

Report Date: December 15, 2015
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Meeting Date: February 3, 2016

TO: Standing Committee on City Finance and Services
FROM: General Manager of Planning and Development Services
SUBJECT: East False Creek Stewardship Group - Terms of Reference and
Recommended Process

RECOMMENDATION

- A. THAT Council adopt the terms of reference (see Appendix A) for the East False Creek Stewardship Group.
- B. THAT Council approve the process for soliciting and appointing members of the East False Creek Stewardship Group.

REPORT SUMMARY

This report recommends the adoption of the terms of reference (see Appendix A) for the East False Creek Stewardship Group (the “Stewardship Group”) and the appointment of up to 15 individuals as members of the Stewardship Group. The primary focus of the Stewardship Group will be advising on an approach to public engagement, how to address City Council’s eleven Guiding Principles approved in 2013 (See Appendix B) for planning the NEFC area and how to acknowledge and incorporate social, historical and cultural significance from a city-wide perspective into the NEFC Conceptual Plan.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

False Creek North Official Development Plan (1990)

Northeast False Creek: Directions for the Future: Part 1 (June, 2009)

Northeast False Creek: Directions for the Future: Part 2 (October, 2009)

Northeast False Creek: Issues Report (2011)

Greenest City 2020 Action Plan (2011)

Housing and Homelessness Strategy 2012-2021 (2011)

Transportation 2040 (2012)

Regional Context Statement (2013)

Healthy City Strategy (2014)

Downtown Eastside Local Area Plan (2014)

Removal of the Georgia and Dunsmuir Viaducts (2015)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The Acting General Manager of Planning and Development Services RECOMMENDS approval of the recommendations of this report.

REPORT

Background/Context

On October 20, 2015, a report was presented to Council outlining the advanced planning, analysis and consultation work that was undertaken as part of the proposal to remove the Georgia and Dunsmuir Viaducts.

This report proposed a conceptual framework for planning in Northeast False Creek that included a new street network, the delivery of a new city-wide park, an entertainment district and a new neighbourhood with community amenities. As part of their response to that report, Council requested that staff develop and report back with a terms of reference for an expanded, renewed East False Creek Stewardship Group, to be appointed by Council, to provide advice and input during subsequent planning phases of the project in addition to regular engagement strategies, given the importance of this area as it develops into a future waterfront community:

“AND FURTHER THAT staff report back within 90 days on terms of reference for an expanded, renewed East False Creek Stewardship Group, to be appointed by Council, replacing the Northeast False Creek Joint Working Group, to provide advice and input during subsequent planning phases of the project, in addition to regular engagement strategies.” (2015)

The Stewardship Group would replace the existing Northeast False Creek Joint Working Group that is made up primarily of local stakeholder groups and business interests with a very specific planning focus. The Stewardship Group is intended to reflect broader perspectives to guide the development of this last remaining waterfront community on the downtown peninsula.

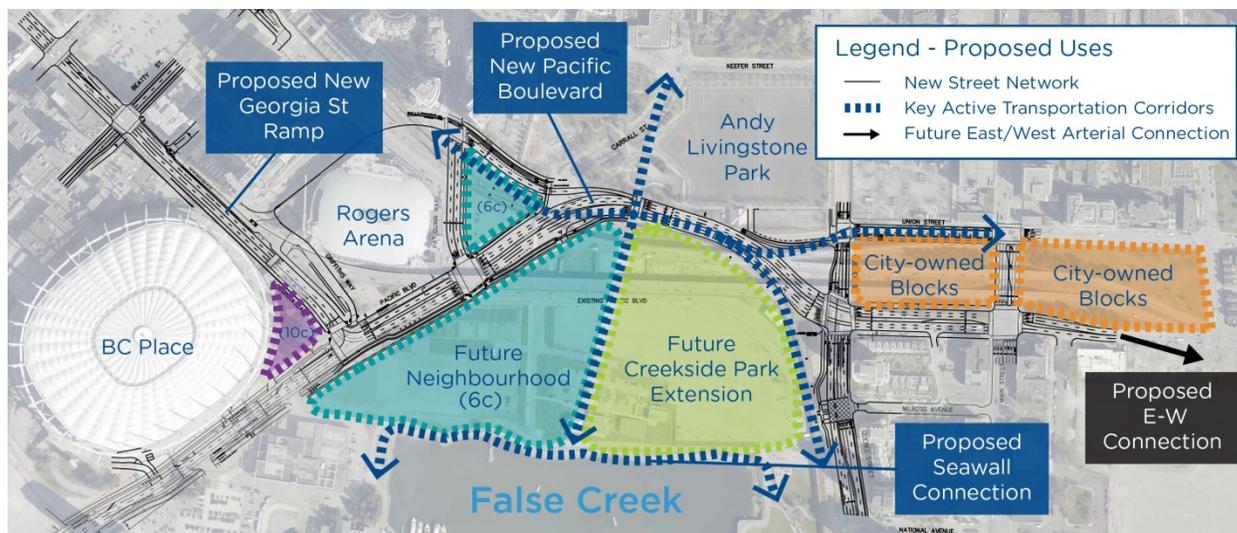


Figure 1: Conceptual map of Northeast False Creek areas of focus for the Stewardship Group

False Creek is an area of local and regional importance. Beginning in 1975, the area surrounding False Creek has been transformed from an area of largely industrial activity on an incremental basis into a series of waterfront communities that include waterfront parks and the seawall, residential and commercial development and regional destination facilities such as Granville Island. Northeast False Creek, located generally between the Cambie Street Bridge and Main Street, adjacent to the False Creek waterfront, is currently home to the region's largest sports and entertainment facilities (BC Place Stadium and Rogers Arena) and close to both Science World and two major transit stops, which makes the area attractive to visitors and employees.

The remaining undeveloped lands within Northeast False Creek are the last area along the north side of False Creek to be redeveloped. Development in this area will be in accordance with the Council-approved Northeast False Creek Conceptual Plan (2015) with a number of city-wide functions, such as an entertainment district, regional parks and plazas, as well as strong transportation links from the Downtown to surrounding neighbourhoods including Chinatown, CityGate, Strathcona, Yaletown and beyond.

Northeast False Creek is the last component of the False Creek North Official Development Plan (1990) and represents a significant opportunity to complete the downtown waterfront, including at least 20% affordable housing, a minimum of 1.8 million square feet of new job space, and a destination park. The important role and diversity of uses in this area of the city demand a diversity of user needs to be recognized through a group that represents a wide set of city perspectives.

Strategic Analysis

In October 2015, Council approved the *NEFC Conceptual Plan* and associated planning process, including the appointment of an advisory East False Creek Stewardship Group that would replace the Joint Working Group to ensure that a broader city-wide focus could be applied to the project as it advances, and which would go beyond the mandate of the existing Joint Working Group. The Stewardship Group will provide advice to City staff to help advance the complex detailed design and planning for the remaining portions of Northeast False Creek that require a neighbourhood, city-wide, and regional perspective.

The purpose of the Stewardship Group is to bring a broader variety of perspectives to the planning process beyond the current mandate of the Joint Working Group and to provide advice to City staff in developing and maintaining the vision set out in the *Northeast False Creek (NEFC) Conceptual Plan (2015)* for a new neighbourhood and major waterfront park. Each member's involvement should ensure a robust planning process and sounding board for decisions. As there will be a significant amount of change to this area, the Stewardship Group will offer guidance on public input and the development of this area.

Members will be appointed by Council based on their experience and expertise in areas that align with the eleven Council-approved Guiding Principles. The principles are set out in detail in Appendix B, and include:

- 1) Reconnect the historic communities and the False Creek Waterfront;
- 2) Expand parks and open space;
- 3) Repair the urban fabric;
- 4) Explore housing development and place-making opportunities on the City blocks;
- 5) Create a vibrant waterfront district;
- 6) Increase efficiency of the street network;
- 7) Improve connectivity between Downtown, NEFC and the Waterfront;
- 8) Enhanced pedestrian and cyclist movement;
- 9) Develop a fiscally responsible approach;
- 10) Engage residents and stakeholders in a meaningful way; and
- 11) Strengthen the festival and entertainment function of the area.

Overall, members of the Stewardship Group will be responsible for:

- 1) Acting as the touchstone in maintaining the vision for NEFC, monitoring the incorporation of the eleven Council-approved Guiding Principles during the detailed planning, design, and implementation of the NEFC Conceptual Plan (see Figure 2);
- 2) Providing feedback to staff on the approach and progress of community engagement;
- 3) Encouraging the education and contribution of the public and participants in the planning and design of land use, streets, parks and open space, and amenities for the area; and
- 4) Advising staff on options for how to best acknowledge and incorporate social, historical and cultural significance into the NEFC Conceptual Plan (see Figure 2).

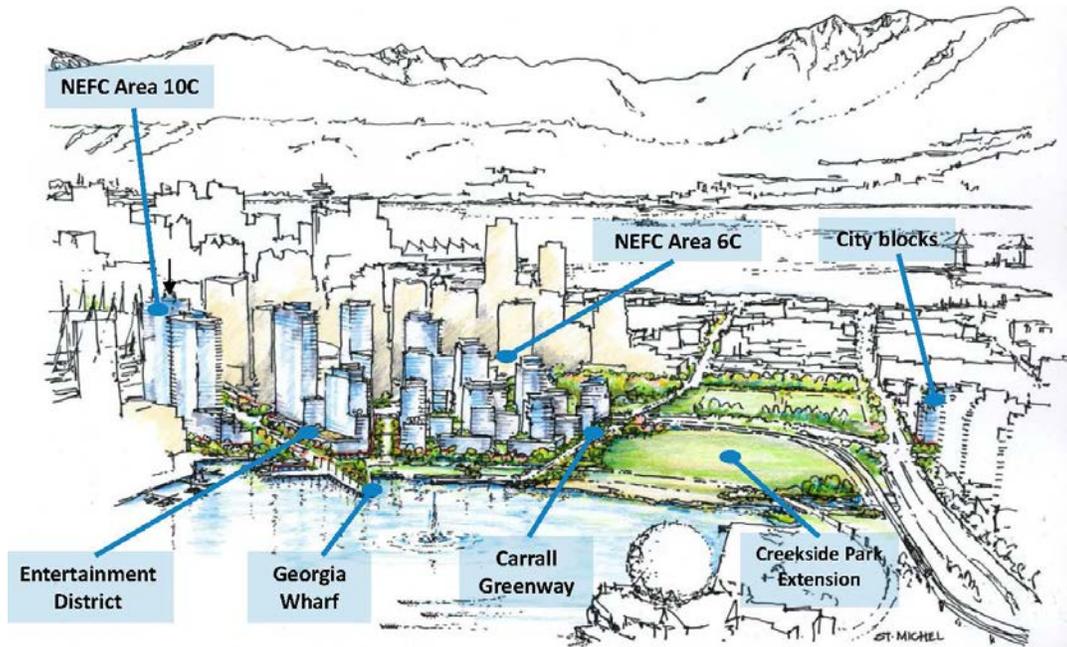


Figure 2: Conceptual design of Northeast False Creek

With respect to the composition of the Stewardship Group, it is recommended that membership be based on a group of 10-15. It is important that the group size support trust-building while still allowing for a strong diversity of perspectives and experience. Selected members may be individuals or representatives of a group, organization or association.

Experience/knowledge will be sought in the following areas:

- City-wide issues;
- Perspectives of local residents in the False Creek and adjacent areas and/or neighbourhoods;
- History of the area including historical use by the Chinese and Black communities;
- Affordable housing;
- Development economics or insight into the development industry;
- Urban design, including public space and large event/festival planning;
- Arts, public art in urban design;
- Ecological design, with expertise in waterfront sites;
- Emergency management, seismic planning, climate adaptation;
- Water recreation needs;
- Transportation, including active transportation;
- Tourism and entertainment; and
- Health and social service needs.

Other groups may be formed for specific needs as planning in the East False Creek area advances, and members may also represent the Stewardship Group in other advisory situations.

For example, the Park Board will establish a *NEFC Park Design Advisory Group* to provide focused input and commentary on the design of the complex of waterfront parks in this area (including the new Creekside Park Extension, existing Andy Livingstone Park and the new Dunsmuir Elevated Park). This group will ensure a broad

representation of community interests and a balanced approach to uses in the park. It will also ensure that the park design meets the needs and reflects the aspirations of Vancouverites today and into the future. The NEFC Park Advisory Group Terms of Reference and membership will be approved by the Park Board early in 2016.

Members of the Stewardship Group will be solicited through an open application process that will be advertised for 3-4 weeks in early 2016, following the standard process for advisory committee appointment. Submissions for the Park Board's design advisory group will also be solicited during this process as there is potentially some overlap in the membership to both groups. Council's Nomination Subcommittee will select the final members for Council's consideration and approval based on the experiences identified above and applicant ability to fill the role described. It is anticipated that the Stewardship Group will be in place by May 2016 and will remain in place until the end of the Council term in 2018, at which point possible renewal will be reviewed. The Terms of Reference in the attached Appendix A provide a summary of the Stewardship Group mandate.

The City acknowledges that Vancouver is on the unceded traditional territory of the Squamish, Musqueam and Tsleil-Waututh. Throughout the planning of Northeast False Creek, the City will work with the three nations to address opportunities and issues that they identify in relation to the area.

Implications/Related Issues/Risk (if applicable)

Financial

The 2016 Capital Budget included \$17.23 million for Georgia Dunsmuir Viaduct Removal Phase 1, with a total estimated Phase 1 cost of \$21 million. It is anticipated that the Stewardship Group will meet regularly for the next 18-24 months, and be supported by City staff as well as a facilitator, technical resources and consultancies. This work is funded from the Georgia and Dunsmuir Viaduct Removal Phase 1 capital budget and is estimated to cost approximately \$125,000.

Upon completion of this phase of work, staff will evaluate and report back on the future role of the group and necessary resources for Council's consideration.

CONCLUSION

This report recommends the adoption of a terms of reference (see Appendix A) for the East False Creek Stewardship Group and the appointment of up to 15 individuals as members of this Stewardship Group. This approach is recommended as a means of integrating a city-wide perspective with the necessary experience and expertise to help advance detailed planning and design of Northeast False Creek, recognizing the local and city-wide importance.

The primary focus of the Stewardship Group will be advising on the approach to public engagement, how to address City Council's 11 Guiding Principles for planning the NEFC area and how to acknowledge and incorporate social, historical and cultural significance from a citywide perspective into the NEFC Conceptual Plan.

East False Creek Stewardship Group Terms of Reference

Council motion:

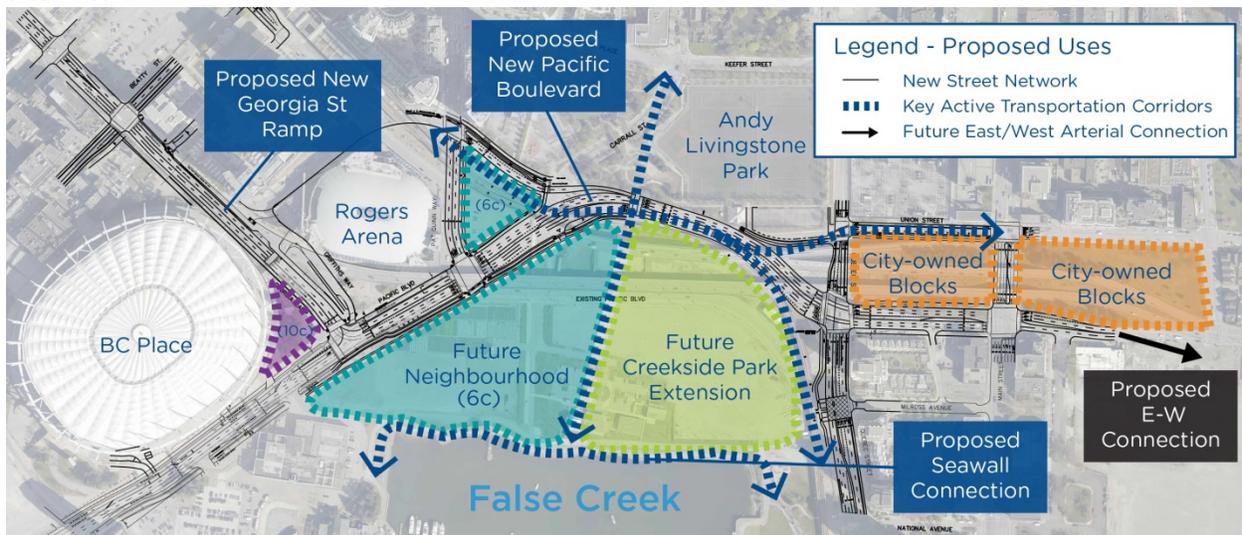
“AND FURTHER THAT staff report back within 90 days on terms of reference for an expanded, renewed East False Creek Stewardship Group, to be appointed by Council, replacing the Northeast False Creek Joint Working Group, to provide advice and input during subsequent planning phases of the project, in addition to regular engagement strategies.”

Purpose:

The purpose of the East False Creek Stewardship Group is to bring a broad variety of perspectives to the planning process and advise City staff in securing and maintaining the vision set out in the *Northeast False Creek (NEFC) Conceptual Plan* approved in the *Removal of the Viaducts Report (2015)* for a new neighbourhood and major waterfront park.

The Northeast False Creek area is an important central hub in the city that is accessed and used by residents from all over the region as well as tourists. The planned park and public spaces are intended to be a City-wide and regional destination, as well as an amenity for nearby residents and employees. The interconnected role this area of the city plays for a large diversity of users needs to be recognized through a Stewardship Group with a broad set of planning perspectives.

Site Area:



Member Roles:

To ensure that the NEFC Conceptual Plan, the *Guiding Principles*, and relevant adjacent area policies and plans are upheld, and consultation is rigorous and appropriate. In particular:

1. To be the touchstone in maintaining the vision for NEFC, monitoring the incorporation of the 11 Council-approved Guiding Principles during detailed planning, design, and implementation of the NEFC Conceptual Plan;
2. To provide feedback to staff on the approach and progress of community engagement;

3. To encourage the education and contribution of the public and participants in the planning and design of land use, streets, parks and open space, and amenities for the area; and
4. To advise staff on options for how to best acknowledge and incorporate social, historical and cultural significance into the NEFC Conceptual Plan.

Role of the Stewardship Group in relation to other participants

The role of the Stewardship Group will be to work in tandem with staff, other stakeholders, City Council and the Park Board.

	Manage NEFC planning process	Outreach	Process check-in & advice	Draft design and programing options	Suggest uses, Identify opportunities and challenges, Review design and programing options	Plan approvals	Plan implementation	Monitoring implementation
Participants (general public)					✓			
Participants (stakeholder groups)					✓			
Working Groups (eg. Park Design Advisory Group)		✓	✓		✓			
Stewardship Group		✓	✓		✓			
Land Owners (Concord, Aquilini, PavCo, CMP, etc.)		✓			✓		✓	
City Staff, Park Board Staff	✓	✓		✓	✓		✓	✓
Infrastructure Asset Owners / Operators		✓			✓	✓	✓	✓
Regulatory Agencies (Translink, DFO, etc)		✓			✓	✓	✓	✓
Council / Park Board						✓		

Membership Composition:

10-15 members that have demonstrated strong leadership and knowledge that reflects Council’s eleven Guiding Principles for NEFC. Members should represent a range of city-wide interests, ages and expertise. Selected members may be individuals or representatives of a group, organization or association. Expertise/knowledge will be sought in the following areas:

- City-wide issues;
- Perspectives of local residents in the False Creek and adjacent areas and/or neighbourhoods;
- History of the area including historical use by the Chinese and Black communities;
- Affordable housing;
- Development economics or insight into the development industry;
- Urban design, including public space and large event/festival planning;
- Arts, public art in urban design;

- Ecological design, with expertise in waterfront sites;
- Emergency management, seismic planning, climate adaptation;
- Water recreation needs;
- Transportation, including active transportation;
- Tourism and entertainment; and
- Health and social service needs.

Members will be appointed by City Council preceding an open public call for applications.

The City acknowledges that Vancouver is on the unceded traditional territory of the Squamish, Musqueam and Tsleil-Waututh. Throughout the planning of Northeast False Creek, the City will work with the three nations to address opportunities and issues that they identify in relation to the area.

Mandate:

The East False Creek Stewardship Group will be established for the development and implementation of the NEFC Conceptual Plan as stewards of Council's 11 Guiding Principles. Expectation of service is until the end of Council term in 2018. Activities will include:

- Regular meetings – frequency of which will depend on need – with City staff, Park Board staff, site developers, etc.;
- Outreach to individual networks to seek advice or opinions at strategic points in the detailed planning and implementation of the NEFC Conceptual Plan;
- Development of a set of key considerations related to arts and culture, environment and economics for design and programming to realize the NEFC Conceptual Plan while advancing Council's guiding principles;
- Attendance at workshops and public events; and
- Staying up to date and knowledgeable on planning content including related Council policy such as the NEFC Conceptual Plan and Guiding Principles, Viaducts direction, the DTES community plan, and the Flats planning process outcomes.

It is expected that members will attend the majority of meetings and will keep active correspondence with the group. Any members unable to participate will be replaced by other representatives of their organization or by someone with complementary interests.

Other groups may be formed for specific needs, and members may also represent the Stewardship Group in other advisory situations, such as a *NEFC Park Design Advisory Group*.

As part of its commitment to the group, staff support for the Stewardship Group will be provided by the Northeast False Creek project team. The City will provide:

- A facilitator and note taker;
- Staff time and resources;
- Meeting space; and
- Supporting technical resources and consultancies (for example, a session on NEFC land economics).

Council Approved Northeast False Creek Guiding Principles

Eleven Council-approved principles inform the recommended changes outlined below to the *Northeast False Creek: Directions for the Future* (2009) plan.

COUNCIL'S 11 GUIDING PRINCIPLES

1) Reconnect the Historic Communities and the False Creek Waterfront. The Viaduct structures, combined with the Skytrain guideway, create a physical and visual barrier between the historic communities of Chinatown, Gastown, Strathcona, Thornton Park, Victory Square and the DTES Oppenheimer District, and the False Creek waterfront. Removal of the viaducts provides an opportunity to rethink how these communities connect to the water and each other.

2) Expand Parks and Open Space. Increase the amount of parks and open space in current plans. Removal of the viaducts, and a more efficient street network (combination of Pacific and Expo Boulevards, closure of a portion of Union and Carrall Streets) results in a potential park increase of 13% (approx. 3 acres) and presents the possibility of a more coherent open space system with greater flexibility for a variety of programming opportunities. A Dunsmuir 'elevated plaza' and open space on the Hogan's Alley block may provide additional park spaces.

3) Repair the Urban Fabric. Forty years ago, buildings on the blocks between Quebec and Gore were demolished to make way for the viaduct structures. Removal of the viaducts allows for restoration of shops and services along the Main Street corridor, and the mixed-use development of the two city-owned blocks.

4) Explore Housing Development and Place-Making Opportunities on the City Blocks. Utilizing a building form and development patterning consistent with the historic community of Chinatown (to the north) and the more contemporary buildings of the Creek (to the south), the City-owned blocks could generate approximately 850,000 square feet of density, potentially representing about 1,000 units with 200-300 affordable housing units, depending on the final density and unit mix. Ongoing planning must find ways to remember the historic neighbourhood of Hogan's Alley. Building heights, density, unit mix (including affordable housing), uses, open space patterning and other potential public benefits will be refined through further study and consultation with the neighbouring communities.

5) Create a Vibrant Waterfront District. Ensure that future build-out of the area creates a mixed-use entertainment, recreational and residential district considering urban design principles such as view cone protection and providing a strong urban edge on the new Creekside Park Extension.

6) Increase Efficiency of the Street Network. By replacing the Georgia and Dunsmuir Viaducts with a new network of at-grade streets. The replacement street network requires a bi-directional connection, suitable for essential movement of goods, especially between the Eastern Core area and downtown and reduces traffic along Prior Street

7) Improve Connectivity between Downtown, NEFC and the Waterfront. The replacement street network would retain sufficient goods movement routes to and from the downtown, maintain vehicular capacity, provide new opportunities for bus transit routing, and better integrate future development of NEFC and surrounding communities to downtown.

8) Enhanced Pedestrian and Cyclist Movement. The Dunsmuir Viaduct currently provides a direct east-west connection for cyclists between the Adanac bike route and Dunsmuir bike route through the downtown core. The future network of streets and pedestrian and cyclist pathways would improve on the existing connections, through the use of a ped/bike bridge or other means.

9) Develop a Fiscally Responsible Approach. Consider the short- and long-term financial implications of redeveloping the area and ensure an equitable sharing of costs and benefits between the City, the Province and private landowners/developers.

10) Engage Residents and Stakeholders in a Meaningful Way. Do all of the above while consulting the public and other stakeholders in a meaningful way at all stages of the planning process including design of the engagement process.

11) Strengthen the Festival and Entertainment Function of the Area. Acknowledge the importance of BC Place and Rogers Arena and improve access, loading and event management plans to ensure that these facilities continue to function efficiently.