

VanRIMS No.: 08-2000-25

February 12, 2018

## MEMORANDUM

**TO:** Mayor and Council

**CC:** Sadhu Johnston, City Manager  
Paul Mochrie, Deputy City Manager  
Janice MacKenzie, City Clerk  
Lynda Graves, Manager, Administration Services, City Manager's Office  
Rena Kendall-Craden, Director, Communications  
Kevin Quinlan, Chief of Staff, Mayor's Office  
Naveen Girn, Director of Community Relations, Mayor's Office  
Jerry Dobrovolny, General Manager, Engineering Services  
Bill Aujla, General Manager, Real Estate and Facilities Management  
Patrice Impey, General Manager, Financial Services  
Francie Connell, General Manager, Legal Services  
Malcolm Bromley, General Manager, Vancouver Board of Parks and Recreation  
Kaye Krishna, General Manager, Development Services, Buildings and Licenses  
Kevin McNaney, Director, Northeast False Creek Project Office

**FROM:** Gil Kelley, General Manager, Planning, Urban Design & Sustainability

**SUBJECT:** Northeast False Creek Plan and Viaducts Replacement Project -  
Recommended amendments to respond to speakers' concerns

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On Wednesday, January 31, 2018, the General Manager of Planning, Urban Design and Sustainability and the General Manager of Engineering Services presented the Northeast False Creek Plan (NEFC Plan) and Viaducts Replacement Project to Council for consideration. After hearing from all speakers, Councillors moved to defer decision on the NEFC Plan to a Special Council Meeting on Tuesday, February 13, 2018.

Speakers at the January 31 Council meeting raised concerns regarding a number of themes. Staff have provided the following responses to these concerns:

## 1. CHINATOWN

### Request from Speakers:

- Delay until more consultation with Chinatown has been completed.
- Not enough vehicular connectivity in and out of Chinatown proposed. Particularly on Carrall and lack of eastbound left turn from Quebec Street.

### Staff response:

Staff met with Chinatown stakeholders at two additional meetings during the week of February 5, 2018 following a request from Council at the January 31 meeting. Both meetings were productive and have resulted in staff recommendations as described below:

- 1a. Recommend Council commit the City Manager to convene regular meetings with the Chinatown Working Group and Chinese Benevolent Association (CBA) of Vancouver, and have staff work with these groups to establish guiding principles for the Chinatown Cultural District that can help inform work on the UNESCO application process and inform further design of the new NEFC parks, streets, and land use planning for Sub-area 6D.
- 1b. Recommend Council direct staff to report back with a financial strategy for delivering on the objectives of the NEFC Plan, including scenarios for increasing the amount of rental and non-market housing that can be achieved in Sub-area 6D, including housing for vulnerable seniors, and the financial implications of these scenarios.
- 1c. Recommend that language within sections 4, 9 and 14 of the Plan be strengthened to reinforce the importance of Northeast False Creek being a 'front door' to Chinatown, including:
  - a grand promenade on the Carrall Greenway alignment through the park that establishes a strong gateway from the False Creek waterfront,
  - Improvements to Andy Livingstone Park, and the portions of Keefer Street and Quebec Street adjacent to Andy Livingstone Park to better integrate renewed park features into Chinatown, and
  - A full access intersection (including northbound turns from Pacific Boulevard when driving from the west) at Quebec Street and the new Pacific Boulevard that allows improved access into Chinatown.
- 1d. Recommend that policy within sections 4, 9 and 14 of the Plan be amended to ensure that the Andy Livingstone Park design reflects the values and cultural significance of Chinatown, and better integrates with the adjacent streets (Keefer Street and Quebec Street) as well as the nearby cultural assets such as the Memorial Plaza and Dr. Sun Yat-Sen Classical Garden and public park.
- 1e. Recommend that Council direct staff to engage with representatives from the CBA, Chinatown Working Group, and Hogan's Alley Working Group to establish guiding principles that will help define and guide further work on the Chinatown Gateway on Main Street, including elements relating to the multi-cultural heritage, adjacent land uses and built form, retail curation, important historical sites, cultural centre,

streetscape design, and the issue of neighbourhood boundaries. This work will inform the upcoming Sub-area 6D rezoning application review process.

#### Recommended Amendments to NEFC Plan:

- Replace section 4.3 of the NEFC Plan with the following (continues onto following page):

*“The city of Vancouver was not immune to the interstate freeway boom’ of the 1950s and 60s. Three major freeways were planned to cut through the city, two in an east-west direction and one in a north-south direction. The Georgia and Dunsmuir Viaduct were a tiny piece of a massive interchange planned as part of the freeway system. With the old Georgia Viaduct propped up by timber braces and shedding lumps of concrete it needed to be replaced and a successful plebiscite was held to approve the construction of the new and expanded viaducts; two separate ribbons of raised concrete, sweeping eastward from downtown, with the ultimate goal of connecting through the eastern neighbourhoods of Grandview Woodlands and Hastings Sunrise to the Trans-Canada highway.*

*This connection and the proposed connecting overpasses for the Waterfront freeway along Carrall and Gore Avenue would significantly impact Chinatown and the Strathcona neighbourhood. Area residents who had already successfully fought the urban renewal proposals, now turn their attention to the freeways and joined a city-wide coalition of residents determined to stop it.*

*In 1967, the Waterfront route’s funding collapsed and soon opposition to the rest of the network prevailed with the federal government saying that without community support federal funding would not be forthcoming. The defeat of both urban renewal and the freeway are considered turning points that significantly shaped the city’s future and bolstered the idea that neighbourhoods are at the heart of city planning.*

*If the traffic issues can be resolved or managed ... the removal of the viaducts is a huge opportunity to heal some of the scars the historic Chinatown district has had to endure from the failed urban renewal projects of another era.*

*The construction of the Georgia and Dunsmuir Viaducts displaced an eclectic mix of warehouses, junk yards, Chinese laundries, single family homes, rooming houses and a significant apartment complex facing Main Street.*

*The Chinatown Community along with the residents of Strathcona were instrumental in the fight against the real threat of displacement and erasure brought by the proposed urban renewal and freeway networks. The building of two large housing projects, the clearance of the entire block bounded by Gore, Jackson, Pender and Keefer, and the building of the Viaducts all had a long lasting impact on the community. Chinatown’s growth was restricted by the artificial and imposed borders of Gore Avenue and the Viaducts. Beyond the land expropriated for the Viaducts, the connections between Chinatown and the south of Main Street were broken, businesses were lost and community members moved away.” - Historical Discrimination Against Chinese People in Vancouver Advisory Group*

*The Northeast False Creek Plan presents a real opportunity to heal the wounds for all involved and a not to missed chance to reconnect communities and repair the urban fabric.*

- *4.3.1 Conserve, commemorate and enhance living heritage and cultural assets in Chinatown by securing heritage funding in the public benefits strategy that can be used for capital and cultural funding.*
- *4.3.2 Support the Keefer Memorial Square redesign and reimagining it as a future gateway to Chinatown and ensure the Andy Livingstone Park redesign integrates recreation and cultural programming for Chinese seniors and the community, and that policies for Quebec and Keefer Street build upon and enhance the design context.*
- *4.3.3 Seek opportunities to identify appropriate and relevant names for assets within Northeast False Creek based on the history and contribution of the Chinese Community.*
- *4.3.4 Explore opportunities to create and designate cultural space within Northeast False Creek for story-telling and other activities with a focus on Chinese Canadian culture.*
- *4.3.5 Work with stakeholders in Chinatown to co-design an engagement strategy that aligns the planning efforts in Chinatown and reaches out to the Chinese speaking community, including addressing translation and interpretation needs, and deploy staff who demonstrate cultural competency in their work.*
- *4.3.6 Invest in cultural programming with a focus on Chinese Canadian history and culture, and partner with community organizations in establishing and enhancing walking tours in Chinatown.*
- **Add:** *4.3.7 Support the process towards a UNESCO designation of World Heritage Site for Chinatown, supported through the implementation of the Chinatown Cultural District, and an engagement strategy that aligns discussions about the future of this area, including:*
  - *Limiting land speculation on nearby sites in Chinatown,*
  - *Maximizing positive impacts to Chinatown businesses (see Chapter 8 for additional details), and*
  - *Ensuring Retail Curation Strategies submitted for new retail development in Sub-area 6D (Main Street blocks) are responsive the the cultural heritage of the area.*
- **Add** the following introduction to section 9.5 of the NEFC Plan:

*Vancouver's Chinatown continues to be the vibrant centre of an evolving and enduring culture, with a valuable living heritage, with tangible and intangible characteristics of a unique universal value. Chinatown constitutes a Cultural Landscape as defined by UNESCO. To that end all initiatives must recognize the fragile balance of community, culture and business, and the unintended consequences brought by surrounding development.*

*The NEFC Plan is cognizant of the City's developing approach to working with community groups, businesses, and other levels of government to apply for Chinatown's inclusion on Canada's Tentative List for World Heritage Sites. The Plan recognizes and supports this overall goal by establishing a Chinatown Cultural District that links historic Chinatown with the adjacent lands in NEFC along Keefer and Quebec streets and puts in place guiding policy to support and enhance the cultural heritage of the area in and adjacent to NEFC. The work on this application reinforces the idea that reconciliation and cultural redress should be a guiding principal in the development of such an important area of the city.*

- Within the *Places for Public Life in Northeast False Creek Graphic* in Section 9, Add a '#12 Reconnecting Chinatown' symbol to Keefer Street.
- **Add 9.5.1** *Recognize that the Chinatown Cultural District should be a welcoming 'front door' to Chinatown from the waterfront, including the following objectives:*
  - *Andy Livingstone Park should include opportunities to integrate and support cultural programming in Chinatown,*
  - *Establish strong gateways on the Carrall and Quebec connections as 'cultural fingers' that reconnect Chinatown with the waterfront, and that support economic development in Chinatown by leveraging the activity and energy of the Events and Entertainment District and waterfront,*
  - *Improve access for all transportation modes into Chinatown from the new Pacific Boulevard at Abbott Street, Quebec Street, Main Street and Gore Avenue, and*
  - *New park and streets should include key utility supports for community events.*
- **Add 9.5.8:** *Support opportunities to advance a Living Heritage & Cultural Assets Management Plan process that will support the UNESCO application process, including aspects related to:*
  - *future developments in Chinatown,*
  - *affordable and accessible housing for seniors,*
  - *public space and retail curation that is responsive to the cultural heritage of the area,*
  - *tangible and intangible living heritage and cultural assets of Chinatown, and*
  - *high level coordination of existing and emerging City policies as they relate to Chinatown and the emerging Chinatown Cultural District.*
- **Amend 14.1.13** *Renew existing program elements such as the two sports fields, a skate plaza, and a fenced dog off-leash area, including the possible reconfiguration of the sports fields, and a cohesive redesign of Keefer and Quebec streets to better integrate the renewed Andy Livingstone Park into the Chinatown Cultural District and establish strong linkages to Stadium-Chinatown Station and the False Creek waterfront.*
- **Amend 14.1** *Reconciliation and Cultural Redress*
- **Add 14.1.5** *Meaningfully engage with the Chinatown Community to integrate their cultural programming needs in the park concept design.*

## 2. HOGAN'S ALLEY

### Request from speakers:

- Desire to see 100% of the residential floor area on Sub-area 6D to be rental housing, with 70% of residential floor area as non-market housing.
- Desire for the City to **Commit** to continue working with the Hogan's Alley Working Group to establish the long term involvement and investment of the Black Community in the future life of the block through the exploration of a land trust, long term leases, or other arrangements as appropriate.

### Staff response:

- 2a. Recommend adjusting language in the plan to secure a minimum of 300 units of social housing on Sub-area 6D and through the rezoning process, seek to maximize the amount of below-market rental housing that can be achieved beyond the 300 units, including a focus on seniors housing.
- 2b. Recommend Council direct staff to adjust language in the Plan to include a commitment to continue working with the Hogan's Alley Working Group.

### Recommended amendments:

- Amend 4.4.3 ~~Continue~~ **Commit** to work with the Hogan's Alley Working Group to establish the long term involvement and investment of the Black Community in the future life of the block through the exploration of land trusts, long term leases, or other arrangements as appropriate.
- Amend (pg 169) For 898 Main Street, ~~continue~~ the City commits to work with the Hogan's Alley Working Group to establish the long term involvement and investment of the Black Community in the future life of the block through the exploration of a land trust, long term leases, or other arrangements as appropriate.
- Amend 10.4.2 to: Target a minimum of 300 units of social housing, a cultural centre and a childcare centre in Sub-area 6D, and seek to maximize the amount of below-market rental housing that can be achieved beyond the 300 units, including through strategic partnerships with senior levels of governments and/or non-profits. This housing mix should also include affordable seniors housing to support efforts by the local community to continue to house vulnerable seniors.

## 3. NON-MOTORIZED BOATING

### Request from speakers:

- Desire to see a Non-motorized boating facility built in NEFC.

**Staff response:**

- 3a. Plan includes the delivery of a non-motorized boating facility. However, staff recommend providing additional clarity by adding a policy within Sub-area 6C to deliver a non-motorized boating facility as part of the new Georgia Wharf.

**Recommended amendments:**

- **Add 10.2.12 (Sub-area 6C)** *Deliver a non-motorized boating support facility that includes opportunities for general public access, dragon boating and work with the First Nations to accommodate traditional canoes.*

#### **4. PEDESTRIANIZED GEORGIA WHARF**

**Request from speakers**

- Create a slow moving pedestrianized Georgia Wharf by relocating the future cycling facilities off of the Wharf.

**Staff response:**

- 4a. Recommend policy in Section 10 of the Plan be strengthened to prioritize pedestrians on the Georgia Wharf, and establish future dedicated cycling facilities that are safe and intuitive, located off of the Georgia Wharf seawall.

**Recommended amendments:**

- **Amend 10.2.11 (Sub-area 6C)** *Design the wharf area to prioritize pedestrians, while accommodating a dedicated, safe and intuitive cycling ~~as part of the seawall~~ facility off of the seawall where possible. Design waterfront buildings so that vehicular access is not needed along the waterfront, but consider the inclusion of limited vehicular access to the frontage in the off-season.*
- **Add a new 10.1.15** *Design the wharf area to prioritize pedestrians, while accommodating a dedicated, safe and intuitive cycling facility off of the seawall where possible.*

Please contact Kevin McNaney at 604.871.6851 or [kevin.mcnaney@vancouver.ca](mailto:kevin.mcnaney@vancouver.ca) if you have any questions.

Gil Kelley  
General Manager, Planning, Urban Design & Sustainability

(T) 604.873.7456  
(E) [gil.kelley@vancouver.ca](mailto:gil.kelley@vancouver.ca)