



Future of False Creek South: Advancing a Conceptual Development Plan and Addressing Lease Expiries

Presented to Vancouver City Council

October 21, 2021

The opportunity

With leases on City land expiring in the next 15-25 years, Council has the opportunity to consider a 21st century renewal of the original vision for False Creek South established in the 1970s ... including 80 acres of land under the stewardship of the City, prime waterfront land that could be leveraged via renewal over next several decades to substantially advance Council's policy objectives, while at the same time respecting the existing community and tenants on City land.



An aerial photograph of a coastal city, likely Vancouver, showing a dense urban area with numerous buildings and a large marina filled with sailboats. In the background, a range of mountains is visible under a clear blue sky. The foreground shows a curved shoreline with a road and several sailboats in the water.

To discuss today

1. Purpose
2. The False Creek South neighbourhood
3. Public engagement findings
4. Recommended conceptual development plan
5. Working with the False Creek South neighbourhood
6. Next steps

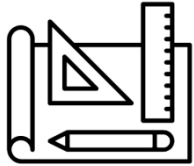
1. Purpose

Purpose of today's Council report

- Seek Council direction for the GM, REFM to present the recommended conceptual development plan to GM, PDS, to inform an application for a comprehensive land use policy planning exercise that would involve all relevant City departments and a broad/robust public engagement
- Engagement to include appropriate consultation with the community and other key stakeholders, and consultation with the Musqueam, Squamish and Tsleil-Waututh Nations



The City's four roles vis-à-vis the False Creek South lands



Landowner

- Provide stewardship for FCS lands on behalf of Vancouver residents and businesses
- Plan and execute any development and/or redevelopment work



Landlord

- Manage ~ 730 leases



Policy-maker/ infrastructure manager

- Set and apply policies, e.g., housing, sea level rise, social/cultural/recreational amenities
- Build and maintain public infrastructure, e.g., roads, sewers, water, parks



Regulator

- Undertake all relevant community planning, zoning and permitting
- Enforce regulatory compliance

2.

The False Creek South neighbourhood

The False Creek South neighbourhood



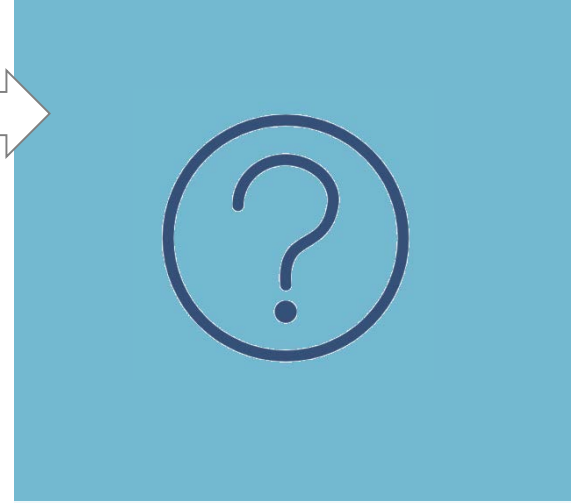
The evolution of False Creek South



CIRCA 1970s

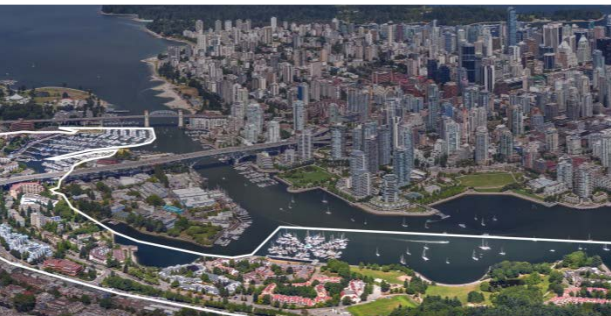


TODAY



2030 →

The False Creek South basin



FALSE CREEK SOUTH



SOUTH: BROADWAY PLAN



WEST: SENAKW



WEST: MOLSON'S SITE



EAST: OLYMPIC ATHLETE'S VILLAGE



NORTH: NORTHEAST FALSE CREEK



Residential leasehold strata: 12 buildings, 669 units, 669 leases · **Commercial leasehold:** 1 building, 48 units, 48 leases



Market rental: 2 buildings, 150 units, 150 leases



Floating co-op: 1 marina, 55 live aboard, 1 lease

City provides stewardship of **80%** of the land in False Creek South, by area

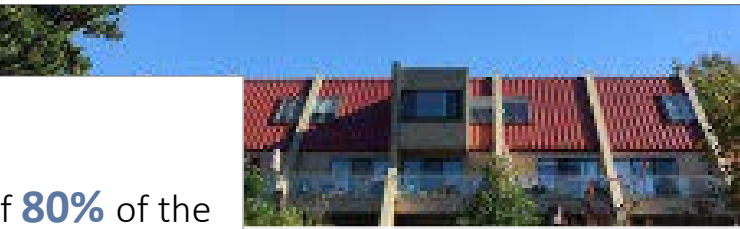
5,500
residents in all of FCS

1,800 + 1,300
residential units on City land+
on third-party owned land

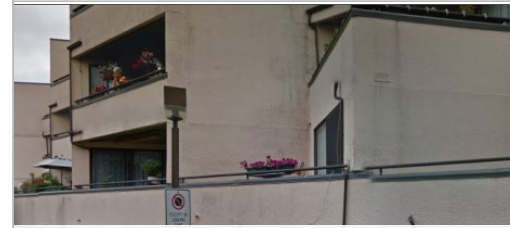
735
leases on City land

1.3 FSR
All of False Creek South

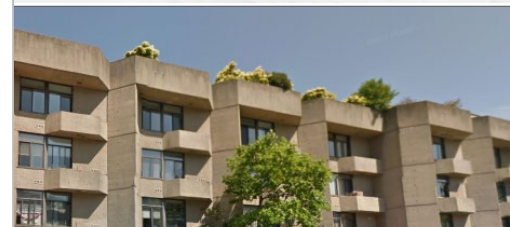
— approximate figures, refers to City land only —



Co-operative: 1 building, 517 units, 7 leases



Market rental: 4 buildings, 319 units, 4 leases



Co-operative facilities: 140 units, 2 buildings, 2 leases

Organisations representing the False Creek South neighbourhood



- **Mandate.** *Represents the interests of FCS with the City of Vancouver*
- **Represents.** *Elected body with representatives from all of the housing co-operatives and strata enclaves in the area, units on leased City land, freehold and non-profit housing societies*

*RePlan

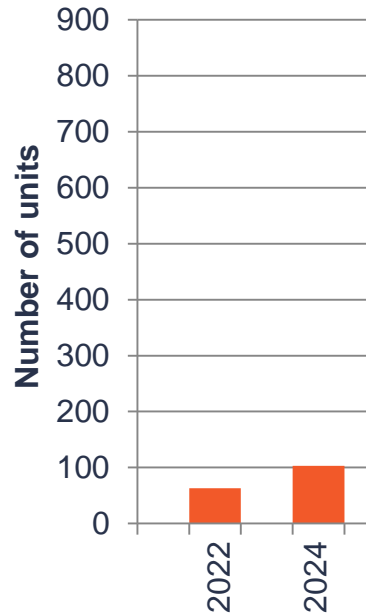
- **Mandate.** *Address issues associated with uncertainty over tenure for co-ops, stratas and non-profits; create a dialogue with the City to establish a process to preserve/enhance the FCS community beyond lease end, enabling the community to evolve and diversify in a way that is sustainable for existing residents and the City*
- **Represents.** *Sub-committee of the FCSNA*

Strata Leaseholder Society

- **Mandate.** *Represents subset of strata leasehold lessees in negotiating lease extensions with the City ... technically, can block members from negotiating their own deal with the City, but cannot compel them to agree to any deal the SLS endorses*
- **Represents.** *464/669 residential strata leasehold lessees (69%, at March 2021)*

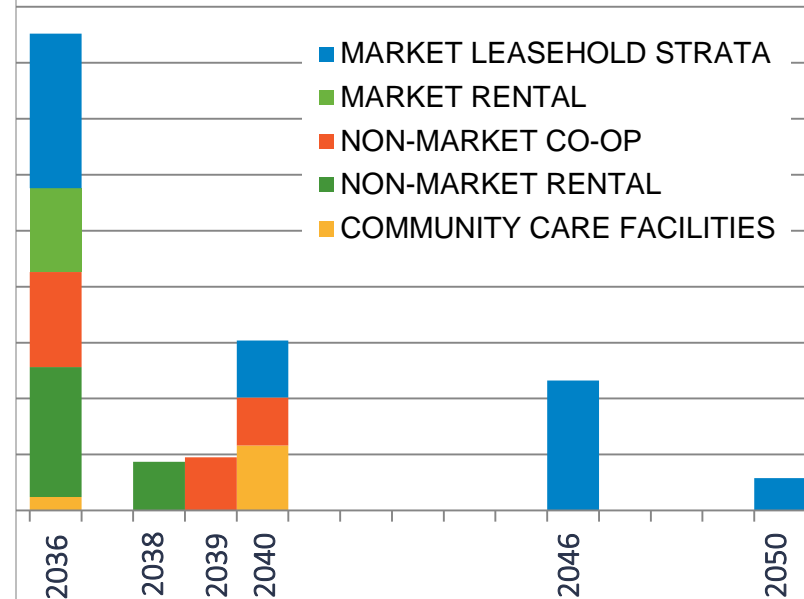
*Also referred to as the
RePlan Bargaining Agency*

Majority of leases expire 15 – 25 years from now



Over next few weeks ...

- GM, RFM to initiate a formal lease negotiation process with RePlan's Strata Leasehold Society
- GM, ACCS to initiate lease extension/redevelopment discussions with co-op leadership and non-market housing operators



3.

Public engagement findings

January/February 2021 citywide public engagement, future of FCS

Two public surveys, same questions

Talk Vancouver online, ~ 4,000 people

- Open to all Vancouver residents and False Creek South business owners from February 1-28, 2021
- 3,944 completed surveys
- ~ 28% of respondents from False Creek South
- Data is not weighted to reflect Vancouver's population

Representative survey, ~ 800 people

- Online survey conducted of Vancouver residents by Leger Research in January 2021
- 800 completed surveys
- Data is weighted to reflect Vancouver's population by age, gender, geographic sub-region, and visible minority status



4,349

public and stakeholder interactions



277

online meeting attendees including 7 public and stakeholder meetings



7

public and stakeholder meetings



3,944

completed surveys from Vancouver residents and False Creek South business owners. Over one-quarter (28%) of those who completed surveys reside in False Creek South.



37

written submissions via email



91

questions asked verbally during online meetings

Citywide public engagement, key findings



1.

False Creek South residents want their leases extended



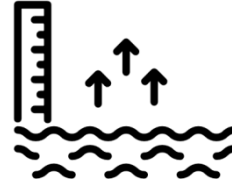
2.

Broad support for increased housing/ density



3.

Prioritise family housing, accessible and adaptable housing, and purpose-built rental



4.

Environmental and social ranked most important policy priorities



5.

Develop vacant lands first, phased approach that minimises disruption to the neighbourhood, using proceeds of development of market units to fund non-market housing

4.

Recommended conceptual development plan

PROVISIONAL GUIDING PLANNING PRINCIPLES

PRINCIPLE 1: SUPPORT STRONG SOCIAL CONNECTIONS THROUGH COMMUNITY DESIGN

Strive to maintain housing that is affordable to a diversity of people, and provide affordable options for residents to remain, albeit potentially in different housing forms. Maintain income diversity through a mix of tenure types and promote demographic mix by planning for families and aging in place. Recognize the role of well-planned community amenities, parks and facilities.

PRINCIPLE 2: INCREASE HOUSING CAPACITY AND CHOICE INCLUDING AFFORDABLE OPTIONS

Introduce additional housing capacity and diverse building typologies in the city core including delivery of affordable housing options in line with the broad range of incomes in Vancouver.

PRINCIPLE 3: RESPECT THE UNIQUE CHARACTER AND PATTERN

Uphold the unique character-defining elements, drawing inspiration from the historic neighbourhood character while acknowledging its central location.

PRINCIPLE 4: MODEL LEADERSHIP IN INTEGRATED SUSTAINABILITY AND RESILIENCE

Improve the ecological function of neighbourhood environmental systems and ensure public spaces and development are designed to be sustainable and resilient to climate change. Capture, clean, and reuse rainwater within the watershed, use an integrated systems approach and employ green infrastructure.

PRINCIPLE 5: IMPROVE CONNECTIVITY AND ACCESSIBILITY

Enhance connections within the community and provide direct access to local services, adjacent neighbourhoods and transit.

PRINCIPLE 6: PLAN FOR DIVERSE AND INTEGRATED TRANSPORTATION OPTIONS

Create a resilient complete street network that provides people of all ages and abilities with high quality walking, cycling and transit options. Integrate reliable and accessible transit within the community, and maintain critical access needs for all users.

PRINCIPLE 7: CREATE AREAS FOR FOCUSED ACTIVITY

Add mixed use and create areas for focused activity. Look for public places where neighbourhood shops, services and amenities could enhance the public realm, walkability and convenience while promoting human health.

PRINCIPLE 8: ENGAGE AND ENHANCE THE WATER'S EDGE

Complement the natural setting and existing parks and open spaces with a diverse public realm network including access to/engaging with water.

PRINCIPLE 9: ENGAGE COMMUNITY AND CITY-WIDE STAKEHOLDERS IN A MEANINGFUL WAY

Undertake a process inclusive of the community, adjacent communities, and city-wide stakeholder perspectives. Work within the City of Reconciliation framework and its foundational components.

PRINCIPLE 10: DEVELOP A FISCALLY RESPONSIBLE APPROACH

Plan with a fiscally responsible approach for the long-term health and sustainability of the City's Property Endowment Fund.

PROVISIONAL VISION STATEMENT

South enhances the living legacy of the community through sustainable growth in an equitable, innovative manner.

A diverse mix of people live, work, interact, shop and play, and strong social and physical connections exist.

A sustainable neighbourhood in the city core.

A gradual increase in housing capacity that will occur in the form of phased redevelopment.

A diverse mix of people (e.g. with different incomes, ages, household types), in consideration of the original planning aspirations and the need for growth, in recognition of the community's unique location in the city.

Experimental, and bold.

Resilience and environmental resilience to disaster and climate

Approved by Vancouver City Council May 2018

POLICY REPORT

Report Date: March 2, 2018
Contact: D.Garrison/
A. Dunnet
604.873.7754
Contact No.: RTS 12229
RTS No.: 08-2000-20
VanRIMS No.:
Meeting Date: March 13, 2018

TO: Vancouver City Council
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: False Creek South Provisional Resident Protection and Retention Plan

RECOMMENDATION

THAT Council approve in principle the False Creek South Provisional Resident Protection and Retention Plan as outlined in Appendix A.

FURTHER THAT Council instruct the General Manager of Planning, Urban Design and Sustainability to report back to Council with a final recommended Resident Protection and Retention Plan for adoption.

REPORT SUMMARY

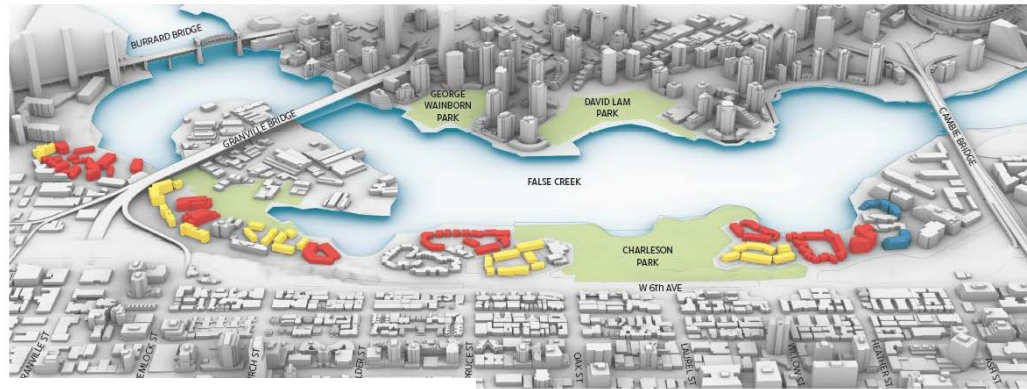
This report presents for approval a provisional False Creek South Resident Protection and Retention Plan (RPRP), as the first step in meeting Council's direction to develop affordable housing options for all residents on City-owned leased land to remain in the neighbourhood. The intent of the RPRP is to create a safety net that can support resident and community retention in the event of resident displacement triggered by development, redevelopment or end of lease terms. The RPRP builds on the City's existing *Tenant Relocation and Protection Policy*, and proposes a set of principles and required supports for existing residents based on their current tenure, with increased supports for vulnerable residents. The report includes a summary of resident and community feedback as Appendix B. Staff recommend the RPRP remain provisional until greater clarity is reached on the neighbourhood planning program, and lease negotiations with strata lot leaseholders and co-op and non-market housing leaseholders. Finally, the report sets out next steps to advance a FCS RPRP that can be recommended for Council adoption.

2018 Provisional Resident Protection and Retention Plan

- Phased plan
- Replacement and return guidelines for each tenure type, with more protection for non-market and co-op tenants
- All units get assistance relocating to outside False Creek South

Important interplay between co-op lease renewals and FCS planning

- Citywide methodology for co-op housing lease renewals on City land, approved by Council July 2021 (*"Methodology for Co-operative Housing Lease Renewals"*)
- False Creek South identified as a near-term phased large redevelopment site
- Co-ops lease renewal terms to align with overarching large site redevelopment plan
- City to enter formal lease extension negotiations/redevelopment discussions with co-ops in Q4-2021



Co-ops

Key considerations, inputs and dependencies

KEY INPUTS

1. Council priorities, housing, others	6. PEF and VAHEF mandates	11. Sea level rise
2. Original False Creek South vision	7. Vancouver Plan	12. Building conditions
3. Community planning, vision/guiding principles	8. View corridors	13. Citywide Co-op Lease Renewal Framework
4. RePlan's July 2020 proposed vision	9. Broadway Plan	14. 2018 Provisional Resident Protection/Retention Plan
5. Leaseholders' interest in strata lot (LISL) payments	10. Neighbouring sites (Senakw, Quantum Park, Site 1A)	15. February 2021 citywide public opinion

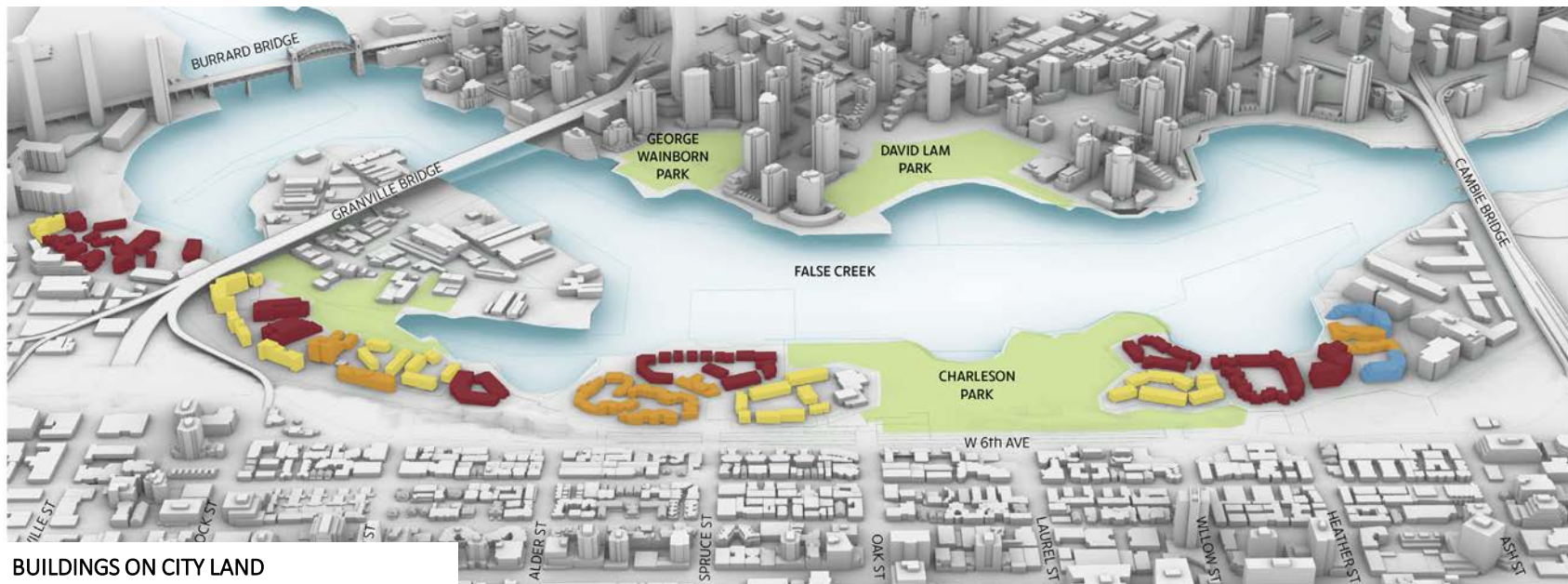
KEY BUILDING BLOCKS

1. Strata leasehold and co-op lease extensions	3. Parks, berms, open space and stormwater retention	5. Street and road alignments
2. New non-market and market housing	4. Transit infrastructure, streetcar	6. Campus of Care, schools and other social/cultural amenities

FEASIBILITY TESTING

1. Financial analysis	2. Urban design testing	3. Water and sewerage infrastructure planning
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Existing neighbourhood, looking north



BUILDINGS ON CITY LAND

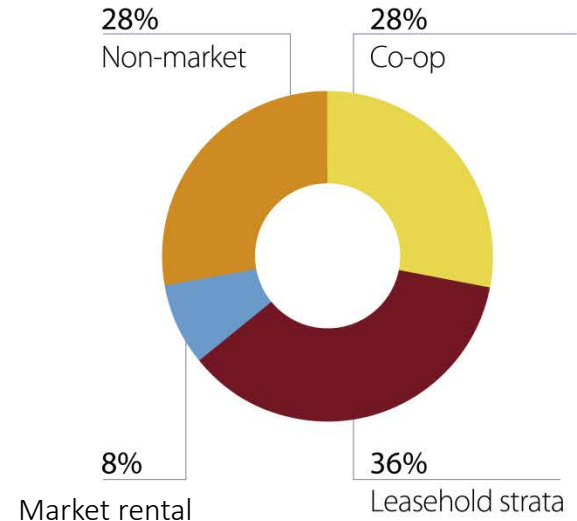
- Strata
- Market Rental
- Co-op
- Non-Market Rental Seniors, Care And Family

Tenancy mix, current neighbourhood

Existing neighbourhood

TYPE OF UNIT	Current No. Units	TOTAL
Non-market	514	Currently, City-owned lands are home to about 4,000 people.
Co-op	517	
Rental	150	
Leasehold strata	668	
Total units	1,849	
Total gross floor area	1,862,000 sf	
FSR	1.29	

Unit Mix



– FSR figures excludes parks, open space and streets –

Four conceptual development plan options evaluated

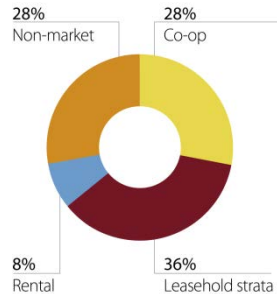
Recommended option



Current neighbourhood

→ 1,850 housing units

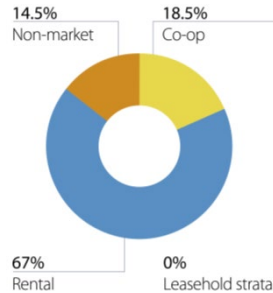
→ 1.3 FSR



Mixed rental and co-op option

→ 6,200 housing units

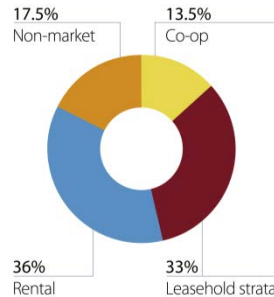
→ 3.7 FSR



Mixed rental, co-op and strata option

→ 5,150 housing units

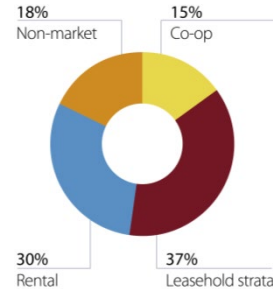
→ 3.7 FSR



Open space expansion option

→ 4,900 housing units

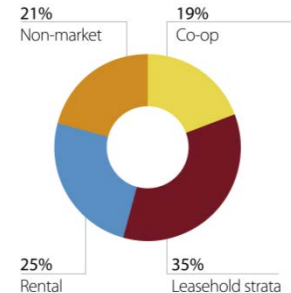
→ 3.7 FSR



New sites and open space option, Phase 1

→ 3,770 housing units

→ 2.6 FSR



Phase 1 excludes all strata leasehold sites

– FSR figures excludes parks, open space and streets –

Recommended conceptual development plan

- Respects the neighbourhood's legacy character
- Moderate increase in density
- More housing – market, non-market, co-op and strata leasehold
- Better integration with the rest of the city
- Enhanced social, cultural and recreational amenities
- Phased development approach, alignment with lease expiries
- Phase 1: Develop vacant lands and under-utilized sites, strata leasehold sites not redeveloped
- Collaborative redevelopment approach with co-ops and non-market housing
- Proactive planning for rising sea levels and shoreline stability

Recommended conceptual development plan, approximate housing mix

	EXISTING NEIGHBOUR- HOOD, 2021	NEW SITES AND OPEN SPACE PLAN, PHASE 1 INCREMENTAL	TOTAL AFTER PHASE 1 COMPLETED	NEW SITES AND OPEN SPACE PLAN, PHASE 2 INCREMENTAL	TOTAL AFTER PHASE 2 COMPLETED	HOUSING MIX, EXISTING NEIGHBOUR- HOOD, 2021	HOUSING MIX, AFTER PHASE 1 COMPLETED	HOUSING MIX, AFTER PHASE 2 COMPLETED
Market strata leasehold	668	+ 682	1,350	+ 1,000	2,350	36%	36%	35%
Market rental	150	+ 770	920	+ 1,100	2,020	8%	24%	30%
Non-market and co-op	1,031	+ 469	1,500	+ 775	2,275	56%	40%	34%
Totals	1,849	+ 1,921	3,770	+ 2,875	6,645	100%	100%	100%

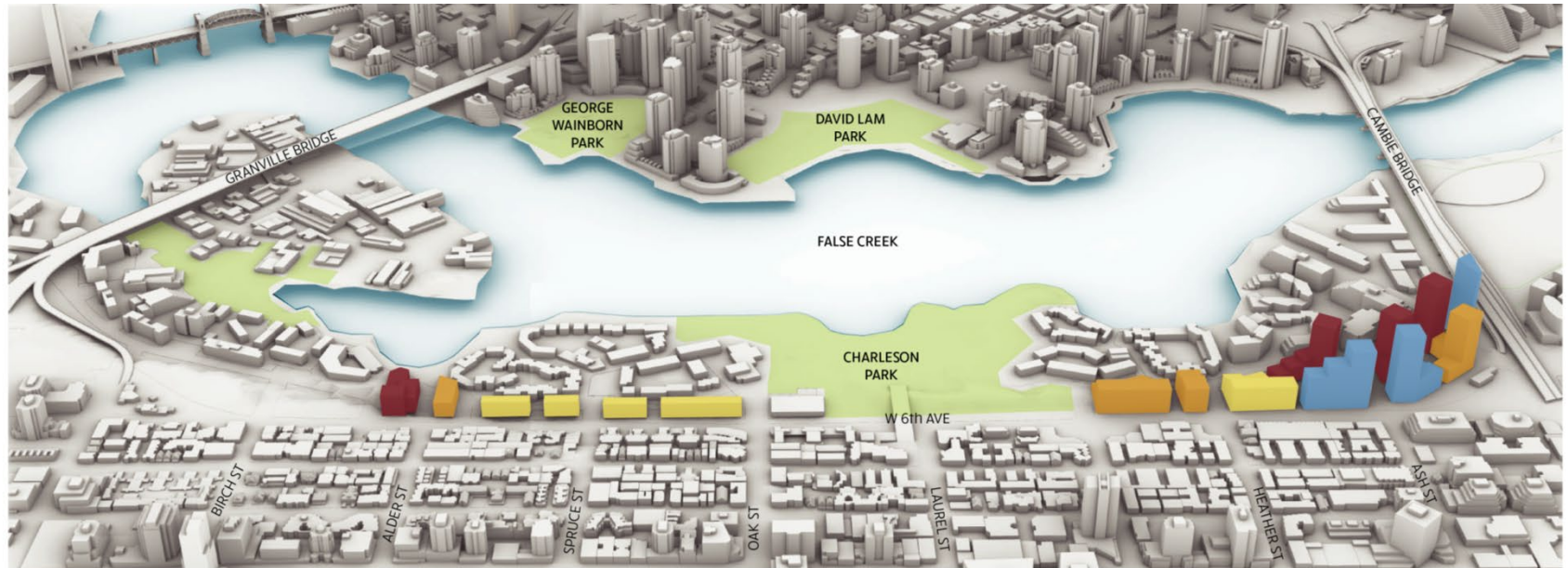
→ Development of
vacant sites

→ Redevelopment of
under-utilised sites

→ No redevelopment of
strata leasehold sites

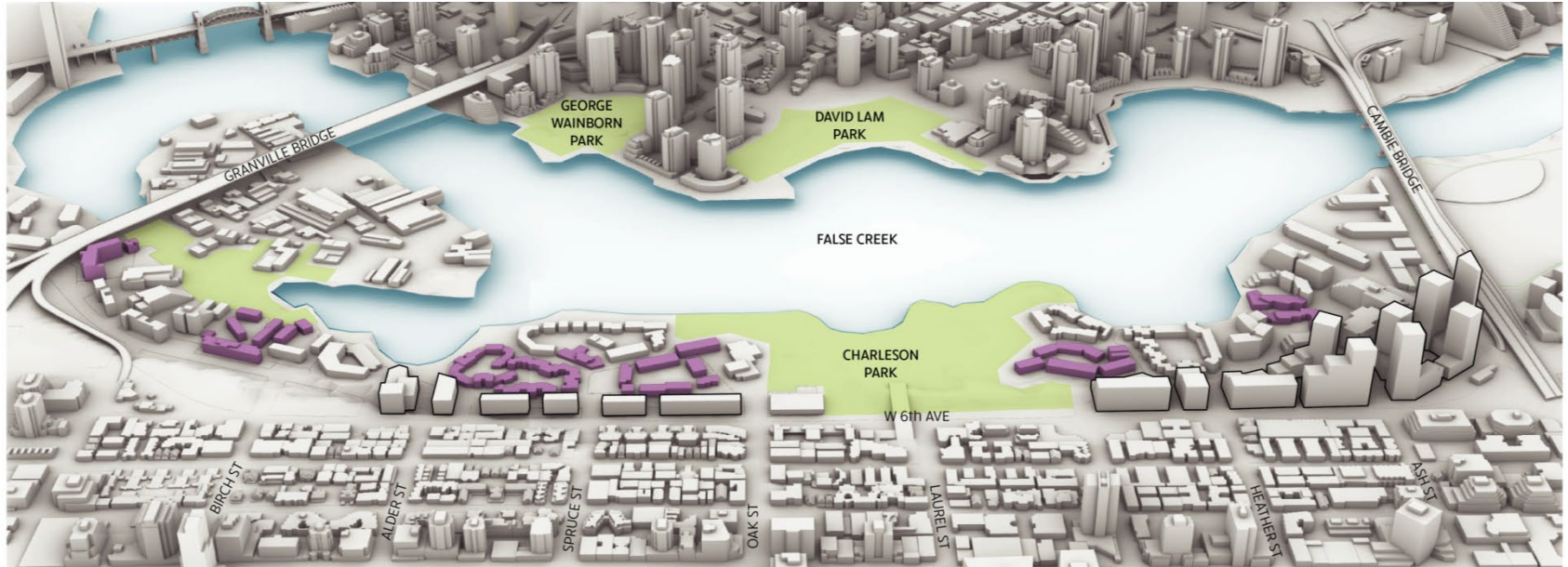
→ Redevelopment of
strata leasehold sites
once extended leases
expire

New Sites and Open Space Option: Phase 1.1 – 2022 to 2028



- Strata
- Market Rental
- Co-op
- Non-Market Rental Seniors, Care And Family

New Sites and Open Space Option: Phase 1.2 – 2028 to 2036



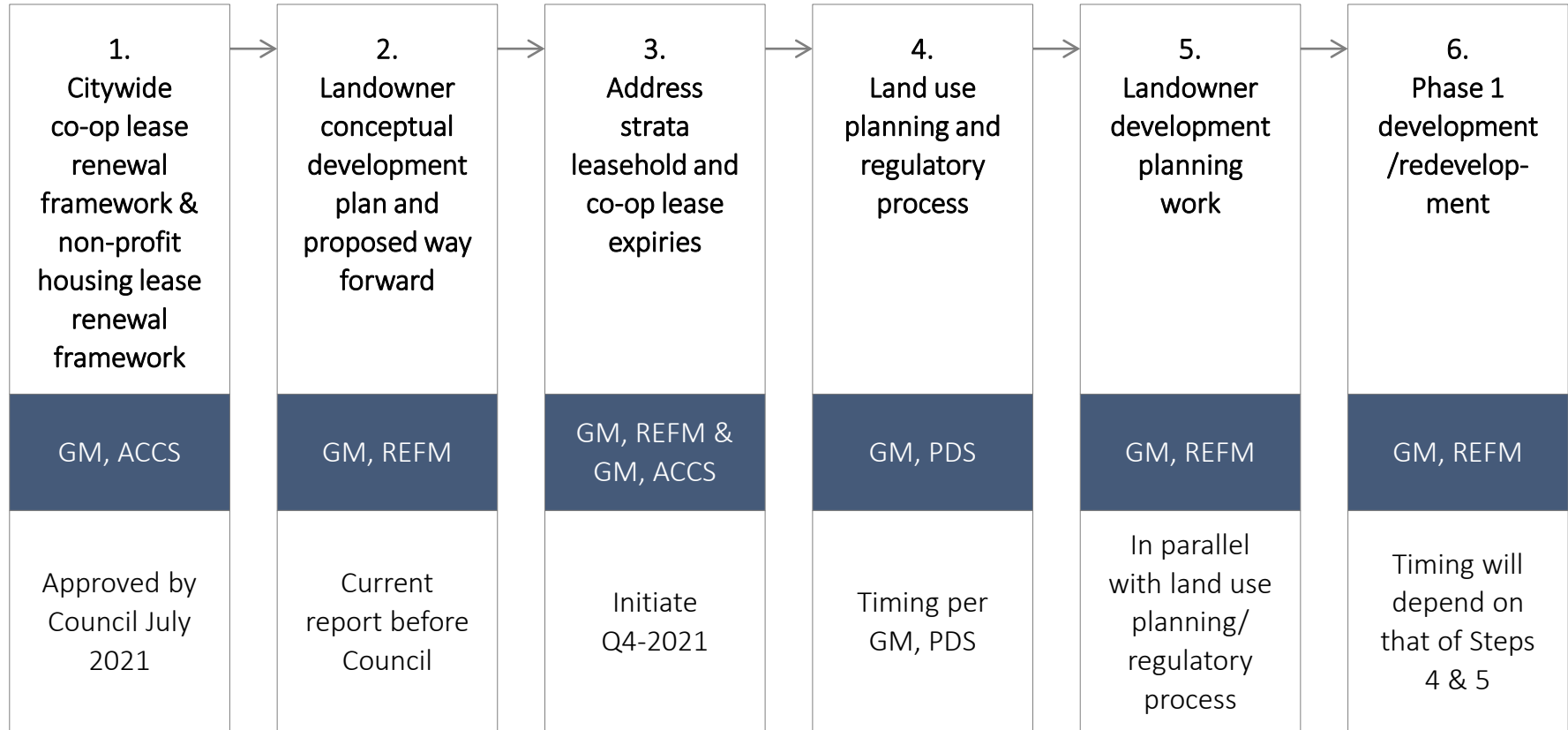
■ Relocate to New Parcels

New Sites and Open Space Option: Phase 1.3 – 2036 to 2040



- Expand Open Space
- Relocate & Develop False Creek Elementary School
- Strata
- Market Rental
- Co-op
- Non-Market Rental Seniors, Care And Family

Recommended roadmap, planning for the future of False Creek South



Financial, legal and risk implications of report's recommendations

- **Required work is funded.** Financial implications of report's recommendations are limited to staff/consulting resources required for GM, PDS to undertake a land use regulatory process and for GM, REFM and other departments to support/participate – to be funded proportionately by the Property Endowment Fund and the Vancouver Affordable Housing Endowment Fund
- **Financial implications.** Financial risk of report's recommendations limited to funding work associated with advancing a land use planning and regulatory process
- **Preliminary analysis indicates financially feasible.** Preliminary pro forma analysis indicates that recommended conceptual development plan is financially feasible, with important caveats that significant senior government/third-party partner funding would be required, and input costs are to be further refined via GM, PDS's planning process
- **All key decisions made by Council.** Both the landowner and the planning/regulatory work will come back to Council for information/approval at all key junctures

5.

Working with the False Creek South neighbourhood

Planning for the future of False Creek South, City's and community's roles

CITY'S ROLE		FALSE CREEK SOUTH COMMUNITY ROLE
1. Landlord. Manages leases	⇒	Counter-party. Each tenant has a formal contractual relationship with the City
2. Landowner. Plans/oversees any development or redevelopment	⇒	Informed. City keeps community informed as appropriate
3. Regulator. Leads land use planning/regulatory processes	⇒	Consulted. Community is consulted through regulatory process, as are key stakeholders and the MST nations
4. Policy-maker/infrastructure manager. Sets public policy, builds/maintains public infrastructure	⇒	Consulted. Community is consulted via City's established consultation processes

6.

Next steps

Recommended next steps



1.

Enter into strata
leasehold
lease negotiations

GM, REFM to seek to enter into formal negotiation process with the Strata Leasehold Society concerning FCS strata leasehold leases



2.

Advance formal co-op
redevelopment/lease
extension discussions

Per Council's July 2021 methodology for co-op housing lease renewals, GM, ACCS to enter into formal discussions with FCS co-ops re: redevelopment and/or lease extensions



3.

Initiate a land use
planning and
regulatory process

GM, PDS to initiate a land use regulatory process, to consider repeal and replacement of some/all of the existing *False Creek Official and Area Development Plan*



4.

Advance
development
planning work

GM, REFM participates in the GM, PDS's land use regulatory process, and advances work landowner development planning to support the regulatory process

