

# Vancouver's Innovation Economy

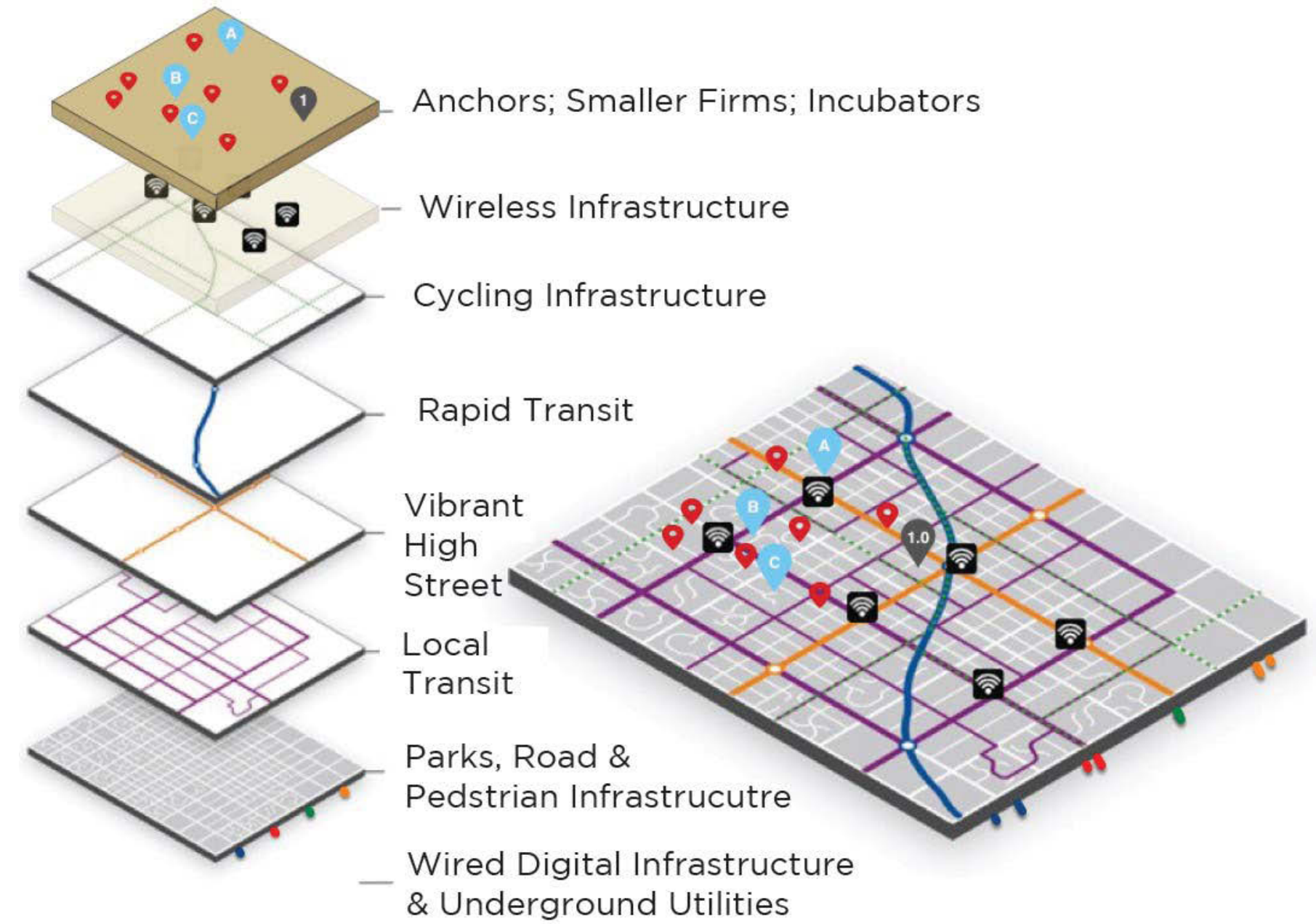
## Zoning updates in Railtown

The innovation economy is a bit different in every city. Vancouver has its own unique mix of diverse economies which include:

- Highly specialized manufacturing and technology prototyping
- Creative manufacturing industries, such as industrial design and fabrication
- Technology driven industries, such as digital enterprise and media production

Vancouver is home to many innovation economy employment clusters anchoring several areas of the city. These range from the head offices of large multi-national technology firms to smaller local industrial start-ups.

INNOVATION DISTRICT: THE PHYSICAL INGREDIENTS



Alongside traditional industrial uses, Railtown is emerging as an area with a modest cluster of creative manufacturing and industrial start-ups. These include local entrepreneurs that make a variety of goods from bags and clothing to custom lighting, wood furniture and furnishings.

## Innovation Economy Employment Clusters





## Background

Protecting and supporting industrial land is important for not only Vancouver's local economy, but the larger regional economy. The Downtown Eastside Plan (approved March 15, 2014), provided direction to review the role of the Railtown industrial sub-area.

We are now considering zoning changes to the sub-area, which is currently zoned M-2 for heavy industry. The proposed changes include the creation of an I-4 Industrial District Zoning Schedule, which reinforces Railtown's role as a historic industrial area and supports the area's existing creative manufacturing industry.

### Railtown industrial sub-area

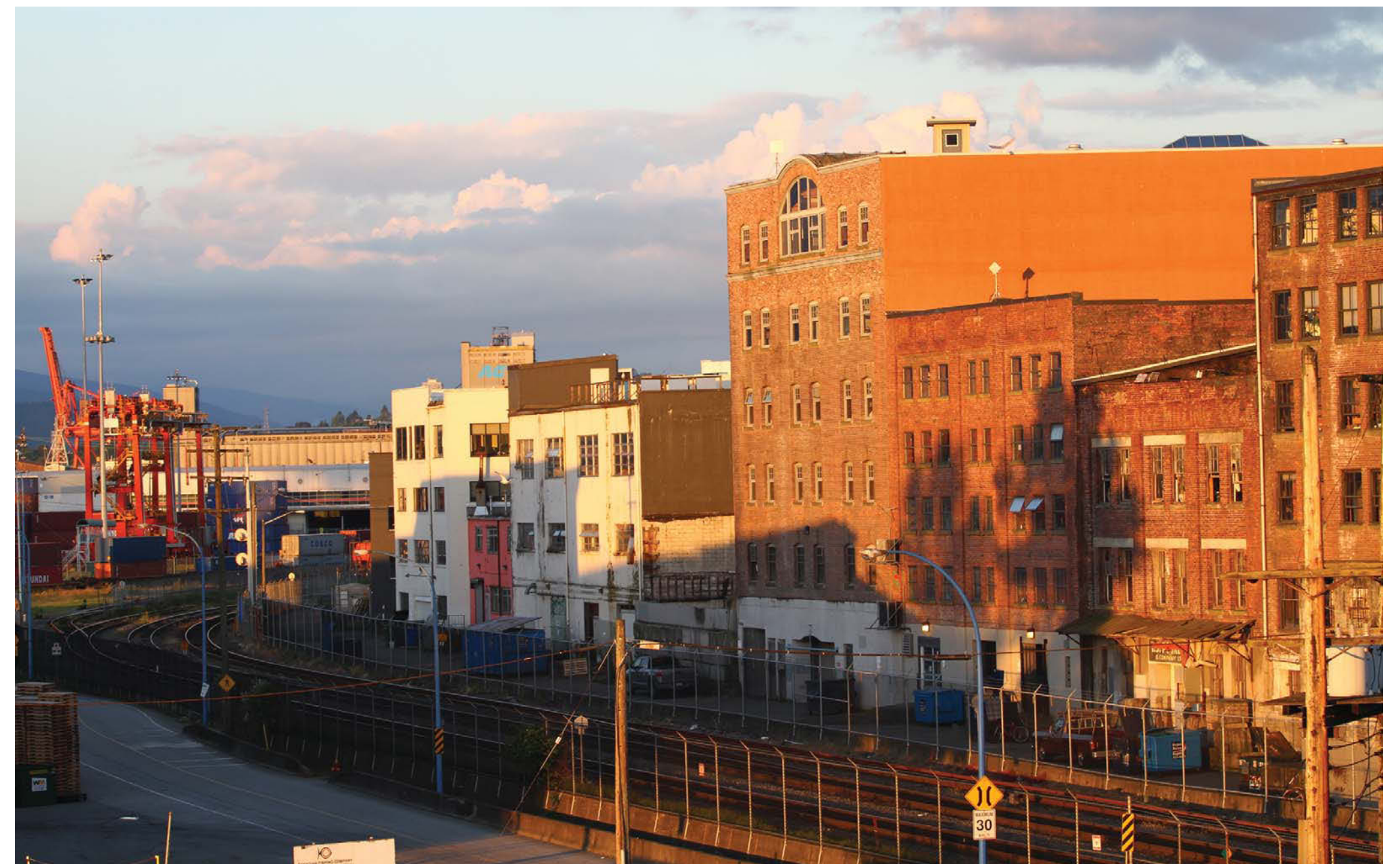
The informal Railtown industrial sub-area is located within the broader Downtown Eastside industrial area, which supports Vancouver's rail and port uses. The sub-area is distinguished by historic brick and reinforced concrete warehouse buildings and structures, as well as a unique street configuration. It is centred primarily around Railway and Alexander Streets, between Main Street and Princess Avenue.

A number of industrial start-ups, design and prototyping uses, which do not fit the traditional industry classification exist. The proposed I-4 industrial area is to ensure that general office use does not displace existing traditional industrial uses, and expands the current definition of manufacturing to allow for new industrial uses, such as creative manufacturing. These are described in more detail on boards 5-7.

## DTES Neighbourhoods



Railtown (red outline) is a sub-area within the larger Downtown Eastside Industrial area.



Port Metro Vancouver, waterfront rail yards and industrial buildings on Railway Street



Historic industrial buildings on Railway Street

## Give us your feedback

Please fill out a comment form or e-mail your comments to [dtesplan@vancouver.ca](mailto:dtesplan@vancouver.ca). City staff are also on hand to answer your questions.



## Early industrial development

Located on the southern shoreline of the Burrard Inlet, modern day Railtown is on unceded traditional Coastal Salish territory. Established in 1865, the Hastings Mill Company employed Coast Salish, Chinese, Black, and Japanese labourers. The mill located their principal buildings at the foot of modern day Dunlevy Street.

Once the railway was completed in 1887, the area became an important industrial link to the Burrard Inlet enabling goods to be transported by ship and rail. Prominent industries erected buildings in the area, such as: the BC Iron Works; Vancouver Foundry, Boiler and Machine Works; and the BC Sugar refinery.



First Nations' camp on the beach at the foot of Columbia at Alexander Streets (1898), *Vancouver Archives IN N12*



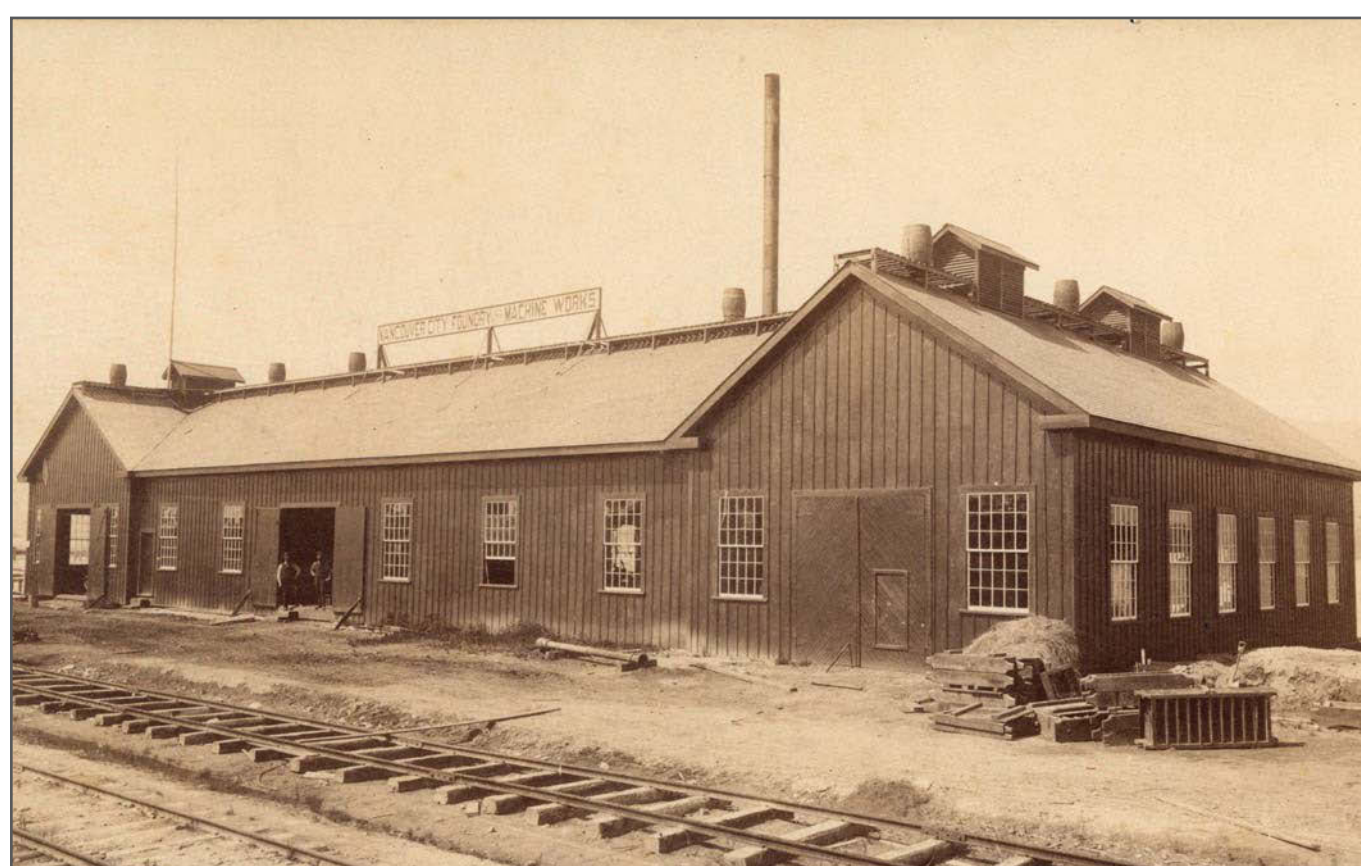
Hastings Mill store, and Princess Louise paddle wheeler (1886) *Vancouver Archives AM54-S4-Wat P3*



B.C. Sugar Refinery employees in front of the Raymur Ave entrance (1892), *Vancouver Archives AM54-S4 Bu P410*

Heavy industry continued to locate in the area, including foundries, metalwork and machine shops alongside the fishing and lumber industries. These attracted workers from Japan, many who migrated to work in fish processing plants. As the Japanese community grew, services and amenities developed along Alexander, and in the adjacent area now known as Japantown.

In the post-industrial era other industrial areas in the city, most notably Yaletown, zoning changes allowed the conversion of industrial buildings to non-industrial residential and office uses. However in the eastern portion of the city, the retention of industrial zones protected buildings from conversion, and enabled the industrial economy to continue to thrive.



Vancouver Iron Works and Foundry (1889) *Vancouver Archives AM54-S4 Bu P19*



Japanese Hall at 475 Alexander Street (1929) *Vancouver Archives AM1535 99-2469*



Local industrial furniture manufacturer with railway cars and shipyard cranes in background

Today, industrial start-ups, creative manufacturing, and highly-specialized local production have emerged alongside existing industrial uses and port activities. Some historic buildings in the area have been adapted and reused by these new entrepreneurial industrial firms and local maker workshops.



Vancouver's origin as a primary resource industry and shipping hub is still evident in the large amount of active industrial land and rail corridors in the Downtown Eastside and broader areas in the city.

Industrial lands are a vital part of the local and regional economy. Protecting the city's industrial lands has been a long-standing Council and regional priority, reflected in the *City's Industrial Lands Policies* (1995), *Metropolitan Core Jobs and Economy Land use Plan* (2007), *Regional Context Statement* (2013), and *Downtown Eastside Plan* (2014).



Hon's employs over 100 staff producing food for local restaurants and supermarkets

## Industrial Lands Policies

The Industrial Lands Policies guide future decisions on the use of industrial land.

- 1.1 Retain most of the City's existing industrial land base for industry and service businesses to meet the needs of port/river related industry, city-serving, and city-oriented industries.

## Metropolitan Core Jobs and Economy Land use Plan

The goal of the Metro Core Jobs and Economy Plan is to ensure there is enough land supply and transportation capacity for future job growth:

- The Powell/Clark Industrial Area (which includes Railtown) continues to play a key production, service and repair role for the Metro Core economy
- Protect and enhance industrial land and uses by restricting housing, and limiting office and service uses to those appropriate to intensifying employment without displacing industrial functions

## Regional Context Statement

The Regional Context Statement (RCS) is a policy tool linking City policies and plans to Metro Vancouver's Regional Growth Strategy. The RCS identifies industrial areas and policies for industrial areas which:

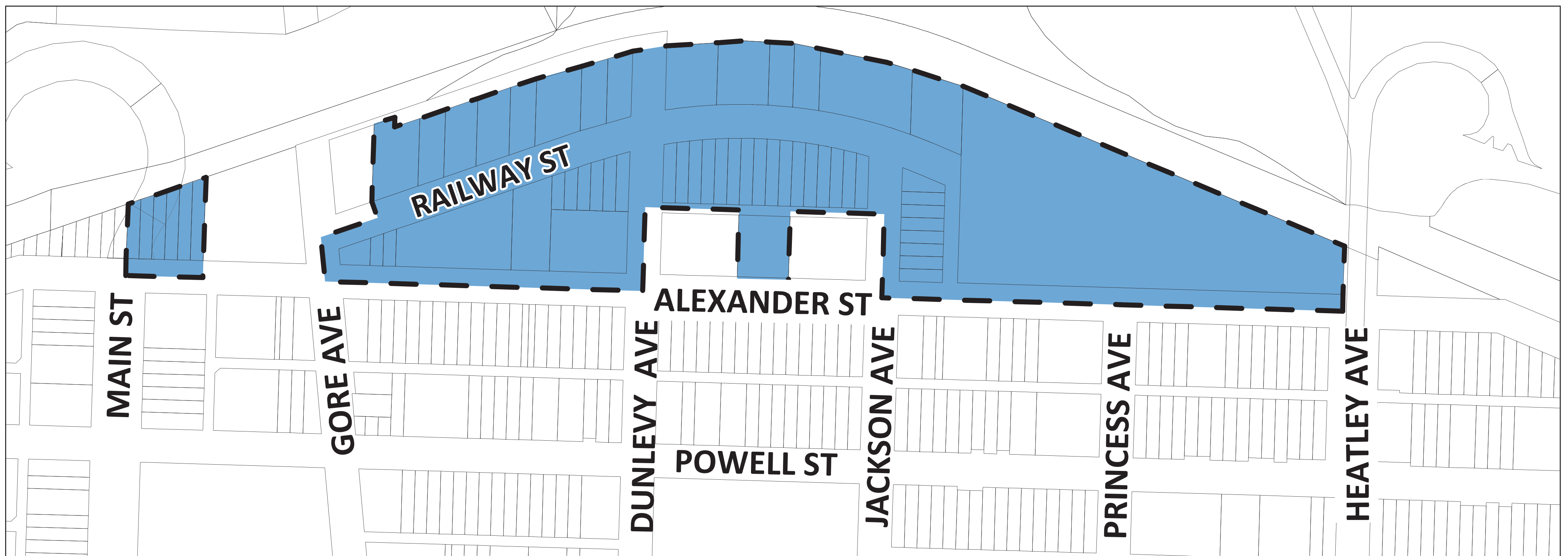
- Support and protect industrial uses
- Support appropriate accessory uses
- Exclude uses inconsistent with the intent of industrial areas, such as residential and stand-alone office uses
- Encourage better utilization and intensification of industrial areas for industrial activities

## DTES Plan Policies

The DTES Plan provides a vision, policies, and strategies that focus on improving the lives of its diverse residents and neighbourhoods. It identifies specific directions to guide change and development which are the subject of this open house:

- 6.8.1 Affirm and update Railtown's role as a historic warehouse district with a mix of local, regional, national, and global-serving industrial and office uses.
  - Explore changes to industrial zoning classification of Railtown, or a portion thereof, to support additional office use which aligns with the evolving cluster of technology-related small businesses while maintaining a minimum requirement of 50 per cent industrial use, consistent with industrial lands policies.





Proposed I-4 Light Industrial District boundary for the Raitown industrial sub-area

There are a large number of industrial start-ups, highly specialized local producers and maker businesses in Raitown that do not fit the traditional definition of manufacturing. The proposed zoning changes support this industrial sector by creating additional job space for **creative manufacturing** uses. These uses typically have unique space needs, such as accommodating large, loud machinery and equipment not suitable for office spaces in other areas of the city. By limiting general office use, the proposed changes protect valuable industrial land, ensuring that both traditional industry and creative manufacturing have room to expand and grow in the Downtown Eastside.

## Key Policy Objectives

The proposed new I-4 Light Industrial District aims to:

- Reinforce industrial use and prevent loss of industrial zoned land
- Incentivize the retention of historic industrial character buildings
- Prevent general office use proliferation
- Explore options that allow for additional creative industrial manufacturing uses
- Manage change and social impact on adjacent areas

## Proposed Policy Directions

- Maintain 5 FSR (Floor Space Ratio) maximum
- Maintain 30.5 metre building height maximum
- Maintain 235 square metre office space maximum or 25% of floor area up to a maximum of 1 FSR (Floor Space Ratio)
- Allow 25% floor area for **creative manufacturing**, or 50% in buildings constructed before 1951
- Limit retail use to 500 square metres
- Limit restaurant use to 150 square metres
- Continue to prohibit new residential use



## What is creative manufacturing?

**Creative manufacturing** is the creation, development, prototyping and marketing of products that are the result of a customized design process, including but not limited to: clothing design, furniture design, industrial design, and technology equipment design.

### Examples of creative manufacturing uses

- Clothing or garment design and development
- Electrical product or appliance design and development
- Furniture or fixture design and development
- Leather product design and development
- Machinery or equipment design and development
- Metal product design and development
- Motor vehicle parts design and development
- Shoes or boots design and development
- Textile or knit goods design and development
- Transportation equipment design and development
- Wood product design and development

### Creative manufacturing examples in Railtown



Design, prototyping and manufacturing of custom furniture and furnishings



Design, development, production and hand-assembly of lighting and fixtures



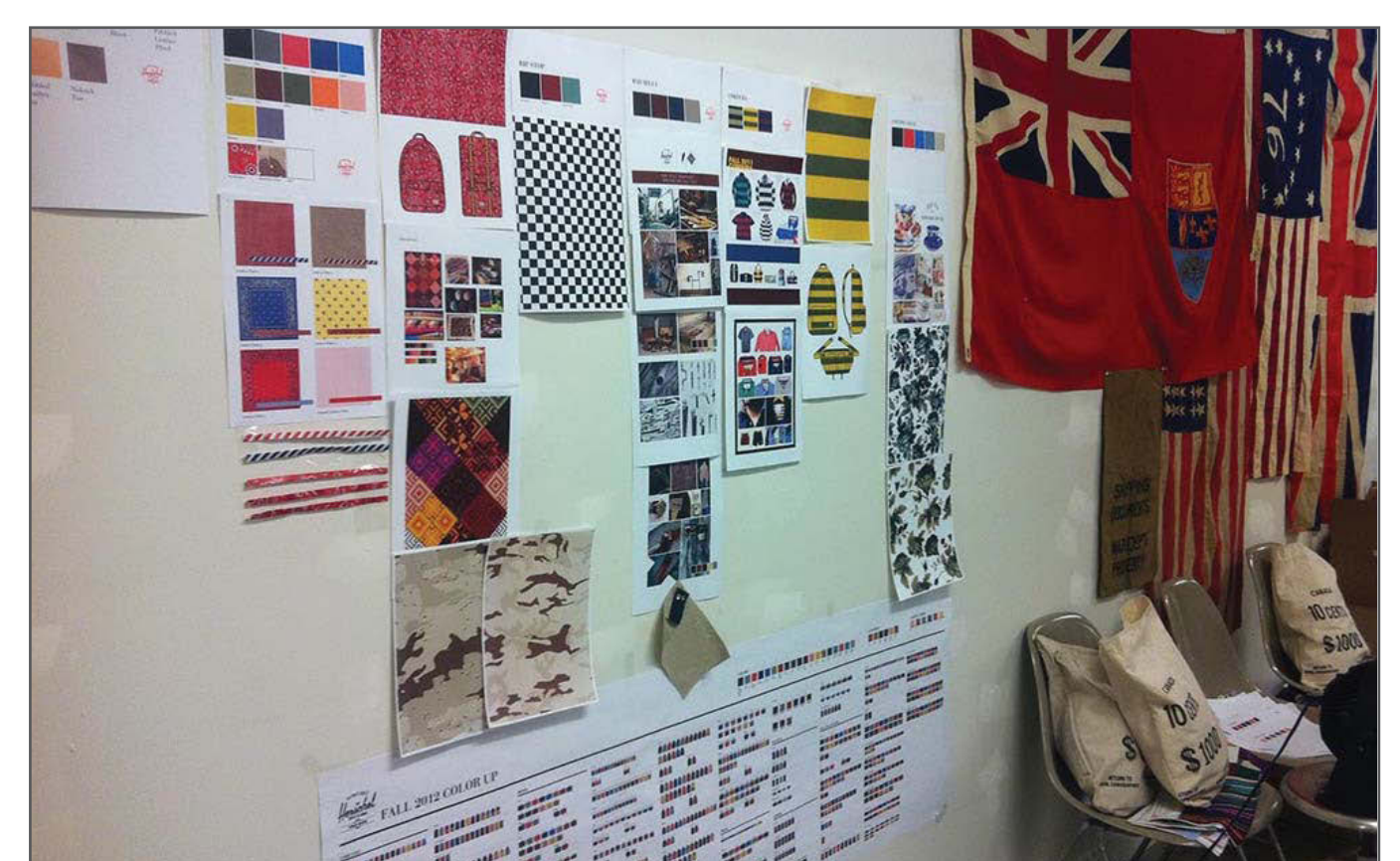
Creation of custom furniture and interiors



Design, prototyping and manufacturing of custom sporting goods



Design, development, and prototyping of women's clothing and accessories



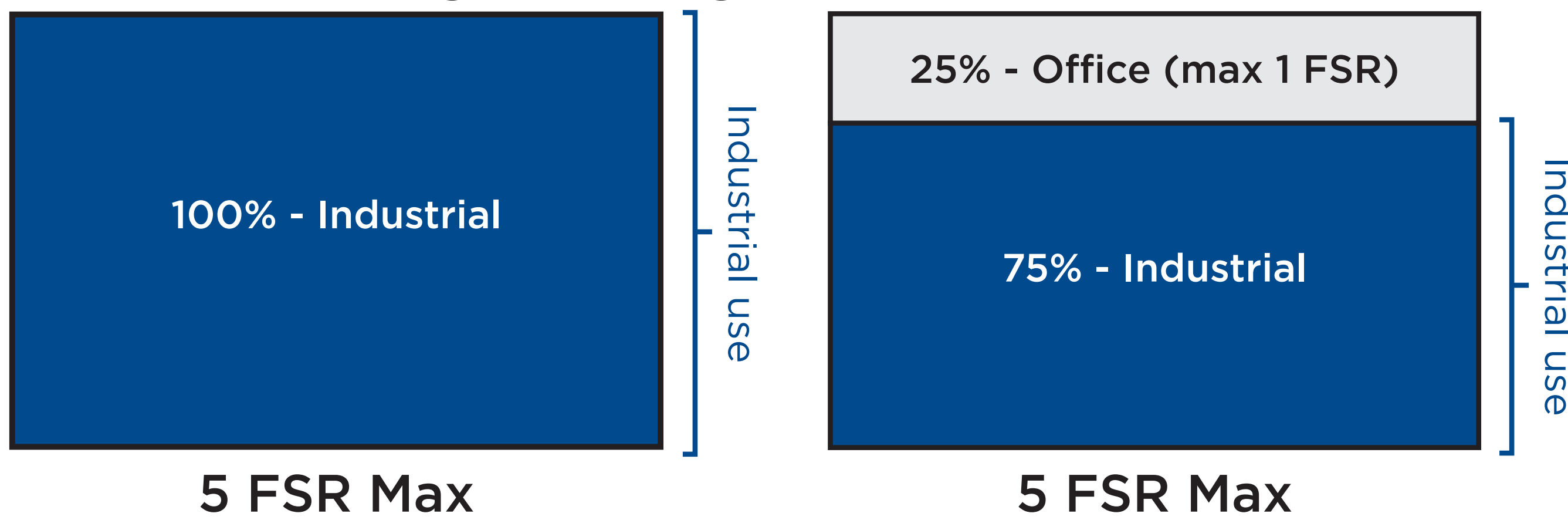
Design and prototyping of bags and accessories



	Existing	Proposed
<b>Zone</b>	M-2	I-4
<b>District</b>	Heavy Industry	Light Industry
<b>Outright uses</b>	<p>Accessory buildings; cultural and recreational; manufacturing; retail; service; transportation and storage; utility and communication; wholesaling.</p> <p>(See M-2 District Schedule for full list of specific uses)</p>	<p>All M-2 outright uses allowed except: software manufacturing*, gasoline station</p> <p>*outdated definition based on software manufacturing processes that no longer exist. Modern software manufacturing is a high tech process primarily creating digital programs.</p>
<b>Conditional uses</b>	<p>Accessory buildings; cultural and recreational; dwelling; institutional; manufacturing; office; parking; retail; service; transportation and storage; utility and communication; wholesaling.</p> <p>(See M-2 District Schedule for full list of specific uses)</p>	<p>All M-2 conditional uses allowed except: marina, animal product processing, paper, petroleum or coal products, pulp manufacturing; gasoline station, gas station convenience store, vehicle dealer, booming ground, grain elevator, marine terminal or berth, mini storage warehouse, railway station or rail yard, stockyard, waste disposal facility, bulk fuel depot, cardlock fuel station.</p> <p>Proposed uses: child daycare facility, <b>creative manufacturing</b>, wholesaling (max 500 sq m), restaurant (no more than 200 m of existing restaurant)</p>

## Examples of M-2 land use (current zoning):

All buildings (existing and new construction)



## Examples of I-4 land use examples (proposed zoning):

