


FALSE CREEK FLATS

AREA PLAN

APPROVED BY VANCOUVER CITY COUNCIL MAY 17, 2017
LAST UPDATED JUNE 30, 2024



Originally serving as a rich ecological inland waterway utilized for fishing and gathering by the three host Nations of Musqueam, Squamish, and Tsleil-Waututh, the False Creek Flats has experienced dramatic alterations to its landscape and function over the last two centuries.¹ Each Nation had its own relationship to the area, including place names and uses for the lands and resources. There are many important places of memory including Skwahchays “the Hole in Bottom” (near the south eastern corner of the False Creek Flats) and Khiwah’esks “Separated Points” (located along Main Street) among others.

This plan seeks to raise awareness of the disruptive legacy of European settlement, and in particular the erosion of traditional food gathering, ceremonial and cultural practices and systems of governance during the building of what is now the False Creek Flats. The City will continue to work with local First Nations and urban Aboriginal residents, and strive, wherever possible, to forge new, positive, and constructive relations that offer benefit to the community at large. We also recognize that Vancouver is home to First Nations, Métis and Inuit from across Canada, and Indigenous peoples from around the world.

¹ Luxton and Associates, 2013. For detailed history on the False Creek Flats, please see *Eastern Core Statement of Significance* available at vancouver.ca/falsecreekflats



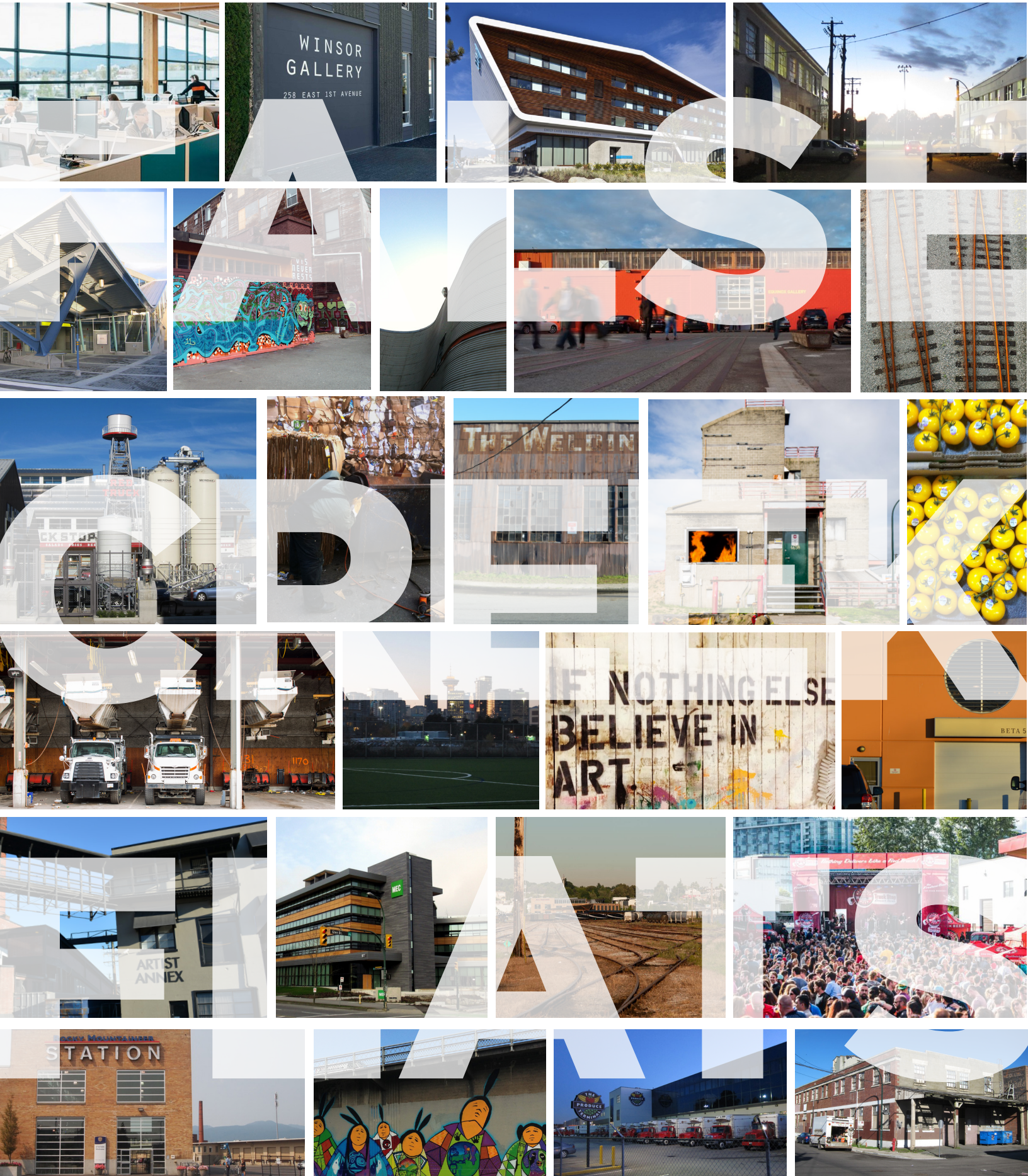


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The False Creek Flats of tomorrow
is a thriving, flexible and diverse
economic zone and a key driver of
our local economy.

Fueled by innovation, creativity and
production, this dense, vibrant and
unique landscape supports both
an intensified role in the innovation
economy as well as a continued
role in providing space for core and
“back-of-house” industrial functions
essential to a healthy, sustainable
and complete city.

**This plan sets the framework to
harness unique opportunities,
create more employment and
unlock untapped potential to
support both the businesses
leading the economy today, as
well as those poised to alter the
economic landscape of tomorrow.**





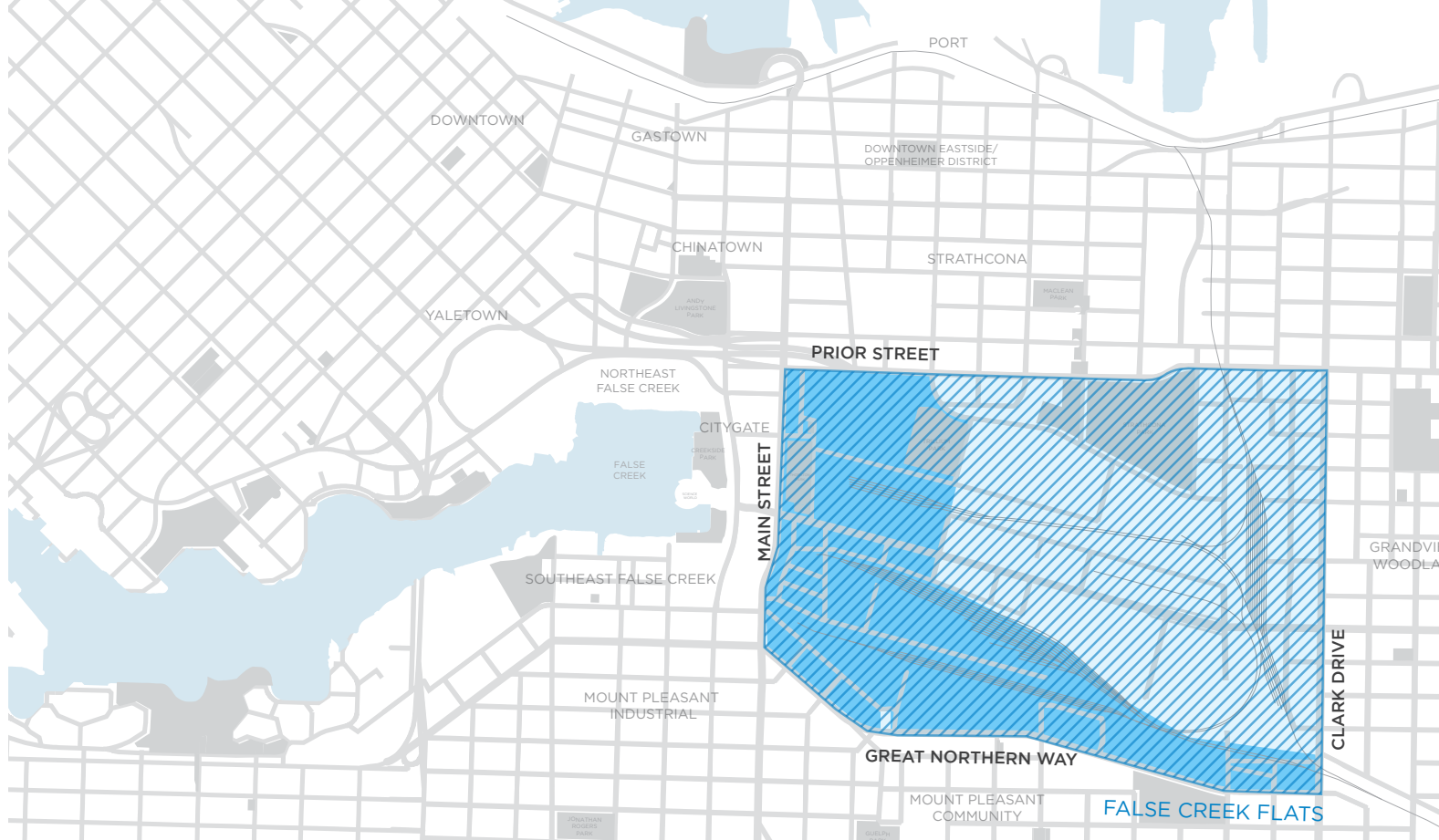
PART I: BACKGROUND





INTRODUCTION

1



The False Creek Flats holds a significant economic position within the city of Vancouver and its region. Comprised of over 450 acres of primarily employment land and located close to both downtown and the port, the Flats today has over 600 businesses in diverse and thriving sectors of the local economy.² Situated just east of the downtown peninsula, the area is well served by rapid transit and surrounded by residential neighbourhoods including Chinatown and Strathcona to the north; Grandview Woodland to the east; Mount Pleasant to the south; and Southeast False Creek, City Gate and the future Northeast False Creek neighbourhood to the west (Figure 1).

The area today “presents as a classic inner city industrial warehousing, wholesaling and distribution site, in terms of siting, location, development and mix of industries, and built form and landscape.”³ While its economic story over the last century has primarily focused on serving

distant markets through logistics, storage and wholesaling of goods, the future sees the Flats as the logical next step “in the redevelopment and extension of the City’s successful inner city new economy”.⁴ This plan supports this unfolding future and lays the foundation to increase the number of jobs in the area from the roughly 8,000 today to over 30,000 by 2047. While employment intensification is a primary objective, the plan also ensures the area provides the needed industrial space to service our city as an integral and essential component of a complete, healthy, and sustainable Vancouver.

The plan was prepared in collaboration with Vancouver Economic Commission (VEC) and should be read with the Flats Economic Development Strategy available at vancouvereconomic.com/flats. Together these two documents establish a framework for the future of the False Creek Flats.

² For detailed information on the existing business profile and changes, please see “The Flats: Area Profile” at vancouver.ca/falsecreekflats

³ Hutton, 2010. *The Emerging 21st Century Economy Land Use Issues for the City of Vancouver*. Discussion paper prepared for the City of Vancouver Planning Department. April 20, 2010, p.16

⁴ Hutton, 2010.



PLAN

PRINCIPLES

2

PLAN PRINCIPLES

The False Creek Flats process was launched with the adoption of Council approved principles which provided the framework for public dialogue. These principles were refined through public discussions, research, and analysis and should guide future development in the area to ensure it meets the goals of Council, and focuses on key priorities of the stakeholders to overcome the challenges facing the area.

Principle 1: Modernize the district to support a thriving new and innovative economy

Create an environment to support intensified job capacity with a focus on diverse sectors of the new and creative economies including medical, digital, and creative manufacturing among others.

Principle 2: Secure and intensify central industrial land for core and back-of-house functions

Retain sufficient core light industrial land, free of residential uses, to continue to support the day-to-day function of the city and to ensure strategically located space to support future economic opportunities.

Principle 3: Build off of existing character to foster a unique identity

Create and foster a unique sense of identity by leveraging key character assets, histories and economic anchors to establish a unique landscape of innovation and productivity in the various sub-areas.

Principle 4: Establish an enhanced and expanded public space network to support economic life

Develop a hierarchy of public spaces to support a variety of activities from passive reflection and introverted idea generation, to social celebration, collaboration, and the spillover of ideas.

Principle 5: Secure and strengthen the economic presence of arts, culture and food

Celebrate, support and enhance the arts, cultural and food economy in the Flats, with a particular focus on industrial production, recognizing the critical role these sectors play in a healthy and complete city.



Principle 6: Create affordable and secured space to support key economic initiatives

Recognizing rising real estate values and the challenges this brings, seek to leverage higher value uses to secure space for critical but lower paying users as well as economic start-ups and scaling of key sectors.



Principle 7: Ensure ongoing presence and improve efficiency of rail

Recognizing the positive impact of efficient rail on our streets, continue to work with rail and port partners to establish improved efficiencies and a more integrated relationship with neighbouring users.





Principle 8: Reintroduce natural systems towards a resilient and healthy environment

An area long covered in water, seek to reestablish natural systems, manage rainwater, address challenges of sea-level rise, and deal with soil vulnerability to build a healthy and more resilient area.



Principle 9: Improve connections and mobility to and through the Flats

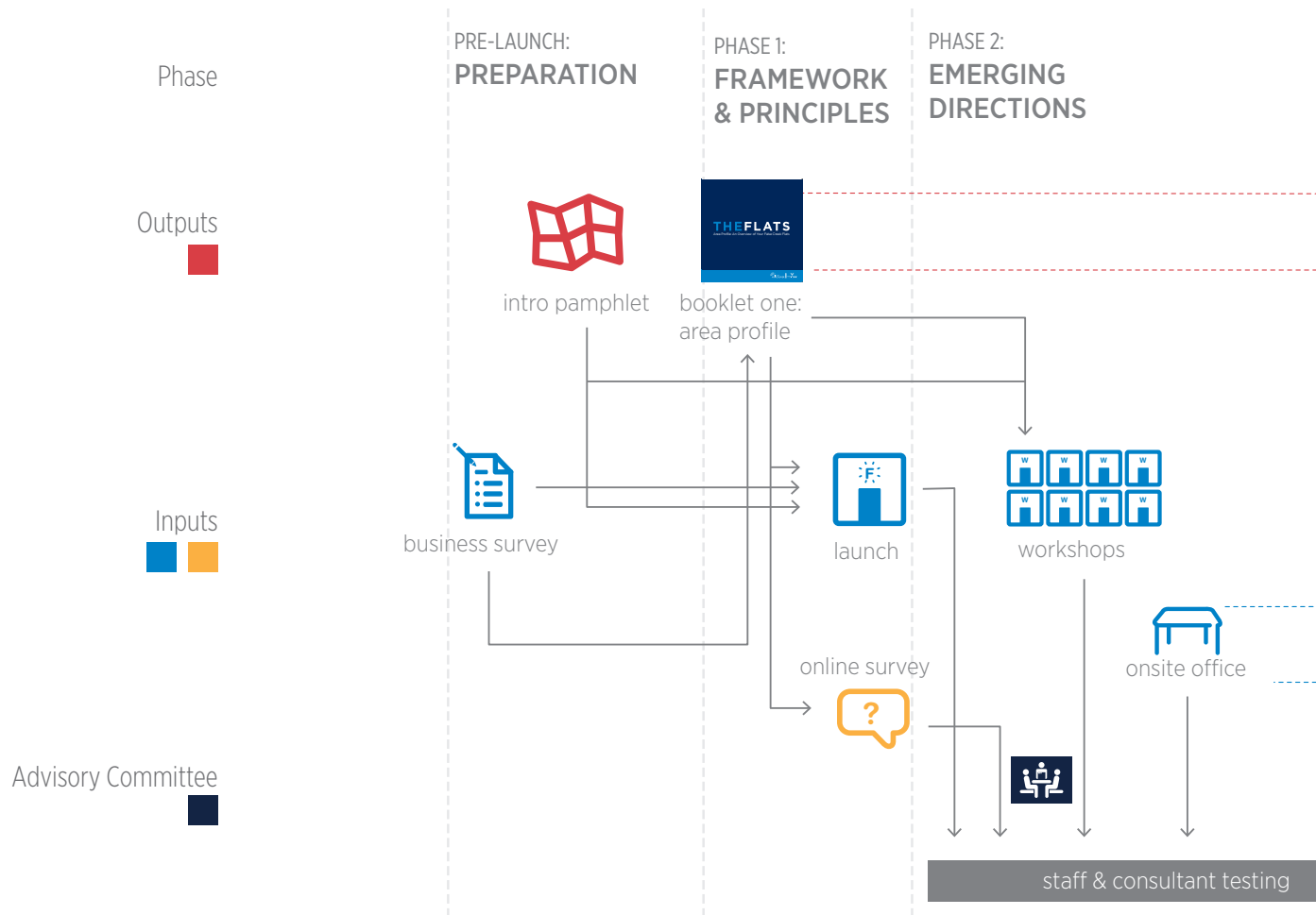
With transit on the periphery, high densities neighbourhoods surrounding the area, and assets throughout the Flats, seek to improve circulation with new streets, walking and cycling connections.



Principle 10: Support new models of housing to support economic initiatives and innovation

On the edges where residential is permitted, explore new models of housing that address the economic objectives of the area, while thoughtfully transitioning to the surrounding neighbourhoods.





Process Timeline

Engagement Highlights



150+
Flats businesses
responded
to our area
business survey



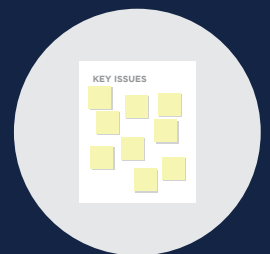
1,450+
members of the
public attended
our open houses
or events



650+
members of the
public visited our
Onsite Office



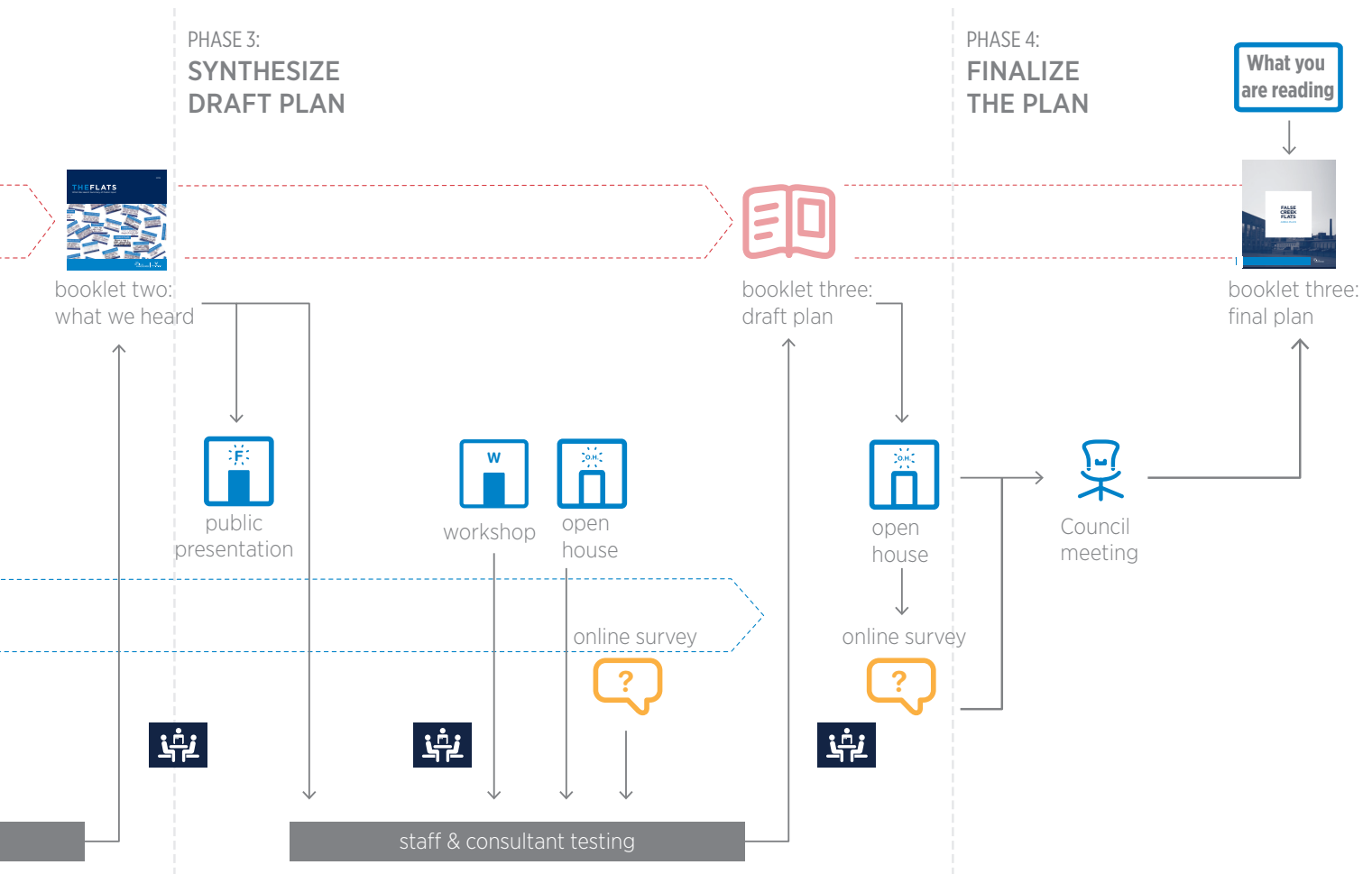
100+
businesses
engaged in VEC
led workshops



400+
individuals
attended
workshops and
presentations

PHASE 3:
**SYNTHESIZE
DRAFT PLAN**

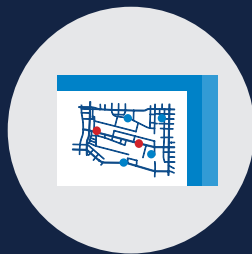
PHASE 4:
**FINALIZE
THE PLAN**



250+
students engaged
in research,
storytelling,
and design
projects through
CityStudios



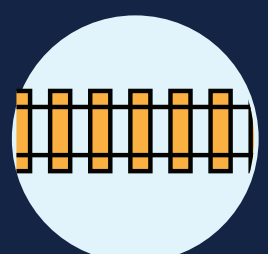
2x
#falsecreekflats
trended locally:
during the launch
event and draft
plan open house



1,578+
individuals
provided
feedback through
our surveys and
feedback forms



35+
stakeholders were
part of the False
Creek Flats Advisory
Committee



6x
meetings held with
a Goods Movement
Committee comprised
of stakeholders
involved in movement
of goods and people in
the Flats

As a primarily jobs and economy area serving city-wide, regional, and national economic functions, public engagement for the Flats required a customized approach adapted to the time pressures and needs of local businesses and industries. Recognizing this, an engagement process was established to ensure public involvement from diverse stakeholders. This included numerous meetings, workshops, events, online surveys and open houses and had more than 4,000 participants over the course of the two plus years.

Initial public engagement helped focus the plan directions and test the fit with the Council-approved plan principles. Detailed feedback from early engagement and workshops is outlined in detail in the “What we Heard” document, available at vancouver.ca/falsecreekflats.



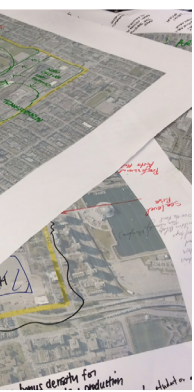
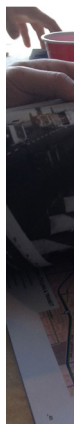
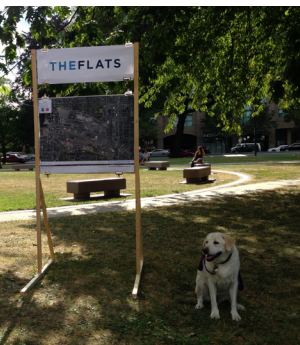
As contained within that document, the following themes emerged as some of the key considerations for a successful plan for the False Creek Flats:

- **Transportation** – north south links across the area including a walking and cycling link crossing the tracks and connecting the VCC-Clark Sky Train station across to Glen Drive; connected bike lanes, pedestrian safety and crosswalks; safe arterials, consideration of existing community gardens, additional parking that incorporates car share; and provision for a future higher speed rail connection to Seattle and beyond.
- **Economic** – an affordable business friendly hub model, demonstrating light industrial innovation and the circular economy, a special zone testing new venture models and industries - providing an example to the world.
- **Land Use** – intensification of green jobs in light industrial uses in multi-storey buildings, walkable street level shops and restaurants, parking facilities, low cost artist and innovation spaces.
- **Sustainability** – the exciting core of the world's greenest city and a model of green spaces and places, greener business activities, appropriate infrastructure and development, adaptability to rising sea levels and innovative rainwater management.

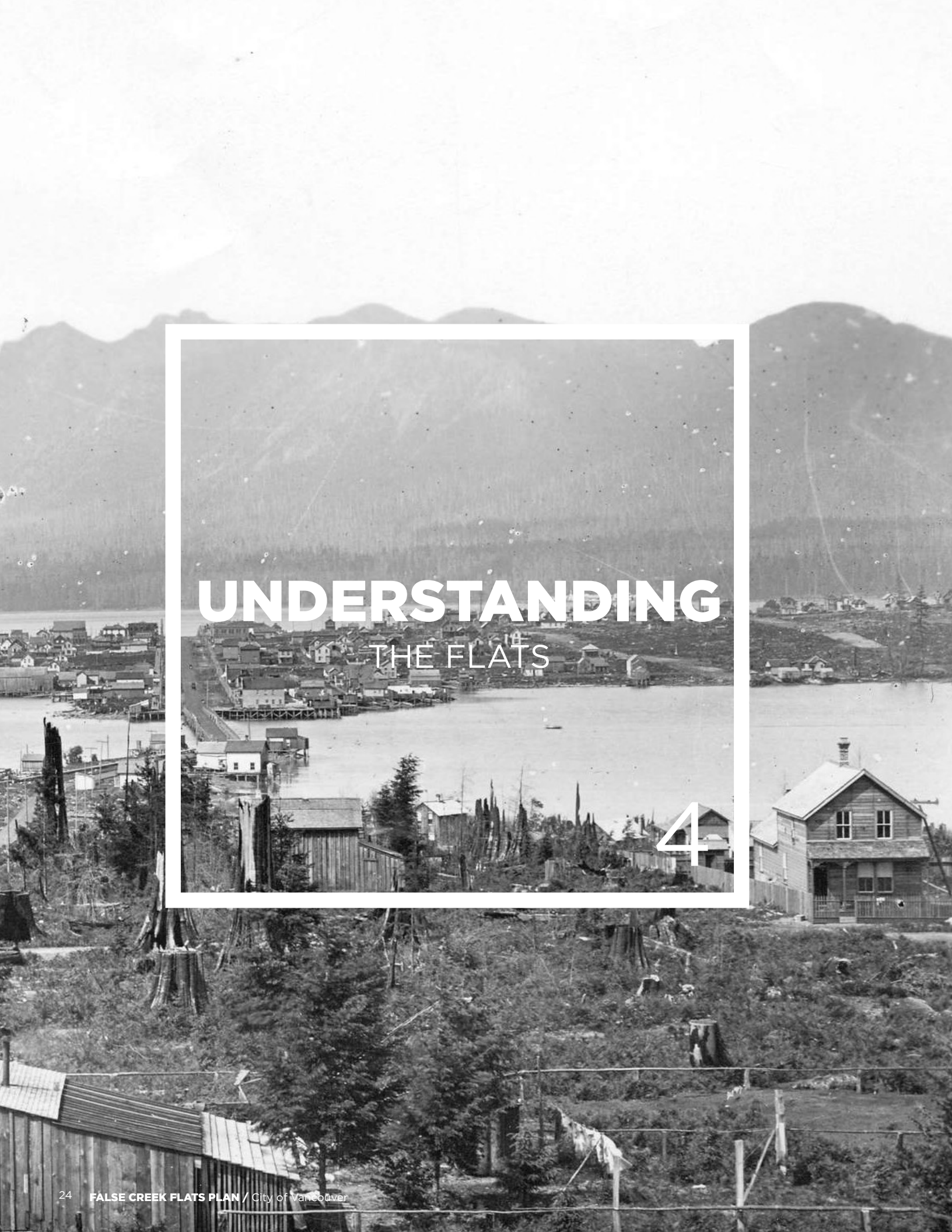
- **Places and Amenities** – well connected to the city, cleaner and safer, unique, vibrant spaces and amenities with more street lighting providing vibrant outdoor spaces, with more people in the area.
- **Heritage and Scale** – honour the industrial history of False Creek through retaining valued industrial heritage buildings and have water play a key role in its landscape architecture.
- **Food** – a food district containing an all-inclusive food bank/hub, community gardens, distributors (produce row), breweries, Aquaponics, rooftop greenhouses and a permanent indoor and outdoor farmers market for local foods and art with commercial processing and eateries.
- **Arts and Culture** – affordable and accessible studios for artists' diverse needs in arts and culture hubs.
- **Well-Being, Employment and Services** – acknowledgment and revival of indigenous cultures and practices, a rehabilitation centre, a local employment access point ("Job Board") assisting local job seekers and a community benefits agreement for local procurement and social impact employment.



The above documents were developed as an input into the planning process to help inform stakeholders of key ideas and information along the way. These documents are available at vancouver.ca/falsecreekflats.







UNDERSTANDING THE FLATS

4



HISTORY OF THE FLATS

An area long defined by transportation and commerce, the present day False Creek Flats, up until the early days of the twentieth century, sat as a muddy tidal flat on the eastern end of False Creek. The rich variation of natural features, including a number of streams cutting down the southern escarpment, provided diverse and abundant resources for the First Nations people of the area and included some of the largest salmon and trout runs in Vancouver.

As the industrial activity of Vancouver's resource economy filled in the downtown peninsula and shores of False Creek, the City sought to accommodate further economic expansion and looked to the mud Flats to accommodate some additional rail terminals. Following a favorable public vote, in 1915 the filling in of the Flats began utilizing a variety of materials including

landfill from nearby development projects, scrap lumber and bricks from surrounding mills and general industrial waste.⁵ By 1917, the Flats were completely filled in and by 1919 both the Great Northern Railway (GNR) and Canadian Northern Railway had established their new western terminals in the False Creek Flats, thereby laying the foundation for the area's industrial future. With the needs of the rail facilitating the filling in of the Flats, the parcel sizes and roadways eventually established, reflected a haphazard delineation that remains today and stands in great contrast to the care and rigor which defines much of the early surveying for the rest of Vancouver.

⁵ *Luxton and Associates, 2013.*



THE FLATS TODAY

Experiencing many economic shifts over the last century, the Flats today has over 600 businesses and roughly 8,000 jobs representing a remarkable diversity of uses. Artist and cultural producers; brewers and chocolatiers; digital, green and bio tech companies; rail operators and new car dealers; and a wide assortment of other users all coexist within the area. “This diversity has resulted from a combination of factors including rail service, a long history of industrial use, a stock of older buildings that have been made available at low rent, proximity to the core without pressure to accommodate core-oriented uses, and zoning that allows a wide range of employment uses.”⁶

The area has a range of land use designations across eight different zoning districts. These zones each conform to the broad regional designation as outlined in Metro Vancouver’s *Regional Growth Strategy* (policy guiding the overall growth and development of the region).⁷ For the Flats, most of the land is preserved for employment uses and residential uses are specifically prohibited. These employment lands represent roughly a fifth (18%) of Vancouver’s regionally designated employment lands.

While still predominately employment lands, a number of economic, transportation, development, and technological transformations have altered the economic landscape of the Flats. Originally on Vancouver’s urban periphery, and forming a logical location for warehouse and distribution businesses, the area today sits squarely within the metropolitan core, is well-connected to transit, and has some of the most expensive industrial land in the region.⁸ Rising land values, coupled with new technologies, have transformed shipping and logistics and made the area’s physical proximity to the port and the presence of rail far less relevant for new businesses. Instead, the locational factor that appears to be driving demand for land in the Flats today is its proximity to downtown markets, with nearly three-quarters (74%) of new businesses identifying this proximity as essential or important compared to less than half (48%) of businesses

that have been at their current location more than ten years.⁹

In this shift, the Flats is seeing its role as primarily a logistic and distribution hub continuing to erode. In place of this, the area has seen an increase in smaller wholesale trade agents and distributors, as well as a much broader collection of businesses in very diverse sectors of the economy. Many of these businesses are exploring innovative business models aimed at increasing efficiency and reducing waste, developing new products and services for solving both physical and social problems, and exploring innovative approaches to economic development at the grassroots level. For a more detailed description of the clusters and economic drivers fueling the Flats economy today, please refer to *The Flats: Economic Development Strategy* published by the Vancouver Economic Commission and available at vancouvereconomic.com.

⁶ Coriolis, 2016, p. 26

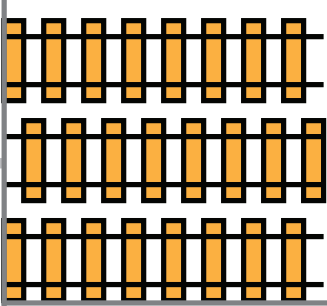
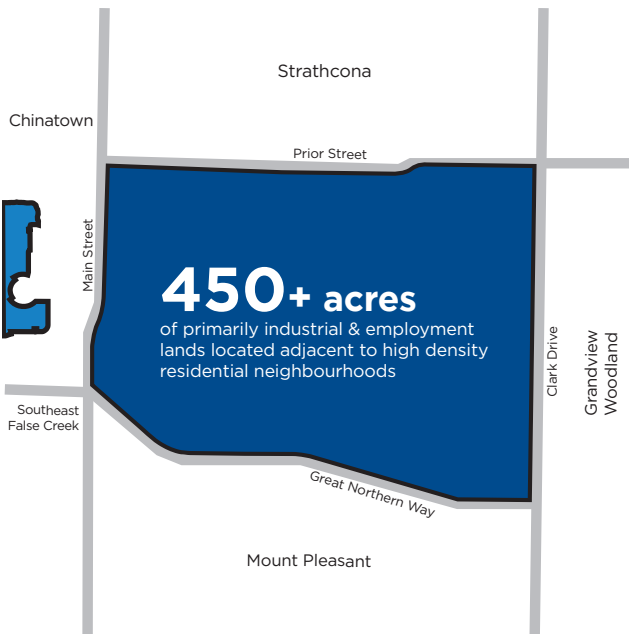
⁷ Metro Vancouver 2040: *Shaping Our Future*

⁸ CBRE *Industrial Land Values 2014*

⁹ Mustell. *False Creek Flats Business Surveys (2005 & 2014)*



This Plan should be read with the Vancouver Economic Commission’s (VEC) Economic Development Strategy for the Flats.



44.8 km
of rail in the Flats -
much of it bisecting
north-south movement
through the area



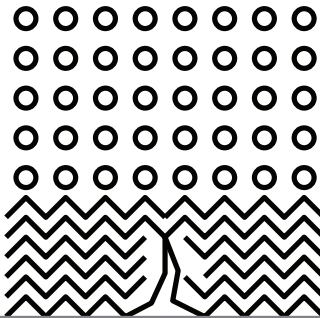
7
universities & educational
institutions

0.5 km to Downtown

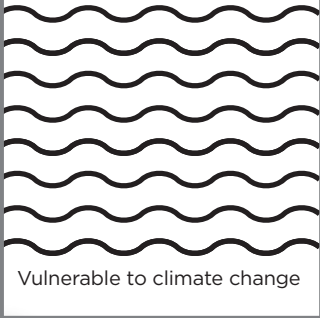
0.8 km to Port of Vancouver by rail



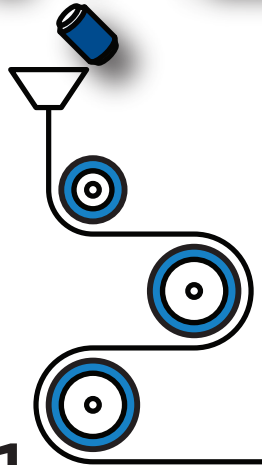
Industrial fill and
dirt from
surrounding areas
was used to fill
the Flats. As
such, the ground
is vulnerable to
liquefaction in a
major seismic
event



Technology & research
and development
businesses

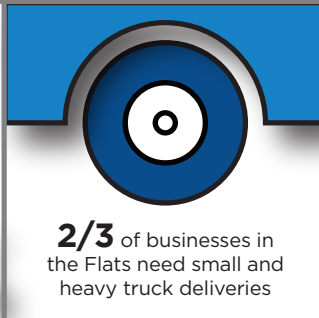


Vulnerable to climate change

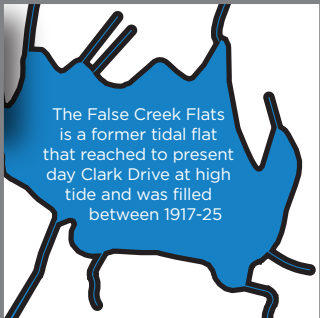


Largest &
most diverse
produce
distribution cluster
in Metro
Vancouver

19%
of businesses in the Flats
identify themselves as part
of an arts & culture cluster

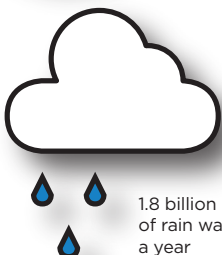


2/3 of businesses in
the Flats need small and
heavy truck deliveries



The False Creek Flats
is a former tidal flat
that reached to present
day Clark Drive at high
tide and was filled
between 1917-25

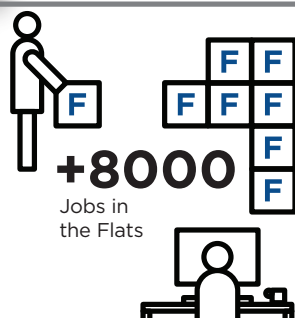
11
Recycling & waste
management businesses
make up the largest
cluster in Vancouver



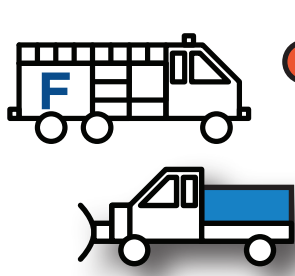
1.8 billion litres
of rain water
a year



Some of the most
expensive
industrial land
in the region



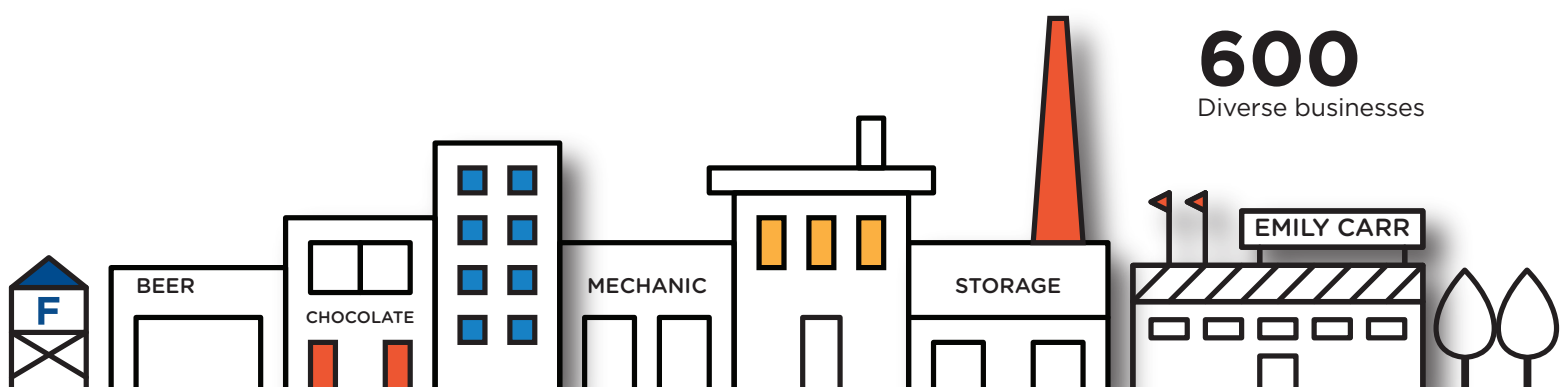
+8000
Jobs in
the Flats

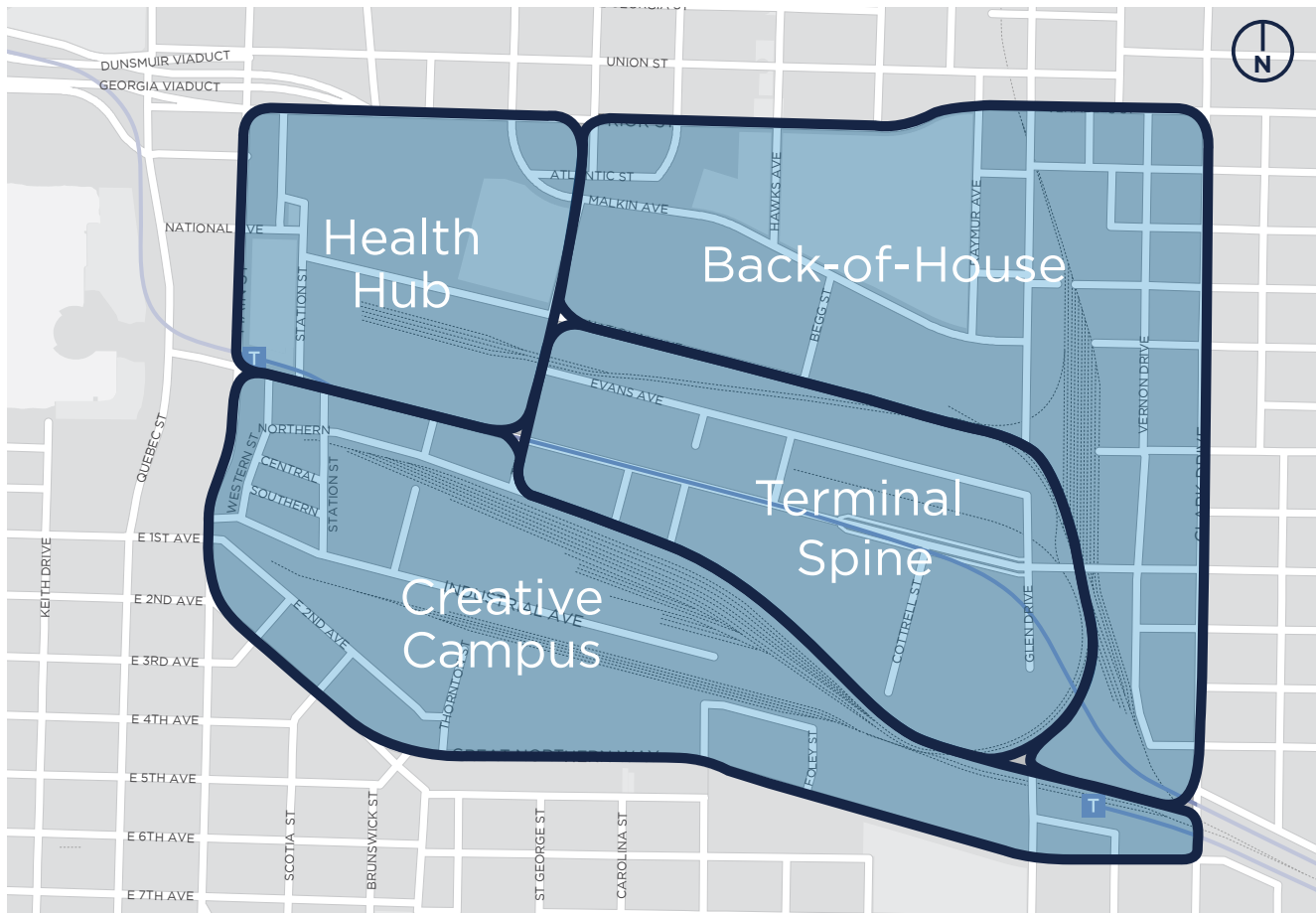


Home to key City
assets including
works yards and
police & fire
training facilities

600

Diverse businesses





CHARACTER SUB-AREAS

Several factors contributed to the emergence of unique character sub-areas and economic clusters in the False Creek Flats. Rail infrastructure effectively separated geographically proximate neighbours while zoning and regional policy shaped the types of businesses and developments that filled in these areas. A number of economically significant clusters have emerged including in arts and culture, manufacturing, food, textiles, building

and construction, automotive and transportation, clean technology, life science, waste management and digital communications. Throughout the Flats a number of buildings and structures remain from the area's early development, offering interesting elements that help define these unique places. From these and other factors four distinct sub-areas are identified, which provide the foundation for the plan.



HEALTH HUB

A longstanding location of transportation significance, the Health Hub today continues to be defined by its original function. The one remaining, of two original rail station termini, Pacific Central Station serves both long-distance rail and coach service for Vancouver and is one of the most iconic buildings in the area. Next to the station sits a vacant 18.5 acre site slated to become the future home for a new St. Paul's Hospital and Health

Campus. With a history of rapid transit, the sub-area is home to the original stretch of test tracks for the region's SkyTrain rapid transit system and includes a station at Main Street and Terminal Avenue. Existing amenities in the sub-area include two significant parks, Thornton Park and Trillium Park, as well as close proximity to the seawall and the eastern edge of False Creek.





CREATIVE CAMPUS

Located on the southern edge of the Flats, the Creative Campus is well-served by transit. Already home to two stations, serving both the Expo and Millennium lines, this area will see another station built as part of an extension of the Millennium Line along Broadway. The area is centrally located within an emerging cluster of the innovation economy stretching down Main Street from Railtown in the north to Mount Pleasant in the south, with the sub-area anchored by the emerging institutional campus at Great Northern Way. This campus includes a new home for the Emily Carr University of Art + Design (ECUAD)

as well as the Centre for Digital Media (CDM), a Master degree program jointly offered by the four institutions at Great Northern Way: ECUAD, the University of British Columbia (UBC), Simon Fraser University (SFU) and the British Columbia Institute of Technology (BCIT).

Drawn to the industrial character and emerging campus, a number of art galleries have recently relocated to the area joining a long-standing cluster of automotive repair and service businesses. Other recent arrivals include a new campus for Columbia College and a large brewery for Red Truck Beer.

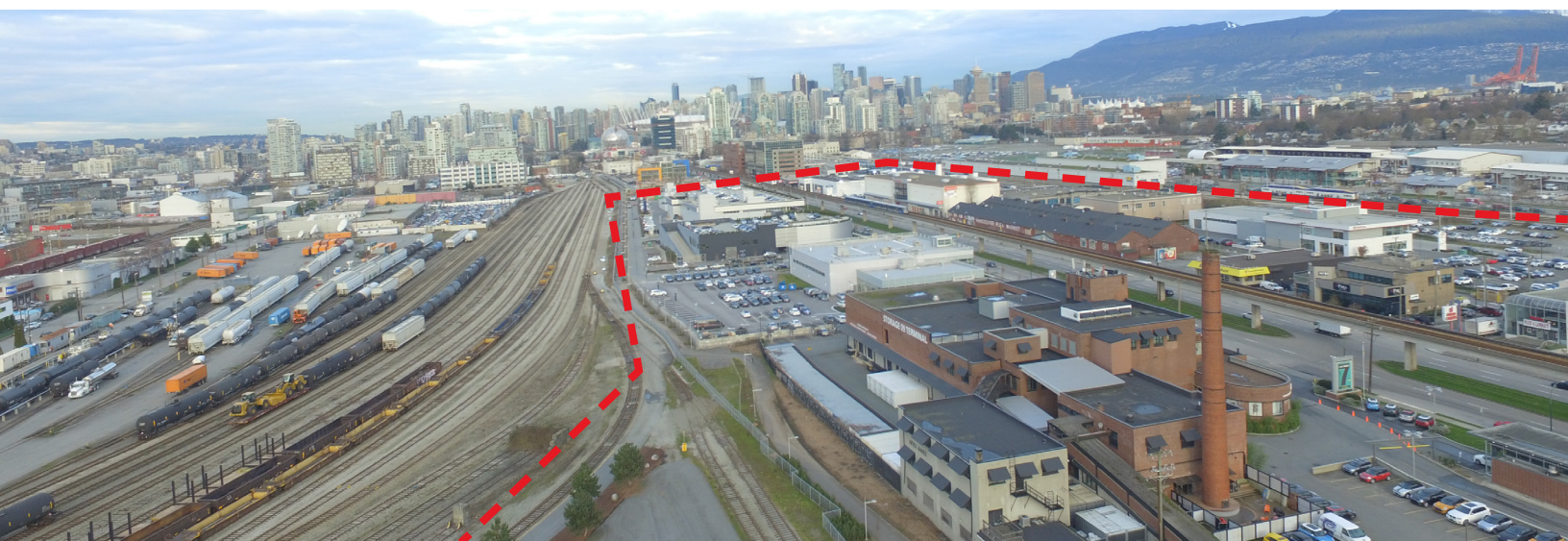




TERMINAL SPINE

Located between the passenger lines to the north and the Canadian National (CN) and Burlington Northern Santa Fe (BNSF) freight yards to the east and south, the Terminal Spine sub-area is largely cut off from surrounding areas by railyards. While relatively land-locked, Terminal Avenue functions as a key gateway into downtown running east-west through the centre of the sub-area. This route brings numerous commuters and goods to downtown from the eastern neighbourhoods and surrounding municipalities. Due to the topography of the area, a pronounced sense of

arrival is experienced as one travels westbound on Terminal Avenue over the eastern rail yards, opening up expansive views over the Flats. Home to a number of service industrial, wholesale, and storage functions, the sub-area has increasingly been defined by the presence of a number of large scale retail activities, including stand-alone auto-retailers. Located near the middle is a series of significant heritage and character buildings including the Canada Packers Building, the old CN repair facility, and an old cross-docks logistics facility.





INDUSTRIAL BACK-OF-HOUSE

The Industrial Back-of-House sub-area in the northeast corner of the Flats provides a strategic location for a variety of core industrial and city-serving businesses, industrial art production studios, and an established and growing food district. In addition, these centrally located lands are home to several City of Vancouver facilities and play a critical role in providing essential civic services City-wide – such as the maintenance and repair of roads, infrastructure and City facilities –

and emergency management and response from Vancouver Fire and Rescue, the Vancouver Police Department and the Heavy Urban Search and Rescue. Anchoring the public life of the sub-area is Strathcona Park, home to two of Vancouver's oldest community gardens and a number of playing fields, playgrounds and other assets. A major location for the food and cultural economy, this sub-area includes numerous artist studios at 1000 Parker Studios and Mergatroid among others.





PLAN SUMMARY

5

FLATS 2050 VISION

The Flats will have three times more employees and a new high-density industry and mixed business environment that will be integrated and connected across the area. As targeted by the Greenest City 2020 Action Plan, the Flats will be “the greenest place to work in the world” and a decidedly healthier place to work. The long term vision of the False Creek Flats is:

A thriving, flexible and diverse economic zone in our city and a key driver of our local economy, the Flats provides employment and entrepreneurial opportunities. Fueled by innovation, creativity, and production this landscape supports both an intensified role in the innovation economy as well as a continued place for the “back-of-house” industrial functions so essential to a sustainable and complete city.

The area’s businesses are global leaders who leverage synergistic opportunities between the area’s anchor institutions, established leaders of health care, higher-education, research and development, and are consistently contributing to the development of an advanced workforce of tomorrow. Further, the area provides meaningful employment to those with barriers to employment through skills-training programs that seek to accomplish a sustainable, just, and healthy future for Vancouver.



OVERVIEW OF THE PLAN

The plan, in conjunction with the VEC's Economic Strategy, provides the framework to harness the unique opportunities and unlock the untapped potential of the Flats. The five key actions to establish this include ensuring the right programs, spaces, places, connections and environment are in place to deliver a thriving and healthy economic district in this strategic area of Vancouver's city core. Look for the following icons throughout the plan's policies.



PROGRAMS

Supporting the businesses of today and tomorrow, the plan seeks to establish new programs to create a more productive, sustainable, and integrated area. The plan supports the emergence of new ways of working, new business models that focus on the benefits of clustering, resource sharing and partnerships, and programs to support the growth of new economic sectors. By connecting business to key anchors and institutions, opportunities are identified to support the emergence of innovative clusters and affordable spaces for artists, as well as opportunities to support a thriving food economy.



SPACES

By enabling intensified and flexible buildings, the plan will accommodate 20,000 new jobs within diverse economic sectors. These spaces will support the intensification of employment and new industries linked to health, food, education, service and digital business. The total employment floor area will increase from 5.4 million sq. ft. to over 11 million sq. ft. through new land use policies and regulations. In addition, to support the economic imperatives of the plan, the periphery will introduce new mixes of residential use and tenure in select areas.



PLACES

Addressing the lack of existing amenities and recognizing the area's natural, cultural and industrial heritage assets, the plan proposes a strong network of diverse, well-connected and unique amenity rich public places. This will create interesting and active outdoor spaces that encourage people to extend their workdays outside, to socialize and collaborate in the public realm.



CONNECTIONS

Recognizing rail as an integral component of the future area, the physical barrier of this national economic asset is one of the biggest challenges. The plan identifies a number of key connections to better link businesses to one another and their surrounding neighbourhoods. These connections will improve goods and services movement, create north-south permeability, better connected walking and cycling routes, and a more effectively managed parking and loading system.



ENVIRONMENT

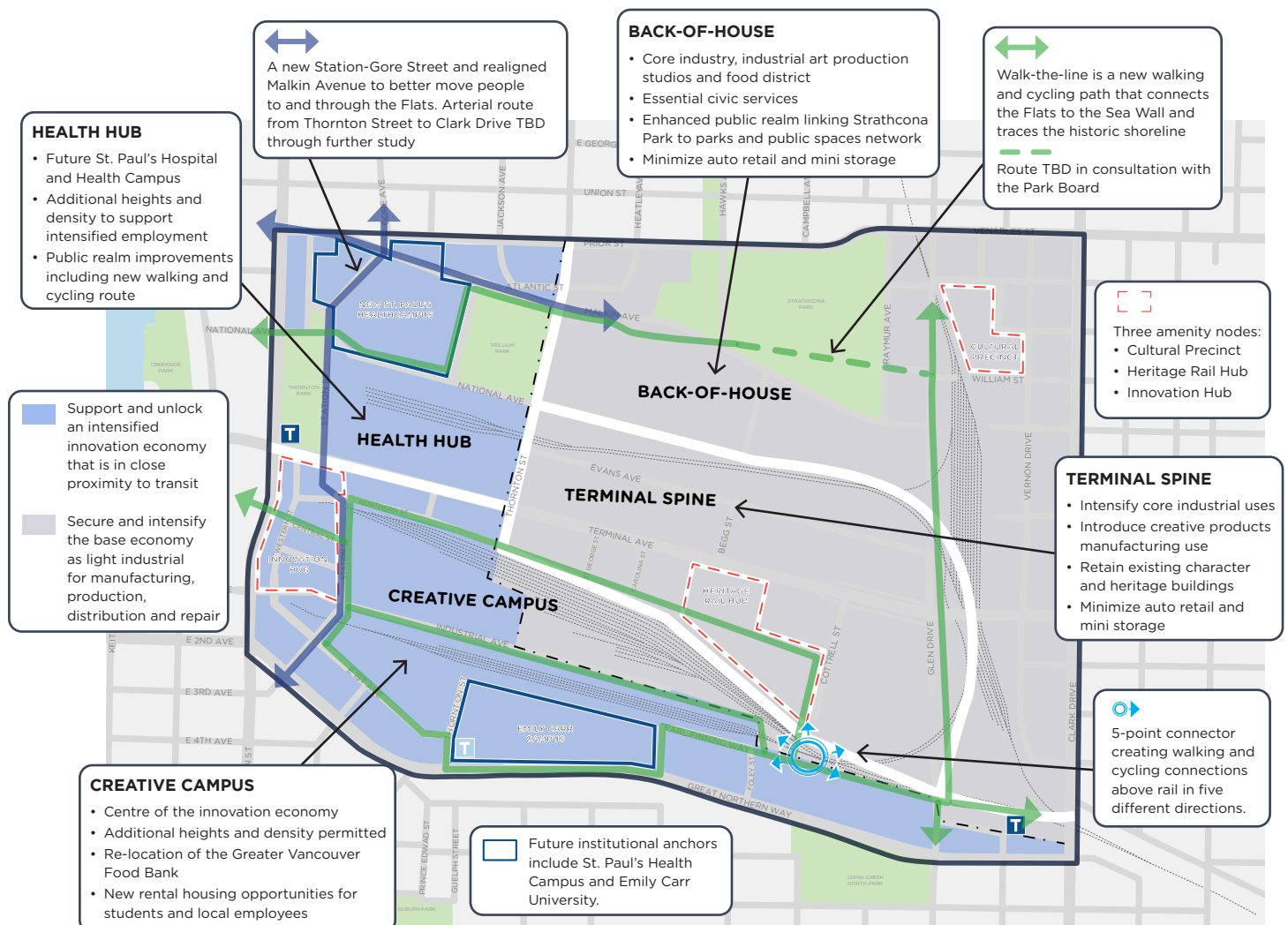
The plan addresses challenges of climate change and seismic vulnerability, while creating a healthier, more resilient environment for area employees and visitors alike. Public spaces will capture and filter excess rainwater, increase urban forest and tree canopy, and embed public art features and small business start-up showcasing. Buildings will be encouraged to contribute to sustainability through green and resilient spaces, businesses, infrastructure and development. Key new and existing infrastructure will be hardened and rehabilitated to meet post-disaster requirements to ensure that emergency response and civic serving operations are easily mobilized.

SUMMARY OF KEY DIRECTIONS

There are two primary land use approaches to achieving the objectives of the plan: in the eastern half, the plan seeks to secure core industrial land to serve base economy and back-of-house city serving functions while intensifying new and emerging industrial-office uses in the more accessible segment along Terminal Avenue. On the western and southern edges, in the areas well-served by transit, a well-functioning and unique environment will be established to support a thriving innovation economy, anchored by the major institutional hubs of Emily Carr campus and the future St. Paul's hospital.

The plan builds on four character sub-areas; the Health Hub in the north west, Creative Campus in the south west, Back-of-House in the east and Terminal Spine in the centre. Two slightly different approaches to the two industrial subareas of the 'Back-of-House' and 'Terminal Spine' are proposed. The Back-of-House sub-area is a well-

functioning production, distribution and repair area of the city that stretches along the major truck corridor of Clark Drive and is well connected to the adjacent districts in Grandview-Woodland and the Downtown Eastside, up to the port. Remaining a strategic light industrial area in future, minimal changes to the existing zoning (apart from the removal of self-storage and auto retail) are recommended to support core industries. This plan recognizes that Civic-owned lands must be protected and enhanced to ensure that essential services, emergency management and emergency response are available to support both the demands of the growing immediate community as well as the larger City-wide community. The central location of the Flats and the industrial functions that are allowed in this area are essential for the operations of these work yards and critical to the effective delivery of services.



Along the Terminal Spine, intensification of employment through the introduction of a limited amount of Creative Products Manufacturing is proposed, with the delivery of ground floor light industrial production, distribution, repair or industrial artist space. While this sub-area will no longer permit mini-storage, auto retail use could remain, but future developments will need to incorporate a higher density of employees than is typically delivered in a stand-alone auto retail showroom.

In the western and southern areas of the Health Hub and Creative Campus, the intensified mixed employment area will be anchored around St. Paul's and Emily Carr, which will drive economic growth and synergistic spin-off opportunities. Both of these areas are well-served by rapid regional transit, and are located in close proximity to high-density residential neighbourhoods. In the Health Hub to the north, the sub-area will be anchored by the St. Paul's hospital and health campus, connected by Station Street linking the Pacific Central station through the new health campus to the DTES on Gore Avenue. Significant intensification of employment is anticipated across the area, with the Health campus including laboratories, research centres, creative products manufacturing, high tech, general office and health care offices.

In the south, the Creative Campus will be anchored by the new Emily Carr University of Art and Design (ECUAD) and the established and future institutional and economic uses tied to the Great Northern Way Campus. This area will be a critical driver of the innovation economy, while supporting the introduction of compatible and synergistic industrial uses at the ground floor. In addition to the increased density, economic flexibility is also incorporated, allowing for an increase in Digital Entertainment, Information and Communication Technology (DEICT) office, as well as General Office, with the delivery of light industrial or artist space on the ground floor.

Innovative models of housing along the western periphery of the site and near the transit stations are recommended to support the economic goals by delivering limited rental housing opportunities for people working in the area. This includes some student housing at the Great Northern Way campus; minor changes to the Artist Live-Work district along 1st Avenue for rental housing; limited residential mixed with industrial as a transition to the neighbouring Strathcona community on Atlantic Street; seniors housing above the Fire Hall maintenance facility; and limited rental housing for health related workers and researchers north of

Malkin Avenue.

Three key amenity nodes are proposed that build off of their unique characteristics to anchor public life in the area. These include:

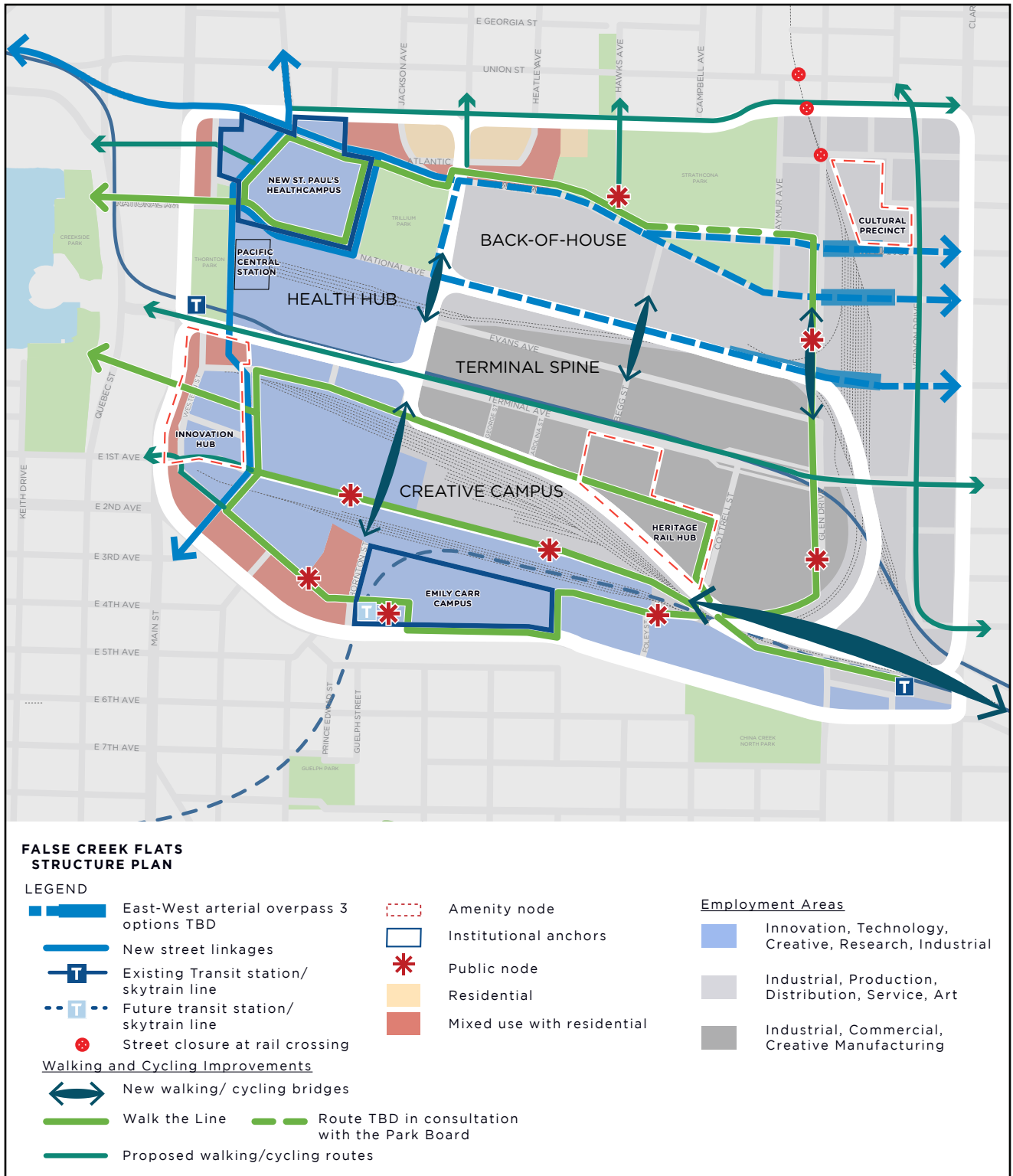
- **The Cultural Hub**, centred around the character buildings of the old Restmore Manufacturing properties at 1000 Parker, which will include the retention or replacement of the existing artist studios;
- **The Heritage Rail Hub**, located at the foot of Cottrell street anchored around three key heritage and character buildings, which would include space for year-round farmer markets and office and/or hotel uses; and,
- **The Innovation Hub** in the city-owned properties at Main and Terminal, with a focus on local food economy, creative economy hub, light industrial start-up and acceleration space, digital and other office uses.

With rising real estate values placing upward pressure on affordable space for industrial and creative art production users in the city, the plan also proposes a series of approaches to leverage tools available to secure and deliver new and affordable space to intensify employment for social enterprises, start-ups, artists and industrial incubators. Creating road and bike/pedestrian connections over the rail will be critical to ensuring the economic opportunities in the area are maximized. Connecting all these initiatives around the Flats will be the 'walk the line' pathway serving as a reminder of the historical shoreline, using its green infrastructure to manage major storm event rain water, housing public art and business showcasing activities at amenity nodes at key points.

The Public Benefit and Implementation Strategy at the end of this plan provides strategic direction for the delivery of key amenities and infrastructure to help achieve the plan's goal of unlocking the economic potential of the area. Quick Start projects for short term implementation are proposed and include providing the support for the business and institutional communities to establish a representative association to coordinate plan implementation. Work will continue to identify a Prior/Venables replacement arterial and implement the creation of strategic connections across key railways to improve links through the area.

STRUCTURE PLAN

The structure plan provides the overall physical framework for the local area plan and the policy directions outlined in the following chapters.



Note: Some areas may be subject to the Transit-Oriented Areas Designation By-law and the Transit-Oriented Areas Rezoning Policy.





PART II: **PLAN POLICIES**





ECONOMIC DEVELOPMENT

6



STRATEGIC DIRECTIONS FOR ECONOMIC DEVELOPMENT

- Create a landscape for innovation
- Intensify employment opportunities near transit
- Secure strategic base industrial lands
- Promote arts, culture and creative industries
- Support the local food system and food economy
- Provide amenities to support well-being & the local economy

INTRODUCTION

A desire to enable and support the growth of a resilient, innovative and thriving economy is the primary motivation of the plan. As such, the economic development initiatives outlined in this chapter provide the framework for the sections that follow. For many cities around the world the “innovation economy” is celebrated as the new engine of prosperity in the global marketplace and is used as a rationale to reorganize inner cities and to develop new strategies and policies to accommodate its growth. Concurrently, it is recognized that preserving adequate industrial land for the delivery of essential functions and future opportunities is critical for a healthy and sustainable city. These two aspirations set the broader foundation of the plan:

1. Support and unlock an intensified and thriving “Vancouver Made” innovation economy in the transit rich areas of the False Creek Flats; and
2. Secure, support and intensify the base economy light industrial “back-of-house” for manufacturing, production, distribution, and repair in this centrally located area of the city.

CITYWIDE CONTEXT

Vancouver is home to internationally renowned artists, some of the first and largest artist-run centres, and has one of the highest concentrations of artists nationwide. Art and culture attracts business, workers and tourists and boosts the local and regional economy. The city's arts and cultural sector depends heavily on the support services and production spaces in the Flats.

Another important sector in the Flats is the food economy. The area has a number of innovative nonprofit organizations and cutting-edge food businesses that play a vital role in enhancing all aspects of Vancouver's food system. The plan seeks to ease escalation of land values, which has placed financial and spatial pressures on industrial start-ups, as well as established enterprises in the food and arts and cultural sectors.

This chapter is informed by the VEC's Economic Development Strategy. The strategy focuses on protecting and reinforcing industrial employment, enhancing existing and emerging clusters, intensifying employment and transforming the Flats into an engine of sustainability and innovation for Vancouver. To achieve this, the plan seeks to leverage tools available to the City for certain outcomes, enable market solutions where feasible, and seek strategic partnerships with senior governments, private sector stakeholders, non-profit and other organizations where appropriate.

Over the last few decades Vancouver's economy has successfully diversified, insulating itself fairly well from the boom and bust cycles typical of resource-based industries. While historically a command and control centre for BC's resource industries, Vancouver today has the most diversified economy in the country and has emerged as a global leader in this regard.¹⁰ Today innovation and technology jobs far outnumber those in resource extraction, and are served by one of the most diverse workforces on the planet. This recent strength of the local economy is expected to continue within the region and in Vancouver more specifically. The Regional Growth Strategy (2011) projects employment growth of 595,000 jobs over a 35 year period, of which Vancouver is anticipated to accommodate 15%.

The False Creek Flats is well-positioned to accommodate many of these new jobs. Located less than a kilometre to downtown and serviced by multiple rapid transit lines, the Flats today is relatively underutilized. Representing 18% of the city's regionally designated employment lands, the area has only 2.3% of its total jobs.¹¹ While covered by a number of rail freight yards, the area still presents a fairly low employment density at 17.8 jobs per acre.¹² While employment density is not the only way to measure the economic health of a district, particularly for industrial land, it indicates untapped potential in the western edge of the Flats to greatly intensify employment in the area.

¹⁰ Conference Board of Canada

¹¹ Coriolis

¹² Coriolis

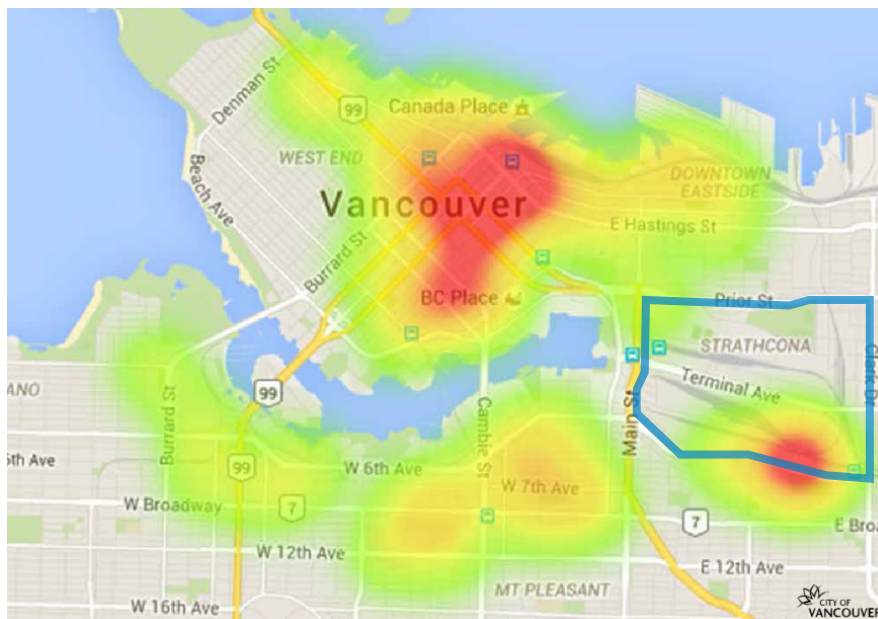


Figure 6.1: Heat map of innovation clusters

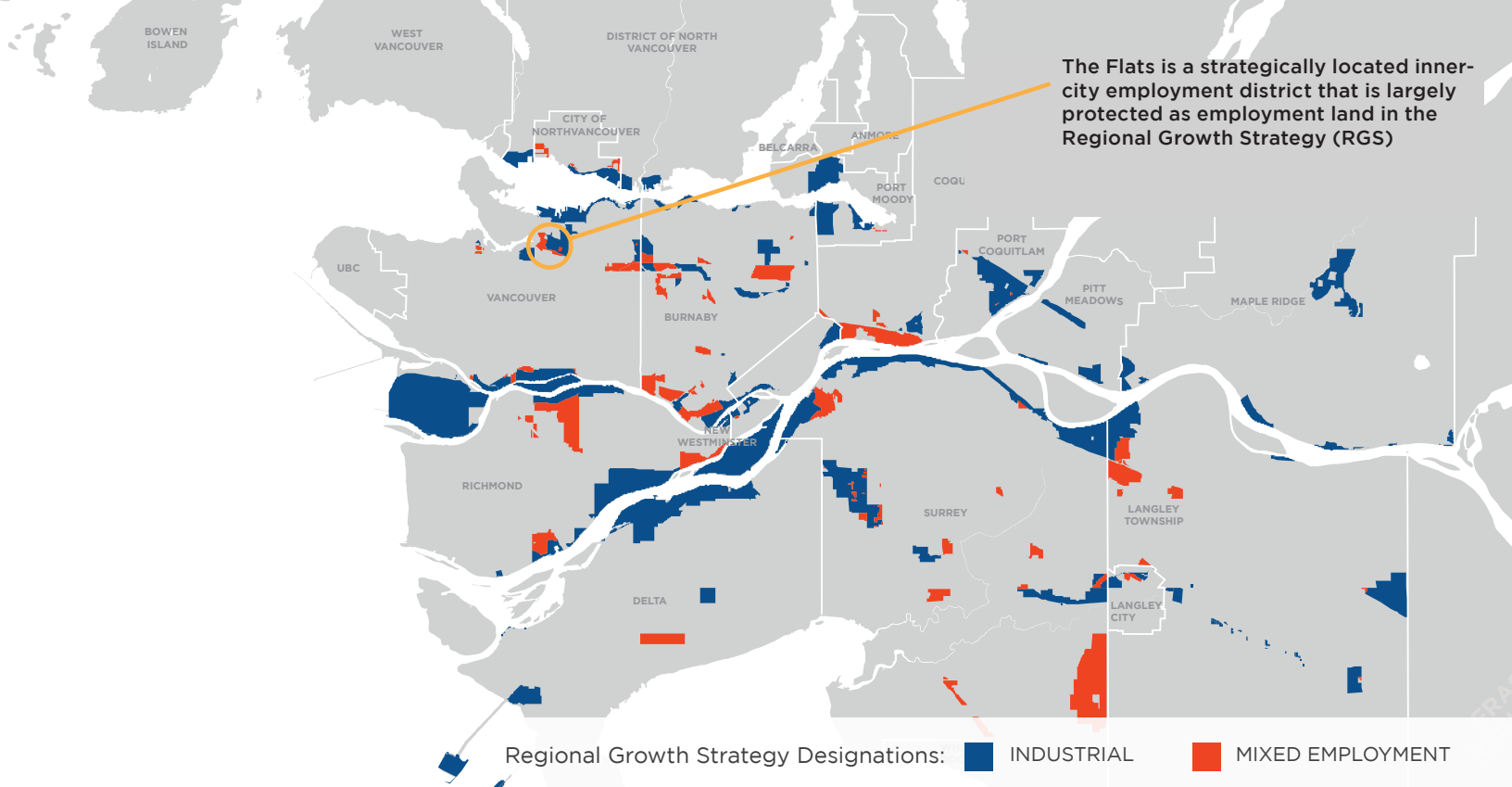


Figure 6.2: False Creek Flats with the Regional Growth Strategy Designated Employment Lands

The Flats is well-positioned to build off of the emerging innovation clusters in downtown and connecting Railtown to Mount Pleasant. Included in these is a wealth of social innovators in the Downtown Eastside, a creative cluster in Railtown, emerging firms in Chinatown, and a number of future potentials within the False Creek Flats and neighbouring Northeast False Creek. The Flats has potential to complete what has emerged in the city's core as a "fertile crescent" of innovation beginning in the downtown peninsula, connecting around False Creek through Mount Pleasant, Central Broadway, Granville Island and Burrard Slopes.

The presence of eight educational institutions gives the Flats an additional advantage for future economic growth. With the future Millennium Line Broadway extension, this area will be better connected with direct linkages to the medical science hubs at Vancouver General Hospital and UBC, as well as the existing transit connections to the SFU campuses in Burnaby and Surrey, and the variety of downtown campuses as well.

Within these dense new environments the plan seeks to increase the total number of jobs in the Flats from the current 8,000 to 15,000 by 2026, and up to 30,000 jobs by 2041 (see Table 1).

SUB-AREA	JOBS 2011	ADDITIONAL JOBS (2041)	ESTIMATED JOBS (2041)
Health Hub	329	10,000	10,300
Back-of-House	2,002	200	2,200
Terminal Spine	2,744	2,100	4,800
Creative Campus	2,518	9,600	12,100
TOTAL	7,593	21,900	29,400

Table 1: False Creek Flats Jobs to 2041



CREATE A LANDSCAPE FOR INNOVATION

Innovation districts are distinct nodes in cities that successfully create a landscape for innovation, social collaboration, and public celebration. They cluster and connect leading-edge anchor institutions and innovative firms with supporting and spin-off companies, business incubators, office and retail, and modern amenities and transportation.¹³ In short, these districts “reflect a new vision of where innovative firms want to locate, where creative and talented workers want to live and work, and how ideas happen.”¹⁴ Innovation districts typically have the following characteristics:

- **Recognize people as the drivers of innovation:** Create environments attractive to the young, well-educated, and often foreign born workers who drive the innovation economy.
- **Build around highly urban environments:** Embrace urban characteristics in both the physical realm (infrastructure, historic buildings, waterfront locations, urban design, and architecture) and community environment (affordable housing, social activities, cultural institutions and events).¹⁵
- **Include many ways to move people:** Built around state-of-the-art transit systems these districts include many mode choices for getting around, particularly walking and cycling.
- **Ensure density and proximity for knowledge spillover:** Facilitate the spillover of ideas and new innovations by building dense, urban environments to cluster businesses near competitors for fluid social interactions, meetings and informal ‘collisions’.
- **Ensure flexibility and diversity:** Support innovation today and into the future by creating policies that allow for a diversity of industries by building in flexibility to allow businesses to grow, expand, or change as the overall makeup of the economy shifts over the years.
- **Deliver business supports for success:** Ensure the right business ecosystem is in place to accompany the landscape for attracting human capital, including proximity to specialized services ranging from advertising and shipping to financing and venture capital.¹⁶

¹³ Katz & Bradley (2013) and others.

¹⁴ Katz & Bradley (2013) p.116

¹⁵ Katz & Bradley (2013)

¹⁶ Moretti (2012)

POLICIES



6.1.1 Enhance Existing and Emerging Clusters

Establish a mechanism to remove space or land from the market to support key economic needs, ensuring these are continually monitored to support emerging economies:

- Prioritize the development and co-location of commercialization hubs, capacity-building spaces, and demonstration and prototyping spaces.
- Deliver space for tenants and new developments in the arts and design, health, food processing, recycling and materials management, and clean-tech and renewable energy sectors.
- Develop shared demonstration sites for prototyping, showcasing, demonstrating, and testing innovations in publicly visible and accessible spaces.
- Reserve spaces for shared sustainability infrastructure in the Flats, including shared material collection and processing spaces, alternative fueling and vehicle charging stations and shared water filtration systems.

Within market-led developments and new infrastructure projects, seek to leverage investments in infrastructure to support the economic goals of this plan:

- Integrate smart city technology into new infrastructure projects.
- Use digital infrastructure as a platform for data collection and community engagement.
- Encourage the development and use of renewable energy infrastructure, including rooftop solar and fuel cell-powered generators.

Support programs and partnerships to foster cluster development:

- Develop programs to provide links between industry and local schools to match student learning with assistance in industrial operations.
- Establish social innovation labs to address social and environmental issues individual business clusters are addressing.

- Develop civic hackers apprenticeship program to help develop, test, and pilot smart city solutions.
- Develop digital tools and networks to support branding and marketing and foster business-to-business connections in the area.
- Provide staff support to aid property owners and businesses who may be interested in starting an Industrial Focused Business Improvement Area association or similar representative organization.



6.1.2 Incorporate New Land Uses to Accommodate Innovation and Flexibility

As economies evolve, new ways of working emerge that can require new land use definitions to accommodate them. The plan incorporates new land uses to bridge the gap with existing uses.

- Include the Digital Entertainment and Information Communication Technology (DEICT) use to increase the presence of new digital economy businesses within the western sub-areas.
- Allow DEICT as a permitted use within the one third of acceptable office floor space within the light industrial zones of the plan area.
- Include the Creative Products Manufacturing (CPM) use to support new economy industrial and office uses for the development of new ideas and the creation of new products.
- Create a new Bulk Data Storage use definition to support infrastructure for the storage of digital content in appropriate locations within the inner-city industrial areas without limiting the employment potential of the ground floor industrial spaces.



6.1.3 Intensify Mixed-Employment Areas around Transit

The Flats remains a critical area to support existing service and light industrial operations and to continue to advance emerging industrial sectors.

- Support employee-heavy industrial and commercial uses around transit.
- Increase conditional heights and densities to support businesses.



6.1.4 Support New Ways of Working

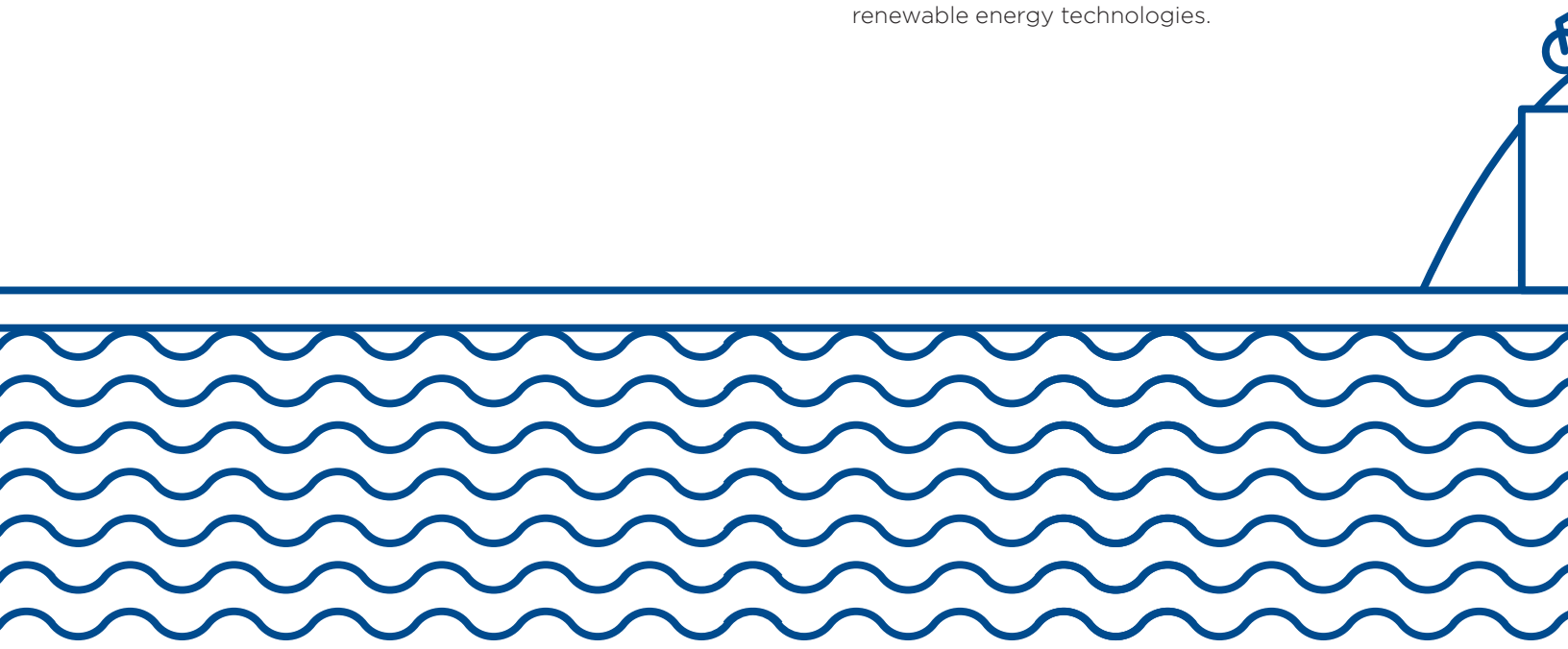
- Develop a co-location suite of tools to help guide the development of additional industrial co-location/commercialization projects.
- Assist in the development of a materials innovation lab, hydrogen hub, and smart logistics centre to support key clusters driving sustainability and innovation in Vancouver and that require centrally located industrial space.



6.1.5 Support Green Buildings, Roofs and Retrofits

There is significant opportunity in the Flats to encourage green building construction, improve older buildings to help reduce energy consumption and GHG emissions, and to support the use of urban spaces as habitat.

- Explore the potential for an area-specific Green Building Policy to place the Flats in a leadership role in green buildings and technologies in the city and to help advance the criteria for healthy architecture.
- Explore policies and tools to unlock potential uses and greening of roof tops, including business opportunities such as a permanent home for urban agriculture or other rooftop businesses or uses.
- Seek to incorporate passive design features where feasible and encourage the demonstration of deep green re-purpose buildings, utilizing the expertise of local green/ passive building design firms and the technologies in the green building economic sector.
- Investigate opportunities to support innovation regarding green buildings and renewable energy system design, operation and placemaking.
- Support opportunities for green fleet programming and electric vehicle charging infrastructure.
- Utilize City facilities to demonstrate renewable energy technologies.





6.1.6 Intensify Employment on Underutilized Land

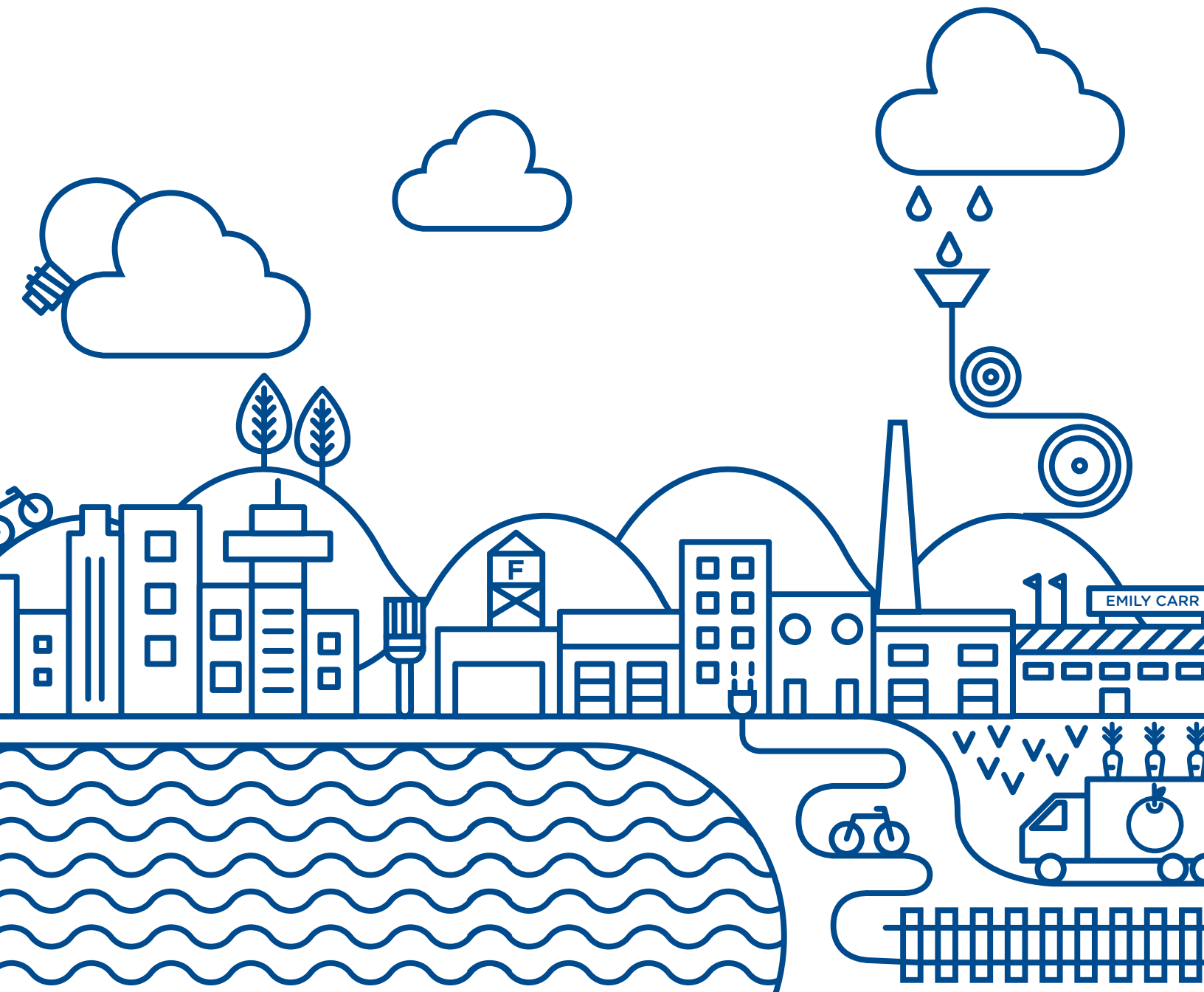
- Encourage the interim use of street rights-of-way and underutilized land yet to be developed for urban agriculture, special events, pop-up amenities, artist spaces, markets, low barrier employment opportunities, startup spaces, and demonstration and business showcasing.
- Explore new programs and regulations to support the interim use of underutilized properties and surface parking lots to support affordable, mobile business space.



6.1.7 Enable Mobile Amenity Businesses

The following policies and programs can enable mobile amenities to provide support for the local workforce:

- Issue licenses for food truck parking in the Flats alongside other mobile amenities, temporary demonstration projects, and rotating interactive public space installations.
- Develop a mobile amenities program to bring amenities to areas of the Flats that are otherwise underserved.





6.1.8 Create and Secure Affordable Workspaces

- Support the creation of affordable workspaces to enable innovation, incubators, start-ups, social enterprises and arts production essential for the health and growth of the economy.
- Explore opportunities to leverage affordable co-location work spaces for small scale local start-ups, social enterprises, co-ops and/or art production through density bonus zones linked to delivery of amenity shares to support community space for economic initiatives.
- Support the growth and capacity building of existing non-profit and co-op space developers and makers.
- Support the Vancouver Economic Commission's exploration for the establishment of a non-profit industrial development corporation to leverage community amenity space through partnerships for the delivery of affordable industrial space.



6.1.9 Encourage Smart Logistics

As a major distribution hub in a prime location of the city, the Flats has significant potential to become a key centre for Smart Logistics, which can support a thriving and local economy by helping businesses distribute goods and services more efficiently. This would lower business costs associated with congestion and transportation challenges, reduce the space needed for on-site storage and loading by using land more effectively, and limit capital costs through infrastructure sharing. As well, opportunities exist to provide cleaner distribution solutions.

- Identify required infrastructure to support smart logistics, including digital infrastructure and alternative fueling/charging infrastructure, among other possibilities.
- Support strategies to facilitate efficient low-impact goods and services movement, such as “hub and spoke” delivery models with urban freight consolidation centres; flexible loading options that accommodate cycle-based and other small-scale vehicles; and “right-sizing” service and delivery vehicles.
- Facilitate smart logistics implementation by leveraging existing or incentivizing new applications, supporting appropriate training and promotion, and providing cost/ infrastructure sharing.
- Implement opportunities to “future-proof” and support provision of smart logistics in the planning and design of any infrastructure investments.



SECURE BASE ECONOMY INDUSTRIAL LANDS

Centrally-located industrial land is an essential component of a complete, healthy and resilient city. It allows for the 24-hour production of noise, light, and odours otherwise incompatible with residential uses. It houses the components, services and supplies required to keep a city going, such as food distribution, waste and recycling,

energy production and distribution, servicing and repair, and the wholesaling and storage of key tools and equipment. By securing industrial land, we not only provide space for the day-to-day functions to support the broader city, but we also preserve land as a strategic opportunity to accommodate future industrial and economic needs in a constantly evolving economy.

POLICIES



6.2.1 Protect the Industrial Core

- Preserve critical industrial land.
- Seek higher employment densities on the ground floor.
- Deliver more affordable, low-cost industrial space through partnerships.
- Ensure changes to the road network and active transportation infrastructure continue to support distribution activities and industrial function.
- Investigate opportunities for increased rail oriented businesses.



6.2.2 Deliver Diverse Industrial Uses in Mixed Use Areas

- Leverage ground floor for industrial uses throughout the Flats.
- Encourage more compatible 'boutique' industrial uses in the mixed-use districts.
- Leverage new developments to deliver needed industrial spaces.



6.3

The Main St. Station Farmers Market provides an opportunity for producers to sell items ranging from produce to local honey. 85% of vendors at this market are primary producers.

WELL-BEING AND THE LOCAL ECONOMY

The Flats plays a critical role in achieving Vancouver's goal of creating a healthy city for all. Overall, feeling safe, welcome and included is essential in achieving social, economic, cultural and political participation and is a key goal of the plan. As an industrial area, the Flats provides unique opportunities for a diversity of job types that support a range of skill levels, including low-barrier employment. The area's function as a major employment driver will require amenities, such as childcare, to support people working in the area.

The Flats is well-positioned to contribute to the Healthy City Strategy goal of ensuring access to a broad range of healthy employment opportunities. Located near the largest cluster of employment based social enterprises and adjacent to the city's lowest income neighbourhoods, the Flats offers numerous opportunities to contribute to building a more equitable Vancouver. This includes opportunities for Community Benefit Agreements, which are negotiated agreements that will include specific amenities and/or mitigations to the local community or neighbourhood.

POLICIES



6.3.1 Support a Broad Range of Employment Opportunities

The following programs, policies and partnerships can help create low barrier employment opportunities in the Flats:

- Partner with post-secondary and employment based social enterprises to develop a social impact employment light industry program connected to evolving social procurement efforts and Community Benefit Agreements.
- Work with developers, lenders and non-profit social enterprises to leverage Community Benefit Agreements for material and labour needs of large-scale institutional and commercial development.
- Support the hiring of individuals with barriers to employment through training and employment programs in green infrastructure development, materials management and revitalized local manufacturing.
- Continue to support low-barrier job creation opportunities in waste diversion, recycling, upcycling and re-manufacturing by bringing together partnerships in the social enterprise and manufacturing sectors.
- Support Aboriginal community priorities through local social impact employment, cultural inclusion Community Benefit Agreements.
- Where appropriate, support companies that have low-barrier or low skill-level employment opportunities on City-owned sites.



6.3.2 Support Social Connections and Belonging

- Reduce barriers to allow for small-scale community events, cultural celebrations or other activities that can encourage people to connect.
- Where possible, introduce additional services, amenities and key places for people to socialize, gather and meet, including restaurants, pubs and cafes.
- Develop a public realm that can promote social interaction.
- Explore opportunities for implementation of sharing economy principles between local industries, non-profits, co-ops, businesses, artists and residents.



6.3.3 Provide Childcare and Other Social Facilities

- Consider opportunities to locate childcare facilities near transit and within developments that are a good fit for childcare (e.g. large institutional uses).
- Use innovative approaches to childcare delivery, including on-site workplace childcare, flexible/multiuse spaces, and new program configurations that can respond to changing needs.
- Identify opportunities for co-location of childcare facilities with other social, cultural and community uses.



6.3.4 Develop Inviting, Safe and Healthy Environments

- Find ways to ensure that public spaces (including rail corridors, bikeways, roads, sidewalks and parks) are safe, welcoming and accessible to all.
- Create safe and active places to encourage more “eyes on the street” with adequate lighting along pathways, key public places and sidewalks.
- Encourage landowners to maintain clutter-free and secure environments.



6.4

ARTS, CULTURE, & CREATIVE INDUSTRIES

Art and culture helps our citizens to develop, learn, and participate in the life of our city. The health of Vancouver's arts and cultural sector relies heavily on the Flats. Currently, industrial lands contain some of the most affordable cultural spaces in Vancouver (albeit the most expensive industrial lands in the Metro Vancouver region). The Flats' large industrial land base and collection of former heavy industrial and manufacturing buildings offer rare spaces where artists and cultural workers can be noisy, messy, and make large-scale work, at relatively affordable rents. This serves an important economic need as approximately 82% of artists are considered low-income¹⁷ and, on average, Vancouver artist incomes are approximately 35% lower than the overall labour force (2011).

By protecting affordable industrial spaces for this sector, Vancouver can help sustain this critical mass that facilitates new ideas, fosters creative exchange between the arts and other sectors, and helps animate a vibrant local economy for generations to come.

¹⁷ Data from BC Housing 2016 Housing Income Limits (HILS) threshold for 1 and 2 bedrooms and 2010 National Household Survey results for artists in Canada.

Arts and culture in the Flats includes the following:

- **Creation-Production:** Approximately 40% of Vancouver's artist studios are located in the Flats.
- **Network:** Nearly one in five area businesses identify as being a part of the arts and cultural sector including manufacturers and suppliers essential to art production.
- **Education:** The Flats is home to the Centre for Digital Media and, in the near future, the new home of the Emily Carr University of Art and Design.
- **Presentation:** A number of key commercial contemporary art galleries have recently relocated to the area, naming it "The Flats Art District".
- **Public art:** The industrial function offers an innovative approach to public art as seen in the contemporary artwork integrated into the City's National Works yard.
- **Industrial character:** The area is appealing to the film industry because the industrial character of the buildings is considered an aesthetic asset and large open spaces provide ample space for semi-trailers and other support vehicles to the film industry to park. By preserving the industrial character, the Flats can continue to support the film industry.



POLICIES



6.4.1 Retain and Expand Affordable Cultural spaces for the Long Term

The arts and cultural sector is particularly vulnerable to displacement by real estate speculation and development. The majority of artists' studios are rented from private property owners, often on a month-to-month term. A key goal is to protect artist production space in the Flats as one of the last affordable places in the city to serve the broader Vancouver cultural community.

- Preserve the existing supply (approximately 300,000 sq. ft.) of affordable artist, production and rehearsal studios for all disciplines from net loss, and proportionally increase the supply (indexed to Vancouver's population growth) through the Public Benefit Strategy. Prioritize studios that can also accommodate large-scale, messy, noisy, and heavy industrial artistic practices.
- Support arts-related suppliers and manufacturers, commercial and non-profit presentation spaces (e.g. galleries and performance venues), and a new arts education hub to help intensify cultural clusters and the local cultural economy.
- Realize strategies, including land use and financial mechanisms, to secure long term, affordable cultural facilities by commissioning research into various municipal best practices globally and test them as part of plan implementation.
- Retain or retrofit existing cultural facilities and improve accessibility (e.g. wheelchair).
- Support cultural sustainability goals in the city through retention and creation of industrial arts and artisanal production spaces.



6.4.2 Leverage Partnerships, Civic Assets and Investments

Partnerships are key to successful public art and cultural facilities development.

- Focus on opportunities to retain or retrofit existing cultural assets before developing new complementary facilities.
- Encourage adjacent private sector public art projects to partner/collaborate with the City and local arts groups and institutions when planning for commissioning public art.
- Seek opportunities to integrate artists into the local circular economy to utilize potential waste streams.
- Explore and support opportunities for non-profit cultural organizations to co-locate or share space with similar or complementary organizations.
- Prioritize civic investments, partnerships and support for facilities that address: long term affordability; tenure; operational viability; and an identified need or demonstrated gap in Vancouver's ecosystem of cultural facilities.



6.4.3 Make Regulations Arts-Friendly

Create a supportive, arts-friendly regulatory environment to allow arts and cultural practice to thrive and evolve in the Flats.

- Enable more flexible use of cultural spaces and activities by exploring regulatory changes that:
 - » Encourage experimentation in art in the public realm through facilitation of temporary projects.
 - » Allow artist studios to sell and display their works onsite.
 - » Allow a variety of “office-like” artist studio activities, such as computer-based design, to take place in office spaces without additional permits.
- Provide enhanced support to help cultural organizations and artists navigate City processes, policies and regulations.
- Reduce barriers to approval for public artwork, especially temporary works.
- Consider expanding Vancouver’s Arts Event Licence¹⁸ Program through a pilot in the Flats, possibly allowing for more frequent events.

¹⁸ The Arts Event License Program was introduced in 2013 to allow industrial, office, and retail spaces that meet a set of safety requirements to become temporary event and performance venues: <http://vancouver.ca/doing-business/arts-event-licence.aspx>



6.4.4 Artist Live-Work Spaces

Explore changes to Vancouver’s artist live/work studio policies to achieve the original policy intent of creating affordable living and work space for artists (see Chapter 9: Housing for more detail).

- Remove the two person occupancy limit for artist live-work studios.
- Consider artist live/work studios in the Flats where proposed units are 100% rental.
- Consider securing a portion of live-work or housing units for low-income artists at social housing rates.



6.4.5 Engage, Connect, Activate and Innovate

Create space to engage and connect with audiences, activate Vancouver’s cultural back of house, and support innovation and emerging artistic practices.

- Create opportunities for site-specific theatre, and temporary and experimental artwork in unexpected spaces, community festivals and local events.
- Support artist-driven emerging and innovative art practices including ideas like temporary public artwork and public realm infrastructure projects.
- Identify potential places for public art including informal spaces, future creative hubs, and pedestrian/cycling corridors, including the proposed Walk-the-Line route.



FOOD SYSTEM AND FOOD ECONOMY

The False Creek Flats has a number of innovative non-profit organizations and cutting-edge food businesses that play a vital role in enhancing all aspects of Vancouver's food system (see Figure 9). As the area develops, preserving and enhancing food businesses and food initiatives is critical to maintaining and strengthening the city's food system and making it healthier and more sustainable.

The food distribution companies on or near Malkin Avenue, commonly referred to as Produce Row, comprise the largest cluster of food related businesses. Since 1959, these companies have employed generations of families across Vancouver and continue to today with over 1000 full-time and part-time employees representing an annual payroll of over \$49 million. These businesses are responsible for the movement of roughly \$700 million worth of produce and other food products annually to supply grocery stores, corner stores, Granville Island Market and restaurants across the city.

In addition to Produce Row, other innovative food related businesses include commissary kitchens, food processing spaces, and urban farms. Commissary Connect, a shared industrial kitchen resource, provides structure and support for newly established food businesses, incubates over 30 permanent food businesses, and supports 50 drop in users. The Greater Vancouver Food Bank (GVFB) also operates its head office and distribution centre within the area. The GVFB currently provides food access to over 26,000 people from their 14 distribution locations within the region.

The Flats has two of the largest and oldest community gardens in the city (Strathcona Community Garden and Cottonwood Community Garden) as well as some of the city's largest urban farms. Urban agriculture benefits the ecological health of the area, supports the local food economy, and promotes social inclusion.

POLICIES



6.5.1 Food Related Businesses

- Protect and intensify land use that supports food related businesses, such as urban farming and food processing and distribution, as a critical component of the future green economy.
- Explore potential synergies and efficiencies between food related businesses, community groups, and emerging business clusters across the area.
- Prioritize tenants or new developments that support food related businesses on City-owned sites.
- Conserve Produce Row and the critical food distribution function these businesses provide.



6.5.2 Urban Agriculture and Community Gardens

- Increase food growing opportunities through community gardens, urban farms, fruit trees or edible landscaping.
- Investigate opportunities for longer-term tenure for Strathcona Community Garden and Cottonwood Community Garden as part of the renewal of the Park Board's Local Food Action Plan, and subject to the alignment of the Prior/Venables replacement arterial.
- Incorporate roof-top food growing requirements as part of green roofs policy and guidelines.
- Investigate ways to utilize food for social gathering and celebration, and consider creating places and opportunities for people to purchase and enjoy healthy food (e.g. markets, BBQ pits, lunch spots, restaurants, food truck venues and community ovens).



6.5.3 Greater Vancouver Food Bank (GVFB)

- Investigate the relocation of the GVFB to a new space within the Flats, such that it supports shared goals, and integrates multiple food assets. Consider inclusion as an anchoring component of a Food Centre of Excellence.
- Explore synergistic opportunities and potential colocation of other food related businesses and organizations with any future Food Bank operation and site.



6.5.4 Food Centre of Excellence

To optimize these existing food assets in the area, Council directed staff to incorporate a Food Centre of Excellence into the plan. The centre will ensure food access while ensuring the food economy continues to play a central role in the area and the city at large and will be guided by the following principles:

- People Centred: public and inviting.
- Showcases sustainable food systems and their role in community development and capacity building.
- Strengthens community food assets (e.g. kitchens, processing, and distribution).
- Supports creative community economic development models.
- Creates collaboration and co-location in the food sector (e.g. commissaries, food truck hub, and non-profits).
- Recognizes the role for both non-profit and commercial enterprise, as well as local and imported food as important to supporting a full food system.
- Advances food waste and food recovery activities.
- Includes outdoor food and drink celebrations/communal meals and food retail market.
- Expands urban agriculture and community gardens.

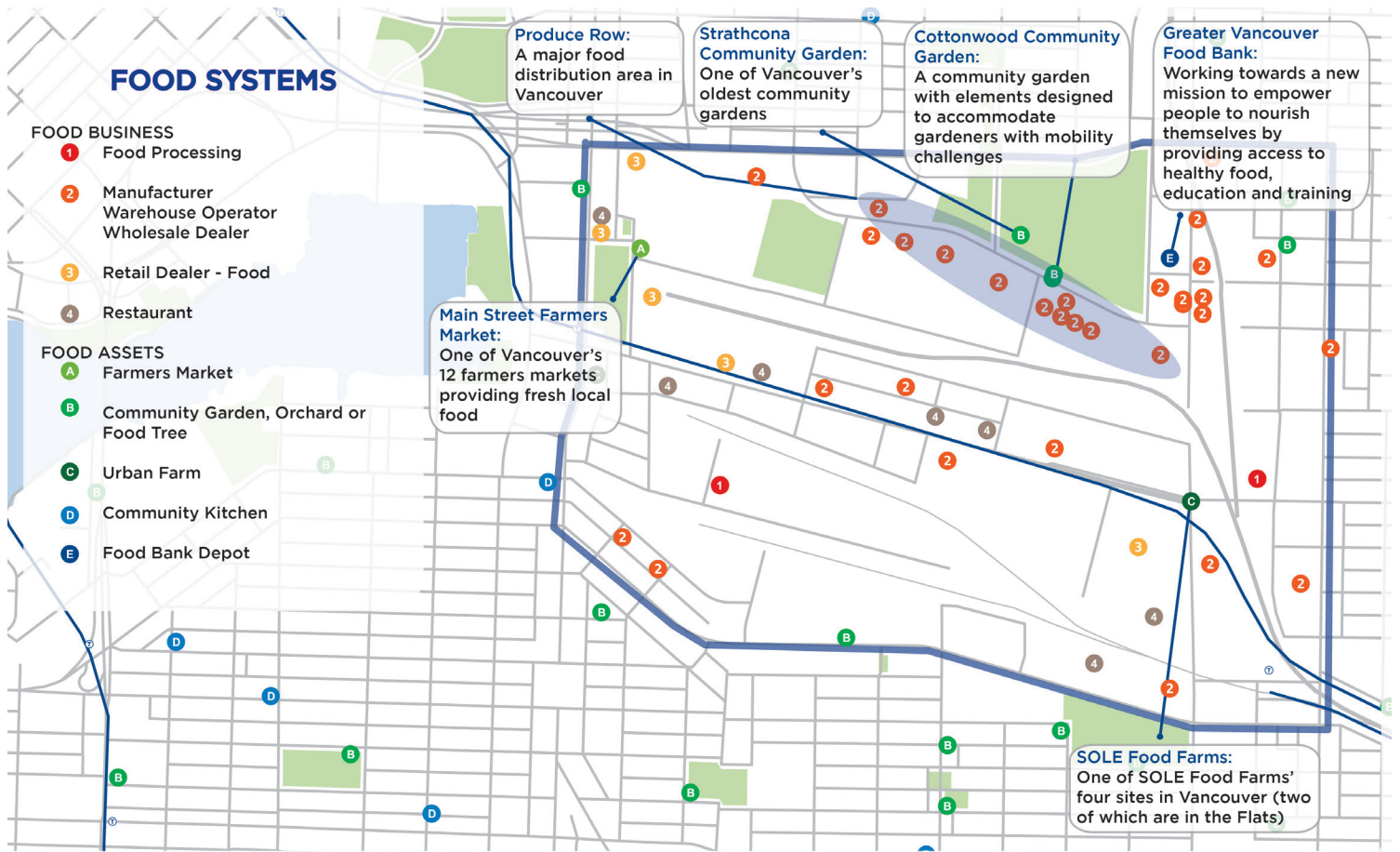


Figure 6.3: Food Businesses and Food Assets in and around the Flats





LAND USE & BUILT FORM



STRATEGIC DIRECTIONS FOR LAND USE & BUILT FORM

- Maximize development opportunities to create employment intensification.
- Draw core industrial uses into ground floor spaces.
- Link height and densities to securing affordable work spaces for innovation, showcasing, start-up businesses, artist workshops and production, distribution and repair (PDR).
- Ensure massing and built form supports public life.
- Create flexible buildings that can evolve with a changing economy over time.
- Design buildings to be resilient to climate change impacts, seismic events and or sea level rise.

INTRODUCTION

With establishing a framework for economic flexibility as one of the primary objectives of this plan, both the land use mix proposed and built form objectives of the area have been established to support the economic needs of local businesses. In this regard, the plan seeks to ensure that buildings built today do not undermine the ability for economic growth and evolving markets in the future. This chapter explores the built form principles that support this framework for economic growth, prior to outlining the key land use moves, form, density and heights of the various sub-areas. Further details regarding these built form principles can be found in the amended False Creek Flats Design Guidelines and will provide the basis for conditional approvals in the future.

BUILT FORM PRINCIPLES

Intensify Employment Opportunities

Economic advances, new ideas and innovation are often tied to the sharing of ideas tied to local interactions and conversations. As such, this plan seeks to encourage a high-intensity employment district near transit and around high amenity public spaces to anchor public life.

Maximize Flexibility

The nature of employment can shift dramatically from decade to decade. Key to a successful economic district is ensuring the buildings can adapt and evolve to accommodate changes in economic production.

Encourage Stacking of Industry and Production

While industries in the 19th century often organized themselves vertically, the 20th century industrial processes spread out on large sites. As production shifts, there is increasingly an opportunity to stack many industrial/production businesses in the same building. With the goal of increasing employment and the productive output of the area, the plan supports a return of vertically stacked industrial uses.

Build Buildings and Neighbourhoods that Respond to Sea Level Rise

The Flats has low topography and will be at risk of flooding during large storms by the end of the century if projected sea level rise occurs. Building resilience requires designing and maintaining infrastructure and enhancing connections among people and community groups to improve our ability to respond and recover from events. Raising new development, exploring adaptive building design and incorporating flood resilient construction methods provide an added line of defense.

Focus on the Ground Floor

An important focus of design guidelines will be on the role of the building in animating the street and enhancing the pedestrian experience of the area. Industrial uses should seek to open up their internal functions to adjacent public spaces and pathways to build awareness and celebrate the area's industrial character.

Encourage Industrial and Institutional Scale in an Urban Fabric

Consider a campus approach to the design and siting of developments on large sites. Accommodate industrial and institutional scales within a finer grained urban setting to facilitate organic growth and phasing over time.

Encourage Working Rooftops

With many industries and businesses requiring open space to test new products, grow food, or spread out, explore opportunities to expand economic functions to the roof tops of buildings, where feasible.

Create Sustainability Leadership in Green Buildings on Key Sites

Encourage rezonings to display visible demonstrations of green and sustainability features including the potential showcasing of green technologies on area buildings wherever possible.

Encourage Built Parking Solutions

As an area built largely on fill, soil contamination, and rising sea levels and water tables present unique challenges for underground parking and limit the feasibility of certain employment spaces. Innovative parking solutions can help address this while ensuring flexibility in the future in anticipation of continued mode share shifts aligned with greatly improved transportation connections in the area.

Take Advantage of Unique Sites

The existing street pattern is heavily varied and stands in contrast to the orderly street grid in the rest of Vancouver. To embed a unique identity, and to utilize special opportunities not available elsewhere in the inner city, buildings should take advantage of unique site sizes, shapes and configurations to maximize economic potential and employment intensity.

Create Thoughtful Transitions to Surrounding Neighbourhoods

Recognizing that approximately 60% of the Flats boundary is adjacent to residential neighbourhoods, there should be thoughtful and respectful transitions between the working industrial lands of the Flats and its neighbours.



THE HEALTH HUB

The future home to a new, state-of-the-art St. Paul's Hospital and Health Campus, this highly accessible and transit connected north-west corner of the False Creek Flats will evolve into a world-class integrated health care, research and teaching hub. This site will leverage its new role to deliver health care and wellbeing programs and services to local communities and people from across the province. Well located and close to the existing amenities of the False Creek Seawall, it is anticipated this sub-area will experience significantly intensified employment, address climate change and rising sea levels, deliver disaster-resilient infrastructure, and provide the needed amenities to support the additional employees, while creating a well-connected public realm that integrates the new campus into the city and adjacent neighbourhoods.

Beyond a focus on health sciences and medical offices, this district will appeal to a variety of businesses and is expected to accommodate substantial future growth in the innovation sectors including but not limited to the life sciences, health care offices, digital entertainment and information communication technology, and creative product manufacturing.

Surrounded by distinct uses and neighbourhoods, future development in the Health Hub should establish appropriate built forms for transition and integration. With a realignment of the Prior-Venables arterial function along Malkin, new opportunities for rental housing accommodation will be encouraged to ease the transition to the adjacent lower-scaled residential in Strathcona. It should respond to the established assets including the two parks and the historic Pacific Central Station. With limited elements of the industrial past there today, this sub-area should respect the existing fabric surrounding it, while establishing its own identity reflecting innovation, leadership, and health care excellence.

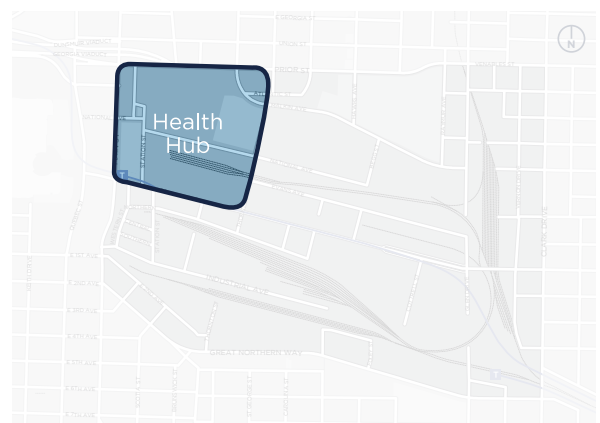
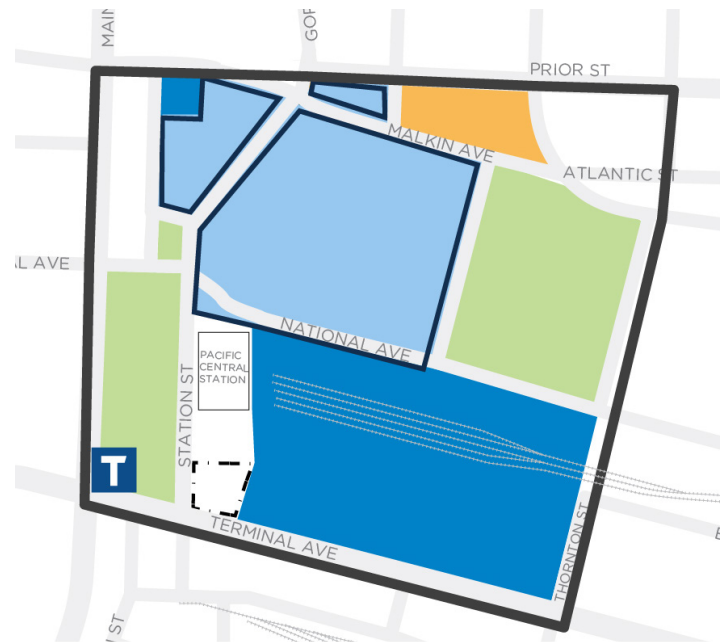


Figure 7.1. The Health Hub

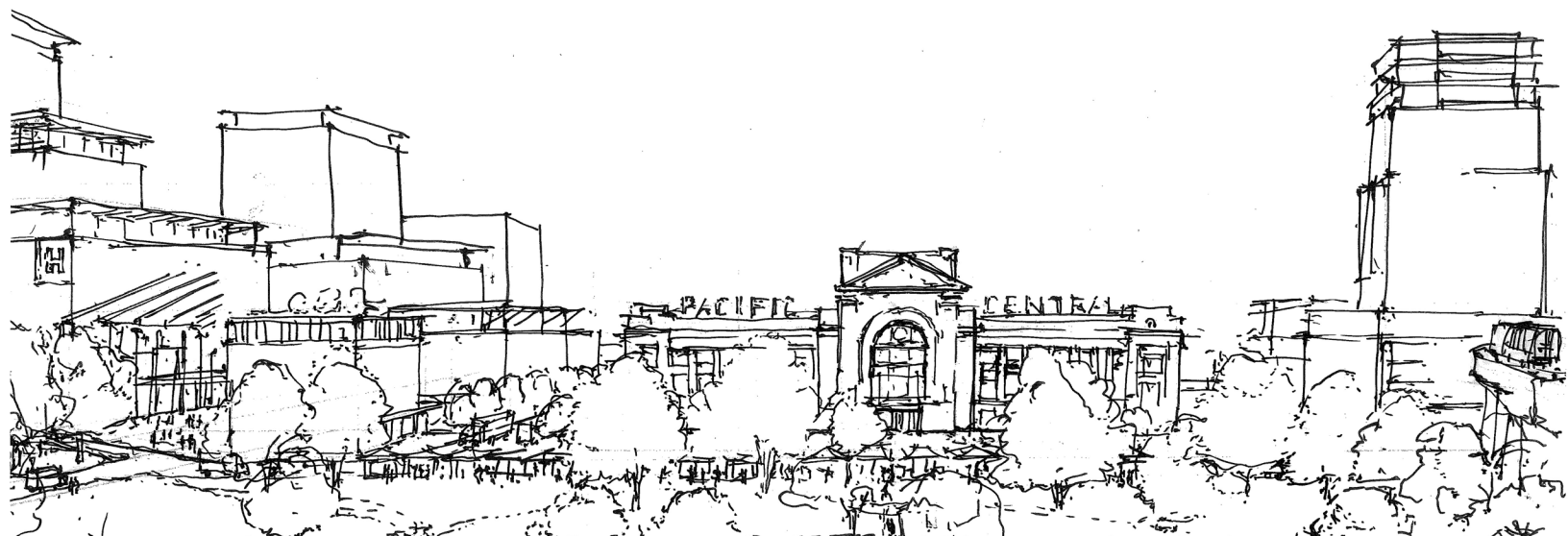
OVERALL DIRECTIONS

- Support an integrated health care, research and teaching hub to intensify employment near transit, deliver community amenities and disaster-resilient infrastructure.
- Support new uses related to health care and the innovation economy.
- Support additional heights and densities where appropriate.
- Ensure a thoughtful transition down towards the neighbouring Strathcona community.
- Embed historic Pacific Central Station as key site within the district.
- Create a well-connected public realm that integrates the new hospital and health campus into the city and adjacent neighbourhoods.
- Create a strong linkage and northern starting point for Walk-the-Line.



- 1** St. Paul's Hospital and Health Campus
- 2** Intensified Employment
- 3** North of New Malkin
- 4** Pacific Central Station Frame

Figure 7.2: Pacific Central Station in the Health Hub



POLICIES



7.1.1 St. Paul's Hospital and Health Campus

Details of this area of the Health Hub will be finalized through the New St. Paul's Hospital and Health Campus Policy Statement process aligned with the following general policies.

General Policies

- Gore-Station linkage should become the high-street and central spine providing a key linkage of the innovation corridor from Railtown to Mount Pleasant (see 8.4.3).
- Buildings next to Pacific Central Station should be respectful of the historic building and create a frame.
- Ground floor uses should activate public life, especially along the high-street and the connection to the Walk-the-Line loop (see 8.4.5).
- Seek to establish a direct connection from Thornton Park to the north end of the playing fields in Trillium Park as a component of Walk-the-Line.
- All sides of the buildings should be designed to reflect the urban nature of the site. Buildings should be designed with no visible back façade.
- The tallest buildings should be located near the centre of the site, transitioning down to the residential scale in Strathcona to the north and being respectful of the interface with the existing parks surrounding the site.



7.1.2 Intensified Employment (I-3A District Schedule)

A key location for employment intensification, this zone seeks to establish higher-density buildings to accommodate a variety of functions including uses in the innovation economy, health science and medical service.

Uses

- Retain existing permitted uses including, laboratories, manufacturing and tech office.
- Add Creative Products Manufacturing (CPM); Digital Entertainment, Information and Communication Technology (DEICT); and Health Care Office use definitions.

Density

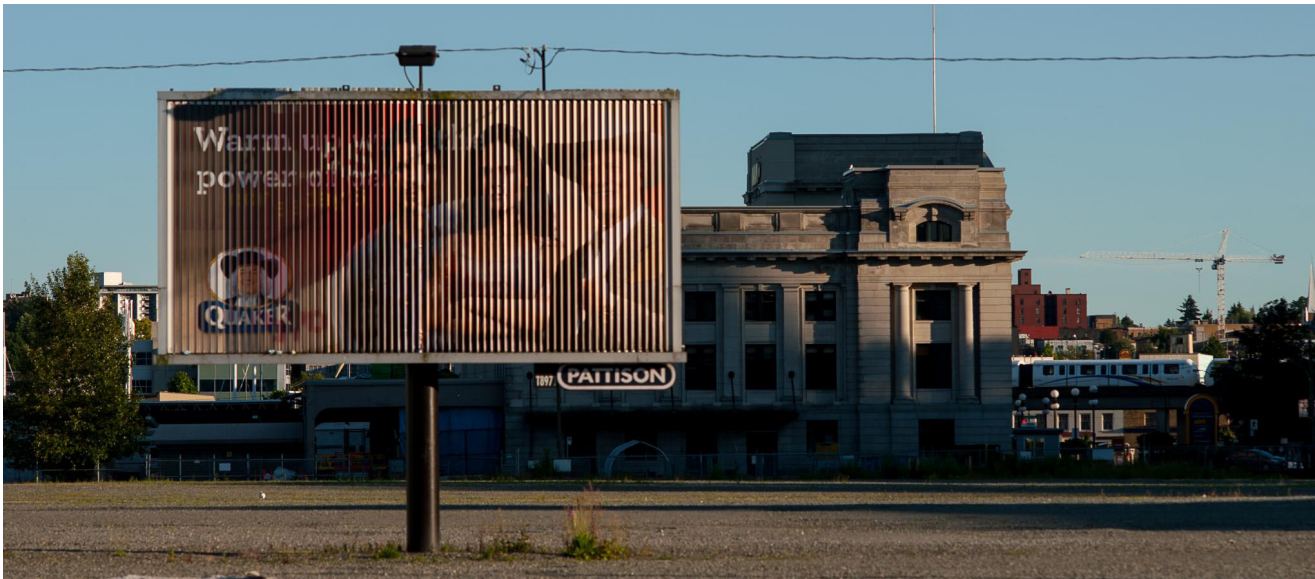
- Outright: remains at 3.0 FSR.
- Conditional: increased to 5.0 FSR.
- Conditional limit of 3.0 FSR of DEICT (of which 1.0 FSR can be General Office) can be increased to 4.0 FSR of Office uses with the delivery of ground floor industrial or Artist Studio B.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: up to 150 ft. (45.7 m).

Conditional Requirements

- Additional density beyond 3.0 FSR is achieved through a density bonus payment for the delivery of public benefits including community economic amenities or non-profit industrial space. The City retains the option to receive space in lieu of payment.
- Conditional height and densities within the zoning can be achieved by addressing urban design considerations contained within the False Creek Flats Design Guidelines.



7.1.3 North of New Malkin

Addressing the transition to the Strathcona community to the North, this site will support the introduction of conditional rental housing in addition to the delivery of employment space.

Uses

- Retain existing permitted uses.
- Add Health Care Office, Creative Products Manufacturing (CPM) and Digital Entertainment, Information and Communication Technology (DEICT); and Residential (limited to secured rental) to the list of uses.

Density

- Remains at 3.0 FSR maximum.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: up to 100 ft. (30.5 m).

Conditional Requirements

- Conditional Rental Residential uses are contingent on the delivery of 1.0 FSR of employment space in addition to an amenity contribution payment for the delivery of light industrial or non-profit spaces.
- Conditional height and densities within the zoning can be achieved by addressing urban design considerations contained within the False Creek Flats Design Guidelines.



7.1.4 Pacific Central Station frame

Located across the street from rapid transit and adjacent to the Pacific Central Station, this site is strategically located to accommodate significant additional employment density to contribute to the success of the Health Hub.

Uses

- Remove residential contained within existing zoning on the western edge of this split zoned site.
- Retain uses contained within I-3 portion of the site.
- Add Hotel, Health Care Office, Creative Products Manufacturing (CPM) and Digital Entertainment, Information and Communication Technology (DEICT).

Height

- Outright: remains at 75 ft. (22.9 m).
- Conditional: Support to increase maximum guideline heights from 120 ft. to the underside of View Cone 22 (approximately 170 ft. (52m)).

Density

- Outright: remains at 5.0 FSR.
- Conditional: up to 7.0 FSR.

Conditional Requirements

- Conditional height and density can be achieved by addressing urban design considerations, including special consideration for the relationship with Pacific Central Station, and shadowing and overlook of Thornton Park.



THE CREATIVE CAMPUS

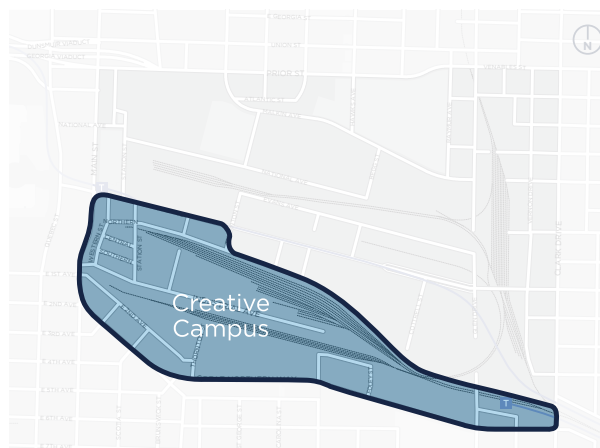
The Broadway Plan has geographic overlap with the Creative Campus area of the False Creek Flats Plan. Where there are overlapping land use policies between the two plans, Broadway Plan land use policies supersede those of the False Creek Flats Plan.

The Creative Campus is well-positioned to become the public face of the broader innovation and creativity happening throughout the False Creek Flats. Leveraging existing and future transit improvements and key institutional anchors, the intent is to establish a thriving and evolving economy supported by the Innovation Hub Amenity Node (see section 8.2.1). By incorporating diverse uses and enabling intensification opportunities, the Creative Campus will establish secured spaces for business start-ups and incubators, boutique and animating industrial, as well as city-serving art production and food economy spaces. The network of public spaces and pathways will help draw people in and provide a platform to showcase the activities and innovations of the broader Vancouver economy.

With numerous converging street grids, two main rail yards, and three rapid transit stations (two existing, one planned) new development in the Creative Campus will respond to these unique elements. This sub-area will celebrate the distinct street grids, views, and a diverse history to establish a unique and recognizable place in

Vancouver's economic landscape. The irregular street patterns meet in various locations setting up vantage points that frame interesting views of local landmarks and provide a visual connection to the water. These qualities, along with the presence of local artist studios, workshops, and the addition of large and colorful murals to the exterior of a number of the buildings embolden a distinct experience within the city. Service doors for loading that draw onlookers in and encourage one to wander, explore and experience the industry and character of the area will be integrated with the walking and cycling experience in a manner that does not put vulnerable road users at risk.

Figure 7.3. Creative Campus



OVERALL DIRECTIONS

- Intensify employment around transit and provide a transition from Main Street to industrial uses.
- Create the Innovation Hub Amenity Node to provide public space improvements and amenities for area employees.
- Transition the heights and densities from the surrounding communities to mark the convergence of Southeast False Creek, Mount Pleasant, and the industrial Flats.
- Transition in height, density and use from Main Street to the industrial to the east. Use built form and building typologies to enhance livability and co-existence of this range of uses.
- Encourage loading docks to mitigate future sea level rise and create interesting places and spaces for enhanced public life and amenity provision.
- Reflect the area's industrial character and create pedestrian interest with covered loading areas, and many small openings and industrial bays.
- To define spaces and corridors employ framework elements such as wooden bollards, canopies, benches, simple and resilient industrial lighting, pockets of trees and planters, retained rail, field pavers, etc.
- Seek to utilize materials found in the sub-area today, including but not limited to brick, corrugated metal, roll-up doors, and wood.
- Reflect and celebrate the history of neon production at Main and Terminal by embedding neon in the signage and public spaces of the area.

Figure 7.4: Creative Campus Character Sub-Areas



Note: The Broadway Plan has geographic overlap with the Creative Campus area of the False Creek Flats Plan. Where there are overlapping land use policies between the two plans, Broadway Plan land use policies supersede those of the False Creek Flats Plan.



7.2.1 Intensified Employment (I-3A District Schedules)

A key location for employment intensification, this zone seeks to establish higher-density buildings to accommodate a variety of functions including uses in the innovation economy, health science and medical service.

Uses

- Retain existing permitted uses including, laboratories, manufacturing and tech office.
- Add Creative Products Manufacturing (CPM); Digital Entertainment, Information and Communication Technology (DEICT); and Health Care Office use definitions.

Density

- Outright: remains at 3.0 FSR.
- Conditional: increased to 5.0 FSR.
- Conditional limit of 3.0 FSR of DEICT (of which 1.0 FSR can be General Office) can be increased to 4.0 FSR of Office uses with the delivery of ground floor industrial or Artist Studio B.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: up to 150 ft. (45.7 m).

Conditional Requirements

- Additional density beyond 3.0 FSR can be achieved through a density bonus payment for the delivery of public benefits including community economic amenities or non-profit industrial space. The City retains the option to receive space in lieu of payment.
- Conditional height and densities within the zoning can be achieved by addressing urban design considerations contained within the False Creek Flats Design Guidelines.



7.2.2 Rental incentive artist live-work mixed use zone

As a transitional zone with artist live-work studios already considered, the plan seeks to increase the supply of secured rental housing near transit to support the businesses in the area.

Uses

- No use changes proposed

Density

- Outright: remains at 3.0 FSR.
- Conditional: increased up to 4.0 FSR.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: increased up to 100 ft. (30.5 m).

Conditional Requirements

- Conditional height and density can be achieved through delivery of 100% secured market rental or 20% social housing and by addressing urban design considerations contained within the False Creek Flats Design Guidelines.



7.2.3 Great Northern Way Campus

With its own comprehensive development plan established for the delivery of an institutional campus, the Great Northern Way Campus, is home to the Centre for Digital Media, future home to the new Emily Carr University of Art and Design, and will also include significant high-tech and light industrial uses, DEICT and limited General Office, laboratories, other institutional uses, hotel space and live-work accommodations.

- Refer to the Broadway Plan policies.
- Policy support for the development of a new use definition for student rental housing and for the consideration of additional institutional housing within the campus.



Figure 7.5: Illustrative of Ground and 2nd Floor Industrial with Accessory Retail at Grade and Office above



7.2.4 Innovation Hub Amenity Node

Key to delivering on the vision of the area will be leveraging the strategic economic potential of the seven acres of City-owned property at Main and Terminal as a hub of innovation and a location for economic experimentation and growth. Additional height and density in some locations will support historic scale and public spaces in others. This amenity-rich node will include a plaza space, walking and cycling connections, ground floor activations and amenity spaces (see 8.2.1).

Uses

- A variety of innovation economy uses are supported including, but not limited to laboratories, research and development, digital or tech offices, arts and cultural facilities, spaces for local food economy; and residential uses.
- Ground floor uses will be active, and include retail, service, and light industrial/manufacturing

Density

- With gross densities of approximately 5.5 FSR the hub will include individual sites ranging from 1.0 to 7.5 FSR.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: up to the underside of View Cone 22 (approximately 140 to 150 ft. / 42.7 to 45.7 m).

Conditional Requirements

- This district will achieve an increase of overall heights and densities through the delivery of light industrial and non-profit spaces, plazas, walking and cycling connections, transportation access improvements, green infrastructure, heritage retention, and by addressing the urban design considerations contained within the Guidelines for the False Creek Flats.



7.2.5 Innovation district mixed-use prototype

This mixed-use area is adjacent to the Innovation Hub, and will act as an extension of the area. Zoned job space capacity will be achieved, with opportunity for additional density for secured rental housing or a mix of social and market condo above. Industrial and retail spaces will activate the ground floor and contribute to the life on the street in this district.

Uses

- Add Creative Products Manufacturing (CPM); Digital Entertainment, Information and Communication Technology (DEICT); and Rental Residential.

Density

- Outright: remains at 3.0 FSR.
- Conditional: increases up to 6.5 FSR

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: increases up to the underside of View Cone 22 (approximately 140 ft. / 45.7 m)

Conditional Requirements

- Conditional height and density can be achieved by providing at least 3.0 FSR of job space, including a minimum of 0.5 FSR of light industrial or Artist Studio B, providing an amenity share contribution for a bonus of additional density and incorporation of design considerations as outlined in the Guidelines for the False Creek Flats.



7.3 TERMINAL SPINE

The Terminal Spine will transition from the higher density employment zones of the Health Hub and Creative Campus, into the Industrial Back-of-House. The area will support additional height, density, and diversity of industrial businesses including the introduction of Creative Products Manufacturing conditional on the delivery of traditional production distribution and repair uses or artist industrial production space at the ground floor. To support employee intensification and a lively and interesting pedestrian experience, limits are also placed on the presence of mini-storage and stand-alone auto retail.

With improved connections to this currently isolated sub-area, future investments and development will help improve the experience of individuals moving through this sub-area by all transportation modes, with a focus on improving the experience and safety for people walking and cycling. Buildings will be encouraged to have more active and interesting ground floor uses to minimize large blank walls and to animate the public realm.

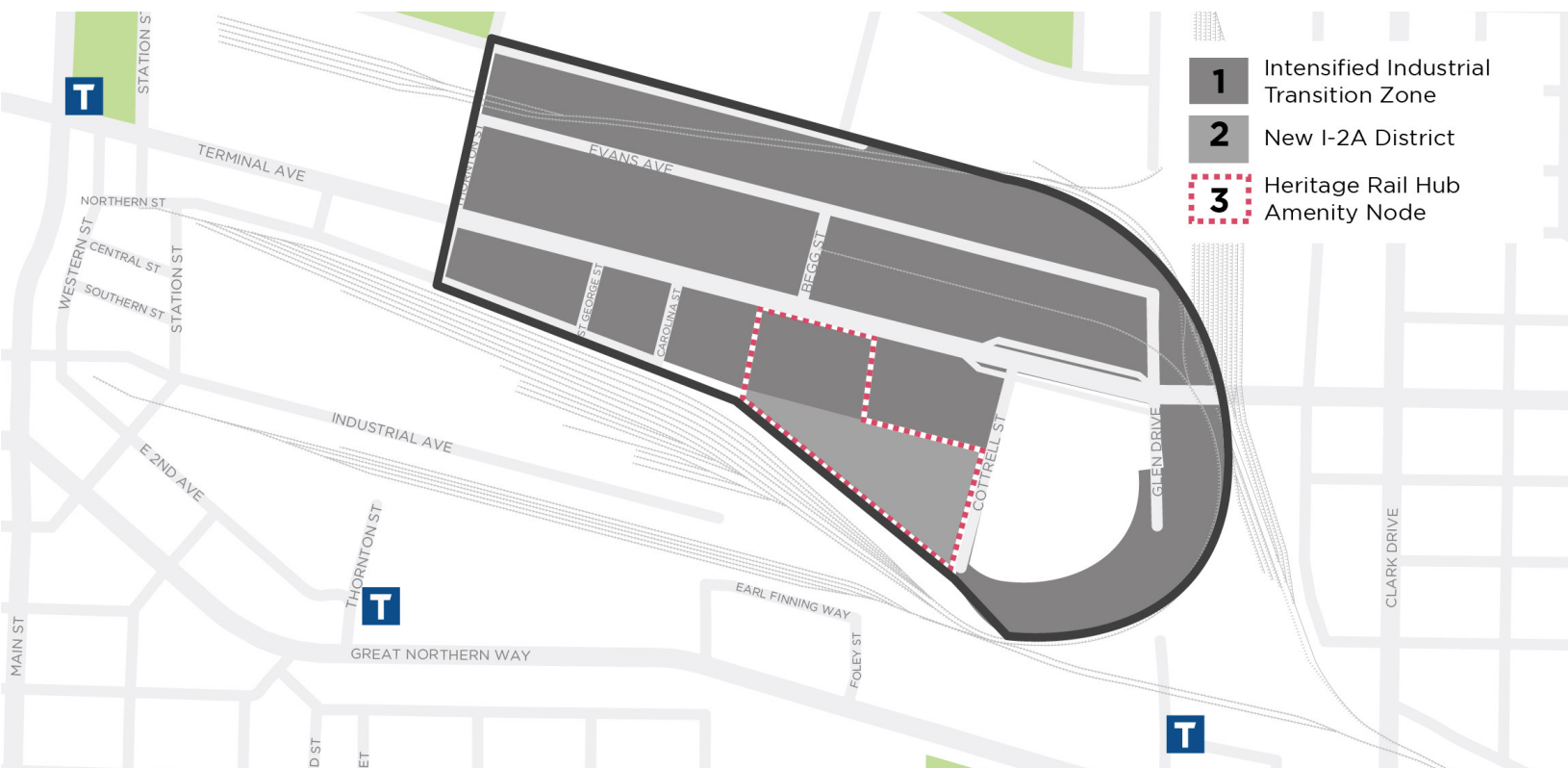


Figure 7.6: Terminal Spine

OVERALL DIRECTIONS

- Support intensification of industrial uses and employment by increasing densities and adding new uses including Creative Products Manufacturing (CPM).
- Limit opportunities for new large floor area retail uses and commercial mini-storage at grade.
- Remove auto retail and self-storage as stand-alone uses.
- Additional uses are conditional on delivery of industrial activities including innovation infrastructure, start-up workshops, makerspace and manufacturing activities.
- Create the Heritage Rail Hub Amenity Node to provide public space improvements and amenities for area employees.
- Encourage active ground floor uses that break up the frontage of the buildings.
- Minimize setbacks to narrow the width of the street.
- Improve the public realm by enhancing the urban forest and providing new and improved walking and cycling infrastructure.
- Seek opportunities to better integrate the SkyTrain guideway into the public realm of Terminal Ave.
- Explore temporary activations on Glen Drive, such as potential business showcase opportunities.

Figure 7.7: Terminal Spine Character Sub-Area



POLICIES



7.3.1 Intensified Industrial Transition Zone (I-2B District Schedule)

Recognizing the unique characteristics of the Terminal Spine, this zone will seek to intensify the employment role of this gateway sub-area by increasing the overall density and heights, as well as introducing a sizable amount of Creative Products Manufacturing with the delivery of ground floor industrial or Artist Studio B.

Uses

- Retain majority of uses contained within I-2.
- Add Creative Products Manufacturing (CPM); Digital Entertainment, Information and Communication Technology (DEICT) as conditional uses.
- Remove Mini-Storage.
- Make Auto Dealer conditional use.

Density

- Outright: remains at 3.0 FSR.
- Conditional: increased to 4.0 FSR.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: increased to 120 ft. (36.6 m).

Conditional Requirements

- Conditional height and density can be achieved through the delivery of ground floor light industrial uses or Artist Studio B.
- Auto Dealer limited to 1.0 FSR and conditional on the delivery of a complete 3.0 FSR development, including a minimum of 1.0 FSR of light industrial.



7.3.2 Core Industrial Back-of-house

A key component of strategic light industrial land in our city, minimal changes are being proposed to secure and strengthen the role of this zone.

Uses

- Retain light industrial uses and ensure functional ground floors.
- Remove mini-storage and auto-dealer

Density

- Remains at 3.0 FSR.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: remains at 100 ft. (36.6 m).

Conditional Requirements

- Conditional heights are contingent on design considerations as outlined in the Guidelines for the False Creek Flats.



7.3.3 Heritage Rail Hub Amenity Node

Anchoring the amenity and public life in the Terminal Spine is the Heritage Rail Hub, an amenity-rich character node centred around three key buildings from the industrial past: the former CN maintenance building (which now functions as a refurbished Station for the Rocky Mountaineer), an old logistics cross-docks shed, and the adjacent Canada Packers Building. These iconic buildings anchor a unique sense of place, and combine industrial materials along a wide span of rail lines that create open and expansive views to downtown and the Northshore Mountains.

This node is envisioned to develop into a vibrant and dense collection of industrial, office, retail and service uses that include a presence of food and cultural economy. Rezoning for this site would be supported at this node, as outlined in the Rezoning Policy For the False Creek Flats, for these outcomes.

Uses

- Rezoning would support numerous non-residential uses assuming a significant component of industrial and potential for creative products manufacturing.

Density

- Support for up to 5.0 FSR.

Height

- Consider heights up to 170 ft. (51.8 m).

Conditional Requirements

- Addressing urban design considerations, an established connection at the foot of Cottrell over to VCC Clark SkyTrain station, and delivery of public spaces and amenities are required for a supportable rezoning (see 8.2.2).





7.4 INDUSTRIAL BACK-OF-HOUSE

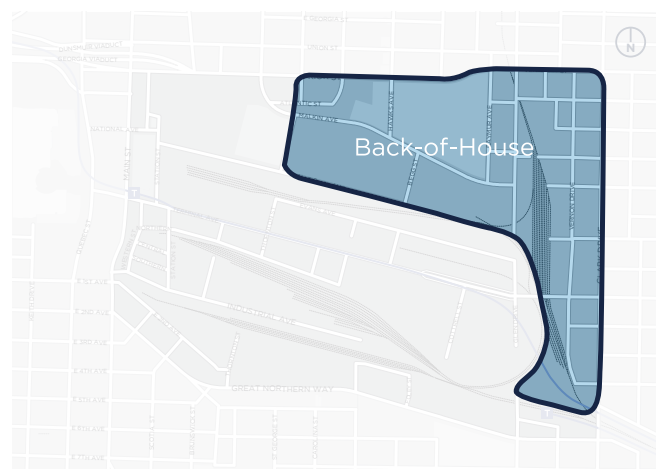
The sub-area's well-functioning "back-of-house" and core industrial role will continue serving the high-density mixed-use neighbourhoods within the inner city. This includes light and service industries, cultural creative industries, and the food economy. Home to flourishing clusters in both the cultural and food sectors, strategic opportunities to strengthen these will be sought.

The art production hub surrounding the 1000 Parker Street Studios will be supported with a rezoning policy to secure a long-term commitment to affordable artist space, support public celebration and 24/7 activity, and include existing character buildings integrated into future development there.

Public space improvements in the area will focus around existing parks and community gardens. Walking and cycling connections to and through these spaces will be improved, linking

existing ecological features with an expanded public realm and tree canopy. Strathcona Park will be enhanced as an anchor and contribute as a destination along the Walk-the-Line.

Figure 7.10: Back-of-House



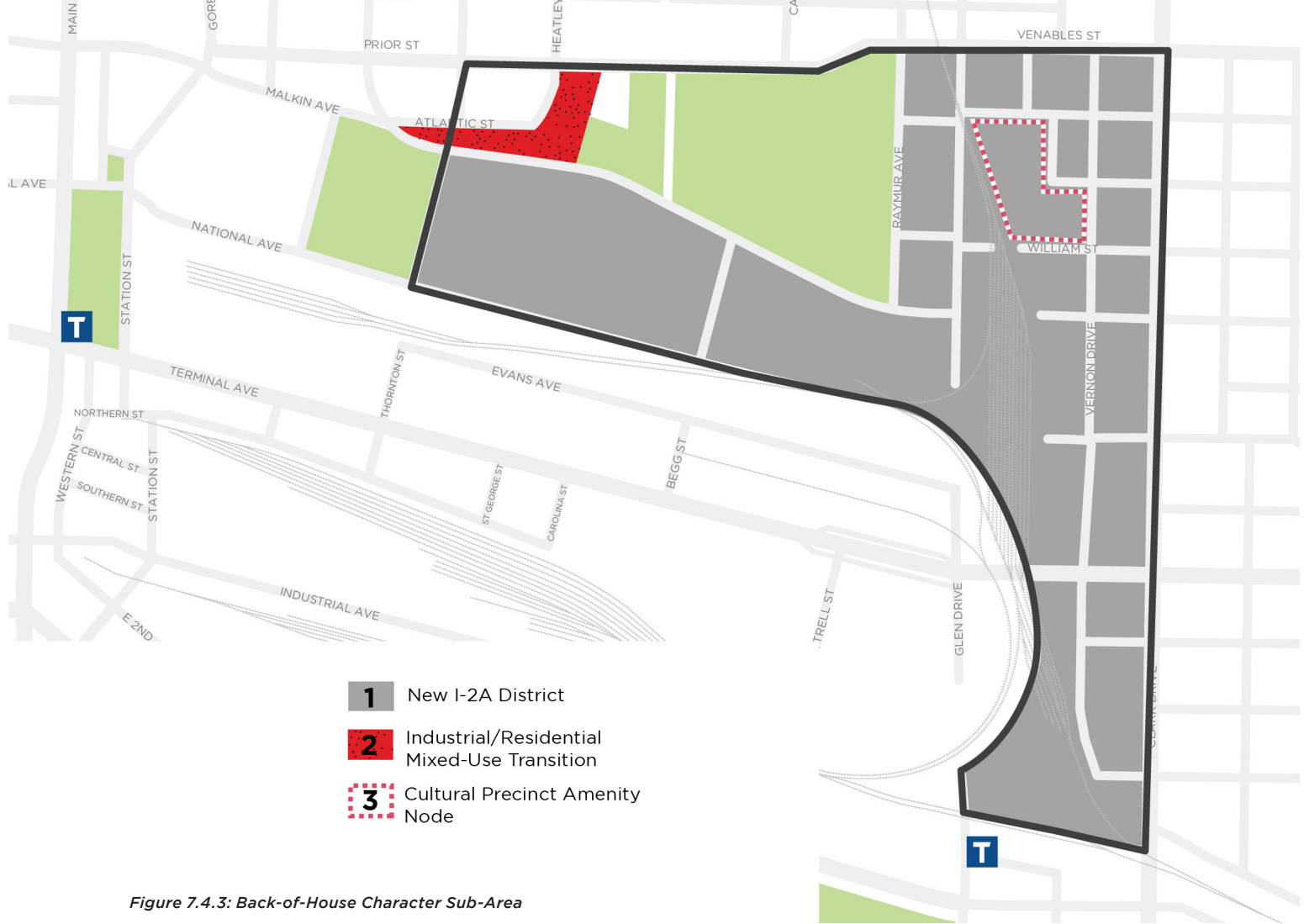
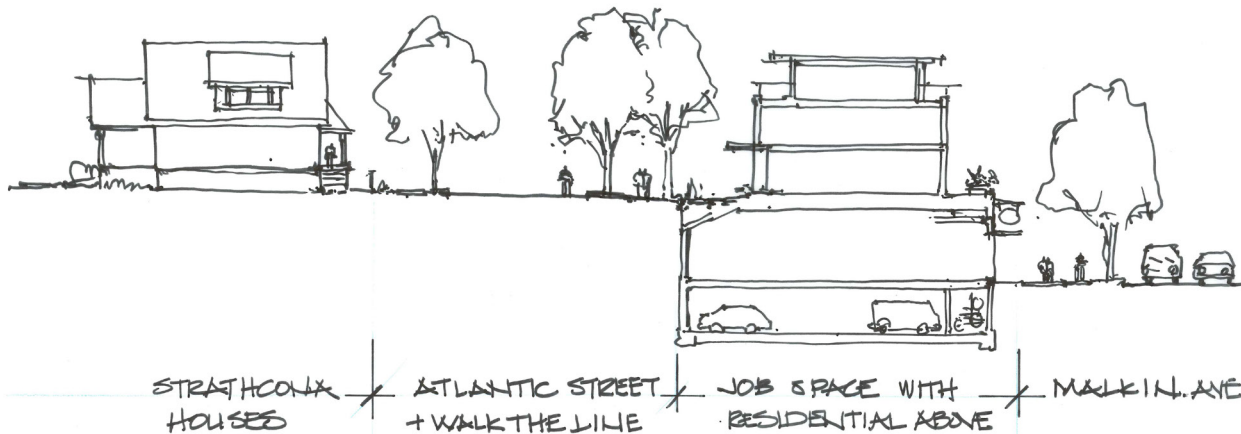


Figure 7.4.3: Back-of-House Character Sub-Area

OVERALL DIRECTIONS

- Anchor the arts and cultural and food economies and celebrate their presence in key public gathering places
- Remove certain low employment/activity uses such as mini-storage and auto dealer.
- Create the Cultural Hub Amenity Node to provide public space improvements and amenities for area employees.
- Ensure that the new overpass and future street closures associated with the Burrard Inlet Rail line consider contextual conditions.
- Create strong public fronting uses on Raymur Avenue focusing warehousing/trucking components on Glen Drive where possible allowing for strong connections to the park.
- Design new buildings to respond and integrate into new overpass where possible to improve the experience for walking and cycling.
- Creative expression of a building's occupants should include the presence of street art and public displays of creative production and sculptures.
- Celebrate the role of rail by ensuring that any fencing placed between the buildings, public spaces and rail lines minimize visual obstruction and are creatively designed by local artists or designers.
- Ensure the ongoing viability of the industrial presence.
- Continue to provide essential city-wide services from the various facilities including building and maintaining infrastructure, repairing and maintaining civic facilities, providing emergency management response and training, and providing management of animal-related public safety.



POLICIES



7.4.1 Core Industrial Back-of-house (I-2A District Schedule)

A key component of strategic light industrial land in our city, minimal changes are being proposed to secure and strengthen the role of this zone.

Uses

- Retain light industrial uses and ensure functional ground floors.
- Remove mini-storage and auto-dealer.

Density

- Remains at 3.0 FSR.

Height

- Outright: remains at 60 ft. (18.3 m).
- Conditional: remains at 100 ft. (36.6 m).

Conditional Requirements

- Conditional heights are contingent on design considerations as outlined in the Guidelines for the False Creek Flats.



7.4.2 Industrial/Residential Mixed-Use Transition (MC-1A District Schedule)

This area transitions from the higher level of the Strathcona residential neighbourhood to the lower level of the industrial Flats. Responding to these qualities, new zoning within the district will enable this as a vertical industrial-to-residential transition zone. Ground floor industrial uses are required and will front onto Malkin, while stacked townhouse residential will sit above fronting onto Atlantic and Prior. Future development of the City owned Fire Hall No. 1 site would explore opportunities for social housing for seniors fronting onto Prior Street.

Uses

- Light Industrial or Artist Studio B required at ground floor fronting Malkin.
- Residential (limited to rental) permitted above fronting Atlantic.

Density

- Reduce from 3.0 FSR to 2.5 FSR (minimum 0.75 FSR industrial job space).
- 0.75 FSR of Industrial job space must be achieved.
- Residential is limited to 1.8 FSR total.

Height

- Outright: reduced from 60 to 40 ft. (18.2 m to 12.2 m).
- Conditional: reduced from 100 to 45 ft. (30.4 m to 13.7 m).

Conditional Requirements

Conditional uses and heights achieved through delivery of ground floor industrial space, as well as by addressing considerations outlined in the Guidelines for the False Creek Flats.



7.4.3 Cultural Hub amenity node

As the centre of public life in the Back-of-House sub-area, policy supports a rezoning of the lands associated with 1000 Parker for the delivery of an amenity-rich character node. This node would centre around the Restmore Manufacturing character building and would include the inclusion of a replacement of existing artist studios, in particular those of a more industrial nature (i.e. woodshops, metal working, glass blowing, etc.).

Uses

- Rezoning would support numerous non-residential uses assuming a significant component of industrial and potential for creative products manufacturing.

Density

- Support for up to 5.0 FSR.

Height

- Consider heights up to 170 ft. (51.8 m).

Conditional Requirements

- Addressing urban design considerations, the integration of the Restmore Manufacturing building, the replacement of the existing artist space and the delivery of public spaces and amenities would be required as part of a supportable rezoning (see 8.2.3).

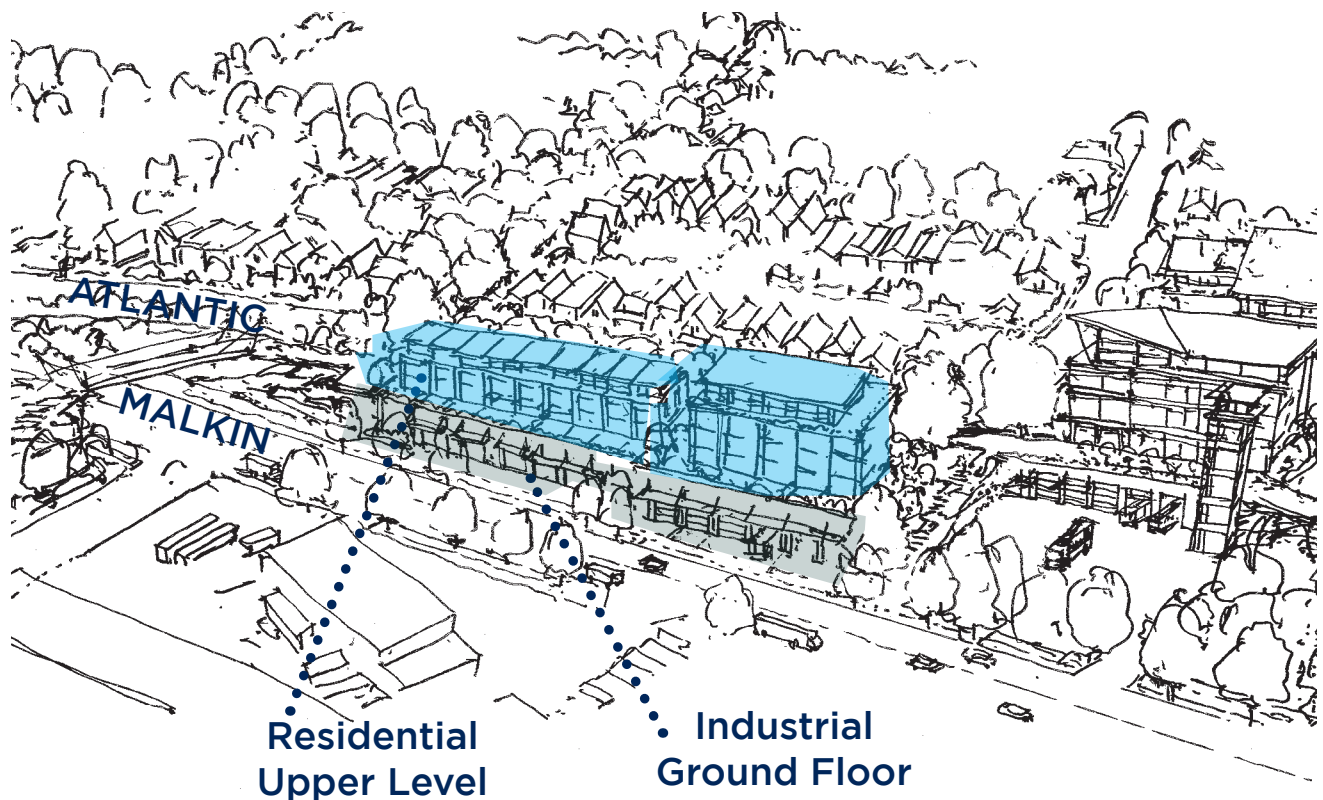


Figure 7.9. Atlantic/Malkin Transitional Edge





STRATEGIC DIRECTIONS FOR PUBLIC SPACES & PUBLIC LIFE

- Create interesting and unique public spaces that support economic activities and enliven the public realm.
- Improve access to parkland for adjacent residents and those working in the Flats by enhancing connectivity.
- Provide needed amenities and services to support local employees and visitors in the area.
- Provide a wide range of experiences in flexible, safe, and accessible public spaces.
- Establish a clear hierarchy of well-connected places to strengthen economic clusters within each character sub-area.
- Protect and enhance existing parks to improve their quality, diversity of programming and usability.
- Increase provision of indoor and outdoor recreation and leisure amenities.
- Re-introduce natural systems through park and green space connections.

INTRODUCTION

Creating unique, vibrant, attractive, interesting and amenity rich environments that appeal to the increasingly mobile employees of the twenty-first century is essential for unlocking the potential of any economic district in today's cities. The plan aims to establish a network of public places and spaces in the False Creek Flats that repositions the area from a blank space in our collective mental maps, to a critical component of our cherished network of future public spaces in the city.

*"Creating a great place: that is the most effective Economic Development strategy for the 21st Century"*¹⁹

¹⁹ David Malmuth - I.D.E.A. District San Diego

PLACE MAKING PRINCIPLES

New and existing public spaces will be developed with the following common principles (see also the *Design Guidelines for the Flats*).

Build off the Unique Character and Histories

The Flats has a number of distinctive and unique places, buildings, materials, views, parks, and association with water and historic uses. New and existing spaces should build off of these elements and contribute to the collective identity and industrial character that defines this as an interesting place.

Celebrate First Nations Memories

Public spaces established in locations of significance to the area's original inhabitants should be celebrated and embody the key locations, stories, and place names within the public realm. Through implementation staff should work with Musqueam, Squamish and Tsleil-Waututh Nations to identify and reflect traditionally significant sites or cultural elements. Potential locations include recognition of camps located in the Grove Crescent area (south of Prior), at the Skwahchays (the Hole in Bottom) near the south eastern corner of the area, and Khiwah'esks (Separated Points) at the jog in Main Street.²⁰

²⁰ For additional information please see the *False Creek Flats Historical Statement of Significance prepared for the City by Luxton and Associates* available at vancouver.ca/falsecreekflats

Create Inviting and Comfortable Places for People

To attract more people to the area, comfortable and inviting places should be established where people can relax, share conversation, and enjoy their surroundings.

Reintroduce Water and Natural Systems

Natural systems such as urban forests, wetlands and pollinator meadows should be reintroduced where possible. This will require innovative approaches to contaminated site remediation, hazardous materials management, material recycling and reuse, water conservation and innovation in green buildings.

Encourage “Edgy” Edges

Lively building edges create a more welcoming street experience, attract people, and make the street feel safer by creating visual links between outside and inside. Street level transparency should be encouraged to open up the economic function of the area to people passing through and to celebrate the activity of businesses inside. This allows for outdoor and indoor activities to spill into one another, creating unique moments of interaction and public life.

Figure 8.1: Historic shorelines and places of memory

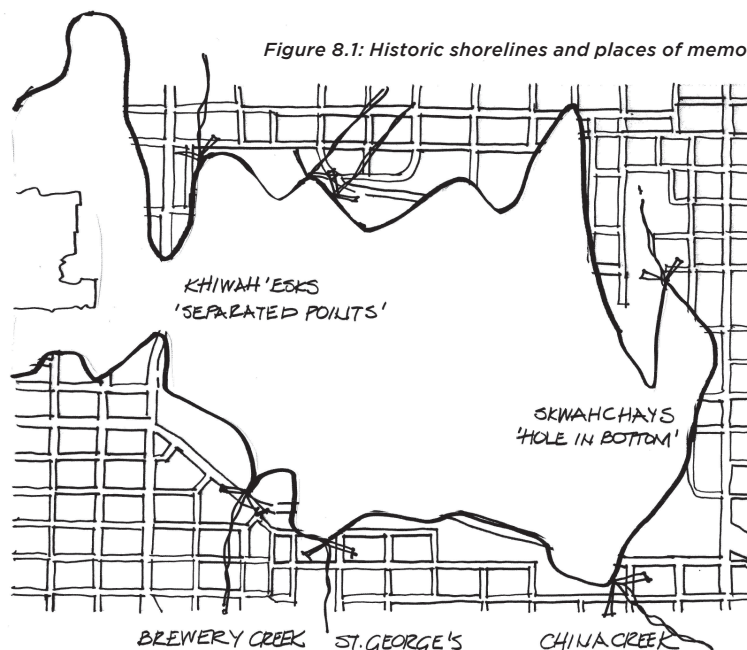




Figure 8.2: Historic shoreline over time

Respect Existing Public Views and Explore Creating New Views

On the edge of downtown, with the historic scale of the Downtown Eastside to the north, the Flats has numerous opportunities to embed public view points into the area's public realm. These views contribute greatly to the sense of a unique place, particularly when iconic built elements are framed in those views. New buildings in the area should be positioned to respect those key public views.

Create a Laboratory for Public Education, Experimentation and Innovation

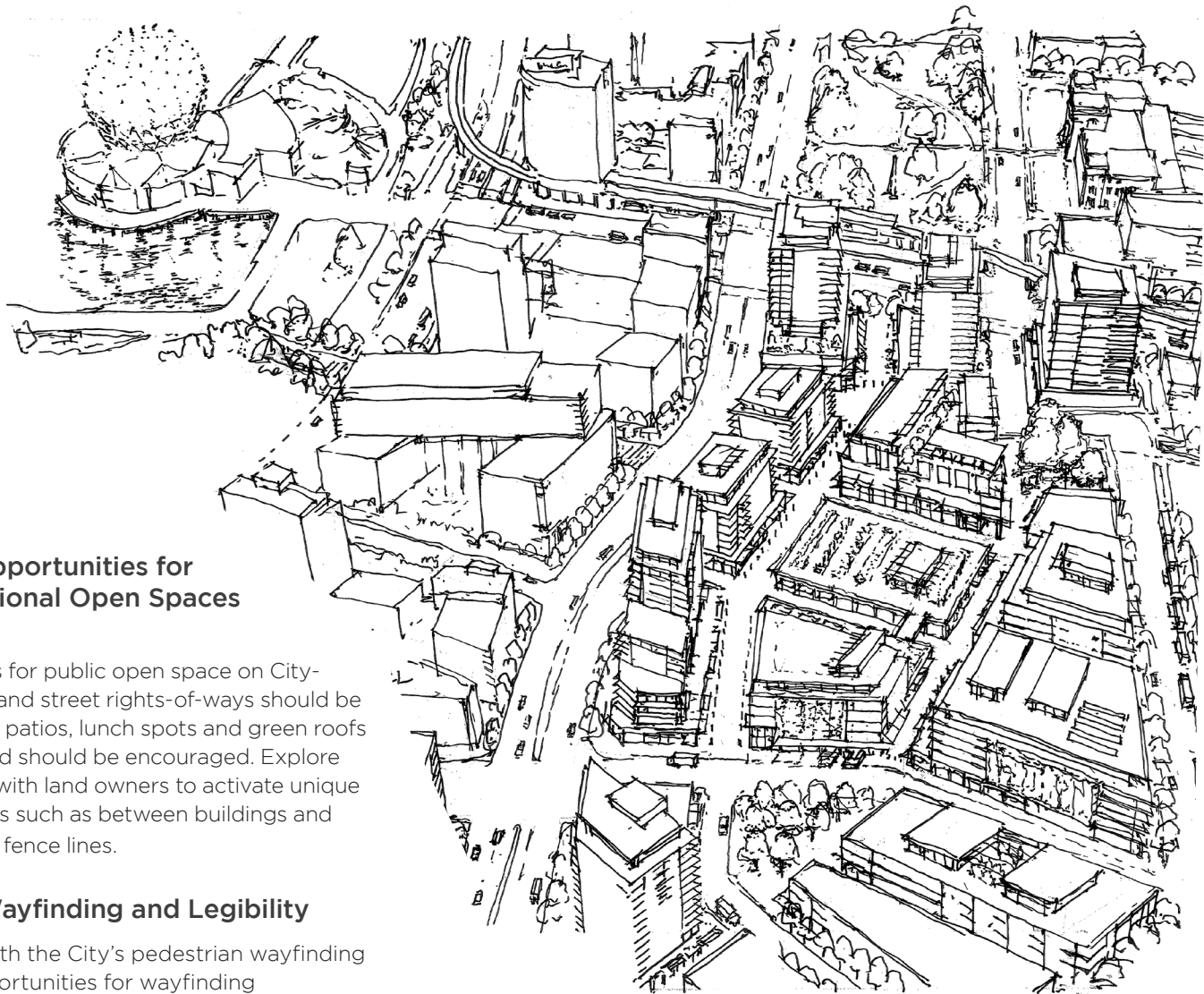
The Flats plays a unique role as a laboratory for industry, experimentation and innovation. Public spaces should embed opportunities that invite public exploration and education that showcase the area's many innovative businesses and activities that support the broader life of our city.

Encourage Grassroots Activation

Local ingenuity, entrepreneurialism and the creative and artistic flair contained within the businesses will be utilized to deliver a unique public realm experience. Local businesses and institutions should be encouraged to provide creative and organic interventions in the spaces between buildings and along street rights-of-way. This grassroots activation supports a more fluid, and spontaneous public experience than available elsewhere in Vancouver.

Use Public Space as a Canvas for Creative Display

Home to more than 40% of the city's art studios, a number of galleries, and the Emily Carr University of Art + Design, the Flats is rich with artistic endeavors. Public spaces should support rotating displays of local art.



Identify Opportunities for Unconventional Open Spaces

Opportunities for public open space on City-owned lands and street rights-of-ways should be explored, and patios, lunch spots and green roofs on private land should be encouraged. Explore partnerships with land owners to activate unique orphan spaces such as between buildings and along rail and fence lines.

Improve Wayfinding and Legibility

Consistent with the City's pedestrian wayfinding strategy, opportunities for wayfinding signage should be explored in locations with medium to high pedestrian volumes; at key decision points in areas with unclear routing options; and to promote attractive routes within the existing route hierarchy.

Encourage 24/7 Activity and Public Life

Opportunities to make the Flats more inviting and encourage people to stay longer beyond work hours should be explored. The absence of residents is an opportunity to make noise in a city that has mixed-use development throughout much of the urban core.

Ensure a Safe, Clean and Litter Free Environment

Maintaining a litter free environment is important for the sense of comfort and perception of safety for people in the area. The Flats should be clean and clutter free, while still celebrating the industrial grit and character.

FALSE CREEK FLATS DIRECTIONS

The plan seeks to establish a clear public space network and hierarchy: from the formal public plaza, to the informal activations of underutilized rights-of-way and excess parking lots. This hierarchy of public spaces is made up of four key components: institutional anchors; new amenity-rich character nodes; parks and ecological corridors; and key linkages and pathways. These components are tied together by "Walk-the-Line": a public loop that roughly traces the old shoreline and connects the many places and public spaces of the False Creek Flats.



8.1

INSTITUTIONAL ANCHORS

With two major research institutions planned for the False Creek Flats, tremendous potential exists to anchor public life around these major generators of economic intensity. Key public places and spaces within the campuses at the new St. Paul's Hospital and Great Northern Way will support broader public life in the area. These institutional anchors will provide on-site walking and cycling infrastructure to accommodate both internal movement needs as well as connections to other destinations in the city.

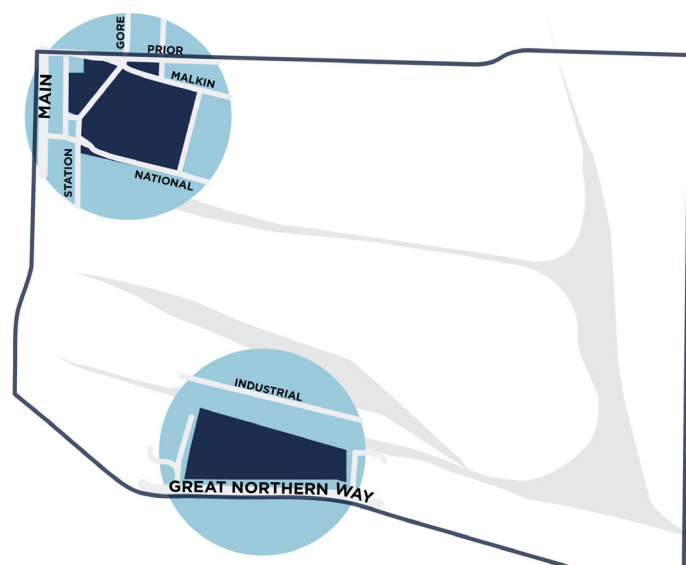


Figure 8.2: Institutional Anchors



POLICIES



8.1.1 St. Paul's Health Campus Anchor

The public space network surrounding the hospital will need to address the many different users from recovering and frail patients, to the doctors and staff, to visiting family members, and the public.

Key elements of the public place network should include:

- A “wellness loop” for progressively longer walks for recovering patients onsite.
- Walking and cycling routes across the site connecting to nearby parks, destinations and routes.
- New open spaces, gathering places and streets to support public life on site.
- Strong east-west pedestrian link through the site that connects from Thornton Park to the north end of Trillium Park forming a critical link for Walk-the-Line (see 8.4.5).



8.1.2 Emily Carr and the Great Northern Way Campus Anchor

The new Emily Carr University of Art + Design will be a learning community with a mandate to provide access to the creative arts for students from all walks of life. It is also a community of innovators in applied research with over three hundred industry and community partners. The new campus at Great Northern Way will accommodate 1,800 students and is joining the Centre for Digital Media.

Key elements of the public place network should include:

- A pedestrian spine that runs through the centre of the site to provide a strong pedestrian priority environment.
- Walking and cycling routes across the site connecting to nearby destinations (including Walk-the-Line and the Central Valley Greenway).
- New plazas, open spaces, gathering places and streets.
- A new station location for the future Millennium Line Broadway Extension.



AMENITY-RICH CHARACTER NODES

Character nodes are strategically located to anchor public life and contribute to the area's distinct identity. They are amenity-rich environments that support the needs of nearby employees by providing places to gather, socialize, and celebrate, thereby encouraging informal interactions and the spill-over of ideas in high quality public spaces. The plan identifies three nodes which, along with the institutional anchors and parks, form the primary public space structure of the Flats. These nodes are the Innovation Hub at Main and Terminal, the Railyards Heritage Hub at Cottrell and Terminal, and the Cultural Hub at Parker and Vernon.

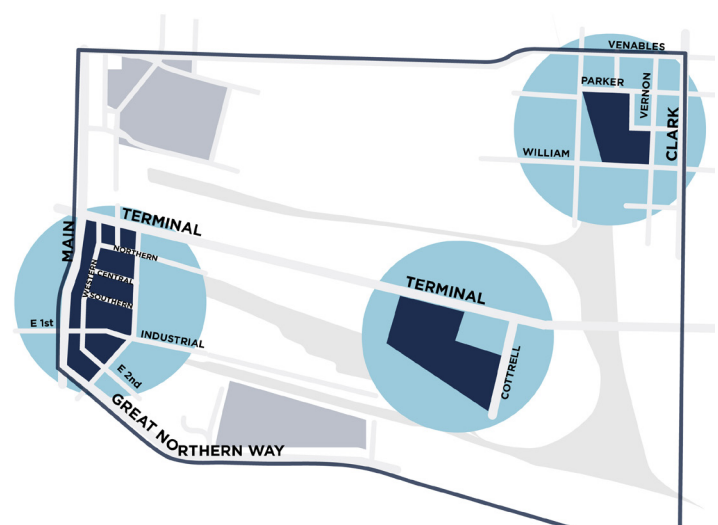


Figure 8.4: Amenity-rich Character Nodes

Centring amenity and public space improvements in these nodes creates activity that encourages people to visit and stay – where they can enjoy a local art display, take a break with a colleague at a café or stop at a brewery with friends after work. While the specific characteristics and details of each node are outlined in the False Creek Flats Design Guidelines, they share a number of urban design principles and desired outcomes:

- **Embed and celebrate their unique history:** Build around key character buildings and embed materials from the industrial past into public spaces to promote a distinct identity.
- **Respond to unique infrastructure:** Build off and respond to the site specific infrastructure to set up unique experiences and views.
- **Support a lively public life:** Include high-quality public spaces, with significant public plazas, active edges to buildings, ground floor retail, and amenities.
- **Are highly flexible:** Contain infrastructure in the public realm that supports a wide variety of public and business activations and activities.
- **Support additional uses and densities:** Build a critical mass of people that contribute to a lively district and deliver economic amenities to support affordable space for artist and key sectors.
- **Become extensions of the workspaces:** Include furniture and appropriate infrastructure (seating, plug-ins, digital connectivity, etc.) to allow employees to work in the public spaces.
- **Create healthy urban environments:** Contribute to the rainwater management in the area and improve the tree canopy and natural environments.
- **Are places of innovation:** Within the general mix of uses, include spaces to support local economic activities, from industrial start-up and idea generation, to shared tools/infrastructure.

In short, these amenity-rich character nodes provide the key places of public life in the False Creek Flats and reposition the area as a critical component of the network of public spaces in Vancouver.

Innovation Hub



Heritage Rail Hub



Cultural Precinct



Figure 8.3: The Three Amenity Nodes



Figure 8.5: The Railyards Heritage Hub

POLICIES



8.2.1 Innovation Hub

This node will anchor amenity and public life in the Creative Campus and provide a gateway to the innovation and creativity on display throughout the Flats.

- Embed the fine block scale and non-standard street scale of the old rail lines that trace through these blocks.
- Recognize and incorporate key heritage assets including the heritage registered buildings on Terminal, some lower-scaled elements and materials of the industrial past, and the historic role of neon production.
- Create an environment that puts people first and supports public life including new plazas and open spaces, streets and active transportation connections, and pedestrian connections through the longer block elements.
- Include a broad spectrum of economic users in these blocks that represent the innovation and economic diversity in the broader Flats including the incorporation of cultural and food economy, industrial production, research and development, and employment intensification.

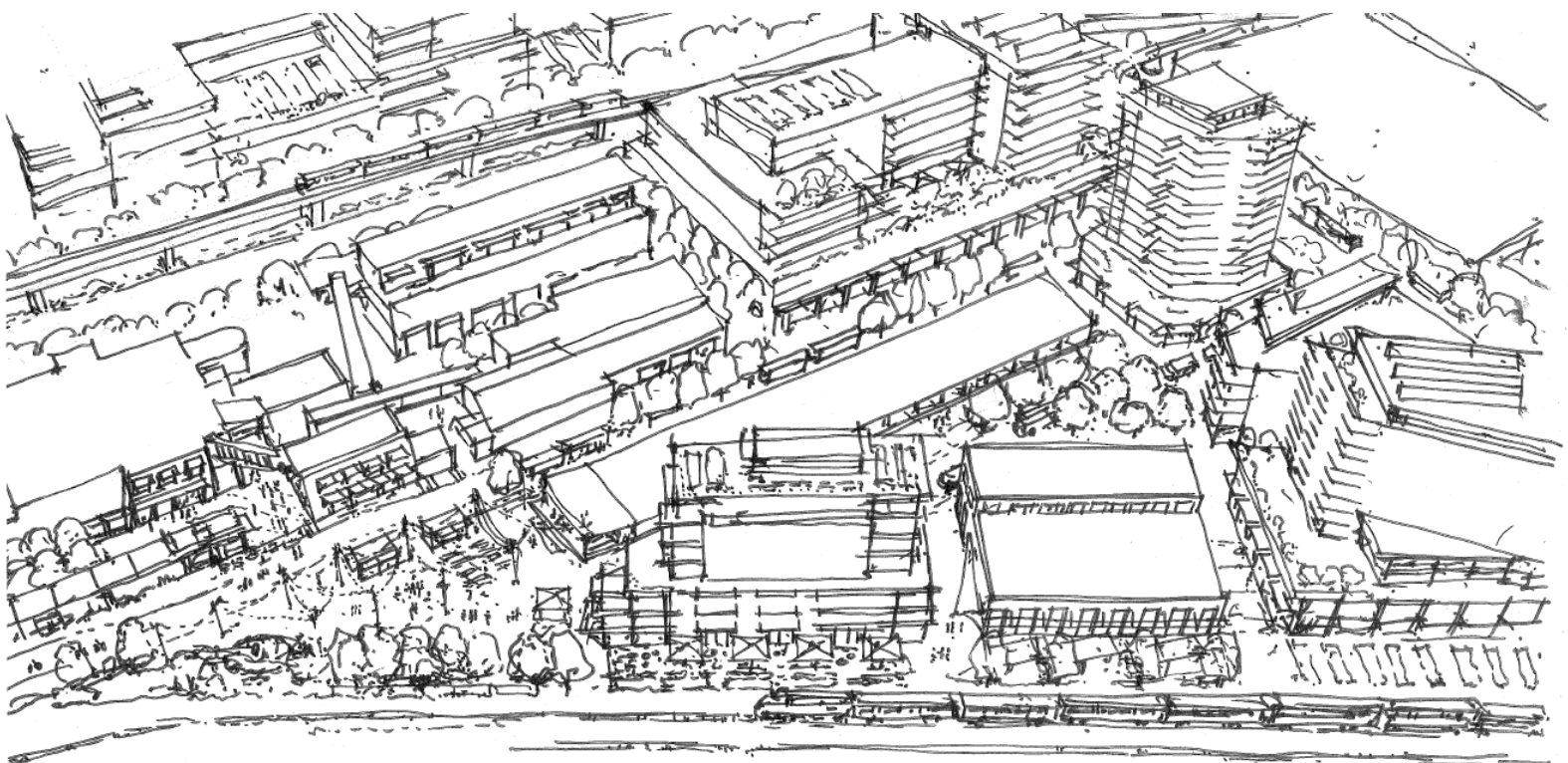


Figure 8.6: The Railyards Heritage Hub

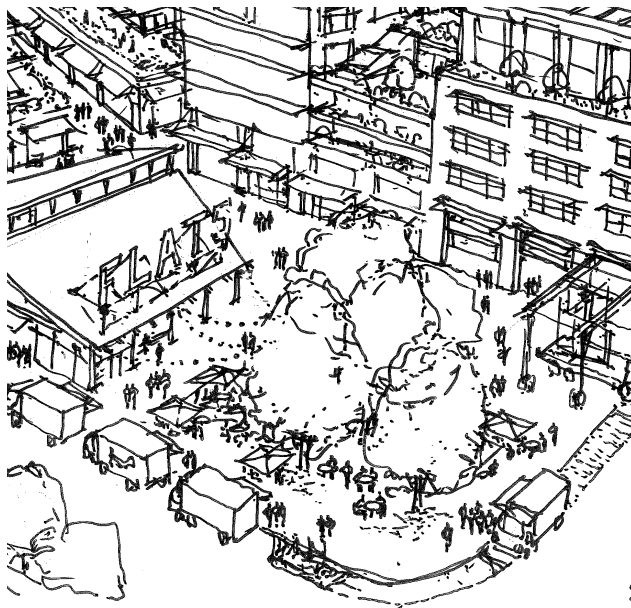


8.2.2 The Railyards Heritage Hub

This node will anchor amenity and public life in the Terminal Spine. Taking advantage of its industrial location, more vibrant 24/7 activity will encourage gathering and public celebrations at all times of day and throughout the year.

- Embrace the messiness of the structuring element of the rail presence and embed the convergence of the railyards in the organizing of the site to secure interesting views and vistas.
- Open up character buildings to more publicly focused uses and leverage unique elements of those buildings including large overhangs and catwalks to support gathering and public life.
- Develop a permeable pedestrian environment that connects seamlessly to the public pathway that currently divides the node.
- Create a high quality public realm that includes plazas and open spaces that support flexible programing and celebration throughout the year.
- Increase access to nature and tree canopy, including green infrastructure and as a potential site for a new park to support employees and businesses within the Terminal Spine.

Figure 8.7: Illustration of quality public gathering space at the Innovation Hub



8.2.3 The Cultural Hub

In conjunction with Strathcona Park, the Cultural Hub will become the main node of public life and activity within the Back-of-House sub-area. Centred on the cultural production at 1000 Parker it will retain its central role in the city's art production and will leverage future development to establish a new node of public life in the Flats. With interesting public spaces between the historic buildings and the railyards, this edgy district establishes a node of culture and celebration unique in our city.

- Retain or replace the existing cultural production space, with a focus on expanding the light industrial workshops spaces more difficult to accommodate elsewhere in the city.
- Embed the existing character buildings on-site, in particular the Restmore Manufacturing buildings, and open them up to more publicly focused uses while leveraging unique elements and geometries to establish a distinct sense of place.
- Establish a small plaza or patio on the west side of the Restmore building that celebrates the relationship with the rail, and takes advantage of the sunlight established by the neighbouring railyard.
- Develop a larger public plaza space on the eastern side of the Restmore building that allows for flexible and scalable public events and festivals through the temporary closure of Napier and George Streets.
- Create finely-scaled pedestrian routes through the blocks that create a variety of experiences including a progression of exterior/interior/covered spaces.
- In the event of a William Street alignment for the Prior-Venables replacement arterial, ensure that the new overpass structure is integrated with the site to improve connectivity and to more directly connect this key site to Strathcona Park and Walk-the-Line.



8.3

8.3 PARKS AND RECREATION

Parks within and on the edges of the Flats are another key component of the public space network. They provide workers and visitors access to nature, a range of active and passive recreation opportunities, and are well positioned to evolve into a rich, connected component of the city's broader open space and ecological network. With thoughtful reconfiguration and re-imagining of the area, there are opportunities to re-knit currently disconnected systems, creating a meaningful network of spaces for people, water and biodiversity. This also presents an opportunity to support an enhanced urban forest and biological function.

As a major employment centre, there is a need for access to parks and open spaces during work hours. Given employment trends and shift work associated with the industries planned for the Flats, with work hours extending beyond 9 am to 5 pm, opportunities for access to nature, exercise and recharge both indoors and outdoors are critical for employee health and well-being.

The Flats contains three significant parks: Strathcona Park (large community park with a wide range of amenities), Trillium Park (field sports hub) and Thornton Park (classical passive

park with large specimen trees and lawns and strolling paths), totaling 36 acres (14.61 ha). These provide a range of passive and active spaces to the northern third of the Flats, drawing users from adjacent neighbourhoods, and across the city. North of the Flats, Strathcona Linear Park provides a linkage to nearby MacLean Park and into the adjacent Strathcona neighbourhood. While Trillium Park was only recently completed, both Thornton and Strathcona Parks require renewal in the short term. All three will form key nodes along the Walk-the-Line.

The Flats currently has very low walking and cycling connectivity. Fragmented by the rail corridor, the disconnected street network and large lot ownership and tenancy, the southern two-thirds of the area is disconnected from these parks and relies on parks to the south, including China Creek North Park, which provides amenities for active park use and a walking loop.

Significant grades and distances greater than a five-minute walk limit access to other parks south of the Flats. Approximately 55% of the Flats is currently within a 5 minute walking distance of existing parks. The planned pedestrian network would increase this coverage to up to approximately 70%.

POLICIES



8.3.1 Parks

Protect and enhance existing parks to improve their quality, diversity of programming and usability:

- Renew Strathcona and Thornton Parks and upgrade China Creek North and Trillium Parks to meet the need from the Flats' employment centre and adjacent, under-served, high density residential neighbourhoods.
- Explore opportunities to expand and connect existing parks.
- Create active building edges around parks which incorporate public use.

Improve access to park land:

- Enhance connections between existing parks in Northeast False Creek, Strathcona and the north side of the Flats (Creekside, Thornton, Trillium, MacLean, Strathcona Linear Park and Strathcona Park).
- Encourage use of parks by improving connections through "rail locked" areas.
- Acquire and develop one acre of additional parkland.



8.3.2 Recreation

To meet the recreation needs of future daytime and nighttime populations in the area the following strategies are recommended:

- Explore opportunities to add new indoor spaces for recreation and leisure programming, as shared amenities within large (re)developments. Amenities such as gyms and multi-purpose rooms should be associated with public open space, shared with arts and social programming.



Figure 8.8: Existing Parks and Recreation Facilities

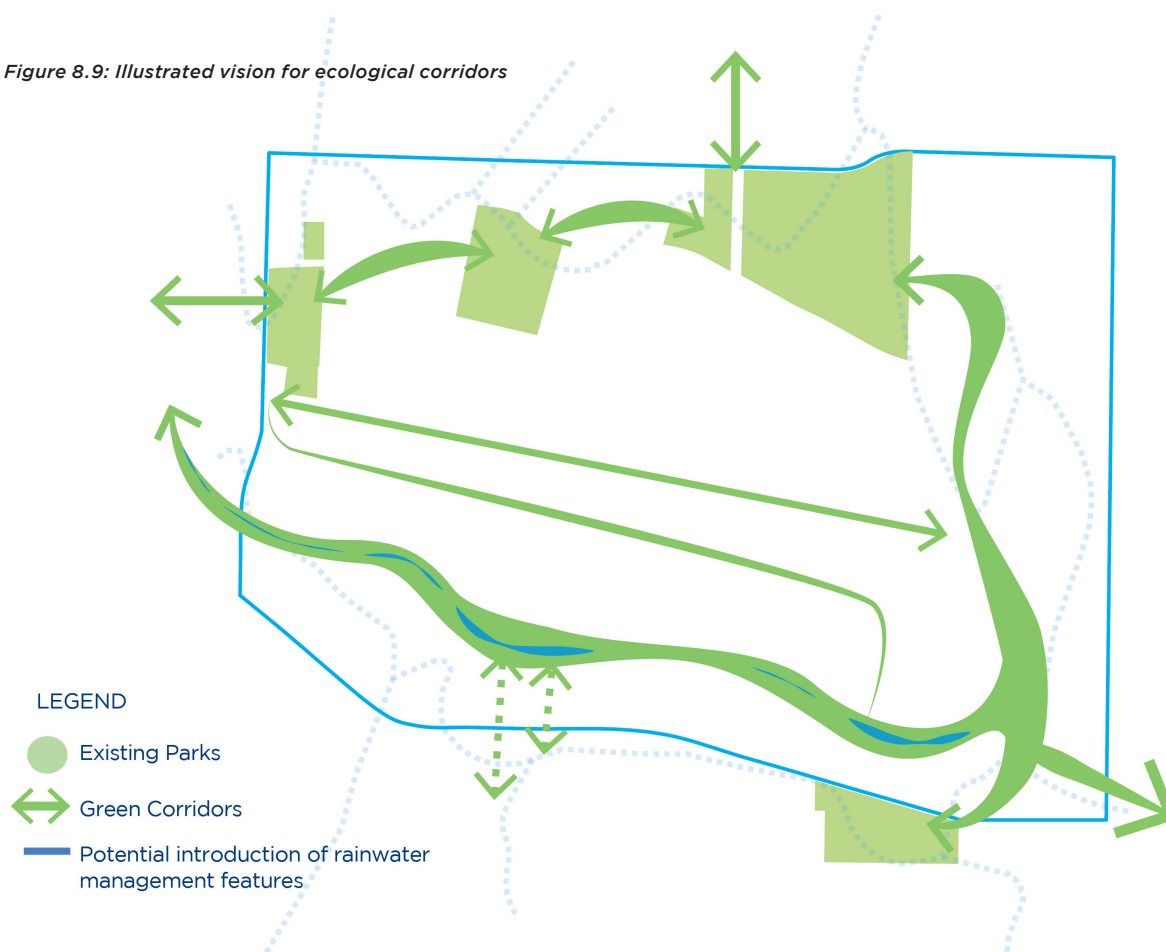


8.3.3 Urban Forest and Biodiversity

Comprehensive planning of the Flats provides an opportunity to enhance the urban forest and biological function of the area, which is currently a noticeable void in the city system:

- Strengthen urban forest connectivity through and along the rail corridors.
- Investigate opportunities for ecologically-rich corridors, associated with walking and cycling connections through the Flats.
- Develop an urban forestry plan for the Flats to guide where and how trees can be planted in a range of urban landscapes, parks and development sites.
- Plant trees along streets and along walking and cycling connections to improve the environment and air quality. Prioritize Terminal Avenue and streets with walking and cycling infrastructure in the short term.
- Require tree planting on private land during redevelopment.
- Meet the tree canopy targets established in the False Creek Flats Rainwater Management Framework.
- Enhance habitat for birds, pollinators and other flora and fauna by enhancing the urban forest, creating biofiltration wetlands for rainwater management and following the bird friendly design guidelines.
- Explore opportunities for a new linear open space from Mount Pleasant or the Grandview Cut, through the Great Northern Way campus, to False Creek:
 - » Consider long-term opportunities for linear storm water connections and biofiltration wetlands that are compatible with public use.
- Review opportunities to utilize lighting design standards and guidelines that reduce negative impacts to birds and other wildlife.

Figure 8.9: Illustrated vision for ecological corridors





8.4

KEY PUBLIC PATHWAYS AND CONNECTIONS

A network of public spaces, parks, and open spaces will serve workers, visitors and nearby residents, and will provide key locations for both the formal and chance encounters essential for economic innovation, collaboration and the spillover of ideas. Key linkages and corridors are critical in connecting these various elements together and make up elements of the larger

network of transportation connections contained in section 10.0 Transportation. These specific pathways and connections not only contribute to the broader city serving transportation network, but play a critical role in the delivery of a unique and well-connected public realm by overcoming key barriers in the area and connecting a logical and comprehensive public space network.

POLICIES



8.4.1 Innovation Corridor: Railtown to Mount Pleasant

A new complete street will connect Gore to Station to Lorne, and will serve as a primary north-south link for all transportation modes and tie the innovation nodes together along this corridor. This section of the Flats will be a part of a corridor that extends from Railtown in the north, through the Downtown Eastside, past Chinatown, through the new St. Paul's campus, past the Pacific Central Station, through the Innovation Hub at Main and Terminal and finally through to Mount Pleasant. Key directions include:

- Establish places for public life along this key route including new plazas or significant public places within the St. Paul's Institutional Anchor and the Innovation Hub Amenity Node.
- Encourage more lively edges along this route (restaurants, cafés, and retail), as well as a higher level of transparency and more frequent openings for a more interesting street environment.
- Establish a high street along this route through the St. Paul's Institutional Anchor.
- Explore improvements to the experience of arriving at Pacific Central Station.



Figure 8.11: Map of the Innovation Corridor

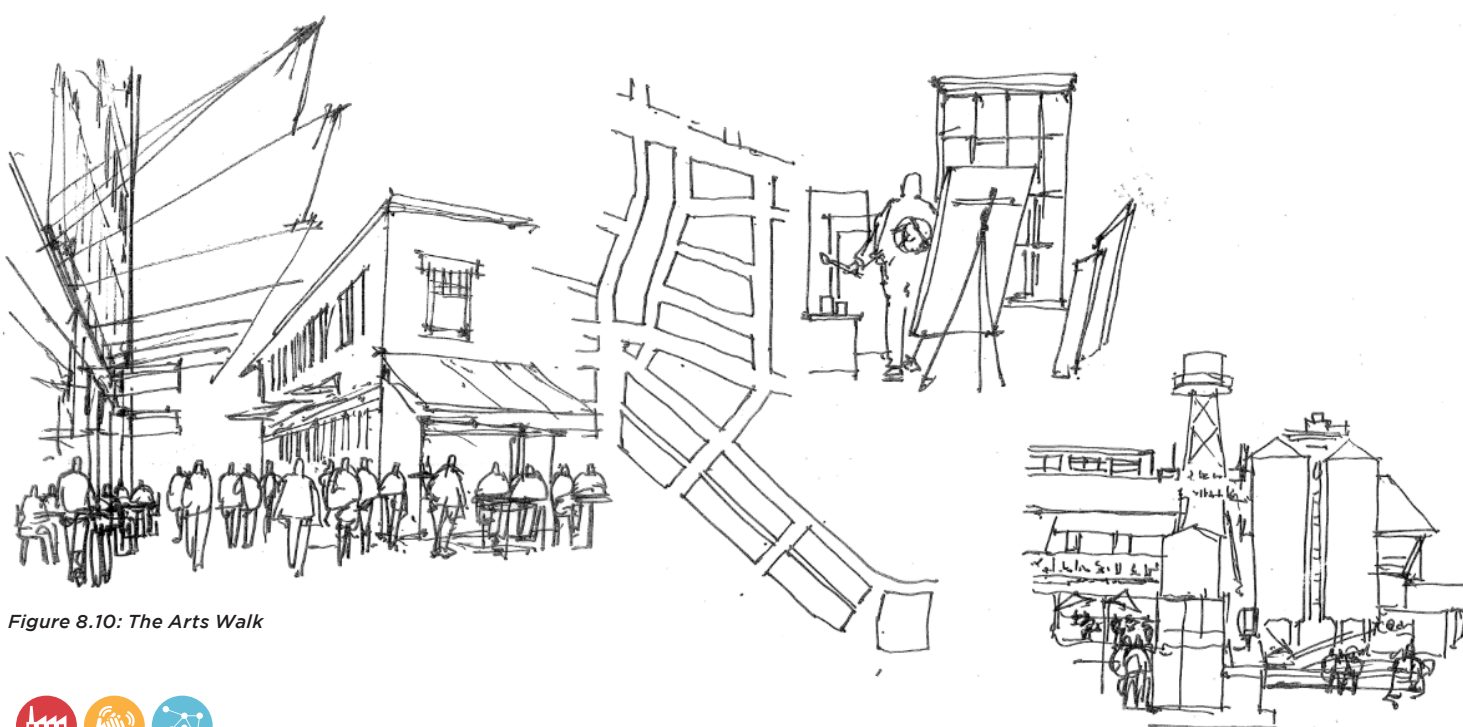


Figure 8.10: The Arts Walk



8.4.2 Arts Walk

While laneways are uncommon in the Flats, the lane between First Avenue and Second Avenue has a unique character and the potential to contribute to the public space network. While maintaining its primary function for servicing, the lane provides an opportunity to animate a walking link to tie the creative activity of the Innovation Hub to the Emily Carr Institutional Anchor. This link, lined with a series of commercial galleries, will develop as an “arts walk”, connecting the creative pieces of this district together, and providing a new canvas for the display and creation of original art works. The future lane treatment could include lighting, seating and other public realm improvements that reflect the existing character and support a safe and lively pedestrian zone, which pilots and tests a dual purpose of place making and servicing. Key directions include:

- Retain the “H” frame structures in the lane between First and Second Avenues as a defining character element and armature for lighting, banners, signage, and artwork.
- Take advantage of the grade change between First and Second Avenues to create a “dual frontage” and double grade access uses, including galleries, restaurants, with work-force rental housing above.
- Create an ‘arts corridor’ that links from the Innovation Hub to the ECUAD and Great Northern Way Institutional Anchor.
- Provide infrastructure to support the display of original artworks and support the expansion of the area’s street art or mural opportunities on existing blank walls.



8.4.3 Central Spine

A key connection to the Creative Campus is a prominent public linkage along Central Street, through the City-owned blocks to the Seawall. This link will connect the activity and public life of the Seawall into the places and spaces of the Flats, and will provide the southern starting point of Walk-the-Line. Key directions include:

- Provide a strong origin for Walk-the-Line along Central Street that explores connections with the Seawall and the nearby Telus World of Science.
- Explore opportunities for shared programming along the public pathway to showcase science, sustainability and business innovations.
- Explore potential to recognize and celebrate the history and stories of K’ihwah’esks (Separated Points).

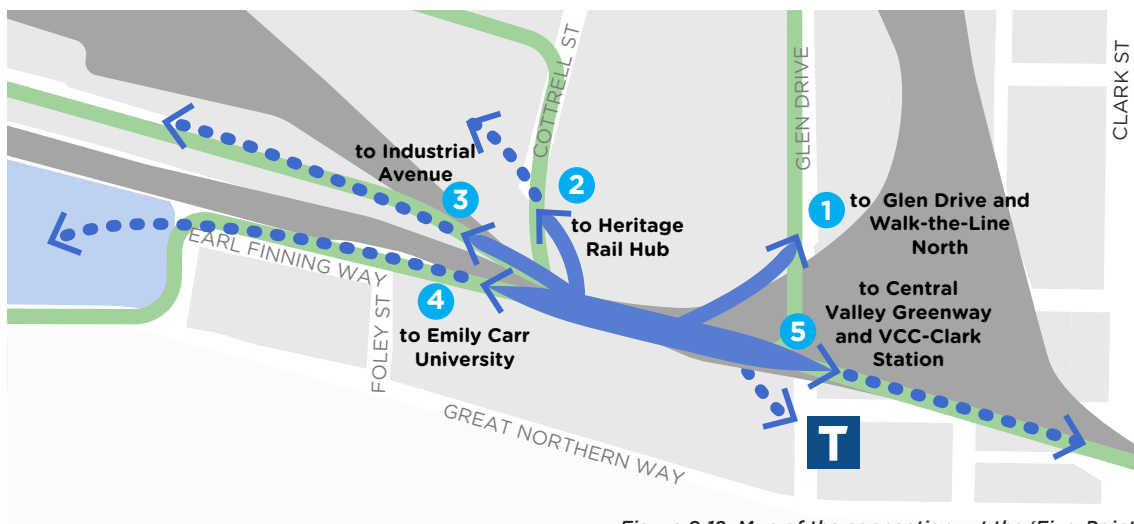


Figure 8.12: Map of the connections at the 'Five-Point'



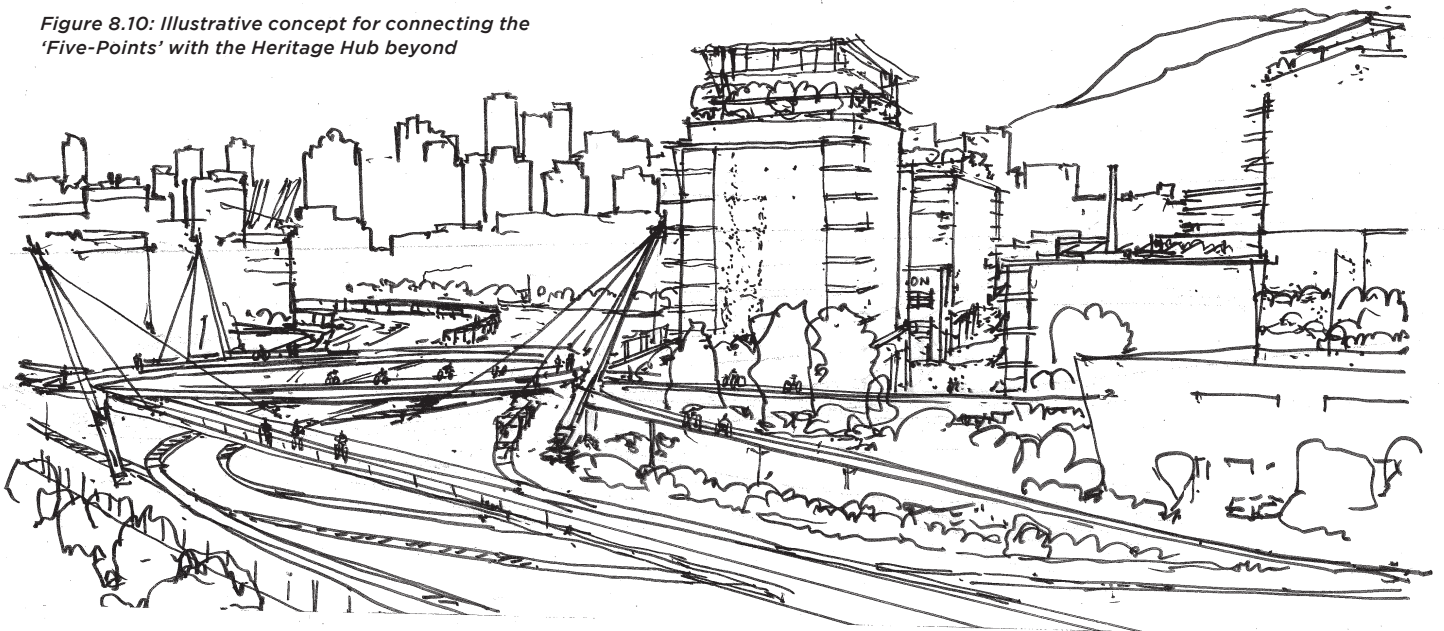
8.4.4 The Five-Points

Improving walking and cycling connectivity is essential to unlocking the economic potential of the Terminal Spine. A key direction is connecting multiple walking and cycling desire lines across the various rail yards. One location, at the meeting point of the CN and BNSF yards has the potential to link five key desire lines for the Flats public space network. This connection, linking the dead end at Industrial, Cottrell and Glen, has the potential to tie into the VCC-Clark SkyTrain station at Great Northern Way and the Central Valley Greenway, greatly improving connectivity in the area.

It would connect the Heritage Rail Hub to Emily Carr University and the broader Creative Campus, thereby opening it up as an iconic piece of public life of the Flats. Opportunities for public spaces on an elevated structure would provide key vantage points over the rail with views to downtown and the mountains. Key directions include:

- Create a strong connection from the Heritage Rail Hub to Emily Carr.
- Explore feasibility and best approach to connect the Central Valley Greenway, VCC-Clark Station, Industrial Avenue, Cottrell Street, Glen Drive and Earl Finning Way.
- Establish views from the new walking and cycling structure.

Figure 8.10: Illustrative concept for connecting the 'Five-Points' with the Heritage Hub beyond





8.4.5 Tying it all Together: Walk-The-Line

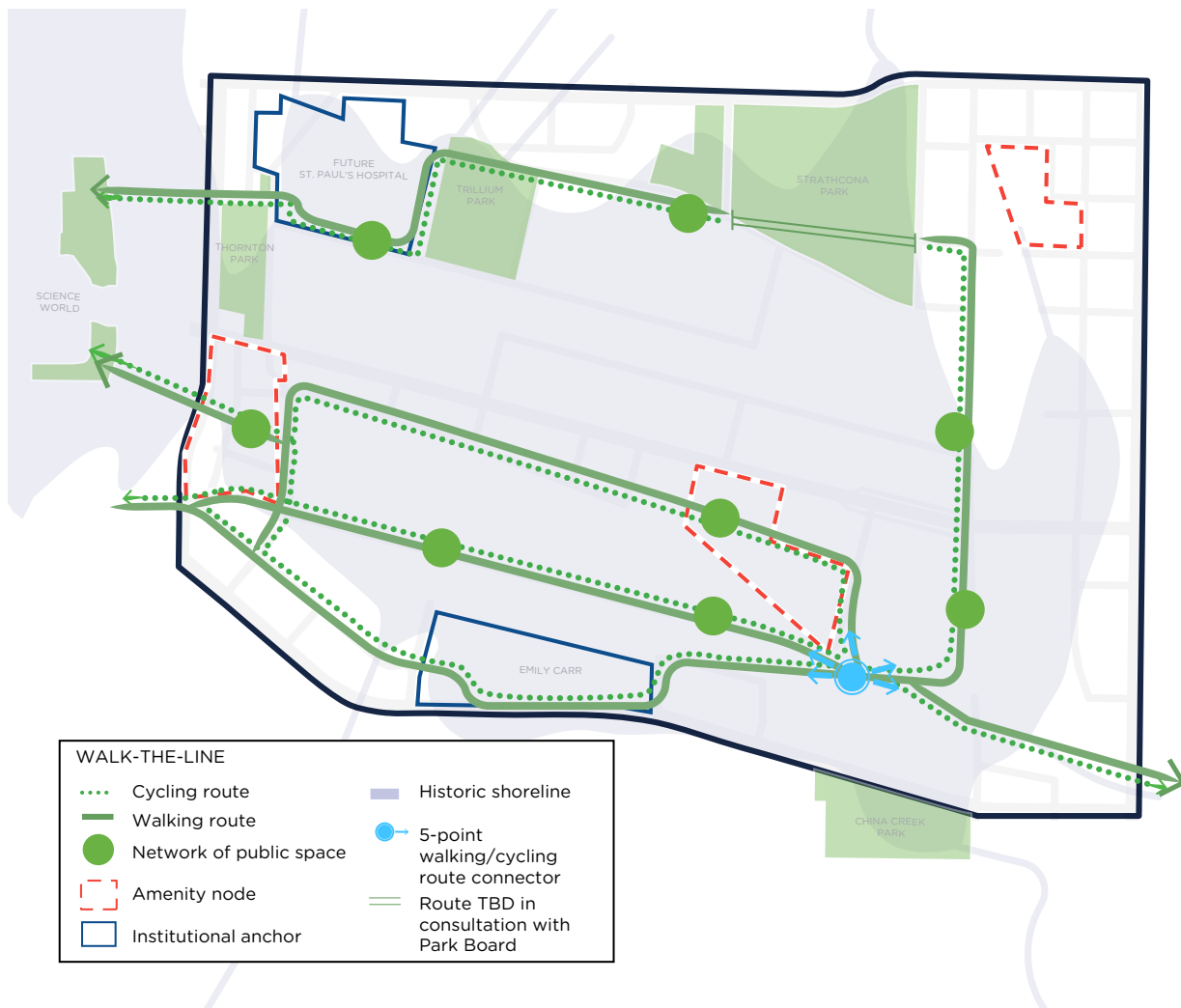
A critical component to achieving the vision for the Flats is the need to overcome the area's barriers and connect the various sub-areas and places of interest together into a cohesive whole. While Walk-the-Line will help achieve this connection (further outlined in 10.5 Walking and Cycling Connections), it also presents tremendous opportunity to leverage other potentials in the area to deliver a multipurpose amenity link as a central component of supporting public life in the area.

The general concept of Walk-the-Line is to roughly trace the old shoreline of False Creek, thereby extending the amenity of the city's Seawall through the Flats on a roughly 4.5 kilometre loop through the area. This route will bridge the barriers through an interconnected walking and cycling network that weaves through the area, patching

together isolated sub-areas and assets currently fragmented by rail, roads and buildings. The experience of Walk-the-Line is enhanced through a network of public spaces that create special places for gathering and congregation, hosting special events and festivals, and showcasing businesses, arts and culture (see Figure 24 below).

By incorporating the many unique and interesting components of the plan together on this loop, Walk-the-Line presents an opportunity to leverage City and partner investment to achieve a critical piece of public infrastructure. This will help establish the False Creek Flats as one of the greenest places to work in the world.²¹

²¹ The Greenest City Action Plan targeted the False Creek Flats and the Downtown Eastside to become the Greenest Place to Work in the World



Key directions for Walk-the-Line include:

- Connect various sub-areas together over rail and other barriers.
- Improve public knowledge and understanding by animating and showcasing local technologies, green businesses and area artists.
- Create opportunities for reconciliation.
- Present a strategic loop for green infrastructure and rain water management.
- Provide opportunity for public art and creative display.
- Establish critical links for ecological corridors.
- Create a green canopy.
- Contribute to unique places and memorable spaces.
- Allow for the free movement of people without impacting the industrial functions around it.
- Create a five-minute amenity walk throughout the Flats and develop small pop-up business showcase/amenity nodes in gaps along Walk-the-Line to animate loop.
- Tie together the complete spectrum of public spaces on offer in the Flats to support a variety of business activities, from passive reflection to social interaction and networking.

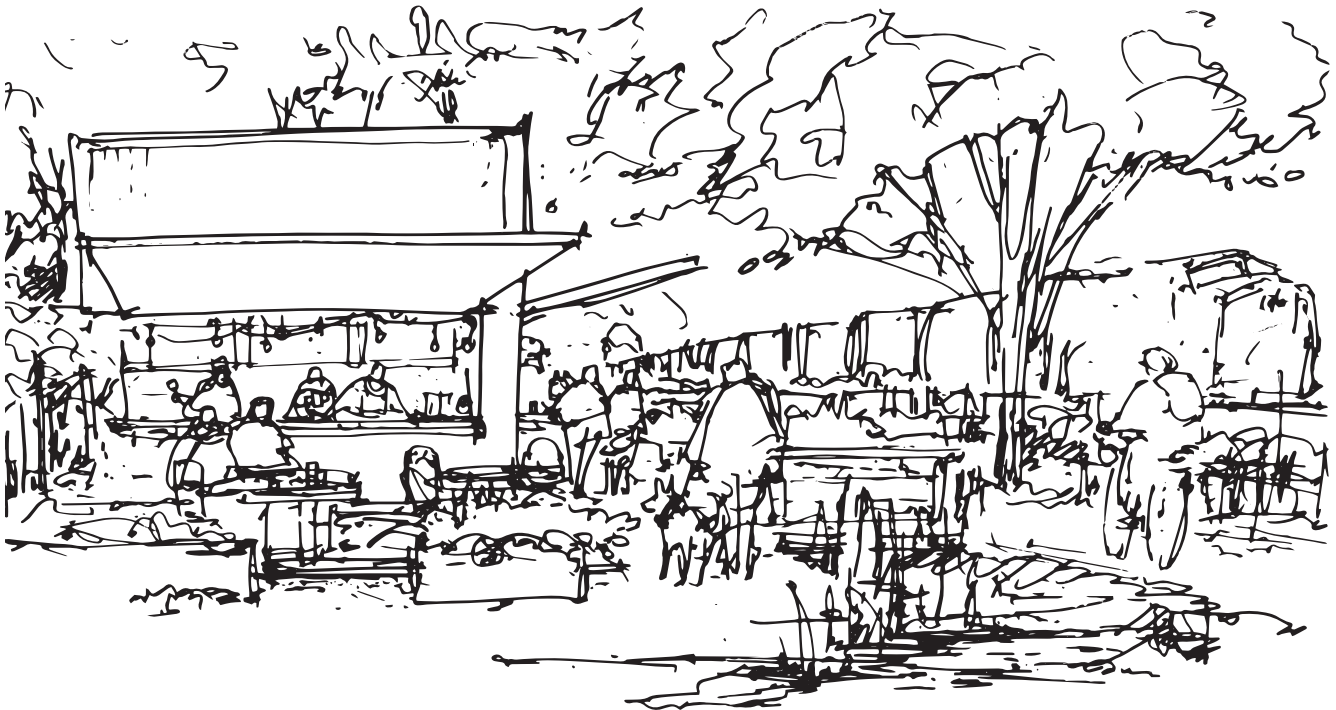


Figure 8.14: Business Showcase/Pop-up amenity on Walk-the-Line



HOUSING

9



STRATEGIC DIRECTIONS FOR HOUSING

- Integrate new housing projects along the western periphery to ease the transition between residential, office and industrial uses.
- Create housing that supports employment opportunities in the Flats, specifically focusing on artists, young workers and students.
- Recognize the role of the Flats as an important area for artists in the City and seek opportunities to secure new non-market housing for low-income artists.
- On City-owned land, where residential is permitted, include opportunities for the delivery of affordable housing.

INTRODUCTION

The False Creek Flats is an important multi-use area with opportunities to create synergies between industrial uses, cultural production spaces, and strategic innovative housing. Vancouver is a growing and diverse city facing significant housing challenges. Providing housing options for households of all income levels and household sizes is critical to the social and economic health of our city and communities. The unprecedented gap between incomes and housing costs creates stress for a variety of key groups including: creative residents, low-income artists, students and young workers.

While the focus of the Flats is on retaining industrial and creative production uses, compatible housing opportunities for those who work, learn and produce in the neighbourhood are thoughtfully incorporated to support community and economic vibrancy and to advance citywide plans for housing affordability and sustainable commuting. Approximately 6% of the Flats study area allows for some degree of residential use.

The housing policies for the Flats are consistent with existing citywide policies on affordable housing, including the Housing and Homelessness Strategy (2011). The goals of the strategy are to end street homelessness and to provide more affordable housing choices for all Vancouverites. It identifies different types of housing necessary to meet the needs of citizens, as well as ways to improve and better preserve the current rental housing stock. Rental housing plays a key role in the economic sustainability of the City. These citywide objectives inform the False Creek Flats Public Benefit Strategy.

Recognizing the housing challenges facing people in Vancouver, the City launched a process to reset the Housing Strategy and identify new ways to address housing affordability for residents. In March 2017, five emerging directions were identified through housing and demand models coupled with extensive public consultation. These five directions form the foundation of the new strategy, Housing Vancouver. They seek to: 1) Link affordability targets to incomes; 2) Create more of the right supply; 3) Complete neighbourhoods with new housing forms; 4) Provide more City land to increase affordable housing; and 5) Prioritize affordable housing delivery. The housing directions in the Flats Plan are consistent with these emerging directions and will ensure a diverse mix of housing forms, tenures and unit types at a variety of income levels.

In the Flats, some temporary housing exists that supports the *Housing and Homelessness Strategy* as well as the DTES Plan. This includes an Aboriginal run 100-mat shelter program (201 Central), as well as a 40-unit temporary modular housing project (220 Terminal). There are plans underway to permanently replace the shelter and the temporary modular housing will be relocated.

Vancouver's Cultural Plan (2008, Strategic Directions updated in 2013) and Cultural Facilities Plan (2008) emphasize the importance of investing in Vancouver's creative economy through provision of work and live space for artists and cultural workers. These directions also support the Downtown Eastside Plan (2014), which includes directions to create a diverse range of affordable housing opportunities in areas adjacent to the DTES. Approximately 40 percent of Vancouver's artist studios are located in the Flats. The Flats is also increasingly a destination for students given its proximity to downtown, and a growing presence of educational facilities like the new Emily Carr University of Art and Design Campus, the Centre for Digital Media, and nearby Vancouver Community College. In the Flats and its adjacent local areas (Strathcona, Mount Pleasant and Grandview-Woodland), there are about 1,070 low-income young workers (25 to 34 years) with incomes less than \$35,000 and about 1,700 artists, of which about 82% have low incomes (about 1,400). The Flats plan will prioritize housing for these key groups including students, workers and low-income artists.

Providing affordable housing options to enable housing choice ensures the city's neighbourhoods remain diverse and resilient. Presently, the Flats has a limited array of housing. There are about 340 dwellings according to the 2011 census, with approximately 58% renter households. Based on current development trends, coupled with proposed changes in the plan, an additional 2,400 residential units could be created by 2041, bringing the total dwelling units to 2,700 units, and a total of 4,600 at full built-out.



STRATEGIC DIRECTIONS

- Integrate new housing projects along the western periphery to ease the transition between residential, office and industrial uses.
- Create housing that supports employment opportunities in the Flats, specifically focusing on artists, young workers and students.
- Recognize the role of the Flats as an important area for artists in the City and seek opportunities to secure new non-market housing for low-income artists.
- On City-owned land, where residential is permitted, include opportunities for the delivery of affordable housing.



9.1

HOUSING DIVERSITY

Increasing diversity of housing in the Flats provides options for the different needs of people working, studying, and living in the Flats.

POLICIES

- Explore potential for unique / innovative work-live housing units in mixed projects within the mixed employment lands.
- Microsuites and live-work may be considered for priority groups.
- Minimum targets for family units in housing projects may be considered for relaxation to allow projects to deliver more units and/or more affordable housing for the key priority groups such as students, workers and low-income artists.
- Consider mobility and sensory limitations of individuals as well as “aging in place” by applying the safety and accessibility provisions that are reflected in the Vancouver Building By-Law.
- Explore policy options to secure housing for key groups affiliated with the major campuses such as health care workers on the new Hospital site and students at the post-secondary institutions.



9.2

9.2 HOUSING SUPPLY AND AFFORDABILITY

Increasing the options for affordable housing in False Creek Flats will help to allow residents of diverse income levels to find accommodation in the neighbourhood. The False Creek Flats Study area is projected to add approximately 2,400 homes over the life of the plan. About 20% of this growth will be secured market rental housing (generally serving households with incomes of between \$60-150,000/yr.). In addition, the plan includes provisions to target approximately 20% of new housing growth as non-market housing (where at least 30% of units must be rented to households earning less than the BC Housing Income Limits). The balance of new housing supply will be market condominiums, providing homeownership opportunities as well as additional rental housing supply in the secondary rental market.

POLICIES

- Achieve a mix of housing types and tenures.
- Recognize the role of the Flats as an area that provides housing for artists and seek opportunities to secure new non-market housing for low-income artists.
- Ensure affordability through housing agreements, housing type and unit mix, and inclusion of family units where appropriate.
- Increase the amount of non-market housing and secured market rental housing in the neighbourhood.
- In all cases where new developments are receiving additional density in exchange for the provision of non-market housing, that housing will be secured through a housing agreement between the City of Vancouver and the owner. The agreement will ensure that the project meets requirements for social housing as defined in the City's Zoning and Development By-law and DCL By-law.
- Work with partners to ensure that senior government funds are targeted towards the Flats to assist with financial viability of non-market projects.
- Provide City of Vancouver capital grants to assist with non-market housing project viability.
- In all cases where new developments are receiving additional density in exchange for the provision of secured rental housing, that security will be realized through a housing agreement between the City of Vancouver and the owner.
- In all cases where social housing units are secured through provision of additional density, units will be delivered as completed units on terms that are satisfactory to the City.

HOUSING MAP LEGEND

- A1:** Strata, Secured Market Rental (SMR) & Non-Market Housing (NMH)
- A2:** 100% NMH
- B1:** 100% SMR or 50% NMH + 50% Strata
- B2:** 100% SMR or 20% NMH + 80% Strata
- C:** Firehall/City - NMH
- D:** 100% SMR

Area A: Residential within the Innovation Hub

- In Area A, achieve 20% affordable housing consistent with the City's rezoning policy for sustainable large sites as follows:
 - » In Area A1, allow increased density for residential use including a minimum of 8% of floor area as secured rental housing, seeking to achieve below market rentals for priority groups such as artists, low-income workers, and students, recognizing the City's objective for a range of public benefits in this area.
 - » In Area A2, allow increased density for 100% non-market housing.
- Encourage innovative and creative residential forms to address housing needs of workers and students.

Area B1: Residential/Industrial Transition Prototype and Area B2: Intensified Employment Area

- In Area B1, introduce residential use allowable for new development that provides 50% of residential floor space as non-market housing or 100% secured market rental housing.
- In Area B2, increase density for delivery of 100% secured market rental or 20% of residential floor space as non-market housing.
- In all cases where new developments are receiving additional density in exchange for the provision of non-market housing, that housing will be secured through a housing agreement between the City of Vancouver and the owner. The agreement will ensure that the project meets requirements for social housing as defined in the City's Zoning and Development By-law and DCL By-law.
- Work with partners to ensure that senior government funds are targeted towards the Flats to assist with financial viability of non-market projects.
- Provide City of Vancouver capital grants to assist with non-market housing project viability.

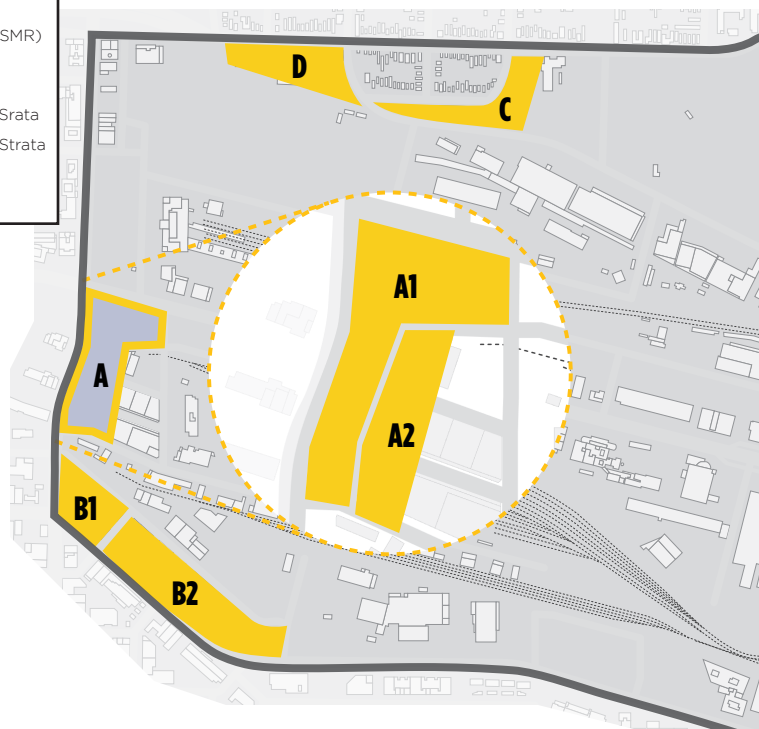


Figure 9.1: Housing opportunities in the Flats

Area C: Industrial/Residential Transition.

- In Area C, future work on options for redevelopment of the Fire Hall will consider the inclusion of non-market housing.

Area D: Rental Housing / Health Hub

- In Area D, additional density for new development that provides 100% secured market rental housing.
- Residential units on the North Ancillary Parcel (D1) of St. Paul's Campus are for health related employees or researchers engaged on the campus, and will be secured through a housing agreement.

Areas for Future Planning

- Future planning work may consider opportunities for rental housing for students on the post-secondary campus sites.

General Citywide Housing Policies

- Where tenants will be displaced as a result of redevelopment, a tenant relocation plan as outlined in the City's Tenant Relocation and Protection Policy will be required.
- Encourage SRO upgrades to semi-or self-contained units while securing affordability through Housing Agreements. Consider providing City grants to non-profit owned or operated buildings.



TRANSPORTATION

10



STRATEGIC DIRECTIONS FOR TRANSPORTATION

- Protect and enhance rail corridors for freight and passenger movement.
- Support the efficient movement of goods and services.
- Improve access and connectivity for all transportation modes.
- Encourage and facilitate walking and cycling for people of all ages and abilities.
- Support transit service improvements and walking and cycling access to transit.
- Enable effective parking and loading management that supports a range of land uses and encourages sustainable transportation choices.

INTRODUCTION

Transportation plays a big role in shaping communities, the city, and the region. The way the City designs and allocates road space, the services provided, and the built infrastructure strongly influences how people choose to get around. Transportation is about more than just mobility – our travel choices impact the economy, environment, health, safety, and vibrancy of our communities.

The False Creek Flats facilitates goods and services movement of the local and regional economy, and supports Vancouver's role as a port city. The history of the area is rooted in transportation, with nearly one-fifth of the 450 acres currently covered by rail infrastructure. As one of the only remaining inner-industrial zones within the city, the area is a strategic location for transporting goods and services by both truck and rail to the south shore Port districts, downtown Vancouver, and the Lower Mainland. Along with coach bus and passenger rail services at Pacific Central Station and two rapid transit lines, the Flats often act as a gateway to Vancouver for both people and goods.

Prioritizing sustainable transportation like walking, cycling, and transit will help Vancouver address the challenge of continued growth by using existing road space and creating more vibrant places. Throughout the city, our transportation system is becoming increasingly sustainable, whether moving people, goods, or services. Despite this, private motor vehicles are the predominant mode of travel in the Flats. This is primarily due to the challenges of walking, cycling, and taking transit resulting from the limited connectivity and barriers from rail yards.

During the planning process, a large focus of the public dialogue was on the desire for better connections for all transportation modes to and through the False Creek Flats. New connections will support more efficient goods movement and better enable walking and cycling. The ultimate goal of the following transportation improvements is to transform the Flats into a greener and healthier place to work. For the next 30 years, this plan sets the goals and objectives for transportation improvements in the False Creek Flats.

STRATEGIC DIRECTIONS

- Protect and enhance rail corridors for freight and passenger movement.
- Support the efficient movement of goods and services.
- Improve access and connectivity for all transportation modes.
- Encourage and facilitate walking and cycling for people of all ages and abilities.
- Support transit service improvements and walking and cycling access to transit.
- Enable effective parking and loading management that supports a range of land uses and encourages sustainable transportation choices.

CITYWIDE CONTEXT AND POLICIES

The City, in collaboration with other agencies such as TransLink, is responsible for providing an integrated regional transportation system. The transportation network includes sidewalks, bikeways and greenways, transit routes, truck routes, rail corridors, major and local streets, and public spaces.

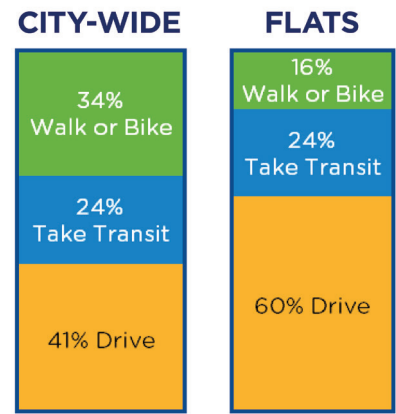


Figure 10.1: Comparison of transportation mode split for work trips City-wide and in the Flats (Source: City of Vancouver Transportation Panel Survey and False Creek Flats 2015 Business Survey)

Transportation 2040 (2012) envisions a city with a smart and efficient transportation system that supports a thriving economy while increasing affordability; healthy citizens who are mobile in a safe, accessible, and vibrant city; and a city that enhances its natural environment to ensure a healthy future for its citizens. The plan supports a multi-modal city with more transportation choices for people living and working in Vancouver. The plan builds upon the Greenest City Action Plan (2011) transportation targets, and sets a 2040 target that at least two thirds of all trips in the city be on foot, bike, or transit, and includes a safety goal to eliminate all transportation-related fatalities.

Transportation 2040 establishes that the City’s transportation decisions will generally reflect a hierarchy of modes for moving people, as prioritized below:

1. Walking
2. Cycling
3. Transit
4. Taxi/Commercial Transit/Shared Vehicles
5. Private Automobiles

The following citywide directions are from Transportation 2040:

- **Make walking safe, convenient and delightful.** Ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles, and social connectedness.
- **Make cycling safe, convenient, and comfortable** for people of all ages and abilities. Incorporate separated bicycle facilities into the design and construction of all new major roads
- **Support transit improvements** to increase capacity and ensure service that is fast, frequent, reliable, full accessible, and comfortable.
- **Support a thriving economy and Vancouver's role as a major port and Asia-Pacific gateway** while managing related environmental and neighbourhood impacts. Protect and improve rail corridors for goods and passenger movement and maintain effective emergency response times for police, fire, and ambulance.
- **Manage the road network efficiently to improve safety, minimize congestion,** and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low-carbon vehicles and car-share alternatives.
- **Support shorter trips and sustainable transportation choices** by creating compact, walkable, transit-oriented neighbourhoods.
- **Manage parking effectively to support an efficient and sustainable transportation system.** Approach parking has a shared district resource and support strategies that reduce the need for parking and increase car sharing. Design parking to be flexible and adaptable.

Transportation 2040 also includes actions specifically directed at the False Creek Flats area:

- Improve transportation connectivity in the broader area for all modes, while enhancing industrial and commercial activity.
- Extend the Millennium Line westward under Broadway to UBC.
- Work in parallel with the Northeast False Creek area planning program that focuses on imagining a future with an at-grade road network to replace the Georgia and Dunsmuir Viaducts.
- Support the False Creek Flats Rail Corridor Strategy to grade-separate and improve efficiency of the Burrard Inlet Rail Line, including the following components:
 - » New east-west arterial alignment with an overpass that includes a walking and cycling connection to replace the existing arterial function of Prior/Venables Street.
 - » Closure of several local industrial streets that eliminates at-grade rail crossing at Glen Drive and Parker Street.
 - » Union or Prior/Venables Street underpass or overpass to provide rail priority while maintaining an important connection for the Adanac Bikeway.
 - » Central Valley Greenway Overpass to better connect the existing CVG to the False Creek Flats area.



10.1

10.1 RAIL

Vancouver is a port city and Canada's gateway for Asia-Pacific trade. The economic potential of the Port and its associated impact on the local, regional, and national economies relies on an efficient and reliable supply-chain serviced by shipping lines, railways and truck routes.

The Burrard Inlet Rail Line that runs north-south through the eastern side of the Flats provides a direct connection from the Port to the Grandview Cut and beyond. With over 95 acres of rail lands and less than a kilometre from the Port, the Flats play a critical role in facilitating large-scale, high-volume, long-distance goods and services movement and supporting future

growth at the Port. Rail is the most efficient and environmentally friendly way to move goods and people over land for long distances. In order to support Greenest City Action Plan targets for reduced greenhouse gas emissions, it is important that continued growth in goods movement can be accommodated by rail wherever possible.

In addition to freight, the Flats also play a strategic and important role for regional passenger rail service. Improvements to existing passenger rail services and providing new inter-regional services will better connect Vancouver to major centres outside the region.

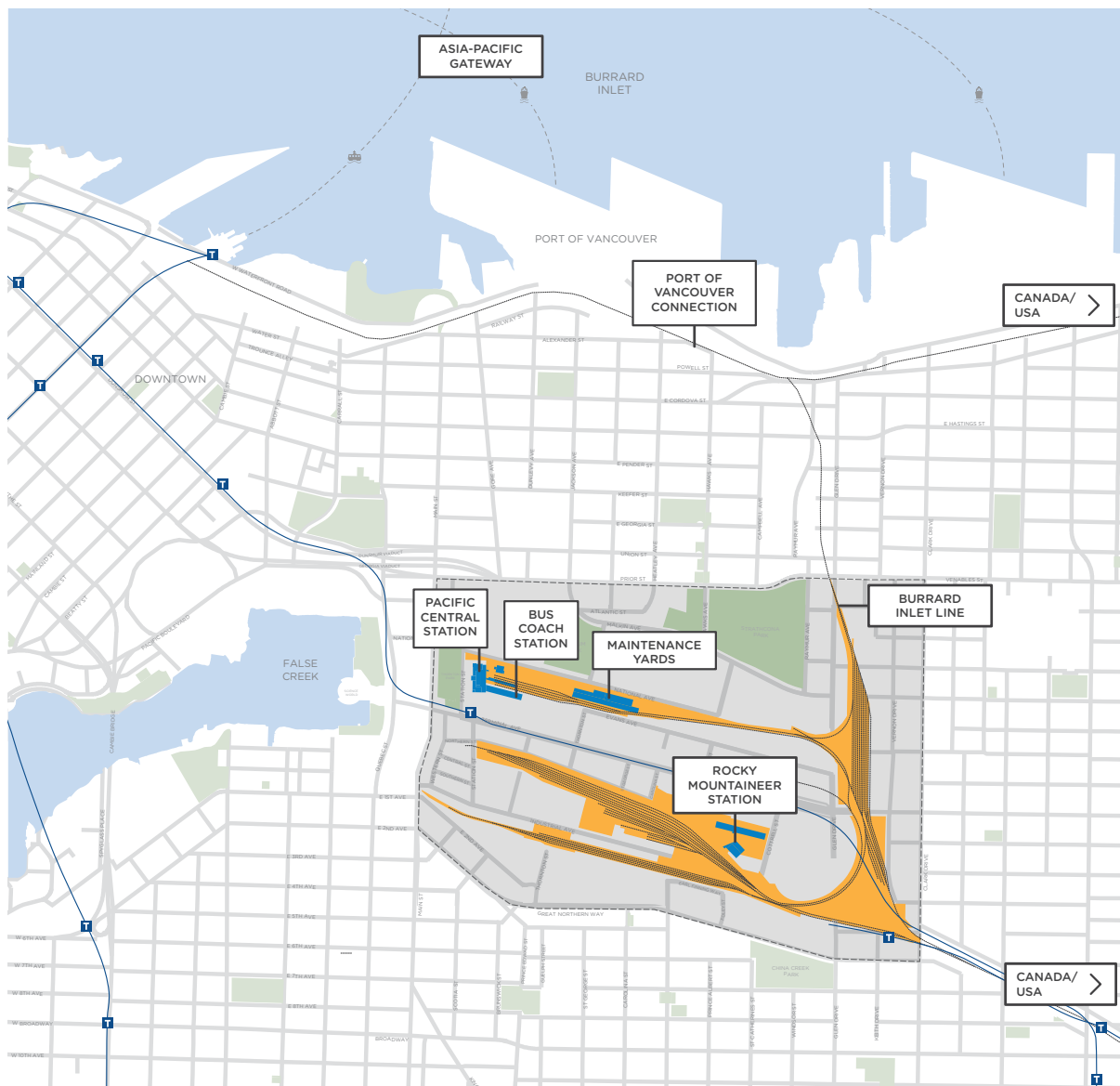


Figure 10.2: Rail infrastructure in the Flats connecting to the Port

POLICIES



- Protect rail corridors and yards in the Flats and support improvements to efficiency, capacity, and reliability for passenger and freight movements.
- Implement the False Creek Flats Rail Corridor Strategy and pursue full grade-separation of the Burrard Inlet Rail Line to improve rail reliability, efficiency, and capacity.
- Support improvements to the quality, speed, frequency, and capacity of passenger rail services, including exploring the feasibility of high-speed rail services.
- Upgrade all at-grade rail crossings to comply with new Federal Grade Crossing Regulations by 2021.
- Improve the safety, comfort, accessibility, connectivity and experience of walking and cycling in the Flats, by reducing potential conflicts with at-grade rail crossings and exploring the feasibility of grade-separated walking and cycling connections across rail yards.
- Support the Port and rail operators should they consider consolidating and/or reconfiguring existing rail yards.



10.2

10.2 GOODS MOVEMENT, SERVICES AND EMERGENCY RESPONSE

The industrial activity and back-of-house functions in the Flats support the local, regional, and national economy including the South Shore Port facilities. Efficient goods movement through, to and from the Flats is critical to supporting the growth of our economy. Local industrial streets and five truck routes (Main Street, Prior/Venables Streets, Clark Drive, Terminal Avenue, and Great Northern Way) connect the Flats with the regional goods movement network. Goods movement in the Flats is currently challenged by delays caused by

at-grade rail crossings and congestion, as some of the routes are also among the City's busiest roads. Supporting a robust grid of truck routes with less rail crossings will improve reliability and efficiency to support existing and future businesses.

It is also critical that emergency services (police, fire, and ambulance) can reach their destinations including the new St. Paul's Hospital in a timely fashion. Street network improvements should support quick response times, while enhancing safety and improving traffic calming.

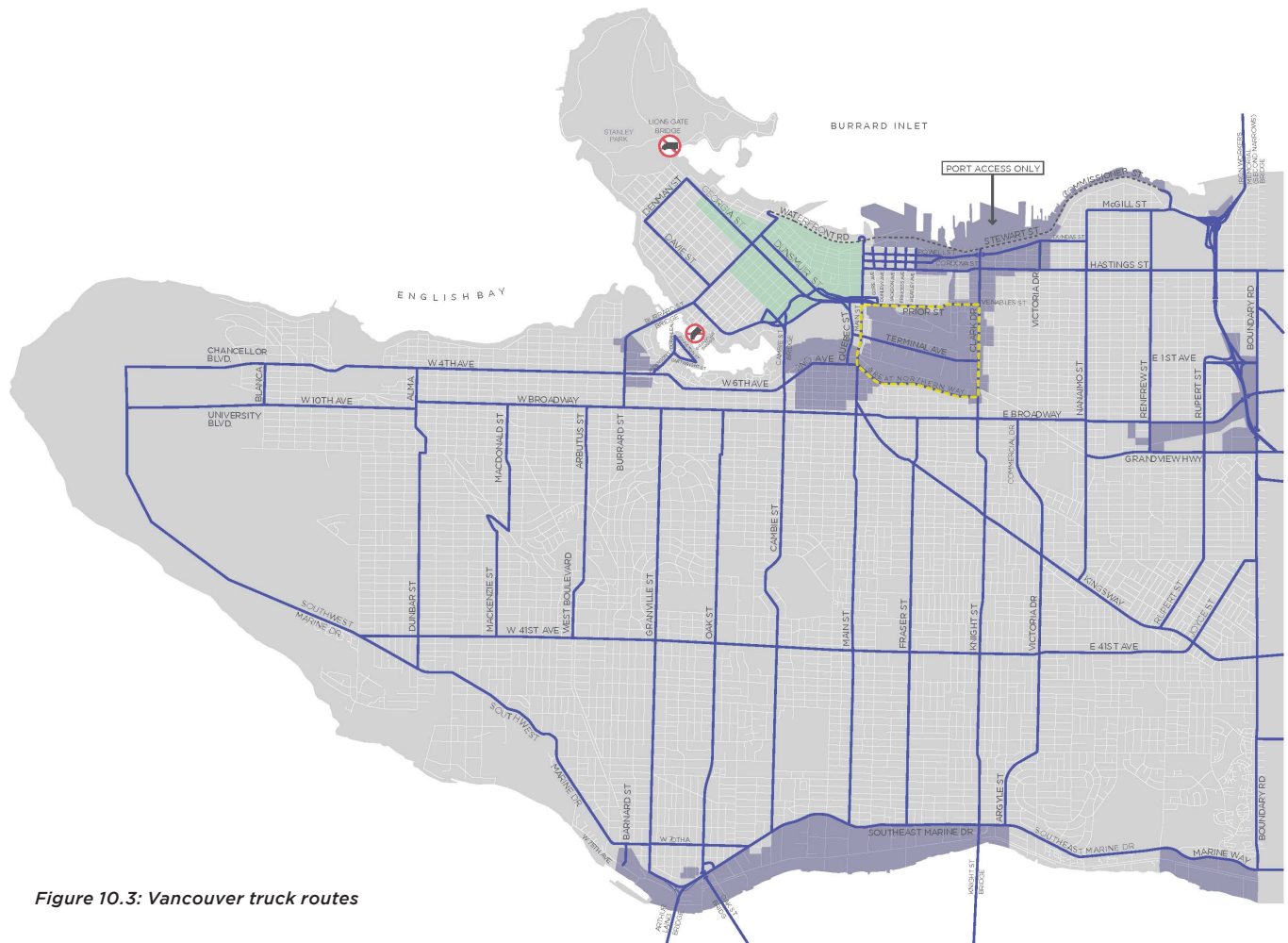


Figure 10.3: Vancouver truck routes

POLICIES



Support a thriving economy and Vancouver's role as a major port and Asia-Pacific gateway while managing related environmental and neighbourhood impacts. Support the efficient movement and delivery of goods and services, and maintain effective emergency response times for police, fire, and ambulance.

- Support the grade-separation of the Burrard Inlet Rail Line by implementing a new grade-separated east-west arterial on William Street, Malkin Avenue or National Avenue to replace the current arterial function and truck route on Prior/Venables Street, and support efficient, reliable, and grade-separated movement of rail, trucked goods, and emergency response.
- Ensure that emergency response is considered in any changes to the street network, particularly on Prior/Venables Street, streets closed at rail crossings, and other network changes from the new east-west arterial. Support transit priority improvements that could reduce emergency response times.

- Identify streets that provide access to critical assets for civic emergency management and response as part of the City's post-disaster transportation network, and consider resiliency and post-disaster requirements in the rehabilitation or design of new streets.
- Explore potential locations to accommodate coach fleets and tractor trailers that service events and venues in the downtown.
- Explore and support strategies to facilitate efficient low-impact goods and service movement, such as 'hub and spoke' delivery models with urban freight consolidation centres; right-sizing service and delivery vehicles; cycle-based, low-carbon and electric delivery vehicles; and potential centralized alternative fueling infrastructure while enhancing safety and improving traffic calming.



10.3 ROAD NETWORK AND MOVING VEHICLES

With rail lines running through the Flats in both the east-west and north-south directions, only five streets provide a direct and continuous connection across the Flats. These arterial routes serve the regional network and are important truck routes, but also facilitate local connectivity within the Flats. The high vehicle volumes and limited connectivity in the Flats also result in longer trip lengths, and increased congestion and travel times than with a better connected street network. Safety is also a challenge on Main Street and Clark Drive, with four intersections on the ICBC list of top 100 vehicle collision locations in 2011-2015 that fall within the boundary of the Flats: Main Street and Terminal Avenue, Main Street and East 2nd Avenue, Clark Drive and East 1st Avenue, and Clark Drive and Venables Street.

Recognizing that motor vehicles play an important role in serving businesses and industrial land uses in the Flats, trips that need to be made by motor vehicles will continue to be accommodated, while a shift toward more sustainable modes is encouraged. Most of the city's arterials were originally designed to prioritize motorized traffic, rather than accommodate safe and comfortable access for people walking, cycling, and using transit. New streets in the False Creek Flats can be developed with a "complete streets" approach, which considers the needs of people of all ages and abilities and all modes of travel in its design.

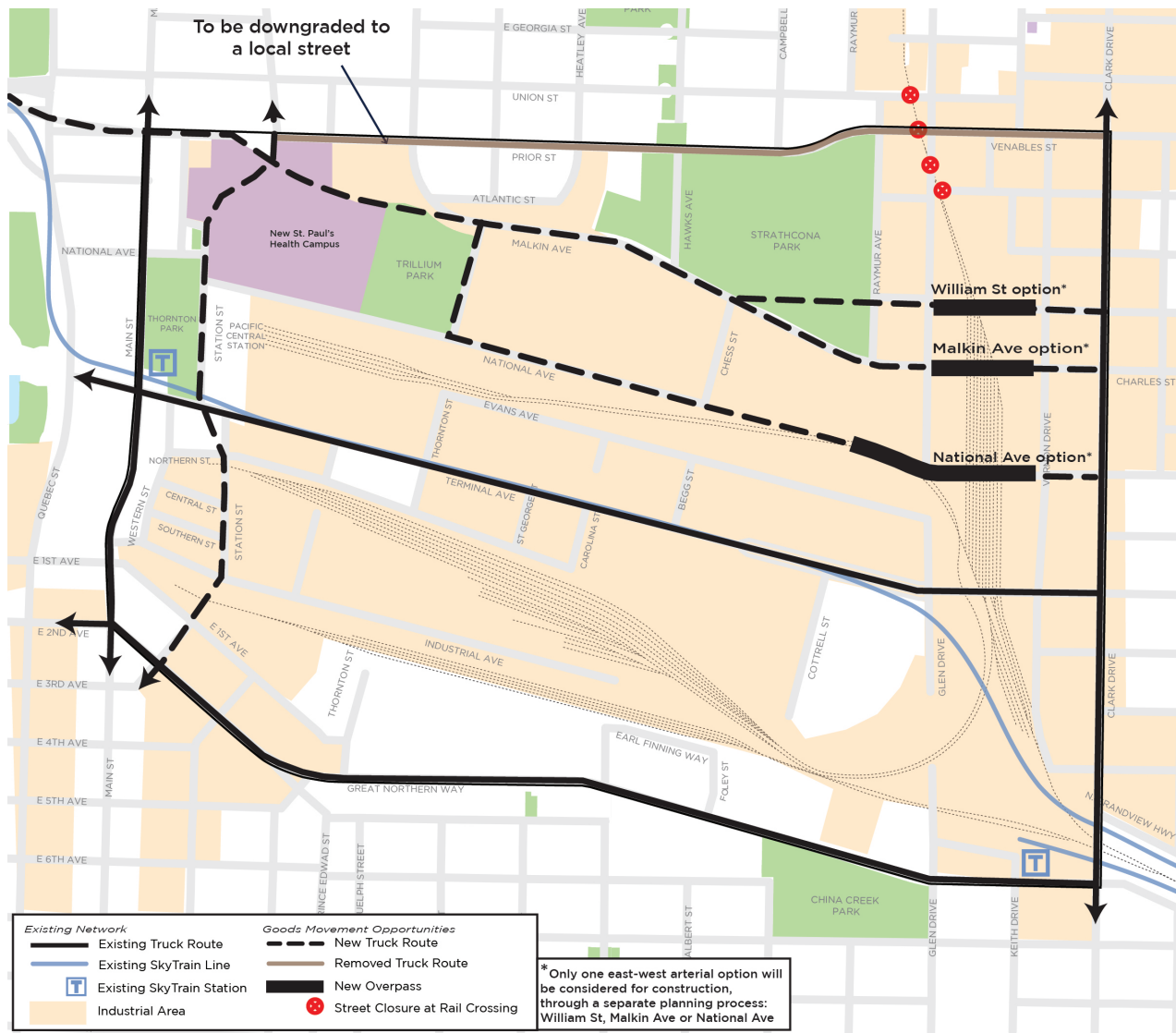


Figure 10.4: Local area truck routes

POLICIES



Manage the road network efficiently to improve safety, minimize congestion, and support a gradual reduction in car dependence. Make it easier to drive less and accelerate the shift to low-carbon vehicles and car-share alternatives. Design streets to prioritize sustainable transportation choices and accessibility of all ages and abilities, while ensuring that core service and delivery functions can still be safely accommodated.

- Apply “complete streets” principles and designs as opportunities arise through street rehabilitation and new construction, considering the needs for people of all ages and abilities and for all modes of travel.
- Support the False Creek Flats Rail Corridor Strategy by implementing a new east-west

arterial street on William Street, Malkin Avenue, or National Avenue to replace the arterial function and to downgrade Prior/Venables Street to a local-serving street. The new east-west arterial should connect with the Viaducts replacement street network, and accommodate goods movement, private vehicles, transit, and walking and cycling for all ages and abilities.

- Support the False Creek Flats Rail Corridor Strategy to eliminate at-grade rail crossings at local industrial streets by closing Glen Drive, Parker Street, Union Street, and Prior/Venables Street while maintaining property access and circulation.



- Pursue a continuous north-south route along Station Street and Lorne Street that connects to Gore Street at Prior Street and East 3rd Avenue at East 2nd Avenue to connect the Downtown Eastside to Mount Pleasant. Realign Station Street south of Terminal to normalize and create a four-way intersection at Terminal Street. Gore/Station Street should accommodate goods movement, private vehicles, transit, walking and cycling for all ages and abilities.
- Pursue a connected street network in the proposed St. Paul's Hospital precinct, including a north-south route to connect Gore Street with Station Street, an east-west route to connect the future viaducts replacement at-grade road network with the new east-west arterial, a normalized intersection at National Street and Station Street, a north-south route adjacent to Trillium Park, and other connections to facilitate access to the new hospital.
- Develop a vision for Prior/Venables Street as a local residential street from Gore Street to Raymur Street, with key considerations of improving walking and cycling facilities; reconnecting the Strathcona community; access for emergency vehicles; maintaining local bus or community shuttle services; and a closure to private vehicles at the rail tracks, with a possible grade-separated connection for walking and cycling.
- Develop a vision for Main Street from Union Street to Broadway Avenue with key considerations of improving safety and comfort for all modes with a focus on improving transit priority on a major corridor that connects existing and future rapid transit lines; efficient goods movement on a truck route and major north-south arterial; providing direct and convenient access to shops and services for all modes of transportation; and supporting redevelopment.
- Develop a vision for Terminal Avenue from Quebec Street to Clark Drive as the central spine of the Flats with key considerations of improving walking and cycling facilities; efficient movement of goods and motorized vehicles; encouraging active street frontages and intensification of industrial and large-scale retail activity; supply of on-street parking; and incorporating the SkyTrain guideway into the public realm.
- Pursue a reconfiguration of Industrial and East 1st Avenue at Main Street to consolidate intersections while maintaining access, continuity of the Central Valley Greenway, consideration of the future streetcar network, and goods movement.
- Seek and implement measures to improve safety for all modes of travel along streets and at intersections, such as signal timing improvements for walking, countdown timers, and LED lighting.
- Explore opportunities and preserve the ability to provide potential new road connections (either grade-separated or at-grade depending on possible reconfiguration of rail yards) on Thornton Street, Carolina Street, Cottrell Street, Glen Drive, and Industrial Avenue.
- Explore opportunities for new street connections during future land consolidation or rezoning.



10.4

10.4 TRANSIT

Transit services in the Flats provide local access and connectivity to the regional and international bus and passenger rail services at Pacific Central Station. Currently, local transit service is focused around the periphery of the Flats and along Main Street. While the Expo SkyTrain line operates above Terminal Avenue, there is only one SkyTrain station on the western edge at Main Street. The Millennium SkyTrain line currently terminates at the southwest corner of the Flats at Clark and Great Northern Way, with the future Millennium Line Broadway Extension to include a station near

the Great Northern Way Campus at Thornton Street. Frequent bus routes operate along Main Street, Great Northern Way, Clark Drive, and Prior/Venables Street, with limited services along Terminal Avenue during peak periods.

Despite the availability and high level of service, a quarter of the land in the Flats (not including rail yards), requires more than a five minute walk (400 m distance) to access public transit. Improved and new walking connections across rail lines will provide better access to transit.

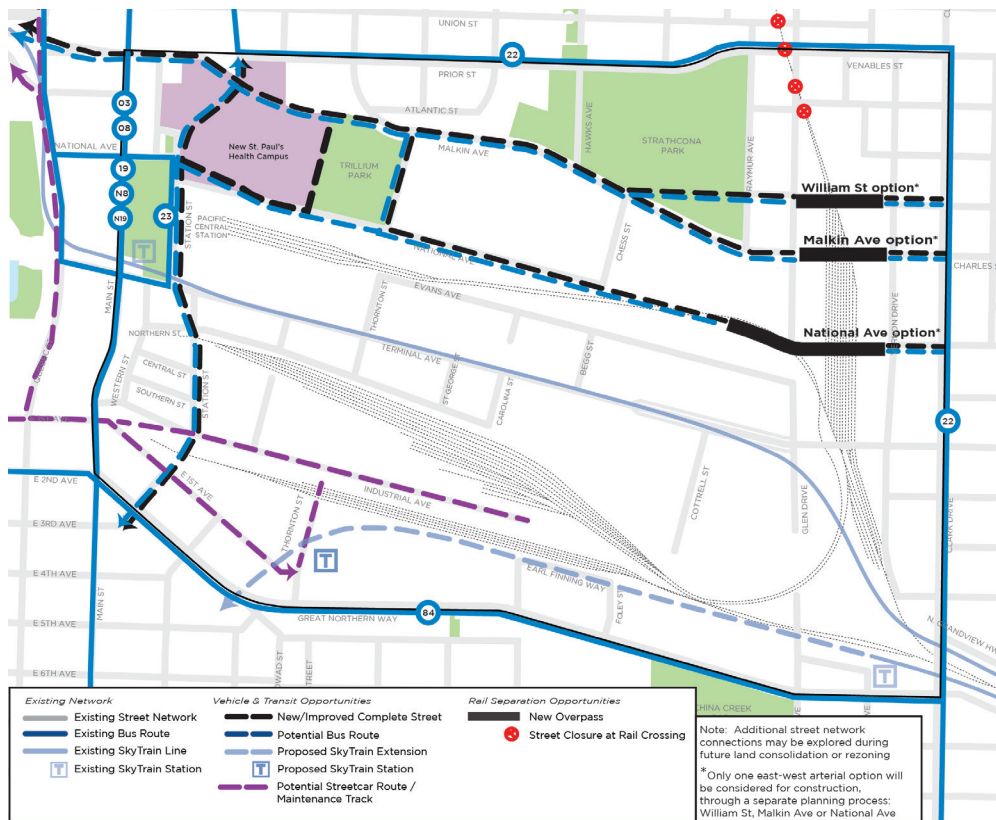


Figure 10.5: Street network and transit opportunities

POLICIES



Support transit improvements and work with TransLink to increase capacity and ensure service that is fast, frequent, reliable, fully accessible, and comfortable.

- Improve walking and cycling connections to existing and future rapid transit stations and bus stops.
- Work with TransLink to explore opportunities to realign and/or provide services along new arterial streets, such as the new east-west arterial and Gore/Station Street, and the ability to maintain a local bus or community shuttle to serve Strathcona when Prior/Venables Street is downgraded to a local or collector street.
- Support TransLink to consider new bus service on Terminal Avenue, continuing east of Clark Drive on East 1st Avenue.
- Work with TransLink to explore opportunities to provide an accessible service that connects neighbouring residents, businesses, institutions, the new St. Paul's Hospital, and other points of interest within the Flats.
- Ensure the short-term vision for Main Street prioritizes transit as a key corridor for local bus services and as a connection

between two rapid transit lines. Explore opportunities to implement bus-only lanes, modify parking regulations, coordinate signal timing, and other measures.

- Consider integration of all transportation modes and improved north-south connectivity in the implementation of the future Millennium Line Broadway Extension and station near the Great Northern Way Campus and Thornton Street.
- Explore the compatibility of the Millennium Line Broadway Extension track elevation with potential new north-south road connections (at-grade or grade-separated) at Earl Finning Way, Foley Street, and Glen Drive.
- Request that TransLink assess the suitability of a potential future station on the Expo Line at Clark Drive.
- Investigate future connection of the streetcar network to Great Northern Way Campus on East 1st Ave, and secure adequate land for a possible location for a streetcar maintenance facility.
- Explore opportunities for digital technology to enhance the customer experience and encourage transit ridership.



10.5

10.5 WALKING AND CYCLING

Walking and cycling are healthy and sustainable alternatives to driving or taking transit. Increasing the proportion of walking and cycling trips is key to accommodating more growth and reducing traffic congestion. The Flats is adjacent to some of the busiest walking and cycling routes in Vancouver and the region, including the Seaside Greenway to the west, the Adanac Bikeway to the north, and the Central Valley Greenway along the southern edge. While these routes provide access to and from the Flats and direct passage along the periphery, walking and cycling connectivity within the Flats is limited. Existing rail yards and large industrial lots create significant

barriers and it is challenging for pathways within the Flats, such as on Northern Street, to connect with other routes in the network.

Given the proximity to rapid transit stations, existing walking and cycling routes, and major population centres, there is significant potential to increase the mode share of walking and cycling trips. Despite the challenges for providing connectivity, it is a priority to improve mobility by foot and on bike including new and improved facilities for all ages and abilities, new north-south connections, and enhancing the streets and sidewalks.

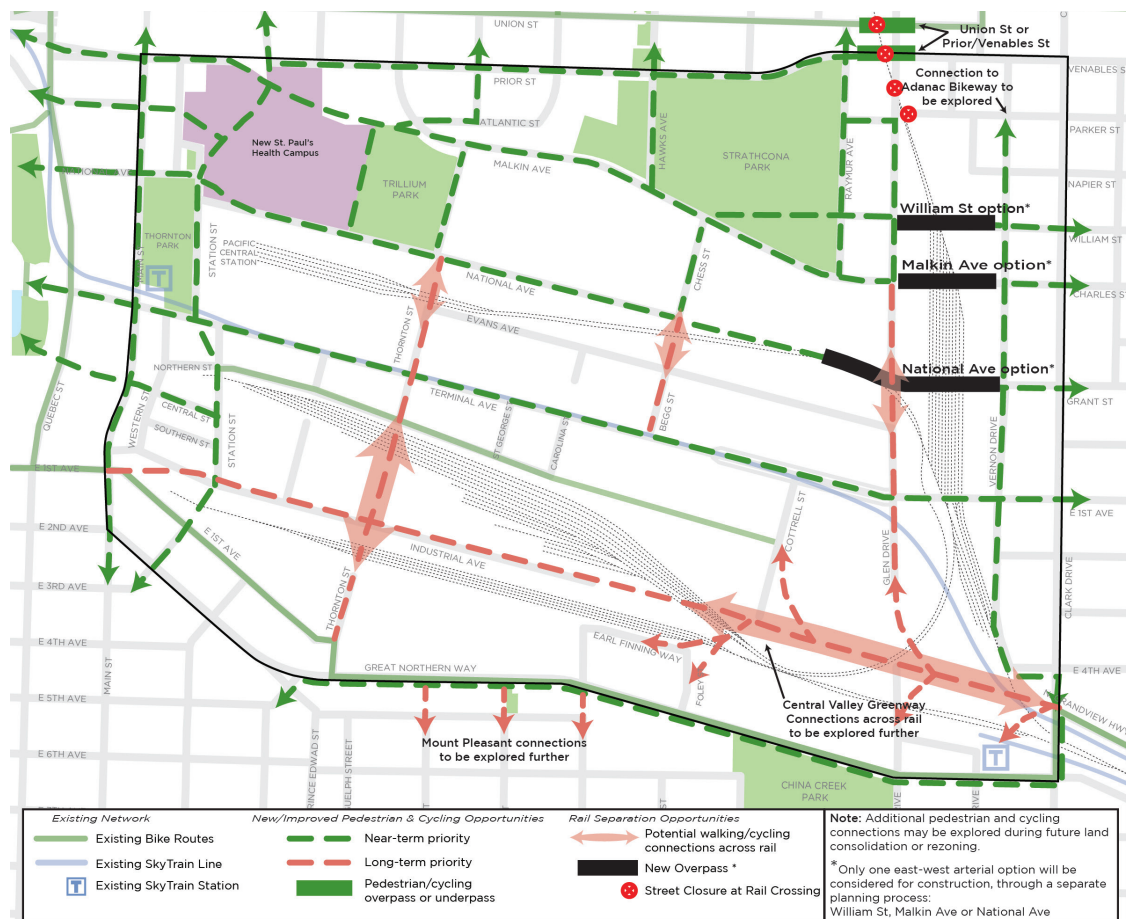


Figure 10.6: Walking and cycling improvements

POLICIES



Make walking safe, convenient and delightful. Ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles, and social connectedness. Make cycling safe, convenient, and comfortable for people of all ages and abilities.

- Pursue new and improved walking and cycling connections for all ages and abilities as opportunities arise through street rehabilitation and new construction, using a 'complete streets' approach.
- Expand and better connect existing walking and cycling network by pursuing new and improved routes, such as Prior Street, Malkin Avenue, Milross Avenue, National Avenue, Evans Avenue, Terminal Avenue, Northern Street, Industrial Avenue, Central Street, E 1st Avenue, Great Northern Way, Main Street, Station Street, Lorne Street, Princess Street, Hawks Avenue, and Vernon Drive.
- Implement an overpass or underpass on Union Street or Prior/Venables Street to maintain a grade-separated walking and cycling connection for all ages and abilities along the Adanac Bikeway, and include walking and cycling facilities on the new east-west arterial overpass on either William Street, Malkin Avenue, or National Avenue.
- Improve the existing Central Valley Greenway on Great Northern Way and East 1st Avenue. Explore a permanent route for the Central Valley Greenway and provide new connections to the Flats and the Adanac Bikeway. Explore a connection from the Central Valley Greenway to VCC-Clark Station and to Industrial Avenue, Cottrell Street, Glen Drive, Earl Finning Way, and Fraser Street



- Explore the feasibility of walking and cycling connections that may require grade-separated rail crossings, including potential links on Thornton Street, Chess Street/Begg Street, and Glen Drive.
- Explore an accessible walking and cycling connection to connect the southern edge of the Flats to the elevated edge of the Mount Pleasant community across Great Northern Way at St. George Street, Carolina Street, or Fraser Street.
- Connect walking and cycling routes to support the “Walk-the-Line” concept (see Chapter 8: Public Spaces and Public Life) along the historic shoreline, to connect key destinations, parks, and pathways within and around the Flats, including a route for all ages and abilities through the proposed St. Paul’s Hospital precinct.
- Support public bike share implementation and identify locations for public bike share stations in close proximity to cycling routes, SkyTrain stations, and major trip generators. Locate public bike share stations on-site at major redevelopment sites where possible.
- Identify and address spot improvements to improve safety, comfort, accessibility, and wayfinding on the walking and cycling network.
- Support improved cycling infrastructure with end-of-trip facilities, bike racks, bike corrals, and other measures.
- Explore opportunities to implement green infrastructure and create public spaces (i.e. public lookouts, arts over rail) that take advantage of the unique experiences in the Flats.
- Improve pedestrian path network connectivity as opportunities arise through future redevelopment.
- Identify walking and cycling routes that provide access to critical assets for civic emergency management and response as part of the City’s post-disaster transportation network, and consider resiliency and post-disaster requirements in the rehabilitation or design of new walking and cycling



10.6 PARKING

Parking plays a major role in shaping the public realm and influencing our transportation choices. With over 600 businesses and 8,000 employees in the Flats, there is a high demand for parking today. The estimated 2,500 on-street parking spaces available must be supplemented by off-street parking spaces to meet the parking demands of today and into the future. As the laneways and total number of on-street parking spaces available in the Flats will likely not change significantly, a parking and loading strategy is required to

ensure that there are opportunities for future industrial intensification and employment growth.

The parking strategy in the Flats will be focused on balancing the needs of economic development with other transportation and livability goals. A broad range of parking supply and demand management strategies will be explored. Additionally, achieving higher rates of transit, walking and cycling will help reduce parking demand.



POLICIES



Effectively manage parking to support local businesses through a broad range of measures to reduce congestion, encourage more sustainable transportation choices, and improve livability.

- Investigate parking requirements that ensure parking demand generated by new and existing developments is mainly accommodated off-street, with consideration of sub-soil conditions and possible effects of sea level rise.
- Explore pricing strategies to manage on-street parking demand.
- Explore ways to integrate and increase car sharing in the area to serve different uses and reduce stress on available parking such as providing on-site car share spaces in new developments.
- Explore opportunities to implement shared parking between developments or as shared district resources.
- Explore opportunities to introduce temporary uses for unused parking during off-peak hours.
- Design new parking spaces to be flexible and adaptable for conversion to other uses when no longer needed for parking vehicles.
- Approach on-street parking as a flexible resource that is integrated into a pedestrian-friendly public realm.
- Accommodate loading activities, including truck maneuvering, for new development off-street, and explore the ability for existing development to accommodate loading activities off-street.
- Ensure loading activities and servicing continues to occur in laneways, where possible
- Seek to retain the City Impound Yard within the Flats, and explore opportunities to integrate the facility with new development.



CITY FACILITIES,

SERVICES & UTILITIES

11

Administration
Building
701



STRATEGIC DIRECTIONS FOR CITY FACILITIES, SERVICES & UTILITIES

- Protect and enhance City Lands for Civic operations providing essential services, emergency management and emergency response, ensuring the provision of appropriate space for functional operations to meet current and future civic needs.
- Maintain the strategic central locations of the facilities and yards on industrial land to effectively support infrastructure and facilities city-wide and allow for emergency response services (VPD and VFRS) access to emergencies within a reasonable travel time.
- Serve City-wide functions in the most efficient and effective manner possible.
- Implement an integrated rainwater management strategy.
- Retain and support existing and new zero waste related operations.

INTRODUCTION

The City of Vancouver is the largest land-owner in the False Creek Flats. Including the parks, work yards, facilities and other properties, the City owns roughly 40% of the land in the area. These holdings include: the National and Evans Work Yards; the Vancouver Fire and Rescue Training Centre, Fire Hall # 1 and heavy-vehicle maintenance facility; the Heavy Urban Search and Rescue (HUSAR) facility; the Vancouver Police Department Canine Unit, Tactical Training Facility and Evidence Lockup; the Animal Control Shelter; as well as the City's vehicle impound lot. The nature of these activities requires a centrally located site on industrial land away from residential users and the potential conflicts. This includes the repair and maintenance of Civic infrastructure (roads, sidewalks, lights) and facilities, as well as allows for Emergency Response and Management services to respond to emergencies within a reasonable travel time.

Utilities and services are vital for the city to function. The water, sanitary, storm water, energy and solid waste systems are also key to future opportunities to support economic development and intensify mixed employment and industrial jobs in the Flats. Inadequate capacity in our utilities will directly affect the sustainability and competitive advantage of our industrial areas.

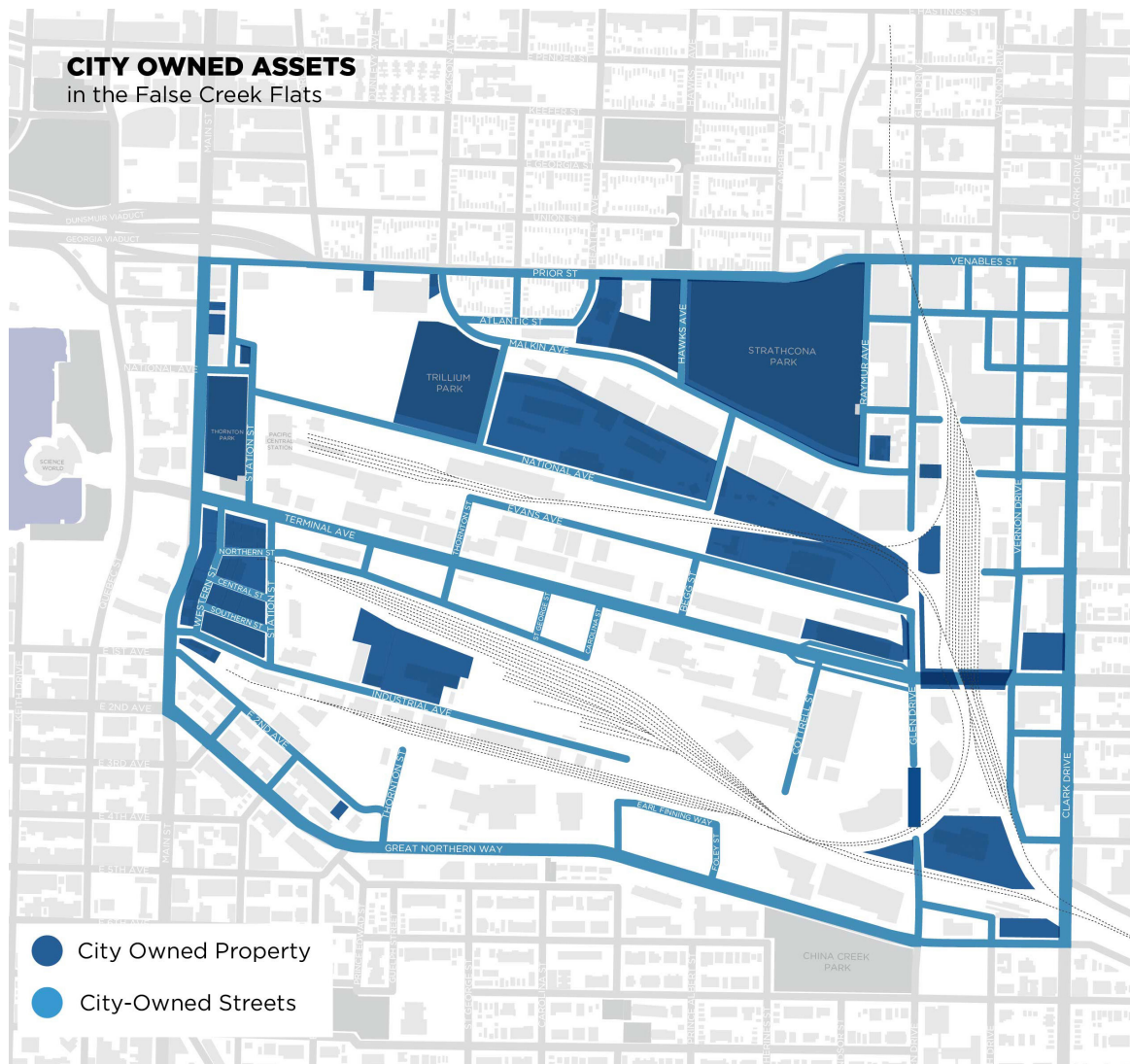


Figure 11.1: City-owned land and facilities

The energy consumed in the supply of heat and hot water to buildings in Vancouver accounts for over half of the city's greenhouse gas (GHG) emissions. A neighbourhood energy system (NES) approach to heating and cooling provides higher operating efficiencies, enhances air quality, and is one of the most effective means of integrating local and renewable energy sources. Situated adjacent to the existing South East False Creek (SEFC) NES, the Flats present a significant opportunity to expand and build on the successes of the established utility.

STRATEGIC DIRECTIONS

- Protect and enhance City Lands for Civic operations providing essential services,
- emergency management and emergency response, ensuring the provision of appropriate space for functional operations to meet current and future civic needs.
- Maintain the strategic central locations of the facilities and yards on industrial land to effectively support infrastructure and facilities city-wide and allow for emergency response services (VPD and VFRS) access to emergencies within a reasonable travel time.
- Serve City-wide functions in the most efficient and effective manner possible.
- Implement an integrated rainwater management strategy.
- Retain and support existing and new zero waste related operations.



11.1

11.1 CITY-OWNED SITES AND FACILITIES

POLICIES



Protect and enhance City lands for civic operations providing essential services, emergency management and emergency response. Explore the long-term expansion needs of civic facilities in the future. Explore improved efficiency and intensification of civic facilities and holdings.

- Investigate potential impacts of a new east-west connector on civic services and facilities in the area.
- Ensure civic emergency management response is a top priority in coordination with new post disaster road networks.
- Redevelop the animal services facility on a site adjacent to the existing facility (new building will be approximately 12,000 sq. ft. requiring a site area of approximately 30,000 sq. ft.).
- Develop a new community policing centre with an estimated size of 1,500 sq. ft., and public access at the street level.

- Explore opportunities to consolidate and expand VPD Headquarters facilities.
- Expand the Fire Training Facility at 1330 Chess Street including the training rooms, site storage and the HUSAR Warehouse.
- Expand the Fleet and Fire Apparatus Service Bays at Fire Hall 1 (900 Heatley).
- Expand the National Yard Administrative Buildings (including DOC) and Storage Facilities, including the Storage Sheds.
- Expand Evans Yard (administrative and yard functions).
- Expand 2010 Glen Drive, Property and Forensic Storage, Tactical Training Centre and the VPD Archive Unit.
- Provide and support artistic and cultural endeavors, affordable housing and childcare on City-owned land.



11.2 SEISMIC VULNERABILITY AND EMERGENCY RESPONSE

The City's Climate Change Adaptation Strategy, Earthquake Plan and Integrated Rainwater Management Plan (IRMP) identify the Flats area as vulnerable to shocks from earthquakes and other stresses such as coastal flooding due to sea level rise, and storm surge and overland flooding from heavy rainfall. Improving resilience means addressing existing vulnerabilities as well as preparing for shocks and stresses with new resilient systems and infrastructure. A number

of City-serving facilities are located in the Flats and support the City on a day-to-day basis. Not only do these facilities play an important maintenance role, but many are essential to respond in the event of an earthquake or some other unanticipated emergency. In addition to the City's emergency response facilities and training centres, the Flats is also the future home for a new St. Paul's Hospital, a facility that will need to be accessible in a post-disaster situation.

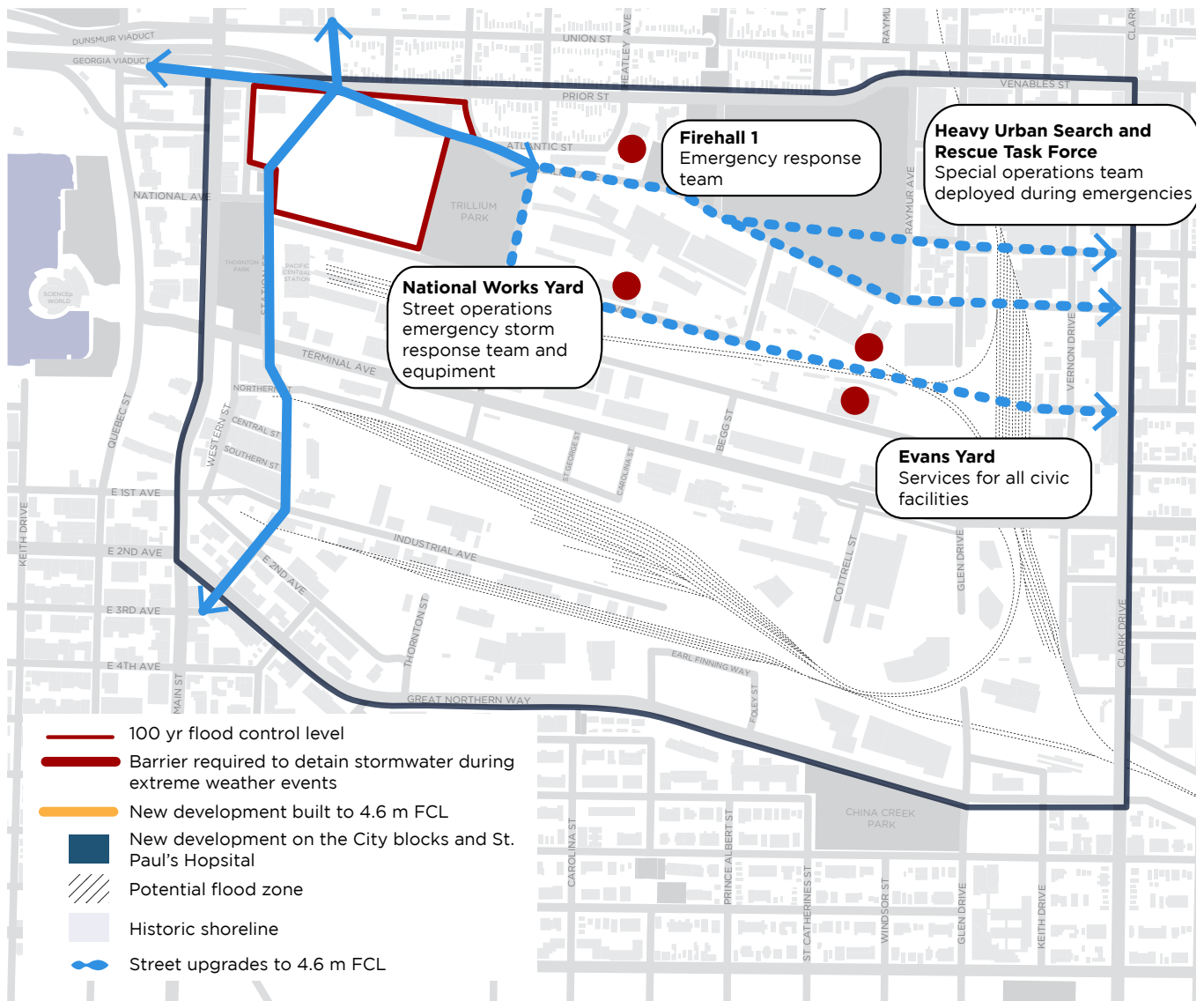


Figure 11.2: Map of Emergency Response Infrastructure

POLICIES



- Explore approaches to minimize impacts and potential damage to public infrastructure from a seismic event.
- Ensure that civic emergency management and response needs are a top priority in coordinating a new post disaster road network, including provision of key resilient road links providing access to critical locations.
- Consider walking and cycling infrastructure as part of the post disaster transportation network.
- Seek opportunities to remediate key vulnerabilities of the area in terms of earthquake risks, to ensure the area is planned with a post-disaster future and response in mind.
- Coordinate with Providence Health Care and explore opportunities for resilient infrastructure and efficient access and egress points between the proposed St. Paul's hospital site and the City street network.
- Understand key business needs and consider developing an area wide strategy to ensure business continuity in the Flats is ensured and secured.



11.3

11.3 WATER

There are 20 kilometres of water mains in the False Creek Flats area with an average age of 38 years. The ages of the pipes break down as follows:

AGE OF PIPES IN FALSE CREEK FLATS		
Built before 1950	Built between 1950 and 1970	Built after 1970
1 km	6 km	13 km

The City has maintained a program to replace deteriorating watermain based on various physical factors that affect their service life.

- Over the next 30 years it is expected that through the distribution watermain replacement program 1.5 kilometres of watermain within the area will be replaced.
- The majority of the watermain are adequately sized and will not require up-sizing to accommodate growth; however,

some mains may need to be upgraded to provide a more resilient water network to support future developments.

The two rail spurs running through the Flats have limited the number of north-south connections in the water system resulting in several dead end watermain. As opportunities arise, additional north-south water connections will be added to improve system redundancy, water quality, connectivity, and system resilience.

A major disaster, such as an earthquake, could make our conventional fire protection system unusable. Our dedicated fire protection system (DFPS) is designed to withstand a major disaster and can pump potable water as well as salt water when needed. Currently the DFPS does not extend to the False Creek Flats area, however if required, the City will investigate extending the system to provide additional fire coverage for critical facilities.



POLICIES



- As the area develops, add new watermain to improve fire hydrant coverage and provide a water service for the new developments.
 - » It is anticipated that new watermain will be required along National Avenue, Thornton Street, and in the North East corner of the False Creek Flats.
 - » In addition, if the rail lines between Terminal and Industrial are ever removed or redeveloped, new watermain will be required between Station and Cottrell Streets.
- If required, investigate extending the DFPS system to provide additional fire coverage for critical facilities such as the proposed St. Paul's Hospital site.
- Seek opportunities to install water fountains through redevelopment prioritizing locations along bike routes, near parks, public plazas, and other areas with a high demand for water.



11.4

11.4 WASTE MANAGEMENT

The Flats is an important location for potential upcycling, reuse, repair, and recycling businesses. A 2014 workshop on zero waste conducted by Light House,²² a local non-profit organization committed to advancing sustainability in the built environment, spurred an unexpected conversation about the changing nature of the recycling industry. Rather than simply acting as waste ‘haulers’, a number of Vancouver’s privately owned and operated waste collection businesses are becoming ‘zero waste solution providers’. These actions represent important systemic and behavioral changes that can be achieved through engaged partnerships. They support moving to a closed-loop, cradle-to-cradle economy where resources are put to the highest and best use.

This process of keeping materials in circulation is often referred to as the circular economy and it is integral to eliminating waste from our landfills. Today there are 26 businesses in the Flats already contributing in a major way to Vancouver’s circular economy through the reuse, repair, resale, and recycling of materials. Most notable is Recycling Alternatives.

POLICIES



- Ensure the Flats continues to be a hub for recycling and reuse activities.
- Consider ways to expand upon the existing waste recovery activities such that it becomes a “one stop shop” for recycling and reuse.
- Explore opportunities for co-locating waste recovery facilities with industries and makers that can use the recovered materials.
- Encourage the use of salvaged materials in the public realm, through public art and other street activations.
- Ensure that False Creek Flats continues to be a hub for recycling and reuse activities.
- Explore opportunities for co-locating waste recovery facilities with industries and other businesses that can use the recovered materials.
- Encourage the use of salvaged materials in the public realm, through public art and other street activations.

²² <http://www.sustainablebuildingcentre.com/>



11.5

11.5 SEWERS

There are approximately 35 kilometers of sewer mains in the Flats area, which is located in the Terminal drainage area. Three pump stations service Flats: Thornton Park, Terminal Station, and Raymur, and Malkin. The following table identifies the length of sewer pipe by function:

FALSE CREEK FLATS AREA		
Sanitary Sewer Pipes	Sanitary Force Mains	Storm Sewer Pipes
12 km	2 km	21 km

The sewer system in False Creek Flats was initially constructed in the early 1900s through to the 1950s. During the 1970s pipes in the area were largely rebuilt and separated, with the current system at an effective 100% separation. However, certain sewer mains are nearly 100 years old, and will likely require rehabilitation in the near term outside of the City's sewer separation program.

All three catchment areas extend north outside of the Flats and are in areas with moderate to high

growth. The catchments for Thornton Park and Terminal Station extend north to Hastings Street.

To achieve gravity drainage to the pump stations the mains are relatively deep; upwards of 5 m below grade, with an invert elevation below -1.5 m geodetic elevation. This puts portions of the sewer network in tidally influenced groundwater.

Development to the limits of current zoning combined with development to the projected residential and commercial growth would exceed the capacity of the sewer network in select areas. Approximately 15% of the sanitary network would be over capacity at the limits of current zoning, which would require the replacement or improvement of 1.7 kilometres of sanitary mains. It is anticipated that an area funding formula for upgrading sewer infrastructure will be in place prior to major replacement requirements.

For storm sewer, the area is functionally developed, and provided that Integrated Rainwater Management practices are followed it is anticipated that post redevelopment storm flows will not increase over today's flows.

The addition of a large hospital in the drainage area will require upgrades to the sanitary system. Estimated sanitary loading of 106 L/s has been provided by Providence's consultant. The 375mm sanitary main will require upsizing as a result of the increased load. In conjunction with capacity upgrades, the sewer network servicing the hospital should be replaced or upgraded to be resilient, as defined through consultation with the hospital.

POLICIES

- Sanitary sewer upgrades will be required for the following sewer mains:
 - » Station Street from Prior Street to Terminal Avenue (410 m).
 - » Terminal Siphon - Western Street underneath Terminal Avenue (20 m).
 - » Western Street from Terminal Avenue to East 1st Avenue, East
- 1st Avenue from Western Street to Thornton Street (730 m).
- » William Street from Glen Drive to Vernon Drive (190 m).
- » Strathcona Park from Prior Street to south of Malkin Avenue (370 m).
- Upsize the Thornton Park pump station if required due to a combination of increased loading from the hospital and from upstream catchments in the future.
- Upgrade sanitary sewers where required to accommodate population growth.
- Upgrade hospital dependent infrastructure to be resilient – the estimated cost is unknown until resiliency standards are developed.
- Upgrade pump station in conjunction with hospital development – the estimated cost is unknown until resiliency standards are developed.





11.6

Photo Credit: Wendy de Hoog

11.6 INTEGRATED RAINWATER MANAGEMENT

The Flats area is the outfall for the Terminal and China Creek drainage areas. As a result of this large catchment, a large diameter storm main exists under Terminal Avenue. A system of storm mains connects to the Terminal storm drain. The Terminal storm drain discharges directly to False Creek, and makes the entire drainage area a good candidate for integrated rainwater management techniques to improve water quality. Currently, there are few integrated rainwater management techniques in use.

An integrated rainwater management plan, which analyzes and identifies area-specific challenges and opportunities has been produced and should be referenced in completing rainwater management strategies. Due to historical land use, current land type, high groundwater and other associated issues, rainwater infiltration is not a priority in this area. The focus for this area is on managing stormwater quality and creating resilient systems.

POLICIES



- Protect water quality in False Creek and support biodiversity and habitat through integrated rainwater management and green infrastructure systems, street trees, natural streetscape enhancements, and other strategies.
- Leverage green infrastructure systems to support other objectives around access to nature and natural systems, supporting walking and cycling and place-making on city-owned land and the public realm.
- Seek ways to utilize water to animate and activate public parks and spaces, including the potential to mark the old shoreline with storm water innovations along a public walkway or features that recognize historic connections to upland watersheds.
- Explore the potential application of district-scale green infrastructure systems to support rainwater management.
- Explore how green infrastructure could be integrated in to the public realm plans.
- Upgrade the pump station in conjunction with hospital development.



11.7

11.7 NEIGHBOURHOOD ENERGY

A high-density mixed-use area such as the Flats provides an ideal setting for a neighbourhood energy system (NES). Neighbourhood energy maximizes system efficiency by consolidating energy production to centralized locations, thereby eliminating the need for a boiler or furnace in individual buildings. In addition to being a more efficient approach to delivering space heating and hot water, the system is a cost-effective way to significantly reduce GHG emissions.

The Flats is situated adjacent to SEFC, a neighbourhood served by a City-owned and operated NES. Commissioned in 2010, the sewage waste heat recovery system in SEFC is a leading example of a low-carbon NES. The SEFC NES has recently expanded into the

south-western portion of the Flats, including the Great Northern Way Campus Lands (which includes Emily Carr University). The continued expansion of the SEFC NES into high density areas of the Flats will support the development of a sustainable and resilient neighbourhood.

In addition to SEFC NES expansion, the relocation of St. Paul's Hospital in the Northwest portion of the Flats provides an anchor development site to support the establishment of low carbon NES.

As an industrial area, the Flats is well-positioned as a potential location for the development of an energy centre to supply renewable energy to other adjacent areas, such as Northeast False Creek and the existing Downtown steam heat system.



POLICIES



- Support the attainment of low-carbon objectives as set out in the Zero Emissions Buildings Plan, Large Sustainable Site Rezoning Policy, and Renewable City Strategy through expansion and/or development of low carbon NES.
- Ensure all new large developments connect to a City-designated low carbon NEW where available, or are designed to be connectable to a future low carbon NES, including the St. Paul's Hospital.
- Preserve adequate land in the False Creek Flats to accommodate a low-carbon energy centre, in a location that has appropriate proximity to Downtown with rail and/or truck access.
- Ensure that the False Creek Flats low-carbon energy centre is sufficiently accommodated in all relevant land exchange transfers, lot consolidations and roadway network alignments.
- Ensure new roadways or transportation corridors provide sufficient right-of-ways for neighbourhood energy distribution pipes.
- Seek to identify suitable locations for future peaking and back-up energy facilities.
- Pursue waste heat recovery and other potential resource recovery opportunities with local businesses.
- Require when appropriate through rezoning, subdivision and road re-alignment that new large developments provide adequate space for neighbourhood energy system infrastructure.



11.8 DIGITAL INFRASTRUCTURE

The City's Information Technology needs are rapidly changing. These range from current operations, such as public safety, automation, and financial services, which are daily becoming more data-intensive, to the increased use of digitized maps, documents, visualization tools, and video. Emerging requirements such as drones, smart city monitoring, and big data applications will demand even more accelerated use of digital infrastructure. Together, this will create exceptionally increasing amounts of data that are distributed throughout the city and require a robust digital infrastructure to function.

The incorporation of a new hospital, university facilities, and commercial/industrial users, amongst others, will drive further demands on Digital Infrastructure. The City will seek to engage and facilitate the needs of both City operations and third party telecommunications firms, in order to ensure the area is equipped with a robust digital infrastructure built through strategic investments and partnerships.







PART III: **IMPLEMENTATION**





PUBLIC BENEFITS

STRATEGY

12



INTRODUCTION

A Public Benefit Strategy (PBS) provides strategic direction for future capital investments in an area or neighbourhood over the long-term. It covers key areas that support livable, healthy, and sustainable communities: affordable housing, childcare, parks and open spaces, community facilities, civic facilities, transportation and utilities. The PBS takes into account the existing network of amenities and infrastructure needed to support the area, as well as district-serving and city-serving amenities which provide services beyond the planning boundary.

There are four key steps in preparing a PBS:

1. Assessing local need within a citywide context
2. Developing a strategy (including outcomes and/or targets) for addressing the identified needs
3. Providing a rough order-of-magnitude cost to fulfill the strategy
4. Outlining a financial strategy to support the outcome-based strategy

In planning for an optimal network of amenities and infrastructure that supports service and program delivery at local, district and citywide levels, the needs assessment considers the following:

- Existing amenities and infrastructure to be renewed over the life of the plan
- Current gaps, deficiencies or shortfalls in service and program delivery, if any
- New demands anticipated from population and job growth

The outcome-based strategy for the local community is developed within an overall citywide framework that includes the following guiding principles:

- Partner strategically with senior levels of government, charitable & non-profit organizations, and private sector
- Optimize service delivery through business transformation, co-location and functional integration
- Maximize value for investments through creative design and planning, and strategic procurement and resourcing
- Be opportunistic and nimble
- Rationalize network of public amenities and services across agencies (City, Vancouver School Board, charitable and non-profit organizations, etc.) to enhance collaboration and synergies
- Consider repurposing, right-sizing, relocation, co-location and decommission of existing assets as part of a renewal strategy
- Build flexible, adaptable and expandable spaces to accommodate changing demographics and future growth
- Phase in large-scale, high impact capital programs/projects to mitigate financial impact
- Synchronize multi-project timing to maximize efficiencies and economy of scale

When the City makes decisions on how to fund the maintenance of existing City-owned facilities/ infrastructure and the development of new facilities, the following financial principles are used:

- Deliver services that are relevant and result in desired public outcomes
- Maintain facilities and infrastructure assets in good condition
- Consider long-term implications in all decisions
- Keep property tax and fees affordable
- Keep municipal debt at a manageable level
- Optimize capital investments to meet public and economic needs while achieving value for the investment

The PBS is now comprised of the following components:

- 1. 30-Year Vision:** the long-term aspirational goals of the Plan
- 2. 10-Year Strategy:** projects that are contemplated in the nearer term
- 3. 10-Year Priority Investment Strategy:** Priority projects identified within 10-Year Strategy with associated funding strategies

The PBS is also viewed in the following context:

- **Local-Serving:** benefits only the immediate community
- **District-Serving:** benefits the community and neighbouring areas
- **City-Serving:** benefits the entire City
- **Regional-Serving:** benefits areas beyond the City including neighbouring municipalities

The PBS is an aspirational section of the area plan that reflects the needs and desires of the community, and is intended to provide strategic direction to guide the City (including City Council and Park Board) in making investment decisions on public amenities and infrastructure in the False Creek Flats over the next 30 years. The City's fiscal capacity (e.g. the public's appetite for property tax, utility & user fee increases, debt financing capacity, cyclical nature of Development Contributions), emerging opportunities (e.g. Federal or Provincial infrastructure funding programs), and evolving needs in this community and across the city will determine the actual amenity package that will be delivered incrementally over the long-term horizon. As such, the PBS will be reviewed and refined periodically and integrated into the City's 10-year Capital Strategic Outlook, 4-year Capital Plan, and annual Capital Budget for prioritization and funding consideration on a citywide level.

WHO FUNDS AMENITIES AND HOW?

Amenities are delivered from a variety of sources using different tools: The City provides funds for childcare facilities, parks, community centres, libraries, cultural facilities, affordable housing, utility upgrades (water and sewer), and street improvements. Funding for public amenities comes through the coordinated allocation of funds from the following:

- Property taxes, utility fees, and user fees
- Contributions related to development
 - » Development Cost Levies (DCLs)
 - » Community Amenity Contributions (CACs)
 - » Density Bonus Zoning
 - » Conditions of Development
- Contributions from other levels of government and non-profit partners

The region and Province are responsible for delivering schools, health care, and transit. Senior governments also hold mandates to deliver childcare and social housing. The City continues to encourage senior governments to uphold their responsibilities for childcare and housing; in the meantime, the City has used its own partnerships and financial tools to help facilitate the creation of these facilities, in recognition of their role as essential public amenities that support residents and workers in Vancouver. Community groups often deliver things like community gardens and neighbourhood greenways.

GROWTH ESTIMATES

There are currently an estimated 600 businesses, industries, office, and institutional uses in the Flats which provide for almost 8,000 jobs. With the construction of the new St. Paul's Hospital and Health Care Campus, university precincts, research laboratories, and commercial uses, more intensive industry and mixed employment over the life of the Area Plan it is estimated employment could reach 15,000 in 2026 and possibly 25,000 to 29,000 jobs by 2041.

There are limited residential uses in the False Creek Flats, confined mainly to the west, south and northern edges. There are currently approximately 340 units of housing in the Flats, which could grow to approximately 1,750 units over the life of the plan (a net increase of 2,400 homes).

WHAT IS CONSIDERED WHEN MAKING PUBLIC BENEFIT DECISIONS?

Decisions around public benefits involve the responsible allocation of limited dollars to deliver on our priorities. The City has recently put in place a long-term planning horizon, which provides a structure to prioritize investment and sustainment of infrastructure and amenities. In an effort to optimize our spending to most effectively deliver amenities and services throughout the City and in each neighbourhood, several things are considered:

- Population, demographics and trends (e.g. growth)
- Community input
- City standards (quantitative and qualitative)
- Council and Park Board approved policies and strategies (e.g. Housing and Homelessness Strategy, Transportation 2040, Healthy City Strategy, Renewable City Strategy)
- Existing public benefits

False Creek Flats is a unique area within the City with little residential area and primarily an economic and employment base. It is a community of businesses and industries that come and go on a daily basis to work in the area but live elsewhere. In developing a PBS, the local context in addition to its city-wide and regional serving function must be considered. The Flats provides many city-serving functions including fire and rescue, maintenance and support, back of house industries essential for repair, maintenance and light manufacturing, rail logistics vital for the port operations and potential to accommodate emerging industries. The PBS includes various Public Benefits that support achieving the False Creek Flats Plan's goal of unlocking the economic potential of the area.



12.1

12.1 PUBLIC BENEFITS DIRECTIONS

12.1.1 Affordable Housing

<p>City-wide Directions</p>	<p>The Housing and Homelessness Reset considers the entire housing continuum—the range of housing options available to households of all income levels, extending from emergency shelter and housing for the homeless through to affordable rental housing and homeownership. To meet the demand for affordable housing, the strategy includes provisions for all types of housing along the continuum.</p> <p>The City will work with senior governments and community partners on a mid to long-term strategy to rehabilitate and renew existing non-market housing stock city-wide. Ultimately, the amount and type of housing that is delivered in each community will reflect both citywide needs and the unique needs and opportunities within each community.</p>
<p>VISION for the next 30 years</p>	<p>Support and advance both community and City-wide plans for housing by expanding affordable housing for the long term. Seek to deliver non-market housing on City-owned land and increase diversity of housing in the Flats supporting groups including artists, students and young workers. Housing will target achieving 260 additional non-market units, which equates to about 67% of the estimated need in the area.</p>
<p>Strategy for the next 10 years</p>	<p>Total Projects: \$21M</p> <ul style="list-style-type: none"> • Integrate 100-125 turnkey units of non-market social housing, including 60 units for artists, in the Innovation Hub contributing to the supply of affordable housing needed for key groups in the neighbourhood (approximately \$21M) • Seek opportunities for new secured market rental housing <p>* Priority Projects: Total \$21M (100%)</p>

12.1.2 Childcare

City-wide Directions	<p>Childcare is primarily a senior government responsibility. While the City of Vancouver does not directly deliver childcare services, it forms partnerships, advocates, and invests in creating quality and accessible childcare spaces, which are operated by non-profit partners.</p> <p>The City, Park Board and School Board are committed to increasing the number of childcare spaces in Vancouver and have forged a strong partnership with non-profit childcare operators. The City continues to advocate for greater participation of the Federal and/or Provincial Governments in the delivery of childcare services.</p> <p>Access to affordable and quality childcare provides options that support working parents. As an area of high employment, False Creek Flats is well positioned to be at the vanguard of innovative workplace-based childcare strategies and practices.</p> <p>Parents of younger children (aged 0 to 4) are most likely to seek childcare close to home or work. Although the anticipated residential growth in False Creek Flats is small, a significant increase in area employment is expected to generate increased demand for childcare in the area.</p>
VISION for the next 30 years	<p>Provide new childcare to serve the growing number of employees and residents in the False Creek Flats, with a priority on children 0-4 years old. Establish a target of 40% of anticipated need, which, based on anticipated development, translates into approximately 225 spaces for children 0-4 years old and approximately 20 spaces for school-aged children (5-12 years old). Locate childcare centres in high employment areas (e.g. Health Hub and Creative Campus sub-areas).</p>
Strategy for the next 10 years	<p>Total Projects: \$19M</p> <ul style="list-style-type: none"> Seek development of 175 childcare spaces (three facilities) for children aged 0 to 4, contributing towards the target of 40%, in support of future job growth in the Flats including Providence's relocation of the St. Paul's Hospital <p>* Priority Projects: Total \$19M (100%)</p>

12.1.3 Parks and Open Space

City-wide Directions	<p>The Greenest City 2020 Action Plan establishes a target for all Vancouver residents to live within a 5 minute walk of a park, greenway or other green space. Additional metrics used to assess appropriate park access include a target of 1.1 hectares of neighbourhood park per 1,000 people. These targets will be refined during the upcoming Parks and Recreation Services Master Plan. Additional policy including the Park Board Strategic Framework, Building a Path to Parks & Recreation for All, Vancouver Bird Strategy, Biodiversity Strategy and Urban Forest Strategy provide further direction.</p> <p>Any upgrades and renewals to optimize existing parks are determined through City-wide capital planning in order to prioritize limited resources equitably and to address areas with the greatest needs first.</p>
VISION for the next 30 years	<p>Create a meaningful network of parks and public open spaces for workers and residents in and around the False Creek Flats. Focus on renewing and enhancing existing parks within and at the edges of the Flats to improve access to these parks and their quality, usability and diversity of programming. Create new parks and public open spaces in sub-areas that will experience significant employment/residential growth or sub-areas that are currently underserved. Improve ecological connectivity in the Flats with the creation of key ecological corridors including a linear open space from Mount Pleasant or the Grandview Cut, through the Great Northern Way campus, to False Creek.</p> <p>Enhance the urban forest through an extensive tree planting program. Ensure the planning and design of the parks and public open spaces incorporates sustainability considerations such as biodiversity, the water cycle and climate change adaptation.</p>
Strategy for the next 10 years	<p>Total Projects: \$5M</p> <ul style="list-style-type: none"> • Enhance and support resiliency through urban forestry and habitat enhancement • Renew and enhance parks by leveraging existing park space to accommodate new use from employment in the area as well as from adjacent neighbourhoods: <ul style="list-style-type: none"> » Complete renewal of Trillium Park edge » Upgrade Trillium Park » Commence initial work on Strathcona Park renewal • Support leisure use of parks and open space through provision of new furniture and signage <p>* Priority Projects: Total \$4M (80%)</p>

12.1.4 Civic Facilities

City-wide Directions	The City owns a number of civic facilities including public safety facilities (Fire and Police), administrative buildings and service yards. Because service yards are large and typically operate 24 hours per day, they are located in Vancouver's two primary industrial areas: the False Creek Flats and the Fraser River industrial area. The City needs to gradually renew these facilities over time and ensure that there is room to expand the facilities to serve the city in the future.
VISION for the next 30 years	Secure, renew and expand existing civic facilities and possibly locate new civic facilities in the False Creek Flats to ensure these vital functions serve the entire city now and in the future. Explore opportunities to co-locate and integrate the various civic facilities over time.
Strategy for the next 10 years	<p>Total Projects: \$65M</p> <ul style="list-style-type: none"> • Explore the provision of a Community Policing Centre • Expand capacity at the City's two service yards (Evans and National Yards) • Renew and expand the Animal Services Facility (approximately 10\$M) • Renew and expand the fire and rescue facilities: <ul style="list-style-type: none"> » Renew and expand the fire truck maintenance facility » Expand to provide storage for recruits' equipment » Expand Driver Services facility » Expand the HUSAR Warehouse <p>* Priority Projects: Total \$14M (22%)</p>



12.1.5 Transportation

City-wide Directions	<p>Investment in all transportation modes will support the City's priorities to achieve a mobility target of two-thirds of all trips by walking, cycling, or transit by 2040, and to work towards a safety target of zero traffic-related fatalities.</p> <p>Priorities for walking are to improving the public realm and close network gaps to making walking safer and more enjoyable, convenient, and accessible. Priorities for cycling are to increase the network and build routes for all ages and abilities. Transit priorities are to provide high-capacity rapid transit on the Broadway Corridor, advancing new B-Line routes, improving existing services, and increasing access to bus stops and stations. Priorities to improve the efficiency and safety of goods movement by rail and road are to complete the grade-separation of the Burrard Inlet Rail Line.</p> <p>Improving transportation service also includes maintaining and repairing our infrastructure (sidewalks, bikeways, roads, and bridges) to minimize life cycle costs and ensure safe, comfortable, and effective service for all road users.</p>
VISION for the next 30 years	<p>Develop a reliable and connected transportation network for all travel modes to support economic growth in and around the Flats. Expand and connect a fine-grained network of walking and cycling routes including critical links to achieve Walk-the-Line. Deliver new connections and 'complete streets' to provide more mobility choices and to support other aspects of the Plan. Enhance goods and services movement by rail and road. Increase accessibility to an expanded rapid transit system. Maintain infrastructure in a state of good repair.</p>
Strategy for the next 10 years	<p>Total Projects: \$310M</p> <ul style="list-style-type: none"> • Implement a new East-West Arterial to replace the current Prior/Venables arterial street (approximately \$155M) • Improve the Central Valley Greenway at the Clark Drive crossing and provide new grade-separated connections (approximately \$55M) • Implement a grade-separated Adanac connection to maintain walking & cycling facilities (approximately \$25M) • Deliver new complete streets to support St. Paul's development (approximately \$15M) • Deliver a new Station/Gore street connection between Prior and Great Northern Way (approximately \$12M) • Renew existing sidewalks, bikeways, roads, and structures • Improve the Central Valley Greenway by providing new at-grade routes • Improve access to Innovation Hub (Industrial/Main/E 1st) • New or improved at-grade walking & cycling (Terminal Ave and Central St) • Support Public Bike Share by installing stations at major redevelopment sites • Implement green infrastructure, including electric vehicle charging infrastructure • Implement transit priority improvements on Main St and spot improvements to improve safety • Add new bus stops and improve existing bus stops to support transit <p><i>Note: Transportation projects do not include assets owned by TransLink, such as the planned SkyTrain station at Great Northern Way, and renewal of existing SkyTrain Stations</i></p> <p>* Priority Projects: Total \$210M (90%)</p>

12.1.6 Utilities

City-wide Directions	<p>The City has generally maintained a program to replace deteriorating water mains at a rate of 11 km annually (equivalent to 0.8% of the city's water system each year). Since the early 1970s, the City has been transitioning its sewer system from a combined system (sanitary sewage and storm water conveyed in the same pipe) to a separated system (sanitary and storm in separate pipes). In addition, as part of the combined sewer replacement program, replacing seriously deteriorated pipes as well as pipes at risk of causing flooding during rain events are considered imperative.</p> <p>The City's sanitary system, of which some sections date back to the 1930s, is at or near capacity in some areas. This limits the City's ability to accommodate additional density without sanitary sewer upgrades. The storm sewer system can occasionally have similar issues; however, the City's various policies limiting maximum site runoff to predevelopment levels can usually limit the necessity for off-site storm sewer upgrades.</p>
VISION for the next 30 years	<p>Provide clean safe drinking water for existing and new developments with seismically resilient connections. Ensure that the sewer system in the Flats meets regulatory requirements and meets public health requirements. Also, seek to build a greener, and more resilient, Flats by exploring a low-carbon Fuel Switch project. Promote building infrastructure that supports renewable energy by exploring construction of a new low-carbon energy centre and establishing a network of pipes between the new energy centre and the existing steam plant. Further implement the City's new Integrated Rainwater Management Plan (IRMP) to improve water quality and the ecological health of False Creek.</p>
Strategy for the next 10 years	<p>Total Projects: \$23M</p> <ul style="list-style-type: none"> • Replace and upgrade Thornton Park pump station due to increased loading and in conjunction with hospital development (approximately \$10M) • Through IRMP Rain Gardens, protect water quality and support biodiversity • Upgrade sanitary sewers to accommodate population growth • Construct new water mains to service the new St. Paul's Hospital (900 m) • Construct new water mains to improve fire coverage and service development (400 m) • Replace aging water mains (400 m) to provide a more resilient water network supporting future developments • Improve public access to water through fountains along areas with a high demand for water <p>* Priority Projects: Total \$23M (100%)</p>

12.1.7 Economic & Innovation Enablers

CULTURAL FACILITIES

City-wide Directions	<p>The Cultural Facilities Priorities Plan (also 2008) provides a detailed strategy specific to cultural spaces/facilities that focuses on the sustainable creation and operation of cultural spaces. The City provides support for cultural facilities through the provision of space, technical advice and regulatory assistance, and through the capital plan via the Cultural Infrastructure Grant Program, development related investment (e.g. CACs) and occasional land contributions.</p> <p>Renewal of key cultural spaces is an important priority in the implementation of all community plans. There is an interest in the strategic co-location of cultural organizations where appropriate, and in maximizing the effectiveness of existing facilities through investment in the physical structure and in the security of the asset where it may be in a vulnerable ownership or lease situation. Growth in absolute numbers of cultural facilities is less important than strategic and effective investment in existing spaces that improves their long term affordability, suitability and viability as cultural spaces.</p>
VISION for the next 30 years	<p>Approximately 40% of artists currently work in studios located in the Flats; therefore, a key objective of the Plan is to ensure that the Flats continue to be an important City-wide arts & culture production hub. Retain and secure existing industrial arts production space to meet the needs of artists and other cultural workers. Maintain about 300,000 sq. ft. of existing artist production and rehearsal space and address growth based upon city-wide populations by adding 75,000 sq. ft. of new space. Enhance and expand affordable and sustainable industrial arts production space to address future growth in the Flats. Integrate communal studio space in conjunction with affordable low-income artist live/work space. Partner with NPOs to deliver production space.</p>
Strategy for the next 10 years	<p>Total Projects: \$9M</p> <ul style="list-style-type: none">• Secure replacement of privately-owned studio space to retain work space for artists and cultural workers• Maintain and secure critical production space by replacing City-owned artist studio space (Arts Factory building) to continue supporting the needs of artists and cultural workers• Provide communal studio space to support live/work opportunities for low-income artists and cultural workers to secure limited industrial zones where art can be produced. <p>* Priority Projects: Total \$9M (100%)</p>

SOCIAL FACILITIES

City-wide Directions	<p>In 2013 Council passed a motion to support Greater Vancouver Food Bank Society (GVFBS) in relocating to a new space. The Vancouver Food Strategy supports the development of a local food hub as a centrepiece in local food infrastructure and food economy.</p> <p>The vision for the False Creek Flats (Main and Terminal area) is that local food and sustainability will be an anchor in the new heart of Vancouver's thriving innovation and green economy.</p>
VISION for the next 30 years	Establish a sustainable food system that contributes to the economic, ecological and social well-being of our city and region. Support the Greater Vancouver Food Bank in relocating to a secure and functional location and in a building that advances their mission and vision.
Strategy for the next 10 years	<p>Total Projects: \$3M</p> <ul style="list-style-type: none"> Through land and partnership funding, support the relocation and expansion of the Greater Vancouver Food Bank to a secure, accessible and functional location <p>* Priority Projects: Total \$3M (100%)</p>

ECONOMIC DEVELOPMENT

City-wide Directions	<p>The False Creek Flats remain a critical area to support existing industrial operations and to continue to advance these key emerging sectors. As key employment lands adjacent to the city's lowest income neighbourhoods and largest clusters of employment based social enterprise, the role of the Flats in creating a broad range of higher order and lower-barrier jobs makes it a valuable asset.</p>
VISION for the next 30 years	The critical strategies over the next thirty years include retaining existing core industrial activities which service the downtown core and the Port, development of the innovation economy in the area, and intensification of employment. Provide affordable industrial space to support. Create spaces and opportunities to foster innovation.
Strategy for the next 10 years	<p>Total Projects: \$12M</p> <ul style="list-style-type: none"> Support creation of affordable light industrial space, industrial incubators and other economic amenities (approximately \$12M) Two spaces for demonstration and business showcasing <p>* Priority Projects: Total \$12M (100%)</p>



12.2 PUBLIC BENEFITS STRATEGY SUMMARY

12.2.1 10-YEAR PRIORITY INVESTMENT STRATEGY

RENEWAL/NEW

The overall False Creek Flats PBS 10-Year Priority Investment Strategy is estimated to be about \$385M and is comprised of about \$345M (approximately 90%) New and about \$40M (approximately 10%) Renewal. The majority of the New capital investments are in the new transportation network including significant items such as the East-West Arterial and the grade-separated Central Valley Greenway connections. The Renewal assets are primarily comprised of amenities such as the replacement Animal Services Facility, a replacement pump station, and renewal of some existing roads and structures.

Category	Renewal	New or Upgraded	TOTAL
Affordable Housing		\$21M	\$21M
Childcare		\$19M	\$19M
Parks and Open Space	\$2M	\$2M	\$4M
Civic Facilities	\$9M	\$4M	\$14M
Transportation	\$9M	\$271M	\$280M
Utilities	\$10M	\$14M	\$23M
Economic and Innovation Enablers*	\$8M	\$16M	\$24M
TOTAL	\$38M	\$347M	385M
% of TOTAL	10%	90%	

** Developer Contributions are contemplated to fund 10% of the preliminary projects cost estimates for Cultural, Social and Economic enabling initiatives as seed funding from the City to enable partners to fundraise and secure non-City funding for their projects.*

LOCAL-/DISTRICT-/CITY-/REGIONAL-SERVING

The PBS is also comprised of Local-(approximately \$80M), District-(approximately \$50M), City-(approximately \$70M), and Regional-serving (approximately \$185M) amenities. Local-serving amenities are primarily non-market social housing (100-125 units), new complete street segments and renewal of local roads and walking & cycling routes, and water mains and sewer upgrades. District-serving amenities are largely childcare facilities, a pump station to support the additional development, and contributions towards social, cultural, and economic initiatives. The majority of City-serving amenities are the grade-separated Central Valley Greenway connections, the Animal Services Facility and Fire Training Facilities. The Regional-serving category is almost exclusively the East-West Arterial including the new Union/Adanac overpass.



Category	Local-Serving	District-Serving	City-Serving	Regional-Serving	TOTAL
Affordable Housing	\$21M				\$21M
Childcare		\$19M			\$19M
Parks and Open Space	\$2M	\$2M			\$4M
Civic Facilities			\$14M		\$14M
Transportation	\$43M		\$57M	\$180M	\$280M
Utilities	\$13M	\$10M			\$23M
Economic and Innovation Enablers		\$21M		\$3M	\$24M
TOTAL	\$79M	\$51M	\$71M	\$183M	385M
% of TOTAL	21%	13%	18%	48%	

Table 1: Local/City/Regional Serving PBS

FUNDING STRATEGY

City contributions are primarily funded from property taxes and utility fees that are generally used to renew existing amenities and infrastructure. The City contributions in the Plan are intended to cover items such as the Animal Services Facility, a replacement pump station, and renewal of roads and walking & cycling routes.

It is estimated that the False Creek Flats will generate about \$105M in development revenues (including DCLs, CACs, Density Bonus Zoning and Conditions of Development) within the first 10 years. Locally-generated development revenue will be used to first fund Local-serving amenities and then contribute towards District-, City-, and Regional-Serving amenities. False Creek Flats is expected to generate enough development revenue to fund both Local- and District-serving amenities and to have a surplus of about \$20M to contribute towards City-serving amenities that land within the planning area. Developer Contribution From FCF (internal) will fund Local- and District-serving amenities such as childcare facilities, some new networks of roads and walking & cycling routes, sewer upgrades and new water mains along with Rain Gardens (IRMP),

contributions to Cultural, Social, and Economic enabling initiatives, and a contribution towards the City-serving Central Valley Greenway.

Many of the investments contemplated over the life of the PBS are City- and Regional-serving. Development revenues and other funding contributions from the rest of the city as well as strategic partnerships will be required to augment locally-generated development revenue to deliver the PBS over time. Future Councils would need to allocate an estimated \$101 million of Development Contributions collected outside of the planning area to fund City-, and Regional-serving infrastructure and amenities outlined in the PBS, taking into consideration the City’s fiscal capacity, emerging opportunities, and evolving needs across the city. Developer Contributions Outside FCF (external) will be needed to fund the rest of the Central Valley Greenway and also a portion of the East-West Arterial. Partnership Contributions such as funding from senior governments and non-profit organizations are intended to primarily cover non-market social housing and a significant portion of the East-West Arterial.

Category	City contribution	Developer contribution from FCF	Developer contribution outside FCF	Partnership contribution	TOTAL
Affordable Housing		\$1M		\$20M	\$21M
Childcare		\$15M		\$4M	\$19M
Parks and Open Space	\$2M	\$2M			\$4M
Civic Facilities	\$13M		\$1M		\$14M
Transportation	\$7M	\$53M	\$96M	\$124M	\$280M
Utilities	\$10M	\$14M			\$23M
Economic and Innovation Enablers		\$21M	\$3M		\$24M
TOTAL	\$31M	\$105M	\$101M	\$148M	385M

Table 2: PBS Funding Strategy





IMPLEMENTATION

ACTION PLAN

13



STRATEGIC DIRECTIONS FOR IMPLEMENTATION

- Invest in infrastructure, public spaces, and the delivery of catalytic projects essential for unlocking the potential of the Flats for affordable industrial work space.
- Use the land lift in residentially zoned areas and density bonus opportunities to leverage employment and local industrial production based spaces and amenities.
- Use of Community Benefit Agreements to encourage local employment and local procurement opportunities.
- Leverage public lands to deliver key projects to catalyze innovation and anchor public life and amenities.
- Build partnerships and provide support for private investment, activation and implementation.

INTRODUCTION

Unlike many residentially based community plans, it is not the expectation that private sector investment will instantly transform the nature of the False Creek Flats rather this plan is intended to provide a framework for incremental changes and evolution of the economy over the next 30 years.

The key to the long-term success of the False Creek Flats as a thriving employment zone in Vancouver that drives economic growth and innovation not only locally, but also provincially and federally as well, is investment in the key pieces of infrastructure essential for the connections and the environmental health of the district. Without partnerships with senior governments, non-profits, business and other agencies, achieving the desired outcomes in this plan will be impossible.

LOCAL AREA DIRECTIONS

- Explore the development of a Flats Fund to help finance building and site retrofits in the Flats, sustainable co-location infrastructure in the Flats, and to generate capital funding for community economic development projects in the area including incubator space, social enterprises and arts production.
- Encourage and support eco-industrial network development in the Flats by the local stakeholder groups, businesses, institutions and tenants in organizing representative associations to assist with improving opportunities for mixed use investments and employment creation in the area.
- Develop training, advising, and business-to-business education programs for helping businesses measure, manage, and reduce their environmental footprint; integrate social impact into their business models; and improve efficiency through the use of digital tools.
- Develop materials to attract investment interest to the Flats for innovative green projects and businesses.
- Support Vancouver Economic Commission to further investigate, in consultation with Community Services, establishing a non-profit Industrial Development Agency or Corporation to support the start-up and incubation of innovative industrial enterprises.
- Explore best-practices in industrial areas for a governance structure for long-term stewardship. This could be in the form of many options including a local tenant and business focused association.
- Develop policies to mitigate conflicts between rail operations and new residential developments, in reference to the Federation of Canadian Municipalities Guidelines for New Development in Proximity to Railway Operations.





13.1

13.1 MONITORING AND EVALUATION

Over the next several decades, the various implementation strategies and policies will be monitored, evaluated and updated regularly as part of the plan implementation process. This will include monitoring how the targets of the public benefit strategies are met over time, how jobs are being created and how the economic development strategy is being achieved.

The monitoring and evaluation review will also consider new opportunities, technologies and priorities which may present themselves in future. Decisions may be taken to update the plan at that time to take into consideration new benefits which may result.

The outcomes and achievements of the plan will be assessed according to the baseline indicators existing at the time the plan was prepared and reported regularly to Council and the communities involved in the Flats.



13.2 QUICK STARTS

The following projects need to be implemented as quickly as possible to ensure the ongoing success of this plan.

- **Policy adoption and enactment:** the various amendments to existing district schedules, new by-laws and associated guidelines need to be finalized as soon as possible after the Area Plan adoption.
- **Implementation of the Innovation Hub on City owned blocks (Main and Terminal):** Finalization of the architectural development master plan guidelines and development in phases. This will include, among other things, the following elements:
 - » **A Food Centre of Excellence:** Incorporate a people focused centre of local food that improves access to healthy food and celebrates its role in the local economy.
 - » **Hub of Arts/Production:** Include the replacement of the existing Arts Factory into a larger hub of arts and cultural production.
 - » **Affordable Industrial Space:** Include significant light industrial space to support industrial start-up and incubators.
- **Industrial lands amenities and fund:** Community Services, in consultation with the Vancouver Economic Commission, will develop guidelines for the allocation of the proposed industrial lands amenities, which will set clear definitions and will provide direction on how these are to be managed.

- **Prior/Venables replacement:** Continue work towards finalizing the most suitable east-west arterial overpass alignment and the recommended grade-separation option for the Adanac Bikeway, and report back to Council.
- **Walk-the-Line and Connections:** Develop a Public Space Plan to deliver Walk-the-Line, including a feasibility study of walking and cycling links across rail, and an implementation plan to identify phasing and quick starts for key transportation connections and public space amenities.
- **Economic Development:** Various actions to be implemented include facilitating digital infrastructure investments, incentivizing co-location and showcasing of amenities as set out in The Flats: Economic Development Strategy (VEC).
- **Area Representation:** Support to businesses, institutions and tenant groups to form a representative organization to assist ongoing implementation of the on.





An aerial photograph of a city, likely Vancouver, showing a mix of industrial and commercial buildings, parking lots, and a transit line (SkyTrain) in the foreground. In the background, there are large mountains with patches of snow under a cloudy sky. A dark horizontal band across the middle of the image contains the text 'PART IV: APPENDICES' in white.

PART IV: **APPENDICES**

GLOSSARY

Aboriginal

People who identifying with at least one Aboriginal group, that is, North American Indian, Métis or Inuit, and/or those who reported being a Treaty Indian or a Registered Indian, as defined by the Indian Act of Canada, and/or those who reported they were members of an Indian band or First Nation.

Affordable Housing

Affordable housing refers to housing provided by the City, government, non-profit or private partners along the entire housing continuum (ownership, private rental and social housing). The degree of housing affordability results from the relationship between the cost of housing and household income.

Artist

These are people whose occupations include actors and comedians; artisans and craftspersons; authors and writers; conductors, composers and arrangers; dancers; musicians and singers; other performers; painters, sculptors and other visual artists; and producers, directors, choreographers and related occupations.

Community Amenity Contribution (CAC)

These are voluntary in-kind or cash contributions provided by developers when additional development rights are granted through the rezoning process (see Rezoning). CACs can help address the increased demands new residents and/or employees can have on City facilities. CACs are used to fund community centres, libraries, parks, and other community spaces.

Cultural Worker

These are people in creative, production, technical and management occupations in the areas of broadcasting, film and video, sound recording, performing arts, publishing, printing, libraries, archives, heritage, architecture and design.

Density

This is how much area (sq. m. or sq. ft.) is in a building, relative to the size of the site on which the building is located. It is often described as a ratio (see Floor Space Ratio).

Development Cost Levy (DCL)

These are growth-related fees on all development to fund parks, childcare facilities, social housing, and engineering infrastructure.

Development Permit

The process through which a property can be approved for development under current zoning. In Vancouver, the Development Permit Board or the Director of Planning can choose to approve, refuse, or change Development Permits.

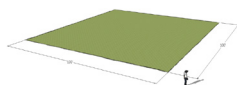
Flood Construction Level

This refers to the minimum elevation of the underside of a floor system, or of the top of a concrete slab of a building which is used or may be used for habitation, business or for the storage of goods which may be damaged by flood water.

Floor Space Ratio (FSR)

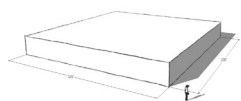
This is a measurement of a building's total area relative to the area of the site on which it is located. For example, a building with a density of 2.0 FSR has a built area equal to twice that of the land on which it is located.

Site with no building=0 FSR

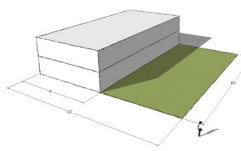


Examples of buildings with 1 FSR

1 storey covering 100% of site

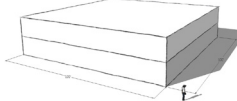


2 storey covering 50% of site

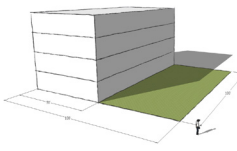


Examples of buildings with 2 FSR

2 storey covering 100% of site



4 storey covering 50% of site



Height

This is how tall a building is from the ground to its highest point. In Vancouver, one storey (or floor) in a building is usually about 3 metres (10 feet) high. A typical building on East Hastings Street is about 5 storeys or 15 metres (50 feet). The maximum building height is stated in a zoning schedule (see Zoning). It may also include a range with an outright height and an option for additional height at the discretion of the Director of Planning if certain conditions are met.

Hierarchy of Modes

The City's Transportation 2040 plan defines a clear hierarchy of travel modes, with walking being the highest priority, followed by cycling, transit, taxi and shared vehicles, and then the private car.

High-capacity Transit

Any form of transit that carries more people and typically provides faster, more frequent service with fewer stops than a local bus service.

Housing First Approach

This approach involves providing homeless people who have mental health and/or addiction issues with immediate access to subsidized housing, together with supports. Key principles includes no conditions on housing readiness, housing choice, individualized support services, harm reduction, and social and community integration.

Income Assistance

A government transfer managed by the Ministry of Human and Social Development. Types of Income Assistance include: child in home of relative, expected to work, expected to work (medical condition), long term care, medical services only, no employment options, old age security, persons with persistent multiple barriers and persons with disabilities. Also known as welfare.

Informal Economy

Economic sectors that are not taxed or monitor and at times discouraged. It includes work such as binning and vending.

Inter-generational Housing

Inter-generational housing refers to housing projects that address the cultural, collective and individual housing and support needs of multiple generations as they move through various life cycles. Inter-generational housing may include various types of housing within one project – from independent, supported or assisted living for singles to family housing units. The focus of inter-generational housing is to promote a strong sense of cultural inclusion and belonging, safety, healthy communities and opportunities for both formal and informal support networks within a housing context.

Low Income

There are multiple measures of low income, including:

- Low Income Cut Off (LICO): Relative measure of low income status. Describes a household that spends over 20 percentage points on a median goods basket. Low Income Measures (LIM) varies by family size, community size and tax.
- Low Income Measure (LIM): Relative measure of low income status. Describes a household that earns less than half of median income.
- Market Basket Measure (MBM): Absolute measure of low income status. The disposable income needed for a basket of goods.

Low Income Household

Determined by Statistics Canada as those households that qualify for Low Income Cut-off (LICO). LICO is the income level below which a family spends 20 per cent more of its income on necessities (food, shelter and clothing) than the average family does.

Mode of Transportation

This is the way a person gets around the city. Examples include walking, cycling, taking public transit, riding in a taxi, sharing a ride with someone, or driving.

Neighbourhood Energy Connectivity

Building design strategies required of developers in anticipation of future building connection to a Neighbourhood Energy System. These are described in detail in the City's Neighbourhood Energy Connectivity Standards Design Guidelines (January 2014).

Neighbourhood Energy Systems (NES)

Shared infrastructure platforms which provide heating and/or cooling infrastructure for multiple buildings, and are most suitable in dense urban areas. NES provide the utility business model and economy of scale necessary to make use of a variety of renewable energy resources that are often not available or affordable to implement in individual buildings.

Public Art

This refers to artwork in any media that is made to engage with the public realm, usually outside and accessible to all.

Public Benefit Strategy (PBS)

A PBS provides strategic direction for future investments in the community over the long term. It includes six key areas that support liveable, healthy and sustainable communities: community facilities, parks and open spaces, affordable housing, public safety, transportation and utilities.

Public Hearing

This is a meeting of City Council where members of the public can express their opinion on an issue prior to Council making a decision. A Public Hearing is a legal requirement for rezonings and by-law amendments.

Rezoning

This is the process through which development can be approved at a greater density or height than allowed under current zoning. City Council can approve, refuse, or amend rezonings after a Public Hearing.

Secure Market Rental Housing

Secured market rental housing means a development, or part of a development, used only as market rental housing with an attached covenant or housing agreement registered against title restricting its use to market rental housing for the longer of 60 years or the life of the building, or for such other term as may be agreed upon by the city and the owner.

Smart Logistics

Smart Logistics is a technology-driven approach to providing clean, efficient, and adaptive solutions for the distribution of goods and services. It promotes digital connectedness both internally, such as for streamlining existing delivery routes, and externally, such as for vehicle sharing between businesses.

Social Enterprise

A non-profits or business that operates with the intention of improving social, economic and/or environmental well-being.

Social Housing

Social Housing means rental housing:

- In which at least one third of the dwelling units are occupied by persons eligible for either Income Assistance or a combination of basic Old Age Security pension and Guaranteed Income Supplement and are rented at rates no higher than the shelter component of Income Assistance;
- Which is owned by a non-profit corporation, by a non-profit co-operative association, or by or on behalf of the City, the Province of British Columbia, or Canada; and
- In respect of which the registered owner or ground lessee of the freehold or leasehold title to the land on which the housing is situated has granted to the City a section 219 covenant, housing agreement, or other security for the housing commitments required by the City, registered against the freehold or leasehold title, with such priority of registration as the City may require.

Supportive Housing (Congregate and Scattered Sites)

Supportive housing includes added services to help people living with mental health and addictions to live independently. Two types of supportive housing include 'congregate' supportive housing and 'scattered sites'. Congregate supportive housing is a social housing building with supports tied to each unit. The scattered site model attaches supports, including income supports if needed, to a person living in either a social housing unit or private market rental unit.

Tenure

Refers to whether some member of the household owns or rents the dwelling or whether the dwelling is band housing (on an Indian reserve or settlement).

Transitional Housing

Transitional housing typically includes private rooms or apartments intended to provide a supportive living environment for individuals who have experienced repeated housing crises and require support and assistance over a sustained period to address their health and social needs.

View Corridor

This is a field of space that protects a view from a specific vantage point. View corridors help to determine the design and location of a building on a site to protect views for the public.

Vulnerable

A population at great risk of poor health conditions and well-being. Risk may be due to socio-economic conditions, gender, ethnicity, and a host of other facts.

Zoning

This is the legal tool used to regulate how land can be developed. Each zone or area in the city has a zoning schedule that sets out rules for a building's use, siting, maximum density, building height, etc. (see Height).

ACKNOWLEDGMENTS

Many people representing local residents, community organizations, institutions, and stakeholder partners invested substantial time, energy, insight and expertise into preparing this plan. This commitment to the future well-being of the False Creek Flats is sincerely appreciated and acknowledged with gratitude on behalf of the City and the communities involved. The following people and organizations are recognized for their exceptional dedication, without which the planning process would not have been achieved.

- » False Creek Flats Advisory Committee
- » Community/City-wide Groups, Stakeholders, and Organizations
- » City Advisory Agencies, Boards and Committees
- » Consultants
- » City Staff







FALSE CREEK FLATS



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