



RR-1

ADMINISTRATIVE REPORT

Report Date: May 16, 2017
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Meeting Date: May 30, 2017

TO: Vancouver City Council

FROM: General Manager of Planning, Urban Design and Sustainability, in consultation with the General Managers of Real Estate and Facilities Management, Finance, Risk and Supply Chain Management, and Community Services

SUBJECT: False Creek South Planning: Terms of Reference

RECOMMENDATION

- A. THAT Council approve the terms of reference for a planning process in False Creek South (Appendix A).
- B. AND FURTHER THAT Council instruct the General Manager of Planning, Urban Design and Sustainability to:
 - i. Report back to Council with nominations for False Creek South Planning Advisory Group in Fall 2017.
 - ii. Engage with neighbourhood, community and city-wide stakeholders to develop a resident protection and retention plan for city-owned land in False Creek South, as described in the terms of reference for the planning process, and report back to Council with a draft plan in Fall 2017.

REPORT SUMMARY

This report presents a Terms of Reference (ToR) for a False Creek South (FCS) planning program, including a process to arrive at a resident protection and retention plan as part of Council's direction to develop affordable housing options for all FCS residents to remain in the neighbourhood. The report also provides updates on other FCS work that City staff have been undertaking since last reported to Council in January 2017, including:

- The division of responsibilities between Planning, Urban Design and Sustainability, and Community Services in exploring affordable options for FCS residents on city land to remain in FCS;
- The framework process for negotiating a resolution to issues arising from the approaching end of 60 year leasehold strata lot leases, and matters to be negotiated; and
- Research on land governance options for FCS.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

There is a substantial body of Council policy and decisions made concerning the FCS neighbourhood, since its inception in the early 1970s. Relevant to this report are January 25th 2017 Council resolutions instructing staff to advance various work components that are collectively required in order to move forward with addressing issues that are arising from the approaching end of the leases for City-owned land in False Creek South. The resolutions relevant to this report are in Figure 1 below, with the full text and resolutions in Appendix B.

FIGURE 1: JANUARY 2017 INSTRUCTIONS TO STAFF VIA COUNCIL RESOLUTIONS

- A. General Manager, Planning, Urban Design and Sustainability prepare a terms of reference for planning process with a detailed workplan and budget and report back to Council in the second quarter of 2017.
- B. General Manager, Community Services report back with a process for developing affordable housing options for all False Creek residents to remain in the neighbourhood, informed by current and emerging housing policies.
- C. General Manager of Real Estate and Facilities Management engage strata leaseholders to develop a framework process for negotiating a resolution to issues arising from approaching end of the 60 year leasehold strata lot issues, and report back to Council in the second quarter of 2017.
- D. General Manager of Real Estate and Facilities Management evaluate land governance options for False Creek South.

Council policy and reports applicable to the planning Terms of Reference are noted in Appendix A.

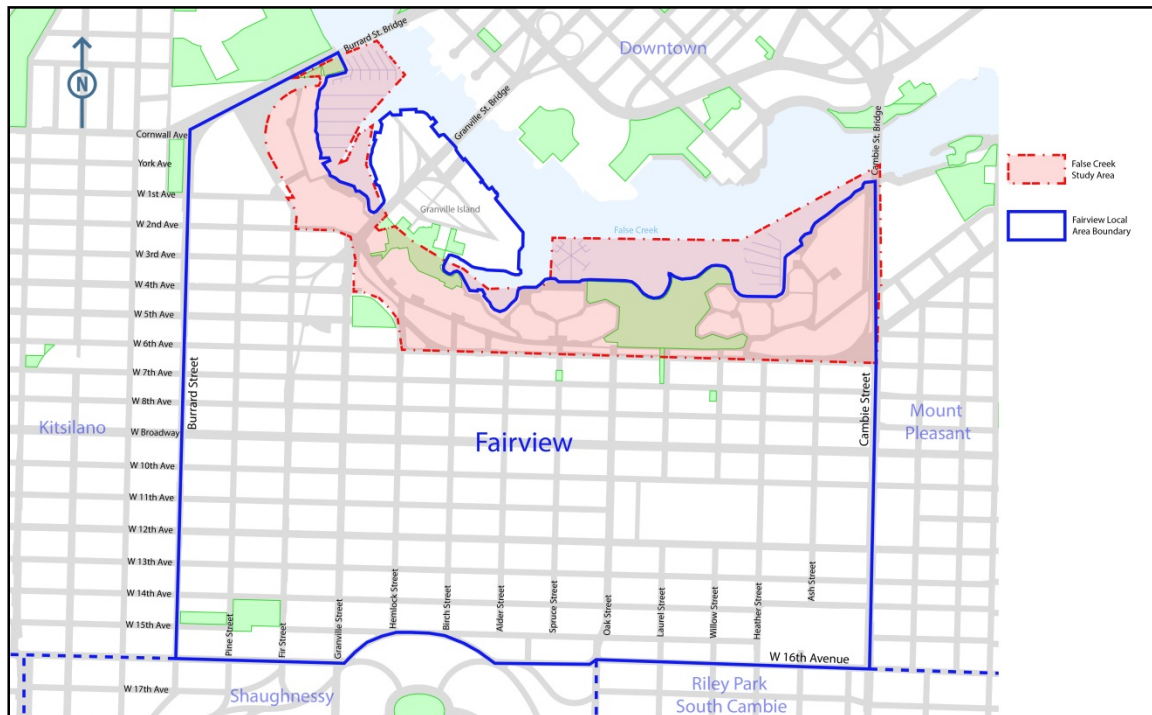
CITY MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

BACKGROUND/CONTEXT

One of Vancouver's pioneering waterfront communities for multi-family, city centre development, False Creek South (FCS) is situated between Burrard Bridge, the Fairview Slopes neighbourhood, Cambie Bridge and False Creek in the Fairview Local Area. It was one of Vancouver's first highly livable and walkable inner-city neighbourhoods with a unique mix of land uses, housing types, transportation options, urban character and amenities, including three kilometres of seawall and a major destination waterfront park. In total the area represents approximately 55 hectares of land (136 acres) and currently has a resident population of approximately 5400 people (2011).

FIGURE 2: FALSE CREEK SOUTH NEIGHBOURHOOD IN CONTEXT OF LOCAL AREAS



Eighty percent of the land in FCS is owned by the City of Vancouver, through its Property Endowment Fund (PEF) with the remainder owned by other levels of government or privately-owned. Approximately 60% of the residential units in FCS are on land held by the PEF and leased either to non-profit or for-profit housing operators, or directly to individual strata lot lessees. The majority of the 1,172 non-market housing units in this neighbourhood are on City land. The FCS land is a unique City asset in an exceptional location that has the ability to continue to deliver affordable housing and amenities to the benefit of residents, as well as all citizens of Vancouver.

The City of Vancouver's PEF is a real estate portfolio that belongs to all Vancouverites and is managed for the benefit of future generations in such a way as to preserve the Endowment's real value and generate a reasonable economic return and, where possible, support the City's broad public objectives in a financially sustainable way. Between 1976 and 1986, much of the land in FCS was leased to tenants via long-term (typically 60 year) ground leases. The majority of these leases are due to expire between 2036 and 2046, with two Co-op leases due to expire sooner.

FIGURE 3: FALSE CREEK SOUTH NEIGHBOURHOOD, MARKET AND NON-MARKET HOUSING

	CITY-OWNED LAND	THIRD PARTY-OWNED LAND	TOTAL
MARKET HOUSING	873 units	1,158 units	2,031 units
NON-MARKET HOUSING	976 units	196 units	1,172 units
TOTAL	1,849 units	1,354 units	3,203 units

NOTES TO TABLE

1. Figures are best estimates.

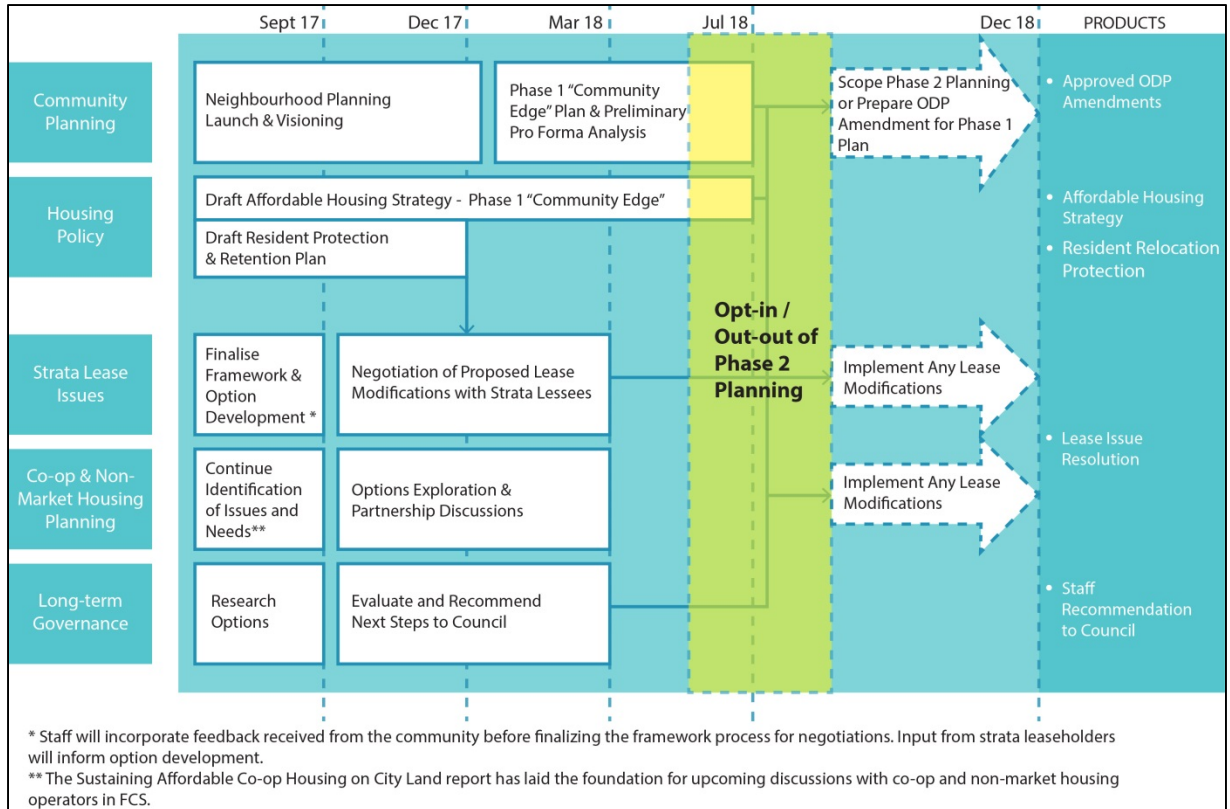
Although there is currently no legal or policy requirement that the City consider the future of leases beyond their current expiration date, Council has recognized that the end of lease terms are creating concerns and challenges for many current residents and businesses. At the same time, planning for renewal of the area could help to address current and evolving city-wide challenges. This waterfront neighbourhood is in a prime central city location close to existing and future transit lines. A number of underdeveloped sites exist around its periphery. Housing insecurity and rapid escalation of housing costs are putting significant pressure on local residents, not unlike the same challenges that face many Vancouverites. Staff have recommended that any consideration of the future leasehold properties (e.g. extending leases, ending and either changing land uses or creating new leases) be accompanied by a renewed vision of the future and definition of new development opportunities in the area. Resolution of the end of lease issues can be assisted by a concurrent and mutually supportive neighbourhood planning process.

Staff have advanced the work items per the January 25, 2017 directions of Council, and continue to refine a way forward to weave together the various elements of FCS work with the community, within a city-wide context, and address issues which are significant for FCS residents as well as all citizens of Vancouver.

The timeline and conceptual work plan below represent staff's approach to advancing a planning process in parallel with the resolution of end of lease issues. The overall intention is for the streams of work to inform each other so lease resolution and the development of updated planning policies end up supporting existing residents who wish to remain in the community. The precise timing of the various work components may change as work progresses. Moving planning and lease discussions forward in parallel will require substantial progress in each of the work streams. Barriers to progress in lease discussions, or on work for affordable options for residents to remain, have the potential to affect the timeline and focus of the planning process. The timelines below are also dependent on the City's ability to work

with a number of external parties in moving the work items forward in a collaborative manner.

FIGURE 4: FCS WORK STREAMS



False Creek South community and the neighbourhood association

The False Creek South Neighbourhood Association (FCSNA), and its sub-committee *RePlan, has been instrumental in advancing these efforts. FCSNA was established when FCS was being developed to represent the interests of the neighbourhood. It is a unique stakeholder in the City's make-up. It has representatives from all of the strata and co-operative housing enclaves on the land leased from the City, as well as those on freehold properties, and buildings operated by non-profit housing societies.

In recent years, FCSNA has created a sub-committee called *RePlan whose mission is " ... to create a dialogue with the City of Vancouver to establish a process to preserve and enhance the False Creek South community beyond lease end, enabling the community to evolve and diversify in a way that is sustainable for existing residents and the City of Vancouver." (www.falsecreeksouth.org/replan).

*RePlan representatives have continued to engage with City staff to discuss the community's desire for lease renewals and their support for an inclusive and holistic planning process to refresh the neighbourhood vision. City staff have been meeting regularly with *RePlan for the

purposes of consultation and work plan alignment. Staff note that through the course of these discussions, *RePlan has emphasized their priority on achieving lease renewals as quickly as is possible, but have acknowledged the need for City staff to develop recommendations for all the FCS work streams in a thorough way that is inclusive of city-wide perspectives. *RePlan's community planning working group have informed staff they also intend to undertake their own distinct planning work so as to prepare their members to participate in City events and bolster community interest.

FALSE CREEK SOUTH NEIGHBOURHOOD PLANNING PROCESS

Recommendation A: Terms of Reference for a False Creek South neighbourhood planning process

The False Creek South neighbourhood represents a history of urban transformation and renewal. It was the pioneer neighbourhood in False Creek that spurred the transformation of waterfront industrial lands into the residential and recreational uses of today.

The False Creek South Official Development Plan, a zoning district called the "False Creek South Comprehensive Development District (FCCDD)" By-Law, was adopted by Council in 1974. Intentional neighbourhood design and planning policies guided the evolution of what was, at the time, an innovative community form featuring mixed-income housing to accommodate a broad spectrum of income levels and age groups, with an emphasis on providing family housing. FCS also incorporated a three kilometre long public seawall walkway/bikeway and a large park, both of which were important not only for the community but for all citizens of Vancouver.

Phased Planning Approach:

The current planning process for FCS has been designed to respond to a unique and complex situation. The City is advancing multiple work streams to respond to concerns of existing residents and to ensure the City and community fully explore opportunities to grow the neighbourhood now and into the future. Staff are advancing a framework process to negotiate leasehold strata end of lease issues, an exploration of options and opportunities for non-market and co-op lease renewals or extensions in the area, and evaluating long-term land governance options for FCS. Council in the engagement principles recognized that approaching end-of-lease term creates uncertainty for residents on city-owned land in FCS and directed staff to explore affordable housing options for residents in market rental, co-op, non-market and strata leasehold properties to remain in the neighborhood.

At the same time, it is important to begin to define the opportunities and timing of developing "community edge" sites (described below) in FCS through a planning process, whether it be to support the retention of existing residents in appropriate forms of housing (e.g. seniors housing) or to offer relocation sites to support redevelopment opportunities that may be identified through landowner and lessee discussions. The phased approach staff recommend recognizes the need for an incremental approach to allow time for discussions amongst leasehold strata tenants, co-ops, and non-market operators to progress and gain clarity, while defining the development potential of areas on the "community edge".

Two phases of planning are anticipated:

Phase 1 "Community Edge" (14 months): define FCS planning principles and create a detailed plan for the "community edge" which is in greatest need of planning attention. Detailed planning for the "community edge" (described below and shown in Figure 5) will include directions for land use, density, built form and character, transportation, housing, sustainability, public amenities and the public realm as they relate to this scope and associated proposed ODP amendments.

Phase 2 (timeline to be determined): refine the Phase 1 detailed plan with further planning work on sites within the existing FCS community (e.g. sites under long-term land leases), subject to a Council decision to extend the planning program and having considered the criteria outlined in Section 8 of the False Creek South Neighbourhood Plan Terms of Reference (Appendix A).

The products, process, participant roles, and schedule described in this report and the ToR (Appendix A) relate to Phase 1 only.

Neighbourhood Plan Terms of Reference Contents:

The ToR in Appendix A includes the following:

Context Statement - provides a brief sketch of important neighbourhood features including its location, demographics (population, income, age, etc.), land use, local economy, unique characteristics, and outlines the neighbourhood's role within the larger city and region.

Study Area - outlines the neighbourhood boundaries, area of focus for planning and sub-areas (areas in need of greatest planning attention), adjacent and overlapping geographies.

Principles - references the FCS Engagement Principles, adopted by Council January 25th 2017, intended to guide the City's approach to all the FCS work streams. These are not meant to fulfill the role of planning principles which will be developed in the first step of the planning process.

Products - outlines the products to be developed by the staff team in collaboration with community and city-wide stakeholders, focusing on a local neighbourhood response to city-wide and regional challenges. The Phase 1 plan will develop:

- Neighbourhood-wide Planning Principles - including direction for key policy areas noted in these ToR - to reflect an overall FCS renewal vision and inform detailed planning of the "community edge"; and
- A detailed 'Community-Edge' plan and policies - to provide more detailed guidance for areas of immediate development/redevelopment potential including public benefits and public realm improvements.

Process and Schedule - outlines a streamlined process for Phase 1 expected to take approximately 14 months to complete in two steps: Launch & Visioning, and Plan & Policy Development. The timing for Plan Approval will be determined at the end of Step 2, depending on a Council decision to extend the planning program to consider detailed planning

for sites within the FCS area (e.g. tenanted sites) or to proceed with an ODP amendment for the “community edge” (Phase 1) only.

Civic Engagement and Participant Roles - outlines a range of options for FCS community and other stakeholders to participate in the planning process as well as the roles and responsibilities of key participants.

Potential Expansion of Planning Program (Phase 2) - outlines key criteria for the potential expansion of the planning program.

Areas of Focus:

Based on preliminary staff research and discussion with neighbourhood stakeholders, the following key issues have been defined and will be a focus of the first step of the planning program, with potentially other issues to be added as the program progresses:

Housing:

FCS contains a significant stock of affordable housing. Residents and housing operators on city-owned land seek clarity on lease renewal, building reinvestment and/or redevelopment options. Resident feelings of insecurity are exacerbated by low vacancy rates and escalating housing costs in the private market and surrounding local area. Principles and policies to support retention and/or replacement of affordable housing in the neighbourhood and to provide clarity for existing residents are needed. Given the community’s changing demographic profile (see: Appendix A Section 2), staff anticipate discussing the need for appropriate units for seniors to age in community, to facilitate housing flow within the community, and to create room for a new generation of young families to live in FCS. The emerging directions of the Vancouver Housing & Homelessness Strategy Reset (March 2017) called for City and partner action to improve affordability, security and housing diversity to address Vancouver’s current housing crisis. The planning process will identify opportunities to meet city-wide housing objectives while providing affordable and appropriate options for residents to remain in their community.

Neighbourhood Character:

FCS is well-known for its unique urban design, character, and community charm. This has been confirmed clearly by residents through initial community discussions. With new development and potential redevelopment opportunities in FCS, direction is needed to ensure that new growth respects and builds upon the unique and cherished elements of neighbourhood character. The current urban design guidelines of the False Creek ODP will be reviewed and revised, and will inform the design approach to the “community edge”.

While FCS enjoys immediate access to waterfront parks and open spaces, which are highly valued by residents, as well as all Vancouverites, there is opportunity to increase connectivity and walkability between FCS and adjacent neighbourhoods. As the Fairview neighbourhood is park deficient, allowing greater access to these existing public amenities would achieve City and Park Board objectives for more equitable access to greenspace. The condition of existing parks and open space will be reviewed to determine if upgrades

are necessary and will inform the Parks and Recreation service Master Planning process, advancing in the same timeframe (Fall 2017 to early 2018).

Transportation and Connectivity:

Much of FCS is within a ten minute walk of the Canada Line (Olympic Village transit site). Portions of West 4th and West 6th Avenues are part of the Major Road Network (MRN), providing important connections for transit, goods movement, and general traffic. Large traffic volumes and limited crossing opportunities create significant barriers for walking and getting around in a safe and enjoyable manner. These barriers are particularly problematic for seniors, individuals with mobility challenges, parents with infants and strollers, children, etc. The combined effect of West 6th Avenue, the former CP rail right of way, and roads internal to the FCS neighbourhood (e.g. Charleson-Lamey's Mill Road) is to create a barrier between FCS and its surroundings.

Directions to improve the environment of the "community edge" road network, including a long-term future for the Seaside By-Pass (off-street bike path), streetcar alignment, and public realm environment of West 6th Avenue, will be a key area of focus. Transportation principles will support the objectives of both the City's Transportation Plan (and Transportation 2040 update) and the Greenest City 2020 mobility targets.

Other issues of potential focus are noted in Appendix A.

Phase 1 "Community Edge" Detailed Plan and Policies:

Recognizing there are key issues that relate to the "community edge", a focus area has been defined for detailed planning. This area has been identified in collaboration with *RePlan, as an area of shared interest and opportunity. The boundary of the focus area is subject to further review and may be modified as necessary.

FIGURE 5: PHASE 1 "COMMUNITY EDGE" FOCUS AREAS AND SUB-AREAS



The focus area, as shown in Figure 5 above includes:

Station Area Sub-area 1:

The station area sub-area includes the Olympic Village Canada Line station site, parking structure and recreational (tennis courts), adjacent strata (~20 units), and bus loop located between West 6th Avenue and Commodore and Moberly Streets. It is a significant development opportunity to support transit-oriented development, meet community and city-wide objectives, as well as improve connectivity to the transit station and FCS. Parts of the sub-area are subject to C3A design guideline views (restricting height) to City Hall from the North Shore of False Creek. This area involves strata and long-term parking, leases which will need to be considered. The vast majority of the sub-area is owned by the City of Vancouver, and held in the City's PEF.

6th Avenue/Charleson Street Sub-area 2:

This linear sub-area forms the southern boundary of Charleson Park and the FCS Spruce residential enclave between Moberly and Alder street. The planning program will explore options to consolidate multiple layers of road network and the former rail corridor into a more unified design. The aim will be to ensure the flow of goods movement and vehicles, improve the public realm, create better north-south connections between FCS and Fairview Slopes, integrate the Sea-side by-pass bike path and future streetcar, and if applicable, determine the best use of any residual public space.

West Area Sub-area 3:

The west sites on the FCS "community edge" include undeveloped sites, sites with commercial and service uses, residential strata (Granville Island Village 1345 W 4th Avenue) between Alder Street and the Granville Bridge, and the Arbutus Corridor Lands site, owned by the City of Vancouver, and held in the City's PEF. Working with the Arbutus Corridor planning team, work in this area will identify opportunities to connect the Arbutus Greenway to the Seawall and Sea-side by-pass. Land uses, development or redevelopment potential will be reviewed.

Detailed planning for these sub-areas will result in directions on land use, height, density, built form and character, transportation, public realm design, and directions on public benefits to be achieved as part of the development process. Options will be based on and evaluated against the neighbourhood planning principles developed in the first step of planning work. The plan will be developed through a multi-disciplinary collaborative design charrette process and community consultation.

Engagement approach:

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

With respect to public engagement, the neighbourhood planning program will strive to ensure that the community and interested city-wide public have the opportunity to be involved at different levels throughout the process. The engagement process will include a public launch event, workshops based on key themes, and open houses in Step 1, and a multi-disciplinary design charrette, ideally with opportunities for public review of detailed "community edge" design options as they evolve in Step 2 of the planning program.

A unique approach to engagement is required in FCS for two reasons:

- 1) the neighbourhood is already highly engaged in planning issues of the area and has a high level of capacity to participate in the planning process; and
- 2) the process requires more direct inclusion of city-wide perspectives than might otherwise be the case in a typical neighbourhood plan process due to the City's land ownership through the PEF.

Components of the engagement process are intended to build capacity for informed discussion by fostering awareness of the broader city and regional objectives that the community contributes to. The proposed FCS Advisory Group, in particular, will provide an opportunity for community members and city-wide perspectives to learn about each other and help review principles for FCS and proposals for Phase 1.

Recommendation B i. FCS Planning Advisory Group

As noted in the ToR, the planning advisory group will be a key vehicle of the planning process. The role of the FCS Planning Advisory Group will be to:

- Advise on engagement and act as a channel to their community/interest perspective;
- Advise City staff through critical review and evaluation of planning products at key points; and
- Reflect diverse perspectives.

Responsibilities will include regular meetings, outreach to networks to seek advice or opinions at strategic points; attendance at workshops, charrette, and public events; and staying up-to-date and knowledgeable on planning content including related Council policy.

Staff recommend that membership be limited to a group of 20-25. This larger group size is recommended to allow for resident representation from a breadth of tenure types in FCS, *RePlan (as the planning sub-committee of the FCSNA), adjacent areas, as well as a strong diversity of city-wide perspectives and experience. Selected members may be individuals or representatives of a group, organization or association.

Experience and knowledge will be sought in the areas as noted in the Appendix A, section 7.1.

Staff will put out a public call for nominations for the Advisory Group and report back to Council with recommendation as to its composition in the fall of 2017, with Council making the final decision on appointments. It is expected that the Advisory Group will serve until the

end of the first phase of the planning program, with potential continuation if the program is extended to consider sites within the FCS community (Phase 2). Staff note that Council may elect to end the term of the FCS Advisory Group at any time.

Other groups may be formed for specific needs as planning in the FCS area advances, and Advisory Group members may also participate in other FCS advisory groups. For example, housing staff may establish an affordable housing working group to provide focused input and commentary on the development of affordable options to remain.

Recommendation B ii. Develop a protection and retention plan for residents on city-owned land in False Creek South

False Creek South is a vibrant and successful community that includes a diverse stock of affordable non-market and co-operative housing, leasehold strata on City land, and market rental and private strata units. Council in the engagement principles recognized that the approaching end-of-lease term creates uncertainty for lessees and residents on city-owned land in FCS, and committed to exploring affordable housing options for residents in market rental, co-op, non-market and leasehold strata properties on City-owned land in FCS to remain in the neighborhood. Options developed will build on the City's existing supports for market renters and create new policy options to fill gaps. To address the breadth of future possibilities, options will be designed to address scenarios that include relocation due to building renovation or redevelopment, as well as displacement due to the potential costs of new leases.

The City will demonstrate exemplary community, housing and land stewardship practice on its lands and will draw from best practice in the region, country and internationally. The neighbourhood planning program in the Terms of Reference (Appendix A), includes a process for developing the aforementioned resident protection and retention plan, a housing strategy for "community edge" (Phase 1) and identifying a vision for housing in the neighbourhood-wide planning principles. However, for the City to meet the Council engagement principles direction on affordable options to remain for residents will require departments to work in concert. Affordable options for residents to remain will also be explored and evolved in parallel discussion between Community Services and co-op and non-market housing providers, and through the strata leasehold framework process led by Real Estate Facilities Management (REFM).

REPORT BACK ON JANUARY 2017 COUNCIL RESOLUTION RE: FALSE CREEK SOUTH

Update on affordable housing options and non-market and co-op lease discussions

In January 2017, Council directed the GM, Community Services to design a process for creating the aforementioned resident protection and retention plan. In April 2017, the housing policy team in Community Services were re-organized, shifting lead responsibility for the resident protection and retention plan development and housing strategy for the "community edge" to the GM, Planning, Urban Design and Sustainability in collaboration with the GM of Community Services, who retains responsibility for affordable housing. The General Manager, Community Services (CS), continues to be responsible for exploring with their non-market and co-op housing partners in FCS, the opportunities and options for increasing

affordable housing delivery, as well as lease modifications and extensions. Parallel to the work of the neighbourhood planning program, CS staff will explore the opt-in approach, considering scenarios and options with BC Non-profit Housing Association (BCNPHA) and the Co-operative Housing Federation (CHF) of BC and FCS affordable housing partners. Staff will report back to Council later in 2017 on progress.

Update on framework process for negotiating a resolution to issues arising from the approaching end of the 60 year leasehold strata lot leases

For several years, tenants in leasehold strata buildings in FCS and City staff have been discussing issues arising from the impending end of the 60 year leasehold strata leases. In the January 2017 Council report, staff identified the difficulty in resolving these issues, given the complexity of simultaneously negotiating with 717 individual strata lot lessees located in 12 different sites across the FCS community. In order to begin negotiations, Council directed City staff to first develop a framework process for negotiations which could result in a successful resolution of the end-of-lease issues.

The framework process for negotiations must:

- Streamline, to the extent possible, the complexity of negotiating with 717 strata lot lessees, while ensuring that all strata lot lessees have been given the opportunity to participate in the process;
- Ensure City staff are appropriately engaging with strata lot lessees, strata buildings and community groups in an effective manner;
- Create a number of robust communications choices for strata lot lessees, so as to facilitate ongoing and informed dialog directly with the City; and
- Improve the likelihood of successful negotiations through comprehensive issue identification, informed discussion and thoughtful option development.

Since January, staff have contacted each of the 717 strata lot lessees to inform them of the Council resolution and notify them that work was underway with strata corporations and community groups to create a draft framework process.

Staff have worked closely with the Strata Leasehold Subcommittee of *RePlan (comprised of representatives from each strata in FCS) to discuss the City's draft framework and to identify issues faced by the leasehold strata community as a result of the impending end of the leasehold strata leases.

Community meetings occurred in the latter half of May 2017 to further explain and seek endorsement for the draft framework process for negotiations directly with strata lot lessees. These community meetings allowed individual strata lot lessees to communicate to City staff any additional issues or concerns they may have with their particular strata lot leases or the framework process for negotiations. A good amount of information was received by staff during these recent community meetings and the work to process the information and feedback from the strata lot lessees is still underway.

Staff will report back to Council with a detailed summary of the proposed framework for negotiations and the matters to be discussed in the near future.

Update on work to evaluate land governance options

Land governance model evaluation is progressing. Staff are conducting a significant amount of research on an array of industry accepted land governance models. In addition to internal research, and the material previously presented to the City by *RePlan, guidance is being solicited from external advisors and industry professionals. The initial phase of research and information gathering is expected to be completed by the midpoint of 2017. Once the initial phase is completed, staff will review all of the research obtained and perform an assessment of possible land governance models. This research and assessment will be presented to Council in a future report.

IMPLICATIONS/RELATED ISSUES/RISK

The program budget is estimated to be \$1,063,000 which includes staffing and external consultancies, broken down as follows.

- \$413,000 for additional staffing (Planner II, Planning Analyst and Housing Planner) required for a total of 14 months;
- \$482,000 for expenses related to external consultancies and public engagement required to provide in-depth analysis in certain disciplines and to assist staff in the facilitation of public engagement;
- \$28,000 for associated overhead; and
- \$140,000 for contingency.

Office accommodation needs for new staff shall be met within current available space.

Given the City ownership of the majority of the lands, the Property Endowment Fund (PEF) will contribute the necessary funds to cover the program costs, with the first installment to be paid upon approval of the program by Council.

CONCLUSION AND NEXT STEPS

In this report, staff are recommending an approach to undertaking a planning program in False Creek South area that responds to the complex interplay between the lease-end issue for 717 strata leasehold lessees, Council direction to develop affordable housing options for False Creek South residents to remain in the neighbourhood, and the City's interests as a land owner. Upon Council approval of the Recommendation A, B i and B ii, staff will commence the planning process and will report back with nominations to the FCS Planning Advisory Group in the fall of 2017. Staff will continue to progress work items to address the approaching end of the 60 year leases for City-owned land in False Creek South.

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FALSE CREEK SOUTH NEIGHBOURHOOD PLAN

TERMS OF REFERENCE

May 2017

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BACKGROUND

The False Creek South (FCS) neighbourhood plan will be a framework to guide positive change and development in the FCS community. The plan will outline community-wide FCS planning principles and, in phases, create a detailed plan for areas in greatest need of planning attention and opportunity. FCS neighbourhood plan directions will be implemented through amendments to the False Creek Official Development Plan (ODP) By-law.

The FCS neighbourhood plan will establish guiding planning principles relating to a range of topics, including: land use, urban design, housing, transportation, open space, public benefits, sustainability, and potential development phasing.

It is expected that the FCS plan will provide a local neighbourhood response to some of the major challenges facing Vancouver including:

- Housing insecurity, persistent homelessness and rapid escalation in housing costs putting new pressures on a greater number of households, particularly renters, young people and families;
- Land use patterns and street design that continue to encourage high levels of motor vehicle use;
- Demographic changes, including increasing diversity and an aging population;
- Over-consumption of scarce resources and the emission of greenhouse gases and other pollutants at unsustainably high levels; and
- High incidences of public health problems.

1. Introduction

1.1 Purpose of this document

This document sets out the Terms of Reference that will guide the first phase of the planning process for FCS. The goal is to provide a clear understanding of the known geography of the planning area, the process that will be followed to create the plan, and key products. The document highlights policy themes to consider and it identifies local issues and areas of immediate opportunity and concern. It also provides an overview of the key players and their roles within the neighbourhood plan process. It does not cover specific considerations around every topic, details on public engagement or how meetings or working groups will operate.

1.2 Applicable Council Policy/Reports

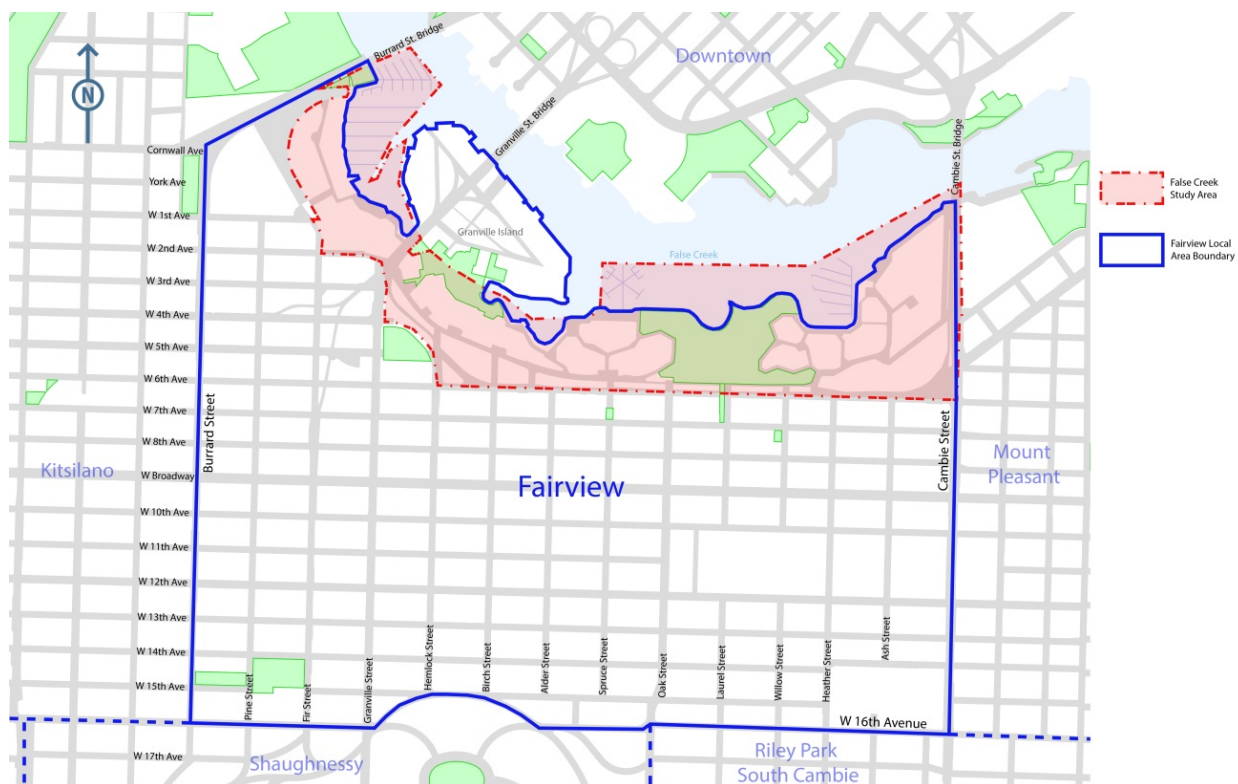
- False Creek Official Development Plan (ODP) (1974)
- Central Area Plan (1991)
- Vancouver Downtown Streetcar Study (1999)

- Green Building Policy for Rezoning (2010)
- Greenest City Action Plan (2011)
- Vancouver’s Housing and Homelessness Strategy 2012-2021 (2012)
- Transportation 2040 Plan (2012)
- Sustainable Large Developments Rezoning Policy (2013)
- City of Reconciliation Framework (2014)
- Tenant Relocation and Protection Policy (2015)
- Renewable City Strategy (2015)
- False Creek South, False Creek South Update (2016)
- False Creek South, Report Back and Next Steps (2017)

2. False Creek South Context Statement

As one of Vancouver’s pioneering waterfront communities for multi-family development, FCS is situated between Burrard Bridge, Fairview Slopes, Cambie Bridge and False Creek. It is a highly livable neighbourhood with a unique mix of land uses, housing types, transportation options, urban character and amenities, including three kilometres of seawall and a major destination waterfront park.

FIGURE 1: FALSE CREEK SOUTH NEIGHBOURHOOD IN CONTEXT OF LOCAL AREAS



The area includes approximately 55 hectares of land (136 acres) that was transformed in the 1970s and 1980s from industrial land into the residential, commercial, and recreational uses of today. The City of Vancouver owns 80% of the land. Approximately 60% of the residential units in FCS are on land owned by the City or leased either to non-profit or for-profit housing operators or directly to the residents occupying the property in the form of long-term ground leases. The remainder is land owned privately, or by other levels of government. To ensure that the 109 acres remained in City control and would be available for redevelopment at a later date the City required that the land be leased; none of it be sold. Most of the original leases were set at a 60 year term that are now nearing expiry. Accordingly it is timely to review and refresh the future vision for the neighbourhood. In 2006 and 2011, FCS had a population of 5385 and 5400, respectively. According to the 2011 census, the population of FCS increased by 0.5%, while the city of Vancouver overall grew by 4.4%.

More than 40 years ago, a unique objective to the redevelopment of FCS was to create a socially mixed community. To help achieve this, the False Creek ODP set out targets for household mix, and stated that the age and income mix should reflect the proportions evident in the broader region. To attract and support that mix, the neighbourhood was designed with a diversity of housing tenures (e.g. strata leasehold, co-op and non-market housing), unit mixes (one to four bedroom homes) and building typologies (townhomes, midrise and apartments).

The following chart shows the household targets, as set out in the False Creek ODP at its inception. Using census data from 1981 to 2011, the chart demonstrates how the mix within FCS has changed in comparison to the targets and in comparison to household mix changes in Metro Vancouver.

FIGURE 2: FALSE CREEK SOUTH / METRO VANCOUVER HOUSEHOLD MIX 1981-2011

Household Mix:		1981	1986	1991	1996	2001	2006	2011
Families with children Target: 25%	False Creek South	40%	40%	29%	28%	26%	23%	22%
	Metro Vancouver	43%	43%	43%	44%	46%	46%	45%
Couples, no children Target 25%	False Creek South	19%	20%	23%	24%	27%	28%	28%
	Metro Vancouver	26%	25%	26%	25%	25%	25%	26%
Singles Target 35%	False Creek South	38%	38%	43%	41%	44%	46%	46%
	Metro Vancouver	27%	27%	27%	27%	28%	28%	28%

Household Mix

At its inception, FCS demonstrated incredible success at attracting families with children to the neighbourhood. By 1981, families occupied 40% of all households, which greatly exceeded the projects target of 25%. Only 19% of the units contained couples without children, below the target of 25%. Singles comprised 38% of households, slightly higher than the 35% target.

Over the following 30 years, the household mix changed significantly due to a variety of factors, including aging in place, an increasingly older and longer living population, and limited new housing added to the neighbourhood. There were 1445 families living in FCS in 2011, including 920 children who lived at home with parent(s). Families with children now make up only 22% of area households, slightly below the original target but a significant drop

from where the neighbourhood started and below the city-wide average of 32%. Conversely, the proportion of households comprised of couples at 28% now exceeds the original target of 25%, and the percentage of singles at 46% significantly exceeds the original target of 35%.

Age

The age mix objective of False Creek ODP was for the community to reflect the Metro Vancouver population profile. In 1981, the distribution of FCS' population in five age groups only varied marginally from Metro Vancouver's. However, the area has shown a much higher rate of aging, with the percentage of residents 45 years or older comprising 61% of the population in 2011. In comparison, this same age range comprised 37% of the population in Metro Vancouver. The population distribution for younger age groups was lower in FCS compared to Metro Vancouver. FCS has also shown indications of an aging population in comparison to the City of Vancouver. In 2011, 12.4% of the FCS population was under the age of 19, compared to 16.7% in the city overall. The number of young adults ages 20-39 living in FCS made up about 20.4% of the population compared to the City of Vancouver at 33.9%. And there were 1365 seniors (65 years of older) living in FCS, making up 25.2% of the population, which was nearly twice the number in the city as a whole.

Income mix

Similarly, the income mix objective in the False Creek ODP was for the community to reflect that of Metro Vancouver. Between 1981 and 2011, the income distribution of these areas has been convergent, and according to the 2011 census, FCS maintained a similar household income distribution profile to that of Metro Vancouver. However, in comparison to the City of Vancouver; it retains a higher proportion of high-middle and high income households at 67% compared to 54% city-wide. The median household income in FCS in 2011 was 25.2% higher than the overall city rate (\$62,764 in FCS compared to \$50,116 city-wide).

Housing

FCS was designed and developed with a unique residential housing profile, with 60% of all the residential units being on City of Vancouver land and leased either to non-profit or for-profit housing operators, or directly to the residents occupying the property in the form of long-term ground leases. According to the 2011 census and the City of Vancouver's 2016 Non-market and 2015 Market Rental Inventories, across all lands (city-owned, private and other levels of government), non-market and co-op housing units make up 36% (1032 units) of the total residential stock, significantly higher than in the city overall (10%). Private market rental units (not including rented condominiums) account for only 6% of the existing housing stock, which is significantly lower than the city overall at 26%. Of the remainder of the housing stock, 58% are leasehold or freehold strata units.

Overtime the community profile has diverged from its original objectives, in terms of household and age mix, and although incomes are within line of original targets tied to Metro Vancouver the median income is significantly higher compared to the City of Vancouver.

FCS has a centrally located commercial area situated around Leg-In-Boot Square. Granville Island and lower Cambie on the study areas periphery provide a variety of dining, shopping, entertainment, and hospitality services to residents and businesses from the local area and region, as well as domestic and international tourists.

FCS is serviced by well-used public facilities including the False Creek Elementary School, which is beyond 100% capacity, due for seismic replacement and upgrading, in addition to the False Creek Community Centre on Granville Island and other community serving facilities.

3. Study Area

The FCS neighbourhood, as defined by the False Creek ODP, is bounded by Burrard Street Bridge to the northwest, False Creek to the north (including Granville Island), and Cambie Street Bridge to the east. The southern boundary runs along West 6th Avenue until the northern terminus of Hemlock Street, follows West 4th Avenue until Granville Street, north to West 2nd Avenue, and along Fir Street until its terminus at the southern end of the Squamish First Nation lands (see figure 3).

The FCS neighbourhood plan study area will include all land in the False Creek ODP, with the addition of Spruce Harbour Marina. The Squamish First Nation lands adjacent to the Burrard Bridge and Granville Island are not part of the study area, as they owned by different levels of government with their own planning authorities (see figure 3).

FIGURE 3: FALSE CREEK SOUTH ODP BOUNDARY AND STUDY AREA



The resulting planning geography responds to local policy directives, including:

- The Central Area Plan (1991) - balanced employment growth and transportation capacity by putting more residents close to jobs, and concentrating more jobs in areas well served by transit, thereby creating pressure for new redevelopment development opportunities in the Metro core to accommodate long term residential growth in close proximity to jobs and amenities.

- Vancouver Downtown Streetcar Study (1999) - identified streetcar routing, including 'Phase 1' of the network, which proposed to run from Granville Island to Waterfront Station. Since the conceptual network was identified, various approved policy documents reiterate support for a downtown streetcar network (with potential extensions). These include, the Downtown Transportation Plan (2002), the Southeast False Creek ODP (2005), and Transportation 2040 (2012). To date, the City has generally been preserving right-of-way, both on- and off-street, for a future street car system.

4. False Creek South Work Stream Principles and Goals

The planning process will develop planning principles relating to urban design, land use, transportation, housing, and sustainability, as well as other key issues identified in the first phase of work. At a higher level, and in order to guide all the parallel work streams, Council adopted a set of *False Creek South Engagement Principles* in January 2017. Those principles will guide the City's approach to addressing the opportunities and the issues associated with the impending expiry of the leases on City-owned land in FCS in January 2017. The engagement principles are intended to respect community interests and also clarify that the City retains flexibility to explore and evaluate all opportunities for creating civic benefits.

One of the underlying principles when FCS was established was to ensure ongoing involvement of the local community in its governance. The False Creek South Neighbourhood Association (FCSNA) was formally established concurrently with the development of the community, to represent the interests of the neighbourhood. Over the last year and in preparing this Terms of Reference, City staff have met regularly with *RePlan, a sub-committee of the FCSNA, whose mission is " ... to create a dialogue with the City of Vancouver to establish a process to preserve and enhance the False Creek South community beyond lease end, enabling the community to evolve and diversify in a way that is sustainable for existing residents and the City of Vancouver." ¹

As described in the Council Report, the issues and opportunities identified by the community through *RePlan reach beyond the scope of the Terms of Reference for this planning process. For this reason, Council has and continues to direct staff in other City departments to advance related work streams in parallel to the planning process, including but not limited to: discussions of lease extensions or modifications for co-ops and non-market housing sites, the strata leasehold framework process, and an exploration on future land governance options. The engagement principles below apply to all these streams of work.

¹ www.falsecreeksouth.org/replan.

The Engagement Principles, as adopted by Council are as follows:

A. False Creek South is a vibrant and successful community, and therefore ...

1. A successful vision for the neighbourhood will be one that is developed in consultation with the FCS residents, businesses and the public of Vancouver.
2. The future of FCS will be discussed via a broad and meaningful process that includes all stakeholders including the current residents of the neighbourhood as well as other stakeholders from across Vancouver.
3. The City will respect its landlord-tenant relationships with lessees in False Creek South. Furthermore, the City understands the uncertainty the end-of-lease term creates and will work to resolve the uncertainty as quickly as practically possible.
4. As potential options for the City's FCS land holdings are refined, the potential impacts to FCS residents and businesses will be thoughtfully evaluated.
5. The City will explore affordable housing options for FCS residents to remain in the neighbourhood, in line with the City's affordable housing policies and programs.

B. The land owned by the City in False Creek South is an important long-term strategic asset of the City of Vancouver, and therefore...

1. The City will continue to own the land over the long term.
2. This land will be managed to achieve broad civic priorities within the city-wide context.
3. All decisions concerning the City land in FCS will reflect the strategic objectives of and the wider implications for all City land holdings across the city.
4. The City's plans for this land include achieving a reasonable rate of return.

C. The False Creek South neighbourhood should be reviewed vis-à-vis the City's current policy objectives and goals, and therefore ...

1. The City will demonstrate leadership in advancing Council policies, civic objectives and goals through its ownership interest, including environmental, economic and social sustainability, urban design, cultural values, public engagement, active transportation, healthy city and reconciliation goals.
2. The City will explore development opportunities, as well as timing for such opportunities, with a view toward developing a diverse range of housing, including a mix of affordable housing and tenure types, as well as other public amenities.
3. The City will explore the future of the neighbourhood through a robust and inclusive planning process.

5. Products

5.1 Overview

The neighbourhood planning program will produce outputs described in the following sections. The delivery of these products will be guided by a core planning team and will require collaborative working relationships with the community, landowners, building operators, civic partners and the leadership of staff from relevant City Departments and advisory boards.

Two phases of planning are anticipated:

Phase 1 will define FCS planning principles and create a detailed plan for the “community edge” which is in greatest need of planning attention. Detailed planning for the “community edge” (described below) will include directions for land use, transportation, affordable housing, amenities and the public realm.

Phase 2 will refine the Phase 1 detailed plan with further planning work on sites within the existing FCS community (e.g. sites under long-term land lease), subject to a Council decision to extend the planning program and criteria outlined in Section 8.

The products, process, participant roles, and schedule described in following sections relate to Phase 1 only.

The Phase 1 plan will include:

- Neighbourhood-wide Planning Principles - including direction for key policy areas noted in these Terms of Reference, to guide the future of the FCS neighbourhood as a whole; and
- ‘Community-Edge’ policies and plans - to provide more detailed guidance for areas of immediate development/redevelopment potential and public realm improvements.

5.2 Neighbourhood-Wide Planning Principles

The neighbourhood plan for FCS will define planning principles that relate to the whole of FCS, and inform detailed planning for the “community edge”. The neighbourhood-wide principles may re-affirm existing False Creek ODP policy or they may indicate new policy directions. Preliminary research undertaken by City staff and initial community discussions indicate that the neighbourhood planning principles will seek to address housing, urban design and neighbourhood character, transportation, and sustainability issues - at a neighbourhood and a city-wide scale - as well as other key issues identified in the first phase of work.

Key issues to be addressed include:

- **Housing:** FCS contains a significant stock of affordable housing. According to the 2011 census and the City of Vancouver’s 2016 Non-market and 2015 Market Rental Inventories, non-market housing and co-operative units comprise 36% (1032) of total housing units in the area, which is higher than in the city overall (10%) and represent 4% of the City’s total affordable housing stock. Residents and housing operators on city-owned land seek clarity on lease renewal, building reinvestment and/or

redevelopment options. Resident feelings of insecurity are exacerbated by low vacancy rates and escalating housing costs in the private market and surrounding local area. Principles and policies to support retention and/or replacement of affordable housing in the neighbourhood and to provide clarity for existing residents are needed.

As the number of families in the area has declined and the proportion of seniors has grown, the current housing mix creates challenges and opportunities. The existing stock is family-friendly with 60% 2-bedroom units and 10% 3 or more bedroom units. Of the stock built on city-owned land, 23% of all the units have 3 or more bedrooms. Conversely, the proportion of studio and 1-bedroom units in FCS (30% is lower than the city-wide average (41%). This presents a challenge to increase access to family-sized units for a new generation of Vancouverites. Staff anticipate discussing the need for appropriate units for seniors to enable aging in community, facilitating housing flow within the community, and identifying opportunities to create room for a new generation of young families to live in FCS.

The emerging directions of the Vancouver Housing & Homelessness Strategy Reset (March 2017) called for City and partner action to improve affordability, security and housing diversity to address Vancouver's current housing crisis. Ensuring the right supply of housing and affordability linked to incomes is required to address persistent homelessness and create workable options for lower income and younger renters and families with children. The planning process will identify opportunities to meet these emerging city-wide housing objectives while providing affordable and appropriate options for existing FCS residents to remain in their community.

- **Neighbourhood Character:** FCS is well-known for its unique urban design, character, and community charm. This has been confirmed clearly by residents through initial community discussions. With significant development and potential future redevelopment opportunities in FCS, direction is needed to ensure that new growth respects and builds upon the unique and cherished elements of the neighbourhood. The current urban design guidelines of the False Creek ODP will be reviewed and potentially new ones integrated to inform planning for the "community edge".

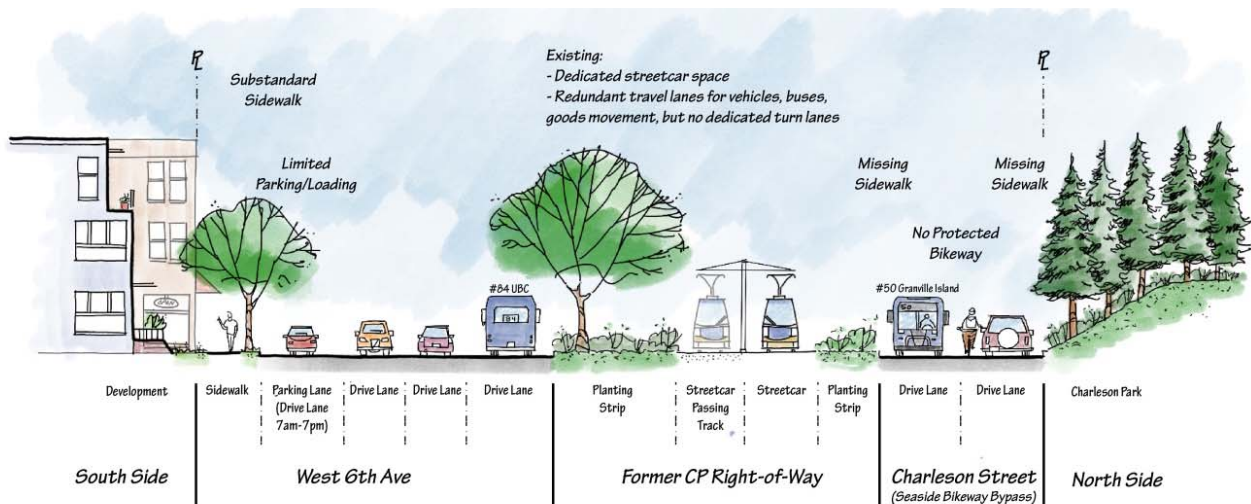
While FCS enjoys immediate access to waterfront parks and open spaces, which are highly valued by residents, as well as all Vancouverites, there is opportunity to increase connectivity and walkability between FCS and adjacent neighbourhoods. As Fairview neighbourhood is park deficient, allowing greater access to these existing public amenities would achieve City and Park Board objectives for more equitable access to greenspace. The condition of existing parks and open space will be reviewed to determine if upgrades are necessary and inform the Parks and Recreation service Master Planning process, which will be advancing in the same timeframe (Fall 2017 to early 2018).

- **Transportation and Connectivity:** Much of FCS is within a ten minute walk of the Canada Line (Olympic Village transit station). Portions of West 4th and West 6th Avenues are part of the Major Road Network (MRN), providing important connections for transit, goods movement, and general traffic. Large traffic volumes and limited

crossing opportunities create significant barriers for walking and getting around in a safe and enjoyable manner. These barriers are particularly problematic for seniors, individuals with mobility challenges, parents with infants and strollers, and children. The combined effect of 6th Avenue, the former CP rail right of way, and roads internal to the FCS neighbourhood (e.g. Charleson-Lamey's Mill Road) is to create a barrier between FCS and surrounding communities.

Directions to improve the environment of the "community edge" road network, including a long-term future for the Seaside By-Pass (off-street bike path), streetcar alignment, and public realm environment of 6th Avenue, will be a key area of focus. Transportation principles will support the objectives of both the City's Transportation Plan (and Transportation 2040 update), a new Complete Streets Policy (May 2017), and the Greenest City 2020 mobility targets.

FIGURE 4: ILLUSTRATIVE CROSS SECTION OF WEST 6TH AVENUE / FORMER CP ROW / CHARLESON STREET (EXISTING CONDITIONS)



In addition False Creek Neighbourhood planning principles may reference and incorporate aspects of:

- **Local Economy:** supporting a vibrant local economy, particularly creating opportunities to support resilient businesses that primarily serve the local area.
- **Green buildings and infrastructure:** making buildings healthier in their impact on people and the environment, and seeking opportunities to introduce green infrastructure such as district energy systems, improved storm water management systems, etc. to meet Council's target of carbon neutrality by 2020.
- **Environmental Sustainability:** Greenest City Action Plan areas covering relevant themes of the Greenest City program by reducing carbon emissions, addressing zero waste goals and improving overall ecosystem health (i.e. improved access to nature, etc.).

- **Public Facilities:** ensuring public facilities can meet the evolving needs of FCS residents.
- **Social Sustainability:** helping communities to respond to their own challenges and opportunities; community services and programs.

5.3 Phase 1 "Community Edge" Detailed Plan and Policies

Recognizing that there are key issues that relate to areas along the periphery of FCS, a 'community-edge' focus area has been defined for detailed planning. This area has been identified in collaboration with *RePlan, as an area of shared interest and opportunity. The boundary of the "community edge" focus area is subject to further review and may be modified as the planning process evolves.

FIGURE 5: PHASE 1 "COMMUNITY EDGE" FOCUS AREA - SUB AREAS



Phase 1, as shown in Figure 5 above includes:

- **Station Area Sub-area 1:** The station area sub-area includes the Olympic Village Canada Line station site, a parking structure and recreational area (tennis courts), adjacent strata (~ 20 units), and bus loop located between 6th Avenue and Moberly Road. It is a significant development opportunity to support transit-oriented development, meet community and city-wide objectives, as well as improve the public realm and connectivity to the transit station. Parts of the sub-area are subject to C3A design guideline views to City Hall from the North Shore of False Creek. This area involves strata and long-term parking leases connected to residential sites, which will need to be considered. It is owned by the City of Vancouver, and held in the City's PEF.

6th Avenue/Charleson Street Sub-area 2: This linear sub-area forms the southern boundary of Charleson Park and the FCS Spruce residential enclave between Moberly and Alder Crossing. 6th Avenue/Charleson Street Sub-area 2:

- This linear sub-area forms the southern boundary of Charleson Park and the FCS Spruce residential enclave between Moberly and Alder street. The planning program will explore options to consolidate multiple layers of road network and the former rail corridor into a more unified design. The aim will be to ensure the flow of goods movement and vehicles, improve the public realm, create better north-south connections between FCS and Fairview Slopes, integrate the Sea-side by-pass bike path and future streetcar, and if applicable, determine the best use of any residual public space
- **West Area Sub-area 3:** The west sites on the FCS “community edge” include commercial sites west of Alder Crossing, as well as undeveloped sites adjacent to the Granville Bridge, and Arbutus Corridor Lands site, owned by the City of Vancouver, and held in the PEF. Working with the Arbutus Corridor planning team, work in this area will identify opportunities to connect the Arbutus Greenway to the Seawall, Sea-side by-pass, and Granville Island and will explore any residual potential for development.

Resident protection and retention plan

Council has recognized the vibrancy and success of FCS and the uncertainty and concern lease end issues on city-owned land create for residents. To that end the City has committed to exploring affordable housing options for FCS residents to remain in the neighbourhood. A resident protection and retention plan (“retention plan”) will build on the City’s existing policies for market renters and create new policy and tools to fill gaps for other tenures on city-owned land. The retention plan aims to decrease uncertainty and support resident participation in visioning the future of FCS, detailed planning for the “community edge” and possible expansion of the planning program. Members of *RePlan have encouraged the city to finalize this plan as early as possible and to that end staff will endeavor to bring to Council a draft retention plan as early as possible in Step 1.

Development of the plan requires the completion of a housing needs assessment with existing residents, based on both current and projected future housing needs. Staff will share with the community the existing policies and principles of the City’s tenant protection policies, and explore needs and preferences in developing new options for tenure gaps and supports appropriate for the challenges in FCS. To address the breadth of possible futures in FCS, staff expect that options will be designed to address scenarios that include relocation due to building renovation or redevelopment, as well as displacement due to the potential costs of new leases. In line with City planning practice and existing tenant protection policies, the retention plan will:

- Prioritize resident choice and security by identifying relocation housing options both within and outside the neighbourhood, and that are affordable to residents.
- Explore appropriate rehousing options and supports, informed by level of housing need, vulnerability and existing tenure.

- Balance the long-term need for growth and renewal of housing stock in FCS, while protecting existing residents and communities from displacement.
- Provide guidance to other work streams and emerging plans on how to support resident and community retention across city roles (e.g. phased redevelopment requirements).

Undertaking a neighbourhood based retention plan is a new and unique opportunity for the City. However, national and international case studies on redevelopment of affordable housing communities on government lands can provide helpful best practices and cautionary examples to inform our process (Toronto, San Francisco, UK, Melbourne, Berlin and Amsterdam).

6. Process

6.1 Components

Phase 1 of the FCS planning program is expected to take approximately 14 months to complete and consists of two main steps. The key highlights and deliverables are described in the Table below.

FIGURE 6: PROCESS, KEY HIGHLIGHTS, AND DELIVERABLES

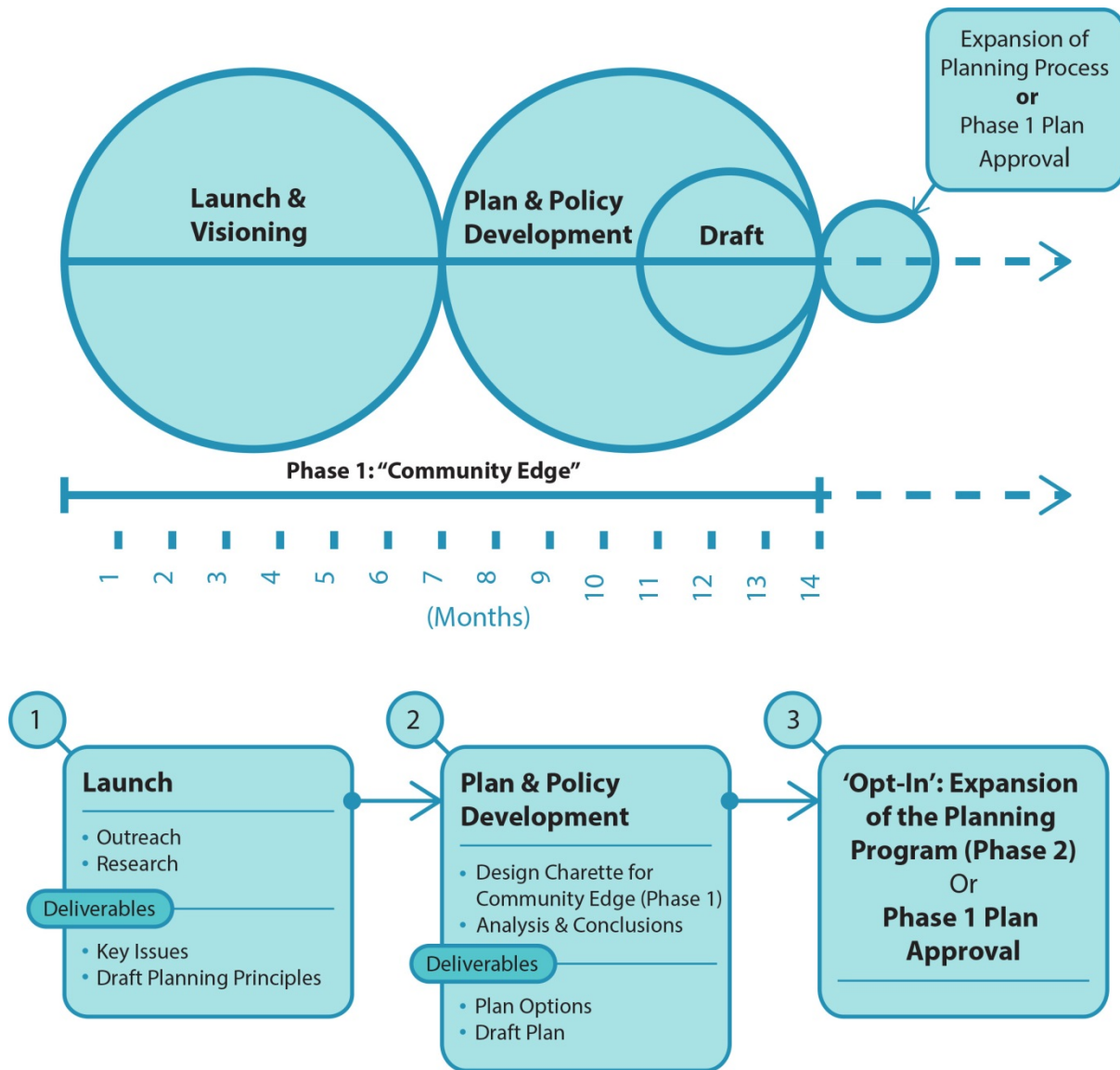
Process Step	Key Highlights	Deliverables
Step 1: Launch and Visioning	<p><i>Background research, visioning</i></p> <ul style="list-style-type: none"> • Compile relevant city-wide policies and data, including website listing reference documents. • Analysis of existing housing stock, including non-market, co-op, rental and all other housing. • Public dialogues to explain the project, history, policy, and to identify local issues, challenges and opportunities. • Summary of key themes and topic areas to be addressed in Phase 1 scope. • Create a 'parking lot' of broader issues that will be addressed through expansion of the planning program (Phase 2) or other policy initiatives and parallel work streams. 	<ul style="list-style-type: none"> • Area Profile, including housing supply and affordability • Fact sheets on local issues • Launch activities, including community workshops on key themes • Establishment of FCS planning advisory group • Planning principles and key directions for design exploration

	<ul style="list-style-type: none"> • Review of draft planning and urban design principles. <p><i>Resident protection and retention planning on city-owned land*</i></p> <ul style="list-style-type: none"> • Undertake a Housing Needs Assessment with existing residents - current and future housing needs. • Clarify existing policies to support residents and develop new options to address gaps. • Engage neighbourhood, community and city-wide stakeholders on feasibility of draft RPRP. 	<ul style="list-style-type: none"> • Draft Resident Protection and Retention Plan • Update report to Council
<p>Step 2: "Community Edge" (Phase 1) Plan Options, Preferred Option & Draft Policy</p>	<p>2.1 Charrette</p> <p>The process will focus on a multi-disciplinary, collaborative design charrette process, including dialogues with stakeholders, to produce a "community edge" (Phase 1) plan. The work will include:</p> <ul style="list-style-type: none"> • Review of existing policy, land use and transportation patterns • Urban design and economic analysis of options for new development, including alternative land uses • Examination of potential public benefits and improvements to public spaces • Opportunities to address housing affordability in the neighbourhood and city-wide • Opportunities to optimize 6th Avenue and enhance active transportation and transit service, including consideration of alternative alignments for streetcar, improved north-south connectivity between FCS and Fairview Slopes, and an internal street network within sub-area 1 	<ul style="list-style-type: none"> • Design Brief for Charrette • Conceptual Options for "community edge" (Phase 1), and preferred option • Implications analysis on financial viability, housing impacts, and planning and urban design

	<ul style="list-style-type: none"> • Identification of public open space opportunities • Evaluation of options against planning principles and selection of a preferred option <p><i>2.2. Draft Recommendations</i></p> <p>The preferred design option for the “community edge” will be used as a base to prepare draft and provisional recommendations relating to public benefits, including a housing strategy which may be subject to change pending outcomes of discussions (conducted by REFM and Community Services) with residents regarding ‘opting-into’ an expanded planning program.</p> <p>Broad public review of draft “community edge” (Phase 1) plan and draft and provisional policy recommendations</p>	<ul style="list-style-type: none"> • Draft Phase 1 Plan & Update report to Council
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*Community Services, with support from PDS, Housing Policy- Engage with non-profit operators/strata corporations - understanding current and future building maintenance, operational and financial needs and interest in expansion/Phase 2 of a community planning process.

FIGURE 7: PROCESS AND ACTIVITIES



6.2 Schedule

Section 6.1 provides an overview of the general features of the 14 month first phase of the neighbourhood plan process. In addition, there are two further items referenced below which may impact the timeline.

6.2.1 Interim Reporting to Council

It may be necessary to report to Council more frequently than is currently planned during the neighbourhood planning process to resolve any critical issues or barriers to progress. Interim reporting is likely to affect the plan-making timeline.

6.2.2 Progress of Work in other Parallel Work Streams

Unique to FCS is that planning for the neighbourhood will be progressing at the same time that work is advancing on a framework for end of lease issues, and while options for long-term governance of the lands are also being explored. Council also directed staff to explore affordable housing options to remain in the community, part of which will be defined by exploring the affordable housing development potential of the “community edge” in the planning process (and potential opt-in expansion of the planning program) and part of which will be evolved in parallel discussions of lease extensions or modifications for co-ops and non-market housing sites, and through the strata leasehold framework process.

Critical issues or barriers to progress in these parallel work streams have the potential to affect the timelines and focus of the planning process. As such, planning and technical team staff involved in the planning program will focus primarily on the development of policy for the “community edge” (Phase 1) to help define potential opportunities and costs, while coordinating with staff leading other work streams on emerging discussions and implications at key points.

Once the parallel work streams have had time to gain clarity and some measure of resolution, a Council decision can be made to either proceed with an expansion of the planning program or with an ODP amendment for the “community edge” only.

7. Civic Engagement & Participant Roles

The neighbourhood planning program will strive to ensure that the community and interested city-wide members of the public have the opportunity to be involved at different levels throughout the process. The engagement plan will be developed to adhere to Council Approved Guiding Principles for Public Engagement (2016) and the International Association of Public Participation (IAP2) core values. The principles outlined in Section 4 note the importance of a robust and inclusive engagement process as part of this work. Specific initiatives in FCS include:

- **The provision of clear information about neighbourhood planning considerations** - including scope (i.e. what is ‘on’ or ‘off’ the table), background and technical information, key questions, challenges, trade-offs and potential solutions, etc.
- **Enriched opportunities for community participation through the creation of fun, creative ways to explore issues** (e.g. community-led walks, opportunity for community to see outputs of design charrette process)
- **Outreach to under-represented groups**, recognizing that they may have specific participation needs that require support.
- **Tools and technologies to support awareness of (and participation in) the planning process.**
- **Providing a safe and respectful engagement environment such that people will be able to participate in a way that is comfortable.**

- A straightforward means for community members to see how their inputs feed into the planning process. Ensuring open and transparent communication between the community about City objectives and staff recommendations.

Other opportunities for improved public engagement may include:

- Facilitation and group decision-making techniques to constructively address trade-off and seek common ground.
- Use of survey tools selectively to gauge community support, noting the need to craft surveys thoughtfully to avoid problems, and use as only one element to determine feedback.
- A Multi-day Charrette allowing for a high degree of transparency by integrating multiple public feedback loops, and a collaborative approach to stakeholder consultation.

Vancouver is committed to becoming a City of Reconciliation by raising awareness, creating partnerships, and addressing capacity for the betterment of the City of Vancouver, and focusing on the significant relations with the Musqueam, Squamish, and Tsleil-Wautith First Nations, and with urban Aboriginal peoples. The FCS neighbourhood planning program will engage directly the three First Nations, through the MST Intergovernmental Committee, with Urban Aboriginal Peoples Advisory Committee, and direct meetings with individual First Nations as required. The offer to participate in the Advisory Committee will be extended to the Squamish First Nation in light of their land holdings adjacent to the Phase 1 - "community edge".

The indigenous place names on the land now occupied by Vancouver were all removed with the advent of colonization effectively erasing the visible reality of thousands of years of continuous habitation of these lands and waters by people. Vancouver has embarked on a special "150+ Place Naming Project" with the goals of: naming currently unnamed civic assets to better reflect the great diversity of the individuals who have made significant contributions to Vancouver, re-establishing Indigenous place names on sites of importance including landscape features and village sites, and creating Indigenous Design Guidelines to guide future naming and built form that is sympathetic to the Indigenous context. The FCS vision and neighbourhood planning program will explore potential opportunities to advance, where appropriate.

7.1 FCS Advisory Group

As noted in the TOR, a planning advisory group will be a key vehicle of the planning process. The role of the FCS Advisory Group will be to:

- Advise on engagement and act as a channel to their community/interest perspective;
- Advise City staff through critical review and evaluation of planning products at key points; and
- Reflect diverse perspectives.

Activities will include:

- Regular meetings - frequency of which will depend on need - with City staff;
- Outreach to networks to seek advice or opinions at strategic points;
- Attendance at workshops, charrette, and public events; and
- Staying up-to-date and knowledgeable on planning content including related Council policy.

Staff recommend that membership be limited to a group of 20-25. A larger group size is recommended to allow for resident representation from a breadth of tenure types FCS, *RePlan (as the planning sub-committee of the FCSNA), adjacent neighbourhoods, as well as a strong diversity of city-wide perspectives and experience. Selected members may be individuals or representatives of a group, organization or association.

FIGURE 8: POTENTIAL REPRESENTATION ON THE FCS ADVISORY GROUP

Resident Interests	Other Community Interests	City-Wide Interests
Non-Market Housing (PL)	Commercial Leases	Affordable Housing Perspectives (up to 3)
Strata (PL)	False Creek Elementary School / Vancouver School Board	Urban Design
Market Rental (CL)	False Creek Community Centre	Ecology
Leasehold Strata (CL)	Granville Island	PEF Advisory Board
Non-Market Coop (CL)	Squamish First Nation Lands	Development Community
Non-Market Rental (CL)	Adjacent Community Interests	Transit / Active Transportation Modes
Community Care Facilities (CL)	Fairview Slopes	
False Creek South Neighbourhood Association / *RePlan	Southeast False Creek	
*Representation from tenure groups on: - City Land (CL); and - Private Land (PL)		

Experience/knowledge will be sought in the following areas:

- Perspectives of local residents, businesses, and community service providers in FCS;
- Perspectives of local residents of adjacent areas and/or neighbourhoods;
- City-wide issues; including
 - History of the area;
 - Affordable housing, including for families with children and young people;
 - Development economics and financing;
 - Urban design/urban planning;
 - Ecological design;
 - Social inclusion & community-building; and
 - Transportation, including active transportation.

The Advisory Group provides an opportunity for *RePlan and other community representation in its membership, alongside adjacent community and city-wide perspectives. The expertise of local stakeholders and city-wide perspectives will help build a plan which balances the unique quality of FCS with its responsibility as part of the city and region. Staff intend to build in opportunities, when appropriate, for *RePlan's community planning working group (who are undertaking their own distinct planning work) to make presentations to and engage the Advisory Group.

Staff expect to put out a public call for nominations for the Advisory Group and report back to Council with recommendation as to its composition in the fall of 2017. It is expected that the Advisory Group will serve until the end of the first phase of the planning program, with potential continuation if the program is extended to consider sites within the FCS community (Phase 2). Staff note that Council may elect to end the term of the FCS Advisory Group at any time.

Other groups may be formed for specific needs as planning in the FCS area advances, and Advisory Group members may also participate in other FCS Advisory groups. For example, housing staff may establish an Affordable Housing working group to provide focused input and commentary on the development of affordable options to remain.

7.2 Decision-Making Authority and Powers of Influence

Creation of the neighbourhood plan in FCS will be a process that intensively involves stakeholders residing in FCS, people from resource groups such as City Advisory group, non-profit organizations and agencies or government agencies and City staff from several departments. No one group creates the plan; rather, different constituents each play an important part, as outlined below.

7.3 Roles and Responsibilities

The Community: Residents including tenants, landlords and homeowners, other property owners, business owners, employees of local businesses and service agencies, representatives of the False Creek South Residents Association and *RePlan and voluntary organizations active in the local area. Working with City staff, the community will help identify neighbourhood issues, opportunities and actions, select preferred policy options, and help encourage and facilitate community outreach. Given that 80% of land is owned by citizens of Vancouver, the community in this case extends to broader city-wide participation’.

FCS Advisory Group: will be made up of community leaders to ensure the diversity of the community and critical city-wide perspectives are represented in the planning process. The role of the FCS Advisory Group is to:

- To reflect diverse perspectives by bringing a variety of community and city-wide lenses to the planning process
- Advise on engagement and act as a channel to their community/interest perspective
- Advise City staff through critical review and evaluation of planning products at key points, including development of the planning principles for the FCS neighbourhood and in maintaining the principles through Phase 1 detailed planning for “community edge”

Landowner/Proponent (PEF): As the major landowner in the area, the Property Endowment Fund (PEF) will be expected to provide input to planning staff to prepare a range of conceptual options and inputs into the design brief for the charrette exercise, which will be evaluated against the guiding principles established through the planning program. As with input from *any* stakeholders, input from landowners into the neighbourhood plan process will be vetted by the community as a whole.

City/Regional Stakeholders: Stakeholder groups located outside the geographical boundary of the FCS but that have an interest in the FCS planning initiative such as TransLink, Metro Vancouver, Vancouver Coastal Health, and other city-wide and regional agencies. These groups will help City staff with identifying issues, opportunities and actions, and the review of policy options.

Community Plan Staff Team: Staff will manage the planning process and collaborate with the community to identify clear neighbourhood issues, opportunities and actions informed by city-wide and regional policy. Staff will draft the community plan and convey it to Council for approval. Ongoing support will be provided by representatives from a number of City departments, boards and external government agencies.

City Council: City Council allocates resources for the neighbourhood planning process and has the final approval on the plan and subsequent amendments to the False Creek ODP. Council members, Park Board Commissioners and School Board Trustees will be invited to be “active observers” during the planning processes.

FIGURE 9: ROLES AND RESPONSIBILITIES

		Manage the Planning Process	Outreach	Identifying Issues and Opportunities	Developing Options	Testing Options	Drafting Plan	Reviewing the Plan	Plan Approval
False Creek South	The Community			✓		✓		✓	
	Stakeholder Groups			✓		✓		✓	
	Advisory Group		✓	✓	✓	✓		✓	
	Landowner / Proponent (PEF)			✓	✓	✓		✓	
	City Staff	✓	✓	✓	✓	✓	✓		
	Council								✓

8. Potential Expansion of Planning Program (Phase 2)

Criteria for “opt-in” expansion of the planning program will include:

- **Landowner Agreement** (PEF) to participate;
- **Appropriate scale** (e.g. large enough area to merit the expense of continuing the planning program, doesn’t preclude or lock in future development);
- **Appropriate location** given conclusions of the initial Phase 1 design explorations (e.g. contiguous “community edge”);
- **Financially viable development** with potential to meet City objectives (e.g. densify, affordable housing, public realm improvements, other); and
- **Ability to meet provisional Resident Protection and Retention Plan** objectives and manage the pace of change on city-owned land.
- Resident “buy-in” or willingness to participate.

APPENDIX B. COUNCIL RESOLUTIONS JANUARY 25 2017

- A. THAT Council instruct the General Manager, Planning, Urban Design and Sustainability, in consultation with other departments as appropriate, to prepare terms of reference for a False Creek South planning process, consulting with RePlan and other key stakeholders as appropriate in the development of these terms of reference, and to report back to Council with a detailed work plan and budget in the second quarter of 2017.
- B. THAT Council instruct the General Manager, Community Services, in consultation with other departments as appropriate, to report back to Council in conjunction with A above, with a process for developing affordable housing options for all False Creek South residents (including market rental, co-op, non-market and strata leaseholders) to remain in the neighbourhood, informed by current and emerging housing policies and programs as further described in the Administrative Report dated November 18, 2016, entitled "False Creek South, Report Back and Next Steps", consulting with RePlan and other key stakeholders as appropriate in the development of this process.
- C. THAT Council instruct the General Manager of Real Estate and Facilities Management, in consultation with other departments as appropriate, to engage with False Creek South strata leaseholders to develop a framework process for negotiating a resolution to issues arising from the approaching end of the 60 year leasehold strata lot leases, as further described in the Administrative Report dated November 18, 2016, entitled "False Creek South, Report Back and Next Steps", and report back to Council on the framework, the matters to be negotiated, and the role of RePlan in this framework, in the second quarter of 2017.
- D. THAT Council instruct the General Manager of Real Estate and Facilities Management, in consultation with the other departments as appropriate, to undertake work on evaluating land governance options for False Creek South, taking into consideration work already undertaken by RePlan on this topic. The land governance option evaluation and report will be funded from the 2017 Property Endowment Fund (PEF) Capital Budget.
- E. THAT Council instruct the General Manager of Real Estate and Facilities Management to define the purpose of and to initiate building condition assessments on all buildings on City-owned land in False Creek South, seeking to work collaboratively with leaseholders and with RePlan through this process, and to report back to Council by Fall 2017. The building condition assessments will be funded from the 2017 Property Endowment Fund (PEF) Capital Budget.
- F. THAT Council approve and adopt the False Creek South Engagement Principles contained in Appendix G of the Administrative Report dated November 18, 2016, entitled "False Creek South, Report Back and Next Steps".

- G. THAT Council instruct the Director of Finance to work with the General Managers of Planning, Urban Design and Sustainability, Community Services, and Real Estate and Facilities Management, to incorporate financial considerations in formulating strategy options for A to E above, and report back on a viable financial and implementation strategy for Council consideration.