New Inner
City Neighbourhoods

J.D. Hulchanski

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School of Community
and Regional
Planning

University of British Columbia
Vancouver, British Columbia

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ST. LAWRENCE AND FALSE CREEK:
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INTRODUCTION AND OVERVIEW

Chapter 1

Introduction and Overview

In the early 1970's, the cities of Toronto and Vancouver, quite independent of one another, initiated similar large scale inner city redevelopment projects. Toronto's St. Lawrence and Vancouver's False Creek developments are creating new socially mixed residential neighbourhoods on previously under utilized industrial land. When completed, St. Lawrence will provide 3,500 housing units on a 44 acre site adjacent to downtown and False Creek 1,800 units on an 80.5 acre site in Vancouver's central area. Table 1-1 provides a statistical summary of both projects.

1.1 Objectives and Organization of this Study

The relative merits of the St. Lawrence and False Creek neighbourhoods are going to be debated long into the future. Both provide excellent case study material for social scientists and design professionals on a variety of important questions relating to site planning, housing and neighbourhood design, social mix, residential densities, assisted housing financing, and the financing, implementation and impacts of large scale municipal redevelopment projects.

St. Lawrence and False Creek are the natural outcome of the lessons learned from the urban renewal and public housing projects of the 1950's and 1960's. They demonstrate that large scale, medium to high density redevelopment projects with a very high proportion of assisted housing can be successfully implemented by local government. They also demonstrate a model in which inter-governmental relations can function successfully -- though not always smoothly -- in implementing national housing programs. In St. Lawrence and False Creek the municipal level of government made the decisions regarding the location and scale of the redevelopment site and the character of neighbourhood to be developed. The senior levels of government, especially the federal social housing programs, provided the financial assistance to make the large component of subsidized housing possible.

The objective of this paper is to describe and assess the process by which both neighbourhoods were created, focusing particularly on the planning and design process, the implementation process and the costs and financing of both neighbourhoods. Neither project is complete yet though they are substantially complete and the planning and design process is virtually finished. Only a couple of development sites remain in both neighbourhoods.

Table 1-1

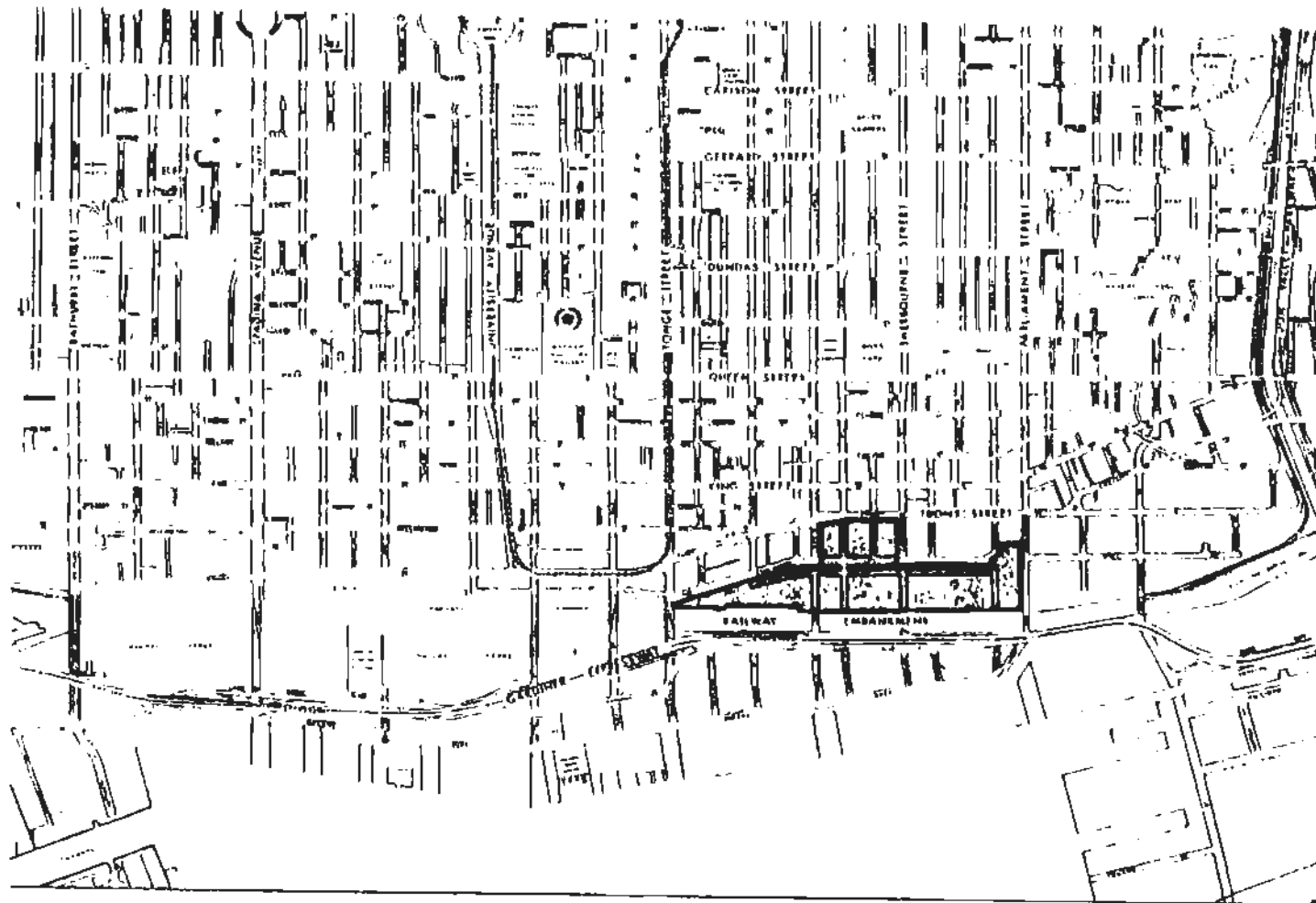
St. Lawrence and False Creek Statistics

	St. Lawrence	False Creek
Total Units (projected)	3,542	1,786
Total Area (acres)	44.0	80.5
Parks	8.0 (18%)	29.2 (36%)
Residential	30.9 (70%)	37.7 (47%)
Streets	5.1 (12%)	13.6 (17%)
Residential Density (units/acre)		
Gross Density	80.5	22.2
Net Density	114.6	47.4
Maximum Individual Project Density	307.0	102.0
Minimum Individual Project Density	53.0	29.0
Unit and Tenure Mix		
1 bedroom and Studio	1,771 (50%)	634 (35%)
2 bedroom	1,310 (37%)	710 (40%)
3 bedroom	425 (12%)	369 (21%)
4 and more bedrooms	36 (1%)	73 (4%)
Family Units (with grade access)	560 (16%)	640 (37%)
Market Units (private sector)	1,584 (45%)	806 (45%)
Private rental	-0-	147 (18%)
Private ownership	1,584 (100%)	659 (82%)
Assisted Units (social housing)	1,958 (55%)	980 (55%)
Municipal non-profit	974 (50%)	-0-
Private non-profit	135 (7%)	461 (47%)
Non-profit Co-operatives	849 (43%)	519 (53%)
Commercial Space (sq. ft.)	330,000	65,000
Project Costs and Revenues (\$ millions)		
Acquisition and Development Costs	\$ 41.9	\$ 21.5
Revenues: Grants (Fed./Prov.)	1.4	2.3
Revenues: Land Sale or Lease	45.4	26.6
Total Project Investment (1983 \$ est.)	200.0	165.0

Source: City of Toronto Housing Department; and City of Vancouver False Creek Development Group. Estimates and projections as of 1983.

FIGURE 1-1

The St. Lawrence Neighbourhood: Location Map

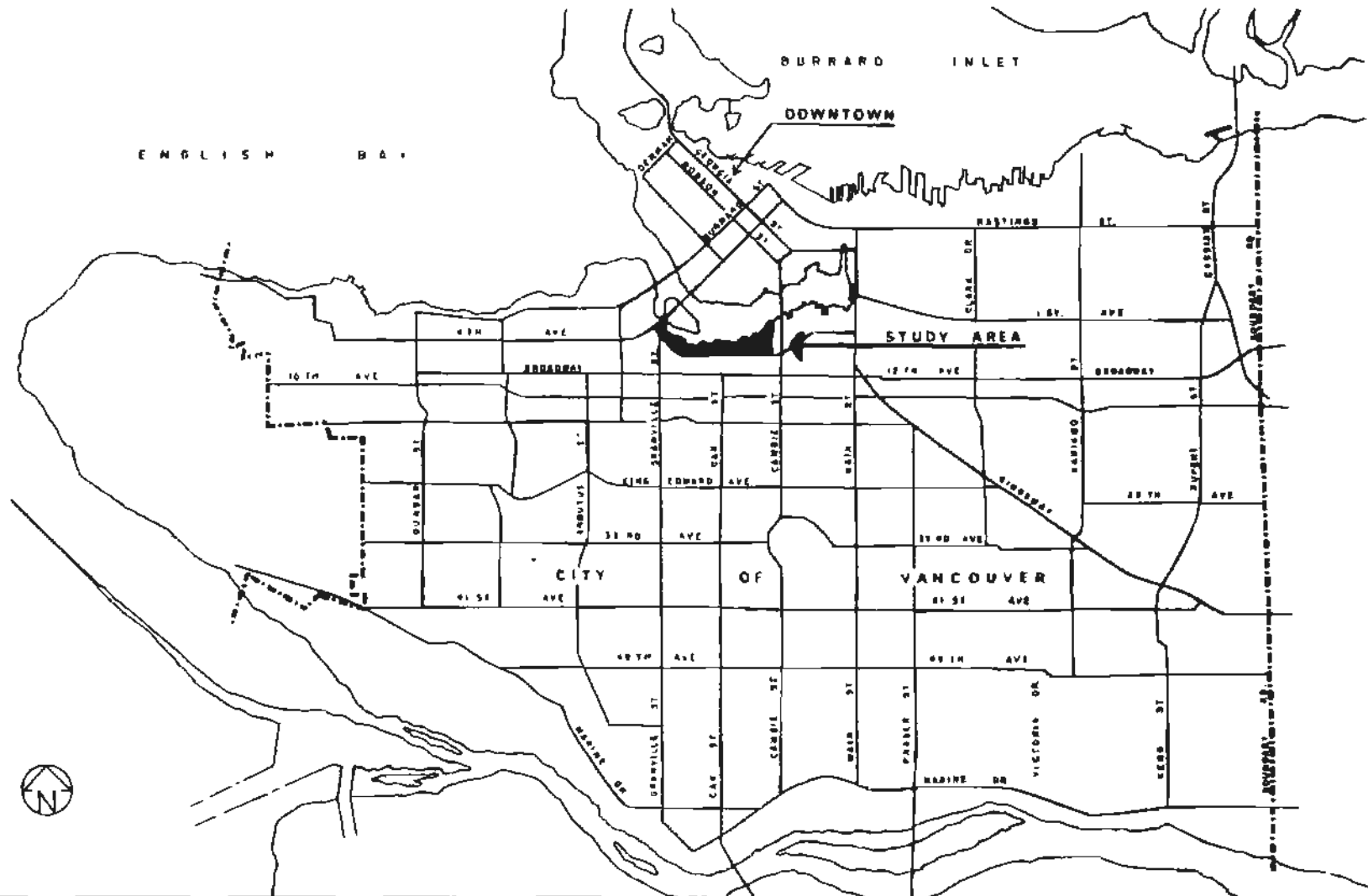


THE ST. LAWRENCE NEIGHBOURHOOD


CITY OF TORONTO PLANNING BOARD
COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

FIGURE 1-2

The False Creek Neighbourhood: Location Map



FALSE CREEK - LOCATION MAP

City of Vancouver Planning Department

Care has been taken to be objective, that is, to deal with those aspects which can be discussed at this time on fairly solid factual grounds. The relative success of the physical design of individual housing projects and of the neighbourhood as a whole, of the social and tenure mix decisions and of resident satisfaction with the environment created are qualitative evaluations best carried out by specialized studies and by detailed resident surveys. This study seeks to provide the background information necessary for these more detailed studies by providing a thorough overview of how and why both neighbourhoods were established and designed in the way that they were.

Any large scale project involves numerous compromises arising out of technical, financial, administrative and, of course, political constraints. An attempt has been made here to document and explain some of the more significant constraints on the designers and developers of both neighbourhoods as an aid to those who will carry out further qualitative evaluations. Knowing the history of the decision making process does not provide an excuse for bad decisions but helps identify the reasons for the particular decisions and can often point the way to avoiding similar problems in the future.

An additional objective is to provide other municipalities and interested individuals with sufficient information on how -- administratively and financially -- both neighbourhoods were implemented as a guide to considering similar projects elsewhere. St. Lawrence and False Creek are not unique, they are perhaps the best examples of large scale social mixed residential developments characteristic of the 1970's. Other examples are Milton Park in Montreal, Le Breton Flats in Ottawa, the Frankel/Lambert project in Toronto, and Champlain Heights in Vancouver. In the U.S., the new neighbourhood on Roosevelt Island in New York City shares many of the policy and social mix objectives of St. Lawrence and False Creek.

This study does not provide a comparative evaluation of the St. Lawrence and False Creek neighbourhoods, in the sense of a subjective judgement of which is better. It is the many similarities relating to goals and objectives which has led to combining a review of both neighbourhoods in one study. Because the objectives of both neighbourhoods are similar the methods of implementing these similar objectives can be compared and contrasted. The two neighbourhoods are, however, in very different physical settings with a host of significantly different environmental amenities and problems. False Creek is twice the size and half the density of St. Lawrence. St. Lawrence is bounded by main line railroad tracks, an elevated expressway, arterial roads and industry. False Creek is a long narrow site on the waterfront and its environmental problems are relatively minor compared to St. Lawrence.

The planners of both neighbourhoods were presented with interesting challenges relating to the problem of creating a livable residential environment virtually from scratch. Neither site was located in a broader residential district. These challenges are similar in both neighbourhoods at the conceptual level though very different at the physical site planning and housing project design level due to the physical characteristics of each site.

Organization of this Study. Following this introduction the report is divided into two parts dealing separately with each of the neighbourhoods. The remainder of this introduction reviews the significance of both neighbourhoods, comparing and contrasting key aspects of both developments. Location maps and definitions of terms and a description of the the phasing of the projects are provided as a guide to reading Parts I and II.

Parts I and II are organized into six similar chapters.

	Part I St. Lawrence	Part II False Creek
Goals and Objectives	Chapter 2	Chapter 8
Planning and Design	3	9
Implementation	4	10
Costs and Financing	5	11
Outline History	6	12
Bibliography	7	13

1.2 The Significance of St. Lawrence and False Creek

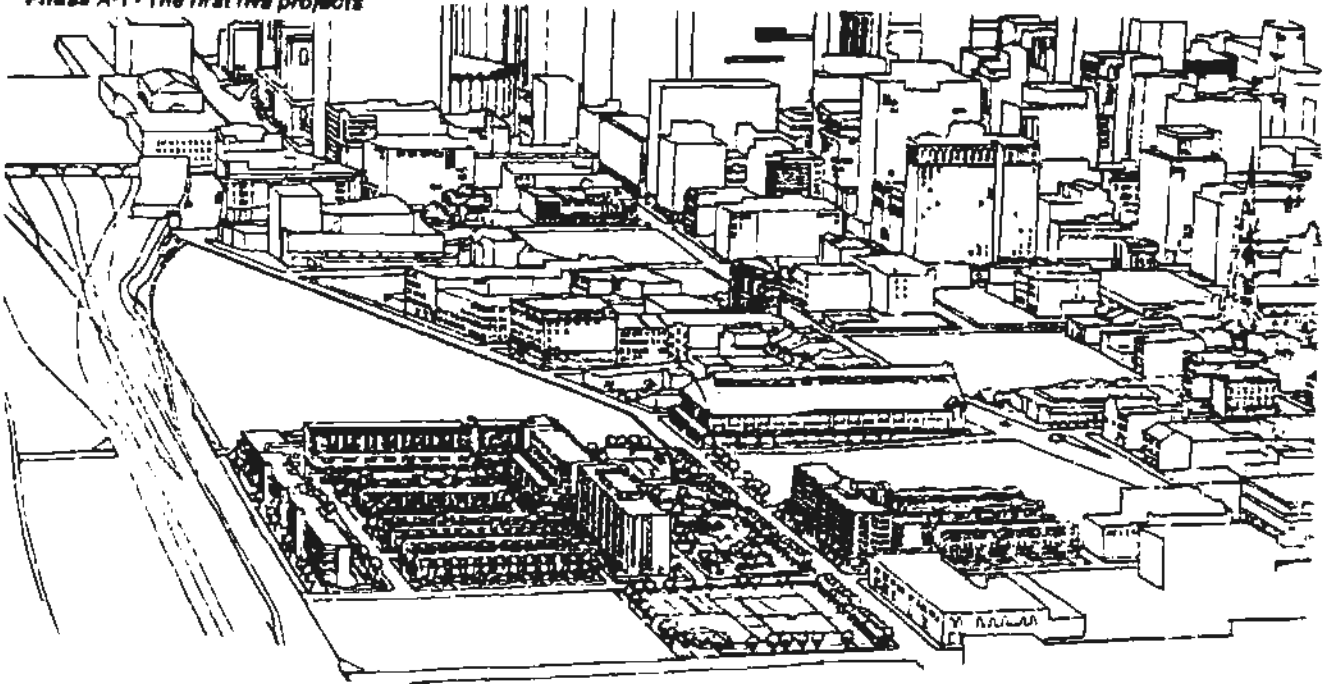
"Neighbourhoods" not "Projects". St. Lawrence and False Creek represent a significant departure from the large scale urban renewal projects common to the 1950's and 1960's. Every attempt was made to avoid the social policy and physical design mistakes of the past. Municipal involvement in the provision of housing expanded well beyond the traditional approach of building low income public housing projects or of providing subsidies to private developers. The aim was to create socially mixed inner city "neighbourhoods" rather than homogeneous housing "projects." People of all incomes and social groups would be housed in a mix of rental and ownership, market and non-profit, assisted and unassisted housing. A high level of amenities and community services would be provided and the planning, design and implementation would be carried out by the municipality itself.

St. Lawrence and False Creek are very much products of the early and mid-1970's. They resulted from a political reaction to the previous approaches of public urban renewal projects and to the type of high rise, non-family type of housing being built by the private sector. Rather than destroying or redeveloping existing neighbourhoods, new neighbourhoods were created. Rather than depending upon the private sector, the role of the public sector was expanded.

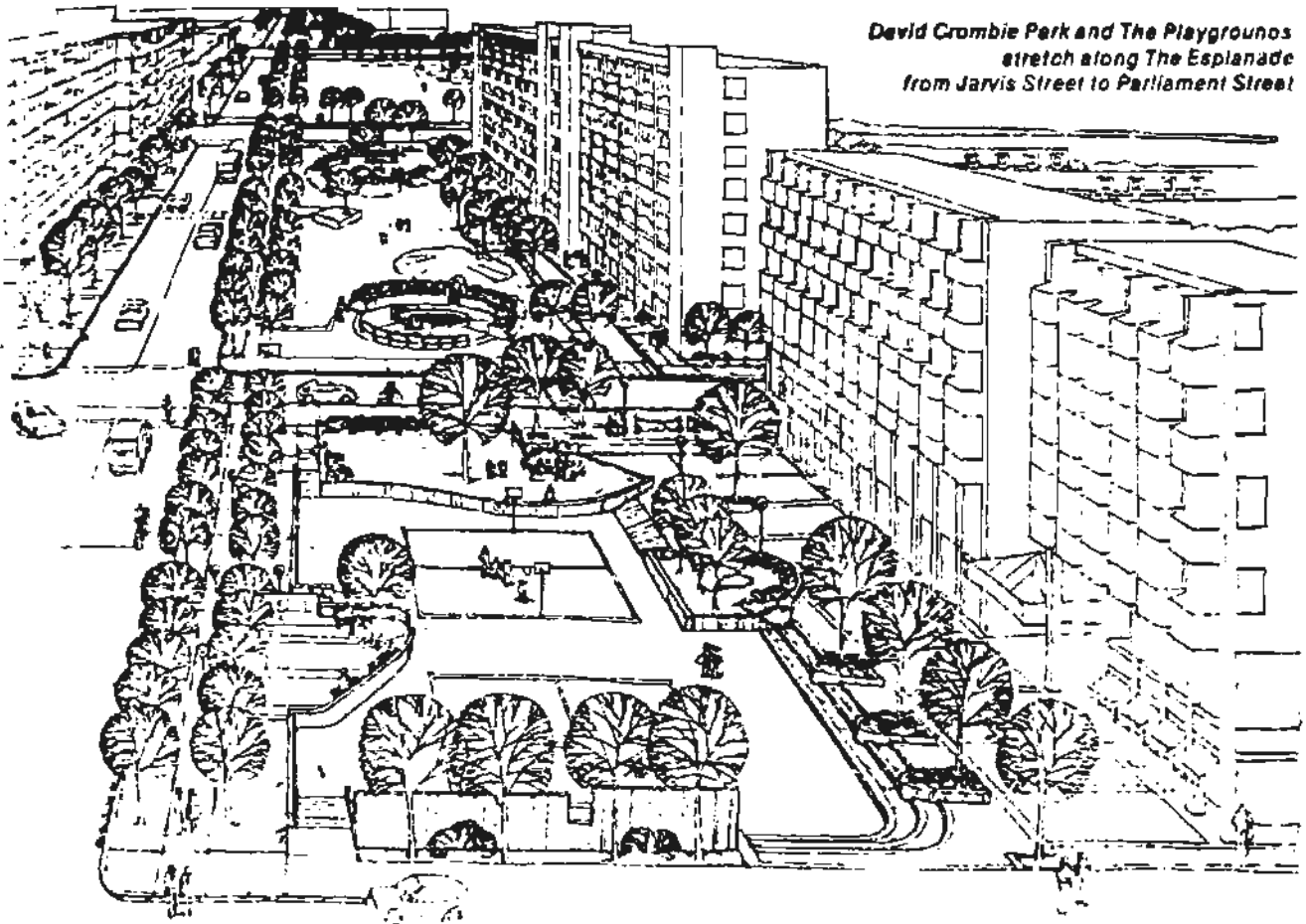
FIGURE 1-4

Two Sketch Views of the St. Lawrence Neighbourhood

Phase A-1 - The first five projects



David Crombie Park and The Playgrounds stretch along The Esplanade from Jarvis Street to Parliament Street



Social and Tenure Mix. To a large degree both cities have been successful in achieving their original objectives. Neighbourhoods and not projects have been created. Both are close to being completed and substantially within their original schedules and budgets. Both have successfully utilized federal housing programs to achieve their social mix and their affordable housing component. In doing so, they provide a great deal of new affordable inner city housing. The private market units have also been successful. They have been quickly marketed and have appreciated in value in keeping with the real estate markets in their respective localities.

The aim of providing family housing, units with two or more bedrooms, has also been achieved. Half of the units in St. Lawrence and 65% of the False Creek units have two or more bedrooms. In spite of the high central area land values, a significant proportion of family units with grade access has also been achieved: 16% of St. Lawrence (575 units) and 37% of False Creek (649 units). The range of tenure types in St. Lawrence and False Creek is similar: 25% non-profit housing co-operatives; 30% non-profit rentals; and 45% private rental and ownership housing units.

When discussing social mix it is important to distinguish between physical and actual social integration. Physical integration exists when heterogeneous groups of people occupy adjacent physical space. This creates the potential for actual social integration.

St. Lawrence and False Creek were planned so as to achieve the former. Broader social engineering was not part of the concept of either neighbourhood in the establishment of the social mix criteria. The objective was the more modest one of: 1) permitting the full range of social groups to have an opportunity to live in the neighbourhoods; and 2) avoiding the creation of a project atmosphere, which could occur if the neighbourhoods were designed for only lower income groups.

The social and tenure mix objectives stem from a planning philosophy which argues that residential areas, especially those being designed from scratch, should reflect, within themselves and in their immediate surroundings, the variety and mix of the wider physical and social world. It is believed that a social and tenure mix helps maintain stable neighbourhoods. A mix of housing types, sizes, costs and tenures can accommodate changing life styles and life cycles. Residents have a choice of staying within their area as their housing requirements change. Age mix is recommended for the same reason. St. Lawrence and False Creek provide excellent opportunities for research into the validity and significance of these assumptions.

Municipal Redevelopment of Under Utilized Land. In addition to the housing and social mix objectives of each, St. Lawrence and False Creek are significant because they broke with the traditional approach to urban redevelopment. Urban land uses usually change gradually in an ad hoc manner, according to the dictates of the land market. Entire districts within a city rarely change very rapidly. There is a tendency for the market and for municipal planning regulations to reinforce existing land

use patterns within a given district. Redevelopment usually takes place on a site by site basis and the role of the private land and development markets are primary determinants as to whether or when change will take place.

St. Lawrence and False Creek broke with this traditional pattern. Under utilized industrial areas were transformed into new residential districts by the two municipalities. The cities of Toronto and Vancouver took declining central area districts, where the quality of physical amenities and adjoining land uses were low, and transformed these districts into desirable residential neighbourhoods. In both cases there were many who predicted that it could not be done. Both sites were subject to a great deal of controversy.

Each neighbourhood was developed in a period of about ten years and at limited expense to either city. The cost of all front end expenditures, such as roads, sewers and other services, is being successfully recovered from the sale or lease of building sites. The municipality in both cases acted as the developer of the entire site, not simply as the regulator of land uses. The municipal council made the final decisions about land use policies and had these policies implemented by municipal staff. Co-ordination of the development of St. Lawrence is being carried out by the City of Toronto Housing Department and False Creek's implementation is being co-ordinated by a special, temporary agency of the Vancouver municipal government, the False Creek Development Group.

The Federal Contribution. Neither St. Lawrence nor False Creek would have been possible without the assistance of the federal government. The significance of the federal role is often overlooked. Toronto was able to assemble the St. Lawrence site because of loans from the federal government's land assembly program. Federal grants of about \$800,000 helped finance park and site improvements in St. Lawrence. In Vancouver the federal government provided start-up capital for False Creek by loaning \$10 million at a low interest rate. In addition, a variety of site improvements, such as the seawall (\$2.25 million), were funded federally.

The most significant factor, however, has been the federal social housing programs. Neither city could have achieved its assisted housing and social mix goals without the social housing programs. Canada Mortgage and Housing Corporation provides a level of assistance necessary to bring rents in non-profit rentals and co-operatives down to the low end of the prevailing market rents. The joint federal and provincial rent supplement program provides an additional level of assistance to low income families on an income tested basis. Both St. Lawrence and False Creek have combined the federally assisted non-profit projects with private rental, condominium and home ownership projects to achieve a range of incomes and tenure types. Without the federal social housing programs, little if any assisted housing would have been provided. With the programs, a large, permanent stock of affordable housing has been created in both neighbourhoods. St. Lawrence is providing 1,958 additional social housing units in the central area of Toronto and False Creek is adding 980 centrally located social housing units to Vancouver's housing stock.

Though neither project would have been possible without the federal social housing supply programs, it is also true that the federal programs would not have had the impact on the Toronto and Vancouver areas they have had without the municipalities initiating the two new neighbourhoods. Where would sites have been found in either city for the 3,000 social housing units if the previously industrial St. Lawrence and False Creek sites had not been redeveloped for residential use?

The Different Origins of Both Neighbourhoods. Even though the St. Lawrence and False Creek developments have resulted in the creation of fairly similar socially mixed inner city neighbourhoods, the origin of each project is quite different. It was not apparent at the beginning that both cities were undertaking similar projects. The fact that the outcomes are similar is due to the election of reform municipal councils in each city in late 1972. Both groups of reformers happened to have similar approaches to housing policy issues. It was the implementation of these policy approaches on large tracts of land that led to the similarities, not any direct coordination between officials in the two cities. The projects have different origins because they resulted from very different land use and housing debates in each city.

In Toronto, the newly elected City Council adopted a comprehensive housing policy and launched an ambitious program of building municipally owned non-profit rental housing. The St. Lawrence project resulted from the decision to assemble a very large tract of land. In Vancouver, however, the city already owned the False Creek site and had been engaged in a long running debate over what to do with the land. The election in 1972 of a reform group known as TEAM (The Elector's Action Movement), ended the land use debate. TEAM decided to develop a socially mixed, family oriented residential community on the city owned land, as they had promised during the election campaign. In short, the St. Lawrence Project resulted from a municipal housing policy in search of building sites whereas the False Creek project resulted from a parcel of municipally owned land in search of a land use policy. If the reform councils had not been elected in one or both of the cities, it is likely that neither of the socially mixed new neighbourhoods would have been built. The opponents of the reformers in Toronto did not support such an ambitious municipal social housing effort and the opponents of Vancouver's reformers were continually fighting for non-residential use of the municipally owned False Creek land.

The Politics of the Site Planning Process. The local political situation defined the basic features of each development. Toronto had decided to "get back into the housing business" and wanted to build a great deal of social housing as quickly as possible. Very ambitious targets were established and St. Lawrence was viewed as a district in which a great deal of housing could be built. As many units as possible under the height and unit mix guidelines were crammed onto the site resulting in very high densities: 80.5 units per gross acre; 114.6 units per net acre.

In Vancouver the debate over the use of city owned False Creek land was split between groups favouring residential and non-residential land use options. The outcome was a compromise. TEAM members of City Council were able to win on the housing issue but agreed to a compromise which placed a large "regional destination" park, rather than simply a smaller neighbourhood park, at the centre of the 55 acre Phase 1 site (see Figure 1-5). Charleson Park's 16.3 acres occupy 20 percent of the city owned south shore of False Creek and almost one third of Phase 1.

In addition, the compromise included lower residential densities. Densities in False Creek are very low for such a centrally located site: 22.2 units per gross acre and 47.4 units per net acre. Excluding Charleson Park, the gross density is 27.8 units per acre, about 65 percent less than St. Lawrence. Vancouver's compromise on land use and densities has given the False Creek neighbourhood, primarily the first phase, a very suburban look and feel. In contrast, Toronto's decision to supply a great deal of centrally located new housing as quickly as possible has produced one of the higher density neighbourhoods in Canada.

Resident Satisfaction. The ultimate test of an new neighbourhood is the degree of satisfaction the residents have with the environment created. This can only be determined overtime and through careful survey techniques. No such study has been conducted on the St. Lawrence Neighbourhood and only one study of residential satisfaction in False Creek has been carried out shortly after the completion of Phase 1 in the late 1970's. A 1980 City of Toronto survey of resident characteristics did ask for comments relating to satisfaction. This study is referred to in Chapter 2. The False Creek Area 6 Phase 1 Post-Occupancy Evaluation is referred to in Chapter 9.

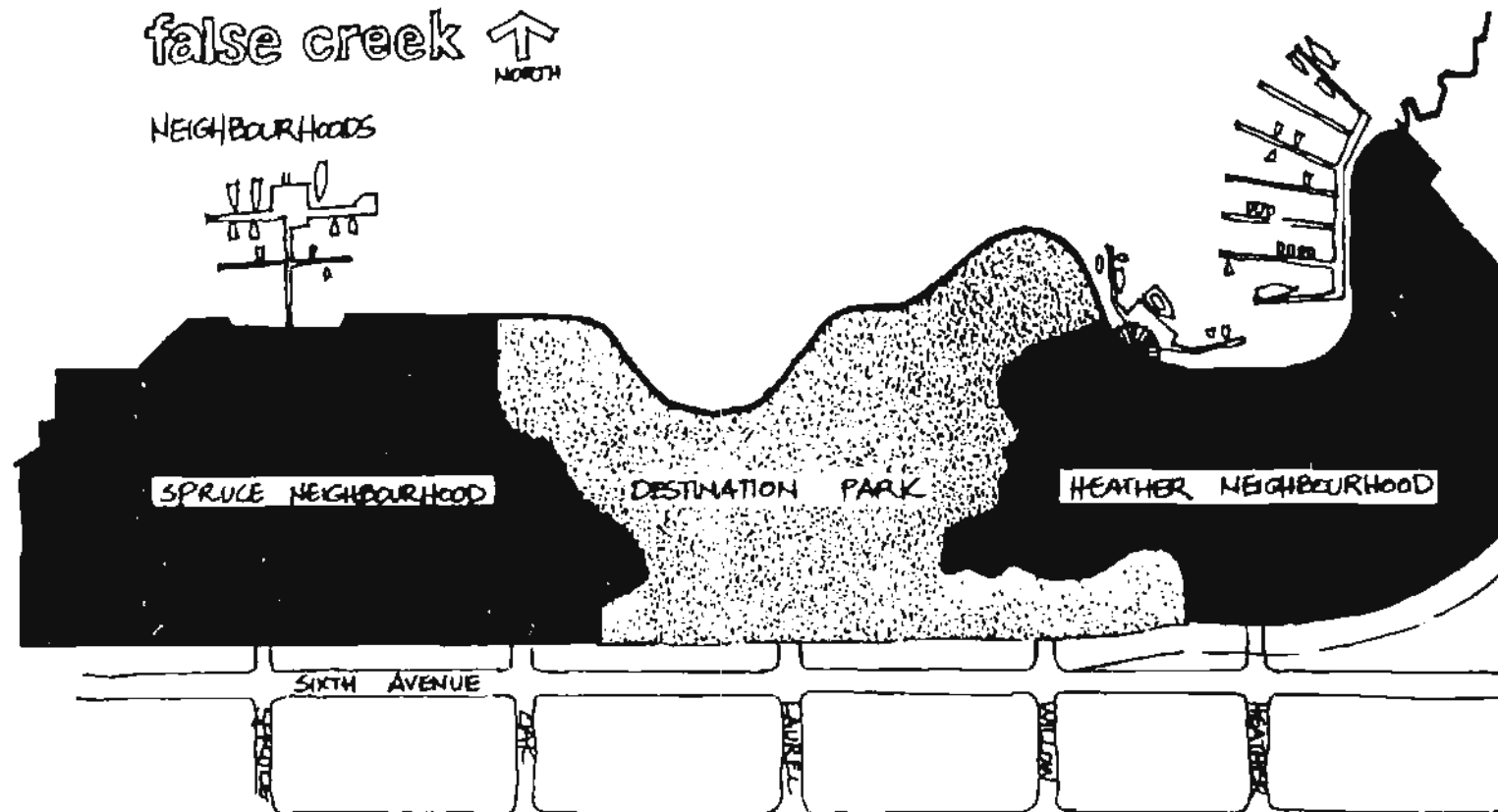
1.3 Some Definitions

Before proceeding it is important to clarify exactly what is being referred by several often used terms and designations. St. Lawrence and False Creek are names used to designate the municipal redevelopment projects being studied in this report. They are also names of a broader districts within Toronto and Vancouver. In addition, land adjacent to the municipal redevelopment projects is being privately redeveloped, making it necessary to establish clear working definitions for this report.

The St. Lawrence Neighbourhood and St. Lawrence project refers to the municipal redevelopment site studied in this report. It is a 44 acre site southeast of Toronto's financial district (see Figure 1-1). Land adjacent to the site is being privately redeveloped with both commercial and residential uses. Some industrial uses are also being maintained (see Figure 1-6). Due to the City of Toronto's St. Lawrence project the area around the 44 acre site has become more commonly known as the St. Lawrence neighbourhood or district. In addition, the city has established the St. Lawrence Historic District encompassing a broad area to the north of the St. Lawrence project in order to help conserve and upgrade the historic features of the area in view of the large amount of redevelopment taking place.

FIGURE 1-5

False Creek, Phase 1: Location of the Two Neighbourhoods and the Destination Park



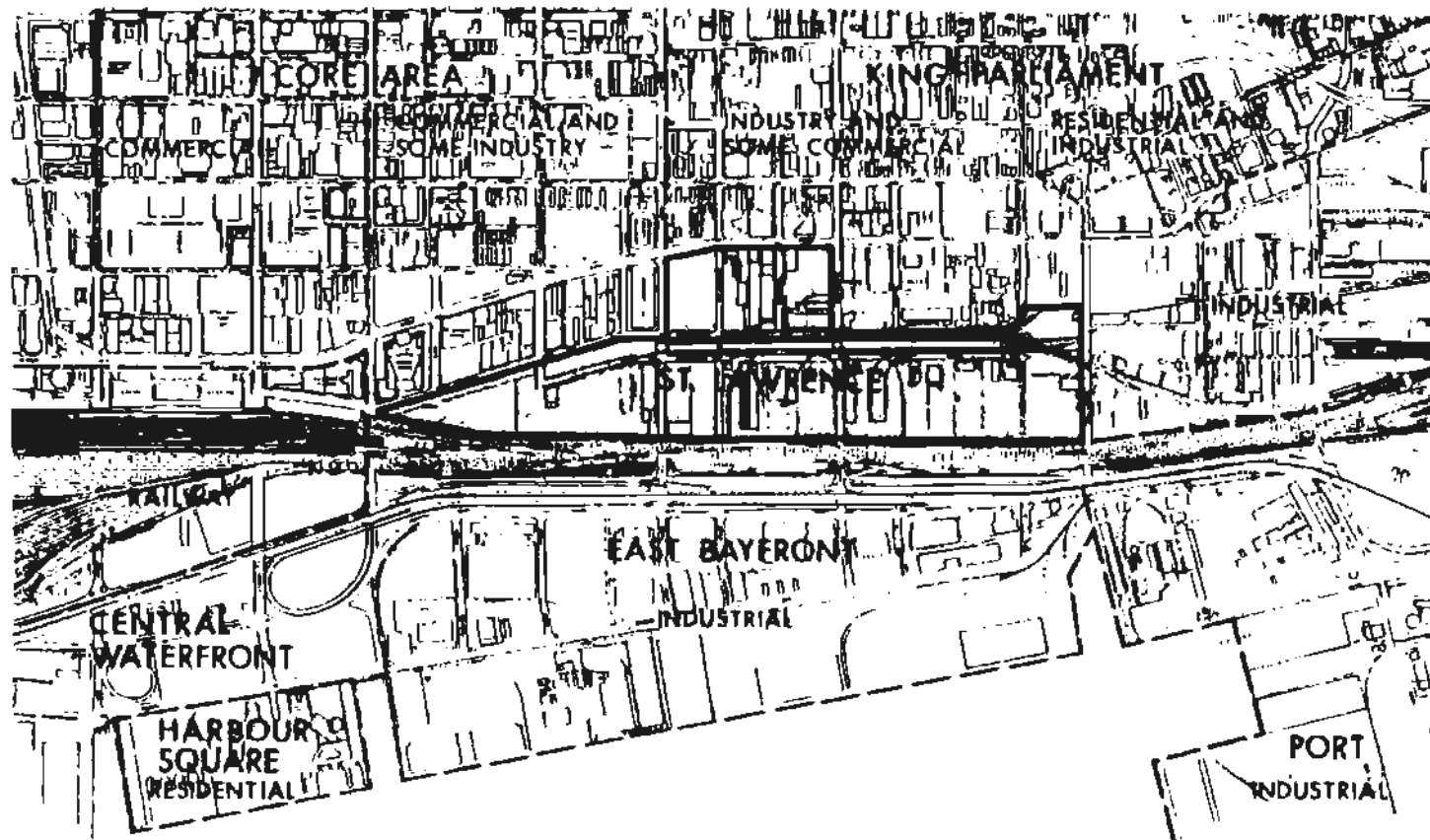
Spruce Neighbourhood: 17.1 Acres; 323 Housing Units; 18.8 Units per Acre Gross Density.

Heather Neighbourhood: 19.1 Acres; 529 Housing Units; 27.7 Units per Acre Gross Density.

Charleson Park: 16.2 Acres.

FIGURE 1-6

The Land Use Context of the St. Lawrence Neighbourhood



THE AREA IN CONTEXT
ST. LAWRENCE



CITY OF TORONTO PLANNING BOARD

CONSULTANT AND NEIGHBOURHOOD PLANNING DIVISION APR 1975

The City of Vancouver's False Creek Neighbourhood and False Creek project is also known as Planning Areas 6 and 10 in the False Creek Comprehensive Development District. False Creek is an inlet which separates much of the downtown peninsula from the southern portion of the city (see Figure 1-2). The city's redevelopment project is located on 80 acres along the south shore of False Creek and comprises most of Planning Area 6 (between the Cambie and Granville bridges) and about half of Planning Area 10 (between the Granville and Burrard bridges). Figure 1-7 provides a map showing the False Creek Planning Area designations.

The north shore of False Creek is currently receiving a great deal of attention due to the decision of the Province of British Columbia to locate a very large residential and commercial complex on the site over the next twenty years, known as B.C. Place, and to stage Expo 86 on a portion of the north shore. Figure 1-8 provides a summary of the provincial and municipal development concepts being debated for the north shore. The B.C. Place site is located on Planning Areas 1, 2 and portions of 3 and 4 on False Creek's north shore. This provincial redevelopment project should not be confused with the subject of this report -- the municipal redevelopment project on part of the south shore of False Creek. In this report, the False Creek Neighbourhood and False Creek project are used interchangeably to refer to the municipal redevelopment within most of Planning Areas 6 and 10.

Both St. Lawrence and False Creek have been divided into three phases. In this report the designations of each municipality is used. In St. Lawrence the phases are A, B and C, which are further subdivided into phases A-1 and A-2, B-1 and B-2 and C-1 and C-2. See Figure 1-9 for a map outlining the development phasing designations of the St. Lawrence project.

In the False Creek project, the designation of the three phases is a bit more complex. The designations of phases 1, 2 and 3 are used in this report, as is customary in many Vancouver documents. However, many planning reports and officials use a combination of different designations. Phases 1 and 2 are often referred to as Area 6, Phase 1 and Area 6, Phase 2. This is because a private development site to the east of the city's project is also in Planning Area 6. This site, formally the Johnston truck terminal, is known as Area 6, Phase 3. It is not part of the City of Vancouver's redevelopment project and is not the Phase 3 referred to in this report. What is referred to in this report as Phase 3 of the False Creek project is also known in Vancouver as Area 10B, the easterly half of Planning Area 10. Figure 1-10 provides a site plan of each of the three False Creek development phases.

FIGURE 1-7

The False Creek Comprehensive Development District and Vicinity

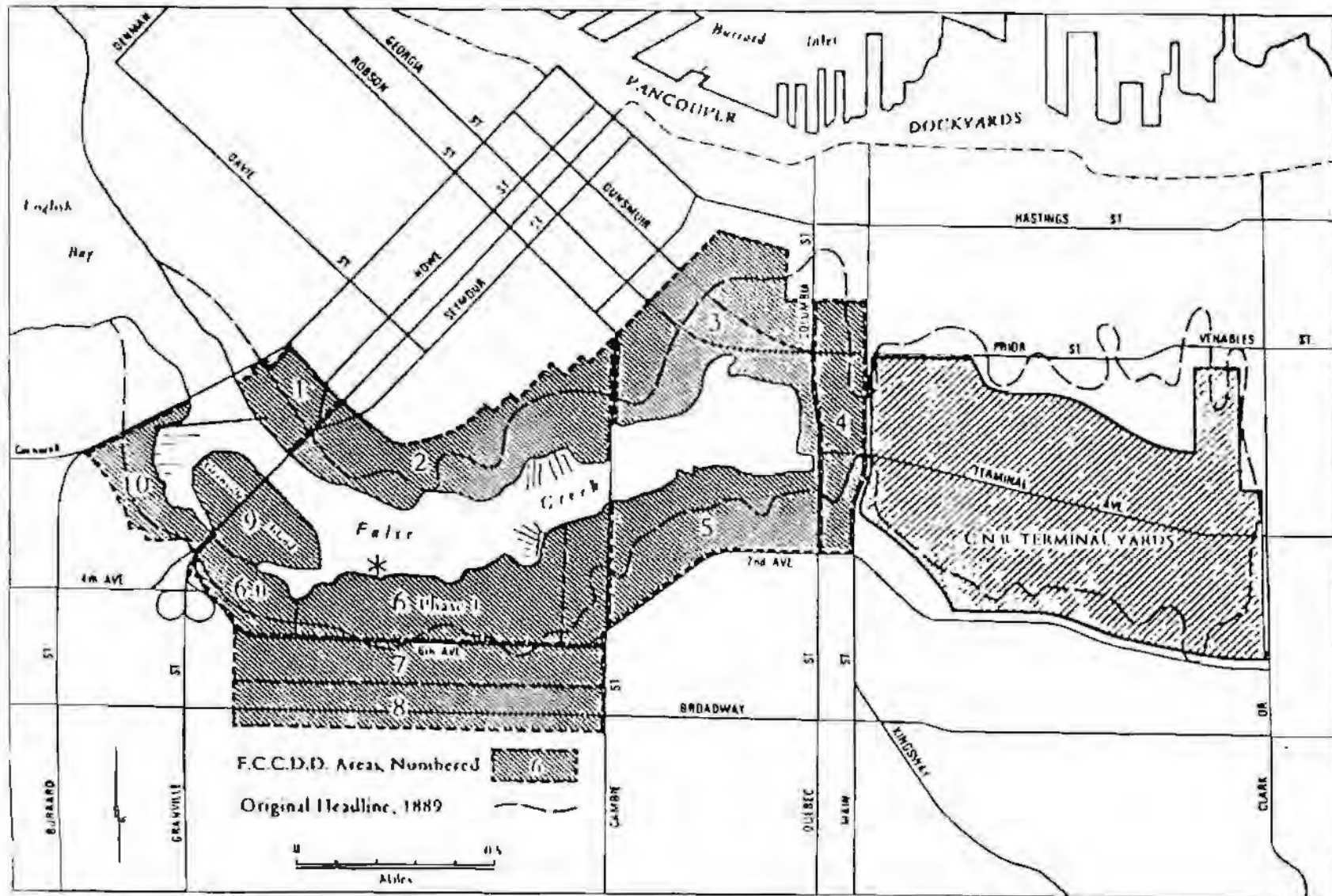
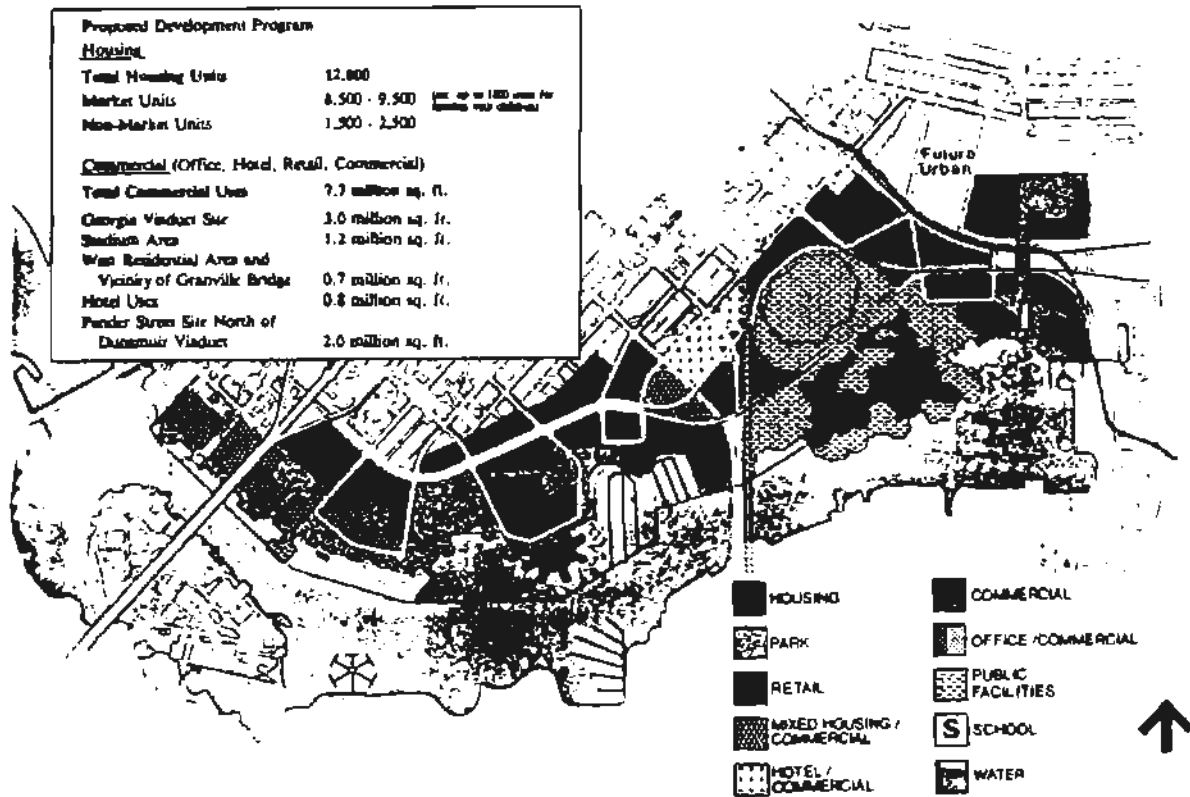


FIGURE 1-8

The B.C. Place (North Shore of False Creek) Development Plan Controversy, 1982

B.C. Place Draft Concept Plan



City of Vancouver Development Concept

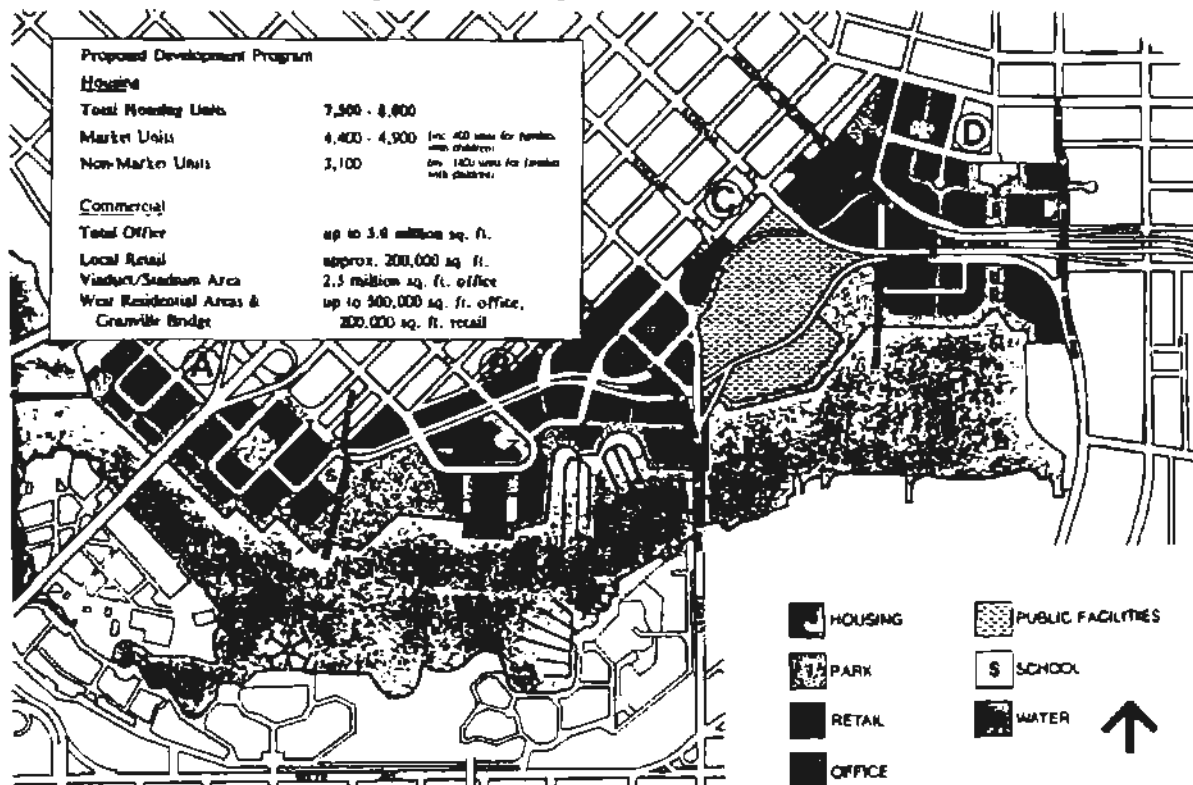


FIGURE 1-9
St. Lawrence: Development Phases

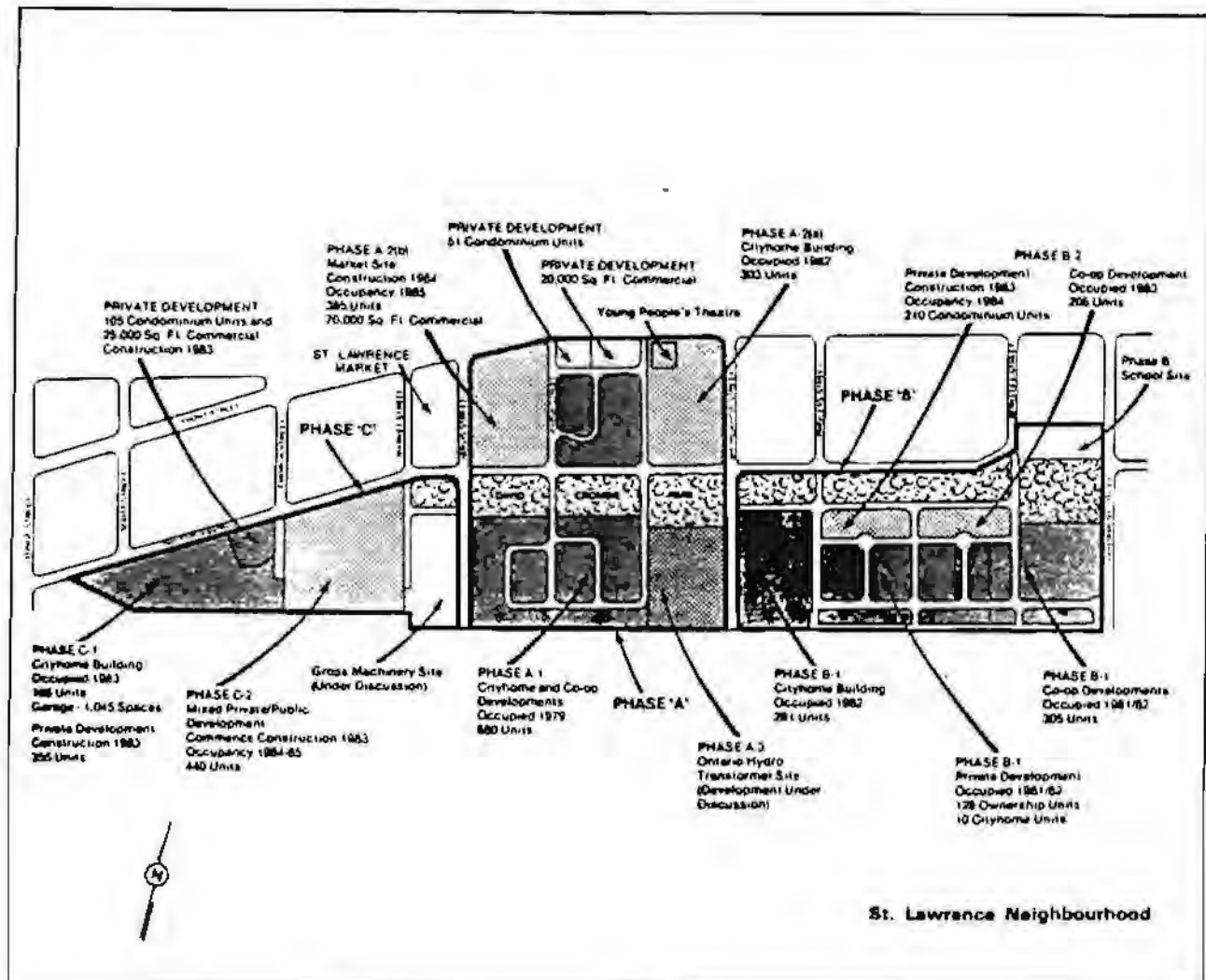
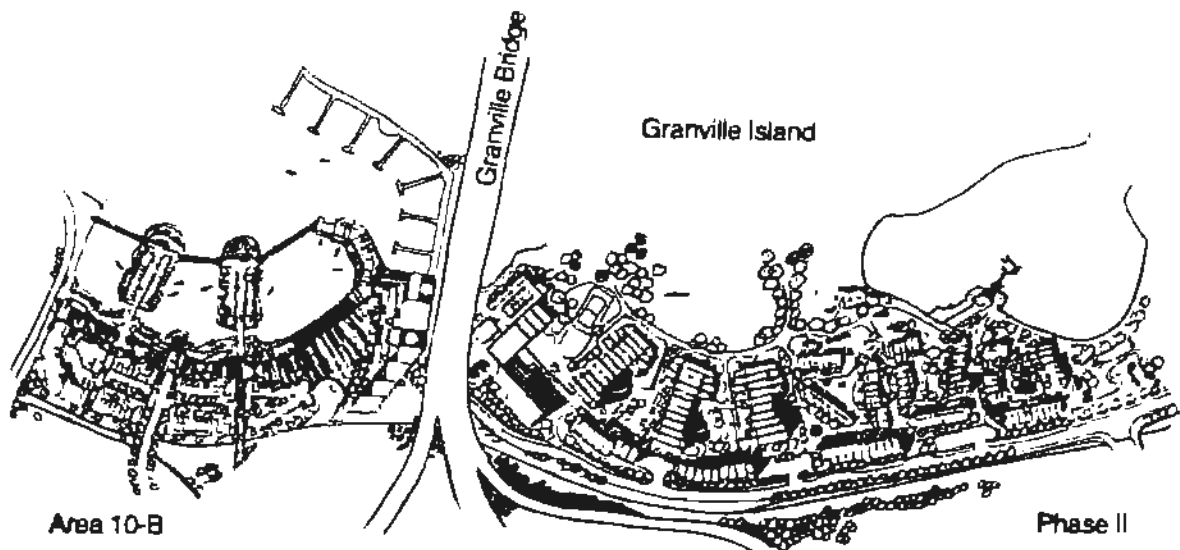
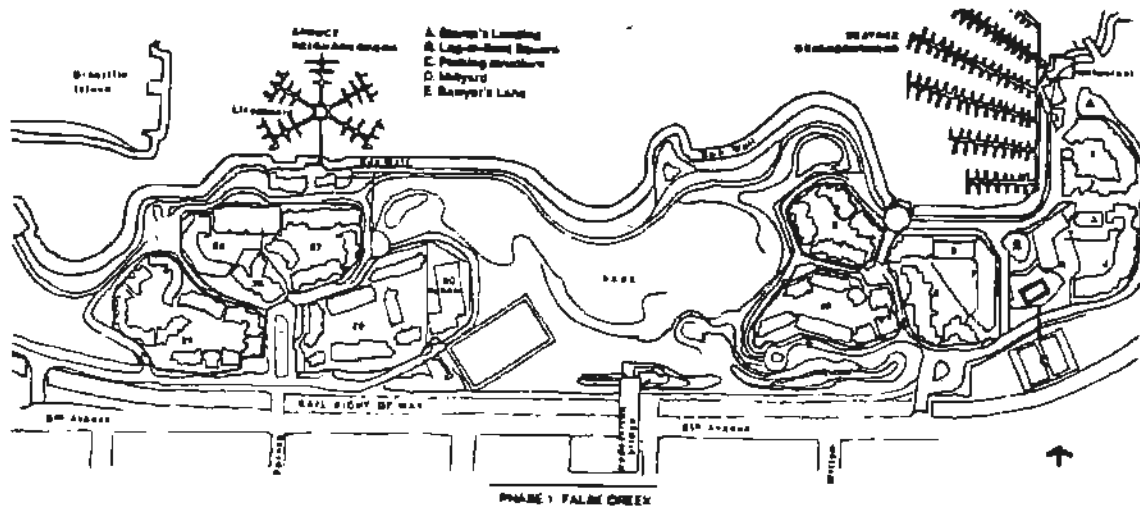


FIGURE 1-10

False Creek: Development Phases



PART I

THE ST. LAWRENCE NEIGHBOURHOOD

TORONTO

Chapter 2

Goals and Objectives of the St. Lawrence Project

The major goals and objectives of the St. Lawrence Project were conceived prior to the selection of the site. They were part of the overall housing goals and objectives of the City of Toronto's newly adopted housing policy. The selection of the St. Lawrence site followed from the decision to implement a new housing program. The City of Toronto first put in place a specific set of housing goals and objectives and adopted a program to implement them. The St. Lawrence Neighbourhood is a result of the implementation of the city's housing program.

This is an important point to note because it helped guarantee the successful development of socially mixed housing on the St. Lawrence site. Other recent large scale inner city sites which have been designated for public redevelopment, such as Harbourfront in Toronto, Le Breton Flats in Ottawa and the north and south shores of False Creek in Vancouver, are cases in which a level of government already owned the site. Housing, especially a large percentage of assisted housing and ground oriented family housing, was only one of a number of land use options being debated for these sites.

In the case of St. Lawrence, we have a city-wide housing policy in search of development sites, one of which eventually became the site for the St. Lawrence Neighbourhood. As Chapter 8 on False Creek points out, the fact that the south shore of False Creek was developed in the fashion it eventually was, emerged out of a long debate over numerous competing development options. The False Creek Neighbourhood resulted, therefore, from a city-owned site in search of a development policy.

Once the City of Toronto adopted its housing policy in 1973, the goals and objectives of this policy were refined to fit the specific constraints of the St. Lawrence site. This chapter reviews the goals and objectives of the St. Lawrence project as they evolved from their original inception in 1973 to the present.

2.1 Policy Recommendations of the Housing Work Group, 1973

A report titled Living Room: An Approach to Home Banking and Land Banking for the City of Toronto was the initial housing study requested by the newly elected reform members of City Council. Living Room was prepared by a Housing Work Group established by Council in May 1972.

The report presented a set of recommendations outlining an approach the City could take as a means of addressing the housing needs of low and moderate income households. Many of the new aldermen and the new mayor, David Crombie, were elected because of their stand on preservation of neighbourhoods and family housing. Living Room argued that housing for low and moderate income households within the city should be provided not only by changes in planning and zoning policies designed to protect existing residential neighbourhoods, but also by an aggressive municipal land banking and house construction program. Living Room argued that:

land banking can be regarded as a tool to help people who might otherwise not have the opportunity to live in certain areas of the City. Public acquisition of land in those areas where, for example, zoning and Official Plan changes are being considered, would mean that land costs can be held at a level where more people in the limited income category might be able to afford housing. 1/

The primary goal therefore was the provision of low cost housing within the city. Land banking was a means towards this end.

The reformers' "neighbourhood preservation" theme was also incorporated, although necessarily altered, in the goals related to new housing. The authors of Living Room emphasized the positive attributes of "traditional" Toronto neighbourhoods, especially their street-related form, their diversity of architectural styles, and their appropriateness for families with children. These same qualities were recommended for new housing whether as infill in existing neighbourhoods or on larger sites. 2/

In addition, Living Room set out specific goals related to the population to be served by the City's housing program. Fifty per cent of the units, they argued, should be for households with below median incomes, half for low income households and half for those of moderate income. Similarly, they advocated that 50% of the units be reserved for families with children. 3/ The "traditional" Toronto neighbourhood was thus to be recreated, not only in terms of its physical characteristics, but also in terms of a mix of incomes and household types -- something not "traditional" at all in either public or private sector housing developments, but not uncommon in the inner city.

In December 1973 City Council adopted the policies advocated in Living Room and soon authorized the search for a large, reasonably priced

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1. City of Toronto Housing Work Group (1973) Living Room, p. 48.
 2. See: City of Toronto Housing Department (1979) St. Lawrence, 1974-1979, Report No. 16, pp. 7-8.
 3. Living Room, p. 18. See also City of Toronto Housing Department (1975) Progress Report 1974, p. 46.

site, suitable for family housing. The St. Lawrence site was identified as one which fit all the criteria. First, it was large, comprising 44 acres of under-utilized industrial land. Second, it was relatively inexpensive -- over half of the land was already owned by various public agencies. Third, it could be made suitable for families given its proximity to social and cultural facilities, to public transit, to the waterfront, and to downtown. 4/

2.2 The Housing Department's Further Definition of Policies for St. Lawrence

The new municipal housing policy, as developed by the Housing Work Group, established the central goals and objectives -- in the broadest terms -- for the St. Lawrence project. The specific nature of these goals and objectives would be successively refined as the project proceeded and as the constraints of the site became more evident.

The First St. Lawrence Planning Report, 1974. The first of the St. Lawrence planning studies, titled simply St. Lawrence, recommended acquisition of the properties by the city and set out four basic goals for development of the site:

1. to create more housing in Toronto for all income groups and in particular for those of low and moderate incomes;
2. to provide housing in the central city;
3. to ensure that redevelopment occurred in accordance with sound planning goals rather than ad hoc market forces;
4. to create a neighbourhood which will benefit from the historic buildings which remain in and around the area and which will, in turn, revitalize what was once the Town of York. 5/

The first goal, more housing for all but particularly for low and moderate income households, was expanded further in the report to encompass the relatively new concept of the "mixed neighbourhood" as advocated in Living Room.

Large public land developments have suffered historically from being designated strictly for one income group and strictly for a single purpose: housing. In order to avoid creating a "public project" atmosphere and in order to strengthen the evolving mixture of uses

4. City of Toronto Housing Department (1974) St. Lawrence, Report No. 1, May, pp. 3, 13, 29-39.

5. Ibid., p. 7, 9.

in the surrounding areas, the City should ensure that St. Lawrence itself will set the standard for redevelopment by encouraging a broad mix of people and uses.

St. Lawrence should contain a fairly large proportion of commercial facilities, both to serve the neighbourhood and to reflect the mixture of development around it. It may also be feasible to integrate some clean industrial development in St. Lawrence; industry will probably continue to exist along the borders of the development.

The concept of "mix" should be extended far beyond land use category. While the provision of housing for those of low and moderate income would be emphasized, different forms of tenure should be encouraged including rental, ownership and cooperative. In addition, the City should ensure that St. Lawrence provides housing for a mixture of income levels and social classes, of age groups and of family and non-family households. Different agencies, both public and private, could be invited to participate in the development. All buildings should, of course, be carefully designed in accordance with overall development intentions.

If these social and physical considerations are handled sensitively and with imagination, it is believed that St. Lawrence will become a vital, dynamic and attractive new community on the edge of downtown Toronto. 6/

This concept of mix included, therefore, not only residents of various incomes, but different forms of housing tenure, family and non-family households, the involvement of various agencies, developers, and a mix of land uses. 7/

These recommendations were, in turn, translated into specific density and unit mix parameters. Residential coverage was suggested to be 1.25 times the gross site. Commercial and light industrial coverage was suggested to be 0.4 times the gross site. These parameters, the report concluded, would result in the following unit mix:

Bachelor	936 units	36%
One bedroom	576 units	22%
Two bedroom	440 units	17%
Three bedroom	357 units	14%
Four bedroom	299 units	11%
Total	2608 units	100%

6. Ibid.

7. Ibid., p. 9.

In terms of family and non-family units:

Non-family	1732 units	66%
Family	876 units	34%
Total	2608 units	100% <u>8/</u>

While the actual number of units to be subsidized for low and moderate income households is not specified, the family component is suggested to take up "approximately half the built area". Note that the original objective of the Living Room report, to provide 50% family units, was reduced in this first St. Lawrence report to 34%. One of the more important reasons cited for this reduction was "the number of children the development might reasonably accommodate." The report estimated that the above density and unit mix would result in a development which averaged 73 children per acre. 9/

The phasing and timing of construction within the St. Lawrence site was also proposed in the first St. Lawrence study (see Figure 2-1). Both the phasing and timing have, in fact, kept generally to these recommended goals.

The St. Lawrence Status Report, 1974. Acquisition of the St. Lawrence site was approved by City Council on June 12, 1974. By October a program of purchases, trades, and expropriation was in full swing and the second St. Lawrence report, St. Lawrence Status Report, was submitted to Council. While most of the goals and objectives outlined in this second report were simply restatements of the original goals, the report also included a section entitled "Social Services Planning" which contained new and innovative goals for the project. 10/

The St. Lawrence Status Report argued that public education and health care, services to the elderly, information and referral services, and any other social or community services that might be needed should be planned for and provided from the outset.

It is our position that these services must be provided on an integrated basis, not only to avoid duplication

8. Ibid., p. 22.

9. Ibid., p. 23.

10. See: City of Toronto Housing Department (1974) St. Lawrence Status Report, Report No. 2, Nov., pp. 87, 101-107.

PROPOSED PHASING AND TIMING OF CONSTRUCTION IN ST. LAWRENCE

8 IMPLEMENTATION AND DECISION FRAMEWORK

8.1 Phasing and Timing

The development of St. Lawrence should be considered in three distinct phases.

a) Phase A: Bounded by Front, Jarvis, the railway and Sherbourne

The first phase, phase A, is considered to be the smallest development which could, if necessary, stand on its own within the orbit of the St. Lawrence Market.

Excluding roads, sidewalks and the land being used for a hydro transformer, the area comprises 16.56 acres of land. Of this land, the City of Toronto owns 5.09 acres; 4.08 acres are owned by two public agencies other than the City; and a further 7.39 acres are in the hands of five different private owners (see Appendix 10.1 for details).

This phase would be developed within the coming five-year period, with some building commencing within two years on the most westerly part of the site, where no buildings currently exist.

b) Phase B: Bounded by Esplanade, Sherbourne, the railway and Parliament

The second phase, phase B, would be contingent on the development of phase A. It is proposed, however, that the privately-owned land in phase B should be banked now in order to assume control and take advantage of the relatively low land values in the area.

Excluding roads and sidewalks, the area comprises 18.08 acres of land. Of this land, the City of Toronto owns 5.39 acres; 4.23 are owned by the Canadian National Railway; and a further 8.46 acres are owned by six different private owners (see Appendix 10.2 for details).

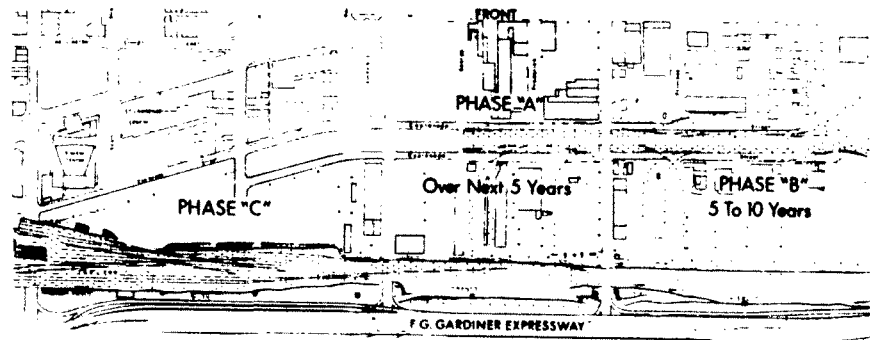
This phase will be developed within a five-to-ten year period following completion of phase A.

c) Phase C: Bounded by Jarvis, Esplanade, Yonge and the railway

Phase C is also contingent on phase A being developed. Excluding roads and sidewalks, the area comprises 9.84 acres of land. Of this, the City of Toronto owns 3.99 acres and four private owners own a total of 5.85 acres (see Appendix 10.3 for details).

This phase will play an important part in the overall concept of St. Lawrence, as it will form the link to Yonge Street and to the facilities of the O'Keefe Centre and the St. Lawrence Centre for the Performing Arts. Accordingly, phase C will probably have a relatively dense commercial concentration.

It is not proposed that the City seek to acquire any further lands in phase C. The City will be able to exercise control in this phase of the development by virtue of the land it already owns and through the development itself being contingent on zoning and Official Plan changes. Decisions about how the City will deal with its own land in phase C should be made when detailed planning and negotiations are underway. The timing for this phase of the development will depend on detailed planning and upon those who currently own the sites in question.



PROPOSED PHASING OF ST. LAWRENCE

and waste, but in order to overcome the prevailing assumption that there are clear lines of demarcation between, for example, the impact of health, education and daycare services on people's lives. 11/

It is clear that the Housing Department viewed the St. Lawrence project as a rare opportunity for innovative planning on several fronts.

This second St. Lawrence report also initiated several consultant studies based on site specific problems and the goals and objectives related to their resolution. These included goals such as the renovation and re-use of existing historic buildings, the reduction of environmental problems including air pollution, noise and traffic congestion, and the use of design forms compatible with the surrounding area. 12/

Progress Report, 1974. The Housing Department's first annual report, Progress Report 1974, again reiterated the major goals and objectives of the St. Lawrence project and, indeed, of its housing projects in general. Half the housing units produced were to be government assisted and an average of 30 per cent were to be family units. The actual proportion of units receiving rent supplements, on the other hand, was not specified. Instead, the Housing Department requested that each individual application be considered on its own merit and that a larger proportion of units be granted supplements when special groups, projects or neighbourhoods required it. 13/

The Progress Report, 1974, while reiterating the general goals and objectives previously established, effectively relaxed some of the requirements which had initially made the St. Lawrence project a promising one in terms of affordable housing. The original goal of 50 per cent of the units for households of below median income as set out in Living Room was not only forgotten but quickly became impossible. While up to 50% of the units in Phase A were eligible for rent supplements by special request, Phases B and C were governed by revised provincial housing policies which restricted the number of rent-geared-to-income units to a maximum of 25% without exception. In addition, the number of units specified for families was reduced. 14/

11. Ibid., p. 101.

12. Ibid., p. 111-114.

13. See: City of Toronto Housing Department (1975) Progress Report 1974, pp. viii, xiii.

14. See: C. Gray (1980) The St. Lawrence Neighbourhood in Toronto: An Analysis of Municipal Housing Policy, Papers on Planning and Design, No. 22, University of Toronto, Department of Urban and Regional Planning, pp. 27-28.

2.3 The Impact of City Council's Reform Caucus on St. Lawrence Policies

The nature of the St. Lawrence Neighbourhood emerged from a debate over the shaping of the overall housing policy for the City. The fact that St. Lawrence was such a large site and that it was one of the first sites selected for municipal housing development and land banking, helped force City officials and the interested public to become very specific in terms of City housing policy. A major actor in the entire process was the Reform Caucus of City Council. Together with the moderates on Council, the Reform Caucus played a major, if not the major, role in defining the substantial public and non-profit orientation of City housing policy in general and of the specific development policies for St. Lawrence.

The following, for example, is an April 1976 Reform Caucus motion which summarizes the caucus's position on the tenure goals of the St. Lawrence project.

1. Whereas public funds have been used to assemble lands in St. Lawrence (under the Land Banking Programme);
2. Whereas the Caucus opposes profit-making housing;
3. Whereas the Caucus supports the provision of as much housing as possible for residents earning below the median income;
4. Whereas the Caucus supports housing that will provide security of tenure for residents;
5. Whereas the Caucus supports provision of housing for residents earning below the median income using the least amount of subsidies as possible.

Therefore be it resolved that:

1. Housing in the St. Lawrence project should be exclusively non-profit;
2. To ensure the above to as great an extent as possible, housing in St. Lawrence will be developed and managed by: (a) City; (b) private non-profit groups; (c) Metro Housing Co. (for senior citizens housing); (d) non-profit co-operatives.

Though the resolution was not adopted by the rest of Council, these principles guided policy-making for the St. Lawrence site. Over 60% of the housing developed was, in fact, non-profit and co-operative and most of the land was leased or sold to Cityhome, thereby remaining in public ownership. The general principle that a development based on public funding should require private sector developers pay the full market value for their sites was fully implemented. The increased price of the sites sold to the private sector helped offset other costs of bring St. Lawrence on stream and helped make development of non-profit housing adjacent to downtown financially feasible.

In addition to starting with clear policy goals, the very nature of the St. Lawrence site and the area surrounding it helped make implementation of policy goals and objective more easy. The St. Lawrence site was a virtually forgotten wasteland of parking lots and storage areas. The only major concern about development of the site was its suitability for residential development.

The St. Lawrence site was part of the King-Parliament planning district (see Figure 2-2), a predominantly industrial and warehousing district. There was very little housing or social and community facilities in the area (see Figures 2-3 and 2-4). The housing which did exist in the planning district was located in the north-east section (St. Lawrence is in the south-west section). West of the King-Parliament planning area is the heart of downtown with no residential uses. South of the site is the railroad track embankment and the elevated Gardiner Expressway. 15/

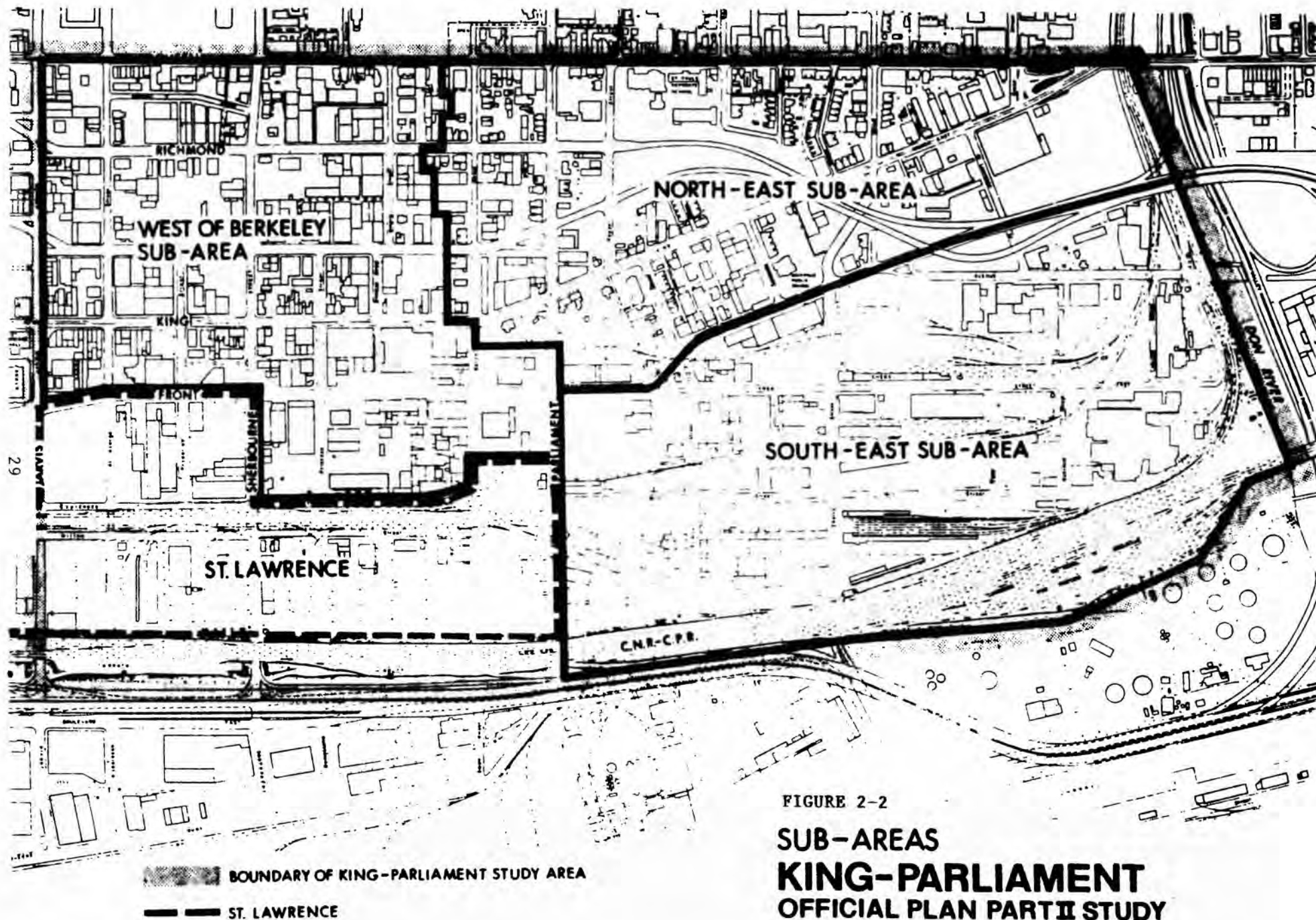
If the environmental problems could be overcome, as the planners believed they could, and as they subsequently have been, the St. Lawrence site presented the city with a relatively clean slate. There would be no displacement of existing residents or of productive industrial uses and the city would have the opportunity to plan the entire district from the start.

2.4 Achievement of the St. Lawrence Goals and Objectives

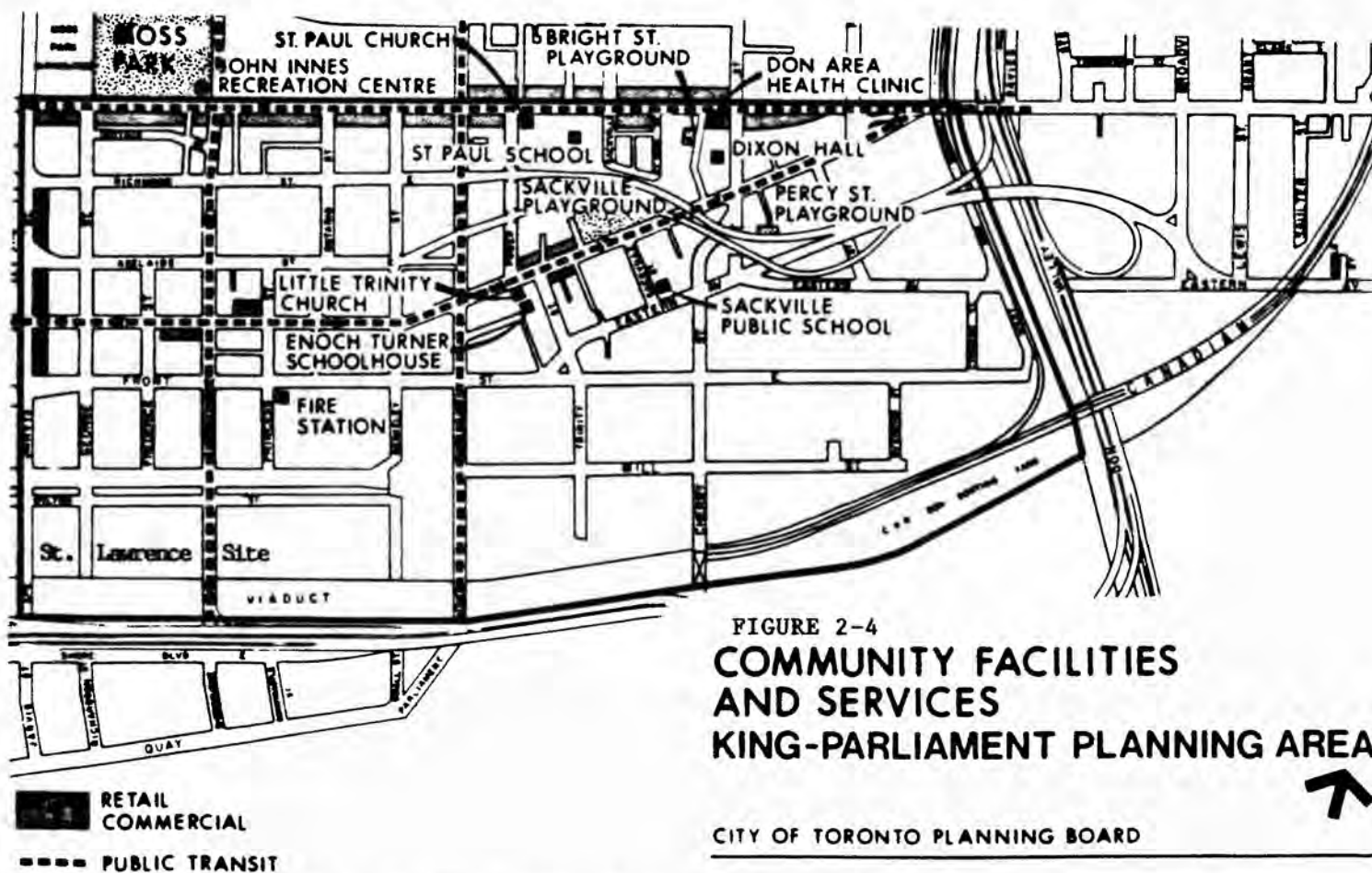
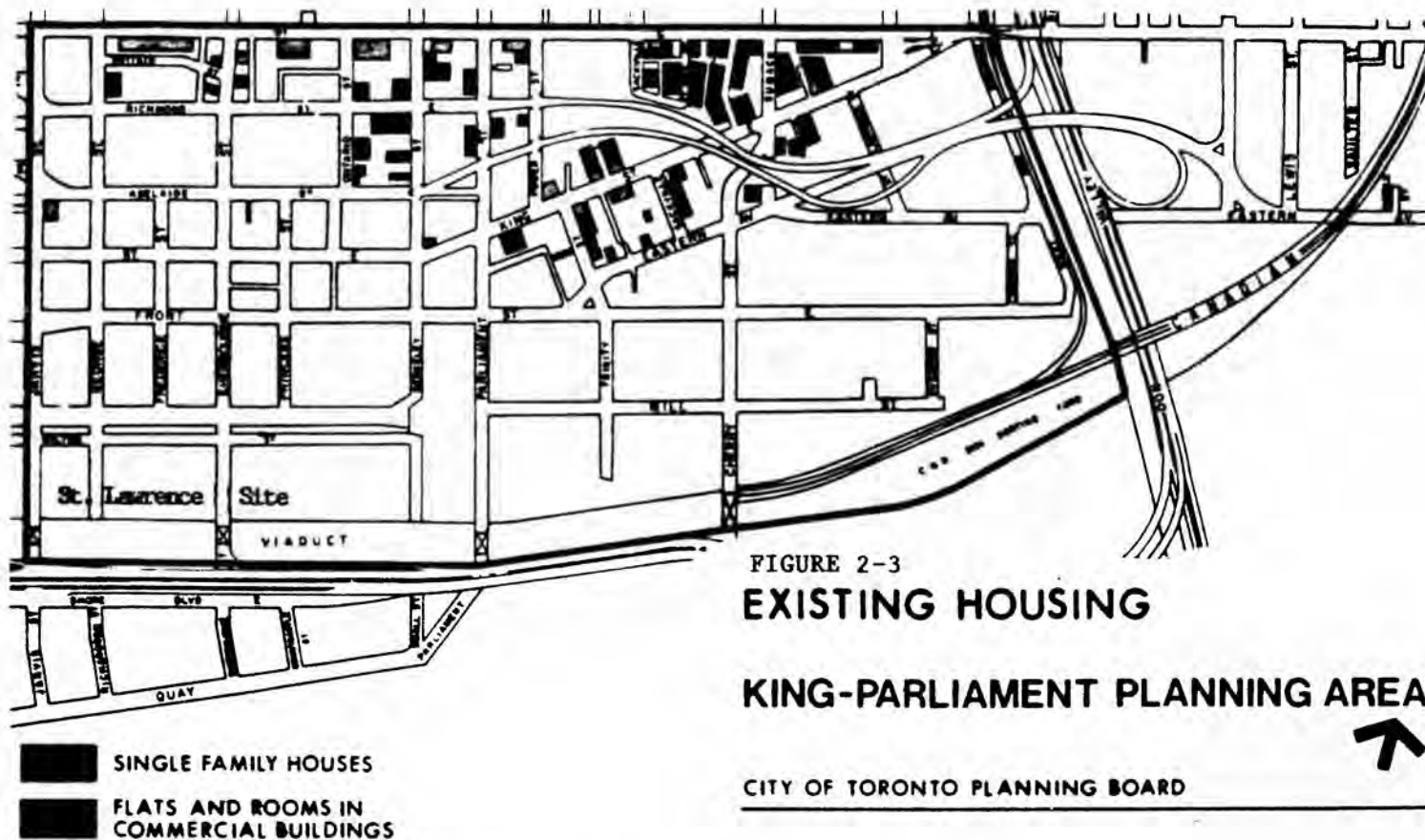
How well has the City of Toronto been able to achieve the overall goals and objectives it established for the St. Lawrence project? On the basis of almost any evaluative criteria, it can only be concluded that the City has been very successful. Certainly the spirit, and to a very large degree even the specific details of the original goals and objectives have been achieved.

The St. Lawrence site was selected and planning begun only six months after the December, 1973 submission of the Living Room report to Council. The development of the neighbourhood will be completed generally on schedule, about ten years after the planning process began. The following summary of the basic statistics on the St. Lawrence neighbourhood illustrates the degree to which the city has been successful with the implementation of the St. Lawrence housing objectives.

15. See: City of Toronto Planning Department (1975) Residential Areas in King-Parliament: Preliminary Planning Proposals, April; and City of Toronto Planning Board (1978) King-Parliament: Final Recommendations, March.



Source: City of Toronto Planning Board (1978) King-Parliament: Final Recommendations.



Total units	3,542
Size of site, acres	44
Tenure mix:	
non-profit rental	31%
co-op non-profit	24%
private market	45%
Family housing:	
units with 2 or more bedrooms	50%
units with grade access	16%
Density:	
gross (units per acre)	80.5
net (units per acre)	114.6
Parks:	
total acres	8
percent of total site	18%

The primary goal of the St. Lawrence project -- to significantly increase the supply of housing close to downtown for all income groups, particularly low and moderate income households -- has been achieved with great success. It is very unlikely that some 3,500 housing units would have been built in such a central location without the leading role played by the City. It is even more unlikely that 55% of the units would have been assisted housing for low and moderate income households without the existence of the Federal social housing programs (the public, private and co-operative non-profits) and the municipal initiative to fully utilize these federal housing programs.

There has been no thorough assessment of resident satisfaction with the St. Lawrence neighbourhood. The City of Toronto Housing Department conducted a survey of resident characteristics in the summer of 1980 and will soon publish a more recent survey. The 1980 survey, A Resident Survey in St. Lawrence Neighbourhood, Phase "A", collected data on the following seven major areas:

- a) data on the previous residence of St. Lawrence households;
- b) personal characteristics of residents;
- c) information on employment patterns;
- d) income distribution;
- e) use of services in the neighbourhood;
- f) reasons for moving to St. Lawrence; and
- g) comments regarding residents' opinions of St. Lawrence.

A summary of the findings of this survey is presented in Figs 2-5.

FIGURE 2-5

Summary of the Findings of a 1980 St. Lawrence Resident Survey

Summary

Survey Responses

- 680 questionnaires sent out, with follow-up by Housing Department and Neighbourhood Association to encourage completion.
- 378 questionnaires completed and returned.
- Overall response rate was 55.6%.

Principal Findings

- Based on survey extrapolation, St. Lawrence is home for about 1,300 people at present, including about 300 children under 18 years of age.
- Neighbourhood residents are youthful:
 - average age 29 years.
 - strong interest in participatory sports, particularly jogging, racquet-ball, squash.
 - heavy demand for fitness facilities.
- Residents are well educated:
 - almost 50% of adults graduated from a post-secondary institution.
- Residents hold a wide variety of jobs:
 - 40% clerical or management.
 - 30% professional (medicine, teaching, natural or social sciences).
 - rest in sales, arts, service industries, manufacturing.
- Household income range is wide, but weighted heavily in favour of low and moderate incomes:
 - overall St. Lawrence median (1979 income) is \$15,432, compared with estimated City median of \$18,982.
 - 75% of St. Lawrence households earn less than \$21,139, compared with an estimated \$30,064 for all City households.
- Majority of households were previously renters in Metro:
 - 80% were renters, 10% owners, balance in co-operatives or parents' homes.
 - 60% were from city, 26% from rest of Metro, 14% from outside of Metro.
- Households size and composition is varied, with emphasis on smaller households:
 - average household size is 1.99 persons.
 - 43% are one-person households.
 - 20% are adult couples without children.
 - 15% are couples with children.
 - 15% are single parent households.
- Access to workplace offered by St. Lawrence is very important:
 - just one-half of households have a car.
 - 70% of workers walk or take TTC to work.

- typical resident lives within 3 miles of work, 2 miles closer than before move.
- listed as the number one reason for moving to St. Lawrence by 26% of respondents.
- St. Lawrence offers different attractions to different households:
 - proximity to work and affordability of housing consistently given most priority in reasons for moving to St. Lawrence.
 - significant priority given to opportunities for community involvement and proximity to social/cultural amenities.
- Dissatisfaction with new environment is not pronounced and largely concerns absence of facilities, such as an adult recreation centre, a nearby drug store and supermarket - many of which are in planning or have been completed since the survey was undertaken.

Implications

- Number and ages of children will have to be monitored in Phase A and subsequent phases to assess success of "family" objectives: official plan target is for 25% to 50% of all units to be suitable for families with children.
- Monitoring of subsequent phases is critical to refinement of plans for relevant facilities, such as daycare, schools, library and play space, noting that household composition in Phase B will be much more family oriented than in Phase A. A thorough review of anticipated demands from school age children relating to organized sports and hobby activities is now in order.
- Consultation with library and school boards recommended on development and promotion of services to meet neighbourhood leisure needs and desires, especially shared-use recreation centres, tennis courts, swimming pool.
- Consultation with TTC recommended to tailor routes to work travel patterns, noting stated demands for east-west routes linked to downtown.
- Ongoing consultation with Health Centre recommended to assess potential for excess demand for services, practicality of attracting more doctors and dentists to non-residential space under development.
- Marketing approach for housing in planning and development can be tailored according to where people live now and to their household characteristics, noting in particular that those previously living outside of City were primarily interested in locational advantages, while City residents' main interest was affordability.
- Non-residential strategy can be refined, with furnishing of good household data and stated demands for services to potential developers of commercial/office space. Special attention should be paid to attracting those services most in demand, using survey data in support of their own market research.

Although the questionnaire did not specifically ask whether residents were satisfied or dissatisfied with St. Lawrence, general comments were solicited. About a quarter of the sample wrote comments which were coded into three categories: exactly 33% of the comments expressed a strong favourable attitude; 25% expressed a weak favourable attitude; and 42% expressed a negative attitude. Figure 2-6 provides a summary of the nature of the negative comments.

In retrospect, it must be recognized that the development of the St. Lawrence project proceeded in tandem with the evolution of a new municipal housing policy. In many ways, the project served as an initial test of the feasibility of the goals and objectives outlined in the Living Room report. The project served to demonstrate that the general principles advocated by the Housing Work Group were largely tenable. On this basis, the St. Lawrence project can be judged to be a success. In some cases, however, the specific details relating to the broader goals and objectives had to be modified when confronted with constraints which emerged in the course of the design and implementation of the project. The degree of resident satisfaction with the specific design solutions has yet to be studied.

Together with significantly increasing the supply of housing, an equally important goal was to create an inner-city neighbourhood -- not a housing project -- which would be socially and physically integrated with the surrounding area. In order to avoid the development of a typical 1960's type urban renewal public housing project, the planning and design process for St. Lawrence had to depart from previously accepted planning principles and experiment with new approaches. The following chapter reviews the planning and design process and site development decisions adopted by the St. Lawrence planners.

Comments of St. Lawrence Residents about their Satisfaction with the Neighbourhood

The comments with some negative connotation were categorized. Individual concerns were divided by subject matter to determine whether they reflect neighbourhood problems, defects in individual buildings or external factors.

The largest single complaint (25% of the negative comments) was the lack of certain facilities, such as an adult recreation centre, a nearby drug store, handy supermarket, bank, mail box, shoe repair, dry cleaner, neighbourhood information centre, or garbage cans in the park. Some of the comments requesting facilities are as follows:

"The following would be nice to have:
— a credit union (preferably) or nearer banks
— a nearer mail box
— a community recreation centre (swimming, sauna, etc.)"

"We would like to see additions made to the commercial components of this neighbourhood - i.e. drug store, shoe repair, dry cleaners."

"...a supermarket such as Loblaws/Dominion or Safeway/Miracle Mart should be brought right into the project, within walking distance for the people of the community. The St. Lawrence Market is expensive for fish and meat, and does not offer me everything that the Supermarket has."

Other neighbourhood related concerns constituted 31% of the negative comments, covering such items as parking, density, lack of community participation, townhouse rental policy, noise from children and pet problems. An example:

"Why is there no place for guest (authorized) parking (or for those of us who occasionally rent a car) that does not automatically include a parking fine from Metro's finest."

Almost 26% of the negative comments were related to defects or management practices in individual buildings. The smallest group of concerns (18% of the negative comments) focussed on the issue of invasion of privacy, the survey itself or general press coverage and highly publicized subsidy estimates. Some comments focussing on these concerns follow:

"Would someone for once and for all clear up the question of subsidies. When I moved here I had to state how much income I made. I had just finished school, was broke (in debt) and making an "all right" average income. Within the last year my income has been raised substantially. I now feel like an undeserving welfare recipient. I hate the press coverage and am beginning to dislike telling people where I live. One of the reasons I moved here was for community involvement and if I was paid an hourly wage for the time I contribute and added to my rent, this place would no longer be a bargain — I won't mind this, however I do resent being told by a Ryerson Professor on CBC news that I'm getting something for nothing."

"We need press coverage that presents the facts - not someone's exaggerations and misinformation."

No complaints about noise from the railway, expressway or hydro transformer were received. In fact, some people like living next to the railway and some were bothered by the "ugliness" of the hydro station rather than by noise from it.

Building problems, such as physical defects and complaints about management, require a solution at the building level and are probably not atypical of much new housing. Some neighbourhood concerns which involve actions for lack of action by residents are also soluble, if at all, only at the personal or building level and could not have been corrected by better planning.

The remainder of the neighbourhood concerns (parking, density, rental policies) could have been handled in the planning stage, but only with additional costs which may have outweighed any gains. In short, there are few serious complaints in St. Lawrence and fewer still about which anything could have been done in the creation of St. Lawrence.

The comments which focussed on the issue of invasion of privacy arose because of the enormous amount of attention which St. Lawrence attracts. The novelty of redeveloping a non-residential area of this size into a residential neighbourhood has captivated many observers. Over the past couple of years, many private developers have approached the Housing Department to get details on St. Lawrence in an effort to capitalize on the new and growing market, seeking advice on planning and marketing new projects in the area. The results of this survey should answer many of their questions and the questions of other interested groups and reduce the inconvenience suffered by the first residents at the new neighbourhood.

A selection of some of the positive comments about living in St. Lawrence follows:

"At first I was somewhat suspicious - and afraid of losing my privacy. That has not happened and yet - for the first time - I feel a real sense of community - which is somewhat rare I should think for a single person."

"The first point I would like to mention is that this is the nicest place I have ever lived. I am happier than I have been in years."

"We resent the fact that people are insinuating that St. Lawrence residents are 'ripping off' homeowners....We need a broad spectrum of people living and working together to realize the dream of a true community in downtown Toronto."

"Keep up the good work. I love it down here!"

"This is a wonderful place to live - it is human, well designed - effectively incorporates a diverse group of people. This makes it a much more natural and healthy living environment."

Chapter 3

The St. Lawrence Planning and Design Process

The planning and design process for the St. Lawrence project has been long, complex, and at times controversial. It began in 1973 with City Council's formal adoption of a study by the Housing Work Group which recommended that the city begin a comprehensive land and home banking program to provide more housing for low and moderate income households in the central city.

The Housing Work Group had been established by Council in May 1972 in order to initiate the preparation of a housing policy for the city. The Work Group was chaired by Alderman Michael Goldrick and consisted of one other alderman, and a representative from the Mayor's office and representatives from the planning, development and legal departments. The representative from the Mayor's office was Michael Dennis, who eventually became the first commissioner of the Housing Department.

Over the past ten years, the planning and development of the St. Lawrence Neighbourhood has involved a myriad of public officials, private consultants, citizen groups, and public agencies of all kinds. Their involvement and the decisions they've made have helped shape one of the largest public residential redevelopments in North America. This chapter examines the planning and design process that they engaged in, the issues they confronted, and the decisions they made.

3.1 Selection of the Site and the Early Planning Decisions, 1973-74

The major recommendation of the report prepared by the Housing Work Group, Living Room: An Approach to Home Banking and Land Banking for the City of Toronto, was that a city housing department be established and that it be responsible for both land banking and for city support for non-profit housing.

That a Housing Department be established with responsibility for the planning and implementation of the land assembly and banking program and the City non-profit housing program (both new production and acquisitions) for the provision of technical support to non-profit groups wishing to produce new housing or acquire exist-

ing units and for the coordination and negotiation of the City's housing program generally. 1/

The report was adopted by council on Nov. 30, 1973 and within months the Housing Department was established, its first commissioner appointed, and a search begun for reasonably-priced sites for land-banking.

City housing officials were especially interested in finding large site for residential redevelopment. The city had set for itself two very ambitious targets: (1) production of two thousand assisted housing units per year; and (2) assembly of ten million dollars worth of land in each of 1973, 1974 and 1975. The major obstacle facing implementation of the city's new housing policy was finding affordable land and the redevelopment of large sites offered the greatest potential benefits. Land assembly was seen, in fact, as the city's major contribution to non-profit and co-operative housing efforts. In this regard, the Living Room report stated that:

Most of the assisted housing will be built on land which is publicly assembled and developed, by the City if the necessary federal and provincial approvals are forthcoming. Without such public assemblies the proposed assisted housing program will not be possible. The major impediment facing public and private non profit developers today is the lack of sites and the Work Group views the Land Assembly and Banking program as the only way of ensuring that those sites are available. Specific recommendations for site acquisition under the program are contained elsewhere in this paper. 2/

On May 22, 1974, the Housing Department proposed to council that the St. Lawrence site become the city's first major land banking scheme. It had "virtually selected itself, in the manner in which it met various criteria established in the city's housing policy." 3/ It was centrally located, much of the land was under-utilized industrial scrapyards, and it was both a large and cheap site with over half of its 44 acres already in public ownership.

The search for large redevelopment sites focused on four areas of the city: King-Parliament (the eventual St. Lawrence site); King-Spadina; the Port; and the Junction in the north-west of the city (see Figure 3-1).

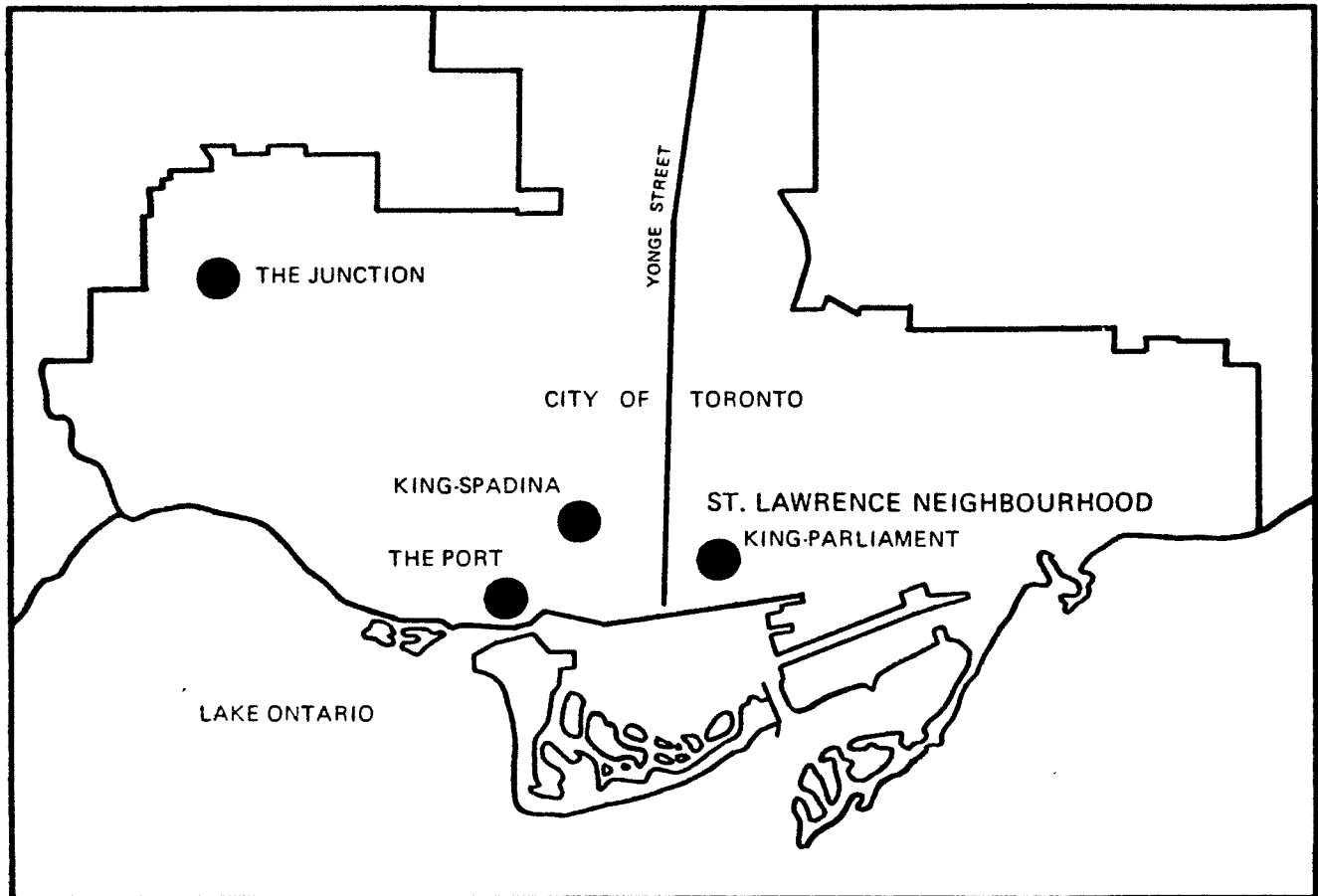
1. City of Toronto Housing Work Group (1973) Living Room: An Approach to Home Banking and Land Banking for the City of Toronto, Dec., p.xi.

2. Ibid., p. 29.

3. City of Toronto, Housing Department (1979) St. Lawrence 1974-1979, Report No. 16, Feb., pp. 9-10.

FIGURE 3-1

Four Land Assembly Sites Considered by the City of Toronto
Prior to the Decision of Selecting the St. Lawrence Site



SOURCE: City of Toronto, Housing Department (1979) St. Lawrence, 1974-1979, Toronto, St. Lawrence Report No. 16, p. 9.

The King-Parliament area met virtually all the city's criteria:

1. It was immediately adjacent to the downtown and the amenities of the old St. Lawrence district. This district was already a reviving commercial neighbourhood.
2. The land cost would be reasonable, particularly when compared to King/Spadina. Much of it was grossly under-utilized as scrap yards, disused railway sidings, garages and parking lots.
3. Minimal disruption would be done to the City's employment base.
4. The forty-four acres to be developed were in the hands of a limited number of owners; over half the land was in public ownership and it was assumed that these public owners would be most cooperative.
5. Acquisition and comprehensive redevelopment of a substantial new community was, therefore, possible without substantial disruption to the industrial use of the remainder of the area. 4/ p.10.

The report proposing the site, St. Lawrence, Report No. 1, which became the first of a series of "St. Lawrence Reports", envisioned the project as "a new, integrated neighbourhood in the heart of central Toronto." 5/ In many ways this first document began the site planning and design process by identifying the project's major goals and objectives as well as the site's special constraints. The "integrated neighbourhood" concept, for example, meant planning for a variety of income groups, families and non-families, and a mixture of commercial and light industrial land uses. In addition, the report emphasized the design challenges of the site including preservation of existing historic buildings and overcoming the environmental problems of noise and air pollution. Finally, the report recommended that land in the St. Lawrence site be bought, traded, and expropriated as needed and that the Commissioner of Housing report further on how planning of the development should proceed. 6/

3.2 The Early Administrative and Design Decisions, 1974-75

The Housing Department took on the major responsibility for planning St. Lawrence more by force of circumstance than by choice. Along with a number of other major central area studies, the City's Planning Department was occupied with the Central Area Official Plan and could not take on

4. Ibid., p. 10.

5. City of Toronto (1974) St. Lawrence, Report No. 1, May, p. 1

6. Ibid., pp. 1-9; 64-68.

any additional large tasks. The St. Lawrence site, though included in the mandate of the Core Area Task Force, was a very small portion of the central area and was relatively insignificant compared to the Planning Department's concerns over Metro Centre, the Downtown Planning Area and the Core Area plan and zoning changes in general (see Figure 3-2). The Housing Department, therefore, established a unit within its own Planning Division to undertake the job of deciding on a development strategy for St. Lawrence.

The St. Lawrence Status Report, 1974. This newly created unit produced the second St. Lawrence planning study by November, 1974. Their St. Lawrence Status Report noted that land acquisition was proceeding but not without difficulties, there being some opposition to the project itself and some landowners who refused to sell. The major part of the report, however, proposed a "development strategy" for the project. It suggested that this strategy include not only

the basic development elements of site planning, use, mix, form, inter-relationships to surrounding areas, etc. But, in addition the strategy must suggest the salient physical features which will provide the neighbourhood with a character and identity of its own, that will be attractive to its inhabitants as well as the community as a whole. 7/

The Status Report also suggested the participation of other interested and knowledgeable people outside the Housing Department. It proposed that two advisory committees be created: one made up of community representatives and another composed of technical experts from a variety of concerned public agencies. It suggested that private consultants be hired to undertake the more specific, detailed studies needed for the project and that the city planning staff study the area's surroundings and context. 8/

Consultants, the report proposed, should be hired to undertake the following studies: 1) site services, 2) soil analysis, 3) existing buildings, 4) environmental analysis, 5) design guidelines, 6) commercial viability, and 7) social services. Furthermore, they recommended that a "St. Lawrence Co-ordinator" be hired not only to monitor the consultant's studies but to oversee and coordinate the actual development of the site. 9/

Finally, the report proposed that the environmental analysis, soil analysis, existing building study, and design guideline study be started immediately. The terms of reference set out for the last of these included some initial design assumptions. For example, all major streets

7. City of Toronto Housing Department (1974) St. Lawrence Status Report, Report No. 2, Nov., pp. 87-93.

8. Ibid., pp.94-95.

9. Ibid., pp. 110-119.



FIGURE 3-2

PLANNING STUDIES AROUND ST. LAWRENCE

Source: City of Toronto Housing Department (1974) St. Lawrence Status Report.

running through the site were to be retained with their "existing uses, character and scale." More minor existing streets and historic buildings were to be "respected". The movement system was to be designed to resemble other Toronto neighbourhoods and prevent St. Lawrence from becoming an "isolated neighbourhood". In short, the project was to be developed in keeping with the most favoured characteristics of Toronto's inner city residential neighbourhood. There was, however, one exception: it was proposed that the design provide the site with a "major neighbourhood focus" such as a city square, something not commonly found in Toronto neighbourhoods. 10/

This design concept of street-related development had been proposed earlier in Living Room as a means of integrating public projects with their surroundings. Throughout the planning of St. Lawrence this emphasis appeared to be more concerned with avoiding the traditional image of public housing than with any real positive attributes associated with a grid street pattern.

The Grid Street System. The decision to maintain the grid street system was one of the more fundamental decisions made and affected the entire design of the project. It was a decision which was made almost naturally, that is, without much debate or consideration. It was simply assumed to be the best approach. Underlining the decision was a clear philosophical rejection of "modernist" approaches to urban design and architecture. This was a common theme of the urban reform movement in general. Almost all urban renewal projects and all the public housing projects of the 1950's and 1960's used the "superblock" design concept, which obliterated existing street patterns in favour of a strict separation of vehicles and pedestrians and a non-grid layout of traffic and pedestrian arteries.

The St. Lawrence Status Report identified streets as one of four elements listed under "Towards a Design Concept." It offered the following explanation and justification for maintaining the grid street pattern.

The problem of vehicular and pedestrian movement is always basic to neighbourhood planning. If the approaches emerging from most neighbourhood planning groups were emulated in St. Lawrence, the objectives would be to design a system where cars and people were compatible. That is, within the system neither cars nor people would take precedence at the expense of the other. One would design streets so that cars were forced to move at speeds that did not endanger either adults or children.

Another objective would be to respect the City grid. This would achieve two important planning goals.

10. Ibid., pp. 114-115, 120.

First, it "blurs" the interface between the new development and the older City fabric, thus avoiding gross physical demarcation. Second, it provides a recognizable street pattern (and hierarchy) which is understood by those who live in the City. 11/

Figure 3-3 contains an excerpt from the Status Report explaining the other three design considerations: (1) neighbourhood focus and identity; (2) the concept of mix (a mix of uses, developers, tenure types and unit types); and (3) open space. Figure 3-4 shows the grid street pattern surrounding the St. Lawrence site and Figure 3-5 shows the proposed grid street pattern for St. Lawrence. The proposed grid shown in Figure 3-5 is very close to the one finally adopted.

Council adopted the Status Report, established the St. Lawrence Working Committee and created a site office to better coordinate the work of the consultants and other groups and agencies. 12/ The Working Committee was to be composed of representatives from a wide variety of groups including City Council, the City Planning Board, the School Boards, local Co-ops and tenant organizations, and private developers. Much haggling between the Committee and the Housing Department followed over planning authority for the project and over particular issues. The Committee was most concerned that the original goals of providing assisted and family housing be maintained. 13/

3.3 The First Round of Consultants Studies: Preliminary Site Analyses

Several consultants were hired by the city to do a variety of preliminary site analyses. The first of these reports appeared in February 1975. The St. Lawrence Existing Building Study, Report No. 3, recommended the reuse of three historic buildings located on Front Street: the TTC building; the Ferro building; and the Johnson building (see Figure 3-6). The Toronto architecture firm of Matsui, Baer and Vanstone, the authors of the report, explored several options for each building -- from luxury apartments to commercial, retail, and institutional uses. No specific recommendations for reuse were proposed at the time. 14/

Peto MacCullum Ltd. and John Maryon and Partners Ltd. were the engineering consultants responsible for the St. Lawrence Soils Analysis, Report No. 4, also issued in February 1975. Their study revealed that there would be special problems with the site due to the fact that Lake

11. Ibid., p. 110.

12. Ibid., Introduction.

13. St. Lawrence, 1974-1979, pp. 17-20.

14. Matsui, Baer, Vanstone (1975) St. Lawrence Existing Buildings Study, Report No. 3, City of Toronto Housing Department, Feb., Section 2.

FIGURE 3-3

Three St. Lawrence Design Considerations: Neighbourhood Identity; Mix; and Open Space

Towards A Design Concept

"A major development concept for the internal arrangement of St. Lawrence is needed in order to give the neighbourhood an identity in its contextual setting.

"There are two approaches to such a concept: one, that of physical design; the other, that of social constraints.

1. Neighbourhood Focus and Identity

A physical design strategy which might be feasible as a focus for the neighbourhood and the surrounding area is the development of the Esplanade as an important urban element. It could, for example, become the major shopping and commercial street of St. Lawrence, lined with stores, services and offices; that is, the typical Toronto shopping strip found in many neighbourhoods.

A local public transit facility (bus or streetcar) which ties St. Lawrence to other areas such as the residential parts of King-Parliament and Metro Centre, and facilitates movement along its length with the neighbourhood, should be investigated as a possibility.

Related to this concept of a local shopping street could be the development of a major activity "node" closely associated with the St. Lawrence Market. This node might consist of intense residential, commercial and recreational development immediately east of and linked to the south market. Two things might thus be accomplished. The whole concept of the Esplanade shopping strip might be made economically viable and this area of the City could become a lively place where people wanted to go.

This might even attract people from outside the immediate area into the development . . . and is an important planning consideration as it might well offset the tendency of large public housing projects to become isolated physical elements within the City. Imaginative urban design features could be incorporated. Some ideas already generated include a market square, an open ice skating rink and perhaps a "canal" leading to the waterfront.

2. Mix

The corresponding social policy constraints which would relate directly to physical design approaches, grow directly from the concept of mix. This concept was developed throughout the St. Lawrence report as the unifying element of an effort to deal with two major problems which usually result from large scale redevelopments within functioning urban areas. These are:

- (i) The manner in which most large scale redevelopment, whether publicly or privately initiated, has tended to disrupt and disturb the existing fabric of the area into which it is thrust.
- (ii) The ghetto or "housing project" character associated with large scale public initiatives for assisted housing.

It will be necessary to transform the relatively vague statements about mix into specific and tangible recommendations which can be implemented. For the purposes of such an analysis, a series of elements have been isolated. Each element is important in order to achieve the general goal of mix. The specific components which will be analyzed are:

- the mix of uses—which deals specifically with the inter-relationship of different uses on the site as well as with criteria for defining exactly what kinds of uses could be encouraged on the site.
- the mix of developers—which deals with the notion raised in the St. Lawrence report that St. Lawrence should be developed by a number of different developers with guiding principles established through the development process.
- the mix of tenure types—which deals with the question of defining how different tenure types (such as ownership, rental, co-operative) might be encouraged within St. Lawrence. Also the question of inter-relating public and private development both in Phase C as well as in the other phases of St. Lawrence, requires analysis.
- the mix of unit types—which deals with the distribution of dwelling unit types across the site and how families relate to the elderly, to single people, etc.

3. Open Space

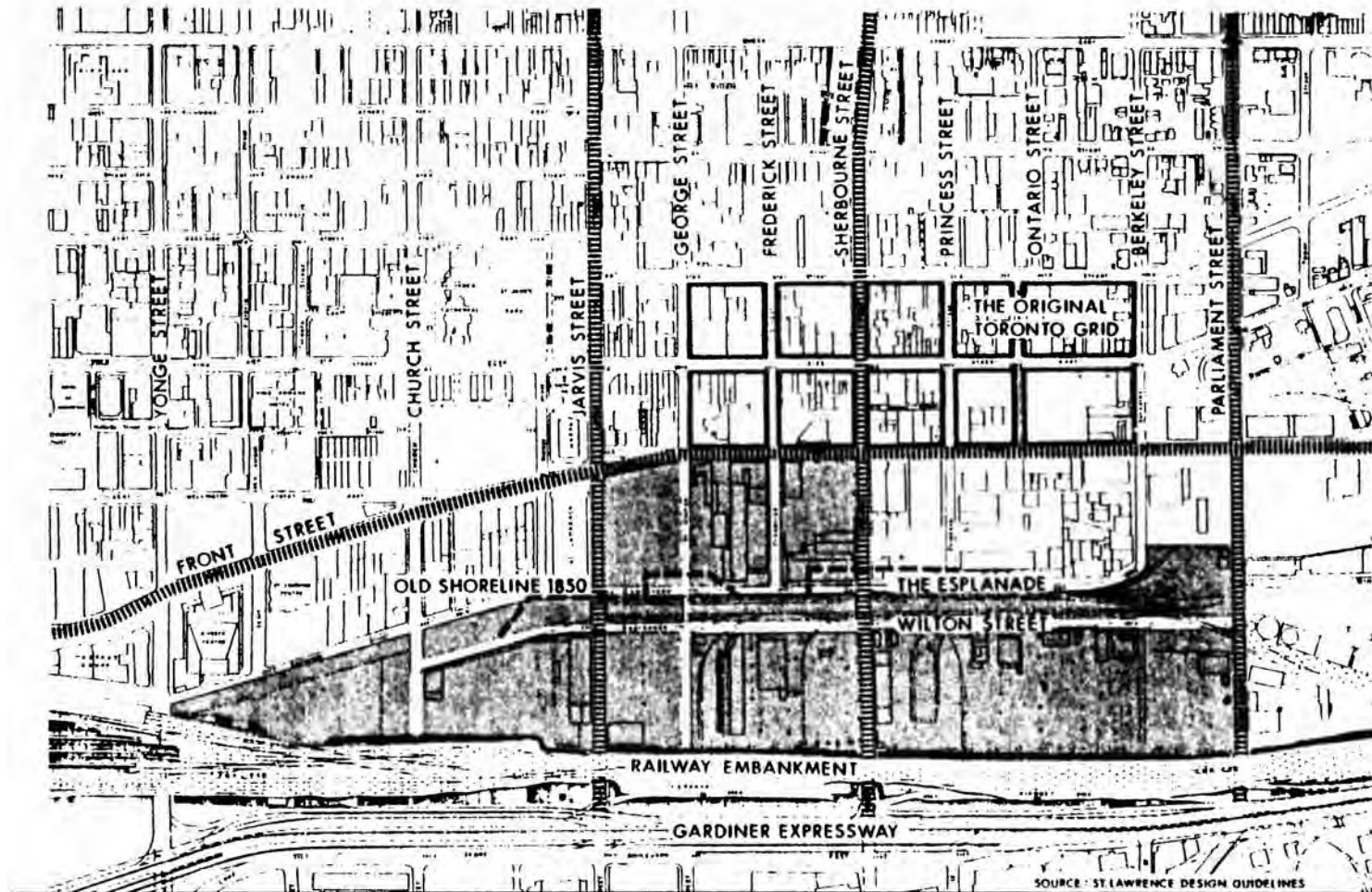
The planning of St. Lawrence should also include a hierarchy of open space and recreational amenities, much the same as the Open Space Study for Midtown and the Core Area Task Force have recommended. We envisage a hierarchy as follows:

- (a) Private open space such as terraces and gardens.
- (b) Semi-private open space such as front yards and courtyards.
- (c) Public open space such as the sidewalk and extensions thereof and the street itself.
- (d) Public open space such as roofs and elevated decks for either specific activities such as ice skating, tennis, etc., or non-specific activities such as strolling, sunbathing, picnics, etc.
- (e) Public open space such as parks at ground level for either specific activities such as football, baseball, etc., or non-specific activities such as bicycling, jogging, walking, etc.
- (f) A network of inter-connected public open spaces forming a system of access ways throughout any given area within the City.

With respect to recreational space per se, one would also include spaces protected from the outside or wholly indoors. This would include space for squash, indoor tennis, swimming, movies, small neighbourhood theatres—those activities for which daylight is not required. It may be considered as secondary space, but it is no less important in responding to the multi-dimensional demands of the future population.

FIGURE 3-4

THE GRID STREET PATTERN SURROUNDING THE ST. LAWRENCE SITE



st. lawrence THE TORONTO GRID

0 500 FEET

CITY OF TORONTO PLANNING BOARD
COMMUNITY AND NEIGHBOURHOOD PLANNING DIVISION

FIGURE 3-5

THE GRID STREET SYSTEM PROPOSED FOR ST. LAWRENCE

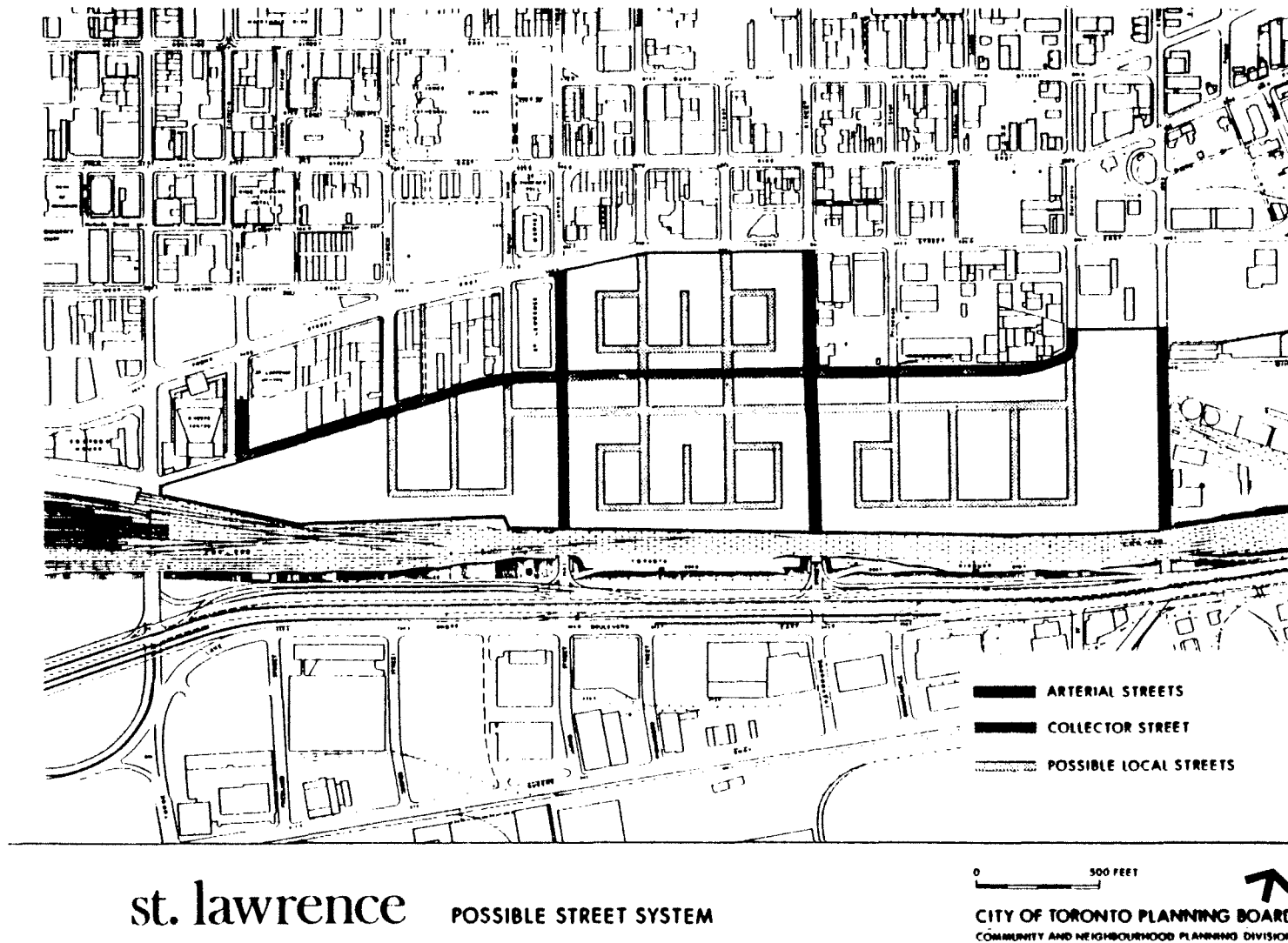


FIGURE 3-6

Proposed Reuse of Historic Buildings in the St. Lawrence Neighbourhood

Existing Buildings Study The St. Lawrence Area



1

T.T.C. BUILDING (See Section 2)

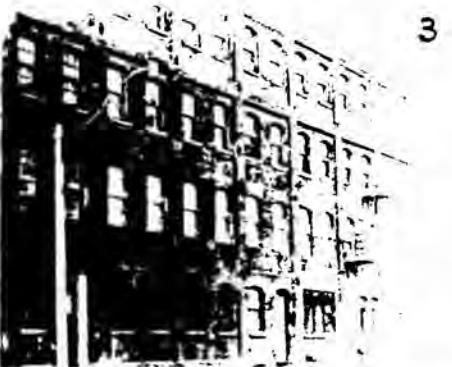
- . Not in use (former Front St. Substation)
- . 70' x 137'
- . Basement plus one large open space
- . Brick bearing wall structure with clear span steel roof trusses.
- . Built in 1891 and in fair to good condition
- . The building is an example of Romanesque revival.



2

FERRO BUILDING (See Section 2)

- . Used as an office, showroom and workshop
- . 63' x 80'
- . Basement plus three floors
- . Brick bearing wall and heavy timber structure
- . The building is in good condition.



3

JOHNSON BUILDING (See Section 2)

- . Used as an office, showroom and warehouse
- . 62' x 96'
- . Basement plus four floors
- . Brick bearing wall and heavy timber structure
- . Built prior to 1877 and in fair to good condition
- . The building is a typical example of a 19th Century industrial building.

Source: Matsui, Baer, Vanstone Architects (1975) St. Lawrence Existing Buildings Study, Report No. 3, p.13.

Ontario once ended at Front Street. The site is on top of what was once Lake Ontario. The soil is thus almost entirely landfill with a water table just below the surface. They recommended that the existing grade be the lowest finished grade allowed on most of the site and that underground services such as parking be subject to special restrictions. While these considerations are not necessarily visible to the untrained eye, they nonetheless became important design constraints for the project. 15/

In April 1975 two more consultants reports were issued. Report No. 5, the St. Lawrence Environmental Report, was prepared by a group of University of Toronto professors, including P.H. Jones, T.C. Hutchinson, J.R. Brown and A. Waterhouse. In addition, special comments and recommendations were prepared by the Zeidler Partnership of architects. Their report concentrated on problems of noise and air pollution problems which were endemic to the site due to its proximity to the Gardiner Expressway, the CN/CP Railway, several arterial roads, and numerous industrial land uses. Among their recommendations was one which suggested that "measures be taken to reduce sound levels originating outside the site to acceptable levels even though these measures may substantially increase site development costs." 16/ This recommendation would later prove to have a major impact on the design of the project because of the great care which had to be taken to overcome the many environmental problems of the site.

The second report released in April 1975 was the St. Lawrence Design Guidelines, Report No. 6, prepared by the Zeidler Partnership Architects. Many of their recommendations would prove influential in the final site plan. Among the most important proposals were the following:

1. that residential buildings be primarily low-rise;
2. that commercial, light industrial uses, and parking, be mixed with housing or recreation;
3. that the maximum residential density be 1.26 times net;
4. that schools be integrated with housing structures and share community open space;
5. that the Hydro transformer be relocated or a buffer built around it;
6. that visual and noise buffers be designed for the major arterials as well as for the railroad embankment;

15. Peto MacCullum Ltd., John Maryon and Partners Ltd. (1975) St. Lawrence Soils Analysis, Report No. 4, City of Toronto Housing Department, Feb., pp. 1-3.

16. P.H. Jones, T.C. Hutchinson, J.R. Brown and A. Waterhouse (1975) St. Lawrence Environmental Report, Report No. 5, City of Toronto, Housing Department, April, p. 4.

7. that the Esplanade become the major image and focus of the community;
8. that new development on the edges of the site "respect" existing developments in terms of height, scale, and character;
9. that pedestrian bridges be provided as links to neighbouring cultural and recreational facilities across major arterials;
10. that parking be primarily underground or in structures;
11. that the Toronto grid pattern be acknowledged in plan and in built form;
12. that the transit lines extend present services in coordination with the new pedestrian system and its related activities; and
13. that built forms be subject to further design controls which fulfill both community and individual needs. 17/

The Toronto Planning Board's St. Lawrence Context, Report No. 7, followed in June. It examined the planning policies and goals of adjacent areas and made a number of recommendations aimed at integrating St. Lawrence with its surroundings. Among the most significant of these were:

1. that the scale and character of the St. Lawrence resemble the area to its north by having low heights, narrow frontages, and heterogeneous designs and uses;
2. that Phase C be allowed greater densities and more non-residential uses than A and B;
3. that structures and uses adjacent to the St. Lawrence Market strengthen rather than weaken its function and appearance;
4. that light industrial uses be considered for a buffer development along Parliament Street;
5. that a new TTC loop be added to serve the Esplanade;
6. that non-residential buffers be considered for Front and Jarvis Streets;
7. that public parking structures be considered for buffers along the southern edge of the site, and

17. Zeidler Partnership (1975) St. Lawrence Design Guidelines, Report No. 6, City of Toronto Housing Department, April, pp. 147-149.

8. that all existing public parking spaces be reconstructed in the new neighbourhood. 18/

The summary map from the Planning Board's report is presented in Figure 3-7.

By the summer of 1975 the first round of consultants' reports were almost finished. Only the Social Services study remained to be completed and submitted to the Working Committee. The Working Committee reviewed the studies before passing them on to Council with comments. In July, the Housing Department initiated the second round of consultants studies by issuing Report No. 8, St. Lawrence Site Planning Studies. 19/

3.4 The Second Round of Consultants Studies: The Site Plan Criteria

While the first stage of consultants studies laid the groundwork of preliminary site analysis, the second stage, site planning, was seen as one of defining the specific grid street pattern, the major organizing element of the plan. The third stage was to coordinate the stage two studies into a final site plan. The Housing Department's Report No. 8, therefore, recommended the following studies be undertaken as part of the site planning stage: 1) "The Southern Buffer"; 2) "Typical Block"; 3) "Traffic Analysis"; 4) "Site Services Analysis"; 5) "Phytotoxicology and Landscaping Analysis"; 6) "Parliament Buffer"; 7) "West of Church"; and 8) "Front/ Jarvis". In addition, economic and environmental consultants were to be retained as needed. 20/

By October 1975, the second stage reports began to be published. The first, Report No. 9, was the St. Lawrence Block Study by the City's Housing Department. It investigated the capacity and development potential of various block sizes and street grids, concluding that blocks 200 or 300 feet wide were optimal for the site. 21/

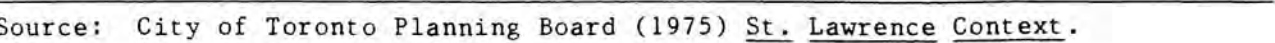
The Environmental Buffer Studies. Also in October 1975, Report No. 10 was published. It was entitled St. Lawrence Buffer Studies and included two separate studies: 1) The Southern Buffer Study by Brook, Carruthers and Shaw, architects; and 2) Parliament Buffer Study by Klein and Sears, architects and planners. The former dealt with the noise gen-

18. City of Toronto Planning Board (1975) St. Lawrence Context, Report No. 7, June, pp. 25-26.

19. City of Toronto, Housing Department (1975) St. Lawrence Site Planning Studies, Report No. 8, July, pp. 1-2.

20. Ibid., pp. 4-7. 46-47.

21. City of Toronto Housing Department (1975) St. Lawrence Block Study, Report No. 9, Oct., p. 1.



erated by the railway and expressway to the south. It recommended the construction of a continuous barrier at least 40 feet high, although its form and use could be varied. Landscaping, parking garages, and housing were all considered possible buffers for this southern edge. 22/

The second section, the Parliament Buffer Study, examined the economic viability and design implications of industrial development on Parliament Street which could serve as a buffer between existing industrial uses to the east and the new residential neighbourhood of St. Lawrence to the west. Their economic analysis found the feasibility of industrial development marginal, though the study found such development compatible with the residential area and set out a series of planning and design criteria for it. 23/

The Acoustical Envelope. The problem of buffering the site from the railroad and expressway noise imposed, perhaps, the second most important constraint on site planning and design options -- after the grid pattern decision. From the buffer studies emerged the decision to surround the family row houses with higher buildings so as to form an acoustical envelope (see Figure 3-8). The source of most of the noise was from the south. This meant that the south would have to be cut off by linear buildings designed to be buffers. In addition, buildings running north and south of the outer edges of Phases A and B would also have to serve as buffers so as to complete the "envelope," keeping out the noise from the south.

This meant that the family row housing would be surrounded on three sides. The decision to locate the tallest apartment building along the central linear park meant that the family housing between the railroad tracks and the park would be completely boxed in. This is one of the most often identified problems with the site plan. It does not seem too bad in Phase A because, at present, a hydro transformer station remains on the eastern edge, rather than an apartment building. Though ugly and noisy, the open air hydro station opens up Phase A. This is not the case with Phase B where apartment buildings completely circle the three storey row housing.

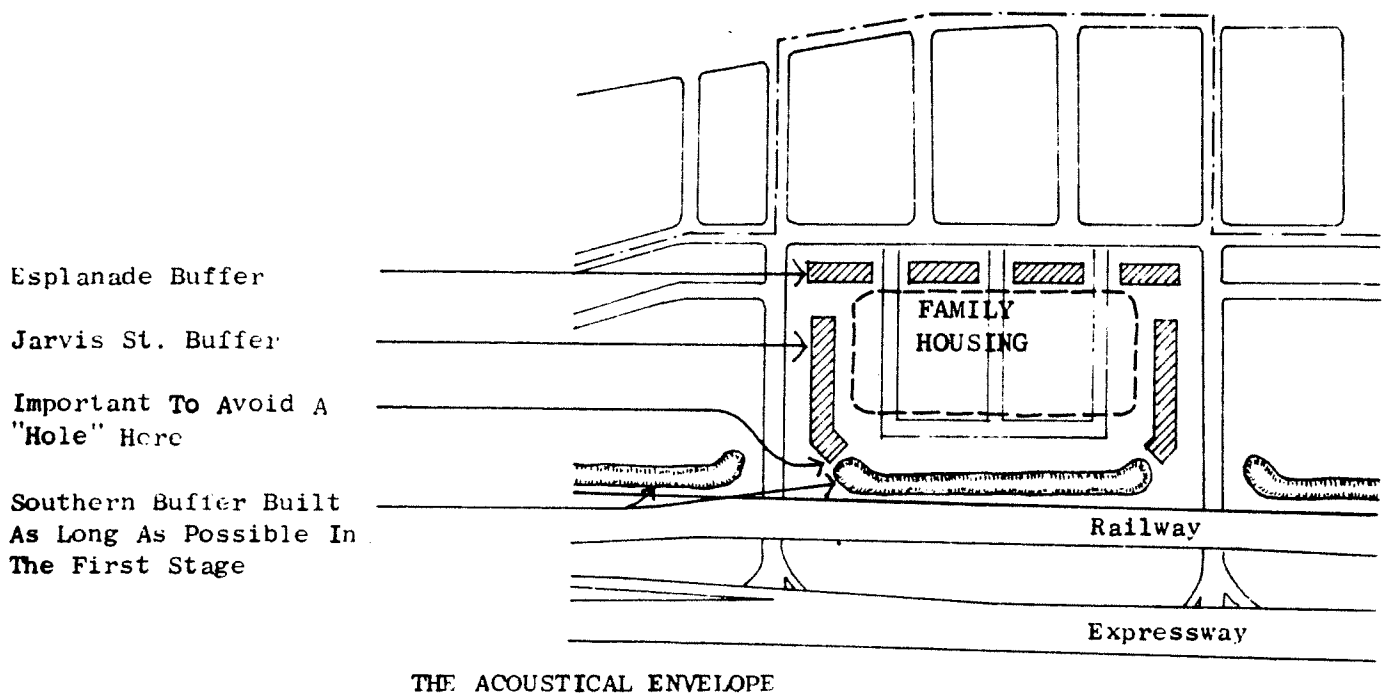
Social Services. In late 1975, the long awaited St. Lawrence Social Services Study, Report No. 11, was released. Written by Meyer Brownstone Consulting Ltd., it presented an innovative approach to social services planning by recommending that the site become a self-managed community. Its recommendations covered income mix, housing tenure, child care, senior citizens, health, welfare, education, recreation, and community information services. Throughout the over 200-page report, the partici-

22. Brook, Carruthers, Shaw and Klein and Sears (1975) St. Lawrence Buffer Studies, Report No. 10, City of Toronto, Housing Department, Oct., pp. 40-41.

23. Ibid., pp. 1, 13, 15-43.

FIGURE 3-8

The "Acoustical Envelope" Noise Buffer Proposed for Phase A



Source: City of Toronto Housing Department (1975) St. Lawrence Buffer Studies.

pation of residents and community groups was stressed. Participants in the study itself appear to number in the hundreds. Among the report's major recommendations was that St. Lawrence remain true to its original purpose by providing housing primarily for households with below-median incomes. 24/

The Housing Department, however, felt that the Social Services Report had become "bogged down" in issues over which there was little control. Instead of attempting to incorporate their recommendations, the Housing Department began contacting various social service agencies and making "ad hoc compromises with the agencies providing the services." 25/

The Preliminary Site Plan. At the end of November 1975 Council endorsed the "principles" expressed in the second stage planning studies and authorized the Housing Department to begin the final stage: preparation of the Site Plan. By February 1975 the St. Lawrence Preliminary Site Plan, Report No. 12, was issued and presented to council. The report discussed the basic planning principles and concepts which were to govern development in St. Lawrence. The grid street pattern remained the central organizing theme of the project with noise barriers a major secondary theme. The result was a system of 5-8 storey apartment buildings running along the major arterials and the southern edge buffering the rows of townhouses clustered on interior streets. The Esplanade Park was to run almost the entire length of the site -- 8 blocks. The apartments would also house other uses such as schools, health care facilities, and commercial uses. 26/

In addition, the preliminary site plan proposed a set of performance criteria relating in particular to the design of the individual housing units and structures. Detailed performance criteria were not specified in either the Official Plan or the Zoning By-Law. They were written into the development agreements negotiated with individual developers. This allowed the City to maintain both flexibility and control over the eventual design of the buildings and housing units built in St. Lawrence.

The performance criteria specified in the site plan were very general yet specific enough to allow for a definition of the type of neighbourhood the city wanted to see developed. The criteria served as the guidelines for the specific criteria included in the individual development agreements. They clearly specify the development of a street oriented neighbourhood with a flexible housing stock similar to the existing

24. Meyer Brownstone, et al. (1975) St. Lawrence Social Services, Report No. 11, City of Toronto, Housing Department, Nov., pp. 11, 229, Appendix 3.

25. St. Lawrence, 1974-1979, p 18.

26. City of Toronto, Housing Department (1976) St. Lawrence Preliminary Site Plan, Report No. 12, Feb.

nineteenth century neighbourhoods in Toronto. Figure 3-9 contains a summary of the performance criteria recommended in the preliminary site plan.

3.5 The St. Lawrence Official Plan, 1976

This St. Lawrence Preliminary Site Plan was followed two months later by the City Planning Department's St. Lawrence Official Plan Proposals which set forth the planning principles in the form of Official Plan statements. Five types of areas were identified: Residence Areas; Medium Density Mixed Commercial-Residential Areas; a Special Industrial Area; Open Space; and an Area of Special Identity. Some social planning goals were also stated. For example, between one-quarter and one-half of all new dwellings were to be suitable for families with children and two-thirds were to be for low-to-moderate income households. The proposals specify that these are to be mixed with non-assisted units in order to achieve a mixed income neighbourhood. 27/

The Official Plan Proposals, like the Preliminary Site Plan, emphasized Toronto's grid street pattern as the major physical element organizing the plan. Noise buffers also continue to play a defining role although their precise form is still undetermined. Other specialized St. Lawrence proposals included: 1) reduced parking requirements due to expected composition of residents (low and moderate incomes) and proximity to downtown and to public transit; 2) reduced set-back requirements in order to provide "pedestrian-scale streetscapes" and because most older, inner-city neighbourhoods have reduced set-backs; and 3) reduced "shared open space" requirements due to the expected adequacy of public open space provided by the Esplanade park. 28/

The maps on the following two pages (Figures 3-10 to 3-13) present four of the key diagrams in the official plan proposals report. Figure 3-10 shows the final phasing decision. The centre of the site would be developed first. The remaining three figures in this series present the Official Plan maps which were eventually adopted by city Council: the land use plan (Figure 3-11); the street and transit plan (Figure 3-12); and the height precincts (Figure 3-13).

The day after the release of the St. Lawrence Official Plan Proposals a public meeting was held to discuss its content. People attending the meeting expressed a variety of concerns although most centred on problems of noise, density, the cost of the development, and the probable rents. 29/ Despite these concerns and objections, Council adopted

27. City of Toronto, Planning Department (1976) St. Lawrence Official Plan Proposals, Report No. 13, April, pp. 85-86.

28. Ibid., pp. 86-95.

29. City of Toronto Planning Board (1976) "Public Meeting on St. Lawrence and Proposed Amendments to the Official Plan Proposals," March 25, 1976.

FIGURE 3-9

DESIGN PERFORMANCE CRITERIA PROPOSED FOR ST. LAWRENCE DEVELOPMENT

7.1 PERFORMANCE CRITERIA - SUMMARY

7.1.1 Aspects of the House

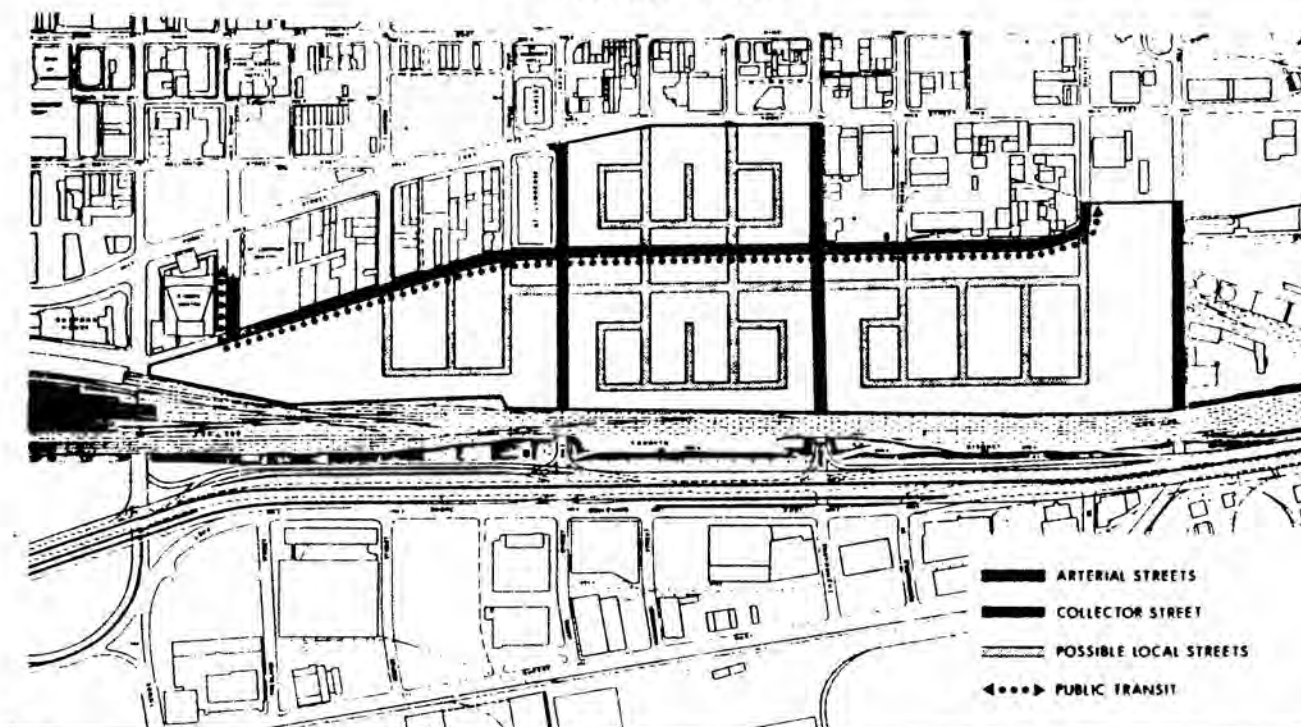
- a. The organization of dwellings should allow enough flexibility to accommodate changes in family size, housing types, and tenure.
- b. The housing forms should be capable of accommodating a mix of unit types that would include everything from bachelor to five-bedroom units. There is a desire to maintain many large units related to grade. Ideally, therefore, adults in adult family groupings should be accommodated in two-bedroom to five-bedroom units.
- c. Adequate "secondary space" (for the storage of bulk items, etc.) should be provided in each dwelling unit. Storage for vehicles such as baby carriages and bicycles should be located with convenient access to grade.
- d. Convertible space on the ground floor of housing is desirable to accommodate uses such as small shops and day care facilities. This condition should occur wherever there is housing located along a major street in St. Lawrence. Thus, it would be possible to accommodate additional retail and community facilities when the need arises.
- e. Private outdoor space should be provided for each dwelling unit, with direct access from the living areas.

The minimum size of such contiguous private open space should be equivalent to ten per cent of the dwelling area. For example, this space should be configured so that the whole family and two guests can eat around the dining table.
- f. The organization of the dwelling should permit a quiet side that does not front onto any busy street, the railway or the Gardiner Expressway. The private open space of the unit should be located on this quiet side.

7.1.2 The Realm Outside the House

- a. Primary entrances and entrance porches should front onto public streets and sidewalks. Avoid private access routes that create an introverted development.
- b. Each dwelling unit should have as direct an access to a public street as possible. Ideally, each dwelling should have its front door and windows facing the street. This will ensure the security of the public realm and help support an active street life.
- c. Entrance lobbies, access stairs and elevators should be designed as extensions of the street. This will contribute to the activity and security of the public domain (as well as to these semi-private spaces). For example, entrance lobbies should front on to the sidewalk with windows to the street.
- d. The form of housing should allow for a conventional street addressing system. This maintains a simple method of directing people by using existing street names.
- e. Access to large units related to grade (capable of housing families with children as well as adult families) should be organized so that the first level is no higher than the third level above grade. This means that parents in the house will be able to see and hear their children playing in the street. This also avoids children having to use elevators.
- f. Provide convenient vehicle access to a grade entrance so that a car or delivery truck can easily load or unload bulky items. There should also be ease of access for baby carriages, carts and bicycles to grade-related storage spaces.
- g. Parking space should be provided adjacent to the dwelling if this is possible without compromising that unit's private space. However, where there are a large number of multiple units competing for private spaces, parking should be accommodated in shared private or public spaces. These might be in garage structures adjacent to lanes or within small lots.
- h. Provide clear step-by-step transitions from public streets to private dwellings. Traditionally, this takes the form of public sidewalk, to semi-public shared walk, to semi-private shared porch, to shared entrance and finally, to individual private welcome mats. You should not have to cross someone else's private space, however, to reach the street or any other public place.
- i. Conventional front-back associations should be established such as "street-front" and "back-lane". This maintains a clear sense of orientation and public relationship. It also results in both an active and quiet side for the house.
- j. A fenced-in outdoor area should be provided as a play space for children zero to three years old; that is, supervisable from the dwelling unit. This could be a private or semi-private shared play space.
- k. It should be possible to delineate a territory that is comprehensible to a child of three to eight years old, so that parents can set limits of "street-play" within public or semi-public areas. It should be possible to achieve this without having to resort to fenced-in park areas adjacent to the housing. Ideally, all local play areas should be public, immediately accessible from public streets and be natural extensions of the sidewalk.

FIGURE 3-10



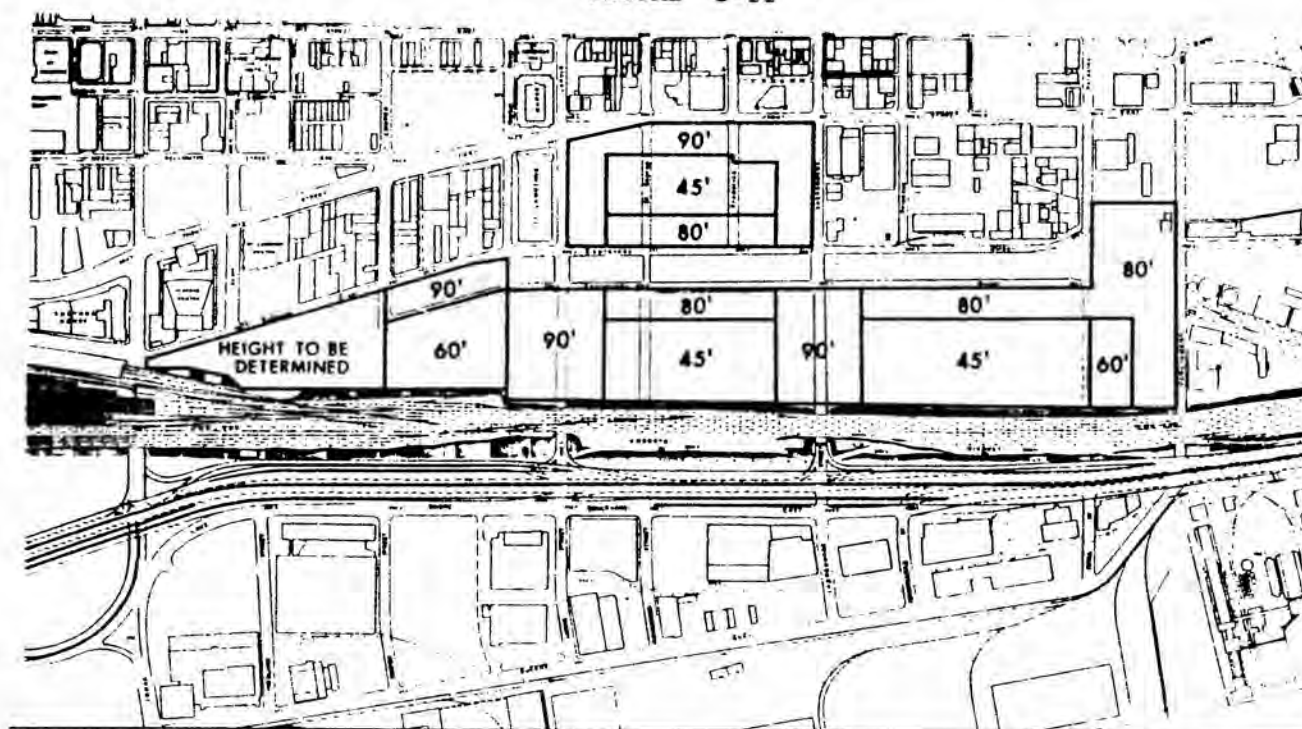
st. lawrence

OFFICIAL PLAN PART II Streets and Transit

CITY OF TORONTO PLANNING BOARD



FIGURE 3-11



st. lawrence

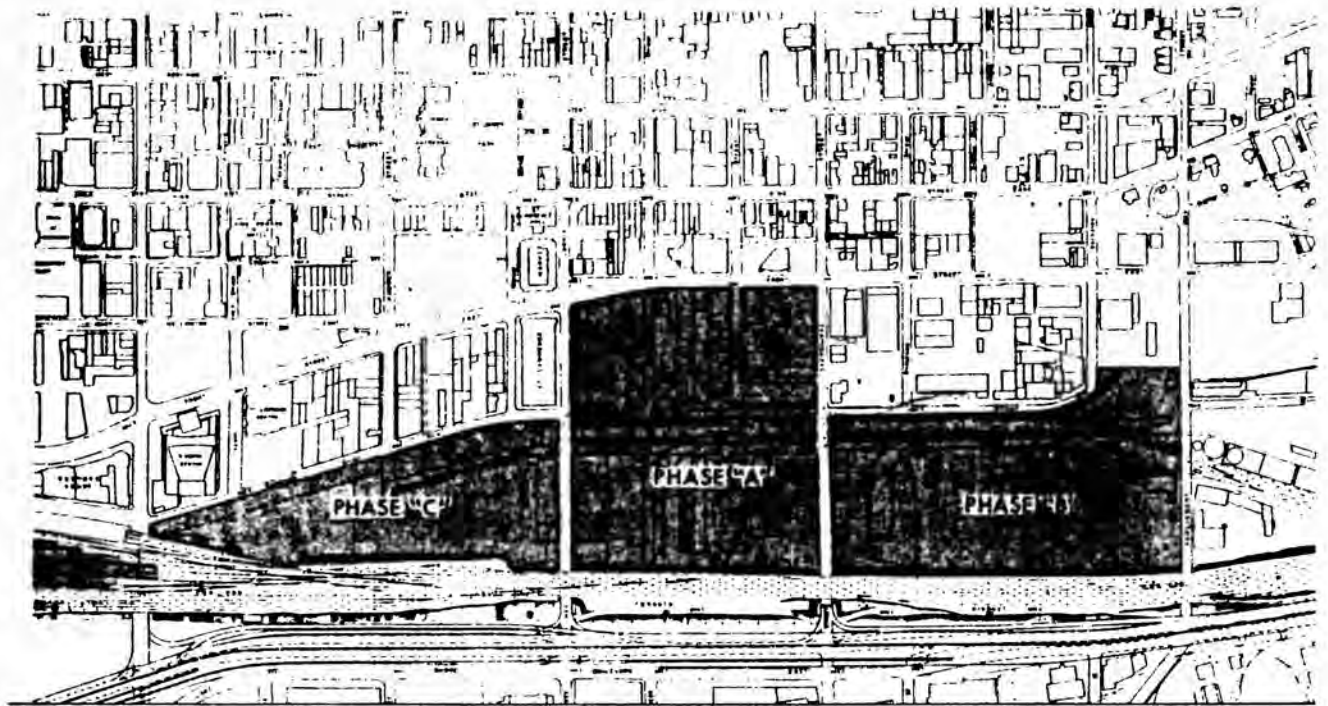
HEIGHT PRECINCTS

CITY OF TORONTO PLANNING BOARD



Source: City of Toronto Planning Board (1976) St. Lawrence Official Plan Proposals.

FIGURE 3-12

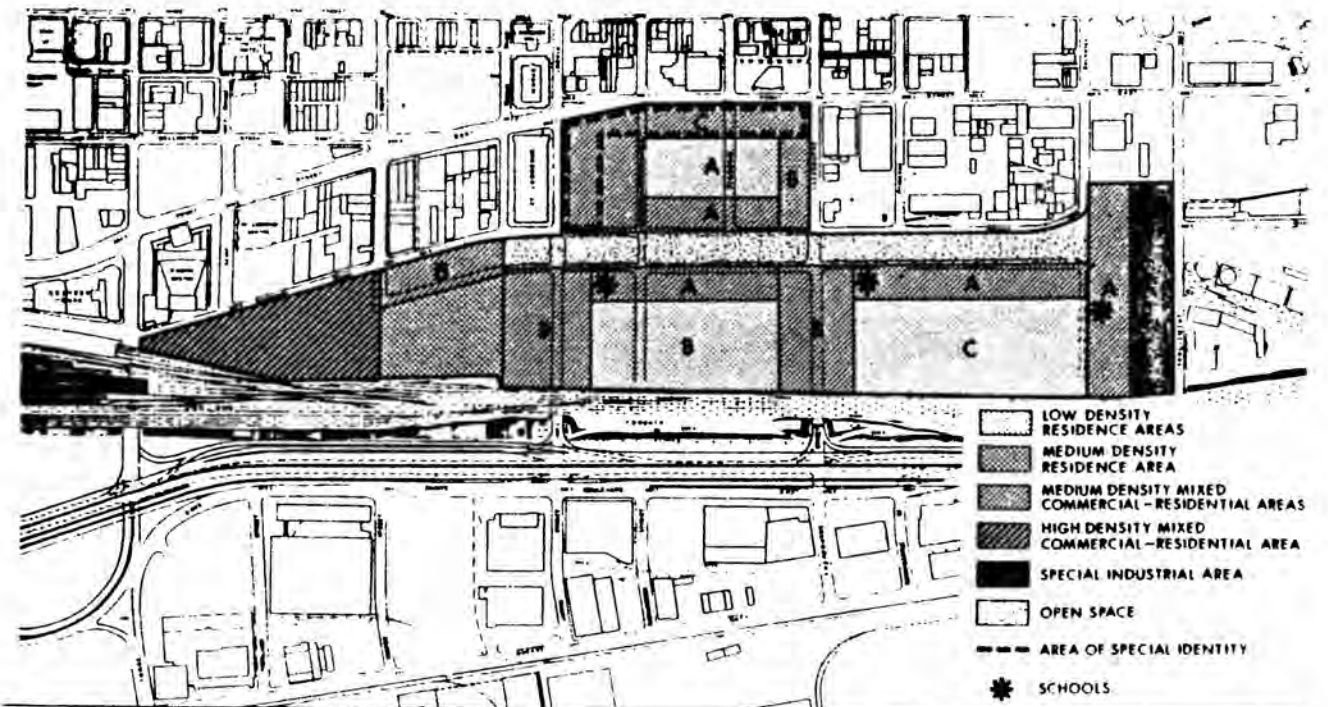


st. lawrence

PROPOSED PHASING

CITY OF TORONTO PLANNING BOARD

FIGURE 3-13



st. lawrence

OFFICIAL PLAN PART II Land Use Plan

CITY OF TORONTO PLANNING BOARD

Source: City of Toronto Planning Board (1976) St. Lawrence Official Plan Proposals.

the proposals, increased the densities allowed in Medium Density Residential Areas by allowing additional non-residential uses, added other more minor technical amendments, and included a special "review amendment". The review amendment required that Phase A of the project be completed and reviewed before subsequent phases were begun. 30/

3.6 The Detailed Site Planning and Design Process, 1976-1979

The spring and summer of 1976 was the period when concrete plans for Phase A-1 of St. Lawrence were at last finalized. Non-profit developers were called for and selected by the Commissioner of Housing. These included four co-operatives: Harmony Co-op which would build 30 units in the form of row townhouses; Cathedral Court Co-op which was to build a 70-unit buffer building along the southern edge of the site; Archer Co-op which would consist of 190 units, apartments and rowhouses; and Woodsworth Co-op which would also build both apartments and rowhousing for a total of about 190 units. 31/

Architects were hired and a special agreement forged incorporating both public and separate school facilities with a residential structure being constructed by the City's Non-Profit Housing Corporation, Cityhome. All the architects for the Cityhome and the co-op projects were instructed to incorporate in their designs the same kind of detail present on historic buildings in the area. 32/

In August 1976 the St. Lawrence Open Space Design Study, Report No. 15, was released. This study, undertaken by consultants J. Shack and Associates, attempted to provide a common outdoor design framework capable of linking together the various developments being planned for Phase A-1. It discussed the activities to be accommodated in Esplanade Park and stressed the importance of tree planting and co-ordinated street furniture as unifying elements in the design of St. Lawrence. 33/

Also in August 1976, the Commissioner of Planning proposed rezoning for Phase A. This was viewed as the first real step towards imple-

30. City of Toronto, Commissioner of Planning (1976) "St. Lawrence Official Plan Draft By-law," June 21, 1976.

31. City of Toronto, Commissioner of Housing (1976) "Proposal Call - St. Lawrence Neighbourhood - Phase A," memo to City Council Committee on Neighbourhood Housing, Fire and Legislation, May 28, 1976.

32. St. Lawrence, 1974-1979, pp. 21-24, 33, 40.

33. J. Shack, G. Friedman and A. Tessard (1976) St. Lawrence Open Space Design Study, Report No. 15, City of Toronto Housing Department, Aug., pp. 1-3.

mentation of the plan. Zoning by-laws were adopted by Council the following October and slowly the individual project designs were approved. By June 1977 demolition had begun and by September construction had started. 34/

In November 1977 the Housing Department issued The St. Lawrence Neighbourhood in the Town of York, a glossy information package. This marks the Department's first real attempt to "sell" St. Lawrence to the potential residents whose units would not be assisted and to potential private sector developers. Throughout the pamphlet the historic character of the area and the attempt to replicate this character in the brick arches of the new St. Lawrence projects are emphasized. The St. Lawrence "project" down by the railroad tracks officially became the "St. Lawrence Neighbourhood in the Town of York, Established 1793, Reestablished 1977." The project's park system and location are also used as major selling points (see Figure 3-14). It is described as a downtown "alternative to high-rise accommodation." 35/

Subsequent phases (B and C), as noted earlier, were originally to be approved only after the completion and review of Phase A. Although most of Phase A was under construction by late fall 1979, the large St. Lawrence Market parking lot (which is in Phase A) could not be developed until replacement parking was provided elsewhere on the site. Realizing the delays this would inevitably cause, Council amended the "review provision" of the Part II Plan on Feb. 27, 1978, allowing review of completed plans and drawings rather than requiring that all construction be completed. 36/

The summer of 1978 saw preparations for the Phase A review which would not be completed or presented to Council until the following summer. 37/ Nonetheless, planning for Phases B and C was also begun.

On June 2, 1978 City Council adopted a rezoning strategy for Phase C to provide replacement parking for the Market parking lot in the form of a public parking garage. The rezoning also designated Phase C as a high-density mixed residential/commercial area. More detailed planning for Phase C continued until October when a proposal call was issued requesting private developers to submit proposals for a parking garage (1,150 to 1,350 spaces), a Cityhome project (170 units), and a mixed residential/commercial project (350-375 units and 95,000 sq. ft. commercial floor space). 38/

34. St. Lawrence, 1974-1979, pp. 27-28, 40.

35. City of Toronto Housing Department (1977) The St. Lawrence Neighbourhood in the Town of York, Nov., 1977, quote from section titled "Overall Appeal."

36. St. Lawrence, 1974-1979, p. 28.

37. City of Toronto, Commissioner of Planning (1978) "Proposed Review of Phase A of St. Lawrence," Aug. 3, 1978.

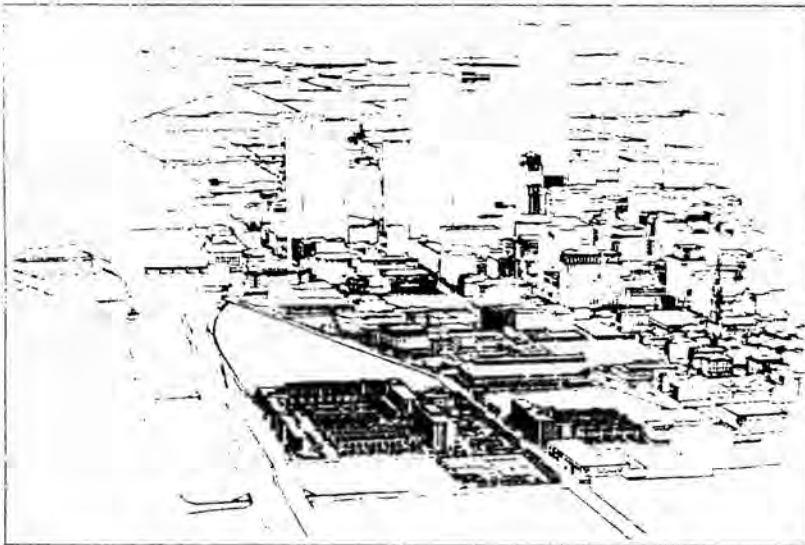
38. St. Lawrence, 1974-1979, pp. 36, 40.

FIGURE 3-14

Example of Material Presented in the St. Lawrence Promotional Brochure, 1977

THE ST. LAWRENCE NEIGHBOURHOOD IN THE TOWN OF YORK

ESTABLISHED 1791 - RE-ESTABLISHED 1977

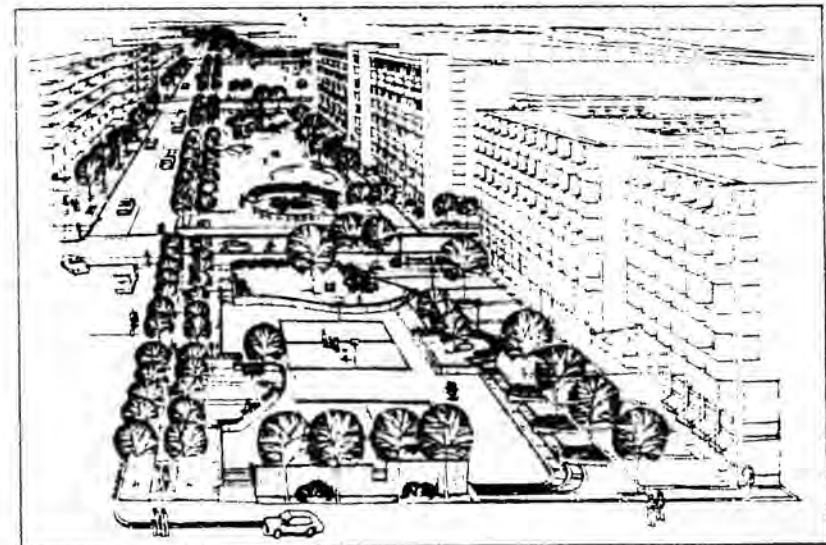


PHASE A

The entire first phase of the St. Lawrence project will cover sixteen and one half acres, five of them devoted to parks. Street patterns and architectural styles deliberately recreate the character of the original Town of York, preserving a close relationship with the surrounding district.

THE ST. LAWRENCE NEIGHBOURHOOD IN THE TOWN OF YORK

ESTABLISHED 1791 - RE-ESTABLISHED 1977



PARK SYSTEM

The backbone of the neighbourhood will be a linear system of parklands extending the length of the Esplanade, once the waterfront boardwalk of the Town of York. The system will cover eight and one half acres with playgrounds, sports fields, lawns and gardens.

Source: City of Toronto Housing Department (1977) The St. Lawrence Neighbourhood in the Town of York.

Also in June 1978 Council adopted the "St. Lawrence - Phase B Site Plan" which extended the basic goals and guidelines of Phase A eastward. Streets remained the major organizing element of the site plan (see Figure 3-15). Noise and industrial buffers were proposed for the major arterials and the southern edge. Low rise, family housing was again to take precedence on the interior blocks and the Esplanade park would be extended the length of Phase B with some commercial and social facilities along its borders. 39/

In July, however, the concept of an industrial buffer on Parliament Street in Phase B was at last abandoned. Despite the St. Lawrence Buffer Studies which had found industrial development only marginally feasible, the idea of an industrial buffer had persisted. The Phase B Site Plan had, at last, suggested that the economic viability of this option be determined once and for all. The Commissioner of Planning reported in July that industrial development was not only marginal for the Parliament Street site but would not be feasible anywhere within St. Lawrence. Council adopted this report on July 14. 40/

During the fall of 1978 plans for Phase B were at last finalized. Densities were increased slightly on the interior blocks to allow for stacked townhouses as well as single family townhouses and the rezoning proceeded. 41/ Within months developers and architects were busy designing the Phase B project.

Phase B would include another Cityhome apartment building, largely for non-families, built as a noise buffer along Sherbourne Street. Four non-profit co-ops were also selected: Harmony Co-op II would add 57 apartment and townhouse units; Les Centres d'Accueil Heritage would construct 135 senior citizen units; New Directions would build 32 townhouses; and Caroline Co-op would consist of 65 townhouses. In addition, privately-owned townhouses were also planned as buffers along the railway embankment and on a few of the small, interior blocks. 42/

During the same period, plans for Phase C were also nearing completion. In October 1978 the Commissioner of Planning proposed a further rezoning to allow the southern portion of Church Street to be closed and a

39. City of Toronto, Commissioner of Housing (1978) "St. Lawrence - Phase B Site Plan," May 29, 1978, pp. 8, 11, 14. The Site Plan was adopted by Council June 2, 1978.

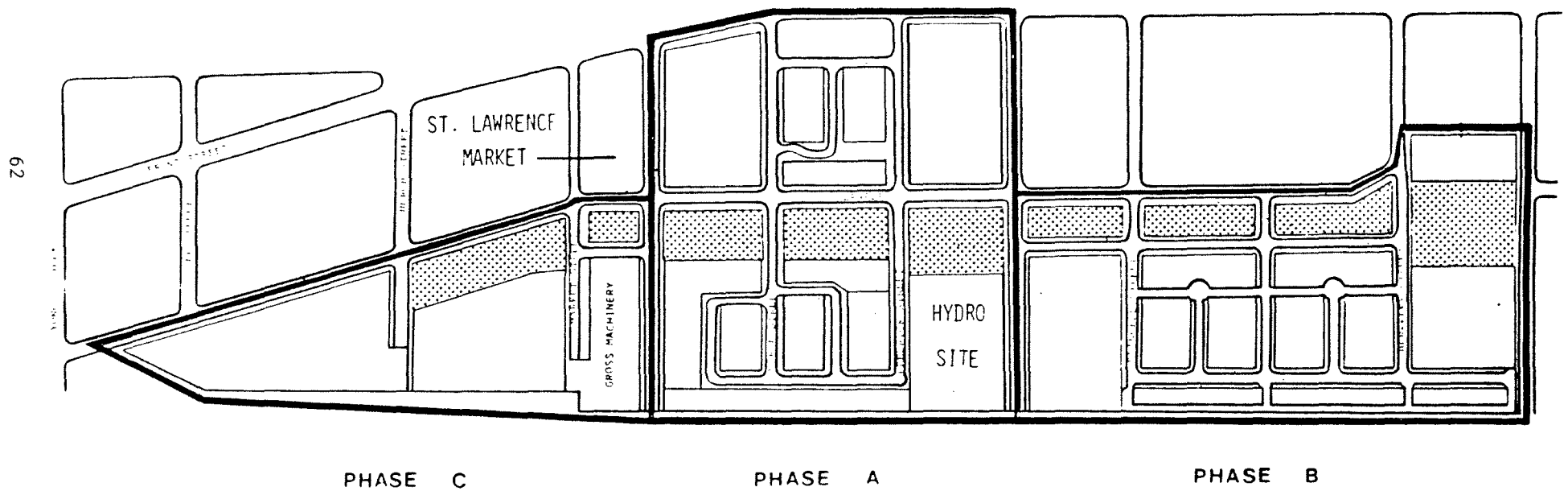
40. Toronto City Council (1978) "Final Rezoning Report for Phase B of St. Lawrence," Sept. 28, 1978.

41. City of Toronto, Commissioner of Planning (1978) "Supplementary Report to Final Rezoning Report for Phase B of St. Lawrence," Oct. 13, 1978.

42. St. Lawrence, 1974-1979, pp. 36-37.

FIGURE 3-15

Final Street Pattern for the St. Lawrence Neighbourhood



Source: City of Toronto Housing Department (1981) St. Lawrence Status Report.

mixed residential/garage structure to be built over it as part of the Cityhome development for Phase C. ^{43/} It was not until June 1980, however, that a developer (Ramparts Enterprises Ltd.) was approved for this particular project and negotiations were undertaken for a complicated exchange of air rights between the city and the developer. ^{44/}

In June 1979 the St. Lawrence Neighbourhood was officially dedicated and its first occupants moved in. During the same month the Commissioner of Planning released the "St. Lawrence Housing Project Phase A-1 Review" and "Proposed Modifications to St. Lawrence Development Review Guidelines."

3.7 The Planning Department's Review of Phase A-1

The purpose of the Phase A-1 review was to assess "the quality and characteristics of the development of land in St. Lawrence," based on an examination of "site plans and drawings submitted by the five developers of Phase A, Part 1 of St. Lawrence." ^{45/} Figure 3-16 presents a map showing Phase A-1 and the location of planning and development activity on the site as of 1979, when the review was conducted.

As noted previously, the review of Phase A-1 housing projects was not a post-occupancy evaluation. Furthermore, the decision was made not to review the site planning principles contained in the St. Lawrence Official Plan but to assess the site plans and drawings against these criteria. These conditions ensured that the review was fairly restricted in scope. As finally designed, the review focused on:

- the massing of buildings and structures;
- the pedestrian and vehicular movement system on the site;
- the relationship of buildings to their surroundings;
- the relationship of buildings to public and social facilities;
- the relationship of units to outdoor facilities; and
- the distribution and amount of space allocated for social and public facilities. ^{46/}

43. City of Toronto, Commissioner of Planning (1978) "Proposed Rezoning of Southerly Portion of Church Street within St. Lawrence," Report to City of Toronto Executive Committee, October 30, 1978.

44. City of Toronto Executive Committee (1980) "Final Rezoning of Southerly Portion of Church Street Within St. Lawrence," Sept. 9, 1980.

45. City of Toronto, Commissioner of Planning (1979) "St. Lawrence Housing Project Phase A1 Review," June 12, 1979, p. 2.

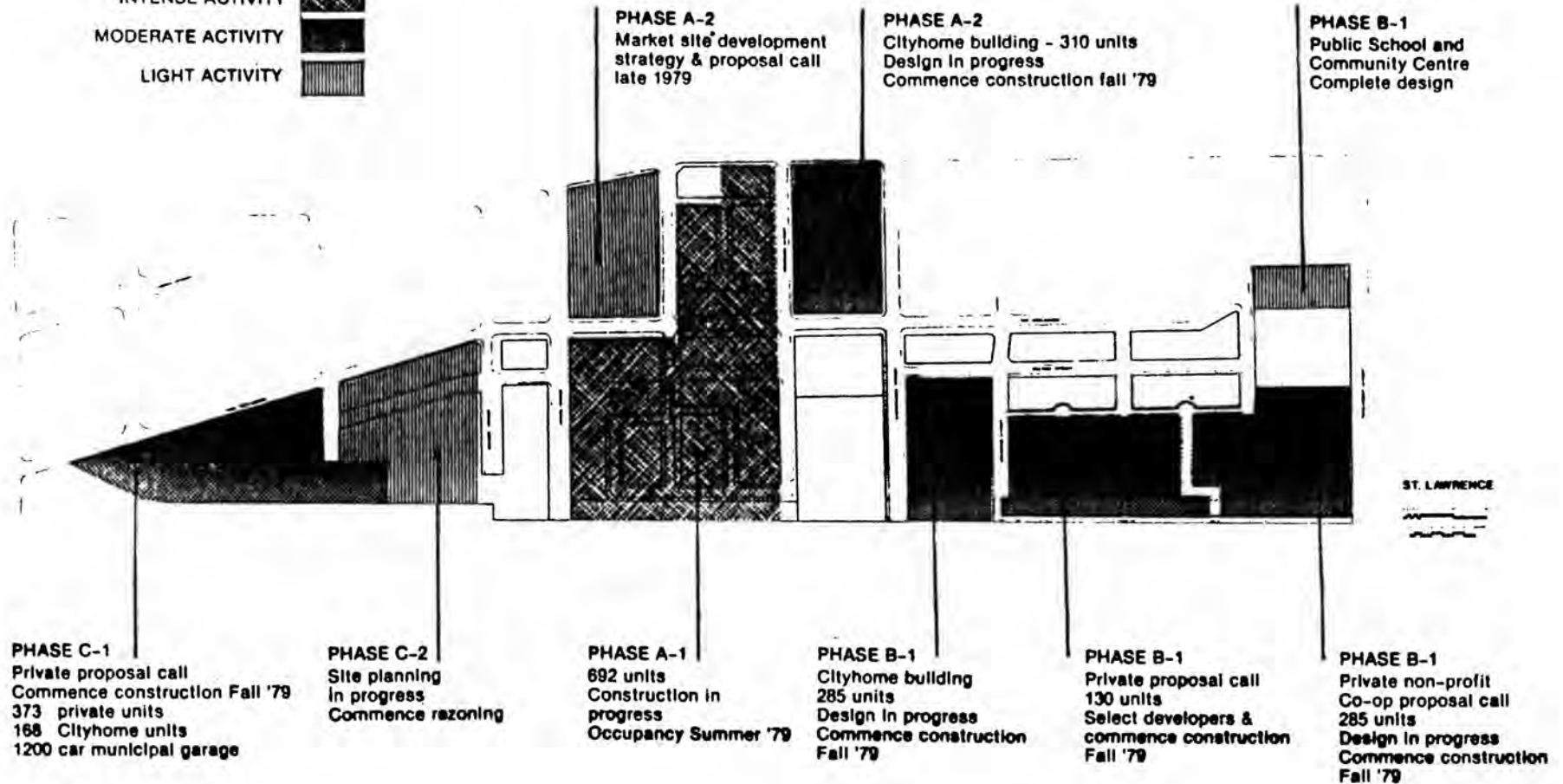
46. Ibid., pp. 2-3.

FIGURE 3-16

Development Progress in St. Lawrence as of 1979

ST. LAWRENCE - 1979 ACTIVITIES

INTENSE ACTIVITY
MODERATE ACTIVITY
LIGHT ACTIVITY



Source: City of Toronto Housing Department (1979) No Vancancy, 5th Annual Report, p. 44.

The review is prefaced with a recognition that there are considerable physical, environmental and financial constraints on the project, each of which magnify the stature of the achievements made, but a number of unsatisfactory aspects were identified.

The tension between the attempt to extend the pattern of blocks and streets coupled with the need to respond to physical constraints imposed by the surrounding area and with the program requirements for density of housing in the St. Lawrence Plan have produced design solutions some aspects of which are not entirely satisfactory. 47/

A number of specific problems were identified, the major of which included: 1) a sense of "confinement" due to the density and small lot size of the townhouse developments; 2) noise within the "buffer" buildings on both Jarvis Street and backing onto the railway embankment, as well as noise from the Hydro Transformer; and 3) lack of adequate living space both within family units and as private outdoor space attached to those units. 48/

Although the Planning Department found the overall development to be "remarkably successful," problems were created as a result of the projects overall objectives, several of which were in conflict with others. Among the conflicting objectives identified were the following: (1) the decision to retain the form of an inner city neighbourhood on such a small site; (2) the use of high densities to achieve housing targets and reduce per unit land costs; and (3) the development of housing amidst so many environmental problems. One of the more significant conflicts was between achieving high densities while also maintaining a "house" and low density neighbourhood streetscape orientation. The review suggested that, in subsequent phases of the development, the

problems of density versus form be addressed directly and that either the density target be lowered if low-rise form is deemed to be the prime consideration, or the form envelope be relaxed if the density imperative must be achieved. 49/

On the basis of the Phase A-1 review, the Commissioner of Planning recommended that the Development Review Guidelines be modified, not only for Phases B and C, but also for Phase A, to cover the remaining Phase A projects not yet designed. The modifications essentially required that the townhouses provide greater space both indoors and outdoors and that the barrier buildings pay much stricter attention to noise-reducing designs. 50/

47. Ibid., p. 9.

48. Ibid., pp. 9-19.

49. Ibid., p. 18.

Another problem repeatedly raised by both area residents and businessmen was inadequate parking facilities. The Commissioner of Public Works finally raised this issue with Council in February 1980, after Phase A-1 had been occupied for well over a year. He argued that the parking standards for Phase A were inadequate and, in fact, below the standards set for other Central Area developments. In many cases projects in St. Lawrence were required to provide only one parking space for every four dwellings. Developers in other locations are generally required to provide over twice this amount. 51/

The problems identified in Phase A-1, for the most part, have not been adequately remedied in subsequent phases. Applications from Phase B developers for increased densities and reduced parking requirements indicate that these problems are still regarded as relatively minor in relation to the demand for reasonably-priced downtown accommodation. As Figure 3-16 indicates, "intense" development activity was already occurring on most of Phase B and part of Phase C during the period when the Phase A-1 review was being written. The Phase A-1 review appears to have had little impact on the development of St. Lawrence. This is further discussed in the next chapter.

This chapter has traced the St. Lawrence planning and design process from the initial site selection through to the review of Phase A-1. The process was a complex one, spanning some six years and involving a host of public officials and agencies, private developers and citizen groups. It serves to illustrate the immense effort and range of activities required to undertake a public redevelopment project of this magnitude and innovative nature. The next chapter examines the implementation process -- how the City of Toronto administered the planning and development of the site.

50. City of Toronto, Commissioner of Planning (1979) "Proposed Modifications to St. Lawrence Development Review Guidelines," June 15, 1979, pp. 7-8.

51. City of Toronto, Commissioner of Public Works (1980) "Off- street parking Requirements in Phase 'A' of the St. Lawrence Neighbourhood," Feb. 12, 1980.

Chapter 4

The St. Lawrence Implementation Process

Even though it is the City of Toronto Housing Department which is normally credited or, in some cases, blamed for the St. Lawrence project, many other agencies and groups also participated in the implementation process. This chapter examines the roles played by these various groups and the nature of the implementation process they were part of.

4.1 The Decision to Have the Housing Department Co-ordinate Implementation

Both the City's Planning Department and the newly created Housing Department were involved in the selection of the St. Lawrence site. At the time it was not immediately clear which department would assume responsibility for the planning, design and development of St. Lawrence. The original report proposing St. Lawrence as a site for a large housing development simply recommended "that the Commissioner of Housing be instructed to report in consultation with the Commissioner of Planning on the manner in which planning of the development of the site should proceed." 1/

One thing which was clear was that the majority on City Council wanted the housing program to be implemented by a municipal department responsible and accountable to it (City Council). They did not want to see a repeat of the "public housing project" approach of the Ontario Housing Corporation nor did they want to turn city land and other forms of incentives over to the private sector. There was a very strong element on Council fully in favour of public ownership of land and housing. In addition, most reform aldermen had been vigorously fighting the kind of housing projects being built by private developers. A majority of City Council members agreed with the new Mayor that it was time for the City itself to "get into the housing business" by developing, owning and managing rental housing, and not just a form of residual housing for the very poor. They believed that public housing "ghettos" could be avoided by placing a strong emphasis on design and by providing socially mixed housing.

1. City of Toronto Housing Department (1974) St. Lawrence, Report No. 1, May, p. 68.

The Range of Options Considered. That St. Lawrence would be implemented by a city department was at least implicitly decided even before the site was selected. Having decided to get back into the housing business after the 1972 election, the city had to choose the best method of achieving this objective. Six alternative vehicles to deliver and manage housing were considered:

1. a full time municipal housing task force;
2. contracting construction and management to outside consultants;
3. partnership with other government agencies;
4. incorporation of a housing function into the City's Development Department;
5. establishment of an independent non-profit corporation responsible for all aspects of the municipal housing program; and
6. creation of a new municipal department. 2/

For a variety of reasons the first five alternatives were rejected. Though there were specific practical problems with each, the basic problem was with the lack of control they entailed. Creation of a new municipal department was the only alternative which guaranteed full control by City Council over the city's housing program. 3/ Thus, the reasons for creating the Housing Department, even before selection of the St. Lawrence site, meant that St. Lawrence would be developed by the City. All that remained was the practical question of which city department should take on the major, co-ordinating role.

As pointed out earlier, the Planning Department was almost totally occupied by the task of preparing the new Central Area Plan. City Planning staff were responsible for preparing the initial St. Lawrence study. After that, implementation of the St. Lawrence project fell into the hands of the Housing Department almost by default. The Department quickly reorganized its staff to accommodate a new unit within its Planning Division and assigned several people to the project full time. 4/

2. City of Toronto Housing Work Group (1973) Living Room: An Approach to Home Banking and Land Banking for the City of Toronto, Dec., p. 99.

3. For a discussion of the various reasons for creating the Housing Department, see: C. Gray (1980) The St. Lawrence Neighbourhood in Toronto: An Analysis of Municipal Housing Policy, Papers on Planning and Design, Paper No. 22, Department of Urban and Regional Planning, University of Toronto, pp. 12-18.

4. City of Toronto Housing Department (1979) St. Lawrence, 1974-1979, Report No. 16, Feb., p. 18.

4.2 Establishment of Advisory Committees.

The Housing Department's first St. Lawrence report, the St. Lawrence Status Report (October 1974), recommended the participation of two advisory committees, one a technical inter-agency committee and the other a community-oriented committee. In addition, it recommended that consultants be hired, both private and public, to undertake the more detailed studies needed in preparation for site planning. Finally, it recommended that a St. Lawrence coordinator be hired by the Housing Department to coordinate the work of the consultants, the advisory committees, and other involved agencies and groups. City Council adopted these proposals with the additional requirement that a site office be set up to handle the overall coordination of the various actors. 5/

The task of the St. Lawrence Working Committee, as the community-oriented committee was named, was to review reports submitted by consultants and others and to make recommendations regarding them to council. The establishment of the Working Committee had initially been the suggestion of City Planning staff. The Housing Department staff were skeptical about the value of such a committee and this was to create some internal tension within the implementation process.

Decision-making power remained in the hands of the Housing Department, under the direction of the Commissioner of Housing, with final approval residing in the hands of City Council. This structure of authority was not always understood or accepted by the Working Committee, which included council members as well as representatives of community groups, developers, and other public agencies. In a subsequent review of the St. Lawrence project's development, undertaken by the Housing Department, it is reported that:

the Working Committee felt that it was its responsibility to plan the project, hire and direct staff, and to supervise the on-going planning process. The Commissioner of Housing did not share its view. This made for a sometimes stormy experience and left the staff working on the project caught between their immediate superior and their citizen advisors. 6/

The planning of St. Lawrence, therefore, included a host of minor power struggles which, however, never seriously interfered with the expeditious implementation of the St. Lawrence development plan. 7/

5. City of Toronto Housing Department (1974) St. Lawrence Status Report, Report No. 2, Oct., see the Introduction and pp. 94-119.

6. St. Lawrence, 1974-1979, p. 17.

7. Ibid.

The St. Lawrence Technical Committee was composed of representatives from every concerned agency at all levels of government. It included government departments and agencies such as Public Works, the Parks Department, the Toronto Transit Commission, Public Health, the Toronto Historical Board, the Metropolitan government departments of Planning, Social Services, Police, Ontario Ministries of Housing and Environment, and Federal agencies such as CMHC. Their task was to coordinate the technical aspects of consultants' work and advise the St. Lawrence staff and City Council on technical matters. 8/

Private consultants were hired for a wide variety of studies from soil analysis and existing buildings to social services and design guidelines. In addition, both the Housing Department and the Planning Department undertook special studies for the project in the same manner as the private consultants. These studies, once approved by the St. Lawrence committees, the appropriate Council Committees (either the Executive or the Neighbourhoods, Fire, Housing and Legislation Committees) and City Council, were used to guide the Housing Department's preparation of the St. Lawrence Site Plan. 9/ Figure 4-1 provides a list of the consultants who contributed to the planning, design and development of St. Lawrence. Figure 4-2 provides an account of the key individuals responsible for implementation of St. Lawrence.

4.3 Approval of the St. Lawrence Official Plan and Zoning Amendments

Implementation of the site plan began in 1976 with the Planning Department's translation of it "into a set of densities, uses and regulatory controls corresponding to the apparent intentions of the plan." 10/ The area had already been designated "Medium Density Residential," changed from an "Area of Industry" classification in November 1975. The Planning Department's attempts to set more specific development regulations on the various parcels, however, was met with resistance on the part of the Housing Department's staff. 11/ The Housing Department's review of this process notes that: "The planners did not fully understand the imperatives of St. Lawrence and the 'housers' were too unaware of the importance of the Plan." 12/

Eventually compromises were made and the Planning Department's St. Lawrence Official Plan Proposals, released in April 1976, contained

8. City of Toronto Housing Department (1976) St. Lawrence Preliminary Site Plan, Report No. 12, Feb., p. 10 and Appendix 5.

9. St. Lawrence, 1974-1979, p. 25.

10. Ibid.

11. Ibid.

12. Ibid.

FIGURE 4-1

Consultants Involved in the Planning and Design of St. Lawrence

ST. LAWRENCE ARCHITECTURAL CONSULTANTS - PHASE A

ARCHITECT	DEVELOPER	PROJECT
Jerome Markson	The Labour Council Development Foundation	David B. Archer Co-operative Inc.
Robinson and Heinrichs	Ceci Heinrichs Foundation	Cathedral Court Co-operative Homes Corp.
Irving Grossman	City of Toronto Non-Profit	The Crombie Park Apartments
Bernard Gillespie (Consulting Architect)	Housing Corporation	
Sillaste and Nakashima	The City of Toronto	David Crombie Park
Joel Shack		
Janis Kravis	Karelia	139-145 Front Street East
Zeidler Partnership and	The City of Toronto Non-Profit	Front Street East and Sherbourne Street
Alan Littlewood (Joint Venture)	Housing Corporation	
V.W. Kuchar	Harmony Housing Co-operative Corporation	Harmony Place
Sillaste and Nakashima	The Co-operative Housing Federation of Toronto	Woodsworth Housing Co-operative Inc.

ST. LAWRENCE ARCHITECTURAL CONSULTANTS - PHASE B and PHASE C

ARCHITECT	DEVELOPER	PROJECT
Matsui, Baer, Vanstone	Lantana Non-Profit Homes Corp.	Caroline Co-operative
J.E. Sievenpiper	Les Centres d'Accueil Heritage	
V.W. Kuchar	Harmony Housing Co-operative Corp.	
B.A. Lebedinsky	New Canadians from the Soviet Union	
Coombes/Kirkland	The City of Toronto	Site Planning - Berkeley to Parliament
Peter Turner	The City of Toronto	Street Design and Buffer Housing
The Thom Partnership	The City of Toronto Non-Profit Housing Corporation	Sherbourne and Wilton Streets
Klein and Sears	Private Developer	Preliminary Site Plan Housing/Garage
Read, Jones,	Through Proposal Call	
Christoffersen Ltd.,	and City of Toronto	
Consulting Engineers		
Coombes/Kirkland		Site Planning - Church to Market

ST. LAWRENCE TECHNICAL AND
PROFESSIONAL CONSULTANTS*

		REPORTS AND STUDIES	AUTHORS
Appraisals	Metropolitan Trust Co. Fred J. Shankland Smith Donkin and Associates	Block Study	Joel Shack, with Alan Littlewood, Jurgen Henze, Barbara Dewhirst, Frank Lewinberg. Advisors: George Baird and Barry Sampson
Design Co-ordination Phase A	Sillaste and Nakashima		Structural Consultant: Peter Sheffield and Associates Ltd.
Legal Counsellors	Cassels, Brock Cohl, Osak, Kay and Grossman Dennis Hefferon Shiff, Gross Siegal, Fogler	Buffer Studies	Brook-Carruthers-Shaw, Architects Klein and Sears, Research/Planning/Architecture
Market Research	A.E. Lepage (Ontario) Limited Andrew Zimet and Associates	Design Guidelines Environmental Report	Zeidler Partnership, Architects Philip H. Jones T.C. Hutchinson J.R. Brown A. Waterhouse Zeidler Partnership, Architects
Noise Consultants	SNC/GECO Canada Ltd. Valcoustics Limited	Existing Buildings Toxicology Analysis	Matsui, Baer, Vanstone - Architects Peter MacCallum Ltd. John Maryon and Partners Limited Warnock-Hersey Ltd. Hydrology Consultants Ltd. The Trow Group Ltd. Joel Shack, Architect
Park Plan	Joel Shack, Architect Stong Moorhead Fleming Corban Inc.		
Quantity Surveying	Hanscomb Roy Associates	Open Space Design Study	
Site Plan	Alan Littlewood, Architect	Site Services and Traffic Analysis	De Leuw Cather Canada Ltd.
Surveys	McConnell, Maughan Limited	Social Services Development Potential, Front/Jarvis	Meyer Brownstone Consulting Limited Zeidler Partnership

*The named consultants were in addition to extensive work provided by various City departments.

FIGURE 4-2

Key Individuals Responsible for the Implementation of St. Lawrence

St. Lawrence People

That St. Lawrence is well on its way to being home for 10,000 people is now apparent. That it is happening at all is a tribute to the vision and hard work of dozens of people in and outside of City Hall. The list includes politicians at all four levels of government, City Hall Commissioners and professional and clerical staff throughout City Hall, and a plethora of professional consultants, all of whom made important contributions.

The guiding force, without any doubt, was **Michael Dennis**, who really did make it happen. Mayor **David Crombie** and Alderman **John Sewell** were especially helpful in leading and pushing the development from concept to reality. The Honourable **Donald MacDonald** used his good offices to ensure federal participation, i.e. money. Provincial Ministry of Housing support was often obtained from **Voytek Wronski** and **Bob Riggs** and their staffs. **Don Richmond** of Metro Planning helped guide us through City-Metro wrangles. **Bob Anderson**, **Michael Geller**, and **Ken Holder** were key participants at Central Mortgage and Housing Corporation. The Planning Board staff, led by **Howard Cohen**, and assisted by **Joe Berridge** and **Roda Contractor**, provided strong assistance and support throughout, as did **Frank Lewinberg** who started it all.

Other City Hall Departments who were especially helpful were Public Works (**Ray Bremner** and his staff), the City Solicitor (**William Callow**), the Parks Department, and **Barb Caplan** and the rest of the City Clerk's

office, who processed over 250 reports to Council dealing with St. Lawrence (many of which were lengthy and late). **Ned McKeown** of the Toronto Board of Education was a forceful spokesman for the educational interests.

Many of the past and present staff of the Housing Department made invaluable contributions. Those who should be singled out include: **Alan Littlewood**, who created the site plan; **Tom Falus**, who helped create Canada's first mixed-use (housing/schools) building; St. Lawrence staff co-ordinators **Chris Smith** and **Frank Mills**; **Ross Winter**, **Peter Milligan**, **Glen Frankfurter** and **Jane Merk**; **John Cowle**, **Ross Wilson**, **Joel Shack**, **Peter Simon**, and **Doug Bower** whose insight and critique helped insure that qualitative concerns were incorporated into the final neighbourhood. **Richard Griffiths**, **Stan Heidman**, **Terry Morrison**, and **Achal Moorjani** helped see the plans into construction, and **Eli Esteves** almost from the beginning acted as secretary to the St. Lawrence staff.

Among the non-profit cooperatives, **Vern Heinrich** of Cathedral Court, **Ron Struys** of the Labour Council Development Foundation, **Noreen Dunphy** of the Woodsworth Co-op and **Mojmir Chromec** of Harmony were hard working and dedicated throughout the development of Phase A.

There are many others. Suffice to say that their assistance is greatly appreciated.



Director of Planning

SOURCE: City of Toronto Housing Department (1979) St. Lawrence, 1974-1979, p.39.

both some of the flexibility sought by the Housing Department and some of the specific regulations demanded by the planners. The Plan was approved by the St. Lawrence Working Committee, the Planning Board and City Council with the added provision that Phase A be completed, reviewed, and approved before beginning any subsequent phases in the project. The Plan was then sent to the Minister of Housing for approval. 13/

The First Proposal Call, 1976. Once the Plan was approved by Council (May 26, 1976), the Commissioner of Housing issued a proposal call to non-profit developers for Phase A-1. He selected four co-op developers who were subsequently approved by Council, and soon architects were busy with their initial designs. At this point, the St. Lawrence Working Committee was supplanted, against its will, by a Co-ordinating Committee made up of Housing Department staff and representatives from the Phase A-1 developers. This Co-ordinating Committee took over the tasks of reviewing reports and coordinating the development process which followed. 14/

Provincial Approval, 1977. Meanwhile the Provincial Minister of Housing, who must approve all municipal plans and major amendments before they become "official," was still considering the St. Lawrence Official Plan Amendments. He had heard objections from a number of government agencies. At last he approved the Plan on the condition that the City maintain close liaison with the Ministry of the Environment over the resolution of the site's environmental problems. This modification was accepted and final provincial approval was granted on June 29, 1977. 15/

A Zoning By-law for St. Lawrence was adopted by City Council in October, 1976, shortly after the approval of the plan and the selection of the first non-profit developers. On June 17, 1977 the Ontario Municipal Board gave its required approval to the By-law and within months construction on Phase A began. 16/

Amendment of the Phase A Review Procedures, 1978. Not surprisingly, however, development rarely proceeded exactly as planned, especially in a project as large as St. Lawrence. It soon became clear that Phases B and C would be held up unnecessarily if they had to wait for the completion

13. Ibid., pp. 26 and 28.

14. City of Toronto Housing Department (1977) The St. Lawrence Neighbourhood in the Town of York, Nov., section titled "The Public Interest." See also Commissioner of Housing memo to Committee on Neighbourhoods, Housing, Fire and Legislation "Proposal Call -- St. Lawrence Neighbourhood -- Phase A," May 28, 1976.

15. St. Lawrence, 1974-1979, p. 28.

16. Ibid.

of Phase A before carrying out the review required by the "review amendment" in the Official Plan. On Feb. 27, 1978 the review amendment was further amended by Council to allow for the review of Phase A drawings and plans rather than actual construction. This was approved by the Minister of Housing on July 21, 1978, clearing the way for completion of the entire project. 17/

Detailed design guidelines, site plans and rezoning have followed this same basic pattern of implementation for various sections and parcels within the remainder of the project. Planning principles and rezoning strategies for Phases B and C were approved as early as June 1978. However, changes have been necessary, objections have been raised at times, and each change in the Plan or the Zoning By-law requires that this same system of approvals be undertaken again.

4.4 Expeditious Implementation vs. Cautious Evaluation of Each Phase

Implementation of the St. Lawrence project was, therefore, handled fairly routinely as one of the functions of a regular department of the civic bureaucracy. St. Lawrence, in effect, became only one of many housing projects being developed by the Housing Department. As Chapter 10 on the implementation of the False Creek project points out, Vancouver decided to establish a separate, temporary agency to implement the False Creek project. While the False Creek Development Group was given departmental status within the civic bureaucracy, it remains a temporary group of several employees which will disappear once the False Creek development is completed. Its only function is to implement the False Creek project.

The Politics of Implementation. Though the City of Toronto Housing Department is successfully implementing the St. Lawrence project, such a large scale undertaking is not "just another housing project." Treating it this way tends to tie the best interests of the development of St. Lawrence to the best interests of the Housing Department. What is in the best interests of the Department may not necessarily be in the best interest of a large scale development like St. Lawrence. Where any such conflict may arise, it is the interests of the larger administrative entity, the civic department, which will dominate. This observation is critical to an understanding of the way in which the St. Lawrence project was ultimately implemented.

An example of this in the St. Lawrence implementation process is the review of Phase A. As part of the political compromise when the St. Lawrence plan was approved, it was agreed that Phase A would be thoroughly reviewed before Phase B and C could proceed. Many did not believe that a site with so many potential environmental problems could be turned into a successful residential area. However, it soon became clear that Phases B

17. Ibid.

and C would be held up if the Housing Department had to wait for the completion of the Phase A review required by the Official Plan.

By late 1977 Phase A was just under construction and no units had been occupied. Yet the Housing Department's concern for meeting its social housing targets and for putting a large number of units under its management led to the decision to circumvent the original intent of the review requirement. This was accomplished when City Council's support was obtained for amending the review amendment to allow for the Phase A review to assess only the drawings and plans rather than the actual construction and at least partial occupancy of the city. Council approved this modified review on February 27, 1978 and the necessary approval from the Minister of Housing was obtained a few months later, on July 21. This cleared the way for completion of the entire project after a very low keyed "review" of the plans for Phase A by the City's Planning Department. In fact, the Housing Department's plans for Phases B and C were already well advanced before the review. The few recommendations made by the review were, furthermore, ignored.

The completion of St. Lawrence in such an expeditious manner was due in large part to the fact that the new neighbourhood provided a large number of sites for non-profit housing, and, in particular, for Cityhome projects. For the Housing Department, St. Lawrence was both a comprehensively planned new neighbourhood which it was responsible for implementing as well as a site which could accommodate many of its housing projects. Finding affordable sites in the City for municipal non-profit housing during the real estate boom of the late 1970's and early 1980's was very difficult. Almost a third of St. Lawrence neighbourhood's housing units are designated for City development. As of 1983, Cityhome's 957 units in St. Lawrence comprised 21 percent of the entire 4,505 units developed by the city. This seems to have led to a situation in which the Housing Department's objective to increase its portfolio took precedence over its mandate to plan and develop as successful a new neighbourhood as possible. The concentration of such high densities in a medium rise design on such an environmentally problematic site is the most often cited criticism of the project. The City Housing Department's quest for enhancing its portfolio created an irresistible pressure to maintain, and on some sites, increase St. Lawrence densities. 18/

This mixing of the Housing Department's concern for showing a great deal of progress in quantitative terms may have detrimentally affected the quality of the St. Lawrence Neighbourhood. Many observers, including Toronto City planning and housing staff, agree that the site plan and densities of Phase B are the weakest and potentially most problematic element of the entire project. Some of these issues were identified in the review but the desire to proceed was apparently greater than the desire to further evaluate the Phase B and C plans.

18. The Housing Department's concern for meeting the ambitious targets proposed in Living Room and the other early City housing policy documents is discussed in: C. Gray (1980).

Implementation Progress as of 1982. Figure 4-3 provides an excerpt from the City of Toronto Housing Department's 1982 annual review summarizing the status of the development of the site. Only a couple of parcels remain to be developed. The map in Figure 4-4 provides details on the development status of each parcel within St. Lawrence.

FIGURE 4-3

Summary of Development Activity in St. Lawrence, 1982

3 Projects in 1982

Cityhome's most significant development opportunities in the past have been connected with the major land assemblies for the St. Lawrence and Frankel/Lambert Neighbourhoods, which combined contain about 30 per cent of the portfolio. As we shall see in this chapter, there was a lot of activity in these neighbourhoods in 1982, but Cityhome's direct role in them is winding down. Happily, work has been initiated on more than enough sites elsewhere to take up the slack. The most serious impediment to the successful creation of assisted housing is neither site availability nor cost - problems which have constrained Cityhome in recent years. As outlined in Chapter 1, the corporation needs only the allocations to proceed.

With allocations forthcoming, there is a lot Cityhome can accomplish in the next couple of years - not just in terms of delivering units, but in responding to special needs, and in overcoming challenges limiting the fulfillment of Council's housing policy objectives. A project-by-project examination of progress on various sites illustrates the problems and possibilities arising from individual attempts to meet Cityhome's mandate.

St. Lawrence Neighbourhood

In 1982, Cityhome completed its largest (and, to date, St. Lawrence's largest) projects in this new neighbourhood (Figure 4). With 281 units, 15 Scadding Avenue was ready for occupancy in April. Staff were overwhelmed by the crowd of prospective residents who showed up before the opening of the project rental office. Normally a slow time of year for renting, all suites were reserved within three weeks - a sign of the scarcity of non-luxury rental accommodation near the downtown area. Rents averaged \$318 for a bachelor apartment, \$380 for a one bedroom unit, \$504 for a two bedroom unit, and \$613 for three bedrooms - each including utilities.

A specially designed day-care centre and associated playground have been incorporated into 15 Scadding Avenue. A park developed in the shelter of the apartment and townhouse structures has been leased by Cityhome to the City and is being maintained by the City Parks and Recreation Department. This represents a good deal for both parties: the City benefits from having a public park with no capital acquisition costs, and Cityhome avoids maintenance expenses for part of its site. Also in 1982, a sound barrier wall was constructed beside the daycare centre and a harmoniously designed transformer vault enclosure was completed, itself elevated to act as a sound barrier.

The development of the day care centre at 15 Scadding yielded some valuable lessons. There were early difficulties in marketing the 60 spaces, 50 of which are directly subsidized for lower income families, and experience suggests that new day care centres with small proportions of subsidized spaces would encounter more severe obstacles. Of great concern to Cityhome in view of the pressure from many sources to incorporate centres into new projects, is the tremendous cost involved. Because these facilities cannot be funded through the non-profit program, and because at 15 Scadding the design and construction of the project had to be extensively modified after construction had already started, City Council has provided grants amounting to about \$340,000 to compensate Cityhome for related capital costs. Even at that, the \$1,200 rent charged by Cityhome to the cooperative running the centre (which is modest compared with residential rates) far exceeds the agency's capabilities or Metro's standard of about \$500 per month, necessitating further City operating subsidies. The magnitude of these costs and subsidies should caution those who advocate more facilities of this sort, and highlight the need for more generic federal and provincial assistance.

Opened in June, 1982, 176 The Esplanade gave Cityhome 303 more units in St. Lawrence. June brings better marketing conditions, and so the project was largely rented out in one week, even though some units were not finished and ready for viewing. Rents here averaged \$322 for a bachelor apartment, \$378 for a one bedroom apartment, \$484 for a two bedroom apartment and \$590 for a three bedroom apartment - each including utilities. Each of the 22 three bedroom townhouses rents for \$602, with tenants responsible for their own heating charges.

About 20,000 square feet of commercial space, part of which is being used for the neighbourhood's public library, have been included in 176 The Esplanade. However, a prolonged recession does not make for ideal commercial leasing conditions. Marketing has been slow, in spite of what would normally be considered reasonable rents. Under terms of the current non-profit program, non-residential space must pay for itself through a private mortgage at non-subsidized interest rates and with no adverse impact upon financial arrangements for the residential component, although early losses are often part of doing business in the private sector. There is no provision for such losses in non-profit funding. Any profits are to be used immediately to offset residential subsidies. In the case of 176 The Esplanade, losses will have to be borne directly by Cityhome.

This project highlights the danger of any inclusion of commercial space in Cityhome projects, and may discourage such commitments in future. This is unfortunate because Cityhome's mixed used develop-

ments are intended to reflect the character of their surroundings, allowing projects to be better integrated into the fabric of the neighbourhood. Indeed, by-laws sometimes require the provision of commercial space in downtown projects, and Cityhome could well be compelled to seek relief in this regard. Federal policies should be changed to permit losses in commercial space and to allow profits to be used to offset commercial losses that may have accrued in the same project or that may exist in other projects.

Cityhome's last planned project in St. Lawrence, 55 The Esplanade, was completed in February, 1983, and represents Cityhome's first project in the Central Core. Its 166 units will bring the Cityhome presence in the neighbourhood to a total of 967 units. The apartment structure has been built entirely upon a multi-storey, above-ground parking garage operated by the Parking Authority of Toronto. Access to the apartment building is being provided from The Esplanade and from the garage. Rents in 55 The Esplanade run from \$375 for bachelor apartments to \$755 for a four bedroom unit, reflecting some locational premiums over other Cityhome apartments in St. Lawrence.

The parking/residential complex is part of a transaction worked out with Rampart Enterprises in Phase C-1 of St. Lawrence. The firm has obtained a rezoning and will begin construction of a 245 room hotel, between Scott and Church Streets, in 1983. A condominium, with about 355 units, will follow later, close to Yonge Street.

At the end of 1982, the exact status of much of the rest of the St. Lawrence Neighbourhood was not final. The closing of the sale of Block B-8 to Allona Holdings Limited was not concluded. With Windmill Lane Cooperative's 206 units in B-9 almost done, the B-8 site will finish off the residential development of Phase B, that part of St. Lawrence lying east of Sherbourne Street.

The construction of a public elementary school by Parliament Street in Phase B is still a possibility, but a preferred, central location is the Hydro site just west of Sherbourne Street. Use of this site depends upon negotiations with Ontario Hydro. The decision to build another school relies as well on enrolments and has been postponed for the Board of Education's 1984 Capital Program. Since it was intended to develop the neighbourhood community centre in conjunction with the new school, a note of uncertainty has been introduced into planning of the community centre as well.

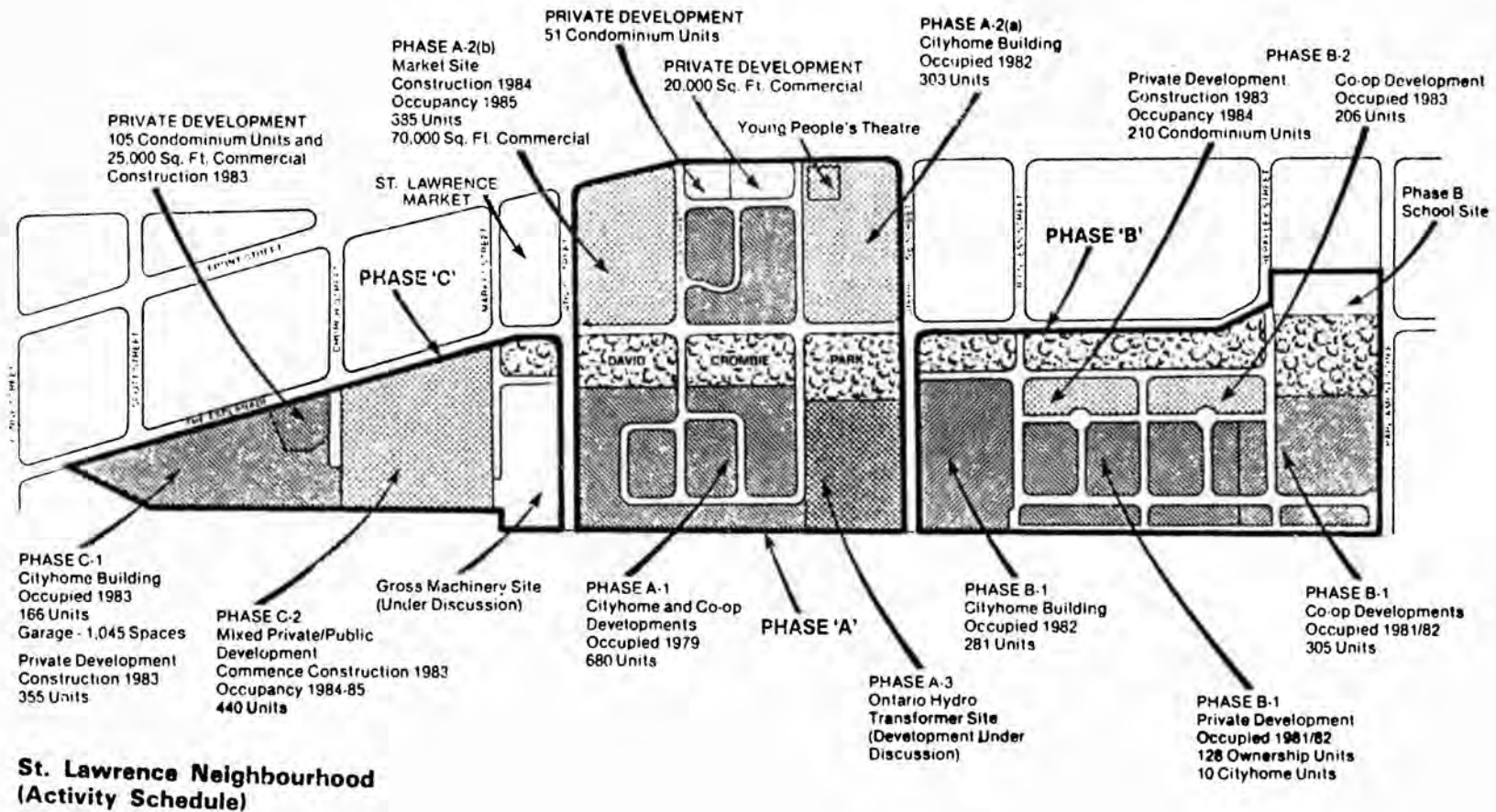
There is uncertainty too about the major remaining development parcels in St. Lawrence. A study of the Market Site - the parking lot to the east of the St. Lawrence Market - concluded that now is not the time to issue proposal calls. In view of the unfavourable economic environment. Similar reservations would apply to Phase C-2, between Jarvis and Church Streets, where discussions are also underway regarding the future of the Gross Machinery site. The development of this property would facilitate a more comprehensive, integrated design for the whole neighbourhood.

During the summer of 1982, the Housing Department and the Canada Mortgage and Housing Corporation undertook a study of occupants and amenities in St. Lawrence. A survey of all 1,460 households then in place (achieving a response rate over 40 per cent) was coupled with field observation of parking behaviour and of the actual use of outdoor recreational space. While the detailed results of both investigations will be published in separate reports, some of the more interesting findings are summarized here.

The survey found an average household size of just over two people (ranging from one to seven people) and an average age of 31 years. Median incomes by household size for the different types of housing sponsors are set out in Table 9. The incomes for the various social housing agencies are all within a fairly narrow range, and sharply lower than the incomes observed in the private housing in St. Lawrence. That incomes are as low as they are in the private units is attributable to the price limits set on many townhouses by Council, and the screening of purchasers of those townhouses by the Housing Department.

FIGURE 4-4

Progress of Development of the St. Lawrence Neighbourhood as of 1982



SOURCE: City of Toronto Housing Department (1982) *Shifting Foundations*, Annual Report, p. 25.

Chapter 5

St. Lawrence Project Costs and Financing

One of the first decisions made by Toronto's Housing Work Group when it recommended a municipal housing policy in 1973 was that the city's housing activity would have to be operated on a full recovery basis. This is in recognition of the poor revenue base municipalities have. Toronto's ambitious assisted housing program, of which St. Lawrence is a significant part, would have to depend upon senior levels of government for their financial feasibility. Among the many recommendations contained in the Housing Work Group's report, Living Room: An Approach to Home Banking and Land Banking for the City of Toronto, were the following two:

That the Land Assembly and Banking Program be run on a full recovery basis, without any direct subsidies from the City. ...

That Council adopt the non-profit housing program set out herein and specify the program be operated on a full recovery basis. 1/

Development of St. Lawrence involved two types of activities: 1) the acquisition, planning and servicing of the site; and 2) the construction of the individual public, private and co-operative housing projects. Both have been successfully carried out on a full recovery basis. Redevelopment of the formally industrial site and development of the assisted housing component was only possible with subsidies from other levels of government. St. Lawrence was financially feasible because of the contribution of municipal infrastructure loans and grants and assisted housing subsidies by both the provincial and federal governments -- through primarily the federal government through programs administered by the Canada Mortgage and Housing Corporation.

5.1 Total Project Costs and Revenues

Development of the St. Lawrence Site cost approximately \$42 million and expected revenues are estimated to be about \$47 million. Tables 5-1 and 5-2 provide a breakdown of the costs and revenues. These

1. City of Toronto Housing Work Group (1973) Living Room, p.62, 71.

figures do not include the cost of the individual housing projects built on the site. These were designed, financed, constructed by the individual corporations who built them.

Table 5-1 provides a summary of the expenditures, by major category, that the City of Toronto incurred in transforming the site from an industrial district to a residential neighbourhood. Included in these figures is the cost of the physical and social infrastructure, such as water and sewers, streets, parks, daycare and library, as well as the municipal staff time allocated to the planning and administration of the site development process.

The revenues which paid for St. Lawrence (Table 5-2) came mainly from the sale and lease of building sites. Because of the unexpected degree to which the land market inflated between the purchase of the land in the mid-1970's and the sale or lease of development sites over a ten year period, Toronto expects (based on projections made in 1982) to have a surplus of about \$5 million by the time development is completed. The city will, therefore, not only recover its expenses but end up with a small surplus.

With respect to the projected \$5 million surplus, the Housing Department's 1982 St. Lawrence status report notes that the final amount of the surplus depends upon land market conditions.

Total projections for the St. Lawrence Project as of March 31, 1982 indicate a net surplus conservatively estimated to be in the order of \$5.0 million. This is based, however, on a number of assumptions with respect to prevailing development costs, scheduling and marketability, each of which could alter current projections. The recent and continuing drop-off in private development, owing both to the glut of the condominium market and high interest costs, will no doubt delay the original target of 1984/1985 for completion of St. Lawrence Development. 2/

Any delay in completion relates to the remaining private market development sites, not the social housing sites.

Only a small proportion of the site development costs were paid for by provincial and federal grants (\$1.32 million (3%)). These came from the Ontario Housing Action Program (\$415,500 interest free loan); the federal Community Services Contribution Program (\$764,500); and from a Municipal Incentive Grant (\$93,100) from the Federal Housing Action Program. None of these programs exist any longer. Each helped fund some of the site preparation costs.

2. City of Toronto Housing Department (1982) St. Lawrence Status Report, A submission to the Neighbourhoods Committee of City Council, July 29, p. 10.

TABLE 5-1

ST. LAWRENCE NEIGHBOURHOOD: TOTAL PROJECT COSTS

\$ 28,503,000	<u>Site Acquisition</u>
	Includes purchase of all land; misc. settlements; survey costs; registrations; expropriations and purchase of easements.
5,165,000	<u>Site Development</u>
	Includes surveying; soil tests; demolition; water and sewers; hydro; paving; street lighting; landscaping; parks; daycare centre; library and artwork.
1,584,000	<u>Planning</u>
	Includes Planning Department staff; consultant studies; proposal guidelines; planning and design co-ordination; legal; acoustical consultants and cost consultants.
875,000	<u>Administration</u>
	Includes the costs of the City Housing Department's administration of the development of the site.
5,750,000	<u>Carrying Costs</u>
	Includes interest and other costs associated with holding the land purchased for St. Lawrence.
<hr/>	
\$ 41,877,000	TOTAL COST

Notes: These figures represent the total of the actual expenditures incurred up to the end of 1981 plus estimates of the 1982 and post-1982 costs. All of the administration and carrying costs are estimates.

Source: City of Toronto Housing Department (1982) St. Lawrence Budget Update, January.

TABLE 5-2

ST. LAWRENCE NEIGHBOURHOOD: TOTAL PROJECT REVENUES

\$ 45,355,000	<u>Sale and Lease of Building Sites</u>
	Includes sale or lease of all building sites; sale of air rights on one site in Phase C-1; and recovery of architectural fees on Cityhome projects.
1,372,100	<u>Grants from Other Levels of Government</u>
	\$ 415,500 Ontario Housing Action Program Grant; 764,500 Community Services Contribution Program Grant 93,100 Municipal Incentive Grant, Federal Housing Action Program.
163,000	<u>Miscellaneous Revenue</u>
	Includes credits; rents; and sale of reports.
<hr/>	
\$ 46,890,100	TOTAL REVENUES

Notes: These figures represent the total of the actual revenues up to the end of 1981 plus estimates of the 1982 and post-1982 revenues. Recent changes in the land market could have a negative impact on expected revenues from the sale or lease of the remaining development sites.

Source: City of Toronto Housing Department (1982) St. Lawrence Budget Update, January.

Most of the expenses incurred during development of the site have been paid for with borrowed funds. These funds and the interest on them are being recovered from the sale of the development sites. About ninety percent of all project costs were borrowed from CMHC through a St. Lawrence Bulk Mortgage. The remaining amount was raised through debentures issued by the Municipality of Metropolitan Toronto. Principal and interest payments are being made annually on the debentures. Part of CMHC's subsidy to the site involved foregoing repayment of principle and interest for three years or until individual properties were disposed of, whichever occurred first. A blanket mortgage was placed on all the properties. This approach to financing St. Lawrence was designed to place minimum strain on the city's general revenues. 3/

As of June 1982 the St. Lawrence Bulk Mortgage with CMHC, which originally totalled close to \$14.3 million, stood at about \$2.1 million in combined principal and interest. Another \$2.2 million is also owed by the St. Lawrence project to the city's Landbanking Account. Sale of a remaining private sector building site in Phase B (Block B-8 for 210 condominiums) will enable the Housing Department to fully pay off all outstanding indebtedness on the bulk mortgage. Repayment of the OHAP interest free loan, which came due in 1982, has been paid off from city reserves pending additional land sales. 4/

About 55% of the housing was financed through the federal social housing program (Sections 56.1 and 44.1(b) of the National Housing Act). These programs bring the rent levels down to market or low-end-of-market and provide income tested rent supplement subsidies to low income households. The achievement of the St. Lawrence assisted housing and social mix objectives was made possible by these programs.

5.2 The Federal Role in Financing the Land Assembly

Unlike the False Creek development in Vancouver, where the city already owned the land, the City of Toronto had to assemble and purchase the site for St. Lawrence. A key role in initiating the St. Lawrence project was played by the federal government's now defunct Municipal Land Program under Section 42 of the National Housing Act. This provided the loans necessary for Toronto to initiate its land assembly and land banking program.

If further projects on the scale of St. Lawrence are to be developed by municipalities, some form of similar assistance with the financing of the land assembly will be required. It is, therefore, worth

3. City of Toronto Housing Department (1979) St. Lawrence, 1974-1979, Report No. 16, pp. 15-16.

4. St. Lawrence Status Report, 1982, ibid., pp. 10-11.

taking a closer look at how Toronto initiated its land assembly program. The remainder of this chapter discusses the problems of financing land assembly for social housing based on the City of Toronto's St. Lawrence experience.

Under Section 42 of the NHA municipalities could borrow 90 per cent of the cost of acquiring land for housing. For each one million dollars of its own funds, a municipality could assemble \$10 million worth of land. Toronto's policy, as outlined in the Living Room report, was to acquire at least \$10 million worth of land annually in 1973, 1974 and 1975. The city obtained Ontario Municipal Board approval for borrowing for land banking in Spring, 1974. The CMHC commitment for the first land banking funds was approved in September 1974 and these funds were then committed to to acquisition of land for St. Lawrence. 5/

No sooner had the city launched its land banking program than it discovered that there would not be enough federal funds allocated to meet the annual borrowing objectives established in Living Room. When the City of Toronto began using the Section 42 funding in 1974 it was the only municipality in Canada to do so. Therefore, it received its full request of \$9 million a year for two years. In 1975 many other municipalities wished to take advantage of the program. As a result, Toronto did not receive funding to the degree it required. 6/ Table 5-3 provides the annual contributions of the city and the federal government to Toronto's land banking program.

Most of Toronto's land assembly funds during the first two and a half years were allocated to St. Lawrence. \$14.3 million of the \$22.4 million the city had available was committed to St. Lawrence. The remaining \$8.1 million was spent on scattered sites. 7/ This imbalance was affecting the Housing Department's ability to implement its city-wide housing objectives. In it's 1976 annual review, the Housing Department concluded that:

In future, the City should aim to achieve an equal balance between major long-term developments such as St. Lawrence and smaller scale scattered sites. Small scale sites are more difficult to find and feasibility depends upon market conditions. However, such projects are frequently faster to develop and suit the evolution of existing neighbourhoods. 8/

5. City of Toronto Housing Department (1974) Housing Department Progress Report, 1974, pp. 33-37.

6. City of Toronto Housing Department (1976) Housing Policy Review 1976, p. 55.

7. Ibid.

8. Ibid., p. 55-56.

TABLE 5-3

FEDERAL AND MUNICIPAL FINANCIAL COMMITMENTS TO LANDBANKING,

TORONTO, 1973-1978

\$ million

Year	City of Toronto	CMHC Loan	Total
1973	\$ 1.0	\$ 9.0	\$ 10.0
1974	1.0	9.0	10.0
1975	1.0	0.5	1.5
1976	1.0	4.7	5.7
1977	1.0	2.9	3.9
1978	0.3	2.7	3.0
TOTAL	\$ 5.3	\$ 28.8	\$ 34.1

Source: City of Toronto Housing Department (1979) No Vancancy: Will the New Federal Housing Programs Work in Toronto?, February, p. 16.

This points to one important impact of a large scale project -- it can drain municipal resources if it is initiated as part of a broader program. A project the scale of St. Lawrence is not simply another housing project.

In September 1978 the Minister of State for Urban Affairs announced that 1978 Municipal Land Program Funds would be cut by 50% and that the program would be abolished in 1979. The loss of this program has severely constrained the city's ability to implement its land assembly and land banking program. The Housing Department currently maintains a relatively small revolving fund for the purchase of individual sites for its non-profit housing programs.

As Table 5-3 indicates, most of the City of Toronto's land assembly activity was financed by federal loans. Of the total of \$34.1 million allocated by both governments, \$28.8 million (84%) came from the federal Section 42 loans. The City of Toronto contribution from its capital budget was \$5.3 million over the first six years of the municipal land assembly program.

Loss of the federal loan program for land banking has been attributed to recommendations of the Federal-Provincial Task Force on the Supply and Price of Serviced Land. The Task Force attributed part of the blame for Canada's inflated urban land and house prices in the early 1970's to land banking. On this, the Housing Department offered the following comment in its fifth annual report.

The federal Minister misinterpreted the findings of the Task Force. While it may be true that large-scale federal and provincial land banking did not help to hold prices down in the early 1970's, the Minister's arguments based on the study do not apply to the City of Toronto Land banking Program....

The Task Force did not criticize the use of federal funds for inner city land assembly for assisted housing sites. Furthermore, there have been no inflationary effects around St. Lawrence for other City sites acquired under the Land banking Program. Therefore, Council should again protest the termination of loans for land banking. 9/

The decision to eliminate the municipal land assembly assistance was probably one of the more short sighted changes introduced in 1978. Land prices have since increased dramatically in major metropolitan centres. A revolving land assembly fund linked to the social housing programs could have helped lower the cost of bringing on stream inner city non-profit housing projects or at least made it more feasible to build

9. City of Toronto Housing Department (1979) No Vacancy: Will the New Federal Housing Programs Work in Toronto, February, pp. 17.

social housing on inner city sites. The Toronto Housing Department noted in 1979 that:

The Federal Government's action may have serious consequences. Without justification and in obvious contradiction to the aims of the new federal housing programs, the Federal Government has cast the development of assisted housing in Toronto and other cities into limbo.... It is critically important and urgent that the Federal Government support land assembly for inner city assisted housing projects. If land assembly stops, assisted housing production may wind down in Toronto in a couple of years, when the existing large assemblies are developed. 10/

In recent years the City of Toronto has begun to use up the land assembled in the early and mid-1970's. The city's own revolving fund has permitted some land assembly, but only a very modest program.

The termination of the land assembly loan program in 1978 occurred as part changes in most of the federal housing and community development programs. The Ministry of State for Urban Affairs was abolished and changes in the social housing programs were made, the theme being federal "disentanglement" from a direct role in housing. Responsibility was given to the provinces to determine priorities and to implement the housing programs which the federal government was willing to fund.

One of the now abolished programs which Toronto attempted to make use of for St. Lawrence was the New Communities Program. It was introduced in 1973 as one of many amendments to the NHA and was designed to assist the development of new towns. The program did not apply to large scale inner city new neighbourhoods, such as St. Lawrence. The City of Toronto and the Province of Ontario attempted to change this because the New Communities Program contained funding options which were not available in other sections of the NHA.

The rationale for exceptional federal support of major inner city developments like St. Lawrence is that they are compatible with federal and provincial objectives. Inner city developments of this type create opportunities for housing, employment and population growth in the urban core rather than by continued expansion at the fringes of Metro Toronto....

The resurgence of housing downtown, especially family housing, creates the same demands for social and recreational facilities -- particularly parkland -- as suburbs and new communities far from existing cities have experienced. There would be no doubt about the eligi-

10. Ibid.

bility of St. Lawrence for New Communities aid if this neighbourhood of 7,500 to 9,000 people were emerging outside Toronto. Support similar to that provided under the New Communities is needed in St. Lawrence in order to pay for the acquisition of eight acres of parkland along the centre of the site. This will help create a livable, attractive environment in St. Lawrence. 11/

The parkland added about \$1,700 to the land cost of each housing unit. This appeal was unsuccessful. There was little support by the late 1970's for expanding federal spending on either new communities or municipal parks and land banking.

This episode, however, suggests a possible innovative program relevant to metropolitan housing conditions of the 1980's and 1990's -- a "new neighbourhoods program." Such a program would offer an assistance package for development of large inner city sites having a substantial social housing component. The major form of assistance required by municipalities is land assembly. The City of Toronto's non-profit housing company, Cityhome, has been unable to meet its targets because of problems obtaining development sites. The Housing Department's 1981 annual report notes that changes in provincial and federal housing policy are necessary if any significant progress is to be made in the provision of affordable rental housing.

Cityhome is the dominant force in rental construction in Toronto. But even its production, together with that from the co-ops and private non-profit producers, has failed to meet City Council's assisted housing targets. And the targets by no means represent the enormous need for affordable housing.... Cityhome can only perform well if it has a strong mandate, backed by adequate policies, if the Ministry of Municipal Affairs and Housing makes a significant commitment to the program, and if Canada Mortgage and Housing Corporation reinforces its role in the non-profit program. 12/

Once again, Toronto's Housing Department made an unsuccessful appeal for a land assembly program as the one key element in improving the capacity of municipalities to bring on stream affordable rental housing.

What is needed is a simple, subsidized land assembly program. In today's market no unsubsidized program is really going to help non-profit agencies improve their

11. City of Toronto Housing Department (1977) New Directions in Housing 1977, pp.89-90.

12. City of Toronto Housing Department (1981) Building Challenges: Confronting Toronto's Rental Crisis, December, p. 49.

access to land on the open market. It doesn't matter whether the lending agency is public or private, nor how the loan is guaranteed. The crucial factor to the success of any land program -- and one missing from any CMHC proposals to date -- is the availability of direct assistance to cope with the high costs of land. 13/

In summary, the successful development of the St. Lawrence site demonstrates that a municipality is able to initiate and carry through a long term development plan within the original budget and on a break even basis to itself. Unless the it already owns the site, however, a municipality usually cannot finance the huge cost of land assembly out of its limited tax base.

13. Ibid.

Chapter 6

The St. Lawrence Neighbourhood: An Outline History

1972

Dec. A majority of urban reform candidates is elected to Toronto's City Council; newly elected Mayor David Crombie appoints a Housing Work Group.

1973

Nov. Living Room: An Approach to Home Banking and Land Banking, by the Housing Work Group, is submitted to City Council.

Dec. 19 City Council adopts the recommendation of the Housing Work Group, establishing a Housing Department and a housing and land banking program.

1974

Feb. The City Executive authorizes the Director of Real Estate to secure options on sites for the city's land banking program, as recommended in Living Room.

April Michael Dennis, a member of the Housing Work Group and one of Mayor Crombie's assistants, is appointed Commissioner of Housing.

May 22 St. Lawrence, Report No. 1, is presented to City Council recommending the St. Lawrence site for the city's first land banking scheme, envisaging the site "as a new integrated neighbourhood stretching between Yonge and Parliament Street, and between Front Street and the railway embankment."

June 12 City Council adopts the recommendation of Report No. 1, St. Lawrence.

- June The first land is acquired at St. Lawrence.
- Nov. 1 City Council adopts the St. Lawrence Status Report (Report No. 2), which proposed a development strategy and recommended that a series of technical studies be undertaken and a staff coordinator for St. Lawrence be hired.

1975

- Feb. 3 Housing Department submits Progress Report 1974 to City Council
- Feb. The first consultant's report, St. Lawrence Existing Buildings Study, Report No. 3, is published; it recommends reuse of 3 historic buildings on the site: the Ferro building at 139-141 Front St; the Johnson building at 145-147 Front; and the T.T.C. building at 165-169 Front Street.
- Feb. Consultants' St. Lawrence Soils Analysis, Report No. 4, is published; describes the physical site problem due to the fact the entire area is landfill.
- March City Council establishes the St. Lawrence Working Committee in order to involve a wider public in the planning of the development; the committee is to propose studies, review those studies and other reports before they are presented to council.
- May Council approves preliminary objectives for income mix: 25% low income and 25% moderate income for a total of 50% assisted units.
- April St. Lawrence Environmental Report, No. 5, is published; examines problems of air pollution and noise and concludes "that the adverse factors can be sufficiently modified to make this site a suitable location for a mixed residential and commercial community."
- April St. Lawrence Design Guidelines, Report No. 6, is published; recommends design principles and considerations for the site
- June Planning Board presents St. Lawrence Context, Report No. 7, to council; recommends policies consistent with the planning of the surrounding areas.
- June 27 Council adopts a site planning process for St. Lawrence.
- July 31 City Executive approves St. Lawrence Site Planning Studies, Report No. 8, setting out principles and recommendations for a second stage of site planning studies.
- Sep. 17 City Council approves the recommendation of the site planning studies.

- Sep. 23 Council amends Part I of the Central Area Plan, changing St. Lawrence land-use designation from "Area of Industry" to "Medium Density Residential" and establishing height and bulk restrictions.
- Oct. Housing Department produces St. Lawrence Block Stuck, Report No. 9; investigates the capacity and development potential of various block sizes and street layouts
- Oct. St. Lawrence Buffer Studies, Report No. 10, suggests possible noise buffers to deal with the railroad and expressway traffic to the south and light industry buffers for the eastern portions of the site bordering industrial uses.
- Oct. The new Central Area Plan proposals are presented to council by the City Planning Department.
- Oct. 20 The St. Lawrence Working Committee holds its first public meeting.
- Nov. St. Lawrence Social Services Study, Report No. 11; recommends that the site become a self-managing community with 60% of its housing for those with below median incomes
- Nov. 28 City Council endorses the principles of the second stage site planning studies and initiates the third and final stage: the Site Plan.

1976

- Jan. City Council adopts the Central Area Plan, amending the Official Plan in accordance with recommendations in Living Room and the Housing Department's Progress Report 1974
- Feb. St. Lawrence Preliminary Site Plan, Report No. 12, presented to council; sets out basic principles and concepts relating to streets, traffic, land uses, densities, environmental problems, parking, site services, building parcels, performance criteria, development strategies and phasing.
- Mar. 30 The St. Lawrence Working Committee, concerned about delays, requests Planning Board to schedule a public meeting on the Official Plan, Part II.
- April St. Lawrence Preliminary Site Plan is endorsed by City Council.
- Apr. 13 Planning Board presents St. Lawrence Official Plan Proposals, Report No. 13 (constitutes the Official Plan Part II Study).

- Apr. 14 Public meeting held to discuss St. Lawrence Official Plan Proposals; citizens concerned about noise, density, costs and potential rents.
- Apr. 28 Council authorizes the Commissioner of Housing to issue a proposal call and select 3 non-profit developers for Phase A.
- May 11 Working Committee seeks authority to continue monitoring development following approval of site plan; sparks debate over structure of "participation" in St. Lawrence.
- May 11 Multilateral Agreement on Schools; supports mixed-use and mix of public and separate schools in one building; school to be financed by the Ontario Ministry of Education and the two school boards.
- May Architect Irving Grossman hired to design Cityhome project in Phase A, the The Crombie Park Apartments at Jarvis and Wilton.
- May 25 Planning Board submits "Supplementary Report on Proposed Amendments to the Official Plan Proposals for St. Lawrence" to Council, including a new definition of "Medium Density Residential Area" to allow some non-residential uses.
- May 26 City Council adopts the St. Lawrence Official Plan Proposals instructing City Solicitor to prepare appropriate draft by-laws including amendments on density and a special "review amendment" for Phase A providing that it be completed and reviewed before subsequent phases are begun.
- May 31 Commissioner of Housing suggests dissolution of the Working Committee and prepares a new "participation" process.
- June Housing Department publishes St. Lawrence Site Plan, Report No. 14 (it is a reprint of the Preliminary Site Plan, Report No. 12).
- June City Council adopts the joint Housing-Public Works Report on street layout, width, and overall circulation scheme for St. Lawrence.
- June City Council endorses multi-lateral agreement on schools, sets stage for construction of Canada's first mixed-use residential-educational building with public and separate schools and joint recreation facilities.
- June City Council designates four housing co-op developers for Phase A: David B. Archer Co-op, 190 units, by the Labour Council Development Foundation; Cathedral Court Co-op, 70 units, by Ceci Heinrichs Foundation; Harmony Place, 30 units, by Harmony Housing Co-op; and the J.S. Woodsworth Housing Co-op, 194 units, by the Co-operative Housing Federation of Toronto.

- June 21 Official Plan Draft By-Laws for St. Lawrence are presented to the City Council executive.
- June 30 Ministry of Housing approves the St. Lawrence amendments to the Official Plan; the St. Lawrence site is designated "Medium Density Residential" rather than "Industrial."
- Aug. 10 Planning Board recommends increasing density for mixed residential-commercial areas from 3.5 to 4.0 in the St. Lawrence Official Plan Proposals.
- Aug. 12 Commissioner of Planning proposes "Rezoning for Phase A of St. Lawrence" as first step in implementation strategy, including a special residential zone to allow some mixed use development.
- Aug. St. Lawrence Open Space Design Study, Report No. 15; contains proposals for the main linear park; tree planting, a Front Street arcade, an acoustic mall around the Hydro Transformer, and other open spaces on the site.
- Oct. 4 Zoning By-Law for Phase A adopted by City Council.
- Oct. 25 Commissioner of Planning proposes Official Plan Amendments to allow higher densities for senior citizen housing.
- Nov. 3 Planning Board condemns the increased densities for "special" housing in St. Lawrence as adopted by City Council.
- Nov. 10 Public meeting held to discuss the amendments to the St. Lawrence Official Plan.
- Nov. Council approves the preliminary designs of Cityhome's Crombie Park Apartments.

1977

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- Feb. Council approves design of the David B. Archer Co-operative.
 - May Council endorses design of the V.S. Woodsworth Co-operative.
 - May 10 Commissioner of Planning proposes review criteria for developments in Phase A, including detailed design criteria.
 - June 17 The Ontario Municipal Board approves the zoning by-law for Phase A.
 - June Council authorizes funds for demolition of buildings.
 - June 29 Minister approves St. Lawrence Official Plan Proposals after adding modification that Council maintain close liaison with the Ministry of the Environment over planning and design matters.

June Council approves the condition of the ground lease for all co-ops in St. Lawrence; the cost of the lease is to be based on the zoning of the parcel, plus a pro-rated share of the interest and development costs of St. Lawrence,, and financed by a 99 year capitalized land lease.

July Council authorizes transfer of land to Cityhome and to the four co-ops.

July 15 Woodworth Co-op submits proposal for development review including modifications required by Public Works.

Aug. CMHC issues \$25 million in mortgage commitments for Cityhome and first four co-ops, providing federal assistance for the 694 units in Phase A.

Sep. Construction begins on Phase A.

Oct. Proposal call for re-use of historic building at 139-145 Front Street East.

Nov. Construction begins on the Crombie Park Apartments.

Nov. 29 Commissioner of Planning issues "Preliminary Rezoning Report for High Density Mixed Commercial-Residential Area in St. Lawrence" (Phase C).

1978

Feb. Long-term lease accepted for re-use of historic building at 139-145 Front Street (developer, Karelia Ltd.; architect, Janis Kravis).

Feb. 27 Council amends the "review provision" of the St. Lawrence Part II Plan allowing review of Phase A to be carried out from plans and drawings, rather than after construction is completed.

Mar. 8 Commissioner of Planning issues "Final Rezoning Report for High Density Mixed Commercial-Residential Area in St. Lawrence."

Mar. 30 Public Works proposes public space and street improvements in and around St. Lawrence at a cost of over \$375,000.

May City Housing Department annual report On Target is released initiating new funding program for Phase B and C of St. Lawrence Project.

May 15 Planning Board proposes abolishing density bonus for assisted housing in Phase C.

May Proposal call for sale of 129 Front St. East.

June Cathedral Court Co-op lease approved and construction started.

June 2 Council adopts rezoning of Phase C to provide for parking garage and mixed residential/commercial development.

June 21 Council adopts "St. Lawrence - Phase B Site Plan" extending goals and guidelines of Phase A and establishing densities, parcels, and barriers or buffer requirements.

July 14 Council adopts the Commissioner of Planning's report which finds that industrial development is not feasible within St. Lawrence.

July 21 Minister of Housing approves the Official Plan amendment regarding the "review of Phase A."

Aug. 3 Commissioner of Planning sets out terms of reference for a review of Phase A and proposes 2 members of planning staff as the review committee.

Aug. 17 Council adopts terms of reference and review team for Phase A review as recommended by the Commissioner of Planning.

Aug. 129 Front Street East sold to a private developer.

Sep. 18 Commissioner of Planning and Development suggests designating the area north-west of the St. Lawrence project "St. Lawrence Historic District - Area of Special Identity" to conserve and enhance its historic character.

Sep. Zeidler Partnership and Alan Littlewood hired to design Cityhome's Phase A project, at Front Street East and Sherbourne Street, 310 units

Sep. 28 Council issues "Final Rezoning Report for Phase B of St. Lawrence."

Sep. 28 Commissioner of Planning and Development proposes "amendment to central area holding by-law for the Church-Jarvis Area of St. Lawrence," Phase C, allowing 55-ft. heights.

Oct. 10 City authorizes proposal call for Phase C to include parking garage (1150-1350 spaces), 170 unit Cityhome project, and mixed residential/commercial development (350-375 units and 95,000 sq. ft. commercial floor space).

Oct. 13 "Supplementary Report to Final Rezoning Report for Phase B of St. Lawrence" recommends increasing density on interior parcel and requiring a barrier between Parliament Street and the Esplanade Park.

- Oct. The Thom Partnership, architects, hired for Cityhome's Phase B project at Sherbourne and Wilton Streets, 285 units.
- Nov. 1 City Executive adopts "Proposed Rezoning of Southerly Portion of Church Street Within St. Lawrence" allowing it to be closed and a garage constructed over the street.

1979

- Feb. Council selects four co-op developers for Phase B: Caroline Co-op, (x) units, by Lantana Non-Profit Homes; Les Centres d'Accueil Heritage, (x) units; Harmony Housing Co-op, (x) units; New Canadians from the Soviet Union (name changed to New Directions Housing Co-op, Feb., 1981), (x) units.
- Feb. St. Lawrence 1974-1979, Report No. 16, is released; contains a history of the planning and development of the St. Lawrence Neighbourhood.
- Feb. Council approves proposal from private developer for Phase C.
- Mar. 28 Civic Design Group proposes improvements to streets linking St. Lawrence neighbourhood to King Street.
- Apr. 30 Council adopts recommendation that the area north of St. Lawrence become a "Redevelopment Area."
- June 3 "Dedication Day" for the St. Lawrence Neighbourhood, including tours, music, etc.
- June 12 Commissioner of Planning Reports on "St. Lawrence Housing Project Phase A1 Review," including an evaluation which notes some unsatisfactory design solutions due to conflict between objectives and constraints; major problems being density and noise.
- June 15 Commissioner of Planning issues "Proposed Modifications to St. Lawrence Development Review Guidelines" to alleviate problems identified in Phase A-1 Review as these apply to Phases B and C.
- June St. Lawrence Historic District Redevelopment Plan, requests over \$900,000 for first phase of public improvements.
- June 25 Council approves "Revitalization Plan" for the St. Lawrence Historic District (north of the St. Lawrence neighbourhood).
- July 23 Council designates St. Lawrence a "site plan control area" to maintain power of approval over development plans and drawings after an earlier by-law was invalidated by the courts.

1980

- Apr. 2 Council adopts "Controls on Speculation in St. Lawrence" restricting sale and use of Phase B townhouses to be developed by Aralia Holding Ltd., including 55 "price-control" units selling for \$57,500.
- Apr. 3 Commissioner of Housing suggests raising price of "price-control" townhouses to \$59,000 due to soil and administrative difficulties.
- Apr. 18 Council authorizes negotiation with Rampart Enterprises Ltd. and the Toronto Parking Authority for Phase C.
- May 16 Commissioner reports that "price-control" townhouses are now priced at \$59,900, must be occupied for two years and cannot be sold for five years; city maintains first option to buy units.
- June St. Lawrence Historic District Redevelopment Plan Phase II requests over \$1 million for further public improvements.
- June 10 Le Centre d'Accueil Heritage Co-op at 33 Berkeley (135 units) applies for adjustment to reduce parking space requirements.
- June 16 "Report on Special By-laws and Development Review Criteria for St. Lawrence Historic District" suggests that detailed design controls extend to all development in the district.
- June 23 Council approves Rampart Enterprises Ltd. as developer for car park and Cityhome project in Phase C.
- July 21 St. Lawrence's first birthday party including potluck dinner, games, dancing, etc.; organized by residents.
- Aug. 18 Council approves Phase 2 of the St. Lawrence Historic District Redevelopment Plan, which is funded under the Community Services Contribution Program.
- Sep. 9 Council reports on "Final Rezoning of Southerly Portion of Church Street Within St. Lawrence" and includes a Schematic Site Plan for Phase C.
- Sep. 19 Commissioner of Planning and Development recommends amendment to Official Plan to consolidate development in eastern portion of Phase C and provide more open space.
- Oct. 2 Complicated exchange of air rights between Rampart and city is proposed including closing lower portion of Church Street.
- Oct. 10 Commissioner of Public Works reports that the closing of Church Street conforms to the intent of the Official Plan and requires no rezoning but that sale of air rights in Phase C does.

1981

- Jan. A Resident Survey in St. Lawrence Neighbourhood Phase "A", Report No. 18, is published; finds that most residents are young and well-educated but not earning above median incomes.
- Jan. 9 Council approves funding for a daycare centre in St. Lawrence.
- Feb. 11 Windmill Line Co-op recommended as additional developer for Phase B.
- Feb. 24 Call for offers on Phase B site (corner of Princess and Scadding Ave.); allows private development of 210 condominiums or rental units.
- Mar. 3 Commissioner of Housing issues a "St. Lawrence Status Report" to Council indicating current, completed and expected development activity.
- Mar. 12 Council approves retaining the firm of A.J. Diamond Associates for a Study of Phase C of St. Lawrence.
- Mar. 27 J.M. Kirkland's plan for Phase B "co-op quadrangle" is submitted to Council.
- Apr. 9 Council approves land lease for Windmill Line Co-operative (206 units).
- Apr. 2 Agreement signed with Ramparts Ltd. for sale of a portion of Phase C-1 in exchange for the construction of a municipal parking garage.
- May 21 Council approves sale of a private development site in Phase B to Altona Holdings Ltd. for \$4.1 million for a 210 unit condominium project.

Chapter 7

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PART II

THE FALSE CREEK NEIGHBOURHOOD

VANCOUVER

Chapter 8

Goals and Objectives of the False Creek Project

The decision in 1973 to redevelop the south shore of False Creek as a socially mixed residential community came after a great deal of political debate. Until the late 1960's it had been assumed that the False Creek basin would remain an industrial area. However, numerous attempts to clean up and improve the basin for industrial use continually failed. When the City of Vancouver became owner of some 80 acres on the south shore of False Creek in 1968 and when Canadian Pacific Railways, owners of much of the North Shore, proposed a massive residential development for their land in 1969, the land use planning debate was underway. For the first time the maintenance of solely industrial land uses was being seriously reconsidered. Between the late 1960's and 1973, when City Council approved the residential redevelopment option for the south shore, an often heated public debate took place over the question of land use. What should the city-owned south shore be used for: improved industrial use; parks and institutional uses; residential use; or some combination of uses?

The history of the False Creek basin together with the land use planning debate leading up to City Council's 1973 decision provides an excellent case study of the politics and economics of large scale urban development and redevelopment. As long as the area remained in piecemeal ownership and long term leases, little change was possible. Even when the CPR consolidated its holdings along the north shore it proved unable, throughout the late 1960's and 1970's, to implement its proposed residential redevelopment plans. The City and CPR's Marathon Realty could not come to an agreement over a social housing component for the north shore. However, redevelopment of the False Creek basin did begin once the City itself took the initiative. Its decision to redevelop the south shore has since led to redevelopment of all adjacent areas and of most of the remaining land in the False Creek basin.

In the case of the south shore, where the City of Vancouver was in the position of being (1) owner of most of the site, (2) the decision making authority for zoning and planning approvals and (3) the developer of the entire site, the City was able to quickly and efficiently devise a development plan, obtain the necessary approvals and implement the plans. It was the process of deciding what to do with the site which was the most difficult and contentious.

In the evolution of the False Creek project, therefore, unlike the St. Lawrence project, it was the debate over the land use planning policy for the site which led to the greatest controversy. The St.

Lawrence site was purchased for the purpose of creating a new, municipally developed residential neighbourhood. The only debate relating to St. Lawrence was over the best means of achieving this agreed upon objective for the site. Once the False Creek project was under construction and especially after the completion of the first phase in 1977, it was never seriously criticized and was never subject to any substantial controversy. It is, therefore, the decision making process leading to the establishment of a municipally developed, socially mixed neighbourhood which is of most interest. This chapter reviews the events leading up to the adoption by City Council in 1973 of a set of policy goals and objectives for the False Creek basin -- the goals and objectives which formed the basis for the detailed site planning and design decisions for the City's False Creek neighbourhood.

8.1 Industrial Improvement: Decades of Indecision

The decision to redevelop the south shore as a residential community reversed a decades old assumption that the basin would remain an industrial area. Until the late 1960's, there were never any proposals for other than industrial improvement. Instead, planning studies focussed on methods of upgrading the area from industrial slum to a modern industrial park in order to intensify the productive use of such a valuable central location. Vancouver's 1929 master plan, for example, recommended that the basin be improved for more intensive and productive industrial use.

The investigation establishes the fact that the False Creek channel is too valuable an asset to the city to consider its complete filling and obliteration. Rather, it should be encouraged as an industrial entity of extreme usefulness to Vancouver. Theoretically and practically it contributes to an ideal situation in that it provides a harbour for industrial activities allied to shipping interests, yet permits of a desirable segregation from the purely commercial water-borne traffic of Burrard Inlet. In other words, Vancouver is fortunate in having both a commercial and an industrial harbour. 1/

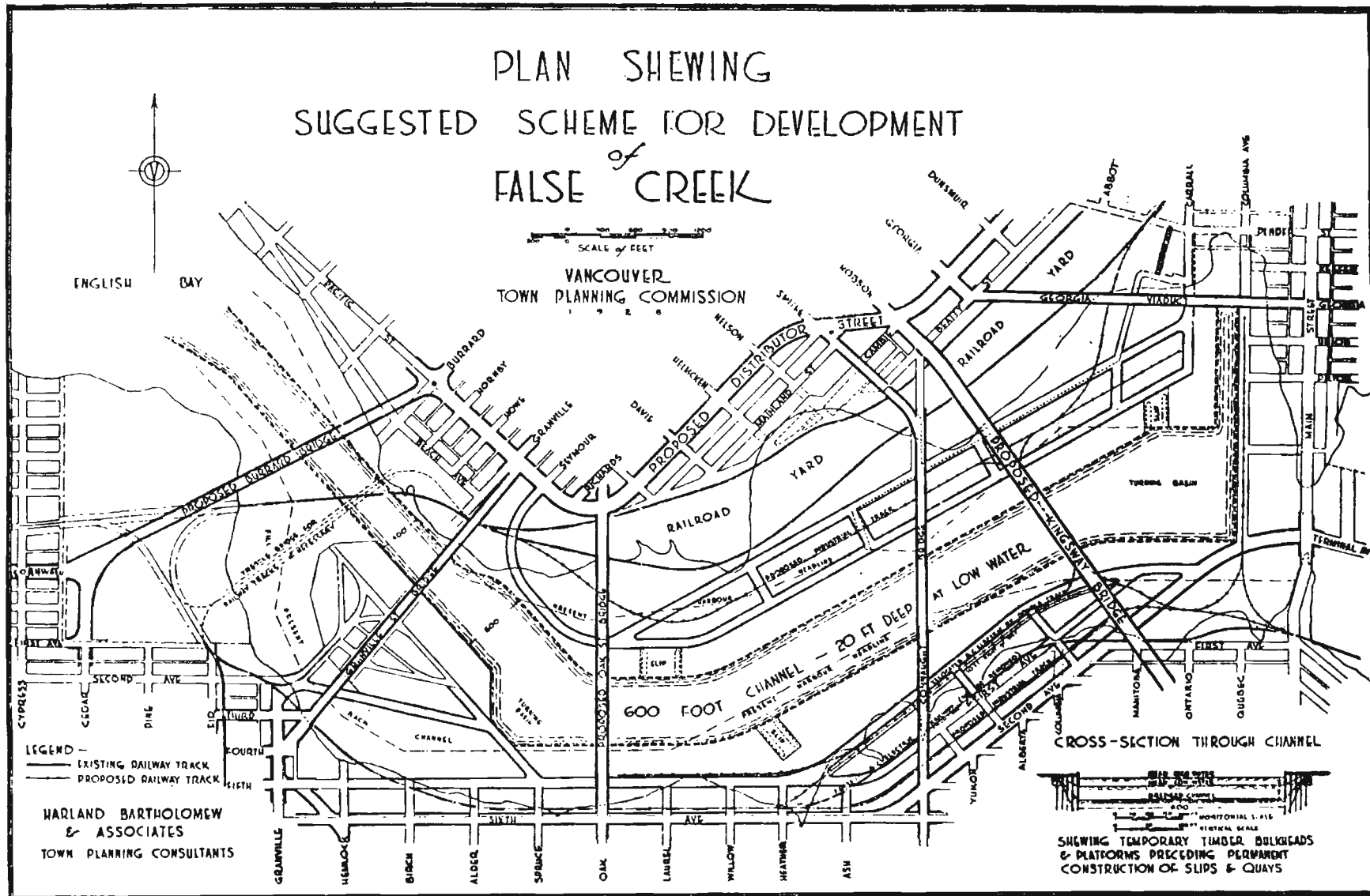
Figure 8-1 presents the False Creek development plan from the 1929 master plan.

Through the 1930's and 1940's, however, little change or improvement took place. In fact, the physical condition of the area deteriorated as more of the basin was filled in and as industrial wastes increasingly polluted the water. In 1948 City Council established a special False Creek Planning and Development Committee in order to bring together all parties

1. A Plan for the City of Vancouver, British Columbia, Including Point Grey and South Vancouver and a General Plan of the Region, 1929, Vancouver, 1930, p. 147.

FIGURE 8-1

False Creek Development Plan Proposed in Vancouver's 1929 Master Plan



to clean up and improve the basin. Engineer E.L. Cousins was hired in 1950 to undertake a False Creek Development Study reviewing the railway, waterway and sawmill uses and the general economic future of the False Creek area. The study was discontinued in 1953 without being able to produce any broadly acceptable recommendations.

Obstacles to Land Use Change. By the late 1950's it became obvious that land use in the basin was more than an engineering or planning problem. The real hurdles to change were legal and administrative. There were numerous land owners and there was no form of unified management for the area. In addition, a number of long term leases prevented serious consideration of redevelopment. A committee consisting of major land owners was established in 1955 upon the recommendation of Cousins. In 1964 a report by the City Planning Department also urged a high-level conference of principle land owners be held to straighten out land use issues and to create a development plan for the entire basin. Neither of these attempts were successful. During all this time, however, the basic assumption that the area would remain industrial was never questioned. City Council's reappointment of a False Creek Development Committee in 1959 reconfirmed the industrial land use assumption. The committee recommended that False Creek be a secondary harbour and a major industrial area. This provided the general framework for the City Planning Department's recommendations throughout the early and mid-1960's. Plans for an improved shipping channel and improved road access around the Creek were developed. But, once again, the administrative and legal problems prevented any major change from taking place.

The continued deterioration of the False Creek basin and the inability of the City to undertake any agreed upon method of improvement and long term planning focused increasing attention on one other possible opportunity for resolving the impasse: the upcoming expiration of leases on land owned by the two major landowners, the Canadian Pacific Railway and the Province of British Columbia. In 1928 the Province entered into a long term lease with the CPR which allowed the CPR to manage provincially owned land in the False Creek area. The leases would be up for renegotiation in 1971. The other major land owners were the City, the federal government and B.C. Hydro. The hope was that before the CPR lease was renegotiated, long term land use decisions could be made and any new lease would be written to conform with the long term plans. As one city planner noted in 1964: "The provincial land is public land, and the provincial government, when the leases are renegotiated, should see that the land is handled in the best interests of the public." 2/

This principle would also apply to other publicly owned lands in the False Creek basin, especially city owned land. Any of the leases coming up could be renewed for a shorter term pending the outcome of the decisions relating to the CPR and provincial land. This made 1971 a key date in the future of the False Creek basin. In 1967 Vancouver City

2. Vancouver Sun, April 3, 1964.

Council passed a resolution confirming that it cannot guarantee continued occupancy of its False Creek lands past 1970 when most of its industrial leases would expire. So the stage was set for a major land use policy decision, one which would have the best chance yet of being implemented.

Consolidation and Transfer of Ownership to the City, 1968. The debate over land use policy for the False Creek basin intensified once the 1928 CPR lease was renegotiated. The province and the CPR settled the question of who owns exactly what land by agreeing to consolidate the land between them in large parcels. The CPR gained control of the north shore of False Creek while the province took control of the south shore, the eventual site of the False Creek neighbourhood. Once the province held clear ownership of the south shore, it entered into negotiations with the City of Vancouver to trade the south shore for city owned land on Burnaby Mountain, where the province wanted to build Simon Fraser University. In November 1968 City Council approved the exchange of its 200 acres on Burnaby Mountain plus \$424,000 for the 85 acres of provincially owned land on the south shore of False Creek (see Figure 8-2). This exchange gave the City of Vancouver a free hand to decide on the future use of the south shore.

The history of frustrated attempts to improve the False Creek basin helps explain why the City of Vancouver would eventually redevelop the land itself. Co-operation of private owners could not be obtained in the past and if the city sold the land there was no guarantee that the public interest would be served. Finding itself the owner of a major portion of the False Creek area, the City Councils of the late 1960's and early 1970's seemed to generally assume that the city would redevelop the site. The remaining major question related to the appropriate land use. The city needed to rethink all previous land use policy decisions for the basin and to come up with a specific plan for its own south shore land.

8.2 The Land Use Policy Debate, 1967-1973

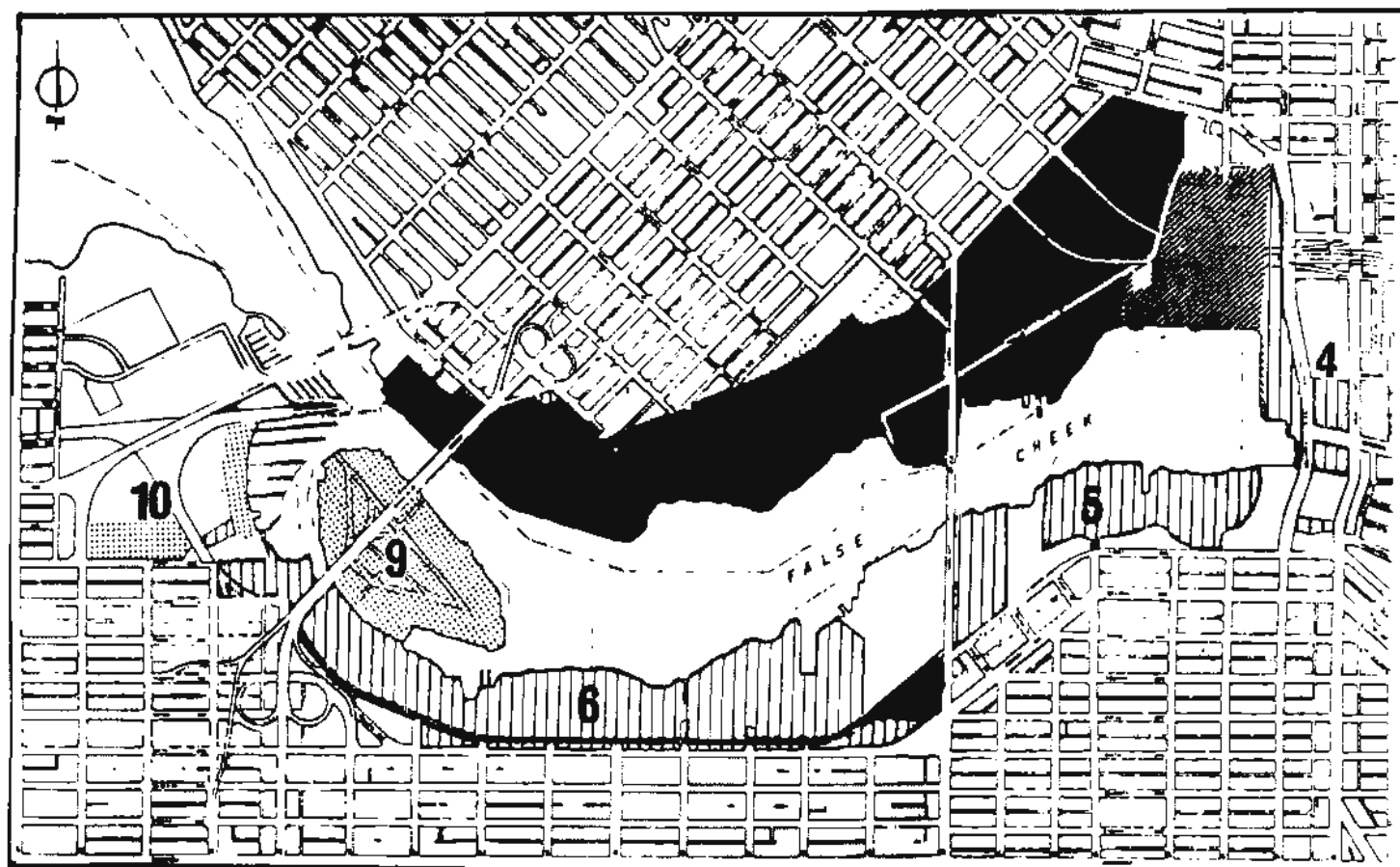
It was the exchange of lands between CPR and the province in 1967 that represents the beginning of serious consideration of non-industrial land uses for the False Creek basin. The land use debate lasted from the 1967 land swap to late 1973. During this time, public opinion gradually shifted away from supporting continued industrial use to a vigorous debate between parkland versus residential development.

The last serious consideration of solely industrial use came in October, 1967. Several aldermen, fearing that public opinion was already drifting away from retaining the industrial uses, introduced a resolution, on behalf of the industrial users, stating that it was city policy that False Creek remain industrial.

That whereas the City has been advised of the concern of certain industries located on land leased in the False Creek industrial area as the the continuance of

FIGURE 8-2

Status of Land Ownership in False Creek Basin, 1973



SENIOR GOVERNMENTS



CITY OF VANCOUVER



B.C. HYDRO



C.P.

AREA (IN ACRES)

1	Total Land	14.0	6	Total Land	100.9
2	Total Land	95.0		City Land	71.5
3	Total Land	101.7	9	Total Land	37.0
4	Total Land	25.9	10	Total Land	37.6
	City Land	11.5		City Land	6.7
5	Total Land	48.7	Total Area of 498.4		
	City Land	36.2	False Creek Basin		

Source: City of Vancouver Planning Department (1973) False Creek Policies, 1973.

their leases; Therefore be it resolved that it is Council's policy at this time that the land abutting False Creek be retained as an industrial area. 3/

The motion carried without much serious consideration but with firm opposition from the Parks Board. A week later, in an effort to have City Council rescind its policy favouring industrial use, the Parks Board proposed a 1,000 foot wide landscaped shoreline park area around the entire basin, with three 400 boat marinas and a bird sanctuary. By October 1967, therefore, the land use debate was well under way.

Industrial Land Use Reconsidered. In March 1968 the Planning Department recommended that City Council reconsider its industrial policy because there were too many practical difficulties in maintaining and expanding industry. In addition, the maintenance of industry was deemed to prohibit future redevelopment: "uses like extensive ornamental parks, office towers and residential uses would be difficult to introduce into this area of False Creek without large scale redevelopment." Council accepted the report in principle and voted to reexamine its industrial policy.

A few months later the City Planning Department took another initiative in favour of non-industrial use of the basin. In its report Downtown Vancouver, one of the eleven "key issues" it identified was directed at land use policy in False Creek .

What should the future of this land be? ... Will a changing pattern of port development make waterfront land now occupied by industry available for other uses? Are inefficient industrial operations pre-empting land that should be used in other ways? Is False Creek an essential part of the harbour complex, or should this area be used for other purposes such as parks and apartments? 4/

The character of the city was changing and industrial location trends had been changing for some time. The Planning Department's questioning of the industrial land use policy was a reflection of these trends.

Serious consideration of retaining purely industrial uses was dealt a final death blow in December 1968 when the CPR announced its plans for a \$185 million residential redevelopment project for their 190 acres on the north shore. The CPR also proposed swapping its Shaughnessy Golf Course land for the city's recently acquired 85 acres on the south shore. This proposal further focused public attention and political debate on

3. Vancouver City Council, October 24, 1967.

4. Vancouver City Planning Department (1968) Downtown Vancouver: Part I, The Issues, August, pp. 29-30.

False Creek planning issues. Four months later CPR's real estate arm, Marathon Realty, proposed an expanded \$250 million residential project for their north shore land. They proposed building 11,000 highrise apartment units housing some 20,000 people (see Figures 8-3 and 8-4).

Public Planning Process Launched, 1968. The CPR's land was not zoned for residential use and there was growing opposition to massive highrise developments such as the one Marathon was proposing. Thus, a major public planning process for the future of the False Creek basin was launched. A March 1968 report by the Director of Planning was adopted by City Council, instructing the Long Range Planning Division to prepare revised goals and policies for False Creek in conjunction with the Downtown Plan. Also, discussions were to begin with the National Harbours Board concerning the future development and disposition of Granville Island (which is adjacent to the city-owned south shore lands). In November 1969 the Planning Department prepared five alternative long range development concepts. A brochure was prepared summarizing each option and public comment was sought. 5/ The five options presented by the Planning Department were:

CONCEPT #1: Full industrial development.

Redevelopment of False Creek and the adjacent Fairview Slopes area to the north for light industrial uses.

CONCEPT #2: Residential and recreational development.

A predominantly residential area with a full range of multiple dwelling types and with all ancillary public and commercial facilities.

CONCEPT #3: Residential and industrial development.

Allow continued industrial usage of part of False Creek ; provide for additional inner city apartment development; provide some solution to the demand for public and commercial marinas.

CONCEPT #4: Residential-commercial and recreational development.

A residential and recreational area, including commercial developments compatible with multiple dwelling areas.

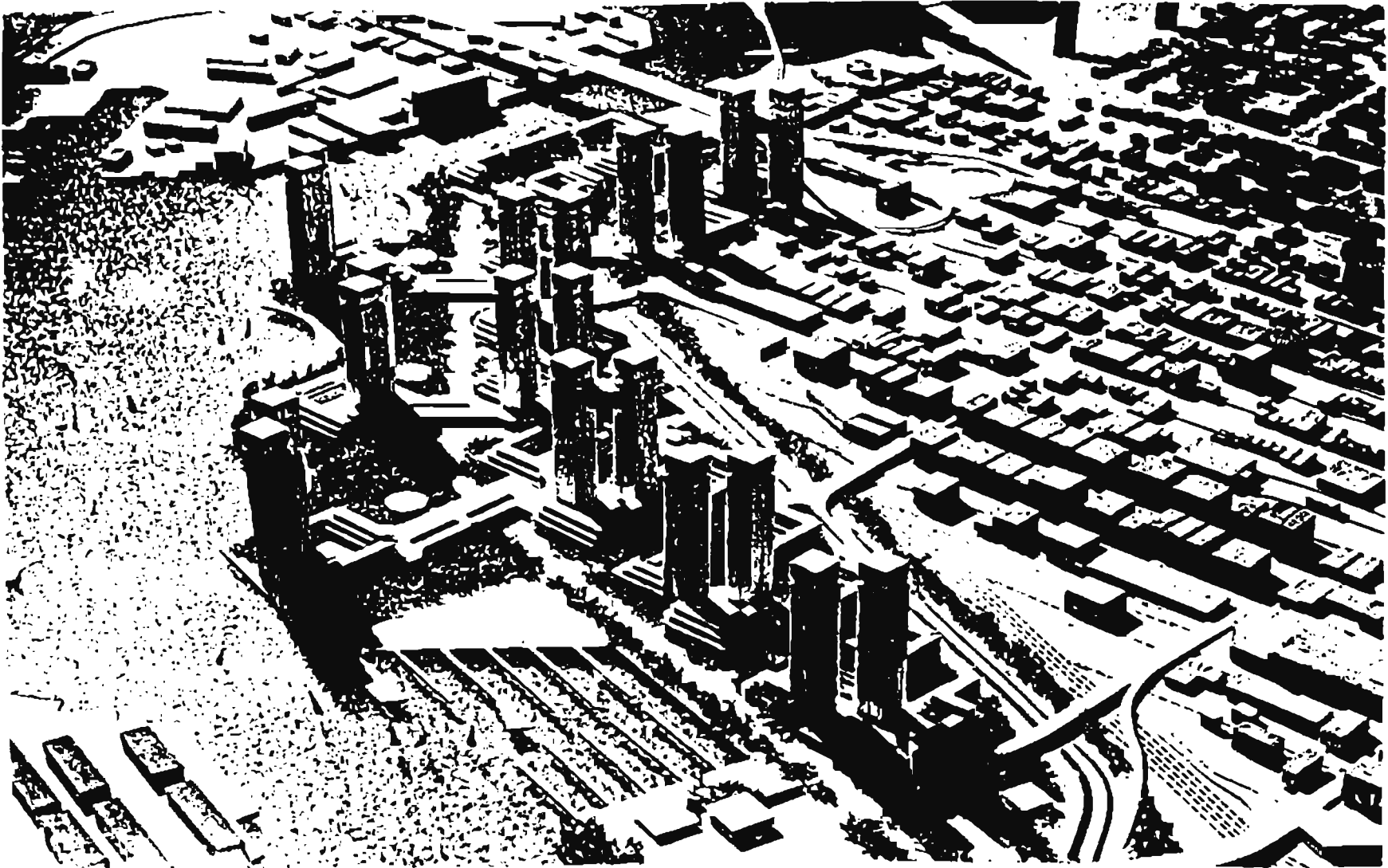
CONCEPT #5: Recreational and residential-commercial development.

Create a major park and recreational facility in False Creek to meet expanding city-wide open space needs; in addition,

5. Vancouver City Planning Department (1970) False Creek: Development Concepts, January.

FIGURE 8-3

The 1968 Development Proposal for the North Shore of False Creek



Source: Marathon Realty (CPR), (1969) Proposal for the North Shore of False Creek, April.

Marathon plan still up the creek

By ALEX COFFIN
City Hall Reporter

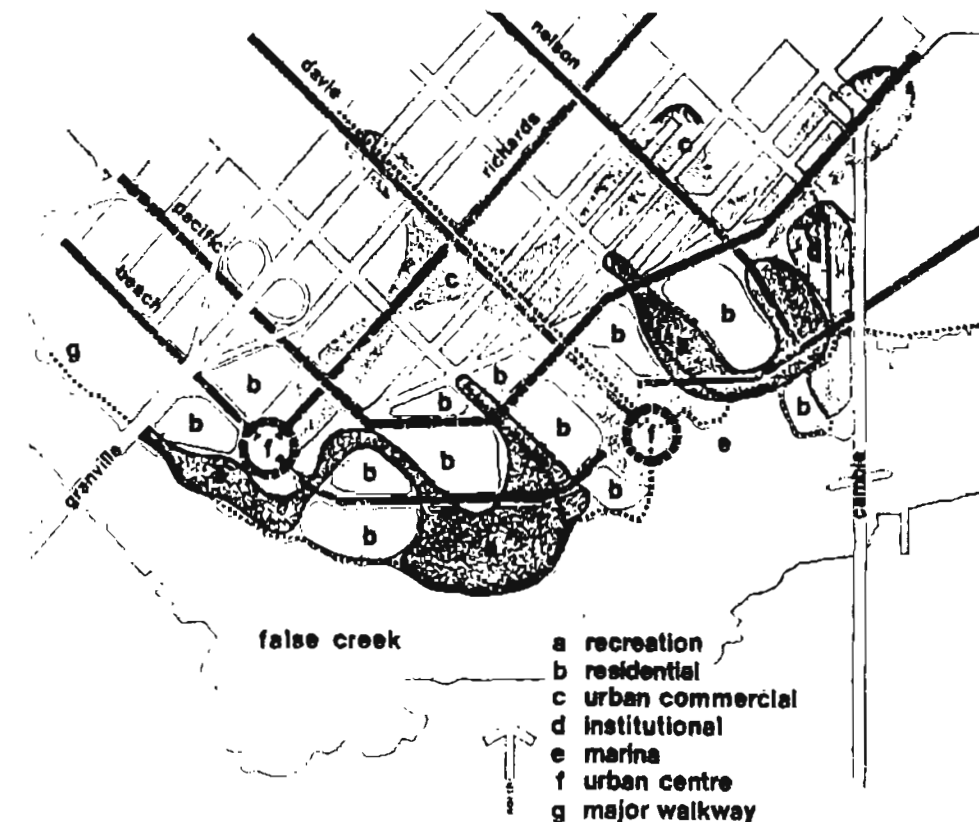
Marathon Realty and members of city council's special False Creek committee sparred for two hours Thursday, but a Marathon spokesman said the company's plan for development of the north shore of False Creek remains "in the mill."

Earlier, Marathon project planning manager John Webster, had called for direction from the committee, which in turn asked Marathon for more specifics. "It's a perfectly understandable quandry we all share," Webster said. "The scheme is in the mill and the mill has promised to react."

Marathon officials came out of the meeting saying they feel they still can justify a population of 9,000 on 95 acres on the north side of the creek.

Ald. Walter Hardwick, committee chairman, said he feels the density should be trimmed to something closer to 8,000. Thursday presentation was a rebuttal of plans unveiled last November.

But Webster, while saying Marathon could make provisions for some subsidized housing, made it clear that



Map shows Marathon Realty development proposals for False Creek

"False Creek cannot be all things to all people... the low-income housing shortage in the region cannot be solved by False Creek redevelopment

nor can a city-wide shortage of park space be solved in False Creek.

Webster said the north side of the creek relates more to

the West End and the downtown area than to the south side of the creek.

But Ald. Selty Pendakur and Ald. Mike Harcourt

weren't so sure and were openly critical of some aspects of the Marathon proposals.

The Marathon plan calls for a major east-west street link between Pacific and Beatty. Council wanted assurances that anything done in the way of traffic circulation would take into account the possibility of a rebuilt Cambie Bridge.

Hardwick sought and got assurances from Webster that Marathon plans to build housing concurrently with development of a marina and the new city college.

Other elements of the present Marathon plan are that highest density and height will be along Davie and Richards, with the highest structures to be 24 storeys only 25 per cent of the structures will be higher than six storeys and about 80 per cent of the total units have views of water, skyline or mountains.

About 55 per cent of the development would be open space. Nelson street would terminate in a college square and Helmcken, Drake, Homer and Pacific streets would terminate in park strip extending to the waterfront.

Proposed Development for the North Shore of False Creek, 1973

FIGURE 8-4

redevelop remaining False Creek lands and the Fairview Slopes for a combination of high density residential and commercial uses. 6/

Part of the criteria in assessing each of these options was their impact on the future of downtown. Preparation of a downtown plan was underway and any development decisions relating to an adjacent area as large as False Creek would have major future implications. The Planning Department's summary assessment of the impact of each option on downtown is presented in Table 8-5.

By the time the public brochure on the five options was distributed (in January, 1970) the residential option had become the most widely favoured. The only remaining question was how much parkland should be set aside. The setting of goals and objectives for what would become the False Creek Neighbourhood began in earnest in 1970. Many of the eventual features of the south shore redevelopment plan were first proposed and discussed in 1970. The development concept which turned out to be closest to what was actually implemented was Concept #2, the substantially residential option with some parkland (see Figure 8-6).

In a January 1970 City Council meeting the use of the site for subsidized housing was put forward. Alderman Art Phillips, who would be elected mayor in the 1972 election, presented a motion stating that "if and when the City's land on False Creek is developed for residential purposes, provision be made ... for the inclusion of a significant amount of low cost, public, private and senior citizens housing." The motion carried without too much debate. Phillips' motion represents an early statement of the concerns of some members of council that any residential development of the city-owned lands include a substantial social housing component, something which they were convinced the Marathon proposal for the north shore would not include.

The False Creek Policy Plan, 1970. Also during January 1970 the City Council for the first time formally requested that development plan options be prepared for the entire False Creek basin. In April 1970 City Council formally resolved to eliminate from consideration industrial uses. The False Creek Policy Plan which the City Planning Department prepared, recommended that "residences will comprise a significant portion of new development ... Population of this plan area at full development is estimated at 45,000 people living in approximately 28,000 dwellings." It should be noted that this recommendation related to the entire False Creek basin, not just the city-owned portion of the south shore. The very high density reflects the thinking of the then majority of pro-growth council members who, unlike the TEAM council members who would be elected in 1972, had no problem accepting the pattern of a traditional private sector high-rise, high density approach to development.

6. Ibid.

FIGURE 8-5

The Five False Creek Development Options:

Their Potential Impact on the Future of Downtown Vancouver

FALSE CREEK CONCEPTS RELATED TO
DOWNTOWN PLANNING

Concept #1:- Accompanies a plan consciously restricting the growth potential of the downtown. By continuing a policy of industrial development in False Creek, housing and employment demands of the inner city must be met in other areas.

Concept #2:- Would encourage a single high density commercial core on the downtown peninsula. An expanded housing stock would reinforce employee preference for working in downtown. The availability of employees would encourage potential office staff employers to locate downtown. Vancouver could become the "executive city" of the Canadian west.

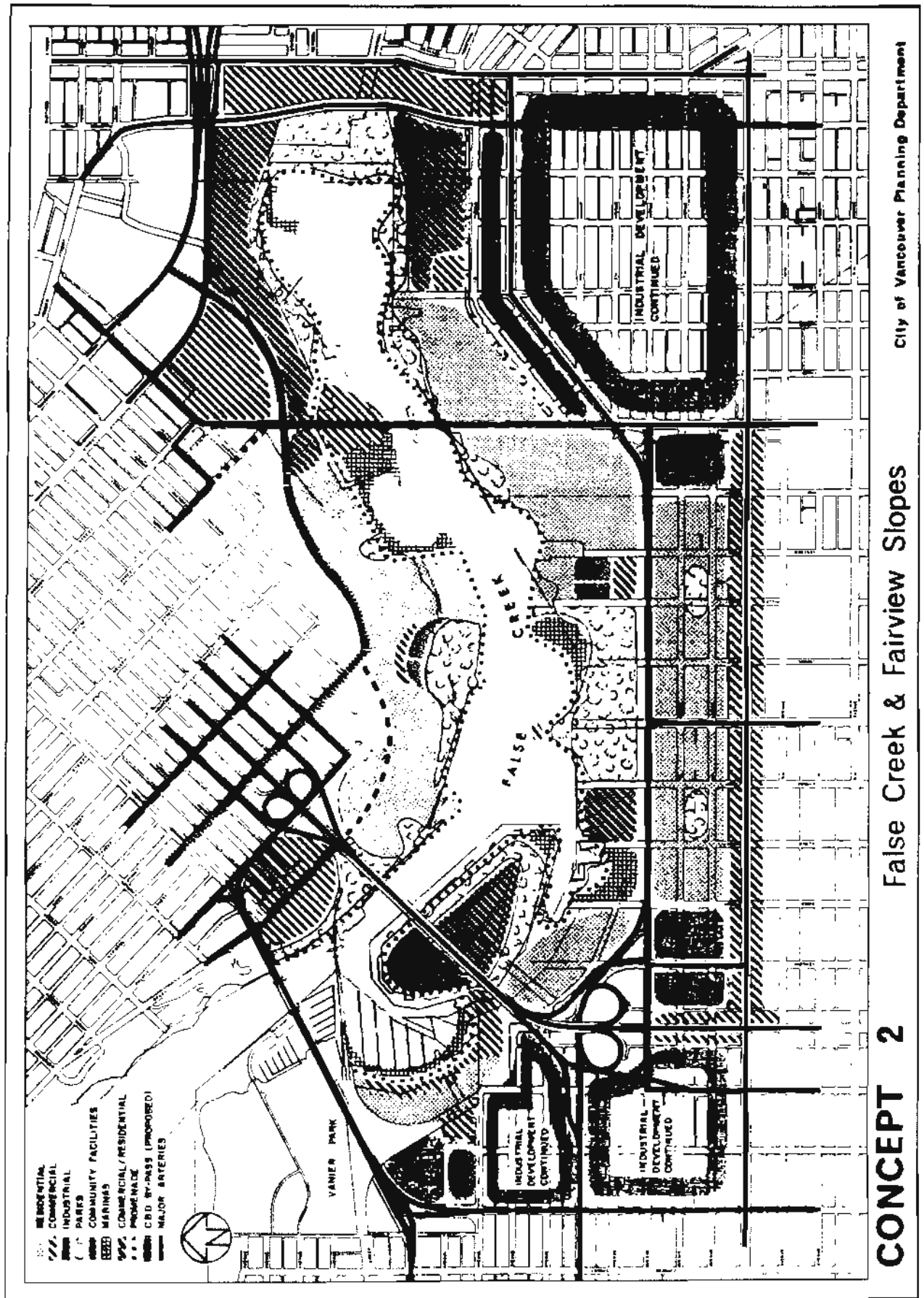
Concept #3:- The False Creek area would partially meet the housing demands of downtown for the near future. Greater numbers of employees would have to travel to the downtown from outlying parts of the metropolitan region.

Concept #4:- Development of an "executive city" would be encouraged as in Concept #2. The metropolitan region's offices, entertainment, cultural and administrative headquarters would be dispersed throughout the downtown peninsula and around False Creek. Meshed with it would be residential development creating an exciting urbane environment.

Concept #5:- The relationship to the downtown would be similar to Concept #4 excepting that the potential of tourism would be very greatly enhanced. This concept has the added advantage of providing for the open space requirements for many future inner city residents.

FIGURE 8-6

False Creek Development Concept #2 as Proposed in 1970



That a general consensus was emerging by early 1970 regarding the general character of the goals and objectives for the False Creek basin in general can be seen in the responses to the five development options. As summarized by the Planning Department staff, the following 12 development considerations emerged from the majority of public submissions. Most in fact formed the general criteria according to which planning and design policies were eventually made.

Highlights of Public Submissions on False Creek Redevelopment:

- Phasing-out of industry is necessary to encourage redevelopment.
- Planning of False Creek must be based on the needs of all the people. Redevelopment should provide accommodation for different income groups, age levels, and household types.
- False Creek must not become another West End. The social, recreational, entertainment and aesthetic needs of the residents must be fulfilled.
- Proper controls must be introduced so that views will be protected. This will require a radical departure from the neatly-separated land uses and necessitate a new form of thinking and legislation.
- The water area should be retained or enlarged and kept clean and free from pollution.
- The shore line should be developed to create a stimulating walkway and scenic drive all around the Creek.
- A new street pattern, in harmony with the topography, should be devised for the Fairview Slopes.
- Transportation needs must be assessed before any redevelopment occurs. The automobile, however, must not be allowed to dominate the environment of False Creek. There should be a much smaller percentage of land taken up in streets than there is now in the City. All parking should be covered or underground.
- Redevelopment of False Creek must not be based primarily on short-range financial considerations, but rather on the long-range environmental impact upon itself and the region.
- A model should be built showing the various proposals outlined in the concepts.
- An international design competition is suggested to achieve the maximum potential for this area adjacent to the centre of Vancouver.

--A joint public/private redevelopment Agency is required if the potential integrated development, combining public and private uses of False Creek, is to be realized. 7/

By 1970, therefore, the industrial use of the basin had been formally rejected and general agreement was emerging that residential and recreational land use should replace the existing industries. Furthermore, agreement began to emerge on such basic objectives as socially mixed housing, a rejection of high rise buildings, the protection of views, the recreational use of the water, a restriction on automobile usage within the site, and an emphasis on quality design and sensitive environmental considerations.

Preliminary Site Planning and Design Studies. In November 1971 City Council approved the appointment of Thompson, Berwick, Pratt and Partners (TBP&P) as design and site planning consultants. Responsibility for the development of overall planning policies for the area remained with the City Planning Department. The False Creek Study Group (FCSG), consisting of the consultants and the Assistant Director of Planning, was established to act as a liaison between the city's policy development activities and the more detailed consultants work. In 1971 and 1972 both the Planning Department and TBP&P produced a number of planning studies (see the False Creek bibliography in Chapter 13) which culminated in the False Creek Proposals report of April 1972.

The design guidelines and recommendations presented in the False Creek Proposals began to give shape to the nature of the eventual south shore residential development. Table 8-7 contains a summary of the recommendations. The urban design guidelines focused on seventeen subject areas, such as water, regional parks, housing, pedestrian streets, neighbourhood enclaves and community facilities. The guidelines were derived by application of "pattern language" technique. "In a pattern," the report states, "the problem and solution are discussed in general terms. In this way each can give rise to a wide range of applied solutions." 8/

The objective of the pattern technique used by the consultants is to provide a general framework capable of guiding the specific design of the site and buildings. Christopher Alexander, one of the main proponents of the use of this pattern technique in design, defines a pattern as

any general planning principle, which states a clear problem that may occur repeatedly in the environment, states the range of contexts in which this problem will

7. City of Vancouver Planning Department (1970) Report on Sub-missions -- False Creek Brochure, pp. 3-4.

8. False Creek Study Group (1972) False Creek Proposals, Report 4 and 5, April, p. 38.

**Summary of 1972 False Creek Redevelopment Recommendations
As Proposed by the False Creek Study Group**

Summary of Recommendations

The following statements are a composite of the resolutions of part three, the proposals of part four and the strategies of part five.

RECOMMENDATION 1

Regional mass transit corridors should cross the False Creek Basin close to the existing bridge alignments.

RECOMMENDATION 2

Local transit to the Central Business district should be via loop extension from the downtown system or via shuttle bus. Local transit within the planning area should be by mini-bus in the early phase.

RECOMMENDATION 3

Vehicular access to the planning area should be a level crossing at Ash Street at the east, and 3rd and 4th Avenue if necessary in the west in the early phase. Access in later phases should be by grade separated overpass near Ash Street, and an underpass near Hemlock Street.

RECOMMENDATION 4

Pedestrian networks should be extensive and should overpass 6th Avenue at two major crossings coordinated with park areas.

RECOMMENDATION 5

Community structure is to a large extent created by the presence of two bridges, the water's edge, and Broadway. The existence of 6th Avenue should not be allowed to threaten this structure.

RECOMMENDATION 6

The general disposition of high, medium and low density buildings should result in an amphitheatre form with density and height increasing at the south and toward the east and west near the bridge heads.

RECOMMENDATION 7

Commercial activity should be concentrated at two "nodes", one approximately at the foot of Alder Street, the other at the foot of Heather Street.

RECOMMENDATION 8

Community facilities should be coordinated between open space and commercial activity.

RECOMMENDATION 9

Open space should be recognized in many forms. Water, land, parks and streets should all qualify in an integrated system.

RECOMMENDATION 10

Marinas should be controlled so they do not obliterate the surface of the water. The automobile parking associated with marinas should be prohibited at the water's edge.

RECOMMENDATION 11

Urban noise is a problem which could effect the marketing of residential space, and therefore should be accounted for in early planning stages.

RECOMMENDATION 12

6th Avenue should be maintained at four lanes by restricting access to one crossing (at Ash Street) and by the eventual provision of a vehicle underpass near Hemlock Street, and two pedestrian overpasses, one at Alder and one at Oak.

RECOMMENDATION 13

The Railway Companies should be asked to withdraw operations on the central south side. If this is not possible, the right-of-way should be moved south to avoid the alienation of land and to facilitate the overpass constructions.

RECOMMENDATION 14

The Development Plan should be as shown in part four being the composite of plans for Land Use, Water's Edge and Marinas, Movement, Open Space, and Population Distribution.

occur, and gives the general features required by all buildings or plans which solve this problem. In this sense, then, we may regard a pattern as an empirically grounded imperative, which states the preconditions for healthy individual and social life in a community. 9/

Each pattern, therefore, is to be a statement of a general planning principle "so formulated that its correctness, or incorrectness, can be supported by empirical evidence, discussed in public, and then, according to the outcome of these discussions, adopted, or not, by a planning board which speaks for the whole community." 10/

The patterns developed by TBP&P were eventually almost fully adopted as the design guidelines for the south shore residential redevelopment. The design problem both the city and its consultants faced was that they essentially had a clean slate: a large district relatively isolated from the development around it. Hence one could not adopt a design pattern by continuing or extending the features of the adjacent areas. The patterns developed by the consultants provided an agreed upon basis from which the detailed site plans and building designs would emerge.

The patterns proposed in April, 1972 proved to be general enough to allow a great deal of freedom in the eventual design of each phase of the redevelopment of the south shore of False Creek yet they did contain specific enough statements which clearly eliminated numerous possible options. For example, the following excerpts clearly specify that False Creek residential development should be socially mixed, that family units should not be in highrise buildings, and that housing units should be grouped into neighbourhood enclaves, rather than in the traditional grid or as isolated buildings scattered on the site.

Neighbourhood Enclaves

The homogenous character of cities kills all variety of life styles. Arrange urban land to form many small enclaves of residential land, separated from one another by swaths of non-residential land (parks, schools, major pedestrian streets, commercial) which form the enclave boundaries. Make the enclaves really small, perhaps no more than 500 feet across.

9. C. Alexander (1975) The Oregon Experiment, N.Y.: Oxford University Press, pp. 101-102

10. Ibid., p. 101.

Household Groupings Limited

If there are not enough similar household types in a neighbourhood then their life-style will not be supported, but if there are too many similar household types the neighbourhood may become a ghetto. Place upper and lower limits on the number of contiguous household types so that distinct life-styles can be supported without the creation of ghettos.

Three Storey Limit for Families

Limit family accommodation to three storeys and exceed two storeys only when absolutely necessary. Main living areas should never be beyond 15 feet of the ground plane, and always easily accessible to the ground, both physically and visually.

Building Height/Width Ratio

Large slab like high rise structures block out everyone's view and totally dominate the pedestrian below. Allow lower building levels of less than three storeys to be relatively continuous with the ability to wrap around, and restrict higher levels to more pointal forms. 11/

Figures 8-8 to 8-11 provide an example of how the pattern approach was presented and described by the False Creek Study Group's consultants.

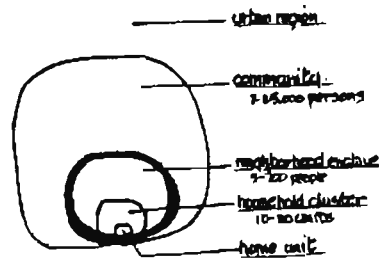
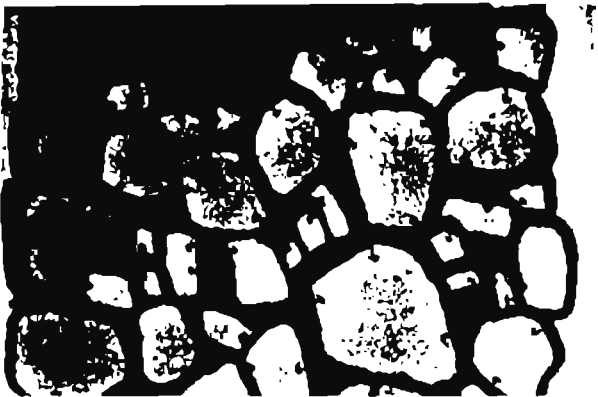
The patterns recommended by TBP&P were almost completely adopted by City Council and were later included as part of the Official Development Plan for the False Creek basin. They formed a major portion of the design objectives for redevelopment of the city owned south shore. The only remaining question was the amount of residential development and the amount of parkland.

Municipal Elections, 1972. The final resolution of this land use debate came after the civic election of December 1972. Until then, the Parks Board and members of City Council's majority Non-Partisan Association (NPA) were still promoting a substantially recreational use for the site with only a minimum of housing, and not necessarily social housing. The election of a majority of Council members from The Electors Action Movement (TEAM) settled the debate. TEAM had included in its election platform the promise that they would begin building socially mixed housing in False Creek within two years. On December 13, 1972 TEAM candidates swept the

11. False Creek Study Group (1972) Urban Quality: The Patterns.

FIGURE 8-8

Design Concept Proposals for Neighbourhood Enclaves

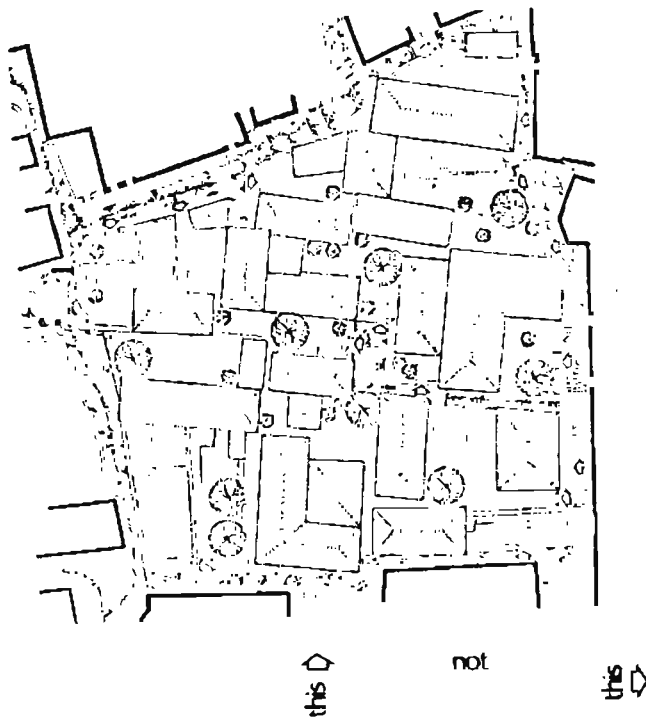


2.7 Neighbourhood Enclaves

NEIGHBOURHOOD ENCLAVES

The homogeneous character of cities kills all variety of life styles.

Arrange urban land to form many small enclaves of residential land, separated from one another by swaths of non-residential land (parks, schools, major pedestrian streets, commercial) which form the enclave boundaries. Make the enclaves really small, perhaps no more than 500 feet across.



NEIGHBOURHOOD SHAPE

Small residential areas which are long and thin never seem to allow enough communal feeling to become neighbourhood.

To promote common awareness in residential areas, shape all neighbourhood enclaves so that they are basically round. Ensure that the length is never more than twice the width.



FIGURE 8-9

Design Concept Proposals for Pedestrian Streets

2.8 Pedestrian Streets

PEDESTRIAN PATHS ARE EXPANDING LOOPS

Any path which does not lead anywhere will not be used. Yet direct paths offering no diversity of involvement are monotonous.

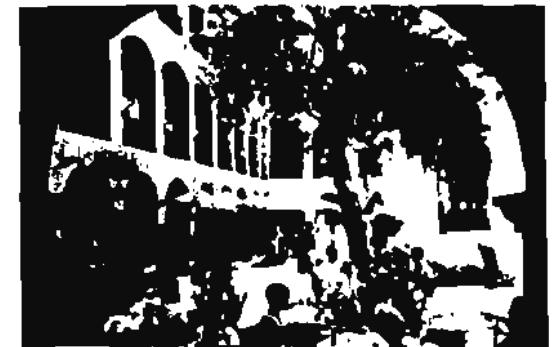
Shape and locate pedestrian streets and paths so that they form a series of expanding loops: such that no path is a dead-end and each leads into a smaller and a larger path.



PEDESTRIAN ACTIVITY FOCUS

A pedestrian path network that is too dispersed never draws people together, but a network where all of the activity congregates in one place is usually too inflexible to invite growth and change.

Create one major central place in each community where people can come together and can orient themselves to the activities around. Make major pathways converge at this node and ensure that the highest and most public concentration of activities occurs here.



STREETS TO STAY IN

Pedestrian streets should be for staying in, and not just for moving through the way they are today.

Make pedestrian streets subtly convex in plan, with seats and galleries around the edges and by narrowing of the path at both ends.

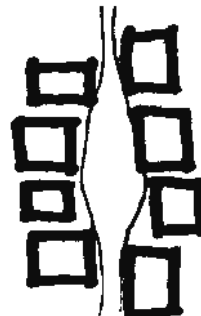


FIGURE 8-10

Design Concept Proposals for Local Parks

2.9 Local Parks

COMMUNITY PARKS INTERWOVEN

Community parks need a balance of other facilities relatively near them to function as everyday places in community life.

Locate parks and open areas to form a balance to community facilities so that the park and other community facilities open for community participation, can be seen together.

HIERARCHY OF OPEN SPACES

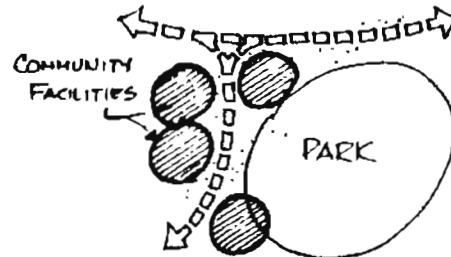
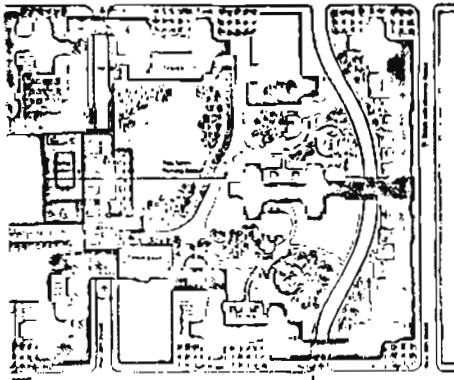
People feel more comfortable if they can move from a small space to a large space easily, or vice versa.

Place smaller more intimate spaces around buildings and let them lead out into the larger spaces.

NEIGHBOURHOOD PARK

If there is not a park within a short walking distance of every home, then many people who want to use a park will not get the chance.

Near the center of every neighbourhood enclave, leave free an open space of about two acres for a neighbourhood park, the exact nature of which will be determined by the people living in the enclave.



NEIGHBOURHOOD ENCLAVE

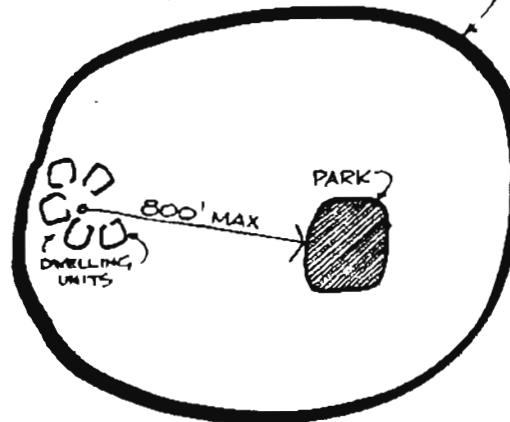


FIGURE 8-11

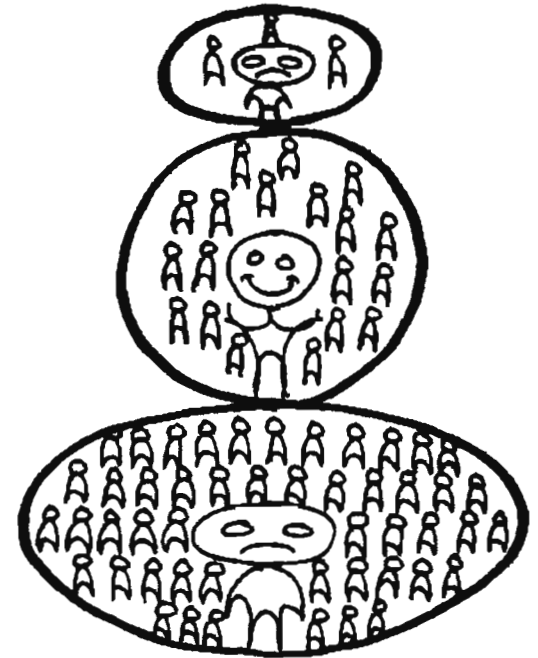
Design Concept Proposals for Housing

2:11 Housing

HOUSEHOLD GROUPINGS LIMITED

If there are not enough similar household types in a neighbourhood then their life-style will not be supported, but if there are too many similar household types the neighbourhood may become a ghetto.

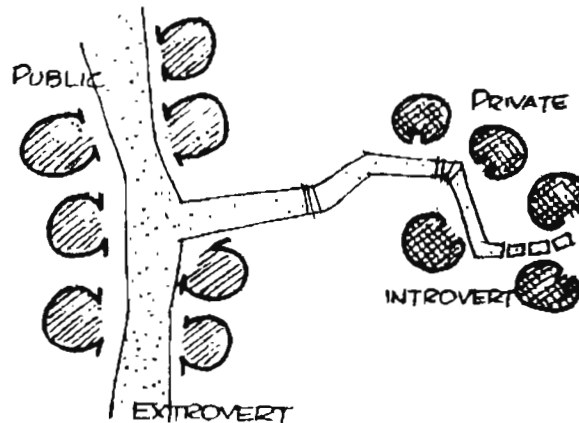
Place upper and lower limits on the number of contiguous household types so that distinct life-styles can be supported without the creation of ghettos. The separation between each grouping can be effected by introducing other household types, or physical elements such as public open space, a garden, a local road, entrance orientation, etc.



DEGREE OF PUBLICNESS

Some people want to live where the action is. Others want more isolation.

Give homes in different parts of any local urban area markedly different degrees of exposure to pedestrian circulation and activity, according to their distance from services. Those nearer to services should front onto wide through pedestrian paths and be extraverted in character, whereas those homes further away from services should be reached by narrower and more devious paths, and be more private and introverted in character.



THREE STOREY LIMIT FOR FAMILIES

The life and activities of a family cannot be adequately accommodated in a home unit high off the ground.

Limit family accommodation to three storeys and exceed two storeys only when absolutely necessary. Main living areas should never be beyond 15 feet of the ground plane, and always easily accessible to the ground, both physically and visually.



more business oriented NPA out of office. TEAM's mayoral candidate Art Phillips received close to 80% of the mayoral vote and TEAM captured eight of the ten City Council seats. In addition, TEAM candidates won four out of seven seats on the Parks Board.

False Creek itself was never a major issue in the campaign. Rather the overall philosophy towards policy making about development and redevelopment was a central issue in the campaign. The use of False Creek land for housing reflected TEAM's belief that municipal resources should be used to deal with current social needs, in this case housing. One of the key proponents of False Creek residential development was Walter Hardwick, a member of City Council and a geography professor at the University of British Columbia. In a 1972 book on Vancouver, Hardwick points out the difference in approach between the NPA and TEAM. Previous civic officials, he wrote, were often "representative of those businessmen in Vancouver who associated civic growth with the expansion -- within the city itself -- of extractive industry and improved transportation services." ^{12/} TEAM, on the other hand, held a different view of Vancouver's future. "It became clear," Hardwick wrote,

that the future of the inner city was to involve activities other than industry, and that the core could prosper without making the whole region totally dependent upon it. In neighbourhoods both within the city and beyond, increasing numbers of residents were refusing to have their environment exploited to benefit entrenched capitalists. ^{13/}

TEAM was not against development but represented a different view of the direction Vancouver should be taking. The fact that most voters also agreed gave TEAM a relatively free hand to develop False Creek as they wanted, i.e., as a medium density socially mixed new neighbourhood.

8.3 Approval of the False Creek Redevelopment Policies

After the 1972 election the final goals and objectives for the redevelopment of False Creek were quickly developed. The new TEAM majority on City Council were in substantial agreement with one another over the goals and objectives for the site. It became simply a matter of working out the details in order to allow the start of construction as quickly as possible.

Through the first half of 1973 the City Planning Department's False Creek Team (which was established in October 1972) reviewed all False Creek research to date, recommended social mix criteria and issued a set of

12. W.G. Hardwick (1974) Vancouver, p. vii.

13. Ibid., pp. viii, ix.

draft policies. ^{14/} The policies were derived from the TBP&P patterns and from various Council resolutions and citizen submissions going back to 1970. An example of an October 1972 public information brochure on False Creek is presented in Figure 8-12.

On November 20, 1973 City Council approved the Planning Department's recommended policies with minor amendments. Once formally adopted, these policies permitted the detailed planning and design process to accelerate. The policies subsequently became the basis for establishing zoning and other development criteria and for assessing specific first phase development proposals.

The clear statement of land use policies was important because they not only applied to the city-owned lands, but to all the land around the False Creek basin. As such, the policies put the senior levels of government and the private land owners on notice that the City of Vancouver had a reasonably clear idea of what should happen in the basin. Most importantly, the city itself began implementing its policies on the land which it owned. Unlike most other land use issues, the False Creek basin was not left by the city to the traditional zoning bylaw approach. The False Creek policies set out clear objectives regarding the kind of development the city expected. Some of the more basic policy objectives were the following:

Residential Land Use:

- As a basin wide objective accommodation for the following household types should be provided: families with children 25%; couples (young and mature) 25%; elderly 15% and singles 35%.
- The population mix as reflected in the Greater Vancouver Region be adopted as a basin wide objective.
- Ownership of residential units should be encouraged.
- Population mix should not unduly emphasize one class or age group.
- Residential population of the entire basin should not exceed 30,000.
- Residential development should be grouped to afford a minimum area occupied by streets and provide ample open space between building complexes.
- The development criteria (The Patterns) are a basis for development.

14. City of Vancouver Planning Department (1973) False Creek Policies, November.

A PUBLIC INFORMATION REPORT...

From

THE CITY OF VANCOUVER

FALSE CREEK

OCTOBER 1972



VANCOUVER CITY HALL, 483 WEST 12TH AVENUE VANCOUVER 10, B.C.

Guidelines for development

City Council has adopted a number of important guidelines for the development of False Creek.

- total population around the Creek (north and south sides) should not exceed 30,000. Population in the 85 acres the City owns between Granville and Cambie bridges would be about 5,000.
- the population should be mixed, providing accommodation and facilities for people of all ages and varying incomes.
- ample public open space for parks, community areas etc. should be provided. In the City's 85 acres, 35 acres would be public parklands. Open water, marinas and school playgrounds would provide additional public recreational areas.
- all developers will be required to donate 2 acres for public use for every 1,000 people in their projects.
- the waterfront around the entire Creek

should be public property with easy access provided for pedestrians.

- the total water area of the Creek existing at January 1972 - 240 acres - should be maintained. If the shoreline is changed in some places by filling an equal area should be excavated. If filling and excavation does take place it will be to create a more interesting shoreline, with small bays, 'water parks' and marinas.
- residential buildings may include other uses; small community shops and facilities such as day care centres.
- there should be continuous pedestrian walkways throughout the area and vehicles should be restricted. There should be no through streets.
- viewpoints and 'view corridors' should be provided.
- industries east of Cambie bridge may continue in operation providing they do not adversely effect the new development west of the bridge.

Small Residential Communities

The recommended plan prepared by the Study Group calls for creation of a number of small residential communities on the City lands surrounded by parkways. Each would focus on a mini-park and landscaped pedestrian areas where people can meet, sit and talk or just watch the people go by. Each community would be generally circular in shape rather than long and narrow.

A Place for Living

The Study Group reported that "the willingness of people to live in False Creek is strongly related to how well the City plans and ensures that the area will be an attractive residential development.



Residential structures should be designed to ensure privacy and maximum natural light and units in multiple housing should have their own character. Avoid 'apartment slabs with cell-like windows'. Most should not exceed three storeys.



Life on a Rooftop

On flat roofs, gardens, natural vegetation, decks and colorful awnings should be encouraged. Views of the immediate community and of the distant mountains or sea should be provided for residents.

A Place for Wheels

To reduce accidents, create T-junctions; to improve amenities in areas where cars are allowed, provide local roads that form loops; prohibit through streets. Most parking would be underground. Buses and new types of transit services would connect False Creek with downtown. Special routes should be provided for bicycle riders.

A Place for Feet

This would be a development where the pedestrian, not the automobile, dominates. A network of pedestrian streets or walkways would link the communities along the Creek.

No cold and lifeless concrete plazas... Instead, open areas where nearly half the space could be in trees, grass, landscaping or its natural state. Make it possible for small children to reach each other to play, without crossing a street.

The Waterfront

"Even a beautiful and fortunate feature such as a waterfront walk can be spoiled and made uninviting if it is without variety and interest.

"Create a variety of experiences along the waterfront walk by varying the treatment of the water's edge, by changing the walk's direction, width and elevation, by pulling the walk back from the water occasionally and by changing vistas along it. Encourage a variety of facilities and activities.

"... walking or sitting along the water's edge on a sunny day is a pastime enjoyed by many people of all ages. When buildings cast lengthy shadows over waterfront walks much of this pleasure is destroyed.

"Pull back buildings far enough so their mid-winter shadows fall short of the walk. At frequent intervals along the walk create sunny pockets of varying sizes where people may sit and linger in the sun and overlook the water.

"... people do not like to use outdoor seats that are exposed to wind and overlooking nothing in particular. Place outdoor seating where the sun shines, protected from winter winds and overlooking areas of activity or with a pleasant view."

(Study Group report)

A Place for Shops

A local convenience store, where you can buy a loaf of bread, a quart of milk, an ice cream cone, should be located within 1,500 feet of all residential units. Ideally, they should be situated at points of greatest pedestrian traffic... at a corner on a pedestrian walkway. Larger commercial facilities, like supermarkets should be controlled and designed to blend into the rest of the neighborhood. Some marine-oriented commerce would be encouraged.

Special routes for bicycles.



..... A PLACE FOR PEOPLE

FIGURE 8-12 (continued)

False Creek Public Information Brochure, 1972

DO SOMETHING... ANYTHING!!

Over the years many views have been expressed as to what should be done with False Creek:

- fill it in
- develop it with marinas and other facilities
- pave the whole thing
- get rid of the railways
- make it part of a highway and rail system
- develop it as an industrial park
- make it a showplace with promenades, waterside restaurants etc.
- reserve it for fishboats and develop a 'Fisherman's Wharf'
- get rid of industry
- build low-cost housing
- develop the whole thing as a park
- leave it alone
- DO SOMETHING... anything

The City owns 100 acres on the south side of False Creek, 85 of which it acquired in a land swap with the Provincial Government in 1967. The 85 acres are located on the waterfront between the Granville and Cambie bridges.

In 1968 the City Planning Department produced a report on five possible concepts for the future role of False Creek and invited public reaction. There was a lot of reaction. About 40 briefs were submitted, almost all of them urging the phasing out of industrial uses in the Creek and the introduction of residential and recreational uses.

The 'False Creek Study Group', composed of private consultants and city officials was established in January, 1971 to prepare a development plan for the City-owned lands while at the same time looking, in general terms, at development policies for all the lands surrounding the Creek.

In North America many cities are spending vast sums simply to create water inlets or lakes around which to build new communities and provide additional amenities for the general public. In False Creek we already have the primary asset.

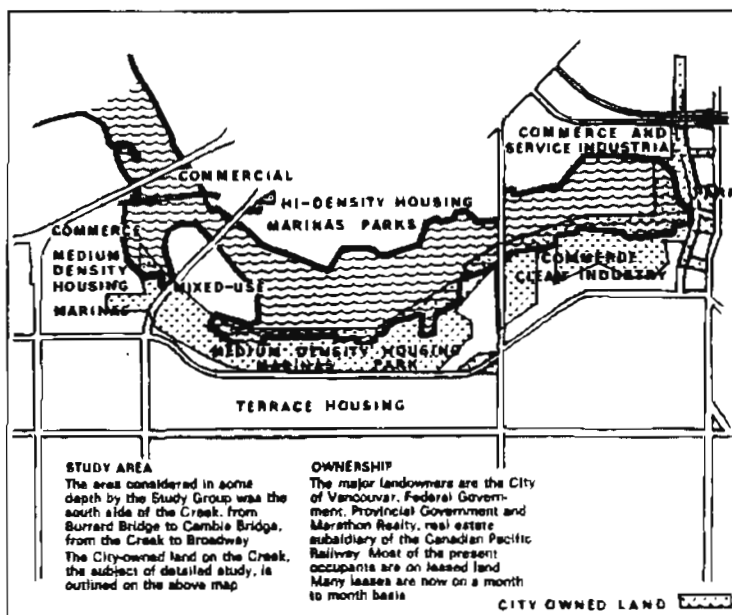
The purpose of this Report

False Creek has been an eyesore for decades. It has been the subject of countless proposals, most of them unkept. In the last few years, though, things have been happening in False Creek. On the north side a private developer is proceeding with plans for a major project. On the south side the City has embarked on a far-reaching program.

This report outlines present plans for the south side of the Creek, particularly for the City-owned lands. It explains what is proposed, how the plan would mesh with the surrounding areas, what it would do for the City. There are some new ideas here, some you might like and others that you might not.

This is your opportunity as citizens to present constructive and responsible opinions.

This is the first time the City has produced a report of this type for general public distribution. It's an experiment. If successful there will be others on issues of special public interest.



This is the area - bounded by Sixth Avenue, Cambie Bridge, Granville Bridge and False Creek - that the City hopes to change to residential and recreational uses.

Its History

Only 100 years ago False Creek was the edge of town, a wild, outlying area. Logging was taking place on the Fairview Slopes and test holes were being sunk for coal. In the fire that leveled the city in 1886 the Creek waters became a place of safety.

About 60 years ago the Creek extended east of Main Street nearly to Clark Drive. As the City grew the demand for close-in water-front industrial sites increased. The eastern end of the Creek was filled to provide new railway yards. Sewmills became a familiar sight.

In the last 25 years much of the old industrial development has been replaced. Many plants no longer need the special facilities of earlier days.

Some light, clean industrial uses are likely to remain in the area between Cambie Bridge and Main Street. But the days of noisy, smoke-belching industries in False Creek are pretty well over.

Today False Creek is no longer the edge of town. It's virtually a part of Vancouver's bustling downtown core.

Open Space:

- The standard of 5.81 acres of park per 1,000 of population be used in the False Creek basin.
- Public waterfront access should be retained around the entire creek and around Granville Island so as to connect the English Bay beach area with Vanier Park.

Commercial and Industrial Land Use:

- Wholesale and distribution industries are judged compatible and need to be adjacent to downtown and should be principally east of Cambie Street, and preferably east of main street.
- Existing industries may continue operations, provided they are compatible with overall creek development.

Transportation (Vehicular and Pedestrian):

- All possible efforts should be undertaken to ensure the maximum diversion from the private automobile to transit.
- Existing arterial streets will be maintained to meet the needs of existing and projected traffic.
- Collector roadways (in the development areas) must not disrupt the community, nor encourage automobile usage for trips made entirely within the False Creek basin.
- Parking should be covered and out of sight in pedestrian and other high amenity zones.
- An extensive network of pedestrian walkways and bicycle paths should be provided.
- Major rail facilities should be removed as soon as possible. 15/

In addition to adopting these policies City Council also approved a conceptual development plan for Area 6 (the city-owned south shore).

By November 1973, therefore, the basic guidelines for the redevelopment of the False Creek basin and for the creation of a new residential neighbourhood on the south shore were complete. The policy objectives adopted by Council were in fact fully implemented in the City's redevelopment-

15. Ibid.

ment of the south shore. The city also did its best to impose the policies on the redevelopment of privately owned sites adjacent to its site. The Province, which acquired the north shore from the CPR's Marathon Realty in 1980, is exempt from any municipal land use regulations or policies. It remains to be seen to what extent the Provincial government's redevelopment of the north shore will conform with city policies.

8.4 Achievement of the False Creek Goals and Objectives

How well has the City of Vancouver and its False Creek Development Group been able to achieve the overall goals and objectives established for its redevelopment of the south shore of False Creek? On the basis of most any evaluative criteria, and especially on the basis of comparing the actual results of the redevelopment plan with the policies developed ten years earlier, it can only be concluded that Vancouver has been very successful.

The policies outlined in the 1973 False Creek Policies report, which were adopted and incorporated into the 1974 Official Development Plan for the False Creek basin (the ODP is discussed in the next chapter), have been virtually fully implemented. This includes the most difficult objective -- the population mix. It is relatively easy to carry out policies defining the general physical characteristics of a project, such as the amount of and characteristics of open space, land use categories, vehicular and pedestrian access and built form, but it takes a great deal of planning to achieve social objectives, especially social mix.

Results from the 1981 census offer the first opportunity to review the social mix characteristics of False Creek. This is possible because the area is treated as one census tract in which there are no other residents than those living in the new False Creek Neighbourhood. At the time of the census the city's redevelopment of the south shore was 42 percent complete. A total of 2,571 people were living in 1,175 households. Residents had occupied their units for five years or less. All of Phase 1 was completed and part of Phase 2 at the time the 1981 census was taken.

Figure 8-13 provides the findings of the comparison of the social mix objectives with the 1981 census information. The figures indicate that the city has been very successful in meeting the social mix objectives. The objectives specified that the population and income mix should not unduly emphasize any one class or age group. The population age and income mix of the Greater Vancouver Region was selected as the criteria for defining what the mix ought to be. This decision was not based on any objective or scientific assessment of what is a good social mix (if this were indeed possible) but simply on the basis that people of all age and income groups should have access to the site. The city did not want to design the neighbourhood for only one social group. Most new inner city developments were excluding low and moderate income groups. The city wanted to avoid this without creating a low income "ghetto."

The household mix finally adopted as the objective was the following:

Families with children	25%
Couples	25%
Elderly	15%
Singles	35%

As the tables in Figure 8-13 indicate, these social and household mix objectives have been achieved. The comparison with the census finds the following:

Income Mix

The False Creek profile was almost identical in 1981 to that of the city. In comparison with the region, there were slightly more low income households and slightly fewer higher income households.

Age Mix

The False Creek age profile was slightly younger than that of the city and very close to that of the region. The proportion of preschool and elementary children and younger adults of child bearing age indicates that False Creek attracted households who might have otherwise settled in the suburbs. False Creek is providing, therefore, an alternative for this age group which otherwise is generally unavailable in the city to lower and moderate income households. It appears that the affordable family accommodation in False Creek successfully attracted this age group.

Household Mix

The first phase of False Creek exceeded the family housing objectives by 13%. The singles and elderly objectives were met. There were fewer couples without children than specified by the objectives. 16/

The successful achievement of the social and household mix objectives demonstrates that it is possible to build a socially mixed community through the careful provision of market and non-market housing and a mix of tenures. False Creek contains 45% private market and 55% non-market housing units. Private homeownership units comprise 37% of the site. When co-operatives are added to the homeownership figures, on the basis that they are a form of homeownership, 66% of the site consists of non-rental units. One of the objectives was that ownership of residential units be encouraged.

16. City of Vancouver Planning Department (1983) Evaluation of False Creek Phase 1 Social Objectives, October.

Evaluation of False Creek Phase 1 Social Mix Objectives

1. HOUSEHOLD INCOME MIX:

Objective: reflect the G.V.R.D. income mix.

Results: In 1981 the False Creek South income profile was almost identical to the city profile. In comparison to the G.V.R.D., False Creek accommodates slightly more lower income households (incomes less than \$10,000) than the G.V.R.D. average, and slightly fewer high income households (incomes exceeding \$35,000) than the G.V.R.D. average. This is consistent with the City household income profile.

TABLE 1

1981 Census Household Incomes			
Income	False Creek South	City	G.V.R.D.-CMA
\$0 - 10,000	23%	24%	19%
\$10,000 - 20,000	25	26	22
\$20,000 - 35,000	28	27	31
Exceeding \$35,000	24	23	28
	100	100	100

2. AGE MIX

Objective: reflect the G.V.R.D. population profile.

Results: False Creek residents are slightly more typical of the regional than city age profile. It appears that affordable family accommodation attracted persons of child bearing age (who might have otherwise moved to the suburbs). As a result, False Creek houses a large number of first home "owners" (age 20-44). The proportion of preschool and elementary children in False Creek is similar to the region. The slightly lower proportion of older residents reflects a well documented reluctance of established households to move from familiar neighbourhoods.

TABLE 2

1981 Census Age of Population Profile			
Age	False Creek South	City	G.V.R.D.-CMA
0 - 9	12%	9%	12%
10 - 19	12	12	15
20 - 44	48	42	41
45 - 64	18	22	20
64 and older	10	15	12
	100	100	100

3. HOUSEHOLD MIX

Objective: The False Creek O.D.P. recommends a basin-wide household mix of families (25 per cent), couples (25 per cent), singles (35 per cent), and elderly (15 per cent).

Results: The first phase of False Creek exceeded the basin-wide family objective. In 1981, False Creek housed a slightly higher proportion of families than the City but a smaller percent than the Region.

TABLE 3

Household Type Objective		
Household Type	False Creek O.D.P. Objective	False Creek 1981 Census
Families with Children	25%	38%
Couples (without children)	25	14
Singles (and sharing)	35	33
Elderly*	15	15
	100	100

TABLE 4

1981 Census of Household Types			
Household Type	False Creek	City	G.V.R.D.-CMA
Families with children	38%	32%	42%
Couples (Includes Elderly*)	20	24	26
Non-Family Households Singles & sharing (Includes Elderly*)	42	44	32
	100	100	100

TABLE 5

1981 Census Household Size		
Household Size	False Creek	City
1	38%	38%
2	32	30
3+	30	32
	100	100
Average:	2.8	3.0

Source: City of Vancouver Planning Department (1983) Evaluation of False Creek Phase 1 Social Objectives.

The part of the objectives which will not be achieved are those relating to the north shore of False Creek. The objectives developed in the early 1970's came out of a very detailed planning process for the entire basin and applied to the entire False Creek basin, not just the south shore. The success of the city's south shore development proves that the objectives are achievable. The north shore, however, has since come under the ownership of the Province of British Columbia and an entirely different type of development with a different set of objectives is proceeding.

Chapter 9

The False Creek Planning and Design Process

Following City Council's adoption in 1973 of the development criteria and the set of policy guidelines for the False Creek basin as a whole, work began on the more detailed planning and design of the city-owned south shore (known in planning terms as Area 6 of the False Creek basin).

The planning and design of the first phase of False Creek proceeded very quickly. Opposition to the residential use of the land continued but was either ignored or easily defeated by the TEAM majority on Council. The major opponents were mainly the corporate business community and citizens favouring recreational use of the site. The more vocal opponents of the use of the shore shore for socially mixed housing were the Greater Vancouver Real Estate Board, the Board of Trade, the Downtown Business Association, the Vancouver Planning Commission, the Civic Non-Partisan Association, the Junior League, the Save Our Parkland Association and the Citizens' Council on Civic Development.

In a 1973 submission to City Council, for example, the Real Estate Board claimed that: "The False Creek flats are not a suitable location for a supply of family or low income housing with the necessary schools and other facilities." The Board of Trade favoured a recreational and cultural use of the site to enhance the city's "executive" image. According to the Board of Trade the site was too valuable for use as housing for the poor: "A high amenity area such as envisaged for False Creek is not a suitable site for subsidized low-cost housing." 1/

Among the supporters of the housing option were groups such as the Citizens Advisory Committee on False Creek, the Committee of Progressive Electors, the Greater Vancouver Housing Coalition, the United Housing Foundation and, most importantly, the TEAM members of City Council. It seems likely that had it not been for the election of the TEAM majority in 1972, the socially mixed residential land use option for the south shore would not have been implemented.

While the setting of the general land use goals and objectives for the False Creek basin was a long and politically controversial process, the planning and design of the first phase was more of a technical and

1. Vancouver Sun, April 3, 1974.

organizational problem. A detailed site plan had to be prepared, the zoning bylaw amended and a construction and management process worked out. All of this took slightly over one year. TEAM members of Council wanted to see construction begin as soon as possible. They were hoping that False Creek would be a showcase when Vancouver hosted the 1976 United Nations Habitat Conference and they had promised to begin construction within two years of the December 1972 municipal election. Both deadlines were missed, but not by much. Construction of Phase 1 began in 1975.

9.1 Adoption of a Conceptual Plan for the South Shore, November, 1973

At the same time City Council settled the thorny land use debate by approving the False Creek policies in November 1973, it also formally approved a conceptual development plan for Area 6. It was a controversial decision because it eliminated from consideration the recreational and institutional development option. This decision cleared the way for the preparation of a detailed site plan and a new zoning bylaw for the area.

Family Housing Development Option Selected, 1973. Consideration of site plan options had been underway since the late 1960's, especially following public discussion of the Planning Department's 1970 False Creek Development Concepts report. The early development concepts related to the entire False Creek basin. At the same time, however, the Planning Department's False Creek Team and the Special Council Committee on False Creek began to work out more detailed development concepts for the city-owned land. In November 1973 this process was concluded with the publication of Area Six: The Development Opportunity by the Planning Department. It presented four conceptual development plans (see Figures 9-1 to 9-6) and recommended the formal adoption of alternative number two (Figure 9-2), the medium density family residential option with a large public park.

The Planning Department's report recommended that Council:

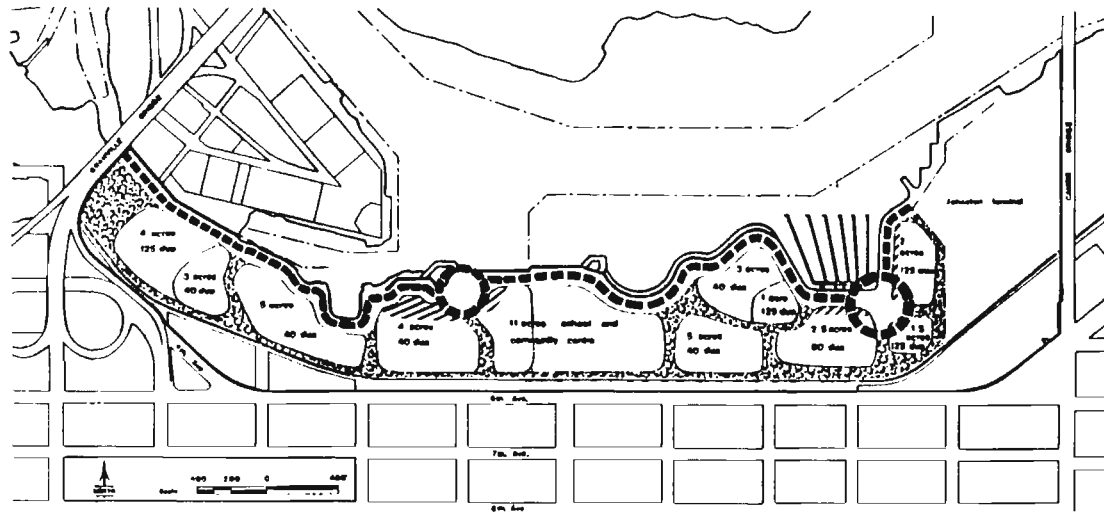
- 1) adopt as the guide for implementation the concept described and illustrated as Scheme 2 for city-owned lands in Area 6;
- 2) approve the first phase of development at the eastern end of city lands in Area 6 to include a quality development of mixed uses including marina, residential, related commercial and open space; and
- 3) approve the principle that city-owned land in Area 6 remain in the public domain. 2/

2. City of Vancouver Planning Department (1973) Area Six: The Development Opportunity, November, p. 5.

FIGURE 9-1

Development Alternative #1, 1973

development alternative 1



THE FIRST SCHEME - intensive family residential - is in principle the same as the Thompson Berwick Pratt & Partners' proposal. (It should be noted that the consultants recommended against a family content.) The priority for Area 6 is clearly stated as a residential environment. Its success depends upon the quality of the urban environment appropriate to the False Creek setting.

Scheme 1 provides the greatest amount of housing.

- estimated population	3,150
- total housing units	1,900
estimated family house holds	500 - 750

There will be the minimum of conflicts between homes and other uses since all the open spaces (and other uses i.e. local commercial, etc.) will be related to the predominant use.

With Scheme 1 there will be sufficient family content to justify adequate related facilities including schools, community facilities, etc. Furthermore, the emphasis on residential development will provide significant incentive for compatible developments in the Fairview Slopes, in Area 10 including the B.C.C.U. proposals and elsewhere in the Basin.

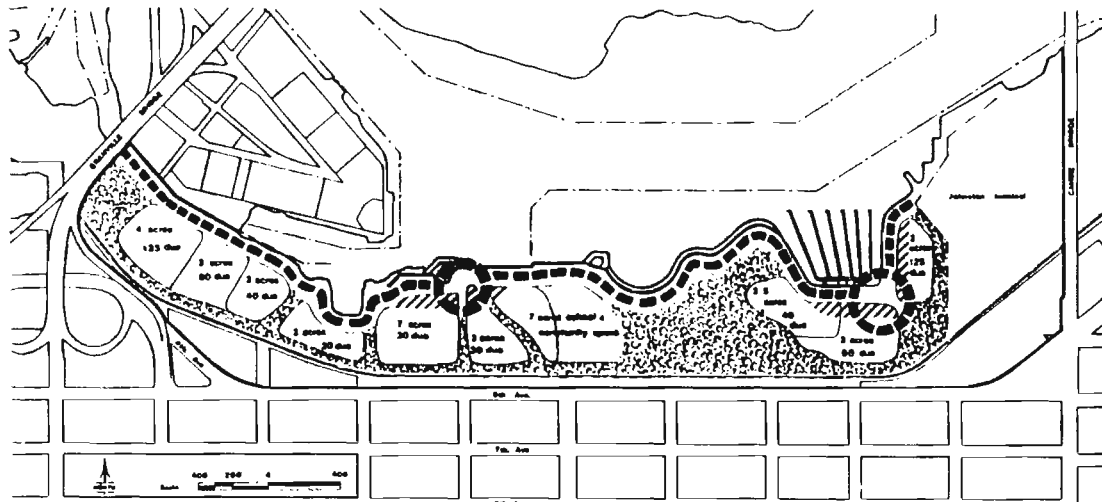
While the developments on Granville Island are not compatible with this form of use at present, adoption of this scheme would provide a maximum incentive to change. The Federal Government has demonstrated its willingness to cooperate with the City on its development program.

Scheme 1 has no major identifiable open space. This has three implications. First, it means that in order to maintain the balance of open space to development, throughout the False Creek Basin, large open spaces must be found in other sub areas. Secondly it will make the City lands and the water's edge seem less accessible to the public than can be justified by the amenity that they represent. Thirdly, there is some conflict with the family life style arising from the lack of a significant open space.

FIGURE 9-2

Development Alternative #2, 1973

development alternative 2



THE SECOND SCHEME - family residential with a significant open space - is a modification of the first which attempts to overcome its shortcomings. The opportunity for family housing is retained. It will however, be recognized that the total number of housing units etc. will be reduced as a result of giving over some of the limited acreage to open space.

- estimated population 2,650
- total housing units 1,450
- estimated family households 350

With Scheme 2 the existence of the major open space tends to make all of the lesser open spaces, in and around the housing enclaves more meaningful. It provides a focus to the whole neighbourhood. This focus is related to the other important events of the plan such as the marina and the school.

The implications to the other surrounding areas arising from Scheme 2 are essentially the same as for the first scheme. However, there is an added advantage that development opportunities in the Fairview Slopes are improved. The open space provides a broad view corridor to the water. The Fairview Slopes essentially become a part of the False Creek Basin through this means.

There remains the need in Scheme 2 for a physical connection to the Fairview Slopes. The need for costly treatment of 6th Avenue may be reduced by virtue of the careful placement of housing areas and by design controls.

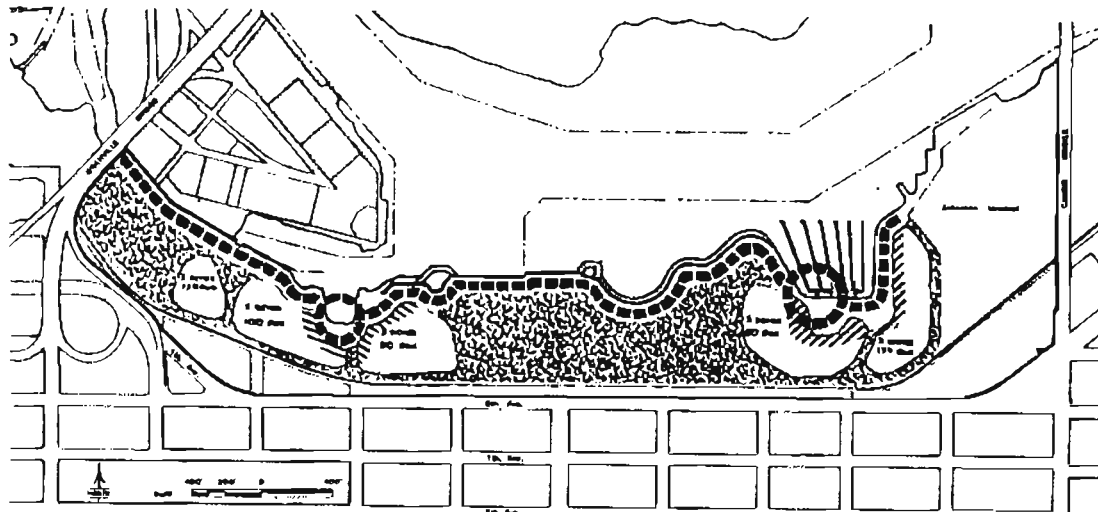
Scheme 2 still contains a sufficient number of family households to justify the inclusion of related facilities. This will be the more so, to the extent that families are accommodated in the Fairview Slopes and in Area 10.

Two important factors must be recognized. First, development will demand careful attention to detail and to quality standards. Second, the scheme is still subject to financial and other tests.

FIGURE 9-3

Development Alternative #3, 1973

development alternative 3



THE THIRD SCHEME - Open space with compact high density residential areas - is a further modification of the basic development plan as proposed by the Consultants. It shows the effect of increasing the open space to the point where it becomes the development priority. The total number of housing units and the population can remain approximately the same as in Scheme 2, but because of the higher density, the character of that population changes.

- estimated population 2,400
- total housing units 1,360
- estimated family households 100 - 150

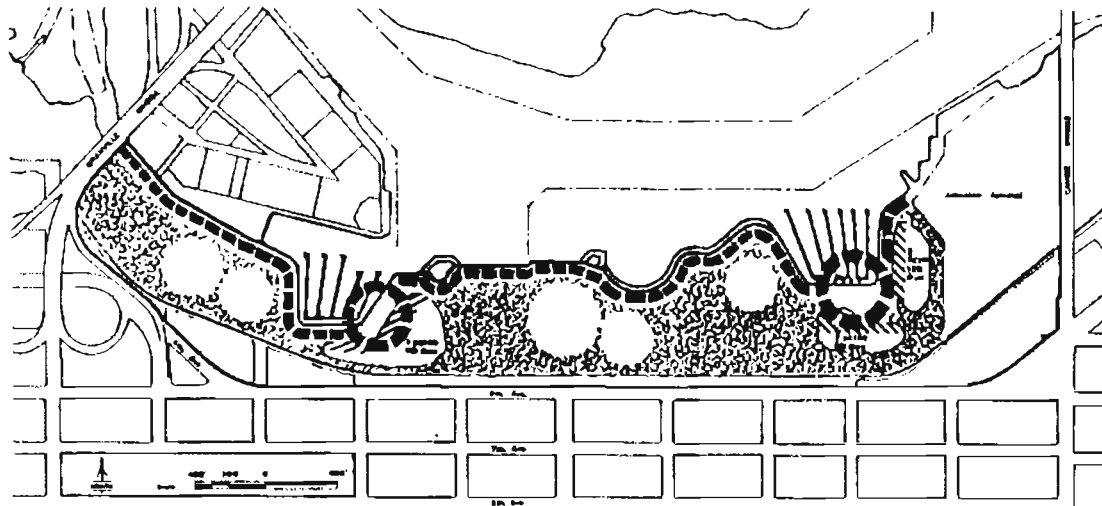
The family content of this third alternative is based upon the assumption that a certain percentage of families will live in any residential area. The family content in Vancouver's West End is approximately 10% of all households. However, 100 - 150 family households is well below the threshold of viability for schools and the related facilities. This disadvantage might be overcome if significant family households are established in Area 10 and in the Fairview Slopes. If so, a school site can be found.

Scheme 3 is less dependent upon stringent adherence to the development quality controls inherent in the first two. This does not, of course, mean that anything is good enough. Far from it, for the exciting challenge of the False Creek opportunity will remain. However, specific requirements for a family environment which were described earlier are not demanded.

Scheme 3, more than meets its open space allocation when measured on a False Creek Basin wide scale. The major open space will be large enough to attract developments which cater to a city wide population. It is difficult to anticipate what they will be.

There are different implications to some surrounding areas. Notably the Fairview Slopes, which, by virtue of the larger open space, could be subject to pressure for higher densities and more commercial use. Redevelopment of Johnston Terminals lands might be better facilitated because of the higher densities.

development alternative 4



THE FOURTH SCHEME - Civic Developments in a major open space - represents a complete break from City Council's intent as described earlier in this report. Nevertheless, it cannot be ignored for many of the briefs and submissions received suggest that it is desirable.

The fact that the priority for the City owned lands is illustrated as green space with Civic Developments does not deny the possibility for some housing. However, housing content would not be significant to the overall concept.

It would be wrong to view Scheme 4 as a "do nothing" alternative. The marina is virtually committed and other developments would soon follow. A second marina is in fact a major possibility with this alternative. The full development of Scheme 4 would however, probably take longer than the three residential schemes to complete, although the achievement of a public open space could be quickly obtained.

There are a number of advantages which should be recognized. Waterfront land elsewhere in the city is recognized for the high amenity value that it has. Most of Vancouver's available waterfront lands are publicly held as parkland. If citizens place a high priority on open space needs, then False Creek's south shore is well located in relation to Vancouver's dense population areas. Furthermore, taking the long term view the City will have more difficulties, over the next 20 years, maintaining its open space quota than it will have providing sites for housing.

Scheme 4 will, if pursued, provide less incentive for the other proposed residential developments, elsewhere in False Creek, to proceed. Will Granville Island become a "public place" without housing in Area 6? Will Area 10 housing be too isolated without complementary developments in Area 6? These and other questions arise. The Fairview Slopes might also be subjected to increased pressure for higher density zoning and more commercial content.

There is a question of cost with Scheme 4. Funds are not now available for the development of up to 70 acres of parkland, or for appropriate other civic uses. It must be assumed that these would be forthcoming.

Assuming that one recognizes the opportunity of False Creek, both as a place to be in and a place to live in, then something will be lost if there are no houses.

FIGURE 9-5

Comparison Summary of the Four 1973 Development Alternatives

comparison summary

		SCHEME 1	SCHEME 2	SCHEME 3	SCHEME 4
OPEN SPACE	City wide Neighbourhood	8 acres	15.5 acres 10 acres	28 acres 9 acres	± 70 acres
RESIDENTIAL UNITS	Family (Children) Others	500- 750 units 1,150-1,400 units	350 units 1,100 units	100-1150 units 1,200-1,260 units	some possible some possible
AVERAGE DENSITY & RANGE OF RESIDENTIAL ENCLAVES		Average 60 du/ac Range 40-125 du/ac	Average 60 du/ac Range 30-125 du/ac	Average 85 du/ac Range 60-125 du/ac	n/a
POPULATION		3,150	2,650	2,400	
OTHER LAND USES		Public marina and local commercial only.	Public marina and local commercial only.	Public marina and local commercial with some appropriate civic uses.	One or more marinas together with appropriate civic uses.
IMPLICATIONS	Area 5	Depends upon Johnston Terminals.	Depends upon Johnston Terminals.	Depends upon Johnston Terminals.	Depends upon Johnston Terminals.
	Johnston Terminals	Maximum encouragement for change of use to residential.	Some encouragement for change of use to residential.	Maximum encouragement for change of use to residential.	Minimum encouragement for change.
	Fairview Slopes	Encourages maximum residential development under current zoning.	Encourages residential development.	Encourages development.	May encourage more commercial use and higher densities.
	Granville Isle	Requires maximum open space.	Requires significant open space.	Encourages high intensity public use, (park, open space).	Reduces importance of public use on Isle.
	Area 10	Maximum encouragement for residential use.	Maximum encouragement for residential use.	Encourages residential and other uses.	Probably nil.
	6th Avenue	Requires extensive treatment.	Requires treatment.	Requires minimal treatment.	Requires minimal treatment.
NOTES		This scheme provides for family life style. This scheme is essentially the same as the Consultant's proposal submitted to City in 1972.	This scheme provides for family life style.	100-150 family units are shown because it is expected 10% of the units in any area will be family occupied.	Specific development for this scheme has not been defined. This scheme could be developed over a longer time span.

Source: City of Vancouver Planning Department (1973) Area Six: The Development Opportunity, November.

Comparative Analysis of the Four 1973 Development Alternatives

the four alternatives - analysis

Any one of the four alternative schemes could be adopted for implementation. They achieve different public goals. The pertinent points from each are illustrated on the following page.

The choice between the alternatives depends upon how 'you' answer the two questions stated at the front of this report.

- 1 How much residential use should there be and to what extent should a family life style be encouraged?

- 2 How much open space should there be and what purpose should it fulfill?

The four schemes are not black and white alternatives. Some shift is possible between Schemes 2 and 3 for instance, to increase the open space and modify the development density accordingly. The details of soil conditions or the restraints of financial feasibility will dictate variations. In any case the schemes themselves are not sufficiently precise at this stage.

Each of the four alternative schemes have disadvantages as well as advantages. Taken together however, Scheme 2 appears to come closest to the overall aspirations of the City. The reasons for this choice are as follows:

- 1 Of greatest importance is the effect that a residential development on City lands will have on other development areas in False Creek. Marathon Realty is well advanced in its planning program for the construction of housing and other facilities on their lands. Similarly the B.C.C.C.U. is well advanced in their plans for a residential development in Area 10. In addition, the first few proposals have been made for new residential developments on the Fairview Slopes.

The opportunity exists for three developments to proceed together in the False Creek Basin -- one on City lands, one in Area 10, and one on Marathon lands. Without the City's immediate involvement in an implementation phase, the process of change will be less meaningful.

- 2 There is today an urgent need for housing and particularly close to the centre of the city. Preliminary market analyses prepared for the City, the B.C.C.C.U. and Marathon Realty indicate that this need runs through the full social and economic spectrum. At the same time there is a strong demand for waterfront park and for additional open space in the False Creek area. This fact also runs through the briefs and submissions and earlier resolutions of City Council.

Both demands can be met. Schemes 2 and 3 demonstrate variations of emphasis on these apparently competing needs. The best interests of the City and its citizens can be served through the adoption of a balanced scheme providing both housing and open space.

Only preliminary financial projections have so far been undertaken. As stated earlier they indicate that all schemes are viable but the funding arrangements and financing methods etc. will be different. The need for specific quality controls on the environment for livability will have an important bearing on the financial picture. There are sources of funds both from the private sector and from senior governments for experimental innovation, subsidized and market housing. Financial constraints do not indicate a preference for one scheme over another. The whole question of financing is under investigation by Mr. E. D. Sutcliffe, Development Consultant and the Finance Department.

These recommendations were adopted unanimously. They represented a compromise position between the high density option (Scheme 1 in the report) and the purely park and institutional option (Scheme 4, see Figure 9-4).

Scheme 2 allowed enough housing (1,450 units of which 350 would be designed for families) to create a viable new neighbourhood, rather than a project, yet also provided for a large city-wide park (15.5 acres was proposed) and a great deal of neighbourhood open space (about 10 acres). The average density of 60 dwelling units per acre with a range of 30 to 125 units per acre for individual development sites ensured that the 1,450 units would be at a high enough density so as to provide a great deal of open space yet low enough to avoid high rise buildings. The aim was to provide about 24% ground related family units, enough of a threshold to support schools and related facilities. Scheme 3 provided for approximately the same number of units (1,360) but concentrated them in high density clusters so as to maximize open space. This alternative meant, however, that only 100 to 150 family units could be accommodated, far too few to support community facilities for children. Scheme 1 provided very little open space (8 acres) while maximizing the total number of units (1,900), especially ground related family units (500-750).

Scheme 2, therefore, represented a broadly acceptable alternative to either the extreme housing or parks options. Not everyone was satisfied. Opposition continued into 1974, during the detailed design process. But Scheme 2 had sufficient appeal to allow Council to virtually ignore and continually override any opposing views or proposals. Following Council's official endorsement of Scheme 2 in late 1973, for example, the Vancouver Province editorially praised Council's choice as the best possible compromise. In part, the editorial stated:

City Council's unanimous approval of the False Creek plan is a triumph for both public participation and professional planning in a development that ultimately should be one of the unique attractions among North American big cities.

In its choice from four possible alternative schemes the council has captured the public mood and translated it into a realistic compromise between the more extreme approaches that have been advocated for the area.

The north and south shores of the "creek" will be neither a sea of low-cost housing nor one of parks and green space. There will be plenty of both. 3/

Implications of a Large Family Housing Component. The approval of the conceptual development scheme set in motion the detailed planning and design process. The fact that a large family housing component was to

3. The Vancouver Province, November 22, 1973.

be included, against the better judgement of many professionals, academics and citizens, meant that a great deal of attention had to be placed on creating conditions suitable for families. The November 1973 report paid special attention to the requirements of families, recommending a number of design considerations. The fact that the site was surrounded by such things as a rail line, an arterial road, industry and a shore line, meant that family housing units would have to be located with great care and that the unusual hazards would have to be isolated. Family housing units were also defined as being ground related.

The family units should be within three stories of the ground with unrestricted views of the play areas, so that mothers will not hesitate to allow their children outdoors due to the lack of any ability to supervise their activities. (p.16)

This eliminated the possibility of locating larger family units in medium or high rise towers.

Having decided upon the conceptual land use plan it was then necessary to develop the detailed design and prepare the required planning bylaws. The conceptual plan was not detailed enough to provide a basis for rezoning and building purposes. For a more detailed development plan the city chose to conduct a limited design competition. This took place in early 1974.

9.2 The Design Competition, 1974

In proceeding with the planning and design of Area 6 the city faced a number of conflicting objectives. It wanted to proceed as quickly as possible yet it wanted to reassure people that the selection of Scheme 2 was a wise decision. An international design competition was considered. This would produce a great deal of interest and the prominent design teams would lend a great deal of legitimacy and credibility to the residential land use option. Such a major design competition would, however, take a great deal of time. Avoiding a competition and simply selecting a design team would potentially leave City Council a bit more vulnerable to political attack over the wisdom of its False Creek decisions.

A Competition Limited to Three Local Design Teams. The decision was made, therefore, to stage a limited design competition. It would be limited in time and it would be limited to local design teams. In January, 1974 letters were sent to a large number of architects and an advertisement was placed in Vancouver papers inviting interested parties to put together an inter-disciplinary design team for consideration by the city. The city announced that it would select three design teams, pay them a fixed fee, and hopefully find one of the development plans suitable for implementation. After evaluation, the design selected would be refined, if necessary, and then form the basis for the rezoning. It was also intended that the design team producing the selected development plan would also become the overall design consultants for Phase 1.

Terms of Reference for the Design Competition. On February 5, 1974 City Council approved the appointment of three inter-disciplinary teams from among approximately thirty applications. Each team was instructed to work within the False Creek Policy Guidelines and to use the Planning Department's conceptual land use plan, Scheme 2, as a guide for development. The teams were challenged to create a community that would be innovative in terms of "urban liveability" by providing:

- 1) a quality residential/commercial/open space environment; and
- 2) a socially viable mix of all incomes and lifestyles while maintaining a concern for economics and the practical marketability of the project. 4/

In part, the terms of reference for the design teams stated:

The objective is to develop, as teams, conceptual designs which will reflect the False Creek policies, provide excitement and innovation, quality, a high degree of liveability, be acceptable to the potential residents and the general public and be a practical concept in economic terms in the marketplace.

To accomplish the desired income mix, we wish to include a range of dwellings such as cooperative, senior citizens housing, condominiums, low and medium density apartments and garden apartments, and to take advantage of federal and provincial assistance programs.... There are many possibilities, such as some dwelling units for the physically handicapped, newer lifestyles such as floating homes, and the physical integration of facilities... A challenge to the terms will be to integrate incomes and lifestyles of the resident population by means of site planning, suite mixes, support facilities, the government assistance programs, etc. into a viable community. 5/

A very tight schedule was imposed on the design teams. They were appointed on February 11 and were required to complete their work by April 22. The strategy was to have a concentrated amount of talent spend a concentrated amount of time on the design problem. In May a summary of

4. City of Vancouver (1974) False Creek: Three Design Concepts, A Public Information Report, May.

5. City of Vancouver, False Creek Development Group (1974) "Briefing Session for Design Teams and City's Advisory Panel," February 11.

each teams proposals was published for public distribution. The public review process, during which display of the three designs appeared to several locations throughout the city, lasted from April 23 to June 11.

Selection Process. On April 23 City Council appointed a Review and Recommendation Committee which met seven times from May 21 to June 3 and on June 4 presented its report to Council. The Committee consisted of:

- Ray Spaxman, Director of Planning (Chairman);
- Larry Bell, Director of Research, United Way of Greater Vancouver;
- Ian Davidson, Architect;
- A. Narod, President, Narod Construction; and
- Doug Sutcliffe, False Creek Development Consultant.

In addition, the Committee invited Hans Blumenfeld to Vancouver to offer his comments on the designs.

In a five month period, therefore, a design competition was held, the designs were presented for public consideration, a review committee established, and a design selected. On June 11 City Council approved the recommendation of the Review Committee. The design and review process, lasting from February 11 to June 11, must be a record for a project the size of False Creek. This speed is a reflection of the City Council's desire to begin construction as quickly as possible. One can only wonder whether the quality of the design suffered because of the great haste. Each design team had only 10 weeks to prepare its proposal.

As it turned out the Review and Recommendation Committee was not satisfied with any one of the schemes: "The Committee is of the opinion that there are major deficiencies in all three schemes...." In addition to problems with parking arrangements, vehicular access for services and emergency vehicles and the design of the public open spaces, the Committee was especially disappointed with the general lack of innovation.

None of the teams have really properly solved the problems of living at the densities recommended by the teams of approximately 28 dwelling units per acre for low rise development. The Committee believe that satisfactory and economical solutions have been demonstrated in other parts of the world and concludes that all schemes need to be redesigned in that regard. 6/

In spite of this, probably due to the desire to proceed as quickly as possible, one of the three was selected "in principle as the concept to be advanced for public hearing for rezoning" together with a list of specific modifications. 7/

6. Ibid., p. 5.

7. Ibid., p. 8.

Selection of the TBP&P's Design Proposal. The design selected was that of team "C", headed by the City's False Creek consultants, Thompson, Berwick, Pratt and Partners. 8/ Having prepared the set of design "patterns" and having been involved with the site for three years, TBP&P had the best understanding of how the city wanted to see False Creek redeveloped. The Committee reported that TBP&P

has proposed a site plan and general lay-out of facilities which the Committee feels comes closest to satisfying the requirements of the City. This applies to the location and layout of the public open spaces, the marina, the liveaboard community, the general location of the residential clusters, the general location of the parking, the treatment of 6th Avenue, and the access to the dwelling units and the public facilities. 9/

Figure 9-7 contains a comparative summary of the three submissions and Figure 9-8 contains the design of the winning proposal, that of Team C.

The Committee's recommendation and City Council's acceptance of it seven days later meant that early construction was to take precedence over any attempt to arrive at a more innovative design. According to the Committee's report, innovation "was an important aspect of the terms of reference given to the three design teams." Even though the Committee was "disappointed in the lack of significant innovation" the planning process continued with what was deemed the best of the three designs.

Summary of the TBP&P's Design Proposal. The TBP&P design placed a park between the two residential neighbourhoods (see Figure 9-8). The neighbourhood on the eastern portion of the site, Heather Neighbourhood, contained the higher density housing, most of the commercial space and about half of the family clusters. Two-thirds of the buildings are concrete, ranging from three stories to 10 while the remaining are three storey frame structures (townhouses and stacked townhouses). As it was finally built, Heather Neighbourhood consists of 528 units on 19.1 acres (gross). The net density is 54.5 units per acre with a floor space ratio of 1.40. Individual projects within Heather Neighbourhood have net densities ranging from about 30 units per acre to close to 100 units per acre. The non-family units are in the higher density buildings while the family

8. Team "C" consisted of: TBP&P, architects; H. Haggart, landscape architect; C.B.A. Engineering, structural engineers; Hanscombe, Roy, Ltd., cost estimating; Sussex Group, social services; and Y & R Properties, development expertise.

9. Vancouver, False Creek Development Group, :Briefing Session for Design Teams and City's Advisory Panel," February 11, 1974, p. 7.

Comparative Summary of the Three Submissions to the Design Competition

development economics

May 1, 1974.

The City of Vancouver has invested large amounts of public funds in land, services and improvements in Area 6. The design teams were advised that there was \$4,000,000 of City investment attributable to the residential/commercial development (excluding the marina) of Phase 1.

The teams were asked to comment upon the feasibility of such a figure and the impact of the poor soil conditions upon it. Each team has assured the City that the figure is practical but to seek an economic return means that it is more difficult to provide family housing for the middle and low income groups and non-family housing in the low income groups.

The \$4,000,000 includes that portion of land acquisition, municipal services, noise abatement, and rail relocation and treatment which is attributable to the residential/commercial component of the Phase I development.

The teams were also asked to comment upon the practicality of the figures that the City has budgeted for the 6th Avenue treatment, noise abatement, rail relocation and park development as applied to their design concepts.

Each team has assured us that these figures are appropriate for their concepts with the exception of Team A who has not provided an economic analysis of the decking of 6th Avenue as they explain that there are too many unknowns involved, including the attitudes of private property owners, to provide a reliable analysis at this time.

Each team has suggested a different tact towards accomplishing the income mix with varying degrees of success in reaching the families and the low income groups. The examples given below are for comparative purposes and are based upon May, 1974 construction costs and incomes assuming instantaneous construction. The construction costs and personal incomes are both expected to be higher when construction takes place.

team 'a'

Team A has treated all the land costs as being recovered through the residential use. But, then in their scheme the commercial development belongs to the residents and return on the investment accrues to them. They have tied land cost to the size of the unit, thereby making the small units more accessible to low income households and the larger units less accessible to low income households.

For example, a one bedroom cooperative unit would require an income of \$8,400 and a 3 bedroom cooperative unit would require an income of \$15,000.

team 'b'

Team B has suggested that all housing, except that on the 6th Avenue deck, be cooperative. They have assigned a constant land cost of \$4,500 to each size of suite. The result is that compared to Team A a one bedroom cooperative unit would require an income of \$8,900 while a three bedroom cooperative unit would require an income of \$14,400.

The commercial content of their scheme contributes to a reduction of \$800,000 in the total land cost that must be borne by the residential units.

team 'c'

Team C has suggested that the land cost attributable to housing, net after the commercial component, be traded off between high and low income incomes. Thus, the low income households would pay what they could afford and the high income households would pick up the difference.

Under this arrangement, a family earning \$10,000 would support a land cost of \$3,100 and a household earning over \$15,000 would support a land value of approximately \$9,200.

It is the opinion of Team C that if this method were combined with their suggested management procedures and if the high income units were marketed as condominiums that the difference in land value could be supported by the current large gap between cost and sale price in the condominium market.

The result would mean that a one bedroom cooperative unit would require an income of \$8,500 while a three bedroom cooperative would require an income of \$13,300.

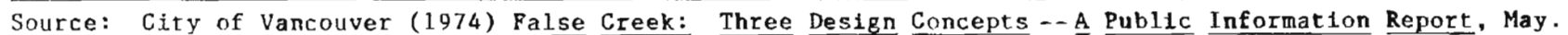
comparative statistics

Team	'a'	'b'	'c'
<u>Land Use Acres</u>			
Destination Park	22.69	28.5	23.1
Developed Land			
School			
Community Facilities	23.55	20.3	21.9
Residential			
Commercial			
Circulation			
Parking	6.16	5.8	7.4
- circulation & parking under structures not included			
Deck (Subtract) over 6th Avenue and rail right-of-way	not included in developed land	2.2	not developed
Total	52.4	52.4	52.4
<u>Residential Units</u>			
Studio	123	-	-
1 bedroom	221	1 bed 288	-
2 bedroom	173		average suite size
3 bedroom	82	2/3 bed 308	1,000 sq.ft.
4 bedroom	109	3/4 bed 193	gross
	708	788	740 - 800
<u>Commercial</u>	75,000	62,750	73,000
in square feet			
<u>Marina</u>	public 250	public 270	public 350
no. of berths	liveaboard in Phase 2	liveaboard 80	liveaboard 75

False Creek Development Group
City of Vancouver

Winning Submission in the 1974 Phase I Design Competition

**false creek
area six proposal**



Press Coverage of the Public Release of the Three Design Competition Proposals

*Pictures pretty; details few***False Creek designs unveiled**By ALEX COFFIN
City Hall Reporter

The wrapping came off three design concepts for 52 acres of city-owned land on the south side of False Creek Tuesday night, but what was in the package was mostly pretty pictures and fuzzy generalities.

Doug Sutcliffe, False Creek consultant, said he was disappointed about the lack of specific information but promised it would be forthcoming in a technical report in a day or so.

The design teams were asked to suggest how the south side of the Creek between Ash and Alder should be developed with 700 to 1,000 housing units, a marina, a 15.5-acre park, a school and community centre and other open space.

Although only one of the design team spokesmen talked in terms of units Tuesday night, Sutcliffe said all are within the range close in their recommendations. And all design teams said their concepts would provide the city the \$4 million return it seeks, he said.

Team B, headed by Downs-Archambault-Brianna Design, did provide more open space by its land deck over Sixth Avenue, he said.

Sutcliffe said he believes Team B units would cost too much that Team C, headed by Thompson, Berwick, Pratt and Partners had estimates showing units costs too low to make the project economical, and that Team A, headed by Bain, Burroughs, Harrison, Raimet but the housing costs on the button.

But even Sutcliffe said he didn't have precise details on costs and units available Tuesday night. Three large models, which go on display today at the downtown public library, also did not give details as to what was proposed.

The time table calls for public reaction until June 11, with technical review, headed by city planning director Ray Spaxman, to take place May 21-31. Council expects to select a concept for rezoning June 11 with the public hearing to be held in late June.

The few pieces of information on each design obtained in random interviews Tuesday night included:

Team A — Residential units of four storeys or less; phased development; a major walkway on waterfront; floating island formed by floating barges; a grove of arbutus trees; large parking lot at east; bridge over Sixth Avenue; dense family housing enclave on east; and environment shaped by residents.

Team B — Land deck over Sixth Avenue; park with swimming lagoon; residential units no more than three-storeys in height; attempt to relate Fair-

view Slopes to water; floating restaurants and other commercial facilities; 35 acres of open space; cover Oak Square and open plaza in "town centre"; emphasis on co-operative housing; wood frame construction to permit individual alterations; \$257,000 annual tax return; should be competition for development of "creek car" similar to San Francisco's cable car.

Commercial space of 44,150 square feet plus a 4,000-square-foot restaurant, a 350-berth marina; seven housing enclaves with a total of 784 units; mix of ages and incomes in each enclave; perimeter parking and allow option of channel behind Granville Island in second phase development of city-owned lands.

Team C — Seven- to eight-storey residential units, bridging of Sixth Avenue, grotto and lake; crossing of False Creek by ferry; homogeneous enclaves; protection of views; 20.1 acres of parks, two acres for schools; eight residential enclaves with 19.9 total acres and 10.4 acres for roads, 44,000 square feet of commercial space on east and 24,000 square feet on west, and

\$52,000 square feet of residential space.

The teams were paid more than \$40,000 each for their work.

Sutcliffe admitted that the audience in the Plaza 500 meeting room might think only pretty pictures came out of the work. But he said more technical information will come later. And he said the design teams worked very hard under a tight deadline.

On a related False Creek matter, council voted Tuesday to work out arrangements with Johnson Terminals, which has a facility on the east of the city-owned lands, so it can expand to the north and south.

Council also voted to have city staff negotiate with Harold Clay of Clay's Marina between the Burrard and Granville bridges in order to obtain rent until he vacates Sept. 30. Clay originally had been ordered to vacate last fall.

Finally, council authorized Sutcliffe to come up with a joint development plan for the area between the Granville and Burrard bridges where the city, the National Harbours Board, the B.C. Central Credit Union and Western Outboard own land.

townhouses are clustered on the western portion of the neighbourhood and average about 40 units per acre.

The Spruce Neighbourhood, on the other side of the park from Heather, consists of only townhouse units except for a small project for the disabled (with 24 studio units). Spruce Neighbourhood has a total of 323 units on 17.1 acres (gross). The average net density is 37.6 units per acre, about 30% less than Heather. With the lower density and with the adjacent 16.2 acre park, Spruce Neighbourhood has a very suburban feel for an inner city location and a higher proportion of family units. The school is located in this neighbourhood.

9.3 The False Creek Official Development Plan, 1974

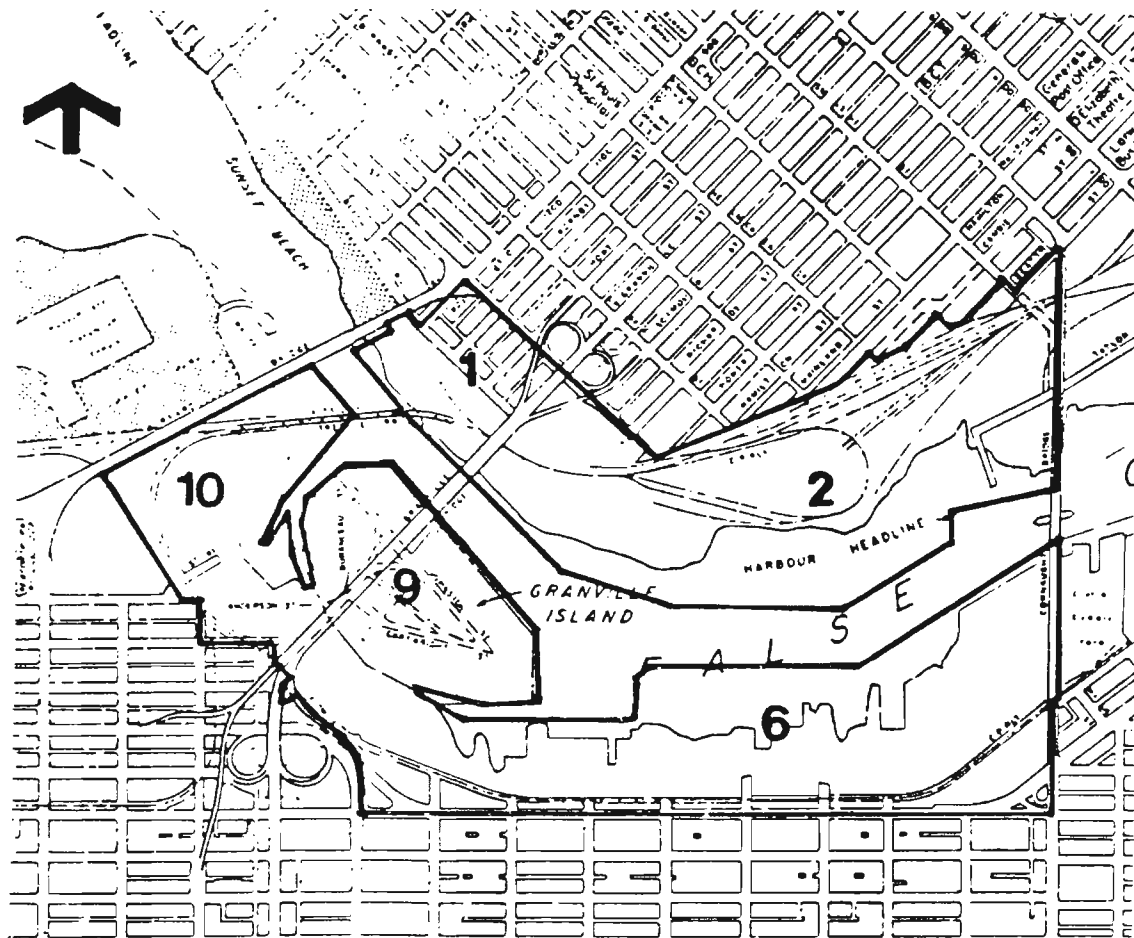
With the adoption in principle of a detailed development plan, the next task was to rezone the site from industrial to a mixed use category. The problem with attempting to draw up a traditional zoning bylaw for the area was that such bylaws are negative in character -- they are very good at specifying what ought not to happen on a site. In specifying a particular land use, they exclude related options which might be in the spirit of the plan. Zoning categories are very fixed and site specific. From the beginning it was recognized that a traditional zoning bylaw would hinder, if not prevent, the unique site planning and development potential of the site. The City had already broke with the traditional land use control process by adopting the "patterns" which dealt with those factors which contribute to the micro quality of the environment -- something which zoning tends to suffocate. In addition to adopting the patterns as formal development criteria in mid-1973, the adoption of the False Creek policies in November 1973 represented a second significant departure from traditional zoning practice. However, a new zoning schedule still had to be prepared for the False Creek basin before any redevelopment could take place.

Official Development Plan Rather than Traditional Zoning Bylaw.
Rather than using the zoning bylaw section of the Vancouver Charter, the decision was made to use the development plans section. British Columbia has no separate planning act which applies to Vancouver. The planning authority is located in the Vancouver Charter. The development plans sections of the Charter had never been used before. A decision was made to use it because an official development plan can include policies and general criteria rather than just the zoning regulations, permitting a more flexible, incentive oriented approach. On June 27, 1974 the City Council voted to rezone the False Creek lands west of the Cambie Bridge, establishing the False Creek Comprehensive Development District (FCCDD) and adopting the False Creek Official Development Bylaw. (See Figure 9-10 for a map of the FCCDD and the location of the five planning areas.)

Selections from the False Creek Official Development Plan By-law are presented in Appendix A. In addition to being the first time the city used the development plan approach on a large scale, the bylaw is also

FIGURE 9-10

Location Map of the False Creek Comprehensive Development District (FCCDD)



Source: City of Vancouver (1974) False Creek Official Development Plan.

unique because of the detailed criteria it contains. For each major category (site planning, residential use, industrial use, commercial use, etc.) sets of "mandatory requirements," "interpretive requirements" and "guidelines" were specified so as to allow flexibility while still enforcing a design and land use mix philosophy. The "patterns" developed by the city's consultants were placed in the False Creek Official Development Plan By-law as part of the design guidelines. As the introduction to the By-law explains:

The False Creek Comprehensive Development District is of sufficient magnitude, and the developments within it will be staged over a sufficiently extended period of time, that detailed regulations and plans cannot be drawn too precisely. Modifications to the specific policies and regulations set out in this By-law may be adopted by City Council from time to time. 10/

The Bylaw established a two stage procedure for the approval of the development of any portion of the FCCDD. The first, "Area Development Plans," were plans prepared for each sub-area within the FCCDD. They were to be maps, plans and related information drawn in sufficient detail to provide a clear understanding of the ultimate development form, density, building heights and public open space relationships within the boundaries of the specific site.

The second stage, "Development Permit Applications," was the procedure by which the developer of a particular development site sought official approval to begin construction. The Development Permit Application followed the normal procedures set out in the city's Zoning and Development By-law No. 3575. Criteria on which the application was judged was based on both the policies and regulations laid out in the False Creek Official Development Plan By-law and in the approved Area Development Plan for the area. As the Official Development Plan By-law for False Creek notes:

The intent in the adoption of this Official Development Plan By-law is to encourage high standards of design and development throughout the False Creek Basin. A significant degree of discretionary authority is given to those parties charged with the interpretation of many of the specific policies and regulations contained herein. 11/

Following the June, 1974 adoption of the False Creek Official Development Plan City Council quickly moved towards preparation of each of the Area Development Plans for its south shore land. The city owned land

10. City of Vancouver (1974) Official Development Plan for False Creek, p. 379.

11. Ibid.

was divided into three phases, with the adoption of the Area Development Plans for each phase proceeding at an interval of about two years: Phase 1 in November, 1974; Phase 2 in October 1976; and Phase 3 (Area 10B) in October 1978.

9.4 Area Development Plan for Phase 1, November, 1974

Throughout mid and late 1974, City Council put in place all the necessary approvals leading to the start of construction of Phase 1. On November 12 Council approved the Area Development Plan for Phase 1. The plan was based on the winning design, that of the team headed by TBP&P, selected in the design competition.

The 52.4 acre site was divided into two neighbourhoods consisting of 20.24 acres for development sites for up to 900 housing units and up to 88,000 sq. ft. of commercial space. The remaining land area was designated as parks and open space. Figures 9-11 and 9-12 present a summary of the regulations contained in the Area Development Plan. Three months later, on February 13, 1975, City Council approved construction of the first phase. The location of the eight development sites is indicated on Figure 9-13.

A total of 852 housing units were built in the two neighbourhoods of Phase 1. The gross density of Phase 1, excluding Charleson Park, is 23.4 units per acre. The net density is 46.6 units per acre. The tenure mix of Phase 1 is:

- * 2 private rental projects, 147 units (17%);
- * 6 condominium projects, 278 units (33%);
- * 4 private non-profit rental projects, 257 units (30%)
(2 senior citizen, 1 handicapped, 1 family); and
- * 1 non-profit co-operative, 170 units (20%).

Half of the projects are private market rental and ownership units and the other half is non-profit rental and co-operative ownership.

The design of the site was based on criteria developed by TBP&P who were selected to be the co-ordinating architects for the site. Individual architecture firms were selected by the sponsors of each housing cluster but the designs had to be reviewed by the coordinating architect and by the city as part of the Development Permit Application process. The False Creek Development Group was established by Council to oversee and coordinate all aspects of the development process. (The implementation process is discussed in detail in Chapter 10.)

9.5 Area Development Plan for Phase 2, 1976

As soon as construction of Phase 1 began, planning and design of Phase 2, the twenty acres to the west of the first phase, was started. The firms of Downs/Archambault and Davidson/Johnston were hired by the city to

Figure 9-11

False Creek, Phase 1 Land Use Designations in the Area Development Plan

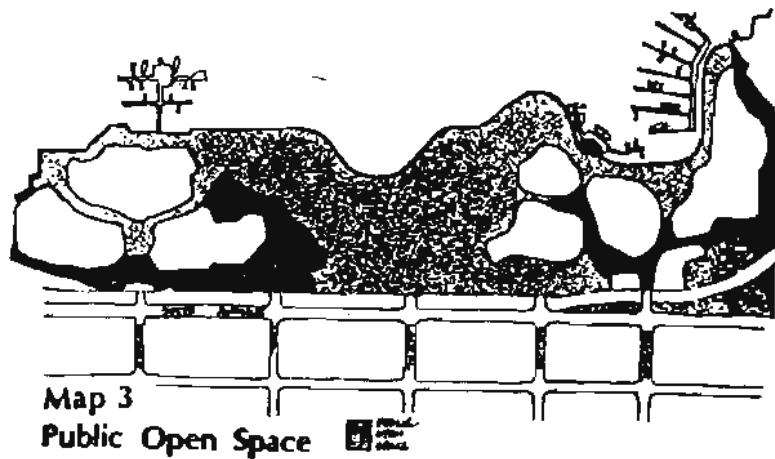
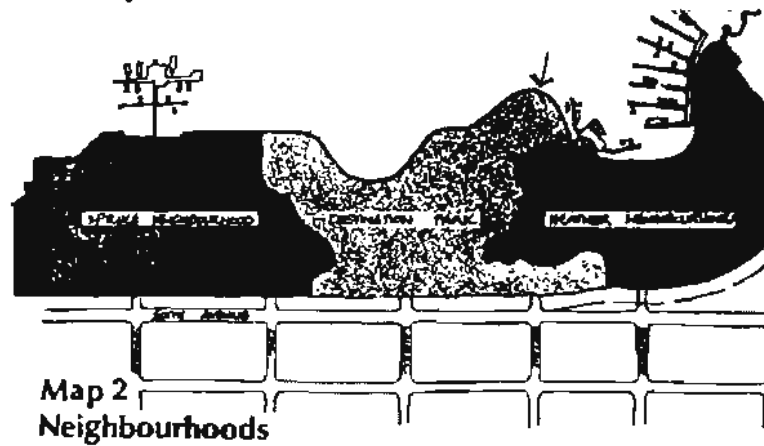
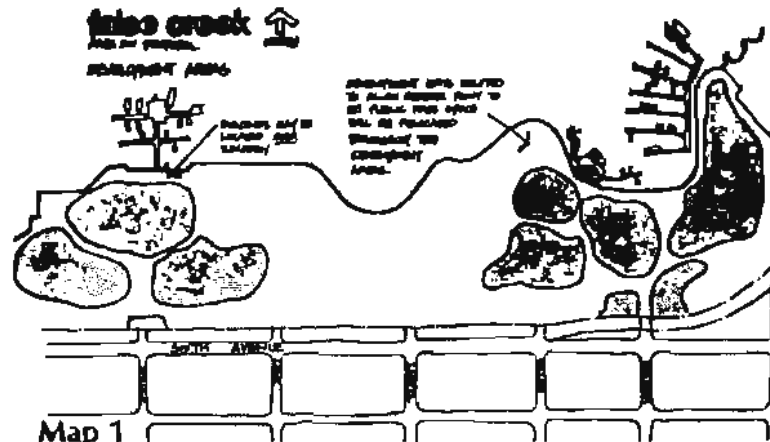


FIGURE 9-12

False Creek, Phase 1 Development Statistics in the Area Development Plan

FALSE CREEK AREA 6, PHASE 1

Overall Statistics

- | | |
|--|---|
| 1. Total Land Area | Approximately 52.4 acres. |
| 2. Development Area | 20.28 acres (including all residential and non-residential areas). |
| 3. Public Areas | |
| a. Neighbourhood Park | 9.11 acres |
| b. School | 2.0 acres |
| c. Circulation | 5.51 acres |
| d. Destination Park | 15.5 acres |
| 4. Total Number of Residential Units | Not to exceed 900 units. |
| 5a. Commercial Floor Space: | Not to exceed 88,000 gross square feet (which may be located in either Heather or Spruce Neighbourhood or partially in each). |
| 5b. Community Space: | In addition, community space including the proposed elementary school may be provided; The amount, location and type of community space shall be to the satisfaction of the Development Permit Board. |
| 6. Average Net Density (units per development acre — as in 2. above) | Not to exceed 45 units per acre. |
| 7. Population | Approximately 1,600. |

Whereas the above statistics are the overall maximums for the entire Phase 1, there will be a 20% latitude (10% + or -) in the allocation of these amounts among the following two neighbourhoods.

The Commercial area includes office and retail commercial, but excludes parking.

Community space means facilities which provide opportunities for physical fitness or for general recreation; and facilities which provide a service to the public.

AREA 6 NEIGHBOURHOODS — PHASE 1

Spruce

Land Use

The Spruce neighbourhood is planned as a predominantly family residential area. Non-Residential uses are planned to include the school, community facilities, and some commercial facilities.

- | | |
|--|----------------------------------|
| 1. Neighbourhood Area | 17.72 acres |
| 2. Development Area | 9.32 acres |
| 3. Public Areas | |
| a. Neighbourhood Park | 3.96 acres |
| b. School | 2.0 acres |
| c. Circulation | 2.44 acres |
| 4. Number of Residential Units | Not to exceed 330 units. |
| 5. Average Net Density (units per development acre as defined in 2. above) | Not to exceed 36 units per acre. |
| 6. Number of buildings above three storeys | None. |
| 7. Site Coverage in Development Areas (landscaped decks at lower levels to be considered open space) | Not to exceed 60%. |
| 8. Site coverage in Development Areas above three storey height | Not applicable. |

AREA 6 NEIGHBOURHOODS — PHASE 1

Heather

Land Use

The Heather neighbourhood is planned as a mixed life-style residential area. Non-Residential uses are planned to include a marina, community facilities, and some commercial facilities.

- | | |
|--|---|
| 1. Neighbourhood Area | 19.18 acres |
| 2. Development Area | 10.96 acres |
| 3. Public Areas | |
| a. Neighbourhood Park | 5.15 acres |
| b. Circulation | 3.07 acres |
| 4. Number of Residential Units | Not to exceed 650 units |
| 5. Average Net Density (units per development acre as defined in 2. above) | Not to exceed 60 units per acre. |
| 6. Number of buildings above eight storeys | Three buildings at ten storeys or less. |
| 7. Site Coverage in Development Areas (landscaped decks at lower levels to be considered open space) | Not to exceed 65%. |
| 8. Site coverage in Development Areas above three storey height | 9% |

(14/12/76 — No. 5054)

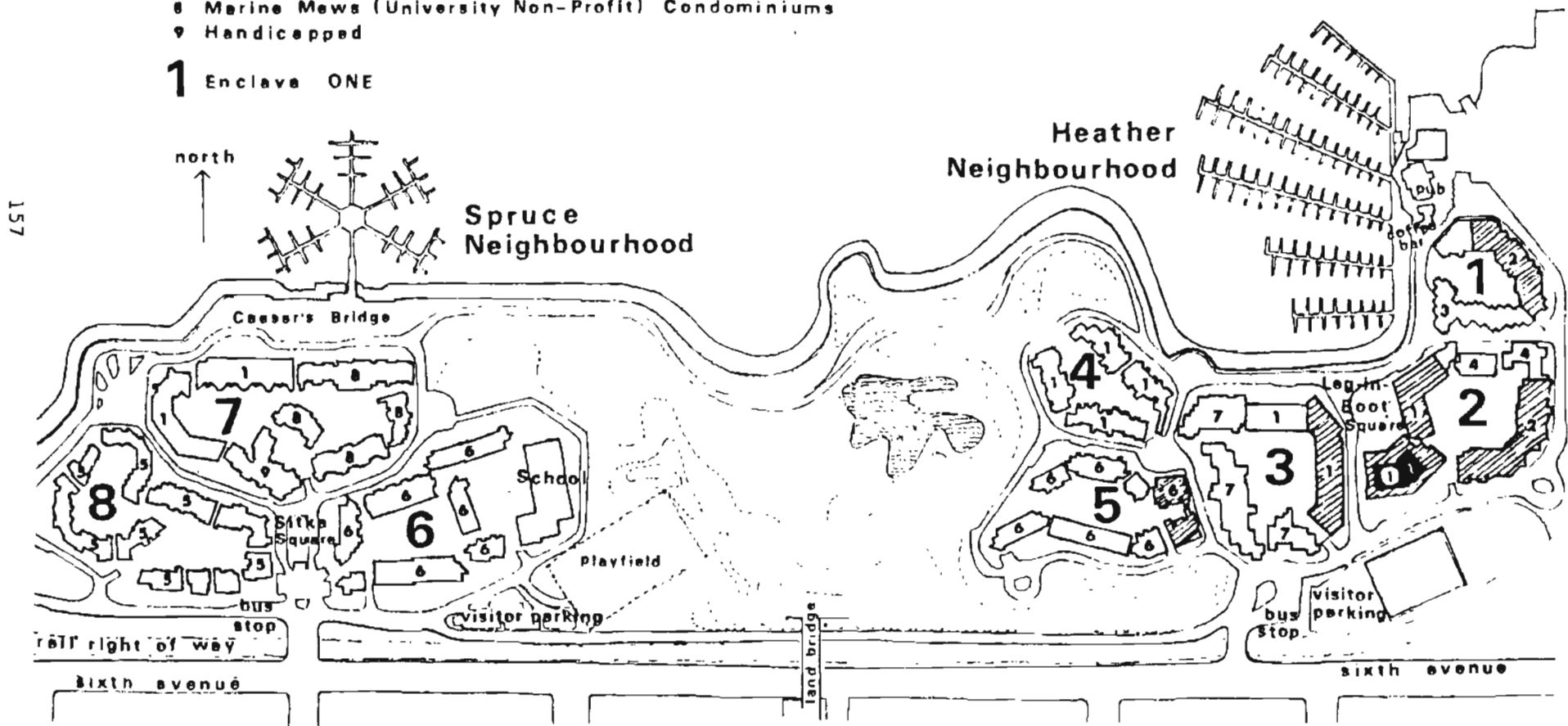
FIGURE 9-13

False Creek, Phase 1 Site Plan

FALSE CREEK PHASE 1

- 1 Market Condominiums
- 2 Market Rental
- 3 Kiwanis Club senior citizens housing
- 4 Bertha O. Clarke Society senior citizens housing
- 5 Netherlands Association non-profit rental
- 6 False Creek Cooperative
- 7 Creek Village Condominiums
- 8 Marine Mews (University Non-Profit) Condominiums
- 9 Handicapped

1 Enclave ONE



Source: City of Vancouver, False Creek Development Group.

prepare two design concepts for Phase 2, one a predominantly residential concept, and the other, a park and civic building concept. The residential vs. non-residential use of the site continued even after construction of Phase 1 was underway. False Creek remained a campaign issue in the November 1974 municipal election in which a TEAM majority was reelected.

The planning and design of Phase 2 -- the residential option was selected -- took place during 1976. On June 1 City Council approved the Downs/Archambault design concept as a basis for a public hearing held on August 10. On October 6 the Area Development Plan for Phase 2 was adopted by Council and the design details were then refined. In 1977 several unsuccessful attempts were made by City Council members to delay Phase 2, but in early 1978 Council approved the start of construction.

Phase 2 Design Concept. The Phase 2 site was a rather difficult one to design. It is long and narrow and part of the southern and all of the western edge of the site is adjacent to elevated bridge ramps. All of the basic design principles of Phase 1 were incorporated into Phase 2. The site plan, however, is quite different. Phase 1 consists of circular clusters of housing projects. Individual housing projects abut one another in the first phase. In Phase 2, none of the individual projects share party walls nor is the cluster pattern used in as rigid a way. It was felt that rigid adherence to the cluster concept was not appropriate for Phase 2's higher densities. The inner courtyards of the clusters would have been either claustrophobic or shared with other projects. Sharing of courtyards occurred in the higher density portions of Phase 1 and this was judged to be unsuccessful.

The site plan for the individual buildings is designed around a pedestrian grid laid out on a slight curve. The Phase 1 principle of clustering is present in Phase 2 but in a more open fashion. The following four figures provide site plans and a summary of the planning objectives adopted for the second phase.

- * Figure 9-14: Phase 2 location map.
- * Figure 9-15: Site Plan showing location of buildings.
- * Figure 9-16: Public open space and pedestrian street network.
- * Figure 9-17: Phase 2 planning objectives.

As Figure 9-17 indicates, the planning objectives for Phase 2 were similar to those of Phase 1. Access of the public to the site and the waterfront was a high priority as well as the household and unit and tenure mix. One objective specified the "avoidance of a 'public housing' image."

Phase 2 differs from Phase 1 in a number of details. A shortage of visitor parking caused problems in Phase 1 and as a result on street parking was added to the Phase 2 design. The ease with which vehicles could intrude into the pedestrian street system in Phase 1 also caused problems leading the designers of Phase 2 to improve the separation of the vehicular and pedestrian streets. This was accomplished by the introduction of a change of grade. In addition, in Phase 1 the pedestrian streets had been designed with curbs and sidewalks giving them an appearance of

FIGURE 9-14

Location Map: False Creek, Phase 2

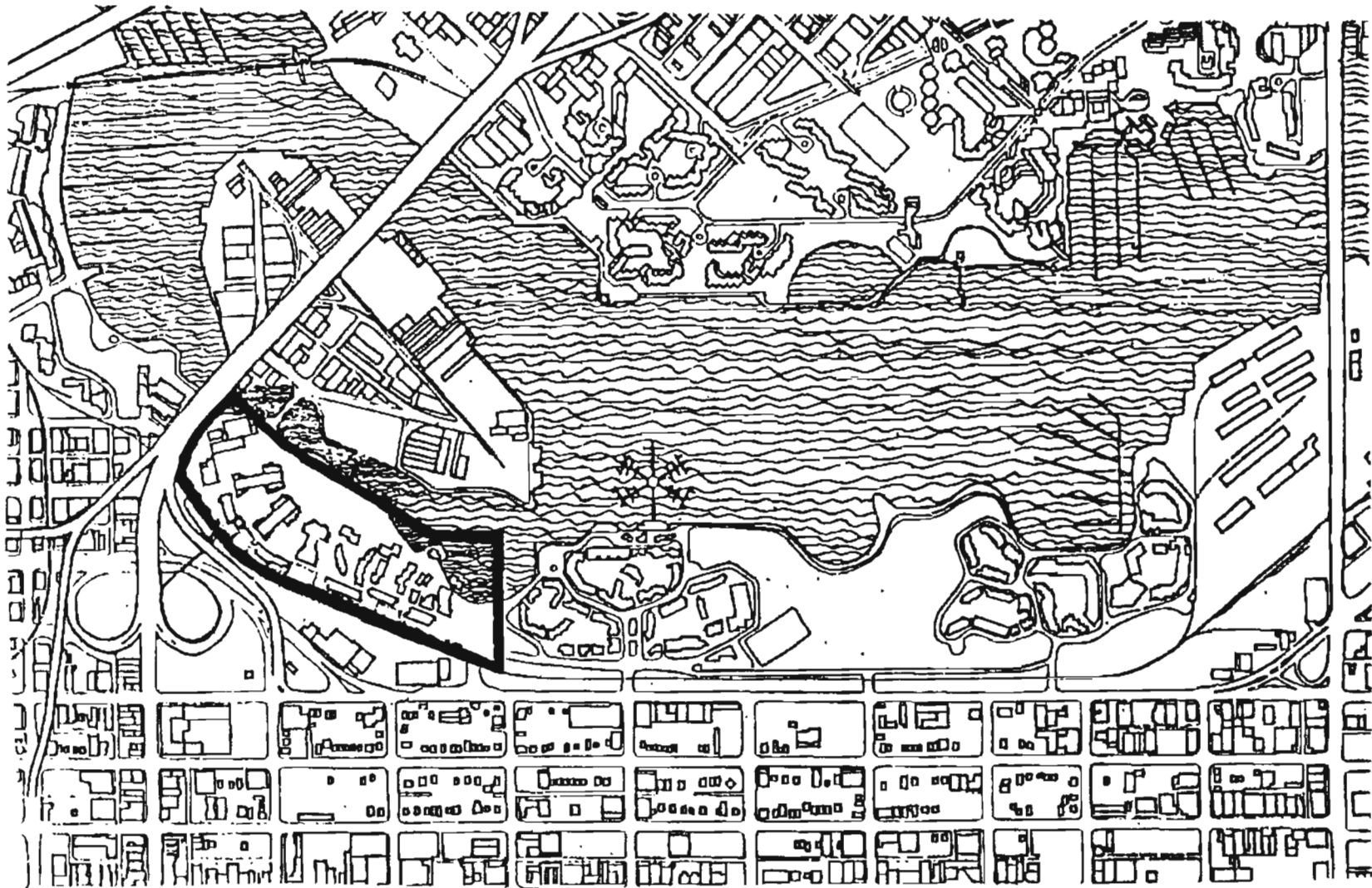
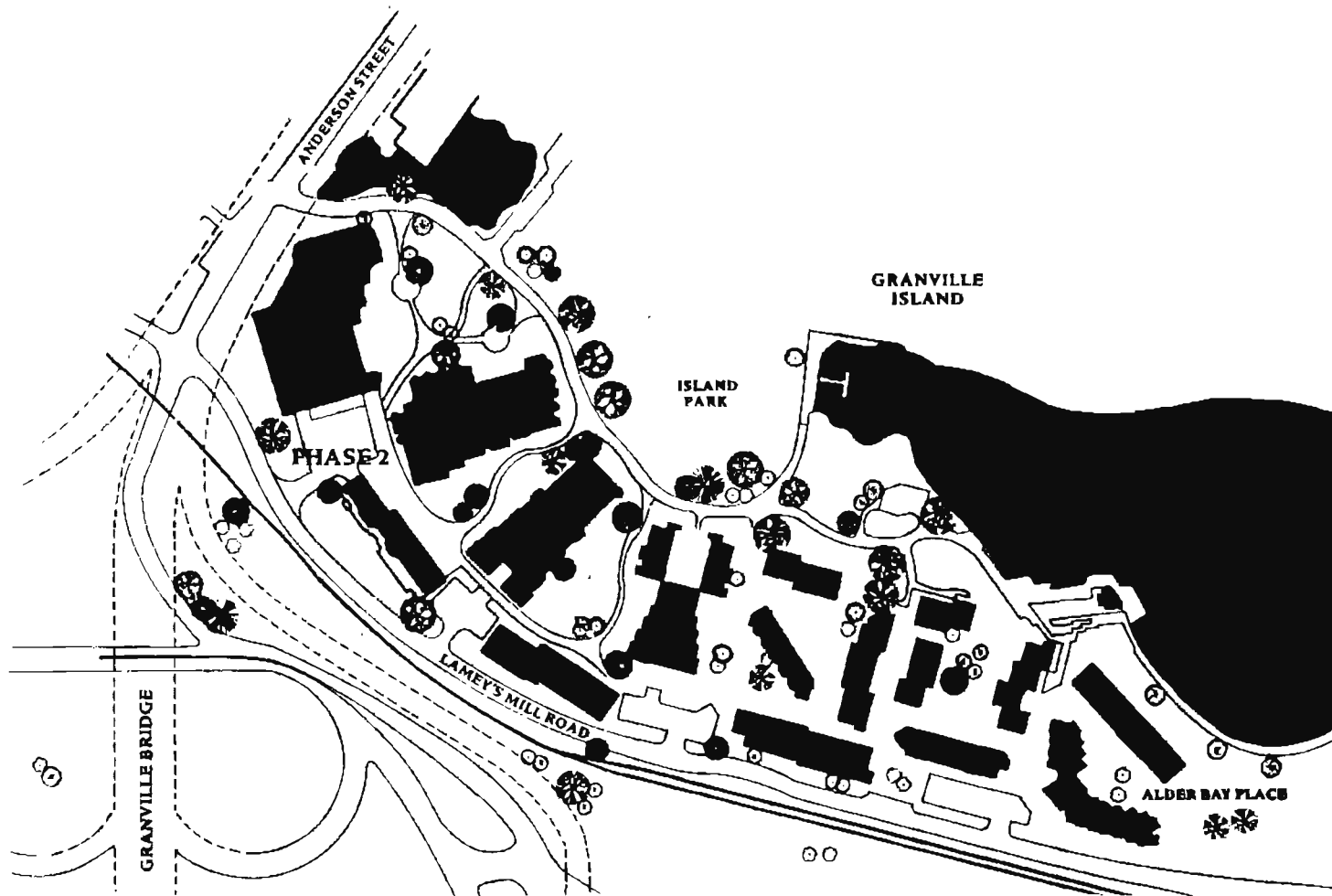


FIGURE 9-15

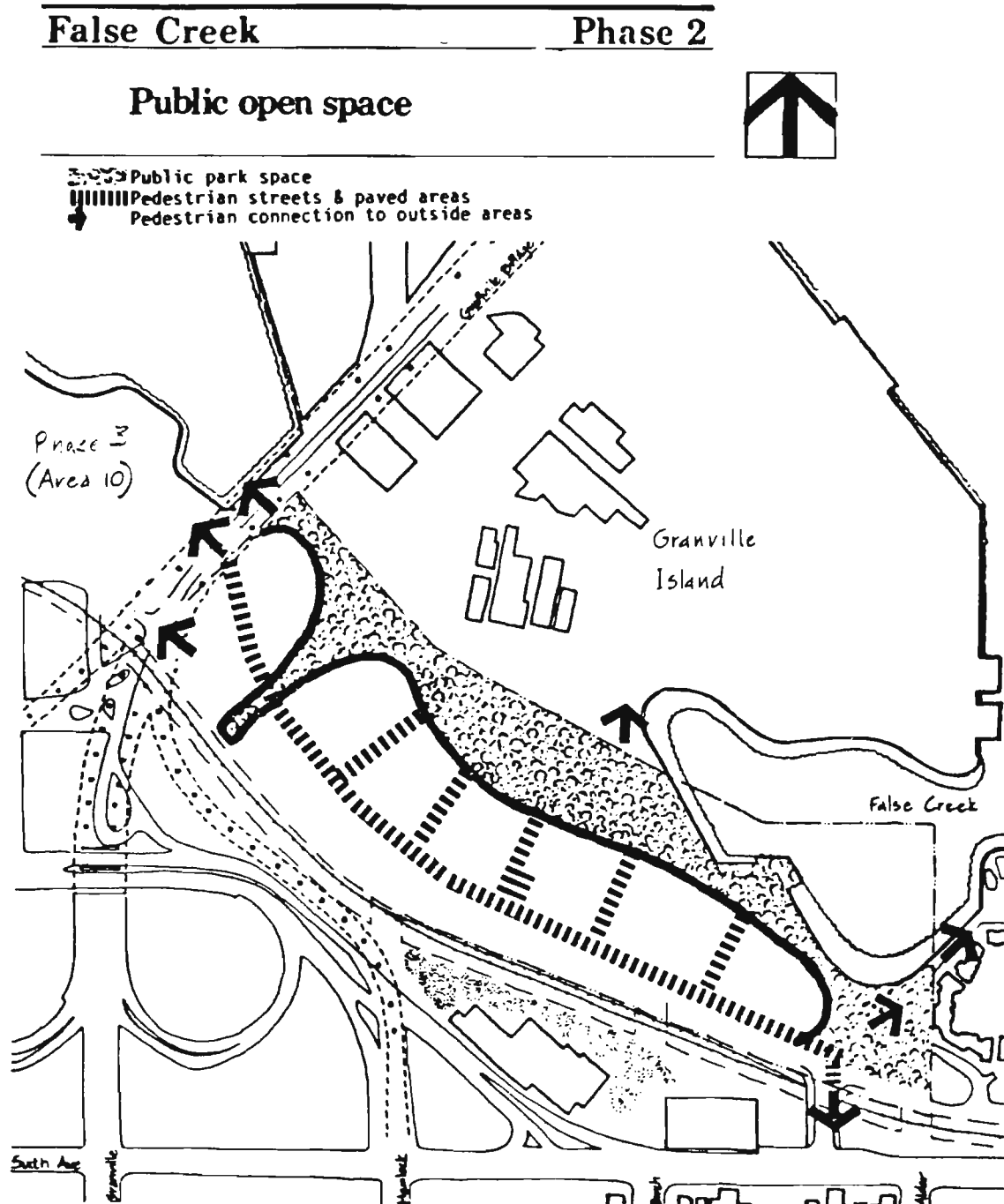
False Creek, Phase 2 Site Plan



Source: City of Vancouver, False Creek Development Group.

FIGURE 9-16

False Creek, Phase 2 Open Space and Pedestrian Circulation



Source: City of Vancouver, False Creek Development Group.

FIGURE 9-17

False Creek, Phase 2 Planning Objectives

objectives

In keeping with the development policies for False Creek Area 6, the planning objectives for Phase II are:

- . A public place setting, with public access to waterfront and park areas.
- . Families with young children in the middle income range (110 to 130 family units).
- . Mix of lifestyles (including singles, couples, families and senior citizens).
- . Mix of incomes - a 1/3, 1/3, 1/3 mix between the lower, middle and upper income groups (divisions between lower/middle and middle/upper income are \$13,500 and \$21,000 per annum respectively, based on 1978-1979 projections).
- . Mix of rental and ownership (approximately 50/50).
- . Mix of subsidized and non-subsidized housing.
- . Fairly high densities (approximately 60 d.u./development acre overall).
- . High standard of livability.
- . Uniformly high quality of design and construction.
- . Avoidance of a "public housing" image.
- . Progressive withdrawal of vehicles from the waterfront.
- . Separation of vehicles and pedestrians.
- . Underground parking, minimum number of cars.
- . Bus service from date of first occupancy.
- . Land-owned by City and leased.
- . Control of speculative gain where public subsidies are involved.
- . Recovery of public subsidies or retention of beneficial effect for subsequent residents.

Source: Downs/Archambault et al. (1977) False Creek Area 6 Phase 2: Design Handbook.

being intended for vehicles, though their purpose was for use by emergency and essential traffic only. In Phase 2 the curbs and sidewalks were eliminated. This gives a clearer indication that the streets are primarily for pedestrians.

In Phase 2 little retail space was included due to the economic failure of many of the retail establishments located in Phase 1. There is, in fact, only one small convenience store (600 sq. ft.) in Phase 2.

A major difference with Phase 1 was the deliberate inclusion of higher density development not intended for families due to the site's location adjacent to the Granville Bridge.

Phase 2 was implemented in two stages. The first stage, the lower density family oriented portion, was completed in 1980. The second stage in Phase 2 was the higher density portion. An interesting evolution in the design took place between the two stages due to the bridge ramps. In Phase 1 and the first stage of Phase 2 a major concern was the acoustic environment for the residents. By the second stage of Phase 2, it had become apparent that the goal of protecting the residential environment from noise penetration from the railway and bridge ramps to the south conflicted with the city's goal of maintaining views from the bridge ramps. The original concept for the second stage had buildings taller than the bridge ramps to provide an acoustic shield for the rest of the project. Due to a city wide concern with view preservation every building in stage 2 was redesigned to be lower than the bridge ramps which are about 80 feet above the site.

A Phase 2 design handbook was produced to guide in the design of the site and the individual housing projects. The introduction provides the following summary of the Phase 2 design philosophy:

The team has recognized that housing for this stage of False Creek must be urban in character with respect to architecture, planning and most importantly, landscape. In order to do this, the planning and architecture have been given a well defined order, both horizontally and vertically. The buildings have been kept as low as possible, with almost every unit being given a view of the water, city and distant mountains. The buildings are terraced wherever this can be carried out and most have flat roofs which can be used for outdoor living.

Individuality can be achieved by a number of means: the design and color of doorways and windows; the use of trellises and screens; the addition of greenhouse spaces; the landscaping of private entries and courtyards, etc. It is the design team's hope that most of the residents of this community will have the opportunity to express their identity as well. It is this kind of individual expression that makes the urban housing of San Francisco and London, for example, so attractive and desirable.

Straightforward architecture, carefully enriched by individual expression and set in a disciplined landscape is the essence of good urban design. This philosophy has guided the design team in arriving at what it hopes will be a delightful and humane living environment for people of different ages, lifestyles and economic backgrounds. 12/

Figures 9-18 and 9-19 provide examples of the site planning and built form guidelines presented in the Phase 2 Design Handbook.

Phase 2 Unit Mix. Phase 2 will contain a total of 650 units when it is completed in early 1985. Only one of the development sites remains to be developed. Construction on this last site began in early 1984. The rest of the site was completed during 1982.

Phase 2 contains 20.7 acres. The gross density is 31.4 units per acre compared to Phase 1's 23.4 units per acre (excluding Charleson Park). The net density is lower in Phase 2 than Phase 1, 44.4 units per acre compared to Phase 1's 46.6. This is because the streets in Phase 2 are public rights-of-way over the individual leased properties with the result that circulation space is included in the net density of Phase 2 whereas it is not in Phase 1 where circulation is provided by dedicated (public) streets. The commercial and office space proposed for a parcel at the west end of the Phase 2 is not being built. It is not considered economically viable. In its place a 104 unit housing co-operative is under construction.

There are eight separate housing projects which make up Phase 2: three private market condominiums (160 units, 25%); three non-profit co-operatives (286 units, 44%); and two private non-profit projects (204 units, 31%, one senior citizen, one family).

- * Alder Bay Place (condo), 47 units
- * Alder Bay Co-operative, 96 units
- * Broadway Pentecostal Lodge (intermediate care), 117 studio units
- * The Wellington (non-profit rental), 87 units
- * Twin Rainbows Co-operative, 86 units
- * Harbour Terrace (condo), 58 units
- * The Terrace (condo), 55 units
- * Creekview Co-operative, 104 units

A total of 75% of the units in Phase 2 are non-market, either private non-profit or non-profit co-operatives. This percentage is slightly higher than originally intended due to the replacement of the commercial site with the 104 unit Creekview Co-operative.

12. Downs/Archambault et al. (1977) False Creek Area 6 Phase 2: Design Handbook.

FIGURE 9-18

False Creek, Phase 2 Site Planning Guidelines

In developing the site concept, an attempt has been made to define a humane, vital, and unique place for living in the center of the city; to create, in a phrase, a scheme for "residences in an urban park setting".

domains

The site may be thought of as being comprised of three domains: residential, commercial and public. The public domain consists of a 5.2 acre park along the north portion of the site from Alder Park to the Granville Bridge, and a local services "apine" along the southern edge. The commercial domain is contained within one lot adjacent to the Granville Bridge, separated from the residential domain by a strip of public land joining the major portion of the park to the local services road. The largest domain, the residential domain, is comprised of 8 lots (8.18 ac.) and forms the core of the development.

pedestrian/vehicle zones

Each domain may be seen as separated into pedestrian and vehicle zones respecting the policy of separating pedestrian and vehicular activity throughout False Creek. This is generally accomplished in Phase II by means of grade separation, with the pedestrian realm above and the vehicle zone below. In the commercial domain, underground parking is entered directly off the local services road, and via 3 "vehicle courts" in the residential domain. The road rises from the vehicle court entrances so that the vehicle and pedestrian zones meet at selected points to accommodate bus stops, drop-offs, and emergency vehicle access. At the vehicle courts, the zones are generally separated vertically by about 9 ft. at their interface so that the pedestrian zone slopes from Bridgeway on the south, down to the elevation of the seawall walk at the water's edge.

density scale

In the residential domain, net density ranges from about 40 Units/Development Acre in the eastern portion to about 80 Units/Development Acre in the west, giving an average overall density of about 60 Units/Development Acre. The development is fairly low in scale in the eastern portion, with attendant wood frame buildings generally 4 storeys in height. This scale is meant to accommodate lifestyles inherent in the more traditional forms of family life, and to form a continuity in scale with the western portion of the Phase I development. The scale is increased towards the western end of the site where concrete structures, up to 10 stories in height reflect and harmonize with the scale of the Granville Bridge.

image

Maximization of landscaping, modulation of facade elements, color and light rather than use of complicated roof forms or highly articulated massing is encouraged in order to achieve texture, warmth and variety in building character. It is intended that an urban quality result throughout the development, subtly evident in the lower, more domestically scaled buildings of lots 1, 2 and 3 and more pronounced in the building forms of the western portion. These latter buildings are to respond in mass and structural expression to the nature of the Granville Bridge. At the same time it is intended that all buildings be buffered from the bridge approaches and the main

structure by a consistent line of trees which will tend to soften the interface and be consistent with the concept of residences in an urban park setting. All buildings are to step down in form and mass from the south to the north, oriented towards views, water and park.

A certain anonymity of character is intended with some continuity of materials throughout. Within a framework of streetscapes and communal spaces carefully designed to provide a richness of texture and experience, relatively simple, repetitive units and straightforward design are strongly encouraged. This approach will generate affordable housing in the first instance, and allow for future additions and unit personalization - all encouraging permanency of place and community stability.

open space

Building masses and grades are arranged on the site so as to define a series of open spaces ranging from public to private. In the eastern portion of the residential domain, these elements define enclaves containing private open spaces related to individual dwellings, and surrounding semi-private common spaces, each with a distinct character of its own. These enclaves are separated by a system of public walks in a north-south direction connecting Bridgeway, the development's main walk, to the park in the public domain. Each of these walks contains a hard-surfaced area for children's play. The walks, then, are conceived as more active places and the enclaves as more passive open spaces. In the western portion, building masses and grades define commons, similar in concept to enclaves except that they are somewhat less exclusive, being shared visually by buildings of different tenure, and passed through by Bridgeway and semi-public walks in a north-south direction. Again, these commons are conceived of as more passive spaces, with more active areas at their ends adjacent to the park.

In the center of the site, at the intersection of Bridgeway and Oak Walk, a treed boulevard providing access to the park and Granville Island, lies the heart of the residential domain, Bridgeway Square. This is a natural focus for pedestrian activity, further animated by a number of community amenities which cluster around it. Between the commercial and residential domains lies Gateway, a public open space which flows beneath Bridgeway to merge with the park. These walks will be constructed by the developer and maintained by the residents.

social & income mix

The City's policy objective of an approximately equal rental/ownership mix is achieved within this concept. Out of the 600 residential units, 316 are ownership (53%) and 284 are rental (47%).

As for social and income mix, the results which can be achieved within this concept are shown in the table following. Here the term "families" implies the inclusion of children. Unit types and sizes have been arranged throughout the site so as to accommodate the anticipated needs of a number of different family types which have been identified. For example, in the enclaves, units are arranged so as to achieve a maximum number of units with direct grade access in order to accommodate families with younger children to whom this relationship will be important. In the denser portion of the development, family accommodation is provided at the lower level, close to areas designated for children's play.

Source: Downs/Archambault et al. (1977) False Creek Area 6 Phase 2 Design Handbook.

FIGURE 9-19

False Creek, Phase 2 Built Form Guidelines

compatible wall finishes

Utilize a limited vocabulary of materials and finishes to provide a rich yet subtle and harmonious architectural setting. Frame buildings shall be finished in integral stucco, painted stucco or brick cladding compatible with paving materials and vegetation. Polychromatic color schemes should be explored, compatible with adjacent building finishes, paving materials and vegetation. Fire walls where exposed shall be parged and painted or clad in brick. Concrete buildings shall have integral color or be painted. Use of large brick surfaces or bearing brick walls are encouraged.

flat roof termination

Make rooftops accessible and attractive. Utilize planting, decks, greenhouses and wood pergolas and screens where possible. Where rooftops are visible from one building to another, such treatment is mandatory on at least 80% of the roof surface. Of the remainder, 50% of the roofs must be treated.

roof projections

Air conditioning, ventilating or other mechanical equipment shall be screened in such a manner as to harmonize with building form, color and material.

rooftop expansion

Provide opportunity for room expansions (bay windows or greenhouses) in stepped roof situations or where building heights and codes allow. Maximum protrusion to be 7' by 12' in width. Roof extensions other than bay windows must be glazed at their extremity - approximately 50% of the total roof and wall surfaces - to approval.

end unit treatment

Consider light penetration, views, form modulation of all end walls to enhance the buildings' aesthetic and to provide appropriate scale elements. These elements could involve sloping (at 4% to 12%) the roof over end units (frame buildings), bay window projections, openings to balconies or rooms and expression of stairs or chimney mass. End units must be planned in order to take advantage of their exposure and to minimize potential bulk.

see-through railings

Design railings of open metalwork, slatted wood or of glass/plastic infill to allow vistas through. All top horizontal rails to be minimum 3" x 6" timber (fire-treated), timber railings set 3 ft. from decks with additional 6" metal (or other) above - to approval.

humane parking garages

Ensure natural light and ventilation in all parking garages wherever possible. Consider light wells or where parking is exposed to Lamey Way, provide open masonry or tile screens. Where garages face park, provide openings for view and light. For deep parking provide planted light wells in central locations.

front entrance character

Unit identity can be achieved through variations in openings, front-door finish, overhangs, columnar elements, etc. Provide uniqueness in front entrance place utilizing the above and the timber structure described under Building Form - Ground Level Features.

enclave gateway

Where noted, provide 10" x 10" or 4" x 10" timber or brick (to match paving) entrance ways. The use of sloping walks, planted trellis, open gates, etc. are encouraged to define territory at public and semi private interface.

rooftop trellis

Provide 10" x 10" or 4" x 10" timber framework (fire-treated) on 50% or more of all roofs. Set timber slats, grillage or canvas as required for sunscreening. Provide planters for vine growth.

upper unit decks and balconies

Provide at least one deck or balcony of at least 60 sq.ft. on all above grade units. Decks or balconies shall have no inside dimension less than 5'-6" clear except on approval.

wheelchair access

Slope all walks no more than 1 in 10 to allow for wheelchair use. Where steps are planned, provide adjacent ramp or alternative access route.

corridor & stairway expression

Utilize stairway and corridors as massing elements to help articulate building form and provide scale.

9.6 Area Development Plan for Phase 3 (Area 10B)

City Council decided that Phase 3 would be developed as a single project undertaken by a single developer on the city's behalf. This is different from the previous two phases where several developers were involved in each phase with the False Creek Development Group undertaking development of the design concept using architects hired by the city. The developer selected for Phase 3 was responsible for developing a design concept which became the basis for the Area Development Plan. The role of the False Creek Development Group was essentially that of reviewing and approving the concept.

In January 1977 City Council approved the appointment of a team of Daon Development Corporation and Architects, Rhone & Iredale to develop, at city expense, a design concept for Phase 3. The design concept advanced was based on the Mediterranean resort Port Grimaud, located in the French Riviera. Phase 3 was to include the creation of several islands and bays which, for technical engineering reasons, proved to be economically unfeasible. In October 1978 City Council approved an Area Development Plan bylaw for Phase 3 based on this design concept. See Figure 9-20 for a map of the site area and the land use and development plan.

The city's social and tenure mix objectives for Phase 3, because of the location of the site between two high bridges, differed from the rest of False Creek as well. The site was not considered appropriate for family housing. The city, therefore, decided to seek maximum financial return from the lease of the building sites with the major social objective being an accessible and attractive waterfront. This led to an essentially luxury housing concept based on immediate access of most units to personal boat moorage, such as one finds in Port Grimaud.

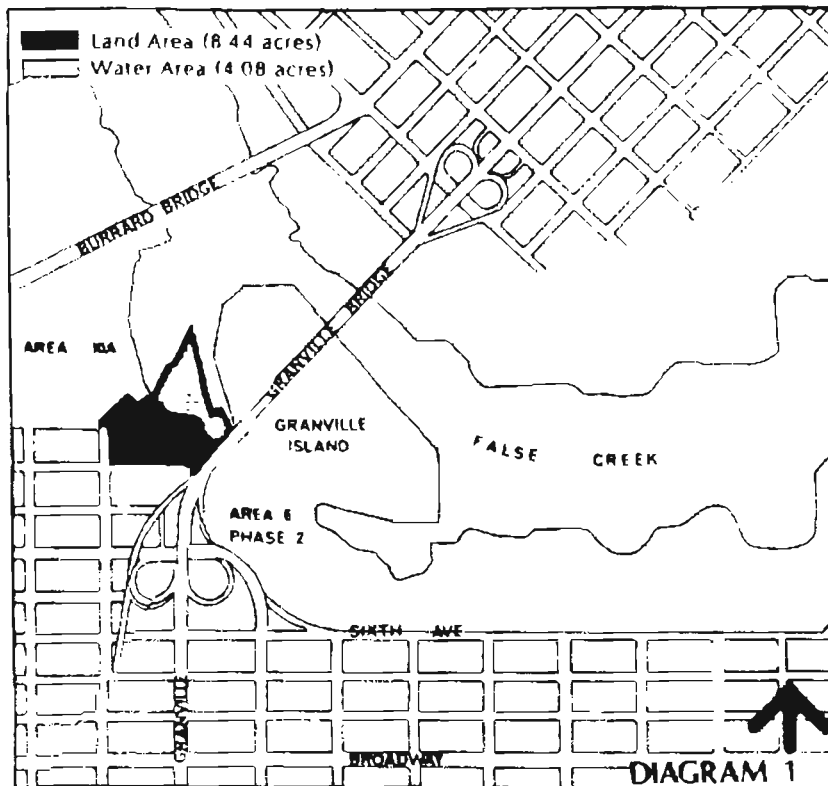
Because of the engineering problems associated with the original design concept and because the developer withdrew, the design concept was revised by another developer, Narod Developments, with the bays intended for moorage redesigned as decorative fresh water lagoons. The luxury orientation of the project did not change. Unfortunately, the 1982 recession forced the developer into receivership with the result that only half of the project was completed. The intent is to complete the project according to the revised design concept. (See Chapter 10 for further discussion of the status of the implementation of Phase 3.)

Phase 3 Unit Mix. Phase 3 will contain 300 units when completed. As of early 1984 206 units are completed. This includes 63 co-operative units and 143 MURB rental units, all of which are registered as condominiums. Phase 3 contains 6.7 acres. There is one acre of freehold property in Phase 3, zoned mixed use (residential/commercial 140,000 sq. ft.). This one freehold acre was not sold to the current owner by the city but was a

FIGURE 9-20

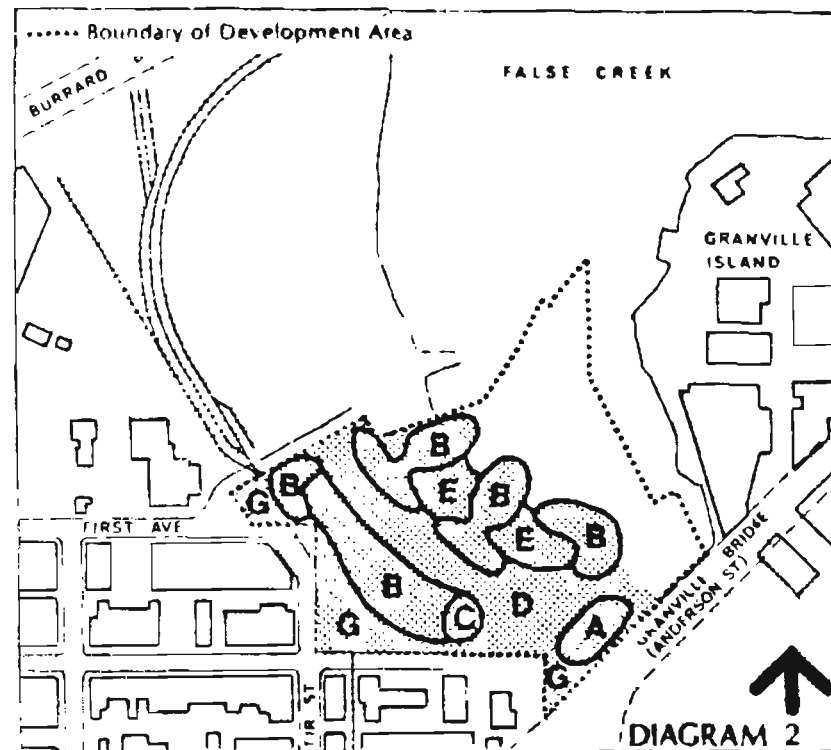
False Creek Phase 3 Development Plan

Location of Development Area



Site Areas and Built Areas

Sites	Site Area (Acres)	Site Area (Hectares)	Built Area (Acres)	Built Area (Hectares)	Use
A	.93	(0.37)	0.83	(0.33)	Mixed Use
B	3.44	(1.38)	2.30	(0.92)	Residential
C	.23	(0.09)	0.23	(0.09)	Community
D	1.63	(0.65)	0	(0)	Public Open Space
E	1.20	(0.48)	0	(0)	New Water Bay
G	1.01	(0.40)	0	(0)	Rights of Way and other Residual Areas
Total	8.44	(3.37)			



Source: City of Vancouver, False Creek Area Development Plan for Area 10B, By-law No. 5207, 1978.

result of land consolidation for Phase 3. All land in Phases 1, 2 and 3 of False Creek, with the exception of the one acre in Phase 3, is owned by the city and leased out on 40 and 60 year leases.

9.7 Resident Satisfaction with the Design of False Creek

A post occupancy evaluation was carried out shortly after the completion of Phase 1. The Canada Mortgage and Housing Corporation funded two resident surveys conducted by Vischer Skaburskis Planners in 1977 and 1979. The results of these surveys was published in 1980.

This Phase 1 post-occupancy evaluation is a comprehensive one covering the areas of:

- 1) Locational Significance -- Who are False Creek residents in terms of their locational preferences? Why did they choose to live in False Creek over other places they looked at? How important were the locational attributes in this choice?
- 2) Social Mix -- The set of questions relating to social mix analyses the impact of the social and income mix objectives on the planning process, on the residents in terms of their satisfaction, and on the social and physical environment.
- 3) Design Principles -- The questions relating to design offers a user evaluation of the major principles which guided design decisions and of City Council policies which affected the livability of the environment, as well as of the impact of codes and standards on dwelling-unit design. ^{13/}

It is difficult to summarize the findings of this comprehensive survey. In general, the first phase of False Creek is found to be successful in all three categories. Sets of recommendations resulting from the analysis of the resident opinions are provided in the 300 page, 2 volume report. The main conclusions, as presented in the executive summary, are the following:

1. A development of the scale and architectural quality of False Creek can overcome the adverse neighbourhood effects of proximity to light-industry. The project has changed the image of the False Creek area.
2. The locational attributes are highly valued and no significant differences were found across the two neighbourhoods. If all other factors were equal, the higher density, as found in Heather, is more desirable

13. Vischer Skaburskis, Planners (1980) False Creek Area 6 Phase 1: Post-Occupancy Evaluation, Volume 1, Executive Summary, Ottawa: CMHC.

than lower density development because it gives more people the opportunity to enjoy the locational amenities.

3. Car usage is not generally changed by the project's proximity to the downtown. The extent that usage can be reduced depends on the proportion of elderly and low-income households in the development.

4. Higher income households cite the amenity features of False Creek as being major considerations when selecting a neighbourhood. The success with which the development attains its income mix objectives depends in part on the attractiveness of the location, its access to downtown, proximity to the waterfront and the splendid views. We believe that the success of a mixed market/non-market project depends to a great extent on the amenities offered by the location. 14/

Though no further research of this type has been carried out on Phase 2, or on the attitudes of residents who have lived in Phase 1 for several years, these four conclusions tend to be supported by most observers. The False Creek project has been a successful first improvement to the False Creek basin, leading the way and encouraging other public and private investment in the adjacent neighbourhood (such as the Federal redevelopment of Granville Island and the private redevelopment of Fairview Slopes). The conclusion about densities also appears to continue to be supported by many -- that both the lower and higher density neighbourhoods in Phase 1 appear to be equally attractive to residents and that the higher density development is preferable on the grounds that it provides more people the opportunity to live in False Creek. One common criticism of False Creek is that an opportunity has been lost by developing False Creek at such low densities. The site is capable of supporting much higher densities and demand is very high for both the market and non-market units.

The third conclusion relating to car usage points to one of the more serious design misjudgements of the False Creek Neighbourhood. The assumption was that proximity to downtown would decrease the need for and, therefore, ownership of automobiles. In addition, it was assumed that by limiting parking spaces to about one per unit, ownership and use of automobiles by residents would be decreased. This has not been the case. Parking is a very serious problem in the neighbourhood.

The fourth major conclusion relating to the need for a high level of amenities in order to attract higher income residents (i.e., to successfully achieve the social mix objectives) also appears to be valid. A poorly designed project and low levels of amenities in the general area could have made the market housing sites less marketable. Crucial to the financing of the project was the assumption that the market sites would be

14. Ibid., p. 9.

leased at the highest possible rates when proposal calls were issued. If the planners and designers of False Creek had been unsuccessful in creating an environment attractive to private investors, the social mix and financial objectives would not have been achieved.

Planned neighbourhoods, such as False Creek and St. Lawrence, present unique opportunities to study the physical and social/psychological variables which help create successful residential environments. There are a host of variables contributing to or inhibiting overall residential satisfaction and the sense of belonging, the sense of control and to positive social interaction. There is a very limited body of knowledge for planners and designers to draw upon when faced with the task of designing a neighbourhood from scratch. What is especially significant -- and especially difficult to plan and design for -- is that different socio-economic and ethnic groups place different weightings on the variables which contribute to satisfaction. Most neighbourhoods are relatively homogenous. There are, therefore, relatively few studies of residential satisfaction in socially mixed neighbourhoods. The opportunity to learn from the experience of False Creek and St. Lawrence should be taken advantage of. To date, the 1980 Vischer Skaburskis study of Phase 1 of False Creek is the only such research undertaken in either neighbourhood.

Chapter 10

The False Creek Implementation Process

Throughout the first few years of planning a non-industrial False Creek, a number of groups were formed within the civic administration to implement specific tasks. The organizational structure for designing and eventually implementing False Creek's redevelopment plan was modified as the need arose. Groups were formed to carry out specific tasks and then disbanded once their objectives had been achieved. One of these groups, the False Creek Development Group, created as a temporary branch of the Vancouver's municipal administration, has co-ordinated and supervised the implementation of False Creek since 1974.

10.1 The Early Stages in the Implementation of False Creek

The implementation of False Creek was carried out by the False Creek Development Group (FCDG), an organization which evolved out of the planning process. During the early stages of the planning process several separate groups, distinct from any of the municipal departments, were created with the specific goal of addressing the redevelopment of False Creek and how this could be accomplished.

A total of six groups or teams were established during the early 1970's, the period in which the basic planning and design decisions were being debated. This process eventually led to the creation of the False Creek Development Group. Prior to the establishment of the FCDG, the following are the six special groups created to contribute to the development of the project between 1971 and 1974.

The False Creek Study Group, 1971-1972.

A group comprised of the Assistant Director of the Planning Department responsible for False Creek and a variety of consultants including Thompson, Berwick, Pratt and Partners, whose responsibilities included the preparation of a development plan.

Special Committee on False Creek, 1972-1973.

A committee of aldermen responsible for reviewing False Creek Policies, proposals and development guidelines. Upon dissolution, matters pertaining to False Creek were directed to the Standing Council Committee on Planning and Development.

False Creek Planning Team, 1973.

A team of Planning Department staff responsible for reviewing the False Creek Study Group's work in order to develop workable policies.

False Creek Review Panels, 1973.

Under the aegis of the Vancouver City Planning Commission and comprised of appointed citizen resource persons, the two panels were formed to review housing mix and open space recommendations for Phase 1, Area 6.

Citizen's Advisory Panel, 1974.

Under the aegis of the Vancouver City Planning Commission, this panel was made up of 20 volunteers representing housing, park, school and other interests, and was responsible for providing advice to the Phase 1 Design Teams, as well as conducting an evaluation of the three design submissions.

Review and Recommendation Committee, 1974.

A five person committee (the Director of Planning, a development consultant and representatives from architecture, development and housing interests) responsible for reviewing all comments received regarding the Phase 1 design competition and recommending to Council a design concept for the site.

City Council's establishment of the FCDG was a major turning point in the style of the city's overall management of the project. Why did Council choose this particular administrative vehicle rather than the numerous other possible options?

10.2 The Search for an Appropriate Institutional Structure

As early as September 1971 discussion had taken place as to whether a separate development corporation or in-house staff should handle the project.

The solicited opinions of several prominent business leaders have echoed Hans Blumenfeld's opinion that "there should be set up a 'False Creek Development Corporation'"...partners would be, in addition to the City, probably the CPR, the Harbour Board, and the Provincial and Federal governments, if they agree to participate. Each partner would hold an agreed upon portion of shares and/or bonds. Property owners who have to be expropriated might be offered an option of

shares or bonds in lieu of cash. The corporation would hold the land in perpetuity and lease it under stipulated conditions, on long term renewable leases, to developers or other users, including individual cooperative or condominium homeowners. The leases, plus revenues from such enterprises the Corporation chooses to build and operate (or sell or lease) would provide its income. It would raise its capital by selling bonds to investors. Like other developers, the corporation would build the infrastructure to city specifications and then hand them over to the City for maintenance and operation. The City would continue to exercise its normal regulatory and taxing powers. 1/

During July 1972 the in-house vs. special agency debate became a public issue covered in the press. The City Commissioner (G. Sutton-Brown) and the Director of Planning (B. Graham) argued for the in-house option while the Vancouver City Planning Commission chairman (J. Lecky) and the chairman of the Special Council Committee on False Creek (Alderman W. Hardwick) opted for a special agency approach.

[Director of Planning] Graham...noted that be proceeding under the civic development division of the planning department, council would have each stage reported back to it for approval. However, under the agency system, it could delegate its entire responsibility. [City Commissioner] Sutton-Brown pointed out that in the case of Champlain Heights, council was able individually to decide how each block of land was developed. Lecky [Chairman of the City Planning Commission] replied that if council becomes involved in the False Creek redevelopment to the same extent, nothing will ever get done. There would be arguments over every building's shape and colour. 2/

The key factor in resolving this issue was the 1972 municipal election changing not only many members of City Council but also some of the other central figures. Shortly after the election both the City Commissioner and the Director of Planning were replaced.

Selection of a Development Consultant. In 1973 the Special Council Committee on False Creek hired an experienced local developer, E.D. Sutcliffe, at first on a part-time basis, to provide general advice on implementing the project and to act as liaison between the city, the financial institutions and the development industry. In October 1973 the devel-

1. False Creek Study Group (1971) False Creek Proposals: Report 3, September, p. 112.

2. Vancouver Sun, July 2, 1972.

opment consultant began working on a full-time basis under a five year contract. During this period opinions about the desirability of a separate development corporation began to shift as

aldermen recognized that such an agency would not necessarily be responsive to policies established by Council, would dilute Council's power and authority, and be a basically unnecessary and possibly self-perpetuating agency. The decision not to have a development corporation meant, with regard to the non-city lands in False Creek, that the City was prepared to depend on land use controls plus the influence it was able to exert on other land owners. For its own development, the City would probably have to raise money for front end costs through more traditional channels as well as ...[play] some type of management role. 3/

10.3 The Creation of the False Creek Development Group, 1974

In 1974 the issue was finally resolved when the FCDG was established. The city's development consultant, E.D. Sutcliffe, became director of the Group which was established as a distinct civic department, with a small staff in order to avoid duplication of existing city personnel. The FCDG never had more than six full-time staff, including clerical staff. The development consultant was given greater discretionary authority over expenditures than that of directors of other civic departments. The FCDG reported directly to Council rather than through the City Manager's office. It has been noted that :

Partly because of these differences, the Development Group neither perceived itself nor was regarded by other City departments as another civic department, but rather as akin to a private developer and therefore treated as such. 4/

Terms of Reference for the FCDG. The terms of reference for the FCDG coincided with those of the development consultant -- to promote and implement the development of the city owned land in False Creek within the context of city approved policies, to advise on all proposed developments on city owned land and private proposals elsewhere in False Creek, to identify and coordinate with city departments the tasks to be undertaken in connection with the development of city owned land, and to maintain liaison

3. R. Roger (1976) Creating a Livable Inner City Community: Vancouver's Experience, City of Vancouver, False Creek Development Group, December, pp. 15-16.

4. Ibid., p. 16.

with senior levels of government. ^{5/} In short, the FCDG would act as overall manager of the project and it was the FCDG's responsibility to see the project through to completion. In City Hall, the FCDG acted as a developer, expediting the passage of the project through the various stages of the development process.

The activities of the FCDG include the following:

- initiate the planning process for each phase and the details relating to each of the housing sites;
- negotiate land acquisition and site consolidation;
- hire coordinating architects for each of the three phases of the project;
- guide the project through the plans approval process;
- handle negotiations with the Engineering Department regarding the servicing of the site;
- preparation and control of capital budgets for financing the infrastructure;
- prepare and issue proposal calls;
- recommend sponsor groups for development of each development site;
- negotiate the land lease for each site;
- negotiate the design of the housing projects;
- expedite the development permit process; and
- assist in the negotiations with CMHC and the Province to obtain financing for the non-market units.

10.4 Phase 1 Implementation

In February 1974 the process of identifying sponsor groups to act as developers of the seventeen Phase 1 development sites began. It was decided to seek a range of different groups as sponsors of the non-market social housing projects and to select one private developer to finance and coordinate and market the private market housing sites. The sponsors of the non-market housing were to be service clubs, charitable organizations, co-operative or similar non-profit groups. These sponsors would lease the city owned land and be responsible for the financing, the selection of an architect and contractor, and coordination of the development of their project. The developer selected for the market sites would be responsible for development of the market housing as well as the actual construction of the elementary school, community facilities and local streets in Phase 1. A Vancouver firm, Frank Stanzl Construction Ltd, was selected as the developer.

5. Ibid.

The Project Management Group. As Phase 1 reached the stage where detailed designs of the individual residential enclaves were to be prepared and construction commenced, the managerial process was expanded to provide input from several additional participants. In order to assist and coordinate the design efforts of the various sponsor groups, City Council appointed Thompson, Berwick, Pratt and Partners as "Co-ordinating Architect." One of the Co-ordinating Architect's major responsibilities was to ensure that the overall Phase 1 design concept, as approved by City Council, was ultimately achieved. Frank Stanzl, the principal of Frank Stanzl Construction Ltd., was selected as "Co-ordinating Developer," responsible for "financing, developing, and marketing the residential and commercial market components and for ensuring that maximum economies are achieved, consistent with the objective of the development." 6/ Both the Co-ordinating Architect and Co-ordinating Developer were responsible to the director of the FCDG. This team formed the management group for Phase 1. Figure 10-1 provides a summary of the responsibilities of each of the key actors in the development of Phase 1 of False Creek.

Review of the Phase 1 Implementation Process, 1977. Prior to commencement of Phase 2, the FCDG reviewed the appropriateness of this structure. On the positive side, it was concluded that:

The features of the development process undertaken by the Development Group that led to success in Phase 1 can be summarized as follows:

1. Strong support at the political and senior administrative levels in the City, Federal Government, CMHC and the Provincial Housing Department, and by the development industry.
2. Direct Access to policy makers at the three levels of Government.
3. A brisk timetable.
4. Concurrent rather than sequential solutions to problems and acceptance of the inherent risks.
5. Adequate authority delegated by Council to the Development Group. 7/

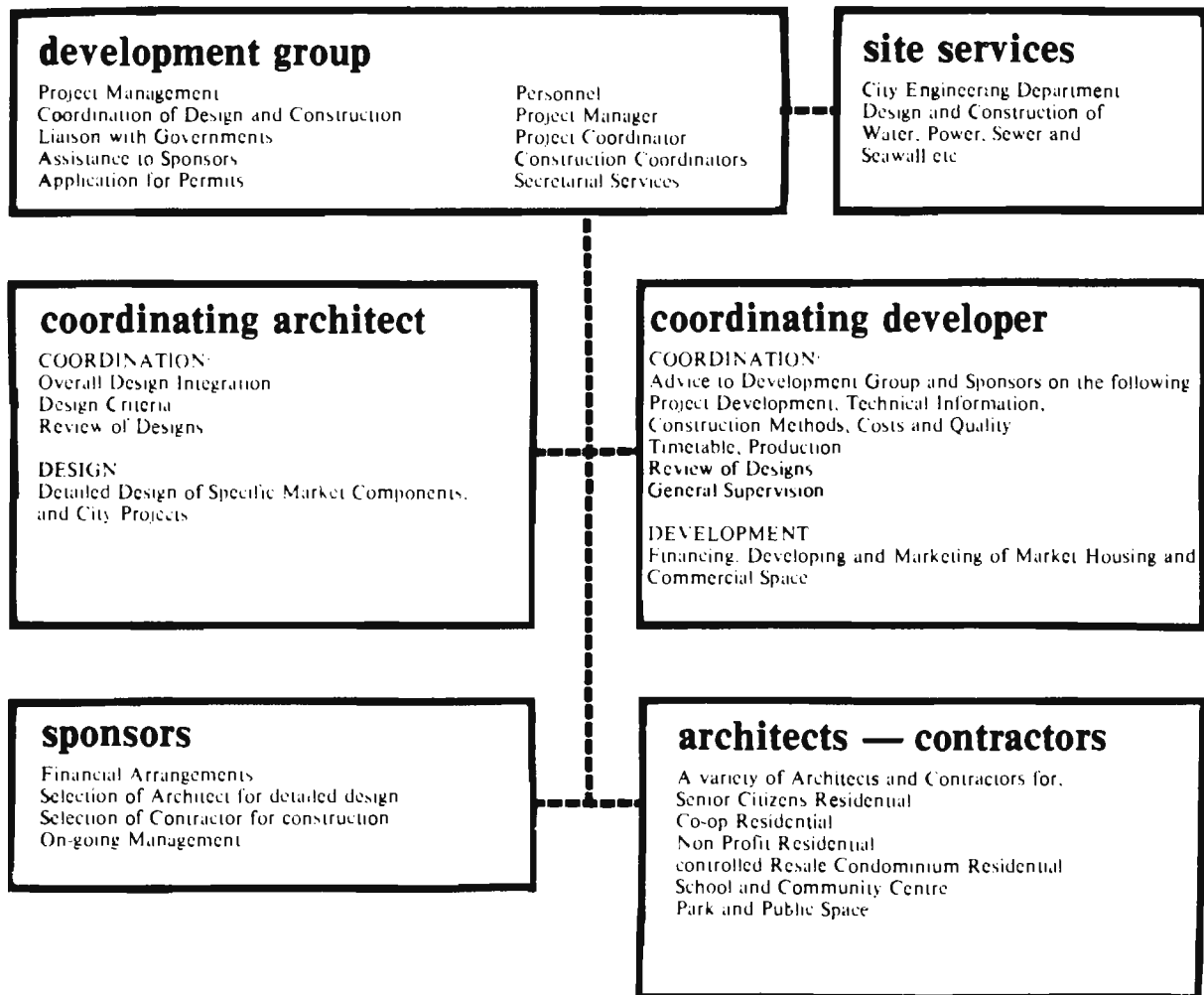
6. Manager's Report to City Council's Standing Committee on Planning and Development, February 28, 1977.

7. City of Vancouver, Manager's Report to City Council's Standing Committee on Planning and Development, February 28, 1977.

FIGURE 10-1

Structure of the False Creek Implementation Process

**design and build procedure
city lands false creek phase I area 6**



Source: R. Rodger (1976) Creating a Livable Community, p. 22.

However, concern was raised about the co-ordination of the design of the individual non-profit projects. There were many actors involved but the FCDG was not included in a key part of the process.

City staff went to architects, contractors, and Central Mortgage and Housing Corporation with the sponsors to assist them. However, details of design were discussed by architects and sponsors with CMHC. The City had no discussion with CMHC architects. Design problems in Phase 1 occurred as a result of not having a direct liaison with the sponsor's architect. 8/

For these reasons, the FCDG put forward a proposal that the city itself assume responsibility for development of the non-market housing component of Phase 2.

The general intent is that the City's Public Housing Corporation would be used as a vehicle for financing the cost of construction of improvements through debenture financing. The Public Housing Corporation, under Council direction and using the False Creek Project Manager as an agent, would then develop non-market dwellings and arrange for the ultimate mortgage financing from CMHC for non-market sponsors. Sponsors for the non-market housing would be named by Council on recommendation of the Project Manager. These sponsor groups would eventually assume a ground lease from the City for their project and would have immediate occupancy of a completed housing project. Since the sponsors are not responsible for the construction of the units, this is known as a "turnkey" approach. 9/

These recommendation was not accepted by Council due to the potential technical and financial problems which could arise, placing the city at risk.

One important reason for Council's rejection of the proposal is that the city would have to assume the financial risk involved in the development of the non-market housing. Four components of potential financial risk were identified: working capital; delays in the approval process; construction cost over-runs; and vacancy rates. 10/

8. City of Vancouver, Standing Committee on Planning and Development Report to Council, March 10, 1977.

9. Ibid.

10. City of Vancouver, Manager's Report to City Council's Standing Committee on Planning and Development, February 28, 1977.

The Director of Finance had estimated that a worst case scenario (i.e., no incoming revenues) would result in the city having to assume payments of \$2 million to \$2.5 million per year. A more realistic estimate of the city's financial liability, should major difficulties emerge, was pegged at \$1 million per year. 11/

Another possible reason for the decision was City Council's experience with the Vancouver Non-Profit Housing Corporation. The corporation was established in 1974, but by 1976 its first director had resigned. Among the problems experienced by the fledgling Corporation were:

the frustration of attempting to construct housing which met CMHC financial guidelines in the high cost Vancouver area, and which complied with CMHC, Provincial and City guidelines for family housing, combined with the lack of front end financial support from the City, an absence of agreed upon City housing goals and strong citizen opposition to locating projects in existing communities. 12/

Without a municipal non-profit housing corporation the City could not, and therefore, did not pursue this option. As development of the site progressed through the other phases, co-ordination with the non-profit groups did not prove to be an unusually difficult process.

10.5 Phase 2 Implementation

Phase 2 was developed much along the lines of Phase 1. Only a few changes were made in the development process. The position of Co-ordinating Developer was discontinued and the firm of Downs/Archambault-Davidson/Johnson was selected as the Co-ordinating Architect. This firm had designed the site plan for Phase 2.

A major difference between implementation of Phase 1 and 2 is that in Phase 2 implementation proceeded much more smoothly, largely due to experience gained from Phase 1. The redevelopment of False Creek was initially considered to be a tenuous and somewhat speculative venture because of the nature and location of the site and because the city had no experience in undertaking a redevelopment project of this magnitude. This made Phase 1 an almost over co-ordinated process due to the fear of creating situations in which the continuation of the project itself might be jeopardized. The FCDG was involved in every aspect of the project and

11. Ibid.

12. City of Vancouver Planning Department (1979) Affordable Housing Government Responses, Understanding Vancouver's Housing, Part IV(b), p. 5.

particularly with the non-market housing developments. The Co-ordinating Architect also played a greater role in the supervision and review of the design process for the individual housing projects than was the case in Phase 2.

Great care had to be exercised to ensure that Phase 1 was developed as a successful and attractive inner-city neighbourhood. Once this was achieved, and the precedent set, the implementation process and the supervisory activities of the FCDG became somewhat more relaxed. In addition, as the development proceeded, the participants became more familiar with the process and institutions involved and with their respective responsibilities. For example, when the Phase 1 development commenced the federal social housing programs were relatively new. Both the sponsor groups and CMHC staff were not fully familiar with the program delivery mechanism. In addition, city staff had to negotiate with CMHC early in the process over the amount of financial assistance available to the non-market projects. Market conditions in Vancouver were continually more difficult for social housing than in other parts of the country and the federal funding levels had to reflect this. The city still had to write down the estimate of the prevailing market value of the land to make most of the social housing projects in False Creek financially viable. As time passed all parties became more familiar with the government programs available, their areas of flexibility and the constraints they posed.

Negotiating the financing of the social housing projects in the first phase of False Creek was not the only difficulty the FCDG had to surmount. The initial non-profit and co-operative sponsors tended to be less familiar with the development process and required a great deal of assistance. There were no experienced non-profit resource groups when Phase 1 was initiated. The responsibility for guiding the non-profits and co-ops became the responsibility of the FCDG. The city itself had to assist in the establishment of the first co-op, the False Creek Co-operative. By the time Phase 2 was ready for development, several experienced non-profit and co-op development resource groups existed. These groups guided the projects through the development process, not the FCDG.

This situation was somewhat different from that in St. Lawrence. The St. Lawrence project came on stream about two years later than False Creek. By that time, a great deal of social housing had been built in and around Metropolitan Toronto and the city could rely on the existing and experienced resource groups for at least the larger of the co-op projects. In addition, the City of Toronto had its own non-profit housing company, Cityhome, to build the municipal non-profits. The Greater Vancouver Regional Districts non-profit housing company decided not to participate in False Creek because they were not interested at the time in building inner city projects. All the non-profit projects in False Creek, therefore, were either private non-profits or co-op. There were no public non-profits. In contrast, 27 percent (957 out of 3,519 units) of the housing in St. Lawrence was developed by the City of Toronto's Cityhome. The combination of experienced co-op resource groups and municipal housing company staff made development of the non-profits in St. Lawrence a less difficult process than that faced by the FCDG in Vancouver.

10.6 Phase 3 (Area 10B) Implementation

Development of the final phase of the city owned south shore of False Creek began in 1982. The site is an unusual one, odd shaped and adjacent to the high level Granville St. Bridge. City Council decided that the site was not very suitable for family housing and, unlike the other two phases, decided to market the land to the private sector rather than seeking any particular social mix. The plans did, however, provide for one small non-market project accounting for 20 percent of the units in Phase 3 (rather than the over 60 percent non-market units provided for in the previous two phases). The non-market project, Marina Co-op with 63 units, was completed in November, 1982.

Phase 3 was, in effect, "tacked onto" the city's redevelopment of False Creek after the city was able to negotiate a land swap which consolidated the city-owned properties in Area 10B. The city's original plan was to market the entire site as a single development package. After several attempts to proceed to implementation from the late 1970's on, a developer began construction in 1981. Narod Developments undertook the development of the entire site, except for two small parcels, only to be forced into receivership as a result of the recession of 1982. As a result the City of Vancouver has been forced to subdivide the property to enable development to proceed on a site by site basis. By 1984 the FCDG had proceeded with the proposal call for development of all remaining properties.

The phase out of the FCDG will take place in about two years, when Phase 3 is completed. Only one parcel in Phase 2 remains. A co-op is under construction on the site which had originally been intended for a mixed commercial and residential market development. However, the Vancouver real estate market has not permitted that type of building to be economically viable. This represents an increase in the social housing component. The Creekview Co-op, which began construction in early 1984, contains 104 units.

At the present the FCDG consists of two staff, a part-time director and a full-time project manager. Clerical staff of the Properties Department provide administrative support to the FCDG. A great deal of development is occurring around the False Creek neighbourhood developed by the city but none of it is on city owned land. To the east of the site the former Johnston Terminals is being redeveloped for market housing as is the land west of the neighbourhood. On the north shore of False Creek is B.C. Place, the site of the recently completed domed stadium, the 1986 worlds fair and a great deal of residential and commercial development, all being coordinated by a provincial crown corporation.

10.7 The Implementation Process: An Overview

In view of the complex nature of the False Creek redevelopment process and the city's initial inexperience with a project of such magnitude, the implementation process can only be judged as having been a very successful one. Implementation has been expeditious and the host of unforeseen problems associated with any such undertaking have been dealt with in an efficient and effective manner.

The choice of an internal but separate agency of the municipal government has proven to be the right one. The City Council was able to maintain full control over any aspect of the project it wished and the project was not affected by the constraints which might have developed if an existing, mainline department had been selected to administer the implementation of the redevelopment plan. The establishment of a temporary group with the rank of a mainline department ensured access to senior decision makers while allowing the group to adjust its size to the nature of the immediate needs as well as hire, on a temporary basis, people with the specific skills needed. The bureaucracy, hidden agenda's and politics of mainline departments were avoided.

The appointment of a development consultant with considerable expertise and credibility within the local development and financial institutions helped lend legitimacy to the project in the early stages. The fact that the FCDG was both developer and implementer of municipal policy provided a flexible institutional structure in which the day-to-day crises could be, and were, effectively dealt with.

Chapter 11

False Creek Project Costs and Financing

Serious discussion of policies and procedures relating to the financing of the municipal redevelopment of the south shore of False Creek began only after decisions were made about the goals, objectives and even some of the design guidelines. The transformation of the industrial site into an innovative quality residential environment was the city's first priority -- the financing mechanisms were left for later. The June 1973 False Creek policies report discusses all the major issues at length, except for financing. The brief mention of financing proposed that "the financial and land management aspects of False Creek should be managed so as to ensure a quality environment." 1/

11.1 Total Project Costs and Revenues

City officials were aware that their improvement of the south shore would stimulate redevelopment in adjacent areas, enhancing the city's tax base. In 1971 it was estimated that redevelopment of the False Creek basin would produce an estimated \$700 million in taxable assessment, compared to the 1969 assessment value of \$70 million. 2/ There was, however, the question of the immediate "front end expenses." These had to be financed and the question was how. The front end expenses include all costs relating to the assembly, preparation and full servicing of the site for development: costs of consolidating municipal ownership of the site, demolition of on-site structures, consultants studies, administrative staff, site preparation, installation of municipal services (sewer, water, streets, electrical, etc.), construction of the seawall, relocation of the rail line and bridging of the arterial road (6th Avenue).

1. City of Vancouver Planning Department (1975) False Creek Policies and Actions, June, p. 58.

2. See: Rodger, R. (1976) Creating A Livable Inner City Community, Vancouver's Experience, Vancouver: False Creek Development Group, p. 23.

Project Financing on a Full Recovery Basis. City officials were aware that it would be difficult to balance their social objectives while maintaining the financial viability of their undertaking. Given the political situation, in which a strong lobby opposed to use of the site for a socially mixed residential neighbourhood continually sought to block the project, an early decision was made to undertake the project at no long term cost to the city's taxpayers. The city would undertake the project on a full recovery basis. This decision was made in 1973 and reconfirmed from time to time throughout the early stages of the planning and design of the project.

One of the arguments against the option of leaving the south shore a public park was that it would do nothing for increasing the tax base. A park would cost over \$20 million to implement and would impose long term maintenance costs. No revenues would be produced nor would a park necessarily spark redevelopment in the adjacent area. The financial goal of undertaking a housing project on the site on a break even basis was to avoid placing any long term drain on municipal finances while also achieving housing objectives and stimulating private redevelopment around the site. Redevelopment of the city owned land on a break even basis included the expectation of generating a surplus from the lease of the market sites in order to help write down land costs for the non-market housing and to help pay for the high level of amenities being proposed for the site. Private market sites were leased at full market value whereas the market value of the non-market housing sites was written down in cases where these projects would not otherwise be viable.

On December 10, 1974 City Council received a detailed report from the Director of Finance and the False Creek Development Consultant on front end expenditure estimates and sources of financing. Phase 1 development expenditures were estimated to be \$8 million and Phase 2 \$6.2 million. City Council directed that all expenses be recovered from the development. Land values were calculated for the various parcels so as to recover the cost of development while still maximizing the attainment of the household and income mix objectives. An early decision was also made to only lease development sites, thereby maintaining long term ownership of the site for a future generation of Vancouverites. City Council, in September 1974, in dealing with the social mix report, and in December 1974, in dealing with the front end expenses, "directed that the City retain ownership of the land, lease it and participate in speculative gain on the land values." 3/ Phases 1 and 2 were to be financed on a full recovery basis so that the city would at least recover its front end expenditures, whereas for Phase 3 it was decided that the city should maximize its return on the lease of development sites. The redevelopment of the south shore over the past ten years has successfully achieved these financial objectives. The capitalized land leases for Phases 1 and 2 cover all the city's expenditures with a small surplus and Phase 3 is producing a substantial surplus.

3. City of Vancouver, Standing Committee on Planning and Development (1975) Manager's Report: Phase 1, Area 6, False Creek, February 6, p.5.

TABLE 11-1

FALSE CREEK NEIGHBOURHOOD: TOTAL PROJECT COSTS

	Phase 1 Area 6	Phase 2 Area 6	Phase 3 Area 10B
Land Assembly	\$ 809,100	\$ 1,275,000	\$ 918,700
Seawall	1,821,000	1,200,000	500,000
Utilities and Streets	4,537,400	1,732,000	915,300
Park and Open Space	1,548,000	600,000	---
Development Group Costs	326,900	768,000	386,000
Consultants	613,500	577,900	168,200
Parking	438,400	473,500	---
Laurel Land Bridge	694,200	---	---
Granville Island Shared Costs	---	169,300	95,000
Site Development	---	273,000	---
Noise Abatement	---	84,600	---
Cost Sharing	---	---	370,000
Contingency	---	---	183,000
Cost of Each Phase:	\$ 10,788,500	\$ 7,153,300	\$ 3,536,200
TOTAL PROJECT COST:	\$ 21,478,000		

Source: City of Vancouver False Creek Development Group,
staff calculations, December, 1982.

TABLE 11-2

FALSE CREEK NEIGHBOURHOOD: TOTAL PROJECT REVENUES

	Phase 1 Area 6	Phase 2 Area 6	Phase 3 Area 10B
Land Leases			
Prepaid Equivalents	\$ 10,100,000	\$ 8,700,000	\$ 7,800,000
Seawall			
Federal Winter Works Grant	1,100,000	870,000	280,000
Revenues From Each Phase:	\$ 11,200,000	\$ 9,570,000	\$ 8,080,000
TOTAL PROJECT REVENUES:	\$ 28,850,000		

Source: City of Vancouver False Creek Development Group,
staff calculations, December, 1982.

Municipal Costs and Revenues. Redevelopment of the south shore has cost a total of \$21.48 million and the expected revenues to the city from the land leases is expected to be \$26.60 million. In addition, the city received a Federal Winter Works Grant of \$2.25 million in the mid 1970's to cover part of the cost of the seawall. Total revenues from the False Creek project are expected, therefore, to be \$28.85 million, producing an estimated surplus of \$7.37 million. A summary of the total project costs and revenues is provided in Table 11-1 and 11-2.

Most of the surplus has come from Phase 3 in which City Council decided not to implement an extensive family and social housing component because of the unsuitability of the site for this type of housing. Instead, Council directed that the return to the city from the lease of development sites be maximized. The amount of the return depends upon the state of the real estate market at the time the sites come on stream. A great deal of inflation has occurred in the Vancouver market since the start of the False Creek project in the early 1970's.

It should be noted that the amount of the return to the city is based on the prepaid equivalent of lease values. As noted earlier, leasing land for residential strata units had never been done in Vancouver prior to the False Creek south shore development and the Condominium Act had to be amended to allow it. In order to provide the developers with marketing flexibility, the City agreed to offer to purchasers of the individual condominium units four options for the payment of the land rent. One was prepayment, the other three, and these were the most popular, offered differing rent schedules for the first 30 years of the 60 year leases with the last 30 years rent to be the subject of negotiation or arbitration at the thirtieth anniversary of the lease. One schedule set a fixed monthly rent for the first 30 years, another a lower amount for the first fifteen years and a higher amount for the next fifteen, and the third set a fixed rent for the first three years with the rent thereafter rising, until year thirty, at the rate of change of the Personal Disposable Income Index.

The project revenue figures in this chapter, therefore, which are based on the pre-paid equivalent of the leases, only provide a rough -- though reasonably close -- estimate of the financial return to the city. The figures do not represent the actual return. The actual return is based on the interest and discount rates used to set the schedules for each condominium lot. To calculate these exactly would require a time consuming process and, given that the rent for the last 30 years of the lease is not yet fixed, would still not provide a precise total.

Surplus Revenues from Each Phase. The following summary of the estimated surplus from each of the three phases shows the degree to which Phase 3 is contributing to the estimated surplus.

	Costs	Revenues	Surplus
Phase 1	\$10,788,500	\$11,200,000	\$ 410,000 (+ 4%)
Phase 2	7,153,300	9,570,000	2,416,700 (+ 34%)
Phase 3	3,536,200	8,080,000	4,543,800 (+130%)

In addition to the growing market value of the development sites through the years, part of the differential in the surplus between phases is due to the heavier costs involved in Phase 1. Phase 1 is the lowest density and the largest of the three phases. Some of the cost of the large municipal park is included in Phase 1 expenses because it is intended to be regional, not a neighbourhood, park. Utilities and streets in Phase 1 cost over \$4.5 million (in mid-1970's dollars) whereas the total cost of utilities and streets in Phases 2 and 3 is \$2.7 million (in late 1970's and early 1980's dollars). The school, located in Phase 1, however, was not financed out of False Creek revenues.

11.2 Municipal Financing of the Redevelopment of False Creek

The Federal \$10 Million Loan, 1973. A major impetus to City Council's decision to redevelop the south shore for housing was a Federal loan of \$10 to help finance the project. In December 1973 Council voted to ask the B.C. housing minister to seek a loan from CMHC under Section 42 of the National Housing Act to help finance the front end expenses associated with Phases 1 and 2. This was only a month after approval was given in principle to proceed with the residential redevelopment of the south shore. Up to that point the city had spent some \$2.8 million on land acquisition and development and had appropriated another \$1 million for various budgeted expenditures. The front end costs associated with the redevelopment of Phases 1 and 2 was estimated to be \$8.9 million. In addition, the cost of upgrading Sixth Avenue, developing the open space and building a marina was estimated to be \$4.9 million. The city decided to seek a \$10 million loan to help finance False Creek related expenses. The estimated timing of the requirement for the \$10 million financing was: 1974, \$1.7 million; 1975, \$5 million; 1976, \$2.7 million; 1977, \$600,000. 4/

Within three weeks Urban Affairs Minister Ron Basford, the MP for Vancouver Centre in which False Creek is located, announced approval of the loan request. CMHC loaned the city the full \$10 million at an 8% interest rate for a 50 year period. Authorization for such a loan was provided by Section 42(1) of the National Housing Act. That section permitted loans for "assembling and developing land for housing or for developing land for any purpose incidental thereto." The city requested the loan for the "incidental" purposes, to help finance the front end expenses. The

4. Vancouver Sun, December 12, 1973.

Minister hoped that the financing would help speed progress in False Creek so that some of the site could be redeveloped in time for the May, 1976 United Nations Habitat Conference being held in Vancouver. 5/

Significance of the Federal Loan. The timing of the loan was very important, perhaps, in the end, more so than the money itself. The loan came at a crucial time in the political debate over redevelopment policies for the south shore. It helped further dampen opposition to the residential use of the land due to the availability of financing under favourable terms. An editorial in the Vancouver Sun did not know whether to view the loan, made "almost with the speed of light", as "a boon or a tragedy," because

for what is plainly a significant body of citizens opposed to housing on the south shore, ... the loan appears to put city council's proposed central minicity close to the point of no return. 6/

The loan not only had the political impact of helping enable the City Council to proceed with Phase 1 but also had the financial impact of enabling the city to proceed with the redevelopment of the entire site as one package. The city could have developed Phase 1 and then, at some future date, begin development of Phase 2 and eventually Phase 3. Instead, planning and design for Phase 2 began immediately after Phase 1 was ready to begin construction and Phase 3 was planned during the start of Phase 2. At the time the loan was made, one of the chief proponents of the False Creek project, Alderman Walter Hardwick, noted the significance of the loan in the following terms:

The importance of the money to the city really centres around the fact that we will probably be able to develop the majority of land between Cambie and Granville bridges in one period of time. If we had to use conventional sources of financing, the development probably would have stretched over five to eight years. Another advantage is that the loan is at lower interest rates and over a longer period of time than a conventional loan. City director of finance Peter Leckie has estimated the city will save more than \$2 million in interest payments. I know Mr. Basford feels as I do that we should be able to demonstrate to the people throughout the world imaginative ways of using marginal inner city land and creating a new urban environment. 7/

5. Vancouver Sun, December 31, 1973.

6. Vancouver Sun, January 3, 1974.

7. Ibid.

In addition to using the loan to finance the city's expenditures on preparation of each Phase of the site for development, the city drew upon its Property Endowment Fund and its general revenues for interim financing. All of this financing was recoverable so it was a matter of obtaining the necessary financing from where ever it happened to be available at the time of the request. For example, the following is an extract from a 1976 report on the capital budget prepared by the False Creek Development Group for city council.

The source of funds for the balance of the front end expenditures, i.e., for a net of \$6,489,000 plus \$170,000 for area 10B plus \$158,000 for Granville Island (recoverable), will be the approved CMHC loan and for the balance of approximately \$615,000 ... would have to be the Property Endowment Fund in 1977. The Property Endowment Fund does not have these funds available in 1976 but can be expected to have them available in 1977. This will have to be referred to the Board of the Property Endowment Fund if Council approves the recommendations in this report. 8/

The Federal Grant Partially Financing the Seawall. In addition to the subsidy provided through a loan on favourable terms, the federal government also agreed to partially finance the seawall from its Winter Works grant program. The federal grant of \$2.25 million paid for 64% of the \$3.52 million seawall running the length of the city's south shore property. This is the only major grant made to the False Creek project by the federal government.

Financing the Individual Housing Projects. While the city financed the front end expenses associated with bringing the site on stream for housing, the developers of the individual housing projects had to secure their own financing for the housing. This was only a problem at the start of the development of Phase 1. Sponsors of the market condominiums and commercial space encountered difficulties in raising funds on the financial markets. The venture was considered to be too risky and projects such as these had never been financed on leased land.

In order to tackle the financing problem, the city hired an investment firm (A.E. Ames) to undertake a feasibility study. The study confirmed that the project was sound and that it was practical to mortgage condominiums on leased land. The financial institutions were still not interested and the city had to exert its influence on its bank to lend the

8. City of Vancouver, False Creek Development Group (1976) Capital Budget - Area 6, False Creek, report to City Council, October 29, 1976.

money for the first mortgages. In September 1975 the Bank of Montreal came forward with the \$10 million needed by the developers of the 300 condominiums in Phase 1. 9/

In addition to this financial problem, there was a legal problem with the city's desire to lease all development sites. Provincial law (the Strata Titles Act) did not allow condominiums to be built on leased land. After some discussion, the city was able to convince the province to change its Strata Titles Act (now the Condominiums Act). The use of a land lease for all development sites within False Creek, therefore, broke new ground. Attitudes of the major financial institutions as well as the laws governing condominium ownership were successfully adjusted to fit the policy decisions of City Council. Vancouver has retained the long term ownership of the entire south shore of False Creek through the land leases, generally 60 years in length. One point of interest is that the Condominium Act requires that condominiums on leased land be purchased at their fair market value at the end of the lease or else the lease must be renewed.

Although Toronto's city council also initially decided to keep ownership of the entire St. Lawrence site, the city was forced to begin selling the private market sites. All the non-profit projects are on leased land. Fears about the viability of St. Lawrence as a quality neighbourhood were much greater than those about False Creek due to the numerous environmental problems with the site. The city of Toronto decided not to try to tackle the financial institutions and the provincial condominium act, considering themselves lucky in the early stages to have any interest from the private sector in building in St. Lawrence. The potential impediment of the land lease was, therefore, removed.

11.3 False Creek -- A Financial Success

On the basis of the initial objective to at least breakeven in recovering municipal front end expenses, False Creek has been a financial success for the city. The figures do not separate current from constant dollars over the ten year period. Nor do they fully account for the fact that few of the condominium leases are prepaid. It would be difficult, if not impossible, to carefully compute such a calculation due to the numerous transactions occurring not only over the past but into the future. So the statement that False Creek has produced a surplus of over \$7 million for the city must be qualified. The city has received some of this money in the past and will be receiving the rest in the future. There is no special fund of \$7 million sitting in some account.

In addition, False Creek has contributed substantially to the city's tax base, not only within the south shore but in most adjacent areas. Fairview Slopes, the neighbourhood to the immediate south of Phase 1 and 2, has been completely redeveloped into expensive medium density housing. The areas to the east (the Johnston Terminals site) and to the

9. R. Rodger (1976), p. 27.

west (the B.C. Central Credit Union site) are both being redeveloped at medium and high densities. In addition, there is the provincial redevelopment of the entire north shore (B.C. Place) and the start of redevelopment of the eastern end of False Creek, adjacent to B.C. Place. Much of this would have happened eventually, but the city led the way with a high quality residential community which made the site available to a large number of low and moderate income residents who would otherwise have probably been excluded.

Chapter 12

The False Creek Neighbourhood: An Outline History

1910's

Several plans are advanced for development of the False Creek area as a deep sea harbour with docks and rail terminals. None of these plans were realized, except for filling the creek and construction of rail yards east of Main Street.

1929

Dec. Harland Bartholomew's Plan for the City of Vancouver recommends improving the False Creek basin as an industrial area: "the entire False Creek area may be reclaimed and used for purposes more appropriate to a city of a million population. The theory of the plan is, briefly, to create greater land values by increasing the desirability of the lands for high-class industries."

1950

Engineer E.L. Cousins is hired as a consultant by City Council to undertake a False Creek Development Study, reviewing railways, waterways, sawmills and the general economic condition of the False Creek basin.

1955

Oct. E.L. Cousins presents his Report on False Creek to City Council, recommending that two committees be established, one consisting of major land owners and the other of technical advisors. The two committees are established by City Council but none of Cousins' improved industrial development were pursued.

1959

- Jan. Another attempt to improve the False Creek area is made by City Council's reappointment of a False Creek Development Committee to "call together interested parties in order that recommendations may be made to Council in respect to proceeding upon recommendations contained in the Cousins' Report."

1960

- Sept. The Director of City Planning reports to Council that because of the many long term leases on city-owned land in the False Creek area any attempt to clean up or redevelop the area would be difficult until the leases expired in 1971.
- Dec. The False Creek Development Committee recommends that the Creek be a secondary harbour and a major industrial area. During the 1960's the Planning Department worked on refining industrial improvements for False Creek, including an improved shipping channel and improved road access around the Creek (as originally recommended in Bartholomew's 1928 master plan for the city).

1963

- Oct. Report on the Rehabilitation of False Creek, by the City Planning Department, recommends that the area should be devoted to light industries (rather than hoping for one very large industry to move in) and that the present inadequate access should be substantially improved to attract more industry, investment and jobs.

1967

False Creek lands: The Provincial Government and the C.P.R. settle their 1928 land lease problems by giving the C.P.R. control of both shore and underwater land on the north side of False Creek, while the government took control on the south shore. Then the Provincial government entered into negotiations with Vancouver to trade its south shore property for 200 acres of city-owned land on Burnaby Mountain (in order to build Simon Fraser University).

- Feb. The Vancouver Parks Board resolves to develop a long-term plan for parks and recreation objectives for the whole of False Creek.
- Oct. 24 City Council adopts a motion stating that it is city policy that False Creek remain an industrial area: "THAT WHEREAS the City has been advised of the concern of certain industries located on land based in the False Creek industrial area as to the continuance of their leases; THEREFORE BE IT RESOLVED THAT it is Council's policy at this time, that the land abutting False Creek be retained as an industrial area." This was opposed by the Parks Board.

1968

- Mar. 26 In a report to City Council on False Creek land use policy, the City Planning Department recommends that Council reconsider its October 1967 industrial policy for the Creek because there were too many practical difficulties in maintaining and expanding industry and that "uses like extensive ornamental parks, office towers and residential uses would be difficult to introduce into this area of False Creek without large scale redevelopment." Council accepted the report in principle and voted to re-examine its industrial policy.
- Aug. City Planning Department presents its report Downtown Vancouver to Council. One of eleven key issues it presents was directed at False Creek, asking questions such as: "what should the future of this land be?...will a changing pattern of port development make waterfront land now occupied by industry available for other uses? Are inefficient industrial operations pre-emptying land that should be used in other ways? Is False Creek an essential part of the harbour complex, or should this area be used for other purposes such as parks and apartments?"
- Nov. 19 City Council approves the exchange of 200 acres of its land on Burnaby Mountain plus \$424,000 for 85 acres of land owned by the Province on the south side of False Creek. This gives the city the opportunity to redevelop the south shore itself.
- Dec. The C.P.R. announces a \$185 million apartment project for their lands on the north shore of False Creek. The C.P.R. also proposes swapping its Shaughnessy Golf Course land for the city's recently acquired land on the south shore. This helped focus public attention on False Creek's land use planning issues.

1969

- Nov. 27 The Standing Committee on Planning, Development and Transportation adopts a public discussion process for False Creek land use policy: "that a simple brochure outlining proposals for False Creek be prepared. That the alternatives for False Creek be presented to a public meeting or meetings as soon as possible. That a period of thirty days be set for receipt of submissions by Council after such meetings."
- Nov. 27 False Creek south shore redevelopment approved by City Council's Planning and Development Committee.

1970

- Jan. 7 A motion by Alderman Phillips stating that "if and when the City's land on False Creek is developed for residential purposes, provision be made...for the inclusion of a significant amount of low cost, public, private and senior citizens' housing" is carried without too much debate.
- Jan. 13 City Council requests that a development plan be prepared for False Creek Planning Area 6 and 10 (i.e., the largely city-owned south shore).
- False Creek Policy Plan is proposed by City Planning Department, recommending that "Residences will comprise a significant portion of new development.... Population of this plan area at full development is estimated at 45,080 people living in approximately 28,080 dwellings."
- Nov. 17 City Council approves the appointment of a group of consultants headed by Thompson, Berwick, Pratt and Partners to prepare a Development Plan for the south shore of False Creek.
- Nov. The False Creek Study Group is established by the City, to guide the work of the consultants.

1971

Sept. Proposed Policies for the Redevelopment of False Creek, by the Department of Planning and Civic Development, recommends that: "Residential uses ought to provide for a substantial cross-section of households, family sizes and income groups. The density of population and buildings should relate to the Inner City and form part of a livable and pleasant environment.... Population of the planned area entire False Creek basin plus Fairview Shops at full development would be approximately 41,000 persons living in about 26,000 dwelling units."

1972

Jan. 18 City Council establishes a Special False Creek Committee to produce policy guidelines for development.

Apr. False Creek Proposals, Report 4 and 5, prepared for the False Creek Study Group by Thompson, Berwick, Pratt and Partners.

Apr. The Parks Board recommends that all 85 City-owned acres should be park.

May The City Planning Commission recommends in a report that False Creek be developed as a mixed residential-recreational area with a final population of no greater than 38,000 people. This meant that the Park Board was the only agency recommending no housing. The park vs. housing debate replaced the long standing industrial vs. residential-recreational debate.

July The Federal Government announces a cost sharing program for False Creek studies.

Sep. False Creek becomes an issue in the civic elections; the winning party, The Elector's Action Movement (TEAM), promised to begin construction within two years. TEAM was an "urban reform" group; four of the elected aldermen were UBC professors interested in planning issues. The newly elected Mayor (Phillips) and a re-elected alderman (Hardwick) were among those who had supported socially mixed residential development for several years.

Dec. City Council appoints Thompson, Berwick, Pratt and Partners as consultants to the City to prepare a concept plan for the south shore of False Creek.

1973

- Jan. 16 City Council votes to allocate \$1.25 million toward building a seawall along the south shore. The Federal Government agrees to provide the other \$2.30 million needed for the project.
- Apr. 10 City Council approves \$205,000 for False Creek planning -- staff, consultants and public information program.
- June False Creek Policies and Actions, a report by the City Planning Department, raises questions concerning the amount and type of housing as well as the income mix of future residents.
- July 26 Two 11-member False Creek review panels are named by the City Planning Commission at the request of City Council to make recommendations on housing mix options.
- Nov. 16 The City Planning Commission gives unanimous approval to a report calling for a major park on the south side of False Creek, not housing: "the False Creek Basin should be primarily established as a public space, rather than a series of private neighbourhood enclosures."
- Dec. The False Creek Planning Team of the City Planning Department is disbanded, with the False Creek Development Group established under the direction of Doug Sutcliffe.

1974

- Feb. 5 City Council approves the appointment of three interdisciplinary teams to develop design concepts for Phase 1 of False Creek (52 acres).
- Feb. 21 City Council votes \$200,000 for False Creek development planning, \$125,000 for salaries and office expenses and about \$75,000 for consultants' fees. Council also ordered all but one of the industrial tenants to vacate city-owned lands by July 1.
- Apr. 3 Three interdisciplinary teams present their proposals to City Council for design concepts for Phase 1 of False Creek.
- April False Creek Area 6 Proposals presented by Thompson, Berwick, Pratt and Partners to the False Creek Study Group. Recommend 800 housing units in 8 enclosures.

- May 1 City Council approves social and income mix goals for False Creek housing; 1/3 each for low, moderate and upper income people; 25% for families with children, 25% for couples, 15% seniors and 15% singles.
- June Planning Commissioner "disappointed" in the three alternative development proposals for False Creek; recommends that the Thompson, Berwick, Pratt and Assoc. proposal be adopted as a basis for public hearing and rezoning but that numerous modifications be made.
- June 27 City Council votes to rezone False Creek lands, establishing the False Creek Comprehensive District, setting out basic policies and criteria to be used in considering development applications.
- June 27 Official Development Plan for False Creek is adopted by City Council, adopting most of the recommendations of Report 4/5 of the consultant. This provides the framework for preparation of detailed development plans: "the intent...is to encourage high standards of design and development throughout the False Creek Basin."
- Sep. 10 City Council approves the social mix, income mix, control of speculative gain, subsidies and ownership policies for Phase 1.
- Nov. False Creek is a campaign issue in the Nov. 20 municipal elections; the Civic Non-Partisan Association promises to replace housing plans with a civic development area with art galleries, museums and open space, if elected. A TEAM majority is re-elected.
- Nov. 12 False Creek Area Development Plan, Phase 1, Area 6 is approved by City Council (52.4 acres, maximum 900 units, average net density 4.5 units/acre). It is based on the TBP&P proposal with two major changes: a set-back of the dwellings on the Heather Point, and complete continuity of access along the waterfront.

1975

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- Feb. 13 City Council's Planning and Development Committee approves construction of the first phase of False Creek, two neighbourhoods separated by a 15 acre park.
- Feb. 25 City Council votes 6-4 in favour of the housing proposal for False Creek; the vote split along party lines, with NPA aldermen opposed and TEAM in favour.
- Sep. 28 Federal government approves seven loans totaling \$18.2 million for Phase 1 housing projects.

1976

- Apr. 6 City Council approves the appointment of a design team for Phase 2, led by Downs/Archambault and Davidson/Johnston, and developer Frank Stanze. The team was asked to prepare two design concepts for False Creek--one, a predominantly residential concept, and the other, a park and civic building concept.
- June 3 City Council approves housing rather than parks for False Creek's Phase 2 in a close 6-4 vote.
- Oct. 6 False Creek Area Development Plan for Area 6, Phase 2 is adopted by City Council (10 acres, maximum 600 units).
- Nov. The first residents begin moving into Phase 1.

1977

- Mar. 10 An unsuccessful attempt is made at City Council to delay Phase 2 by at least 6 months.
- July 12 A proposal to delay Phase 2 while economic studies are conducted also fails; aldermen opposed to Phase 2 claim it is too dense and does not provide enough park space.
- Oct. Concept for the Development of Area 10-B City of Vancouver and Western Outboard Land, False Creek, Vancouver is prepared by Rhone and Iredale and Daon Consulting Team. The proposal is a departure from Phase 1 in both density of development and in relation to the use of the waterfront. The site is one of the least attractive and most difficult. It is hemmed in by the Granville and Burrard Street bridges.
- Nov. Area development plans are completed for Area 10-B (Phase 3 of False Creek), the last phase of the City's south shore development.

1978

- Mar. 8 City Council approves in principle a concept plan for Area 10-B.
- Aug. 29 City Council approves start of construction of Phase 2.
- Oct. 31 False Creek Area Development Plan for Area 10B is adopted.

1979

- Feb. The Downtown Stadium Committee, a lobby composed of businessmen, advocates construction of a \$75 million stadium on the north shore of False Creek.
- Dec. First residents begin moving into Phase 2.

1980

- June 10 Imperial Ventures Ltd. submits a proposal to develop 700 residential units on the Johnston Terminals site (adjacent to the east end of Phase 1).
- Nov. 6 The Provincial government announces its B.C. Place redevelopment proposals for 200 acres on the north shore of False Creek. An agreement was reached between the Province and Marathon/Canadian Pacific to exchange approximately \$30 million in cash and \$30 million worth of real estate for 176 acres of False Creek land on the north shore plus the Dunsmiur Tunnel and the Kitsilano Railway Trestle.

1981

- Jan. Construction begins on a 60,000 seat domed stadium on 20 acres of land near the Cambie St. Bridge on the north shore.
- Oct. 6 The revised Area Development Plan for Phase 3 is adopted by City Council.

1982

- Jan. Construction of Phase 3 begins.
- Nov. The first residents move into Phase 3.

1983

Oct. 6 Evaluation of False Creek Phase 1 Social Objectives is prepared by the Planning Department, comparing the social mix objectives to data available in the 1981 census.

Nov. Proposal call process for development of Phase 3 begins.

1984

April The first residents move into the Imperial Ventures project, on the former Johnston Terminals site (adjacent to the east edge of the city's False Creek project). The first projects completed are one co-operative and one non-profit rental with a total of 175 units (funded under the federal social housing program).

April Construction begins on a 104 unit co-operative on Lot 82, the last development site remaining in Phase 2.

April First City Development Corp. Ltd. is awarded the last city-owned development site in Phase 3.

Chapter 13

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APPENDIX

APPENDIX

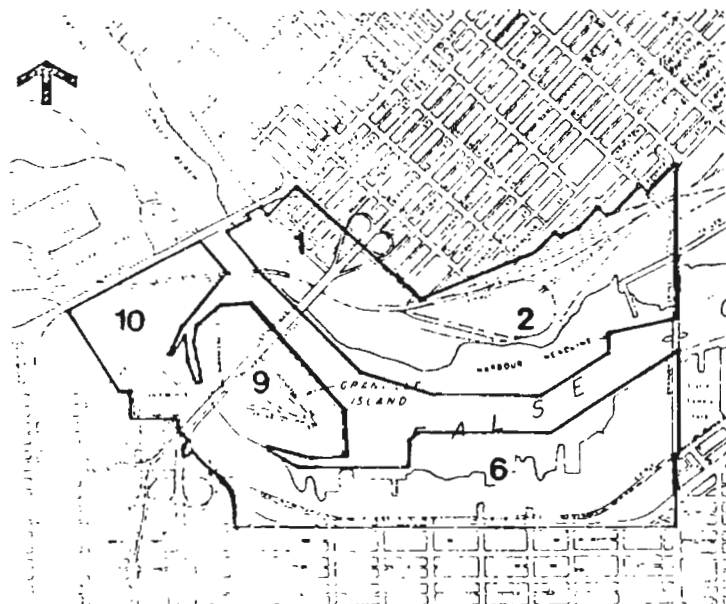
SELECTIONS FROM THE OFFICIAL DEVELOPMENT PLAN FOR FALSE CREEK

This development plan is discussed in Chapter 9.

Official Development Plan for False Creek

APPLICATION AND INTENT

A By-law to regulate the development of that part of the City of Vancouver for which the Zoning District is described as "False Creek Comprehensive Development District (F.C.C.D.D.)"



The False Creek Comprehensive Development District is of sufficient magnitude, and the developments within it will be staged over a sufficiently extended period of time, that detailed regulations and plans cannot be drawn too precisely. Modifications to the specific policies and regulations set out in this By-law may be adopted by City Council from time to time. City Council shall receive advice from the Technical Planning Board and the Vancouver City Planning Commission before adopting modifications to this By-law in whole or in part.

This Official Development Plan By-law provides the framework for the preparation of development plans in two stages as follows:

1. "Area Development Plans" will be prepared for all or parts of the area zoned F.C.C.D.D. based upon the policies and regulations set out in this By-law. These area development plans will be submitted to the Director of Planning in the form of appropriate drawings and other information. The Director of Planning shall forward acceptable plans, together with recommendations from the Technical Planning Board and the Vancouver City Planning Commission to City Council for consideration at a Public Hearing.
2. "Development Permit Applications" will be made, in accordance with normal procedures as set out in the Zoning and Development By-law No. 3575, to the Department of Permits and Licences. Consideration of any development permit application will be based upon both the policies and regulations of the official Development Plan By-law, and upon such additional information as is included in the approved Area Development Plan for the area within which the application is made.

The intent in the adoption of this Official Development Plan By-law is to encourage high standards of design and development throughout the False Creek Basin. A significant degree of discretionary authority is given to those parties charged with the interpretation of many of the specific policies and regulations contained herein.

INTERPRETATION

A distinction is made in this By-law between three forms of policies and regulations which require different interpretations as follows:

1. mandatory requirements for area development plans and/or development permit applications and for which no discretionary interpretation is possible;
2. requirements that may be interpreted for development areas within the False Creek Basin;
3. guidelines which provide qualitative guidance as to the required form of development through design interpretation, but which do not require literal interpretation for each individual situation.

Differences of opinion as to the interpretation of any of the policies and/or regulations contained herein shall be referred to City Council for decision.

DEFINITIONS

The following definitions are related directly to the words and language associated with the Official Development Plan for False Creek. They must be supplemented by other definitions which already exist in the Zoning and Development By-law and other By-laws which are relevant to the purpose and intent of the False Creek Development process.

Active Residential	A residential household type that contributes to the general noise level and therefore does not require a quiet background environment.
Area Development Plan	Drawn plans and related information in sufficient detail to provide a clear understanding of the ultimate development form, density, building heights, and public open space relationships within an area defined by some recognized boundaries.
Community	A social group of people perceiving itself as different and distinct from the larger society within which it exists.
Compatible Industry	Industrial uses which do not contribute noise, air, or other forms of pollution detrimental to a residential environment, and which may contribute to the liveability of their environment.
Density Residential	Net—the figure obtained when the sum of the total number of habitable dwelling units on a site is divided by the area of that site. Only that portion of the site intended exclusively for the use and enjoyment of the residents on the site may be included. Gross—the figure obtained when the sum of the total number of habitable dwelling units within a development area or neighbourhood as described in an approved Area Development Plan is divided by the area of that development area or neighbourhood.
Enclave	A group of dwelling units entirely or mostly surrounded by land held in the public domain or intended for use by persons other than those living within the dwelling unit group.
Earth Balcony	An area, normally associated with an individual dwelling unit in a high-rise tower, which is set aside for the growing of decorative or useful plants.

Family with Children	A household which has one or more pre-school, elementary or secondary school children residing with one or more adults.
Household Types	The categories used to group residents by their common interests, demands or lifestyles upon or within a community.
Live aboard	Vessels, boats, or ships which are designed primarily for the purpose of sailing in open waters, whether by means of sail, motor, or other means and which are incidentally used as habitable accommodations.
Local Commercial	Retail and other commercial establishments intended primarily to cater to the needs of the residents or working population within the immediate community, neighbourhood, or enclave.
Multi-purpose Outdoor Room	Outdoor space wholly or partially defined by roofs, walls, earth-berms, or planting which provides opportunities for relaxation or activities.
Neighbourhood	A group of enclaves or dwelling units which form a visibly or socially separate entity from other similar or differing groups.
Node	A community focus, either natural or established as a result of emphasis of a particular design feature.
Noise Environment – d B.A.	A sound level measurement calibrated in decibels, weighted to duplicate the response of the human ear to the loudness of sound.
N.P.L.	A composite noise environment statistic reflecting the irritation on people due to noise and calculated over a twenty-four hour period.
S.T.C.	Applies to the airborne insulation provided by walls or floor-ceiling assemblies measured in dBA.
I.T.C.	Applies to the performance of floor/ceiling assemblies in controlling impact noise measured in dBA.
S.P.L.	Governs the noise produced by mechanical and plumbing systems in the building measured in dBA.

1.0 SITE PLANNING

1.1 Mandatory Requirements

(a) NOISE OUTDOOR ENVIRONMENT

Consideration shall be given to noise in the environment. Evidence shall be presented as follows:

- (i) the existing noise environment including noise pollution level (N.P.L.) readings;
- (ii) the projected noise environment anticipated with proposed development; and,
- (iii) an evaluation of the effect of the anticipated noise levels on the residents and other persons likely to be using the proposed development.

Statistical information will be provided as part of any development permit application, prepared by persons trained in current techniques of noise measurement, and mutually acceptable to the City and the applicant. The information provided will be assessed against the planning and design criteria set out in Sections 1.2(a) and 2.2(g) of this By-law.

1.2 Interpretive Requirements

(a) NOISE OUTDOOR ENVIRONMENT

In recognition of the differences of tolerance to noise for different activities, the following are to be used as Planning criteria.

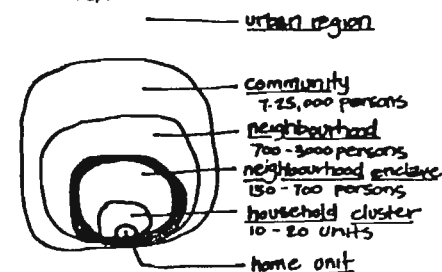
Land Use	Target N.P.L.
ACTIVE RESIDENTIAL	55
QUIET RESIDENTIAL	50
ACTIVE PARK	74
PASSIVE PARK	50
COMMERCIAL AREAS	74

In areas of transition from one use to another, a compromise in the criteria may be necessary.

1.3 Design Guidelines

(a) NEIGHBOURHOOD ENCLAVES

Arrange urban land to form many small enclaves of residential use, separated from one another by swaths of non-residential land (parks, schools, major pedestrian streets, commercial) which form the enclave boundaries. Make the enclaves really small, perhaps no more than 500 feet across.

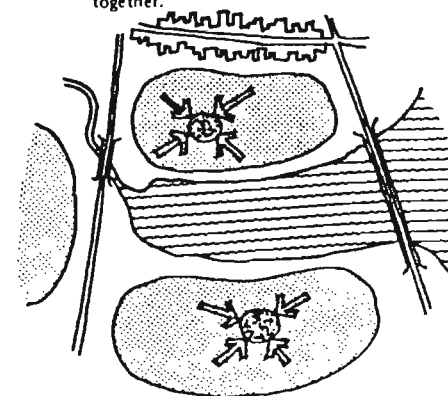


(b) NEIGHBOURHOOD

To promote common awareness in residential areas, shape all neighbourhood enclaves so that they are basically round. Ensure that length is never more than twice the width.

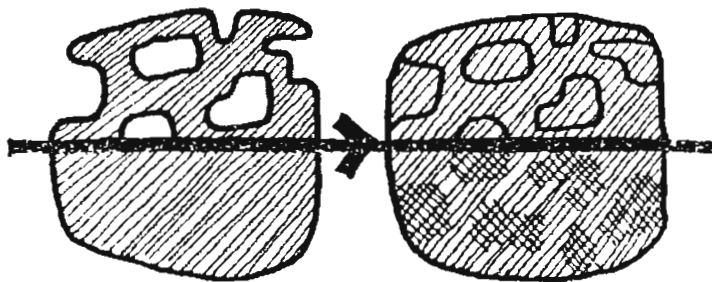
(c) COMMUNITY FORUM

Establish within each community a local forum—a place where people can come together.



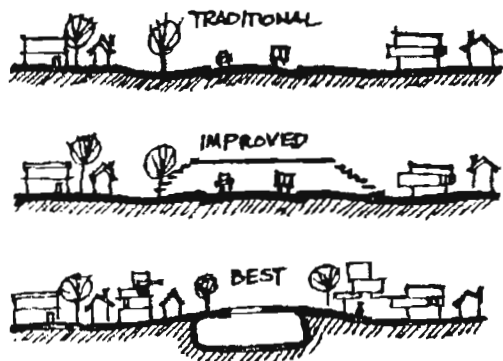
(d) ADAPTABLE COMMUNITIES

Ensure that newly developed communities can adjust and change from within, as future needs are manifested. If unbuilt spaces or areas of relatively low density are maintained in the first development stages, subsequent change will be facilitated



(e) COMMUNITIES FLOW OVER TRAFFIC ARTERIES

Reroute major traffic arteries around communities. Where this is not possible, bridge the area over the road and reduce the exposed roadway to a minimum.



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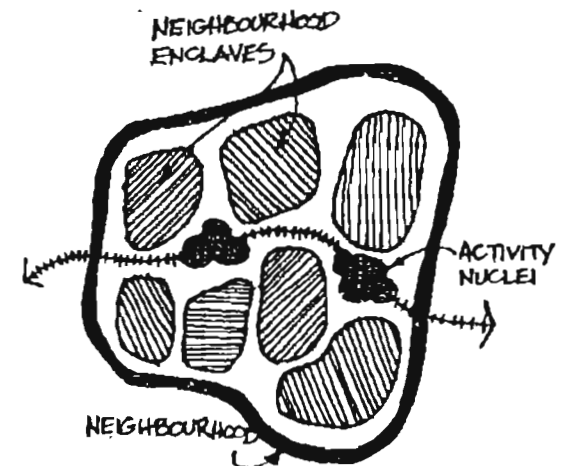
(f) PEDESTRIAN ACTIVITY FOCUS

Create one major central place in each community where people can come together and can orient themselves to the activities around. Make major pathways converge at this node and ensure that the highest and most public concentration of activities occurs here.



(g) INTERCOMMUNITY PUBLIC TRANSIT

Existing rail rights-of-way should be considered for an appropriate transit system.

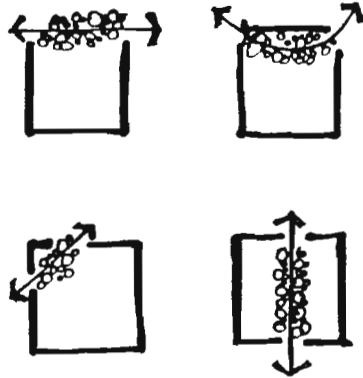


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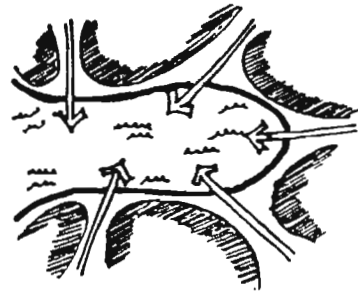
(h) BUILDING THOROUGHFARE

Place a natural pedestrian thoroughfare through public places in buildings where it is hoped that people will linger. Make the thoroughfare a short cut with respect to paths around the facility—line it with opportunities for involvement, places to sit, displays, etc.



(i) REFERENCE POINTS

Shape development so that within a few moments of every point, one has a vista of a large natural amenity or some other urban reference point.



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(j) SOCIAL MIX IN COMMUNITIES

Ensure diversity at the community level by providing for various combinations of household types in adjacent neighbourhood enclaves.

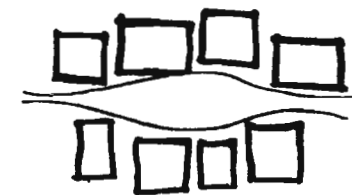
(k) LEVEL STREETS ARE INVITING

Any pedestrian street that is to support browsing or gathering in small squares and parks should be basically level. The degree to which browsing is encouraged is in direct proportion to its slope—with 100 percent browsing on level streets and none on streets with slopes in excess of 30°.



(l) STREETS TO STAY IN

Make pedestrian streets subtly convex in plan, with seats and galleries around the edges and by narrowing of the path at both ends.

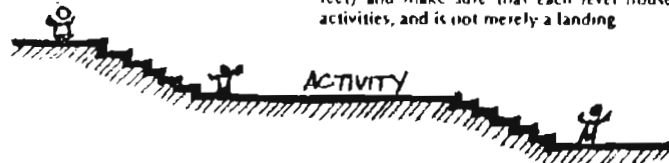


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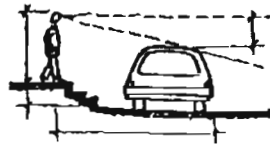
(m) HALF LEVELS

Where communication, movement and visual continuity is important, avoid full flights of steps. Create half level changes (less than 5-6 feet) and make sure that each level houses activities, and is not merely a landing



(n) PEDESTRIANS
18" ABOVE CARS

In areas where pedestrians are the predominant activity, provide a clear separation between pedestrians and vehicles, such as sinking roads and parking areas or raising paths so that the paths are at least 18 inches above the roads.



(o) PRIVACY IN
THE HOME

Where units at grade face pedestrian activity, place a wide raised terrace between the living areas and the public activity so that from the outside you cannot see directly into the unit



(p) USABLE
COURTYARDS

Shape some of the courtyards, patios and open spaces in each neighbourhood so that they are easily accessible, not totally enclosed but with an interesting view out and so that there are parts within it that cannot be overlooked—trees can accomplish this.



(q) PUBLIC
OUTDOOR ROOMS

In every neighbourhood enclave, build at least one "multi-purpose outdoor room".

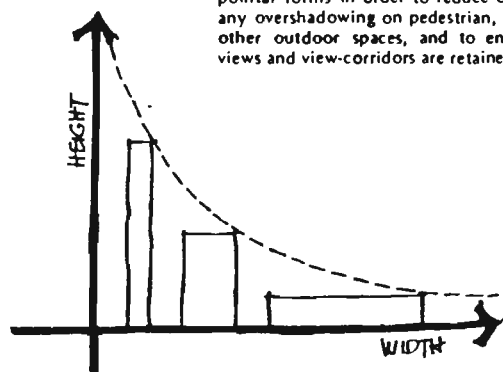


2.0 RESIDENTIAL USE

2.1 Mandatory Requirements

- (a) **MAXIMUM DENSITY**
150 The maximum permitted density is 150 units per net acre.
- (b) **SUB-AREA DENSITY** The net density of each of the residential neighbourhoods of the approved design shall have the density specified in the criteria for the specific area development plans.
- (c) **POPULATION MIX** Population mix should not unduly emphasize one class or age group.
- (d) **HEIGHT AND BULK** Heights and bulk of buildings to be arranged to permit views for project residents and visitors to the park areas, including views of the downtown profile and north shore mountains or other prominent city locations.

(e) **BUILDING HEIGHT/
WIDTH RATIO**



Allow lower buildings to be relatively continuous and restrict tall buildings to more pointal forms in order to reduce or prevent any overshadowing on pedestrian, park, and other outdoor spaces, and to ensure that views and view-corridors are retained.

(f) **NOISE INDOOR
ENVIRONMENT**

Consideration shall be given to the noise environment within all residential developments. Evidence shall be presented as follows:

- (i) the projected noise environment anticipated within any proposed residential development; and

- (ii) an evaluation of the effect of the anticipated noise levels on the lifestyles of the residents.

Statistical information will be provided as part of any development permit application, prepared by persons trained in current techniques of noise measurement, and mutually acceptable to the City and the applicant. The information provided will be assessed against the planning and design criteria set out in Section 2.2(g) of this By-law.

The criteria set forth in the Official Development Plan shall be used for density and bulk controls instead of traditional floor space ratios.

(g) **NO FLOOR SPACE
RATIO**

2.2 Interpretive Requirements

(a) **FAMILY DENSITY**
20 to 40

A density of 20 - 40 dwelling units per net acre should be used as a basin-wide guideline for accommodations intended for families with children.

(b) **MIXTURE OF USES**

Mixture of compatible uses related to adequate open space is permitted. Residential buildings may incorporate other uses, such as commercial community facilities and day-care centres.

(c) **MIXED
DEVELOPMENT**

Family accommodations may be permitted as part of mixed developments.

(d) **HOUSEHOLD MIX**

The following household types should be provided as a basin-wide objective:

Families with children	25 percent
Couples (young and mature)	25 percent
Elderly	15 percent
Singles	35 percent

(e) **AGE AND INCOME
MIX**

The population age and incomes mix as reflected in the Greater Vancouver region be adopted as a basin-wide objective.

(f) **FAMILIES ON
GROUND**

The living areas of family accommodations should not be more than three storeys above a grade entrance or a plaza level.

(g) **NOISE INDOOR
ENVIRONMENT**

In order to ensure that the desirable noise environment is provided within all residential developments, special controls on the quality of construction are required. The following are to be the design requirements:

	Active Resi- dential	Quiet Resi- dential
Sound Transmission Class (STC-dBA)	45	50
Impact Isolation Class (ITC-dBA)	55	65
Sound Pressure Level (SPL-dBA)	35	30

Where, due to a land-use transition, the outdoor environment noise characteristics (see Section 1.2[a]) have been compromised, the following are to be used as design criteria for a residential building facade in order to ensure acceptable indoor noise levels:

	Active Resi- dential	Quiet Resi- dential
Noise Pollution Level	45	40

2.3 Design Guidelines

(a) BUILDING TYPES

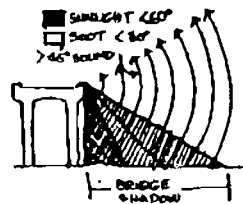
Building types may include townhouses, garden apartments and multi-storey buildings.

(b) DWELLING TYPES

Dwelling units may include studio, one, two, three and more bedroom units, and may also include experimental type housing.

(c) BRIDGE SHADOWS

Build communities next to bridges and their approach ramps only if their development is of sufficient scale to overcome the dominance of the bridge.



(d) RESIDENTIAL CLUSTERS

Residential development should be grouped to afford a minimum area occupied by streets and provide ample open space between building complexes.

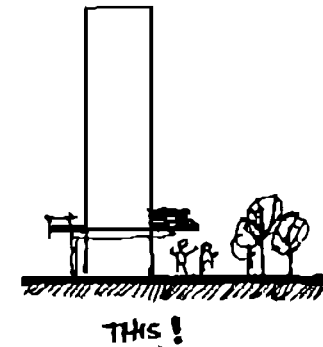
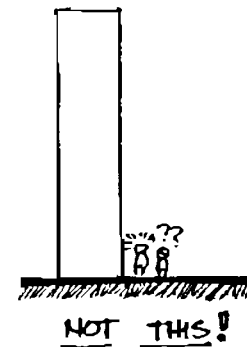
(e) LARGE BUILDINGS OVERSHADOW SMALL

Avoid placing a tall building so close to a small building that it overshadows living areas of small buildings.



(f) TAMING TALL BUILDINGS

In open spaces and streets to be used by the pedestrian, ensure that buildings fronting it above two storeys have the lower floors strongly articulated with canopies, signs or other means of visual interest. Treat upper floors so that they actually, or seem to, set back and recede. With large structures, make sure that they are surrounded by smaller structures or canopies.



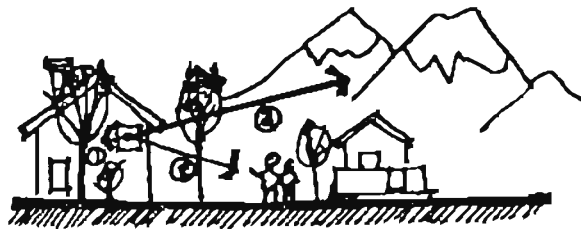
(g) ROOF TOPS ARE FOR LIVING

Flat roofs should be accessible to people and "roof-scaped".



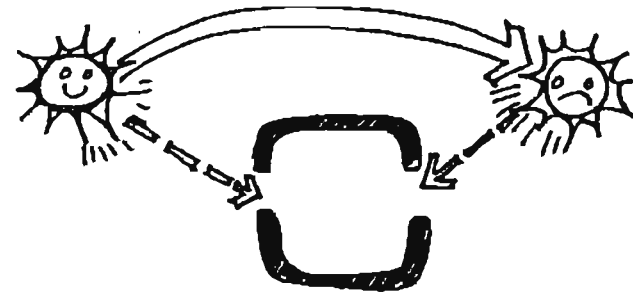
(h) THREE KINDS OF VIEW

Every dwelling unit should have access to three kinds of view; an intimate view containing nature just outside the unit—neighbourhood glimpse into the life of the surrounding community—and a vista that encompasses distant natural elements that remain "constant" such as the sea or mountains.



(i) SUNNY MAIN ROOMS

Ensure that the most frequently used habitable rooms in every dwelling unit are capable of receiving sunlight.

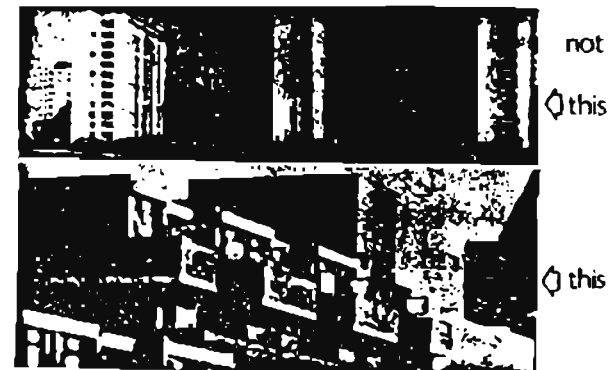


(j) SIX FOOT BALCONY

Make habitable indoor/outdoor space such as a balcony, gallery, porch, deck or arcade, at least six foot square.

(k) DISTANCE RELATED TO BALCONY

Where the facade of a high-rise building faces another (or where another is likely), make sure that the faces of the main rooms in the unit have deep balconies.



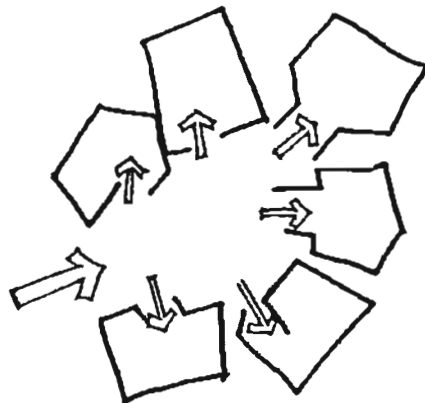
(l) EARTH BALCONY

Consider providing dwelling units above grade level with their own "earth balcony", and design them so that bushes, small trees, shrubs, flowers and grass can be grown.



(m) IDENTIFIABLE FRONT ENTRANCES

Ensure that the front entrance of every unit is, or is capable of becoming, distinctly different from its neighbours



6.0 OPEN SPACE

6.1 Mandatory Requirements

- (a) ADEQUATE OPEN SPACE
- (b) OPEN SPACE EXCLUSIONS
- (c) TWO ACRES PER THOUSAND MINIMUM
- (d) OPEN SPACE CONTINUITY

Open Space shall be sufficient in area, size, and continuity to provide openness between building complexes, and to serve the area population.

School grounds, marinas, and water areas may not be included as forming part of required open space.

Public open space shall be dedicated in each development area in an amount of at least 2.0 acres per 1,000 of anticipated population.

All public open spaces shall be provided in association with all residential buildings in addition to the public open space, and, in an amount appropriate to the nature and scale of each development.

6.2 Interpretive Requirements

- (a) OPEN SPACE GUIDE FOR DEVELOPMENT AREAS

The following sub-area open space allocations are a guide for the preparation of area development plans:

- Area 1 - 2 Acres
- Area 2 - 25 Acres
- Area 3 - 40 Acres
- Area 4 - To be determined
- Area 5 - To be determined
- Area 6 - 35 Acres
- Area 7 - 3 Acres
- Area 8 - To be determined
- Area 9 - 15 Acres
- Area 10 - 5 Acres

6.3 Design Guidelines

- (a) PRIVATE OPEN SPACE

Reference may be made to the open spaces that would result from the application of yard and light-angle requirements that would be required in corresponding appropriate sections of the Zoning and Development By-law for similar developments.

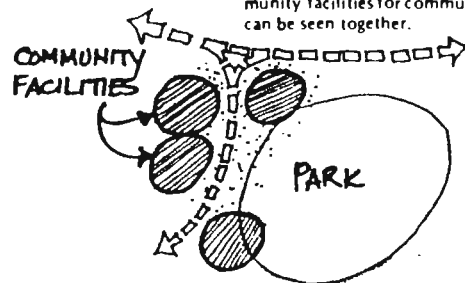
Concern should be demonstrated with regard to the private open space and its relationship to privacy of and sunlight penetration into the residential units.

(b) COMMERCIAL OPEN SPACE

Privately-owned and/or managed open spaces may be provided in association with commercial developments and may include public markets, plazas, sidewalk cafes and/or arcades.

(c) COMMUNITY PARKS INTERWOVEN

Locate community facilities next to parks and open areas so that the park and the community facilities for community participation can be seen together.

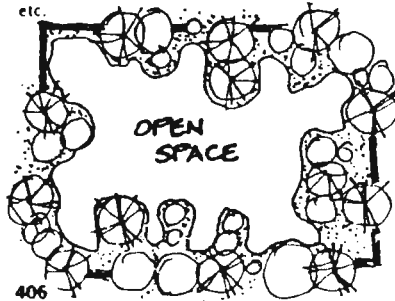


(d) PERCENTAGE OF PRIVATE AND COMMON LAND

Ensure that open space associated with residential neighbourhoods provides for a balance between open space for the use of each individual dwelling unit, and the open space to be shared by the community at large—i.e. a balance between private and common open spaces. The proportion of private spaces shall be larger in those areas where family accommodations are provided.

(e) OPEN SPACE EDGE SCALLOPED

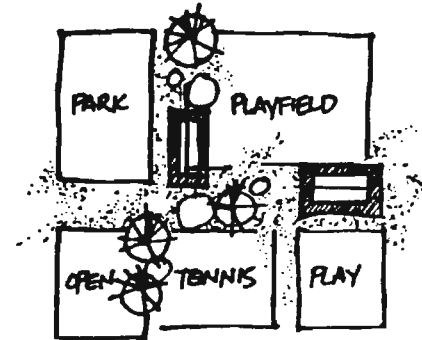
Surround major open areas with smaller semi-autonomous areas to encourage smaller scale activities to co-exist with the activity in the major area. Define these minor areas by tree-planting, out-buildings, small mounds, etc.



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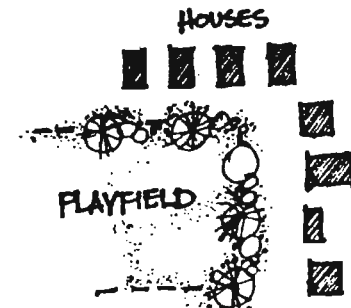
(f) POCKET PLAYFIELDS

Relieve vast areas of playfields and open space with land form changes, landscaping details, and smaller multi-use open spaces.



(g) OPEN SPACES DEFINED

Make every playfield self-contained by allowing enough space to plant about 50 percent of its perimeter bordering on neighbourhood streets with trees or shrubs.



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(h) WALL ED GARDENS

In the great majority of cases surround small parks with either walls, densely planted trees or buildings that do not generate a lot of activity.



(i) CONNECTED PLAY SPACES

Link up spaces where small children will be playing so that children from at least thirty homes can reach each other easily and without crossing a street

(ii) OUTDOOR SEATS

Place outdoor seating where the sun shines, protected from winter winds and overlooking areas of activity, and/or with a pleasant view.



(k) PLAY YARD DIVIDERS

Define play areas for children of different ages by shaping the ground and utilizing low walls and natural dividers. Avoid fences—especially chain link fences



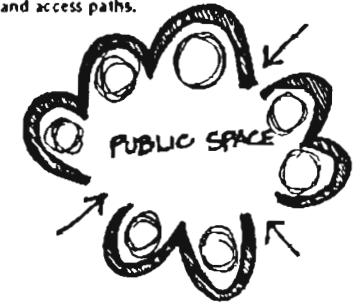
(l) HIERARCHY OF OPEN SPACES

Place smaller more intimate spaces around buildings and let them lead out into the larger spaces.



(m) ACTIVITY POCKETS

Surround any public space where people come to linger and collect with an alternating pattern of small activity pockets, entrances and access paths.



(n) CENTRAL PLACE FOCUS

In every square that is to have an atmosphere of public involvement, locate a focal element such as a small garden, playground for children, a kiosk, seats, a few trees, that will invite people in to participate.



(o) STAIR SEATS

In any public place where people gather, surround this place with raised areas which are immediately accessible from below (like stairs with seats, balustrades, a stepped terrace—a railed balcony will not do).

(p) NATURE IN EVERY SQUARE

Place natural growth in every square or plaza in order to soften the impact of the hard brick, concrete, or blacktop surfaces. Arrange planting to accommodate social gatherings.



7.0 WATER'S EDGE, AREA AND USES

7.1 Mandatory Requirements

(a) PUBLIC ACCESS

The waterfront edge shall be continuously accessible to the public around False Creek, except as approved by City Council for specific Area Development Plans.

(b) STABILIZED

An attractive shoreline treatment which is structurally stable shall be developed along the entire False Creek waterfront in association with the adjacent redevelopment.

(c) WATER AREA MAINTAINED

Water area at least equal to that existing in January, 1972, in each sub area should be maintained. If some filling is required, an equal area should be excavated.

(d) SMALL MARINAS

Marina activities should be limited in number, size, and capacity in order to not overcrowd the Creek.

7.2 Interpretive Requirements

(a) MOORAGE

Facilities related to boat moorage should be permitted between Connaught and Granville Bridges.

(b) COVERED MOORAGE

Covered moorage (boathouses) will not be permitted in False Creek except under major bridges or within a distance of 50 feet from major bridges.

(c) LIVE-ABOARD PERMITTED

Persons wishing to live aboard their motor or sailing vessels in False Creek may be permitted to do so provided that such vessels comply with all City, Provincial, and Federal regulations and/or standards.

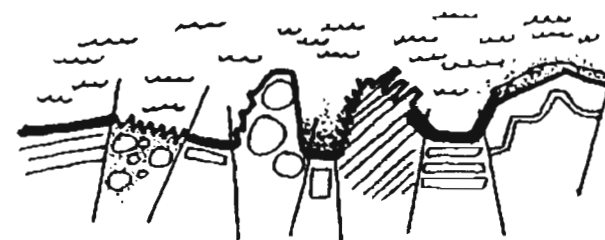
7.3 Design Guidelines

(a) IRREGULAR ALIGNMENT

The water's edge should be given an irregular alignment to permit widenings of the water basin for creation of bays, views, and usable water frontage.

(b) VARIETY ON WATERFRONT WALK

Create a variety of experiences along the waterfront walk by varying the treatment of the water's edge, by changing the walk's direction, width and elevation, by pulling the walk back from the water occasionally and by changing vistas along it. Encourage a variety of facilities and activities to develop along the walk that are sympathetic to the water's edge.



(c) 1700 BOATS

The number of boats in the False Creek basin be limited to a maximum of 1,700 until the Kitsilano Trestle is removed.

8.0 RELATED CITY POLICIES

The following policies have been established by the City Council. They are not directly related to the process of development but do indicate the City's intent. They are included here to provide guidance to persons involved in the redevelopment of False Creek. Some of the objectives specified are not presently attainable by the City without direct assistance from other levels of Government.

8.1 Public Transit

Provide for future mass transit facilities, and to provide linking with adjacent areas.

All possible efforts should be undertaken to ensure the maximum diversion from the private automobile to transit.

A high quality transit service must be provided (as an attractive alternative to the private automobile) and transit service should be introduced with the first developments.

First sufficiently high quality transit will be provided so that it will not be necessary to have an automobile in False Creek; and second, the amount and location of parking will be controlled.

Possibilities include a dial-a-bus system, subscription bus services (similar to a large car pool), as well as taxis and rental cars.

8.2 Water

With regard to water quality improvement, the hydraulic consultants have recommended the removal of the Kitsilano Trestle causeway as being an important component in the overall programme.

Public waterfront access should be retained around the entire Creek and around Granville Island so as to connect the English Bay beach area with Vanier Park.

Log booming and storage west of Connaught Bridge should be discontinued immediately, log booming and storage east of Connaught Bridge should be discontinued as soon as practical.

East of Connaught Bridge the water area is to be reserved, in the long term, as a non-power boat environment.

8.3 Roads

Existing arterial streets will be maintained to meet the needs of existing and projected traffic.
The existing arterial streets, surrounding and crossing the Creek will be retained.

The detrimental effects of traffic concentrations on arterial roadways, bridges and rail lines will be reduced to the greatest possible extent.

8.4 Parking

Reduce parking standards to reflect the shift to a non-automobile oriented environment.

Provision for on-street parking will be severely limited and may be prohibited altogether in most areas of False Creek.

A realistic charge will be made for the use of parking facilities.

8.5 Walkways

A continuous public walkway is to be provided along the entire water's edge.

Provision should be made for pedestrian bridges across the Creek in association with existing crossing.

8.6 Rail

Accelerate the phasing out of industries requiring rail services at Granville Island.

Ultimately the 6th Avenue rail line shall be removed or used for transit service only.

All major rail facilities should be removed as soon as possible.

The removal of the Kitsilano Trestle is the top priority.

No additional railway construction (except for future rapid transit) will be entertained.

Consideration should be given to using existing railway rights-of-way for future transit service.