

VanRIMS No.: 08-2000-25

## MEMORANDUM

February 13, 2018

TO: Mayor and Council

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

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

SUBJECT: Northeast False Creek – Staff Response to Questions from Council

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

Questions have been received by staff from Councillors since the January 31st Council meeting. Staff provide the following responses to these questions:

## Timing of the NEFC Plan approval and restorative justice for the Black Community

Approval of the NEFC Plan continues the momentum and would provide the funding to work towards reconciliation, restorative justice and planning with the Black Community. The Plan provides the policy for this site, including the Public Benefits Strategy, which would provide funding for a number of amenities, including social housing and a cultural centre. Staff are working with the community to develop a rezoning application that addresses many of the stated goals and principles of the Hogan's Alley Society. Only once the Plan is approved, could the rezoning application proceed.

## NEFC Plan to City Council Committee vs. Public Hearing

The NEFC Plan is an Area Plan. Area Plans or Community Plans set the overarching policy that directs the future planning for an area. Changes to by-laws are guided by the policy and these changes are brought forward to Council at Public Hearing. In the case of NEFC Plan, some general amendments to the False Creek North ODP would be brought forward following adoption of the Plan for Council's consideration. Individual CD-1 rezoning applications would also follow for development of individual sites, in accordance with the Plan and be subject to a Public Hearing process and Council consideration.

Public Hearings are special meetings to consider a proposed ODP, Zoning by-law, heritage designation by-law, heritage revitalization agreement by-law or sign by-law, pursuant to sections 562, 566, 571A, 571AA, 592 or 594 of the Vancouver Charter.

## NEFC Plan outreach to Council-appointed advisory committees

The planning process engaged deeply with the Council-appointed NEFC Stewardship Group and the Park Board-appointed Parks Design Advisory Committee to develop the Plan. Since July 2016, the NEFC Stewardship Group has had regular monthly meetings with City staff including special design workshops, previews to development proposals and meetings with area landowners.

Meetings with Council-appointed committees included:

|  |                   |
|--|-------------------|
| Cultural Communities Advisory Committee                  | November 3, 2016  |
| Vancouver Fire Rescue Services Advisory Committee        | November 15, 2016 |
| Public Art Committee                                     | November 21, 2016 |
| LGBTQ2+ & Trans* and Gender Variant Inclusion Committees | November 30, 2016 |
| Urban Aboriginal Peoples Advisory Committee              | December 1, 2016  |
| Heritage Commission Advisory Committee                   | December 5, 2016  |
| Women's Advisory Committee                               | December 6, 2016  |
| Persons with Disabilities Advisory Committee             | January 5, 2017   |
| Seniors' Advisory Committee                              | January 23, 2017  |
| Civic Asset Naming Committee                             | January 30, 2017  |
| Vancouver City Planning Commission                       | April 12, 2017    |
| Active Transportation Policy Council                     | May 3, 2017       |
| Vancouver Chinatown Revitalization Committee             | May 10, 2017      |
| Transportation 2040 Advisory Committee                   | September 9, 2017 |

|  |                                    |
|--|------------------------------------|
| Council of Councils                        | October 27, 2017                   |
| Urban Design Panel                         | June 14, 2017<br>December 13, 2017 |
| Chinatown Historic Area Planning Committee | July 13, 2017<br>December 14, 2017 |

### Community land trust for future development on 898 Main Street (Hogan’s Alley)

Staff will need to undertake additional work towards a development and operational model for the lands on the Hogan’s Alley block and work with the Hogan’s Alley Society to ensure the Cultural Redress objectives in the NEFC Plan are addressed. At this time, it is too early to know which management model would work best. However, based upon our experience with other similar Land Trusts, the first step in answering this question is to understand what is meant by a “community land trust”.

Without getting into technical details, the purpose of a community land trust is first and foremost to make land permanently available for affordable housing. This is usually accomplished by securing ownership of land in a non-profit society with a mandate that reflects that purpose. An example of this is the Community Land Trust formed by the Co-op Housing Federation of BC.

The City of Vancouver considers its role in the provision of land for affordable housing to be similar to the role of a land trust – to make land permanently available for affordable housing. Therefore, it is not City practice to sell or transfer land on a freehold basis, but rather to transfer land on a long-term leasehold basis.

The City of Vancouver’s typical approach to developing and managing non-market housing on City land over the long-term is to lease the land and/or buildings to a non-profit society on a long-term leasehold basis (typically between 60 and 99 years). To the extent that a community land trust is a non-profit society, leasing the land into that entity on a long-term leasehold basis would be consistent with City policy. To illustrate the point, the City has recently leased several sites to the community land trust of the Co-op Housing Federation, including three sites in West Fraser Lands and one building in SEFC (95 E 1st Avenue).

While the concept of a long-term lease to a community land trust is a possible approach that may well be appropriate, there are several factors and caveats that need to be considered before making that decision:

- What will be the development model for the site? The City sometimes issues land to the private development sector with the requirement to deliver to the City a specified number of affordable housing units. On the other hand, the City regularly leases land to non-profit societies who are responsible to secure the financing and undertake development. Either of these models could work in this case, depending on Council’s determination of the mix of market and non-market units.
- What are the roles and responsibilities of the various parties involved in the development, financing, operations and maintenance of the land and buildings?
- Does a newly formed community land trust have the capacity and track record to undertake the development, financing, operations and maintenance of the land and buildings?

- If not, how are partners with those capacities engaged in the project? What is their relationship to the City and to the community land trust? How do we ensure transparent procurement process?
- How would a community land trust for this block engage the other voices and stakeholders in the community to ensure that a wide range of needs are met, including the needs of the Black Community, the Chinese Community/Chinatown and the Indigenous Community?

While a long-term lease to a community land trust does not represent a fundamental conflict with City policy and practice, there are many aspects of the approach to the development and operation of the block that need resolution before confirming that it is the appropriate approach. Staff recommend that the City engage with the key community organizations and stakeholders to resolve the core issues of roles and responsibilities, focusing on determining the best development model to achieve our shared objectives, as a priority action following the adoption of the NEFC Plan.

### Sub-area 6C land exchange and parcel reconfiguration

The table below is from the 2015 staff report on the *Removal of the Georgia and Dunsmuir Viaducts* outlining parcel sizes by ownership for Sub-area 6C and 9 under the existing parcel configuration (left column) vs. the proposed replacement street network, development site and Creekside Park configuration (right column):

| Current Plan (acres) |                                | Proposed Plan (acres) |
|----------------------|--------------------------------|-----------------------|
| 7.91                 | Concord owned developable land | 7.85                  |
| 0                    | City owned developable land    | 3.3                   |

The map below on page 7 of this memo illustrates where the City and Concord lands are located. Negotiations will need to take place between the City and Concord to secure the necessary lands needed to achieve the replacement street network, parks and open spaces, and future Sub-area 6C development parcel.

Negotiations with Concord Pacific have not started.

The NEFC Plan requires private development sites to contribute 20% of the total new stratified residential floor area as social housing as well as contribute towards the overall Public Benefits Strategy.

### Social housing on current City-owned lands

Currently, under the Plan, the City is applying to develop Sub-area 6D, including 300 units of social housing. This equates to approximately 30% of the proposed residential units on this site.

### **Future implications to the City's *View Protection Guidelines* ("view cones")**

The Plan seeks to mark the new Georgia Gateway at the intersection of Georgia Street and Pacific Boulevard. The taller buildings proposed at this intersection are immediately adjacent to the intersection. In order to facilitate this, staff recommend an amendment to the *General Policy for Higher Buildings* to allow additional height at this location only and to require a higher level of design, architecture and sustainability under the policy and visually mark the centre of the Events and Entertainment District in the skyline.

The proposed form of development overall in NEFC accentuates the Council-approved public view cones from False Creek to the mountains by building less than allowable view cone heights through the neck of the park and the adjacent developments – accentuating this highly-valued public view of water/park/mountains from many places along the seawall. The additional height also assists in maintaining public views to the stadium.

### **Public benefits and CACs from privately-owned sites**

\$1.7B represents an estimated cost to deliver the amenities outlined in the Public Benefits Strategy. This would be funded through a variety of sources as presented in Chapter 18 of the NEFC Plan, including in-kind development contributions, CACs, land sales and lease, government and non-profit partnerships. Through the rezoning processes for each development site, negotiations will be undertaken to determine the amount of CACs that the developers will contribute. This, along with the other funding sources, will be used to secure the necessary public benefits.

Council approval at Public Hearing for each rezoning would secure the specific public benefits on those sites.

### **Overall density of new development under the NEFC Plan**

The Plan does not propose to control density by FSR, but rather by overall floor area. The allowable densities are allocated on a sub-area basis and are subject to further refinement based upon a comprehensive rezoning process. Refer to Chapter 10 of the NEFC Plan for a specific breakdown of the proposed floor areas.

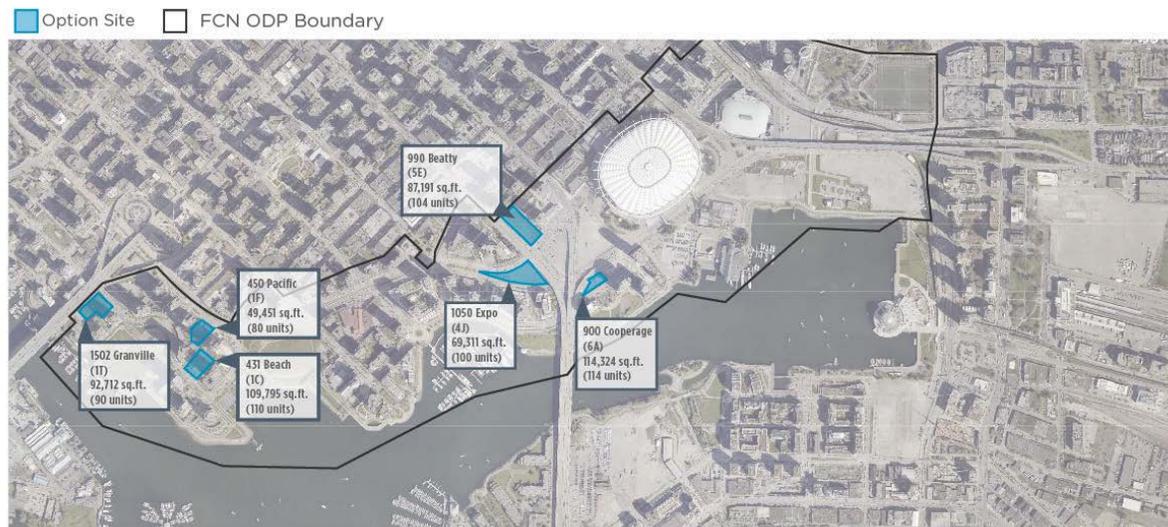
The anticipated densities are comparable to Downtown South and False Creek North (which are about 6.0 FSR) and higher than the densities achieved in Southeast False Creek (3.0 to 3.5 FSR in the Village).

## Remaining affordable housing sites in False Creek North

Addresses and approximate units that could be provided, as anticipated under the existing False Creek North Official Development Plan:

|                   |           |
|-------------------|-----------|
| 1502 Granville St | 90 units  |
| 450 Pacific St    | 80 units  |
| 431 Beach St      | 110 units |
| 990 Beatty St     | 104 units |
| 1050 Expo Blvd    | 100 units |
| 900 Cooperage Way | 114 units |

## Remaining Affordable Housing Sites in False Creek North and NEFC



\* Estimated density and unit counts based on Council Approved Report

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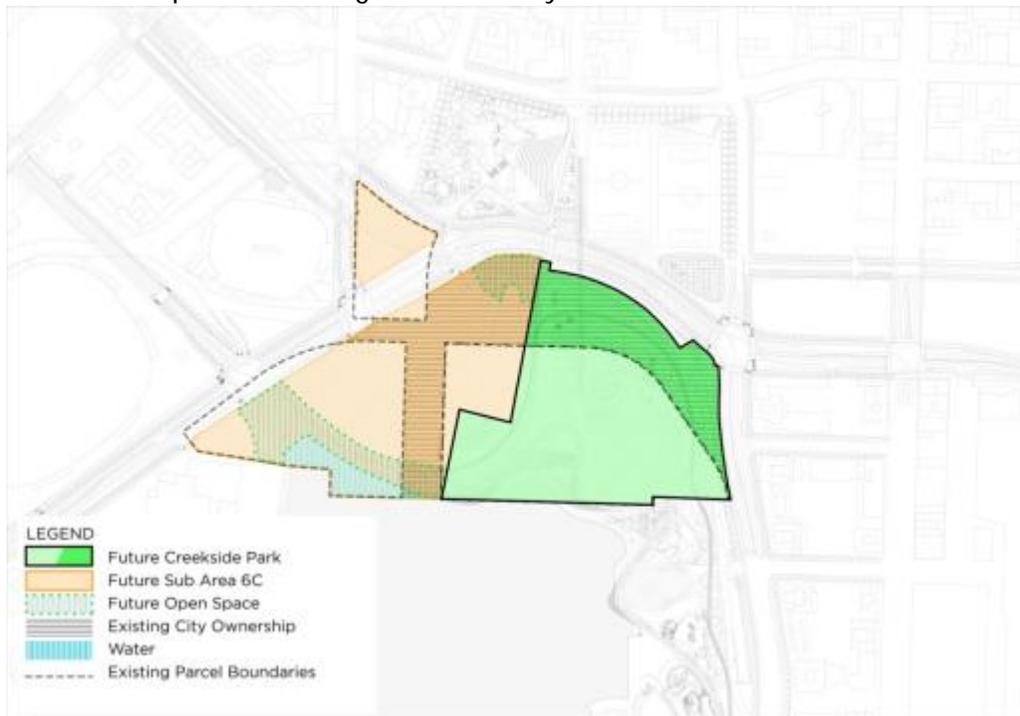
## Proposed configuration of the Creekside Park Extension and overall new/renewed park areas

In 2015, Council approved a Conceptual Plan for NEFC including a reconfigured street network that would replace the viaducts, including the future park and open space configuration.

The reconfiguration of land for the new street network requires the reconfiguration of development parcels and future Creekside Park parcel to achieve objectives related to:

- reconnecting the historic neighbourhoods, including Chinatown, to the waterfront
- bringing Creekside Park with Andy Livingstone Park closer together, ensuring these two parks are inclusive and welcoming places for all; and
- achieving a larger, more contiguous Creekside Park.

## Proposed Reconfiguration of City and Concord Land Parcels



The breakdown of the parks and open spaces in Northeast False Creek is as follows:

|                                       |   |
|---------------------------------------|---|
| <b>New/Renewed Park Spaces</b>        | <b>25 acres</b>   |
| Creekside Park (New)                  | 11 acres  |
| Creekside Park (Renewed)              | 3 acres   |
| Andy Livingstone Park (new & renewed) | 11 acres (incl. renewed skate plaza and the conversion of Carrall St to park space) |
| <b>New Open Spaces</b>                | <b>7 acres</b>  |
| Open Spaces on Sub-area 6B            | 2.5 acres   |
| Open Spaces on Sub-area 6C            | 2.1 acres   |
| Open Spaces on Sub-area 6D            | 1.3 acres   |
| Dunsmuir Connection                   | 1 acre  |

### Skytrain noise impacts on Creekside Park

No specific noise impact studies have been conducted by the City on impacts from the Skytrain.

A noise assessment was conducted in August 2017 to evaluate the noise emission from the skate park to Sub-area 6D. The report determined that the measured sound at Quebec Street (between Prior St and Union St) exceeded by-law limits, mostly due to road traffic as opposed to the skate park.

## Timing of a non-motorized boating facility in False Creek Basin

The non-motorized boating facility is expected to be completed with the construction of the Georgia Wharf. The establishment of this facility depends on the following:

- approval of NEFC Plan to allow the rezoning of Sub-Area 6C to be considered, which includes the part of the Georgia Wharf where the facility is to be located
- recommendations from Park Board's *On Water: Vancouver's Waterway Recreation Strategy* regarding the role and function of the facility within the broader context of False Creek
- consultation with local First Nations, Dragon Boat Society, other non-motorized boating organizations, and Park Board staff to determine the specific program, needs and terms of access
- approval of the Sub-Area 6C rezoning application

## Would the new non-motorized boating/Dragonboat centre be part of the Concord Pacific section or the Creekside Park section of the waterfront?

The non-motorized boating facility is identified as a public benefit contribution from the development of Sub-area 6C. The location of this facility is proposed to be part of the new Georgia Wharf, an extended pedestrianized waterfront plaza and seawall. However, the Park Board will be working with Concord Pacific and other on-water stakeholder groups to determine specific programming and space needs.

## Connectivity and accessibility with Chinatown

The NEFC Plan provides additional access points and connections into NEFC beyond what is currently available. However, some of the concerns raised by Chinatown stakeholders during the January 31, 2017 Council meeting were specifically regarding a Carrall Street closure and no east-bound left turn from Pacific Boulevard onto Quebec Street. Since that time, staff have met with Chinatown stakeholders to commit to working to address the concerns and maximize access into Chinatown as part of the park and street design processes, both underway and expected to be completed this year. Staff are also working with the community as part of the park design process to secure a highly accessible and welcoming new connection to Chinatown as part of a new Carrall Greenway that will provide a gateway from the False Creek waterfront, bringing activity and people into Chinatown from the seawall and the new Events and Entertainment District.

## Architecture and design guidelines on proposed rezoning sites

The NEFC Plan outlines the following in the Building Typology section (Chapter 10: Urban Design): "Seek opportunities to compose blocks and frontages in a way that facilitates participation of multiple architects to contribute to the uniqueness of NEFC." As part of the CD-1 rezoning for each development site, design guidelines would be brought forward to Council. The design guidelines would assist in adjudicating a number of design factors, including architectural diversity.

## **Retail curation and commercial development on proposed rezoning sites**

The Plan also includes the requirement for each development site to include a Retail Curation Strategy proposing the mix and types of tenants that contribute to the local community and establishing a strong sense of place. Implementation of these policies will be through the detailed development permit application process review. Through implementation of the Plan, staff will be creating a set of guidelines and parameters to be used during the review of the retail curation strategy for each site.

## **Interim transportation features and implementation**

The transportation modelling performed for this project compares existing conditions with a 2045 scenario. One key input to this model is Translink's regional 'EMME' model that covers the Lower Mainland. This includes proposed land use and transportation changes throughout the Lower Mainland that are anticipated between now through to 2045. It includes items such as approved City area plans (including the proposed NEFC Plan), Translink strategic plans/initiatives, the future St Paul's Hospital development site, areas of growth for population/jobs across the region, etc. Three key projects/initiatives that were assumed in the 2045 model are: (1) the opening of the Evergreen Line (now complete), (2) a B-Line service on Hastings Street (now complete), and (3) the opening of the Millennium Line extension along Broadway.

In the modelling for NEFC, the main assumption we have is zero net growth in vehicle volumes. This assumption is based on current trends and forecasts and is in line with the City's Transportation 2040 strategy and what has been experienced over the past two decades (i.e. vehicle volumes to the downtown are declining by 1%/year, despite significant population and job growth, with the continual investment in transit and active transportation improvements).

## **Connections between Northeast False Creek and CRAB Park**

The DTES Plan includes policy to identify better connections between Gastown and CRAB Park. A decision on the best street connection(s) has not been made and the public engagement process is yet to commence, which is part of the DTES Plan implementation phase, currently underway. The City's Transportation staff are exploring potential options for these connections and will be brought forward to the public for further engagement, feedback and refinement. In terms of NEFC (which looks at the Carrall Greenway south of Keefer Street), pedestrian and cycling connections will be more direct to the seawall (through the proposed realignment of the Carrall Greenway), more comfortable (through its integration with Park design) and safer (by vehicle movements potentially removed for this section of Carrall Street and providing fully protected intersections and AAA facilities throughout NEFC).

## **Future traffic on Prior Street**

In 2015, Council approved the downgrading of Prior Street, east of Gore Avenue upon the completion of a new east/west arterial alignment to be determined through the False Creek

Flats planning process. The future condition of Prior Street is subject to further engagement and involvement of a Community Panel as part of the False Creek Flats Arterial Overpass process. That process is yet to commence but will allow for a deeper conversation with the Panel of the various options and help identify a suitable railway overpass location connecting Main Street with Clark Drive. A decision on the preferred future alignment of an arterial between Main Street and Clark Drive has not been made – however, the NEFC street design that concludes at Gore Avenue is flexible and can accommodate any future decision. The future condition of Prior Street, including the extent of neighbourhood access (and subsequently anticipated traffic volumes), will form part of this discussion with the Community Panel process that is separate to NEFC. For clarity, an arterial link between Main Street and Clark Drive is imperative for the transportation network – before any potential downgrading of Prior Street can commence, an alternate arterial link (including rail overpass) must be in place and operational. The current NEFC design proposes to connect into Prior Street on Day 1 following construction of the Viaducts Replacement Project. Traffic volumes on Prior Street will be similar to what is there today.

Prior Street, between Quebec Street and Gore Avenue will be part of the NEFC replacement street network if the viaducts are removed. It is being designed using the “great street” principles developed through the NEFC planning process to ensure that the street can be built as a complete street that is accessible for all modes of transportation and becomes an enjoyable street to walk in the future. The northern side, Sub-area 6D (Main Street blocks) are being designed through the ongoing rezoning process to provide an interesting and active street frontage, including gateways to Chinatown, and the Hogan’s Alley Cultural Centre. On the south side of the Prior Street there are people living in townhomes that the City has been working with to create a minimum of 8m setback that includes a sidewalk, significant landscaping, and gardens to create a more appropriate frontage to the new street.

## **Sea level rise**

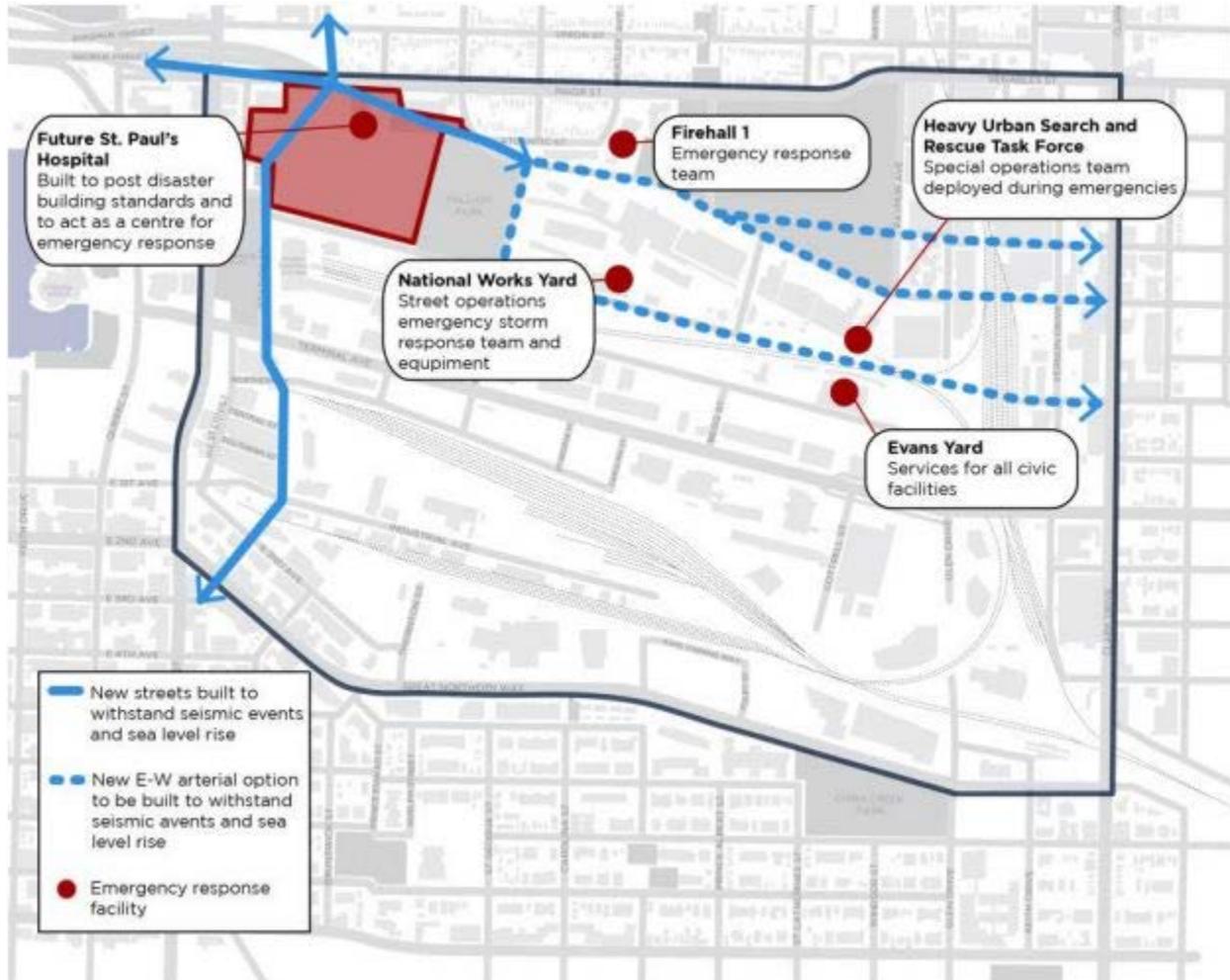
One metre of sea level rise by the year 2100 is being projected by the City-commissioned Coastal Flood Risk Assessment in 2016. Additionally, another metre of sea level rise is expected beyond 2100 and, as such, the policies under Section 11.2 require all habitable space to be located above a flood control level of 4.8 m and that critical systems like power, drainage and water to be protected from flooding. The NEFC Plan also includes policy to accommodate an additional metre beyond the 4.8 m in the future.

The upcoming Resiliency Strategy is supported by the policies in Chapter 11 as stated in the final paragraph of “City-wide Context and Policies”. The flood management infrastructure adjacent to False Creek or “The Ribbon” will serve as a continuous line of defense at 4.8 m with an additional design consideration for another metre to be added beyond the year 2100. Flood risk is mitigated with this measure as well as requirements to consider a higher level of flood resilience in the building design.

## **St. Paul’s Hospital access and resiliency**

As noted above, the St. Paul’s Hospital site and road access would be protected by the flood management infrastructure to serve as a continuous line of defense at 4.8 m.

Section 6.2.3 of the Council Report provides a summary of how the new replacement street network will improve emergency services throughout NEFC and in connecting the future St Paul's Hospital with Downtown. This is created through a more connected, flexible and mainly at-grade street network (rather than the elevated, disconnected viaducts). In addition, the street design includes a 'Resilient Road' along Pacific Boulevard - a strengthened section of street creating a post-disaster connection for emergency services between Downtown, BC Place and the future St Paul's Hospital site. This 'Resilient Road' can be used by emergency vehicles immediately following a significant seismic event (similar in post-disaster availability to the 'Lifeline' classification of important bridges).



### Potential impact on Gastown and Chinatown resulting from Carrall Street and Water Street closures

The traffic analysis relating to the closure of Carrall Street to vehicular traffic, between Keefer Street and the new Pacific Boulevard, can be summarized in the key points below:

- Greater volumes of active users (pedestrians/ cyclists) are forecasted to use this north-south link to and from Chinatown
- Carrall Street currently carries low vehicle volumes (approximately 300 vph, two-way usage, during peak periods)

- The majority of traffic on Carrall Street would be displaced to Abbott Street, which has adequate capacity to accommodate additional trips, while Quebec Street and Abbott Street will work in combination to accommodate north-south desire lines

Given the above modelling, significant impacts to businesses in Gastown and Chinatown are not anticipated. The potential closure of Water Street is an anticipated future project which will undergo extensive consultation and rigorous modelling and design, to ensure that the community's needs are documented and addressed to the highest possible degree.

#### **Access and use of Andy Livingstone Park by Chinatown residents, particularly seniors**

The Plan includes accessible access for all ages and abilities to the new parks and waterfront from the adjacent communities, including Chinatown and Gastown. In particular, accessible access for people walking to the NEFC waterfront from Chinatown and Gastown would include access from Abbott, Carrall and Quebec Streets. As noted above, Carrall Greenway will also be redesigned to become a highly-accessible and welcoming gateway to Chinatown from the False Creek waterfront.

The Park Board is currently pursuing recreational opportunities within Andy Livingstone Park for Chinese seniors that could be achieved prior to the completion of the renewed parks.

#### **Proposed changes to the Concord and Creekside Park frontages along False Creek**

The western boundary of the proposed Creekside Park is slightly further west than the current Sub-area 9 parcel boundary. The Sub-area 9 (originally designated at the future Creekside Park) frontage is approximately 300 m today and would be approximately 305 m with the proposed reconfiguration. The Sub-area 6c frontage is approximately 165 m today and would be 220 m in the future due to the proposed extension of the False Creek waterfront into the development site as part of the new Georgia Wharf and Plaza.

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

Gil Kelley  
General Manager, Planning, Urban Design & Sustainability

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