



**POLICY REPORT
DEVELOPMENT AND BUILDING**

Report Date: March 28, 2017
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Meeting Date: May 17, 2017

TO: Standing Committee on City Finance and Services
FROM: General Manager of Planning, Urban Design and Sustainability
SUBJECT: False Creek Flats Plan

RECOMMENDATION

- A. THAT Council approve the False Creek Flats Plan, generally as contained in Appendix A;

FURTHER THAT the General Manager of Planning, Urban Design and Sustainability be instructed to initiate tasks to implement the plan as outlined in this report.

- B. THAT Council receive the Flats Economic Development Strategy for information from the Vancouver Economic Commission (VEC), as attached in Appendix B;

FURTHER THAT Council direct staff to continue to work with the VEC to analyse and assess the recommendations in the Flats Economic Development Strategy and report back to Council on the results of such work.

REPORT SUMMARY

This report provides an overview of the draft False Creek Flats Local Area Plan which is the culmination of a two year comprehensive planning and engagement process. As a strategically located area of primarily industrial and mixed employment land, this plan seeks to create a clear yet flexible framework to guide future growth and change in the area to support a thriving and evolving economy over the next 30 years. This framework focuses on five key elements essential for the future success of the area including the appropriate programs, spaces, places, environment, and connections.

With one of the primary objectives of the plan to intensify employment, it proposes two general land use approaches:

1. To support and unlock an intensified and thriving 'Vancouver Made' innovation economy; and
2. To secure, support and intensify the base economy light industrial 'back-of-house' for manufacturing, production, distribution, and repair.

In acknowledging the presence of existing and future transit stations and the establishment of two new institutional anchors of innovation at Emily Carr University of Art and Design and a new St Paul's Hospital and Health Campus, the Plan seeks to intensify existing pockets of residential to activate the public life and support the economic function of the area. Small pockets of strategic additional rental residential are proposed to leverage and cross-subsidize employment uses, improve transitions to surrounding neighbourhoods, and better serve the needs of workers and students.

Recognizing that economies of cities are continually evolving the Plan embeds flexibility into the many emerging districts, while at the same time, it takes critical aim at addressing the immediate challenges identified in the economic space needs of Vancouver today. Encouraging the construction of new space for creative manufacturing and the flourishing new digital economy, the Plan also seeks to preserve and incentivize new space for affordable industrial or maker's space, secured space for artists, and an expanded footprint for innovators in the local food economy.

While many of these changes will help move us closer to a shared vision for the False Creek Flats, a critical component to unlocking the area's potential is ensuring that the appropriate connections are made to bring people and businesses together, recognizing the presence of rail. Improvements for all modes of transportation are outlined in the Plan to achieve a more complete street network, thereby better connecting to and through the Flats for the many employees surrounding the area today.

This report summarizes the planning process, outlines the economic development and land use policies for each of the distinct subareas and proposes an accompanying public benefits strategy. This plan was prepared in collaboration with Vancouver Economic Commission (VEC) who have also prepared the Flats Economic Development Strategy. This strategy has been included with this report and is being presented for Council's information. The report also identifies future work that will be required to ensure the implementation of the plan, as well as the Economic Development Strategy.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

While many policies are relevant to a broad community planning process, some of the most pertinent policies include:

- Industrial Lands Policy (1995)
- Metro Core Jobs and Economy Land Use Plan (2007)
- Vancouver Economic Action Strategy (2011)
- Regional Context Statement (2013)
- Greenest City Action Plan (2011, updated in 2015)
- Transportation Plan 2040 (2012)
- Culture Plan for Vancouver(2008 - 2018)
- Vancouver Food Strategy (2013)

- Healthy City Strategy 2014-2025 (2014)
- City of Reconciliation (2015)
- Renewable City Strategy (2015)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

Strategically located at the centre of the arc of a crescent of emerging innovation economy, the Flats is well positioned to play an important economic development role going forward. The Plan presents an opportunity to connect the False Creek Flats to adjacent economic drivers including the Downtown Core, Mount Pleasant and Railtown. This process will unfold during the forthcoming broader economic conversation on the future economy of Vancouver in the City Core 2050 visioning process.

The General Manager of Planning, Urban Design and Sustainability RECOMMENDS approval of the foregoing.

REPORT

Background/Context

In June 2013, Council endorsed the Terms of Reference and a work program to develop a new area plan for the False Creek Flats (Eastern Core). Following background work and the completion of a business survey of the roughly 600 businesses in the area, the planning process was officially launched in May 2015.

Planning Process

The process to develop this plan took place over a 24 month period and was completed in four distinct phases. The primary objectives of each phase were as follows:

- **Phase 1: Framework and Principles**
 - Test Council approved principles.
 - Identify key issues, ideas, opportunities and challenges to be addressed.
- **Phase 2: Emerging Directions**
 - From public feedback in Phase 1, develop emerging directions to guide the draft of the plan.
 - Technical analysis as key inputs into the process.
- **Phase 3: Draft Plan**
 - Confirm and refine emerging directions with findings from technical analysis.
 - Develop a draft plan that includes policies and solutions to the challenges and opportunities identified in the emerging directions.
 - Present the draft plan to public for feedback.
- **Phase 4: Finalize Plan**
 - Revise the draft plan.
 - Present a final draft of the plan to Council for approval.



Figure 1: Planning Phases

Public Engagement

As a unique location in the City, and devoid of significant residential population, the False Creek Flats is a place of city-wide importance. Despite this, knowledge of the area for many members of the public is limited and represents a 'blank-spot' in their mental map of Vancouver. Recognizing this, as well as the time-constraints that many small businesses face in addressing their day-to-day operations, the engagement strategy of the plan focused on first raising awareness of the process and the integral role of the area, then on hosting strategic meetings, workshops, open houses, and one-on-one discussions to frame the issues and seek potential solutions to address identified challenges.

With background work completed, staff publically launched the plan in May 2015. In an effort to build awareness of the Flats and the process, City-owned properties at key, high-traffic locations were utilized to advertise with large format banners. This advertising helped to drive interest, and resulted in the creation of a study email list of nearly 1,000 individuals which created an easy tool for informing interested stakeholders throughout the process.

Highlights of the engagement process included public events that celebrated the industrial location and character of the area; a series of topic specific workshops; a number of one-on-one meetings and presentations to various stakeholder groups, local businesses, community associations, BIAs, institutions and trade commissions; online surveys; participation from CityStudio students and classes; and a mobile onsite office. A total of over 4,300 participants were involved over the two year period. A more detailed breakdown of the engagement process and findings is available in Appendix C. Throughout the planning process, City staff worked in collaboration with the Vancouver Economic Commission, who also conducted a series of business meetings, workshops, and surveys to better understand the needs and gaps for businesses in the area.

STRATEGIC ANALYSIS

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 less than a kilometre to both downtown and the Port, the Flats is home to over 600 businesses employing 8,000 people in diverse and thriving sectors of the local economy. The area houses a remarkable diversity of users, including civic services, base economy service and light industry, innovation drivers, major local food assets, a high concentration of artists and two future institutional anchors in the Emily Carr University of Art and Design and St. Paul's Hospital. 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 2).

While the area today presents as a classic inner city industrial warehousing, wholesaling and distribution site, it is well-positioned to function as the logical next step in the extension of the City's successful inner city new economy. The plan supports this unfolding future and lays the foundation to increase the number of jobs in the area 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.

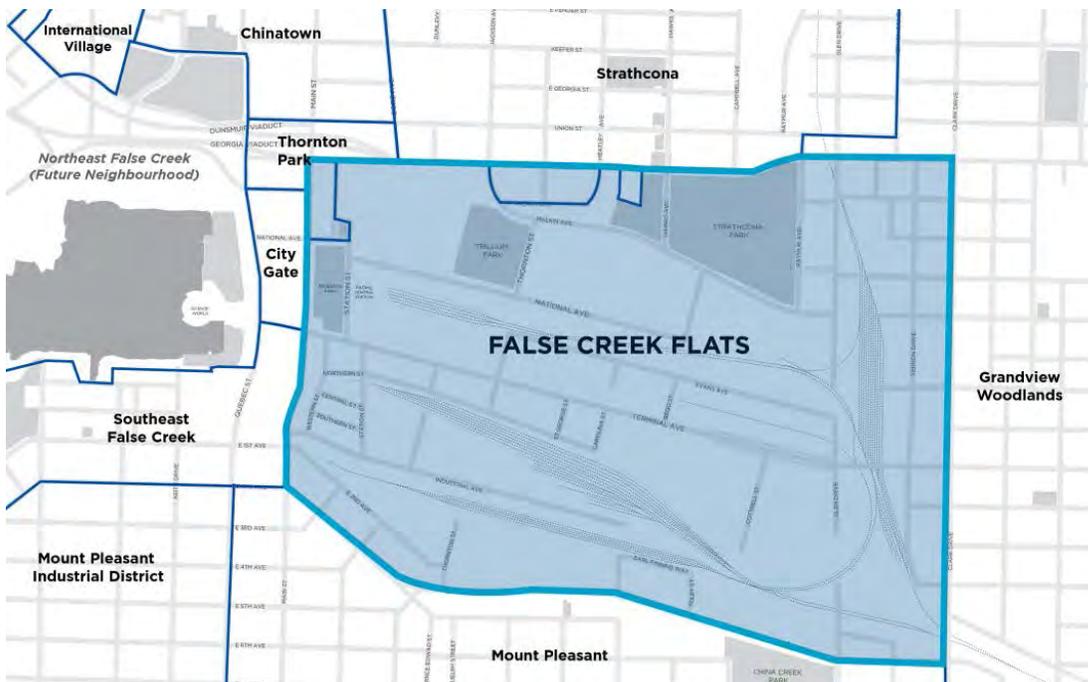


Figure 2: False Creek Flats Planning Area and Context

Context, Opportunities and Challenges

Since the 1970s, over 1,400 acres of centrally located industrial land has been converted into highly successful, mixed-use environments focused on liveability. While widely celebrated as a model of brown-field development of inner city industrial, these changes have left a limited amount of industrial land in our inner city, placing great pressure on employment lands city-wide. In Vancouver, land where residential use is prohibited, represents only 10% of the city's land base and yet is home to over half of all of our jobs. As one of the last remaining tracts of inner city industrial land in Vancouver, the Flats is not surprisingly one of the most expensive industrial locations in the Metro. Recognizing this, the plan seeks to leverage the unique assets in the area to unlock the economic potential and intensify employment.

A number of other opportunities and challenges were identified through the public engagement process. Some of those included:

- **Connections across rail.** On average, people working in the Flats drive more, and walk or bike less than in the rest of the City. This reflects the limited mobility across the rail yards and the challenges of moving to and through the Flats. As the number of

residents living within a ten minute walk of the area is expected to grow from 50,000 today to 90,000 by 2040, sustainable travel modes will play a key role in accommodating this growth. As rail activity increases, rail crossings that are at-grade with the road network affect the safety and efficiency of people, goods, and services movement.

- ***Identity, vitality and public presence.*** A key theme of public feedback was the need for more vibrant spaces and amenities and a cleaner and safer public realm.
- ***Resiliency.*** As targeted by the Greenest City 2020 Action Plan, the Flats will become “the greenest place to work in the world”. Despite this ambition, if no action is taken, by 2050, portions of the Flats could be subjected to flooding during high tide and storm surges.
- ***Affordability of Employment Land.*** In less than a generation, nearly all of Vancouver’s inner-city industrial lands will have made way for a mixed-use residential landscape. The loss of industrial and employment land supply and the pressures of speculation have made the remaining available land some of the most expensive in North America.
- ***Availability of Work Space.*** The area is expected to be home to over three times more employees and a new high-density industry and mixed business environment. At the same time, the average value of Vancouver’s industrial buildings has increased more than 50 percent per square foot from 2015 to 2016.
- ***Servicing the City.*** Home to numerous civic facilities, service yards, and emergency response training and maintenance resources, the future role of the area will continue to support an intensifying population throughout the rest of Vancouver. These lands and civic facilities will become increasingly important and need to be protected.

The Flats plan sees all of these challenges as opportunities to collectively strengthen the economic vibrancy of the area.

PLAN OVERVIEW

The long term vision for the False Creek Flats:

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

Securing the land, adding the amenities, and building the appropriate spaces to support this vision, the area’s businesses are global leaders who leverage synergistic opportunities between the area’s key anchor institutions and are consistently contributing to the development of an advanced workforce of tomorrow. Home to a number of leaders in digital entertainment, health sciences, creative products manufacturing, art production and food economy, the area also provides meaningful

jobs to those with barriers to employment through skills-training programs that seek to accomplish a sustainable, just, and healthy future for Vancouver.

To unlock the area's economic potential, and address the vision identified, the plan focuses on five key actions:

- Establishing **programs** to assist and grow local and strategic economic sectors;
- Creating flexible work **spaces** to meet the needs of current and future businesses;
- Developing a network of animated public **places** for employees to meet, collaborate and share ideas;
- Creating a healthy and resilient **environment** that improves the area while addressing challenges of climate change and seismic vulnerability; and
- Building the **connections** to link businesses to one another and the surrounding neighbourhoods.

CHARACTER AREAS

From a land use and built form perspective, this plan builds off of the unique characteristics of the area by focussing on four distinct sub areas, namely: the **Health Hub** situated in the north west around the future St Paul's hospital; the **Back-of-House** in the east encompassing the core base light and service industries; the **Creative Campus** located in the west and south including Emily Carr campus and the city properties along Main Street; and the **Terminal Spine** located in the centre of the Flats. Directions for these sub-areas, take their cues from designations in the Regional Growth Strategy to deliver two primary economic approaches:

- Secure and intensify industrial land to serve core economic and back-of-house city serving functions (Back-of-House and Terminal Spine); and
- Intensify employment and establish a well-functioning and unique environment to support a thriving innovation economy in well-served transit locations (Health Hub and Creative Campus)

These two high-level approaches, while geographically focused, are not exclusive from one another. Wherever possible, these two principles are combined recognizing the shared aspirations that stretch across the regional designations of industrial and mixed-employment zones in a more blended way.

The major area planning strategies, policies and directions are summarised below and illustrated in Figure 3.

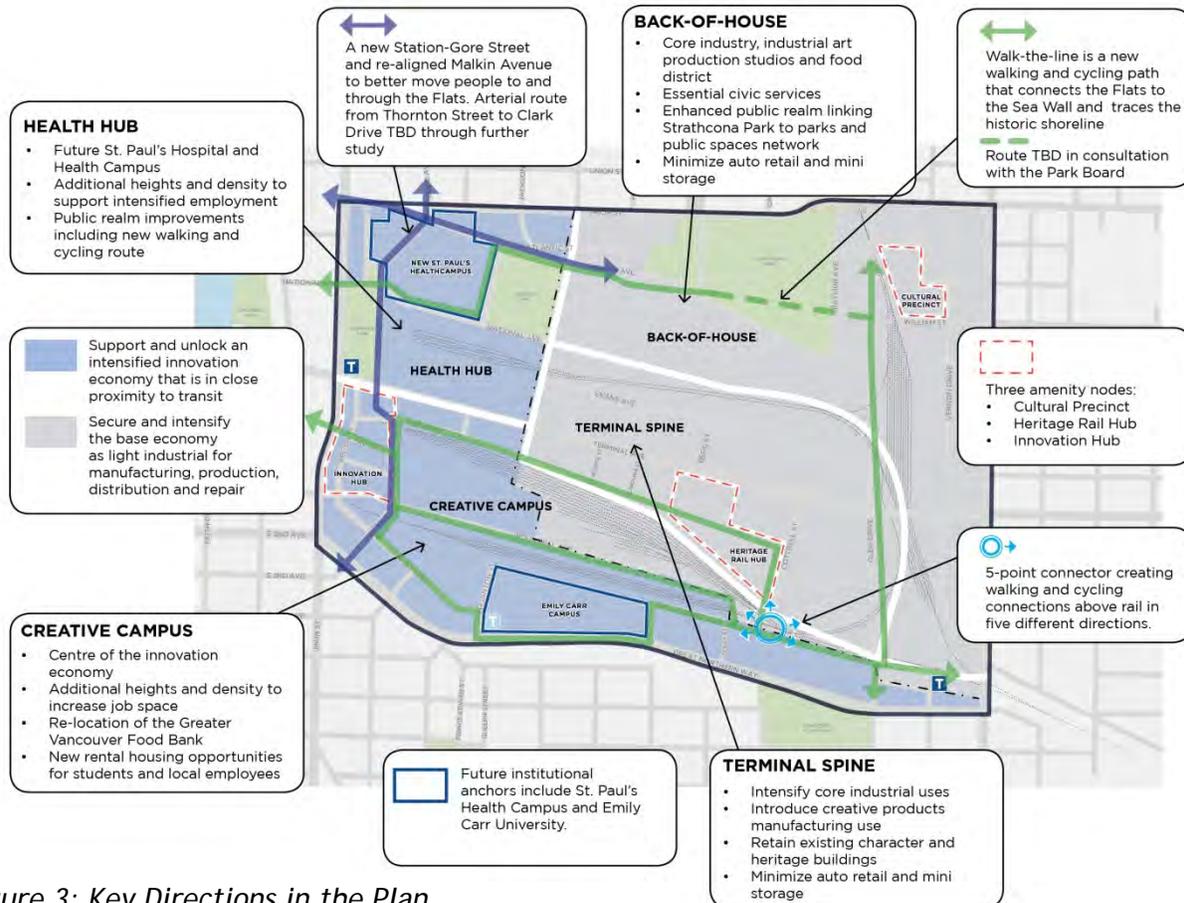


Figure 3: Key Directions in the Plan

Secured and intensified industry

The plan proposes two slightly different approaches to the two industrial subareas of the 'Back-of-House' and 'Terminal Spine'. 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 mini-storage and auto retail) are recommended.

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, and repair space. 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.

Intensified innovation economy

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 regional rapid 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 and will straddle a new retail high street on Station Street, linking Pacific Central Station with Gore Avenue.

Significant intensification of employment is anticipated across the area including additional employment densities and heights, with the Health campus itself stretching up to the underside of the view corridors and including a broad spectrum of laboratories, research centres, creative products manufacturing, high-technology, office and health care.

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. While already well served by transit, a new station at Great Northern Way is planned as part of the Millennium Line Broadway Extension. 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.

Public Spaces and Public Life

Creating unique, animated, attractive and amenity rich environments appealing to the increasingly mobile employees of the twentieth-first century is essential for unlocking the economic potential in today's city. Recognizing this importance, the plan proposes a structure to deliver a variety of spaces, from formal plazas and parks, to informal business activations in the spaces between buildings, and connects them altogether with a series of linkages that overcome the barriers in the area.

A key component of this network is a series of three amenity rich public nodes that provide a landscape for social gathering, collaboration, relaxation, celebration and innovation. These nodes build off of unique buildings and site specific characteristics to accommodate lively public life, highly flexible economic zones, and spaces that become an extension of the workspaces. They create healthy urban environments that embed green infrastructure and improve the tree canopy in the area. These nodes include the *Cultural Precinct*, the *Heritage Rail Hub*, and the *Innovation Hub*.

The Cultural Precinct: located within the Back-of-House sub-area, this node proposes to embed the character buildings of the old Restmore Manufacturing properties into a secured and enhanced location of cultural production and celebration. A key component of a future rezoning on this site will include the retention or replacement of the existing artist studios, with a focus on the creative industrial production spaces currently housed within the existing building at 1000 Parker.

The Heritage Rail Hub: located at the foot of Cottrell within the Terminal Spine sub-area, this sub-area is anchored around three key heritage and character buildings. Opportunities through rezoning would include space for year round farmer markets, as well as potential for intensified employment including office and/or hotel uses with its close proximity to the rail station and the Great Northern Way Campus.

The Innovation Hub: as a city-owned property, located at Main Street and Terminal Avenue, this node is well positioned to be strategically deployed as a catalyst for economic innovation and a showcase for the broader objectives of the False Creek Flats Plan. Staff will report back on an Urban Design and Development Framework for these blocks, with associated zoning changes and urban structure, to establish this as a key element of public life and activity within the Flats. Key anchors within this hub are anticipated to include a centre of urban food excellence, an art and creative economy hub, light industrial start-up and acceleration space, artist live-work and other social housing, as well as digital and other intensified office uses. The Urban Design and Development Framework will include key public pathways, a public square in the heart of this sub-district, and will identify street level uses to activate this unique place of economic creativity within our city.

Walk-the-Line: tying the various sub-areas and places of interest together in the Flats is a proposed public loop referred to as Walk-the-Line. This route extends the amenity of the Seawall through the Flats, tracing the old shoreline along the railyards and connecting to the key places of the area. This multi-purpose route will not only better connect the area over the rail, but also has the potential to incorporate many of the features of this plan to greatly animate and celebrate the role of the area including the incorporation of aboriginal and industrial memory, building a connected loop of resilient green and rain-water management infrastructure, providing venues of public art and business showcase, and establishing critical links for ecological corridors and an improved tree canopy.

Affordable Industrial and Artist Space

With rising real estate values placing upward pressure on affordable space for industrial and creative art production users in the city, this plan proposes a series of approaches to leverage the tools available to secure and deliver new and affordable space to intensify employment. The incorporation of inclusionary zoning will seek to leverage additional higher value uses for the delivery of space devoted to this type of production, while also exploring options for the incorporation of fixed rate amenity share contributions to help deliver community space (owned and operated by non-profit associations, co-operatives or government) for the support of economic initiatives as well. Related to this, the City will explore opportunities to leverage this investment for strategic partnerships to help secure affordable market industrial spaces for social enterprises, start-ups, artists and industrial incubators and accelerators as part of the Area Plan.

Transportation Connections

The plan proposes a comprehensive network of improvements that connect the area, provide choices for more sustainable modes, and support more efficient goods and services movement. Key transportation connections that are critical to achieving the economic potential of the area include the Prior/Venables replacement arterial, the north-south Gore/Station Street connection, new streets to support the St. Paul's Hospital development, improvements to the Central Valley Greenway, and walking and cycling links across rail to

connect the public spaces along the Walk-the-Line route. Grade-separating the Burrard Inlet Rail Line is a key component in protecting the rail corridors and yards in the Flats.

During the public consultation process of the Prior/Venables replacement arterial, it was clear that the trade-offs of the alignment options required further study beyond the timing of the Area Plan. Numerous stakeholders requested that the William Street option be considered alongside the Malkin Avenue and National Avenue options. Engineering and Planning staff are working with Parks and Recreation staff to assess the implications and possible mitigation measures of a William Street option. The public engagement process is being led by Parks and Recreation staff. The study findings will allow the Park Board to decide whether or not to support William Street as a potential alignment option, and are anticipated to be shared with Park Board and Council in late 2017.

Residential transitions

The housing directions in the Flats Plan are consistent with the emerging directions identified in the March 2017 Housing Strategy Reset report and seek to deliver a diverse mix of housing forms, tenures and unit types at a variety of income levels. Innovative models of new housing are introduced in key areas along the western periphery of the site to support specific economic goals with a focus on delivering additional rental and affordable housing for targeted employee groups, students and artists. It is anticipated that these changes will result in an increase from 340 units up to approximately 1,750 units by 2041, with full-build out of zoned capacity in excess of 4,600 units. Some of the specific directions in the plan in terms of housing are outlined below.

Recognizing that the influx of new students to the Creative campus area could have a detrimental impact on the affordability of the rental stock in Mount Pleasant, the addition of institutional student housing would be supported at the Great Northern Way campus. Special care will need to be taken to ensure that any housing aligns with the Federation of Canadian Municipalities Proximity to Rail Guidelines.

West of Emily Carr campus, minor changes are proposed to the Artist Live-Work district along 1st Avenue to incentivize the delivery of rental housing. Here the plan is proposing modest increases to the height and density for the delivery of 100% secured market rental housing or 20% of Social Housing.

Further west on 1st Avenue in the IC-2A district, the plan seeks to introduce additional rental housing to test an innovative mix of industrial, office, and rental residential. Delivering the full 3.0 FSR of employment density as currently in policy, the plan proposes a density bonus structure to unlock up to 3.5 FSR of secured market rental housing (100%) or 50% social housing and ground floor industrial activities.

In the north western end of the Back-of-House district, limited residential use is proposed to transition to the neighbouring residential on Atlantic Street in Strathcona, delivering industrial space at grade fronting onto Malkin, and stacking townhouses above the industry, fronting Atlantic and Prior Streets. There is a future opportunity to develop seniors housing above the Fire Hall maintenance facility if Fire Hall #1 is ultimately relocated. Just to the west, on the northern side of the future extension of Malkin Avenue, limited rental housing is supported above commercial to provide a transition to Strathcona.

Establishing Certainty in Zoning

Land use implementation of this plan will establish clearly laid out expectations in the zoning that enables the development of the vision with minimal reliance on re-zoning. By doing so the plan moves away from a dependence on negotiated community amenity contributions (CAC) in favour of establishing fixed-rate developer contributions. These contribution rates will be established for proposed land use changes and will be associated with the delivery of the public benefits required to accommodate the additional employees and residents anticipated through those land use changes. Due to the complexity of the issues and unknown costs associated with two of the identified amenity nodes, a rezoning policy will be established for the Cultural Precinct and the Heritage Rail Hub.

Regional Policy Implications

This Area Plan aligns with the overall intention of Regional Growth Strategy. A modest provision of General Urban land around the periphery of the False Creek Flats is proposed for rental housing for people working in the area. This adjustment will require an amendment to the Regional Context Statement Official Development Plan, as outlined in the Regional Growth Strategy under *6.2.7: Providing for Appropriate Municipal Flexibility*.

FINANCIAL

The City prepares a **Public Benefits Strategy (PBS)** as an accompaniment to a local area community plan. A PBS provides strategic direction for future investments in a community over the long term (typically 25-30 years). It includes key categories of amenities and infrastructure that support livable, healthy and sustainable communities including: affordable housing, childcare, parks and open spaces, community facilities, civic facilities, transportation and utilities. Some investments focus on service and program delivery at the local level, while others contribute significantly toward the network of district-serving, city-serving and even regional-serving amenities and infrastructure beyond the local area boundaries.

Consistent with the recently Council-adopted PBSs (e.g. Grandview Woodland, West End) the False Creek Flats PBS includes a 30-Year Vision that supports the long-term, aspirational goals as outlined in the Area Plan. However, a key focus in the False Creek Flats PBS (and other PBSs going forward) will be to formulate a strategy to deliver the priority amenities and infrastructure, new and/or renewal, within the first 10 years (“10-Year Priority Investment Strategy”). This will take into consideration funding and resource capacity, timing, phasing, and sequencing of capital investments where appropriate. Within this 10-Year Priority Investment Strategy, capital investments that are critical to the Area Plan will be prioritized for funding allocation and implementation. This methodology ensures better alignment with the City’s capital planning framework that encompasses the mid- to long-range **Capital Strategic Outlook (CSO)** and the 4-year Capital Plan.

As a general rule, renewal of existing amenities and infrastructure is typically funded from property taxes and utility fees (“City Contributions”). Provision of most new or upgraded amenities and infrastructure to support growth is typically funded from city contributions through development (“Development Contributions”), which include cash contributions (e.g. Development Cost Levies) and in-kind contributions (e.g. amenity space built by developer and turned over to the City). Both City and Development contributions can be expected to be

augmented by financial and/or in-kind contributions from other governments and non-profit partners (“Partnership Contributions”).

For growth-related amenities and infrastructure, Local-serving will primarily be funded by locally-generated development revenue. District-, City-, and Regional-serving amenities, which benefit the entire city and beyond, will be eligible for additional funding generated outside of the community.

The 10-Year Priority Investment Strategy is estimated to be approximately \$385 million over the next 10 years to help realize the vision for the Flats. Approximately 90% is targeted to new or upgraded amenities including major projects such as the new East-West Arterial and new transportation connections. Investments will also be made to support affordable housing, childcare, civic facilities, utilities and economic and innovation enablers. Economic and innovation enablers are initiatives which will help achieve cultural, social and economic objectives for the Flats. A significant portion, \$305M or about 80%, is targeted to District-, City- and Regional-serving benefits reflecting the Flats’ role in the larger city context (see Table 1).

The proposed funding strategy for the False Creek Flats 10-Year Priority Investment Strategy assumes approximately \$31 million in City Contributions (~8%), \$105 million in Development Contributions generated from the False Creek Flats (~27%), \$101 million in Development Contributions generated from outside the False Creek Flats (~26%) and \$148 million in Partnership Contributions (~38%).

Table 1: False Creek Flats PBS - 10-Year Priority Investment Strategy

Category	Investment Type		Total		Funding Strategy			
	Renewal	New or upgraded			City contribution	Developer contribution From FCF	Developer contribution Outside FCF	Partnership contribution
Affordable Housing	-	\$21M	\$21M	5%	-	\$1M	-	\$20M
Childcare	-	\$19M	\$19M	5%	-	\$15M	-	\$4M
Parks & Open Spaces	\$2M	\$2M	\$4M	1%	\$2M	\$2M	-	-
Civic Facilities	\$9M	\$4M	\$14M	4%	\$13M	-	\$1M	-
Transportation*	\$9M	\$271M	\$280M	73%	\$7M	\$53M	\$96M	\$124M
Utilities	\$10M	\$14M	\$23M	6%	\$10M	\$14M	-	-
Economic & Innovation Enablers**	\$8M	\$16M	\$24M	3%	-	\$21M	\$3M	\$3M
Total	\$38M 10%	\$347M 90%	\$385M		\$31M 8%	\$105M 27%	\$101M 26%	\$148M 38%
Local-Serving	\$9M	\$70M	\$79M	21%	\$7M	\$49M	-	\$23M
District-Serving	\$19M	\$32M	\$51M	13%	\$11M	\$37M	-	\$4M
City-Serving	\$9M	\$62M	\$71M	18%	\$13M	\$20M	\$38M	-
Regional-Serving	-	\$183M	\$183M	48%	-	-	\$63M	\$121M

* The planned SkyTrain Station at Great Northern Way, which will be owned by TransLink, is in addition to the Transportation projects contained in the table.

** Developer Contributions are contemplated to fund 10% of the preliminary project 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.

Based on the land use policies outlined in the community plan, it is estimated that development in the False Creek Flats will generate about \$105 million in development contributions. As many of the investments contemplated over the life of the PBS are City- and Regional-serving (e.g. the East-West Arterial, Central Valley Greenway connection, Greater Vancouver Food Bank), development revenues and other funding contributions from the rest of the city as well as strategic partnerships will be required to deliver the PBS over time. Based on the 10-Year Priority Investment Strategy, future Councils would need to allocate an estimated \$101 million of Development Contributions from outside the area to City- and Regional-serving infrastructure and amenities outlined in the PBS.

The False Creek Flats PBS is an aspirational strategy that reflects the needs and desires of the community through the Area Plan. It is intended to provide strategic direction to guide the City (including City Council and Park Board) in making investment decisions on the necessary infrastructure and public amenities in the False Creek Flats over the next 10 years. The City's fiscal capacity (e.g. the public's appetite for property tax, utility and 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 specific infrastructure and amenities that will be delivered incrementally over the long-term. This is particularly relevant for Transportation as it represents a large portion of the 10-Year Priority Investment Strategy in the False Creek Flats and is reliant on Development Contributions and Partnership Contributions to deliver Regional-serving large-scale projects such as the East-West Arterial, Central Valley Greenway improvements, and a grade-separated Adanac Bikeway connection. As such, the PBS will be reviewed and refined periodically and it will be integrated into the City's mid- to long-range Capital Strategic Outlook, 4-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide basis.

Certain areas like housing, childcare, social and cultural programs that build on innovative partnerships with senior levels of government, charities, and non-profit organizations will require strategic alignment and coordination with partner entities.

Capital investments, especially for new and/or upgraded amenities and infrastructure, often result in ongoing financial implications associated with programming and facility operation, maintenance and rehabilitation. The budget impact will likely be added incrementally over the life of the Area Plan as projects get implemented.

NEXT STEPS AND IMPLEMENTATION

Should the False Creek Flats Area Plan, as generally presented in Appendix A, be adopted by Council, staff will proceed to take it as the substantive basis of the final plan and will proceed to fully format and publish it. The final document is expected to also include supplementary graphics and illustrations; these are intended to assist the reader in understanding the content but will not alter the substance of the approved plan.

In terms of next steps subsequent to the adoption of the False Creek Flats Plan, a number of near-term implementation tasks can be initiated:

- **Policy adoption and enactment:** Preparation of new district schedules for the industrial, mixed employment and associated areas, as outlined in the plan, can be expected to be initiated as a priority so that applications that address plan policies

can proceed. The various amendments to existing district schedules, new by-laws and associated guidelines need to be finalized and brought before Council at a Public Hearing 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 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.
 - **Industrial Space:** Include significant at-grade light industrial space to support industrial start-up and incubators.
- **Amenity contributions:** Preparation of guidelines for the proposed amenity contributions and density bonus zones, which will set clear definitions and will provide direction on how these are to be managed.
- **Prior/Venables replacement:** Continued 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.
- **Area Representation:** Support to businesses, institutions and tenant groups to form a representative organization to assist ongoing implementation of the Plan.
- **Priority Projects:** The Public Benefits Strategy in the plan also identifies a number of priority projects that may be pursued subject to funding and the necessary approvals.

CONCLUSION

The plan is the outcome of a comprehensive planning program intended to guide the growth in the False Creek Flats for the next 30 years. Its primary objectives are to intensify employment through innovation and creative industries, while protecting base economy industries essential for the future health of the City. The plan facilitates the creation of over 20,000 new jobs in a diverse and a broad spectrum of employment across light industry, service, health, food, creative and technology sectors. It also creates policy for zoning to accommodate an estimated 4,600 units of housing in strategic locations on the edge of the district. The transformation of the area into a more vibrant and animated economic destination neighbourhood will be supported by the introduction of several amenity nodes linked through a series of interconnected key streets and active transportation connections across rail and into the adjacent neighbourhoods.

This report seeks approval of the draft False Creek Flats Local Area Plan. It also seeks instructions to staff to proceed with implementation actions for future Council consideration to implement and manage growth in accordance with the plan.

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