Vancouver, BC

“A Setting in Search of a city”

A Research Project By Nicholas Shanks
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Modern day Vancouver is perhaps one of the finest cities of today not only for its beautiful natural setting but because of its progressive planning efforts that have taken place over the past 50 years. The following research paper will discuss the history of the city, the evolution of its planning efforts, and conclude with some of its exemplary waterfront development projects.
In 1792 British navy Captain Vancouver arrived and surveyed the Burrard Inlet area. For thousands of years Vancouver had been a place of meeting, trade and settlement amongst Native American Tribes. The city was originally inhabited by three Coastal tribes of Salish peoples known as, Squamish, Tseilwaututh and Xwméthkwiyem. Located within a beautiful setting the city would later flourish, but not until the arrival of the railroad and timber industries in the 1800’s.
In 1867 the Hastings Mill was established inside the Burrard Inlet. The mill occupied 1000 acres stretching from modern day Stanley Park to 16th ave. A town quickly sprang up around the mill and was referred to as “Gastown” named after the owner of a local saloon. The mill was the main source of commerce for the area for over half a century.

In 1870 “Gastown” and the piers along the water were renamed Granville.

In 1886 “Gastown” and the surrounding communities were officially grouped together and named Vancouver. The population around this time was only 500.

In 1887 the Canadian Pacific Railroad (CPR) was brought west connecting the east coast to Vancouver. This greatly boosted the population and made the small town a major trade hub between the east and Hong Kong. Steam ship service was also established to Hong Kong in that same year. Though population was on the rise the town remained mostly a place of industry inhabited mainly by white men and Chinese immigrants through the turn of the century.
In 1900 an Electric street car system was built. Around this time the town was also laid out on an orthogonal street grid. Many of the major streets were defined by the street car routes. The city’s population remained low at only 2,700 around the turn of the century. However, by 1927 the population had grown rapidly to 27,000 as a result of growing industry and immigrants brought in by the major transportation systems. The Klondike gold rush had also brought many settlers to the area. Suburban neighborhoods began to develop outside of the downtown area. The street car enabled citizens to work in the downtown and commute home to surrounding neighborhoods.
Mid Century Planning Shift:
Throughout the early part of the century the city had experienced significant growth in both population and industry which had led to some haphazard development. The False Creek inlet was becoming heavily polluted and the town was sprawling. City council members began taking a strong interest in city planning. Two major acts pushed the planning effort in a different direction which would mark the start of the cities Progressive Planning Efforts.

Vancouver Charter:
In 1953 the city created a provincial statute which incorporated the City of Vancouver, BC, Canada. The legislation superseded the Vancouver Incorporation Act and granted the city different powers than other communities had under BC’s Municipalities Act. Under the charter the city could pass bylaws to regulate such things as noise and land use, buy and sell property, collect certain taxes, approve expenditures, take on debt, give grants, and hire and discharge employees.

Discretionary Zoning Approval:
City officials also began exercising discretionary planning. The definition of this process is any approval which results from a process whereby zoning officials have discretion, which is to say a choice, as to whether to approve or not to approve a project based on supposedly objective criteria.
West End Development:

In the 1960’s there was a push for large scale downtown redevelopment which was prompted by the growing white collar job force. In 1956 a by-law was passed for the west end which permitted uses “as of right” in particular zones but also allowed for other uses as long as their negative impacts could be mitigated. This resulted in the demolition of many 3 story historic buildings in the west end neighborhood. The historic fabric was often replaced by tall low density residential towers. Public antipathy was expressed toward the brutal non pedestrian friendly towers which often created poor ground level space and ignored view corridors. Though the non-partisan council had created a more balanced planning process, developers were able to negotiate and sway the politics and process to their favor.

Non-Partisan City Council

Council Appointed
Planning Commission

Board of Variance
Freeway Protest:

In 1967 Commissioner Sutton Brown had pushed forward plans to build an elevated freeway system through downtown. The plan proposed a tunnel under the Burrard Inlet from Coal Harbor, and an east west system running through Chinatown. Angry citizens were successful in stopping the plan. Subsequent proposals were also blocked. This would prove to be a major event in the development in Vancouver in retrospect. The freeway would have destroyed some many old neighborhoods and would most likely have created a more auto dominated atmosphere within the city due to the influx of cars. Many U.S. cities would come to suffer from large downtown freeway projects which Vancouver was fortunate enough to avoid.
In 1972 a more aggressive group of council members took control of the city council known as (TEAM). The group was made up of professional management and academic representation. They focused on making the planning process more transparent to the public and improving livability in downtown. They also embraced good neighborhood planning, affordable housing, heritage protection, and mass transit.

SPECIFICALLY (TEAM):
- Reformed the permit process by giving power to the director of planning, and by creating an urban advisory panel made up of (13) design experts
- Generated numerous goals and policy statements for permitting and development control, thus refining the discretionary process
- Exercised Vancouver Charter by preparing official development plans for South False Creek, Downtown, and the whole metro area with a “Neighborliness” concept
- Introduced sophisticated planning controls, including both mandatory and interpretive requirements.
Throughout the 1960’s and 70’s the city led by (TEAM) realized many successful developments, though not all were a success, particularly in the downtown area. Perhaps though the greatest achievements have been seen in the major waterfront redevelopment projects, most which have dealt with cleaning up messy industry polluted sites. The remainder of this paper will look at a few of these projects. (TEAM) was partly responsible for two well known exemplary projects in the 1970’s: Granville Island and the false creek south housing development. Later mega-projects in the 1980’s and 90’s will also be discussed including: False creek North and Coal harbor,
Granville Island:

Granville Island is a man made island located south of the major downtown nestled in the old industry area of false creek. A major bridge crosses the island into downtown and so the island is a major nexus within the city. The island was a former industrial site filled with warehouses which supported the timber industry. Today it is home to a large public market, arts school, water-park, houseboat colony, and marine supply hub. Truly a one of a kind place the project exemplifies the cities early efforts to clean up the polluted creek system and return it to the public as an amenity.
Soil was dredged from the surrounding False Creek beginning in 1915 in order to create the industrial island which would serve as a base for a combined road and rail bridge.

The island was initially occupied by secondary industries servicing forest, mining, and shipping industries.

The first building was a wood framed building clad in corrugated tin.

In 1930 1,200 people worked on the island, industry declined during the Great Depression. There was a second heyday of production during WWII.
Thompson, Berwick, Pratt and Partners, a large Vancouver design firm, led the visioning process for the island and developed a feasibility study with five different options for uses. The group actually lived on the island temporarily in order to gain a feel for the environment. The overall idea was somewhat based on the mix used assortment of Tivoli Gardens, Copenhagen. Early on the leaders of the project decided that the project should be phased over time as leases of industry expired since the project had a limited budget. It was also decided early on that the island should retain its original warehouse character both for nostalgic and financial reasons.
Another important consideration was the street design for the island. The designers wanted it to be a “place for people” and looked heavily at European examples for guidance. The intent was also not only to retain the existing buildings but also the way in which they were arranged in a linear fashion. The streets were paved with paviours and there is very little in terms of curb and gutter. Thus the streets are very much a walkable space where cars are forced to drive slow in order to adhere to pedestrians. The island piping was also painted colors corresponding to the different programed areas of the island. This was a simple yet effective means for creating way-finding and identity on the island.
Examples of Building Preservation and Re-Use:
Mix Use Variety:

Early on there were concerns about the viability of the island and whether it could sustain itself and operate on an 18 hour cycle. A large public market was therefore established as an anchoring element to the smaller non-profit businesses. A formula for calculating lease rates was also developed, which instead of a fixed rate takes into account gross revenue in determining lease rates. This allows for small non-profits to exist alongside larger business. Another interesting feature of the island is that a concrete mix and supply company still remains adding to the old nostalgia of the place.
False Creek South was another polluted area adjacent to Granville Island which the city acquired in efforts to clean it up and transform it into a high quality mixed-use neighborhood. Partially as a reaction to the high rise development that had occurred on the west end the project specifically rejected high rise development.

Three main design principles were:
1) Social mixture of income levels
2) Enclaves of clustered housing
3) Hierarchy of open space
Housing Clusters:

The planners of the neighborhood had specific goals regarding the public open space and housing clusters as follows:

1) Form separate enclaves no more than 500 ft across

2) Establish a community forum within each

3) Create pedestrian activity focus

4) Make streets subtly convex to create usable spaces

5) Create usable visually accessible courtyards with privacy

6) Build public outdoor rooms
Conclusions:
The neighborhood in general seen as a success and a good option for people who want a quieter more family oriented living experience. However, the major critique has been that the semi-private spaces within the housing clusters are not very well used.

Housing Typology:

There were also specific guiding principles for the housing itself as follows:

1) Build townhouses, garden apartments
2) Build clusters focused on open space
3) Ensure taller buildings have receding floors
4) Ensure flat roofs are accessible and green
5) Above grade provide earth balconies
False Creek North was another tract of waterfront industrial land that was acquired by the city in the 80’s. The farthest eastern point of the site was used for the 86’ world expo where a stadium and some high rise development was built. Following the expo the city sought to develop the larger area. Originally 19 High rise towers were proposed for the site.
Land Sale and New Development Policies

Shortly after the Expo the city sold the site to Li Ka-Shing (Hong Kong) for 320 million. A massive redevelopment scheme was developed which excavated much of the shoreline to create two large islands extending from the shoreline along with nine slim towers.

Seven design principals were developed:
1) Integrate with the city
2) Build on the setting
3) Maintain a sense of a substantial water basin
4) Use streets as an organizing device
5) Create lively places having strong image
6) Create neighborhoods
7) Plan for all age groups

Another notable requirement set forth was that a quarter of the units had to be suitable for families. The planning department also required a public park ration of 2.75 acres per 1000 people.
View Corridor Considerations:

NOTE:
Height to be below adjacent bridge deck except for minor Architectural appurtenances.

Figure #10a Views
Vancouver, BC

Building Height Mapping:
Vancouver, BC

Conclusions:

1) View corridor control is an important criteria for high rise development which affects both the street and building experience.

2) Strong city involvement and parameters seem to result in developers going above standards.

3) Frequent updating of master plan and guidelines has allowed for the development improve and adjust.
Coal Harbor located on the North edge of downtown is a more modern development occurring in the 1990’s. The project was again effort by the city to utilize industry polluted land, this being old rail yard. The initial plan included a large festival market, marina, and five major office towers.

The official approved plan had 3 office towers, 3 residential neighborhoods, 2 public parks, and an extension of the convention center. The Harbor Green created along the water edge is yet another example of how the city has garnered large amounts of public space out of development. It is regarded as “the city’s front door” and is seen as a major attraction for office workers, residence, and convention center visitors.
Marina Public Space:

One of the more interesting things done along the waters edge was to create a parking plinth to house cars. Thus the pedestrian activity has been pushed to a 2nd level in many areas. This creates interesting landscaping and grade changes along the waterfront for pedestrians to navigate.
Conclusions:

The blockage of view corridors from downtown has continued to be an issue raised. However, as with other developments extensive view maps were developed in order to ensure the best results for everyone. It seems that new development will always fight this complaint. Some designers have also argued that the guidelines may be too rigid and do not allow for enough flexibility. Yet in my opinion the guidelines seem fairly open and perhaps it is through the discretionary process that ideas are being shot down. Subsequent towers have taken on a more sail like form to mitigate views but were not allowed to exceed height limits. I think this shows both the planning departments power but also how designs can flex within the requirements to address concerns.
Final Conclusions:

In general Vancouver has had fantastic success in large scale developments as opposed to other cities in the world. Often times with large scale developments developers have an upper hand because cities often fear that they will go elsewhere should planning requirements become too strict. Vancouver has taken a strong attitude toward planning in requiring developers to give back quite a lot to the city in terms of open space and low income housing. I think in cases like the False Creek North development the city recognized that they had a large and highly desirable piece of land in which they could demand a lot even if they had to wait for the right developer. Interestingly though Vancouver developers seem to have embraced the planning policies and resulting lifestyle of Vancouver. Rather than fighting planning requirements open space and public amenities have become major selling points for developers. I think that cities like Portland can learn from this and should be a bit more aggressive about public space when planning large scale developments. Often times planners and designers have utopian ideas which get whittled away into droll results. Vancouver continually comes close to hitting the mark on their initial goals for projects which should be inspiring to other cities. In terms of future development the city needs to look at developing stronger industry since much of the recent development has been largely residential. It will be interesting to see if the same methodology for creating development principles can result in good workplaces and other types of large development.
Works Cited


The waterfront site East of downtown and North of old Gastown is currently occupied by an open parking lot, helicopter pad, and park. Being on the water’s edge the site is a prime location for development in Vancouver and could be developed similarly to other locations on the shoreline. Major rail lines cross through the area just south of the site. This crossing disconnects old Gastown from the waterfront as well as the greater city.
The city has already been actively engaged in considering how to develop the site and the larger context. Currently several forms of transportation converge at the waterfront station on the western edge of the site. The city is therefore interested in creating a world class transportation hub along with a more retail and commercial office development. The Whitecaps soccer team was also considering constructing a stadium along the water edge. However, city officials and local architects warned against the stadium development citing that it would not help to extend Gastown and could be overwhelming in terms of entertainment development.
APPENDIX: Urban Design Charette:

[Vancouver Central Waterfront Hub] Gastown Extension

Concept: develop and support transportation hub

Design Goals:

1) Create development which supplements commercial proposals for transportation hub
2) Create development which extends and maintains character of adjacent historic Gastown
3) Create ample public space and connection to waterfront
APPENDIX: Urban Design Charette:

[Vancouver Central Waterfront Hub] Gastown Extension

Transit Hub + Boardwalk + Low Density Retail and Office
APPENDIX: Urban Design Charette:

[Vancouver Central Waterfront Hub] Gastown Extension