

2050

DRAFT  
**VANCOUVER  
PLAN**

DRAFT



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## Land Acknowledgement

The City of Vancouver humbly acknowledges that the lands to which the Vancouver Plan applies are the unceded territories of the  $x^w m \theta k^w \acute{e} y \acute{e} m$  (Musqueam),  $S k w x^w u 7 m e s h$  (Squamish), and  $s \acute{e} l i l w \acute{e} t a \ddot{t}$  (Tsleil-Waututh) Nations. The Nations have called this place home since time immemorial and have stewarded these lands and waterways to ensure prosperity for future generations.

Recognizing the lives, cultures, languages, and Peoples of this land, the Vancouver Plan builds on the City's commitment as a City of Reconciliation.





# PART 1:

## Introduction and Overview



# The Vancouver Plan

The Vancouver Plan is a visionary long-range plan to guide growth and change to the year 2050 and beyond. It establishes a unified vision for the future land use of the city, with supportive policies that will help Vancouver become a more livable, affordable, and sustainable city with a strong economy where people and nature thrive. A city that is inclusive, diverse and works for everyone.

While Vancouver has many individual plans to guide growth and change, the Vancouver Plan is an overarching strategy that sets city-wide direction and a clear path forward to achieve shared goals in an increasingly complex future.

The City also has a number of other guiding city-wide strategies and frameworks that support the Vancouver Plan - like those for affordable housing, transportation, climate change, healthy communities, Reconciliation, equity, and resilience. The Vancouver Plan does not supersede these, and does not duplicate these; instead it complements them with a land use strategy that advances their goals and objectives 'on the ground'. The Plan also provides the overall context for updating and developing new complementary strategies, as they relate to land use.

## What is land use?



Land use directs the location, type, and intensity of different uses. These uses include homes, businesses and services, industry, agriculture, public facilities, parks and open space. It also provides direction for systems and networks such as transportation, natural area protection, and infrastructure. The goal of land use planning is to improve the well-being of people and their communities by creating convenient, equitable, healthful, efficient, safe and attractive environments for present and future generations.



Summer in a Vancouver Park (Source: City of Vancouver)

# 1. Context and opportunity

## Our strengths

Located on the traditional, unceded territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliwətał (Tsleil-Waututh) Peoples, Vancouver is known for its beautiful natural setting, strong economy, diverse communities and vibrant neighbourhoods.

**Economically Strong** - Vancouver is the economic heart of BC with globally recognized strengths in many sectors including tech, film/television, climate solutions, life sciences, tourism, and arts & culture. The city includes the Province's two largest business districts, Canada's largest port, and a strong retail sector with well-loved shopping streets. All of these components contribute to a diverse and resilient economy.

**Culturally Vibrant** - With 8,800 professional artists living in the city, Vancouver is home to the highest concentration of artists per capita among Canada's major cities.

**Socially Diverse** - 52% of Vancouverites are racialized (i.e., visible minority in Canadian Census) and 46% speak a non-English mother tongue language. Diverse people and communities from across the globe have instilled in Vancouver a flourishing array of cultures, qualities, landmarks and heritage that make the city recognizable and unique.

**Convenient Transit** - 82% of residents live close to a transit route that comes at least every 15 minutes and 49% of residents live close to a RapidBus stop or SkyTrain station. This convenience means high ridership where Vancouver makes up about 40% of all regional transit trips.

**Green Access** - Vancouver is home to 482 hectares of natural areas and has one of the most accessible park systems in North America. 99% of residents live within a 10 minute walk of a park or green space.

**Locational Advantages** - Vancouver is a coastal seaport city with a mild climate located close to many significant regional assets including the North Shore Mountains, large regional parks like Pacific Spirit Park, an international airport, and has Canada's largest and most diversified port.

There is a lot to love about Vancouver. While the city is often praised for its natural setting and global leadership, it is the people and their cultures, stories, and lived experiences that bring life to the city and make it a highly desirable place to live, work, and visit.



Hot+Noisy Chinatown Mahjong Social  
(Source: City of Vancouver)



## Our challenges

Vancouver has a lot going for it, but we face critical issues that require attention.

**Housing Affordability** – Like many North American cities, housing is our biggest challenge. 35% of renter households pay more than 30% of their income on rent and home ownership is not within reach for most residents who do not already own property. 2,000 people experience homelessness in the city, and approximately 7,000 more are on the precarious edge of homelessness.

**Climate Emergency** – Our climate is changing and by 2050 we expect to experience longer, hotter, drier summers, sea level rise, and heavier rainstorms with increased flooding potential. These environmental changes will have significant impacts on all Vancouverites, city infrastructure, the economy, and require increased municipal response.

**Economic Pressures** – 50% of the city's jobs are located on only 10% of the land, putting employment lands under tremendous pressure. Vancouver continues to be the preferred location for employers in the region and competition for space means rising commercial rents in high demand areas. 40% of the city's jobs are held by workers who commute in from the suburbs, partly because it is difficult for them to find affordable housing options close to where they work. This significantly increases traffic congestion, worsens air quality, strains the road network and reduces productivity for local businesses.

**Overdose crisis** – Mental health and substance use has been a longstanding issue in Vancouver. The city saw a drastic increase in overdoses in 2019 due to the toxicity of the drug supply, resulting in thousands of deaths, devastating communities and worsening issues related to mental health and substance use. Indigenous Peoples continue to be disproportionately impacted by the overdose crisis due to the impacts of ongoing systemic racism and colonization.

**Neighbourhood Completeness** – Today, only 15% of the housing in Vancouver consumes more than half of the land and 31% of residential areas do not have enough people living in them to support local businesses. Over half of Vancouver residents live in neighbourhoods without walkable access to daily needs such as food and services.

**Fiscal Responsibility** – Vancouver, like other Canadian cities, offers a broad range of services but has limited revenue sources. The growing need for asset renewal and new infrastructure and amenities to support growth puts further pressure on the City's budget.

**High Risk for Earthquakes** – Hundreds of small earthquakes occur in the region every year, and while most are not felt, a major earthquake is inevitable in our future. Of the city's 90,000 buildings, over half were built prior to 1974 and have no seismic resisting structural systems. This means the city's buildings, residents and workers are highly vulnerable to the impacts of an earthquake event.

**Safety and Belonging** – One in seven Metro Vancouver residents report feeling lonely and one in four report feeling isolated, impacting their well-being and sense of belonging. Additionally, nearly 6 in 10 Vancouverites report a weak sense of belonging and worsening mental health. Hate crime incidents increased 97% from 2019 to 2020, further isolating communities who are racialized who experience disproportionate impacts of violence.

The 'status quo' approach to planning will not solve these problems. To create a more equitable city that responds to the challenges of our time, we are revisiting the way we plan. This is our challenge - and our opportunity.



## Introduction to the Nations and relationship to present-day Vancouver

This place is the unceded and ancestral homelands of the hə́ŋqəmiḥəm and Skwxwú7mesh speaking Peoples, the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh). The territory known as Vancouver is part of their traditional lands.

Excerpts from the websites of each Nation are shared here to affirm the visibility and voice of Musqueam, Squamish, and Tsleil-Waututh in the work of building better relationships and futures on their lands.



**Musqueam Indian Band |**  
**xʷməθkʷəy̓əm**

“We are traditional hə́ŋqəmiḥəm speaking people... We have always moved throughout our territory using the resources it provides for fishing, hunting, trapping and gathering. We remain distinct and our cultural practices are strong, despite the devastating impacts of residential schools, colonial laws banning our ceremonies, and other attempts to assimilate our people. Our lands and waters continue to support our cultural and economic practices while serving as a source of knowledge and memory, encoded with our teachings and laws... To this day, we continue to practice our traditions and culture on a daily basis...xʷməθkʷəy̓əm people continue to honour our collective responsibilities to keep our culture vital and strong, share our teachings and laws, and work collaboratively to protect our environment while building a vibrant community for all.” ([musqueam.bc.ca](https://musqueam.bc.ca))





Red Fox Drum, ArtStarts at River Market 2017 (Source: August Studios)



**Squamish Nation |**  
**Sḵwǝwú7mesh Úxwumixw**

“The Squamish Nation has existed and prospered within our Traditional Territory since time immemorial. We are Coast Salish people. Our language is the Squamish language. Our society is, and always has been, organized and sophisticated, with complex laws and rules governing all forms of social relations, economic rights and relations with other First Nations. We have never ceded or surrendered title to our lands, rights to our resources or the power to make decisions within our territory... The Squamish culture is rich and resilient. We continue to practice our customs and traditions, which are strongly interconnected with our Traditional Territory. Together with our lands, our customs and traditions are the foundation of who we are as Sḵwǝwú7mesh.” ([squamish.net](http://squamish.net))

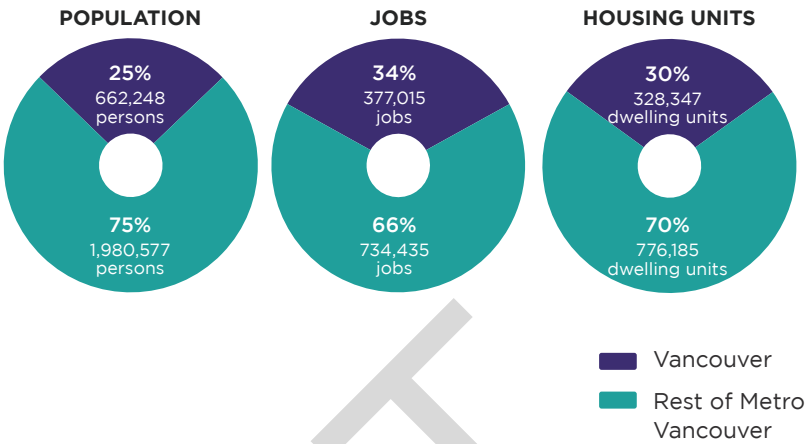


**Tsleil-Waututh Nation |**  
**səlilwətał**

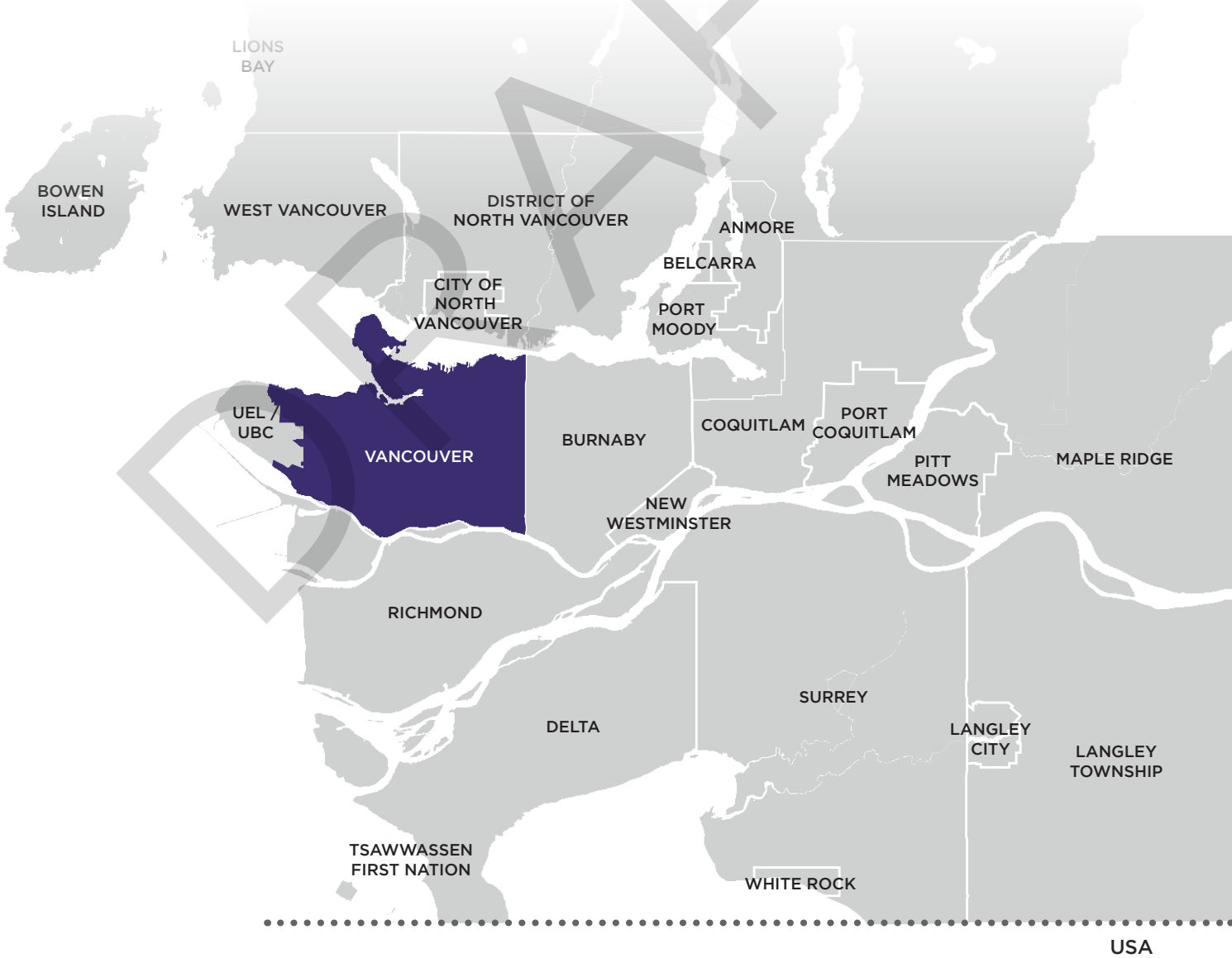
“Tsleil-Waututh First Nation: We are the Tsleil-Waututh Nation, “People of the Inlet.” According to archaeological evidence and our oral history, Tsleil-Waututh people have lived in this Traditional Territory for thousands of years. Our ancestors travelled throughout the territory, keeping villages in different locations to live wherever seasonal resources were plentiful. Our lands and waters have shaped our culture and will be central to our way of life for generations to come. We will continue to put the face of the Tsleil-Waututh Nation back on our Traditional Territory, build capacity within our community, and participate on all levels—social, ecological, cultural, economic—in decision making within our lands. It is our obligation and birthright to be the caretakers and protectors of our Traditional Territory.” ([twnation.ca](http://twnation.ca))

# Vancouver is the core of a growing region

Vancouver is at the economic and cultural centre of a dynamic, prosperous and rapidly growing region. The region is anticipated to grow by about a million more people by 2050 with about a half a million more jobs and homes. With a population of almost 2.5 million people, Metro Vancouver is the third largest metropolitan area in Canada, behind Toronto and Montreal.



Source: Population and housing units from Statistics Canada, 2021 Census of Population; Jobs from Statistics Canada, 2016 Census of Population.





## The Metro Vancouver Region



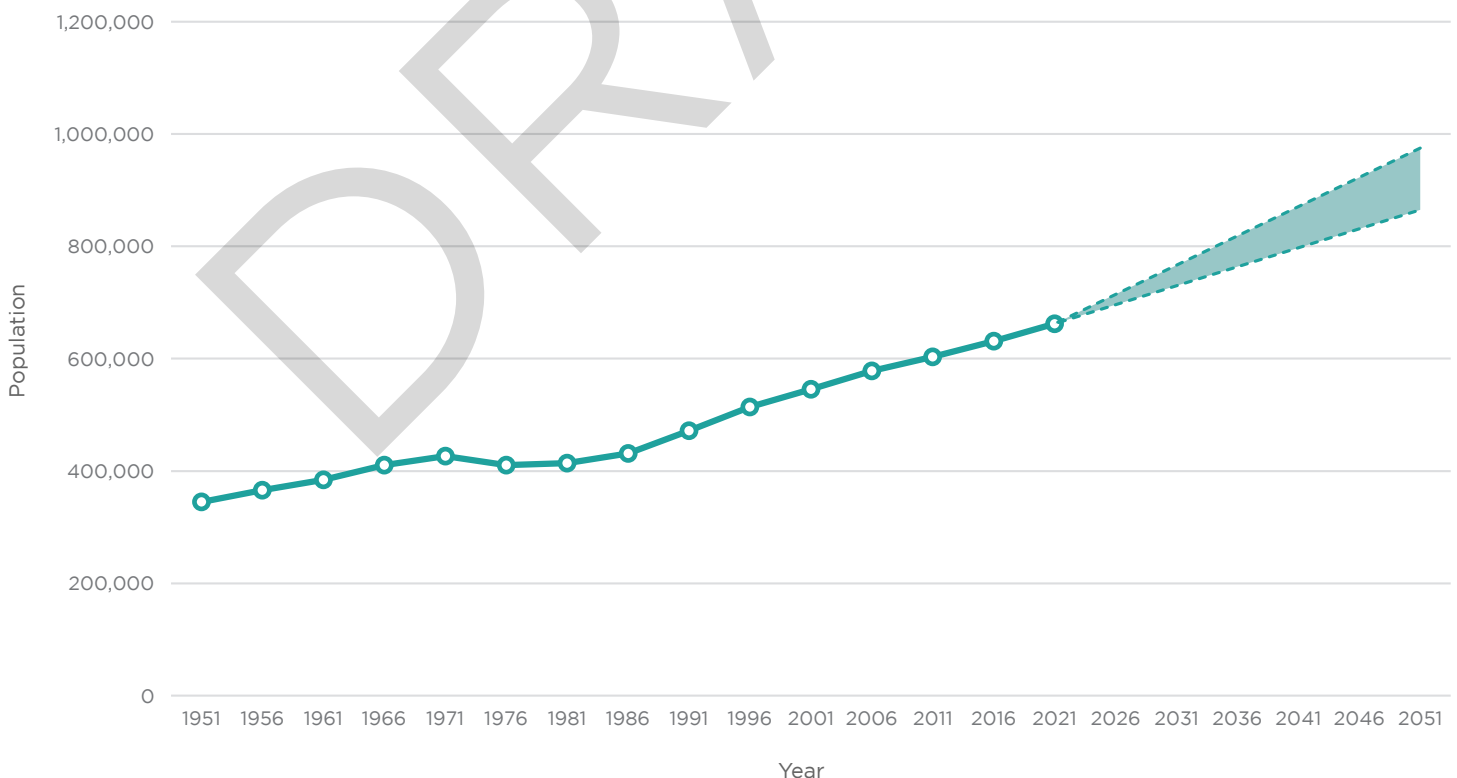
Vancouver is part of the Metro Vancouver region in BC, which is made up of a federation of 21 municipalities, one Electoral Area and one Treaty First Nation. As a member municipality, the City of Vancouver supports the Metro Vancouver Regional Growth Strategy by aligning growth management policies with regional directions through our Regional Context Statement, which has been approved by City Council.

Vancouver plays an unparalleled role in the region as the largest regional job centre and hub for new immigration. Vancouver is the preferred location for jobs, absorbing 65% of all regional office-space construction today, and absorbs on average 25% of immigrants coming to the region. Vancouver has 25% of the region's total population, 34% of the jobs and 30% of the total housing units. Vancouver is expected to add about 260,000 more people (for a total population of about 920,000 people) and up to 210,000 -more jobs (for a total of about 638,000

jobs) by 2050. How Vancouver manages its growth has important implications for its residents and the region.

Through the life of this plan, there will be regular updates to population projections at the regional, sub-regional and city level. These will be based on new data, changing trends, updated housing needs assessments, and job numbers. The City will continue to adapt to these changes throughout Vancouver Plan implementation and future area planning.

### Estimated population growth in Vancouver



Source: Statistics Canada, 1951 - 2016 Census of Population; 2011 National Household Survey (NHS) Profile; Vancouver Plan 2050 Population Projections Technical Background, 2022.

## Vancouver is a leader

Beyond our central role in the region, Vancouver has a demonstrated history of advancing innovative solutions to tackle challenges faced by cities worldwide.

A city surrounded by forests, rivers, lakes and oceans has led to the early adoption of an environmental ethos. This has been reflected in the creation of world renowned local organizations like the David Suzuki Foundation and Greenpeace and leadership in sustainable city building. With the highest population

density in Canada, Vancouver has long embraced compact urban forms, walkable neighbourhoods, and sustainable transportation modes as critical solutions to combat climate change and maximize livability.

Following the successes of Expo '86 and the 2010 Olympic Winter Games, Vancouver has consistently ranked one of the most livable cities in the world, rated for its stability, healthcare, culture, environment, education and infrastructure. As this desirability contributed to





escalating housing costs, Vancouver responded with bold and progressive measures, including the creation of Canada's first Empty Homes Tax and policies and programs that support the creation of new secured rental and social housing.

This history of leadership and early action has influenced policies and actions at all levels of government, locally and globally. Vancouver is well positioned to tackle today's most pressing issues, including the need to correct past harms

and inequities that have been built into the city. In 2014, Vancouver adopted the **Reconciliation Framework** with a long-term commitment of strengthening its relationship with Musqueam, Squamish, and Tsleil-Waututh Nations and urban Indigenous partners. This work is necessary and ongoing.

The Vancouver Plan builds on the leading work that Vancouver continues to do to move it towards a more just, equitable and sustainable city.



## 2. Plan process

### Path to a Vancouver Plan

The Vancouver Plan planning process took place between fall 2019 and spring 2022, and was completed in four phases. Implementation of the plan is forthcoming.



**Phase 1**  
Listen and Learn  
Fall 2019 - September 2020



**Phase 2**  
Identifying Key Directions  
October 2020 - July 2021



**Phase 3**  
Policy and Land Use Ideas  
August 2021 - November 2021



**Phase 4**  
Draft and Final Plan  
December 2021 - June 2022



**Plan Implementation**  
Implementation Strategy  
including Public Investment Framework  
June 2022 - Dec 2024

### Planning Vancouver together

A city-wide plan requires a shared vision for our future that resonates across diverse communities throughout Vancouver. To achieve this, we engaged deeply and broadly.

The Plan engaged with Musqueam, Squamish, and Tsleil-Waututh Nations (the Nations), urban Indigenous Peoples, residents, senior governments and regional authorities, community groups, businesses, non-profits, civic advisory bodies and other stakeholders. It involved all departments of the City and City Council.

To embed the City's commitment to Reconciliation into the planning process, the City further established its working relationships through partnership agreements with the Nations and Metro Vancouver Aboriginal Executive Council (MVAEC).



Public engagement event before COVID-19 (Source: Aaron Lao)





## Equity-denied groups

Equity-denied groups are those who have been excluded from the design of our current societal systems, and whom as a result face marginalization or discrimination. These groups are some of the most under-served in our community because of the barriers they face, and include: people who identify as Indigenous, Black people and people of African descent; people of colour and racialized people; people with disabilities; people who live with mental health challenges; deaf and hard of hearing people; 2S/LGBTQIA+ and gender diverse people; people with low incomes; refugees, newcomers, and undocumented people; minority language communities; women and girls; or youth and seniors.

## Engagement

The engagement process tried to reach as many perspectives as possible. While broad public and stakeholder engagement was essential to the development of the Plan, added emphasis was placed on centering the voices that have typically been left out of planning conversations, particularly equity-denied and under-represented groups. This included piloting new methods to engage equity-denied communities in conversations about the future of their city.

The first three engagement processes included 28,500 engagement contacts through various activities, including workshops, panel events, surveys, pop-up events and more.



Phase 3 public engagement (Source: City of Vancouver)

## Planning in the time of a global pandemic: learnings from COVID-19

With the emergence of the COVID-19 pandemic in 2020, the conversation about the city's future took on a heightened sense of importance. As our lives were fundamentally altered, this has been a time of reflection and taking stock of what really matters. A few key takeaways and lessons during this time include:

- There have been disproportionate impacts on certain people – affecting women, lone-parents, low-income, families identifying as racialized, seniors and people with disabilities most.
- The importance of safe, secure and self-contained housing serving low-income and vulnerable populations.
- The significance of outdoor public spaces for connecting with family and friends, especially for people living in higher density housing types without private yards.
- The value of having shops, services, public spaces and community infrastructure located close to home.
- The urgency of providing publicly accessible basic needs such as drinking water and washrooms.
- The importance of land for local production, distribution and repair activities when global supply chains were disrupted.
- Our ability to adapt and respond quickly – for example, repurposing streets and sidewalks for patios, parklets and other opportunities for social connection.


### 3. Looking towards 2050

#### Vision:

Vancouver is a city that lives in greater balance with our ecological systems while providing more complete, inclusive and resilient neighbourhoods where people of all ages, incomes, abilities and backgrounds thrive.







Imagine a future where everyone in Vancouver has a home they can afford in a vibrant neighbourhood of their choice—one that includes all their daily needs such as grocery stores, medical services, a library, neighbourhood house, and park within a short walk or roll from home. Imagine all of Vancouver's neighbourhoods with accessible sidewalks and tree lined streets that provide much needed shade on hot summer days. People can move around safely and comfortably, using the city's high quality network of transit, greenways and bike lanes. Jobs are close to home, and commutes are short and enjoyable. Parents feel supported with easy access to quality, affordable childcare, and seniors and singles feel connected to community. Diversity is expressed prominently, and the city reflects the original stewards of these lands – the Musqueam, Squamish and Tsleil-Waututh Peoples. Nature has made its way back into the urban fabric. People feel safe with a sense of belonging.

Vancouver residents want a city that is livable, affordable, and sustainable - a place that is inclusive, diverse and works for everyone. The future we want is grounded in **Three Foundational Principles** and will be achieved through **Three Big Ideas**.

## Three Foundational Principles are at the centre of the Vancouver Plan.



### Reconciliation

We will continue to form relationships of mutual respect and understanding with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səlilwətaʔ (Tsleil-Waututh) Nations and urban Indigenous communities, integrating Indigenous perspectives in planning and decision-making processes.



### Equity

We will advance an equitable approach to planning, where the benefits of growth and change are distributed across neighbourhoods, with particular attention to equity-denied groups, so that everyone has the chance to thrive.



### Resilience

We will proactively plan for an uncertain future so we can withstand, adapt, recover, and thrive in the face of shocks like earthquakes and climate change impacts, and reduce stresses like affordability and inequities.



**Three Big Ideas** represent the main aspirations for the Plan, characterizing new ways of growing for the city. The Big Ideas reflect community priorities and integrate policies in all areas of the Plan, helping steer us to our desired future.



# 1

## EQUITABLE HOUSING AND COMPLETE NEIGHBOURHOODS

- Ensure more affordable housing options to ease the housing affordability crisis
- Transform low density areas to include housing options for everyone
- Leverage transit investments to support growing neighbourhoods
- Protect what we love about our neighbourhoods and what matters most like affordable rental housing, local businesses, arts and culture, and places and spaces where we come together
- Create more complete, walkable neighbourhoods across the city by adding more of the things a growing city needs like childcare, plazas, and community facilities.



A photograph of a commercial street cafe. In the foreground, a woman in a dark dress and tights walks past. To her left are outdoor wooden tables and chairs, some with white mugs. A large potted plant with green and red foliage is next to the tables. In the background, the cafe's entrance is visible with a checkered floor and a man sitting at a table. To the right of the entrance is another large potted plant and a wooden bench. A chalkboard sign on the bench reads "Commercial Street Cafe" and "Welcome To The City". The building has a modern facade with large windows and a dark frame.

## 2

### AN ECONOMY THAT WORKS FOR ALL

- Help Vancouver continue to thrive as the regional job centre by building on our economic strengths and welcoming value-aligned investment, workers and employers
- Protect, expand and support industrial/employment areas, business districts, and campus institutions and the diversity of jobs and activities they support
- Encourage a diverse and accessible mix of local-serving and small businesses and jobs in every neighbourhood
- Create a supportive business environment by updating City regulations to remove barriers and improve access to City services for everyone.



## 3

## CLIMATE PROTECTION &amp; RESTORED ECOSYSTEMS

- Create people-first streets that are safe, attractive, and support people walking, rolling, biking, and taking transit
- Support construction and building methods that reduce energy consumption as we move towards a zero carbon city
- Support Indigenous, land-based cultural practices, stewardship, and learning
- Protect waterfronts and waterways
- Make space for nature, protect habitat, and ensure healthy, thriving ecosystems
- Design our infrastructure (water, sewer, drainage, shoreline protection) with nature in mind
- Plant more trees in areas of the city with limited tree coverage to take advantage of all the natural benefits trees provide.



# 4. Getting to our Big Ideas

## Partnerships, roles and responsibilities

Vancouver has a lot of exciting work to do. We can't do it all and we can't do it alone. Cities around the world are stepping up to help address some of the most challenging problems of our time. The City will work with senior levels of government to deliver childcare, affordable housing, schools, climate action strategies, transit, and supports for mental health and those struggling with addiction. This means working together with all our partners – government agencies, non-profits, businesses, neighbourhoods, and residents.

## Setting realistic expectations

The Plan establishes clear land use changes necessary for Vancouver to be a more affordable, sustainable, and livable city for all its residents and workers. To fully realize our goals, we need to do things differently and evolve our supportive infrastructure and service networks to also be more sustainable and resilient.

The future we want entails inherent tensions. There is limited land and resources to achieve our goals, which often compete for the same space and funding. The city we want will require tough choices ahead. The City will need to set realistic expectations about what is achievable, ensuring that we can meet the needs of a growing, aging, changing city.



Choosing favourite places on a map as part of Vancouver Plan engagement (Source: City of Vancouver)



# 5. Plan at a glance

The Vancouver Plan is organized and structured in the following way:

**Three Foundational Principles:** At the centre of the Vancouver Plan are three foundational principles – Reconciliation, Equity and Resilience. These principles are woven through the Plan and build on approved Council direction. Icons are used throughout the Plan to show where policies advance the foundational principles.

**Big Ideas:** Three Big Ideas are the main aspirations for the Plan. They do not have their own distinct policy section in the Plan; they are supported by many of the policies throughout the Plan.

**Land Use Strategy:** The land use strategy shows how the Plan policies land on the ground. It sets clear city-wide guidelines that will shape local neighbourhood level planning in the future, ensuring we achieve our goals at the neighbourhood and city level.

**Policy Area Vision Statement:** Each policy area includes a statement that reflects the optimal desired state related to that policy area. They are aspirational in nature.

**Policy Directions:** These are statements of what needs to be done in order to achieve the Policy Area Vision.

**Policies:** These describe a specific course of action at a city-wide or area specific level, and are designed to help realize the Policy Directions.



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# PART 2:

## Plan Foundations

# PART 2:

## Plan Foundations

Three principles provide a foundation for the Vancouver Plan – **Reconciliation, Equity and Resilience**. These foundational principles are woven through the Plan and build on approved Council direction.

These foundational principles show up in several ways throughout the Plan - they have enhanced the planning process, directly informed policy development, and serve as a framework for implementation. Still, there is much more work to

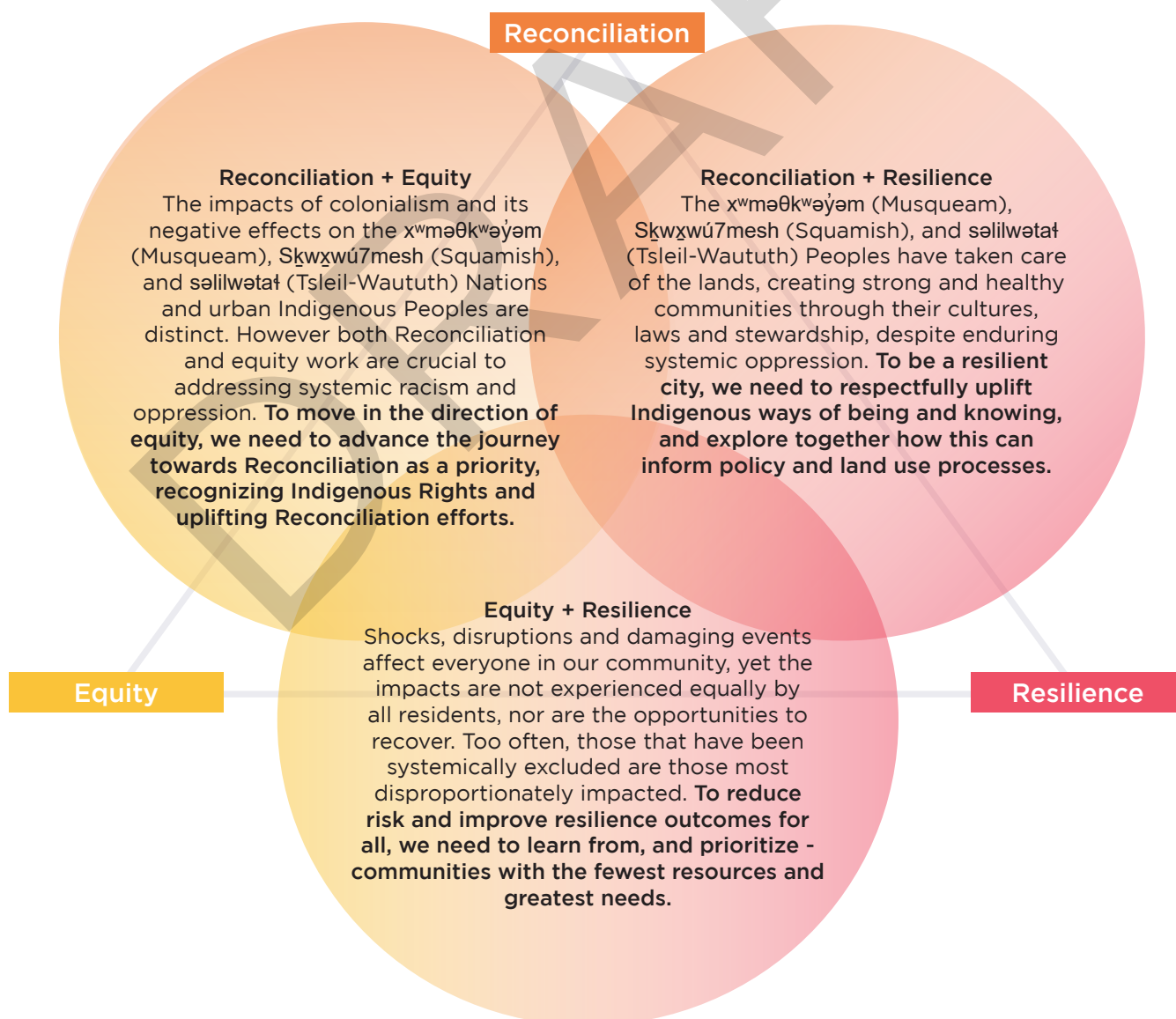
be done. Alongside the commitments put forward by the Vancouver Plan, work is underway at the City—with partners and communities—to continue advancing these goals across the organization. As the work progresses, Vancouver Plan will be updated accordingly.

The following sections provide further context on each foundational principle, a description of the City's broader commitments to advance them, and ways the Vancouver Plan is advancing them.





Figure 1: Connections between the Foundational Principles



# Reconciliation

The City of Vancouver occupies the unceded territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations (the Nations) who have called this place home since time immemorial. They have stewarded these lands and waterways to ensure prosperity for future generations.

The word **‘unceded’** means ‘taken without consent’ and refers to a process (of colonization) by which settlers from Western Europe sought to replace Indigenous laws and take Indigenous land.

These lands continue to be occupied by settlers, and Indigenous Peoples face ongoing dispossession and colonial violence. Colonial practices have negatively affected Indigenous Peoples, the land and the waterways, and non-human species that previously flourished in these territories. Discriminatory and racist policies like the Indian Act, the Residential

School System, and segregated Reservations were all tools in the genocide against Indigenous Peoples. These colonial policies have perpetuated the invisibility of the Nations on their lands, and limited inclusion in decision-making and narratives about Vancouver. As a result, Vancouver’s city building efforts do not fully reflect Musqueam, Squamish, and Tsleil-Waututh language, stories, and cultures.

Reconciliation aims to support the healing of past harms and wrongs that have occurred, and continue to this day. The City of Vancouver seeks to strengthen relationships with Musqueam, Squamish, and Tsleil-Waututh Nations and to ensure Reconciliation is at the core of city-building work.



Throughout the Vancouver Plan, this icon highlights which policies are **advancing reconciliation**.

## The City’s commitment to Reconciliation

The City of Vancouver adopted the **Reconciliation Framework** in 2014, with the long-term goal of strengthening relations with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations and urban Indigenous partners. At the same time, the City unanimously voted to acknowledge that the city is on the unceded territory of the Musqueam, Squamish, and Tsleil-Waututh Peoples..

Several streams of work confirm the City’s commitment to Reconciliation including its commitment to implement:

- United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)
- Truth and Reconciliation Commission Calls to Action
- National Inquiry into Missing and Murdered Indigenous Women and Girls Calls to Justice
- Red Women Rising report recommendations

These commitments are delivered through specific projects, programs and partnerships. One example includes working with the Musqueam, Squamish and

Tsleil-Waututh Nations partnership (MST DC) on a number of major planning projects, including the Jericho Lands and the Heather Lands, involving new policies to advance Reconciliation.

*The **United Nations Declaration on the Rights of Indigenous Peoples (2007)** is a comprehensive international instrument on the basic human rights of Indigenous Peoples around the world. It sets out a broad range of collective and individual rights that constitute the minimum standards to protect the rights of Indigenous Peoples and to contribute to their survival, dignity, and well-being. It also affirms that Indigenous Peoples are free from discrimination of any kind and recognizes the urgent need to respect and promote the inherent rights of Indigenous Peoples.*

Vancouver City Council aspires to implement the Declaration on the Rights of Indigenous Peoples as the next chapter in the City’s Reconciliation work.



**We will continue to strengthen relationships of mutual respect and understanding with Musqueam, Squamish, and Tsleil-Waututh Nations and urban Indigenous communities, integrating Indigenous perspectives in planning and decision-making processes.**

#### *Vancouver Plan Commitments*

- 1. Support xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations' inherent rights and self-determination.** Musqueam, Squamish, and Tsleil-Waututh Nations have constitutionally protected rights, Aboriginal title and interests within their unceded territory. This commitment means creating more relevant, respectful ways to support the Nations in leadership roles and in land use planning processes. This includes supporting their collective rights and abilities to pursue their political, social, economic, and cultural paths into the future. It means consulting and collaborating with the Nations when developing significant land use policies, and exploring opportunities to align strategies, plans and principles. This requires that City processes and timelines are respectful and aligned with the Nations' protocols and interests.
- 2. Recognize and support urban Indigenous Peoples.** This means creating more opportunities for urban Indigenous Peoples to participate in the city, with access to opportunities in which they feel safe and have a sense of belonging. Engaging meaningfully with urban Indigenous Peoples, and supporting their needs to flourish, recognizes their place as significant contributors to a thriving and diverse Vancouver.
- 3. Respect and uphold xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) culture and heritage.** This means increasing Musqueam, Squamish, and Tsleil-Waututh visibility and voice on the land by prioritizing and supporting cultural practices, stewardship, and ways of knowing, as guided by the Nations and respecting their protocols.
- 4. Include decolonizing and Indigenous practices in land use planning processes.** This involves examining processes and procedures that perpetuate and maintain injustices and inequities, and work to dismantle them. Doing so will make it possible for the City to come into right relations with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) and urban Indigenous Peoples.



*Elder Amy George drumming during a healing circle (Source: Nancy Bleck)*

# Equity

Many people face multiple barriers in accessing opportunities and City services due to structural and systemic inequities based on race, identities, abilities or circumstances. Some are not able to fully participate in aspects of public life including social, economic, cultural, spiritual and political activities. Others have limited access to greenspace, transportation, jobs, essential amenities and daily needs because of where they live. The rising cost of living has many people questioning their ability to stay in Vancouver, and the gap between rich and poor continues to grow.

Land use policies and processes can play a role in reinforcing inequities, creating barriers that have disproportionate impacts on many residents and communities. To advance equity we need to expand choices and increase agency for individuals and communities, with particular attention to equity-denied groups. We can do this by assessing land use policies and practices and intentionally transforming them to ensure the benefits of growth are more equitably distributed.



Throughout the Vancouver Plan, this icon highlights which policies are **advancing equity**.

## The City's commitment to Equity

The City's **Equity Framework** (2021) reflects the City's commitment to equity work over the long-term. Many existing and ongoing policies support the City's equity efforts, including the **Reconciliation Framework** (2014), the **Healthy City Strategy** (2014), the **Women's Equity Strategy** (2018), the **Resilient Vancouver Strategy** (2019) and the **Accessibility Strategy** (underway).

The **Equity Framework** defines equity as both an outcome and a process:

- Equity as an outcome is the condition that would be achieved if one's identity no longer predicted how one fares.
- Equity as a process is the replacement of policies, practices, attitudes and cultural messages that reinforce differential outcomes based on identity or fail to eliminate them.

The City's approach to equity involves applying the following four lenses to all processes and practices:

1. **Indigenous Rights** – upholding, recognizing, and protecting inherent and constitutionally protected Indigenous Rights
2. **Racial justice** – understanding and explicitly talking about the implications of race in any given situation, and actively working to elevate racialized voices and dismantle racism
3. **Intersectionality** – recognizing how different forms of systemic discrimination, like racism, classism, ableism and sexism, intersect and create compounding negative effects, and designing ways to specifically benefit those who are at the intersections and are being negatively impacted.
4. **Systems orientation** – recognizing embedded discrimination within systems, and redesigning their rules and incentives, in order to lead to more equitable outcomes.

The **Equity Framework** reflects the City's commitment and obligation to upholding human rights. All municipalities have a legal duty to ensure that land use planning practices are consistent with human rights legislation.



**We will advance an equity-based approach to planning, where the benefits of growth and change are distributed across neighbourhoods, with particular attention to mitigating disadvantages of equity-denied groups, so that everyone has the chance to thrive.**

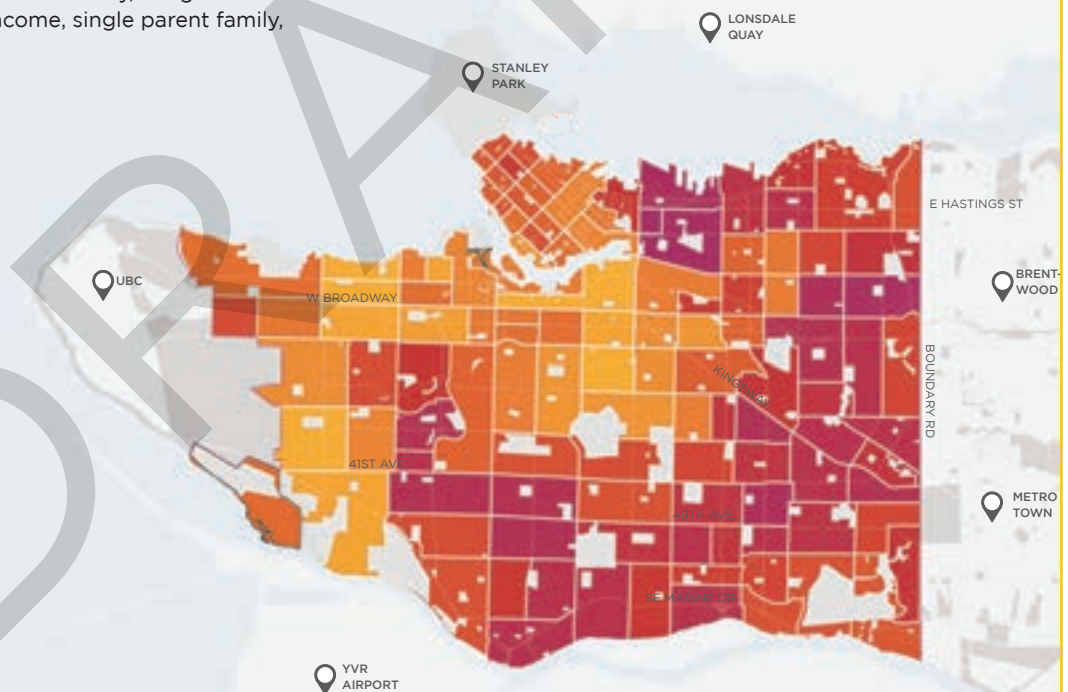
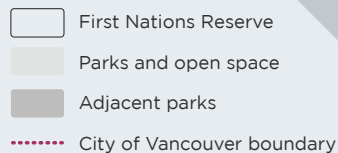
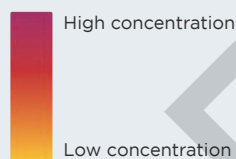
## Vancouver Plan Commitments

- 1. Integrate equity in all land use plans, regulations, and processes.** This means aligning policies, decisions, and processes with the Equity Framework to help identify and remove barriers. Eliminate existing land use policies and regulations that perpetuate disparities and discrimination, and develop accountability measures, including monitoring and evaluation.
- 2. Make all neighbourhoods more inclusive.** This means ensuring all individuals and groups can participate in all aspects of public life, have affordable and secure housing choices in every neighbourhood, and make it easier for people to meet their needs close to home.
- 3. Minimize displacement.** This means ensuring growth and change provide opportunities for existing residents, organizations and businesses to remain and thrive in the city. With monitoring, evaluation and accountability measures developed accordingly.

**Figure 2: Disproportionately Impacted Populations**

Disproportionately Impacted Populations is an index showing the concentration of populations experiencing systemic barriers. Variables used in the index are visible minority, Indigenous identity, rent burden, household income, single parent family, limited English, and seniors.

### Disproportionately Impacted Populations



Source: Statistics Canada, 2016 Census of Population; City of Vancouver

### Considerations for the data used in this map:

Measuring equity is not a straight-forward task. This map can help us understand how inequities show up in the city at a high level, but there are limitations and considerations that should be kept in mind when interpreting this information:

- The data is restricted to characteristics that are captured by the Census. This means that many important aspects of identity (for example, gender identity and expression, sexual orientation, disability or health status) are not reflected in this map.
- People who are part of systemically equity-denied groups are not homogenous. Maps cannot depict these distinct characteristics, nor can they depict people's resilience and agency.
- There are factors that shape people's experiences that cannot be quantified or mapped at all. This map depicts characteristics of certain areas, which might not reflect the characteristics of individuals within these areas. For example, some people will experience systemic barriers regardless of how many people around them share characteristics.

In spite of these limitations, mapping inequities is a valuable exercise. It can help us understand how inequities experienced by people might be addressed (or aggravated) by policies and decisions made by the City, and it can enable us to assess the effectiveness of efforts to address inequities over time.

# Resilience

Resilience is the ability of individuals, communities, organizations, businesses, and systems within a city to survive, adapt, and thrive in the face of shocks (acute disruptions like earthquakes or heat waves) and address stresses (chronic issues like affordability and social isolation).

Our resilience is influenced by physical geography and the natural environment that surrounds us, our urban infrastructure and buildings, and our social, political, and economic systems. Many of the same assets that make Vancouver a desirable place to live also pose unique challenges for resilience. The mountains and shoreline that surround us and support biodiversity also expose us to earthquakes and flooding.

Our port and Pacific Gateway location create thousands of jobs and economic growth, also exposing us to oil spills and hazardous materials accidents that threaten our ecological systems and health. The beauty and livability of Vancouver make it a highly desirable place to live, exacerbating housing affordability.

Planning for resilience is central to the overall health, safety and well-being of the city and its residents and workers. To become a more resilient city, we need to work collaboratively across departments and with community, industry and government partners.



Throughout the Vancouver Plan, this icon highlights which policies are **advancing resilience**.

## The City's commitment to resilience

The City commits to building resilience in the three priority areas:

1. **Thriving and Prepared Neighbourhoods** - to help communities share knowledge, contribute to decision-making, and collectively prepare for and recover from both shocks and stresses.
2. **Proactive and Collaborative City** - to achieve resilience through various collaborations, and change systems in the city that make people vulnerable.
3. **Safe and Adaptive Buildings and Infrastructure** - to improve building performance in case of an earthquake, and to upgrade facilities including water services and flood prevention.

The City has many strategies and policies that build a strong foundation for resilience. These include the **Resilient Vancouver Strategy** (2019), **Climate Change Adaptation Strategy** (2018), **Earthquake Preparedness Strategy** (2013), the **Rain City Strategy** (2019), **Healthy City Strategy** (2014), and **Spaces to Thrive** (2022).

Collectively these bodies of work offer hazard and risk information that can inform land use policy and urban design, reduce Vancouver's risks, prepare us for challenges and changes, and strengthen the social fabric and wellbeing of our communities to thrive. These strategies build resilience within our physical, social, economic, and ecological systems.

In order to improve resilience, the City will continue to learn from past shocks (like COVID and heat waves) and ongoing stresses (food inequity and social isolation) and develop integrated solutions that centre the needs of those most impacted to recover from these challenges, and prevent future harm.

The City will work to address root causes of risk, reduce chronic stresses, address ongoing inequities, and learn from mistakes to recover in a way that prevents future harm, and fosters a healthy, sustainable and thriving city for all.



**We will proactively plan for an uncertain future so we can withstand, adapt, recover, and thrive in the face of shocks like earthquakes and climate change impacts, and reduce stresses like affordability and inequities.**

## Vancouver Plan Commitments

- 1. Enable communities to support each other in surviving, adapting, and thriving in the face of shocks and stresses.** This means building the strength of community connections through land use and urban design. This also includes making sure communities have the infrastructure they need to deliver basic needs through unexpected challenges.
- 2. Reduce risk and better understand the city's hazards, risks, vulnerabilities, and strengths related to our physical, social, economic and ecological systems.** This means proactively and collaboratively managing shocks and stresses, adopting new techniques and processes to improve our data, anticipating trends and capturing emerging opportunities to build a better city for generations to come.
- 3. Invest in safe and adaptive buildings and infrastructure and improve access to basic needs for all.** This means improving the safety, performance, and adaptive capacity of buildings and infrastructure that we depend on (such as buildings, civic assets, social infrastructure, green infrastructure and natural assets, roads, sewers and drainage technology), ensuring our buildings and infrastructure can provide safe, reliable services today and in the future, under changing conditions.

**Figure 3: Overlapping hazards and risks**

The map highlights where the city needs to concentrate its efforts when it comes to managing risk and building resilience.

Based on the following indicators, which are equally weighted: Current Flood Hazard (depths cm), Future Flood Hazard with sea level rise (Depths cm), Air Quality (PM2.5 concentration), Extreme Heat (Afternoon surface Temp) and Seismic Risk (as Percent of Heavily Damaged Buildings).

### Composite Hazard Score

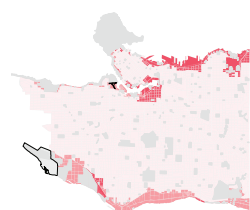
- Highest hazard
- Moderate - high
- Moderate
- Moderate - low
- Lowest hazard

- First Nations Reserve
- Parks and open space
- Adjacent parks
- City of Vancouver boundary

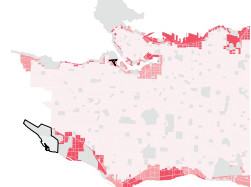
Due to the impacts on Indigenous Rights, title and interests, Musqueam, Squamish and Tsleil-Waututh Peoples' are disproportionately affected by hazards, risks and vulnerabilities.

Source: Licker Geospatial

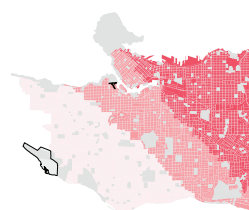
**Current flood hazard**  
(depths cm)



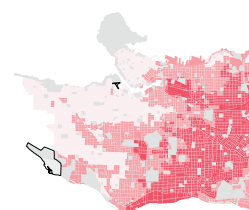
**Future flood hazard with sea level rise**  
(depths cm)



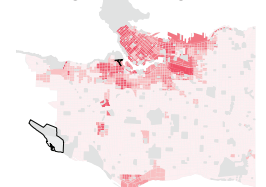
**Air quality**  
(PM2.5 concentration)



**Extreme heat**  
(afternoon surface temp.)



**Seismic risk**  
(percent of heavily damaged buildings)



# PART 3:

## Land Use Strategy





Left: Seniors walking; Right: Punjabi Market (Source: City of Vancouver)

# 1. Land Use Strategy

The Land Use Strategy shows how our Plan goals land on the ground. It shows how growth and change within Vancouver's neighbourhoods can help meet the housing and employment needs of new and existing residents. It proposes a more balanced approach to urban development that will meet our goals around livability, affordability, and sustainability.

The Strategy will help shape conversations around more detailed planning and priority setting for our city and its neighbourhoods in the years to come. It reflects what we've heard from communities about how they live and what they want for their future city and neighbourhoods.

The Strategy provides a high level guide for growth and change while also allowing for the flexibility to adapt to changing circumstances. It will be revised to incorporate new and better information as it becomes available. It is subject to a phased implementation plan, as outlined in Part 5 on Implementation, so it will not translate into zoning changes or area policy until this plan is complete.

## The Land Use Strategy will...

- **Manage growth** by directing new housing to areas rich in amenities, and adding opportunities for new amenities and services in areas that are currently underserved.
- Reinforce our role as the **cultural and economic centre of the region**, while managing growth to prioritize the health, happiness, and well-being of residents.
- Encourage more **sustainable and inclusive urban living** by promoting affordable housing and jobs near transit, and where walking and biking can become the preferred way of getting around.
- Strengthen existing and support new **neighbourhood centres** by allowing more homes around clusters of local shops, flexible work spaces, childcare, public spaces and arts and culture venues.
- Create an **integrated network** of public spaces, ecological corridors, greenways and active modes of travel (walking, rolling, biking).
- **Make space for ecology** to function at the site, neighbourhood and city-wide scale.



*False Creek South (Source: City of Vancouver)*

## City Building Blocks and Layers

The Land Use Strategy builds upon key elements of our existing city fabric. Our built environment is made up of buildings, streets, open spaces like parks and plazas, and infrastructure. These elements come together to make the recognizable neighbourhoods and precincts we find in Vancouver today. They are linked by movement networks, such as transit corridors or greenways, and served by critical infrastructure for waste disposal, water and energy.

By reading these layers together, we can identify opportunities for co-benefits, avoid potential conflicts and ensure coordination between the various City departments and with key Partners for effective implementation of the Land Use Strategy.

More detailed policies and directions related to these and other layers can be found in their respective chapters. In this chapter, we will focus on how these various elements come together in different types of neighbourhoods across the city.



## Neighbourhoods

Neighbourhoods come in many different shapes and sizes and offer varied opportunities to create more complete neighbourhoods across the city. Embedding more housing choice, jobs, services and amenities in each neighbourhood allows residents to choose a neighbourhood that best meets their needs.

*See Neighbourhoods | Directions and Policies for details*

## Homes

Housing opportunities are not evenly distributed across the city. In some neighbourhoods, the focus needs to be on protecting and renewing existing affordable housing. In other areas it is important to provide new rental and social housing opportunities and enable Missing Middle housing. *See Chapter 4.1 Housing for details*

## Economy

By strategically identifying areas to prioritize intensifying, expanding and enhancing employment uses, we can ensure that we are providing the jobs space to support a thriving city and more complete neighbourhoods.

*See Chapter 4.2 Economy for details.*

## Transportation

High quality walking, biking and transit connections shape our city and form the backbone of complete neighbourhoods. They connect people to their jobs and daily needs, while supporting the economy and providing low-cost, healthy and sustainable ways to get around.

*See Chapter 4.5 Transportation for details.*

## Ecology

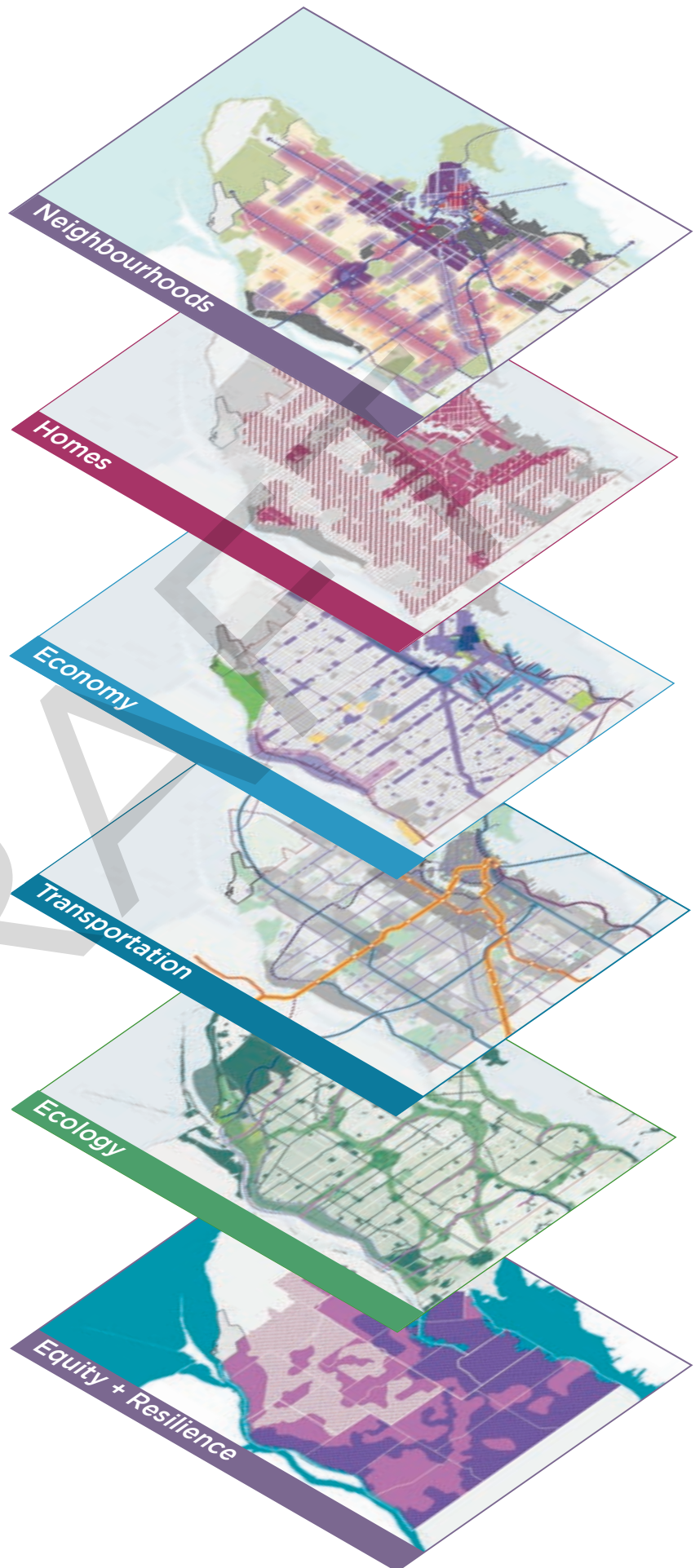
A system of existing, enhanced and future potential urban habitat areas, corridors and blue green networks that enhance ecosystem function and biodiversity and allow residents to connect with nature in their daily lives.

*See Chapter 4.3 Ecology for details.*

## Equity + Resilience

Understanding our diverse communities, amenity gaps, and environmental hazards can help us to set priorities and take concrete steps to create more inclusive, equitable and resilient neighbourhoods.

*See Direction L1.9 Equity and Resilience for details.*



# City Building Blocks

## Neighbourhoods



### Metro Core

Principal centre of employment, arts & culture, tourism, and entertainment activity for the city and region as well as high density living.



### Municipal Town Centre

Second only in regional importance to the Metro Core as a centre for housing and employment uses, with supportive amenities and services.



### Rapid Transit Area

Areas within a 10 minute walk of a rapid transit station, providing significant employment, housing and amenities.



### Multiplex Area

Multiplexes offer a new type of ground-oriented housing as a similar, but more affordable and sustainable option to single-detached homes.



### Industrial/Employment

The city's industrial areas are primarily intended for production, distribution and repair. Together with the mixed employment areas, these job-centric precincts will be intensified, expanded and enhanced to support a thriving local economy.

Figure 1







### Neighbourhood Centre

Oriented around existing local shopping streets, these neighbourhoods will evolve over time to provide more housing choice and employment.



### Village

Create more complete neighbourhoods by adding shopping areas and Missing Middle housing to these lower density residential areas.



### Ecology

A system of existing, enhanced and potential urban habitat areas, corridors and blue green networks that enhance ecosystem function and biodiversity.



### Transportation

Transportation system offers critical connections between neighbourhoods and to regional destinations. It consists of networks for people walking, biking, transit, goods movement and more.



### Water Infrastructure

The City is striving to deliver integrated utility services that protect public health and the environment while also helping our city become more resilient and resourceful with water.

**LONSDALE QUAY**

**BRENT-WOOD**

**METRO TOWN**

### Legend

#### Neighbourhoods

- Metro Core + MTC
- Transit Area
- Neighbourhood Centre
- Village
- Multiplex Area
- Industrial/Employment

#### Transportation

- Existing Rapid Transit Station
- Existing/Planned Rapid Transit
- West Coast Express

#### Ecology

- Parks + Open Space
- Habitat Corridor
- Waterbody

\* for clarity some elements are not shown on map. Please see Part 4 for additional details.

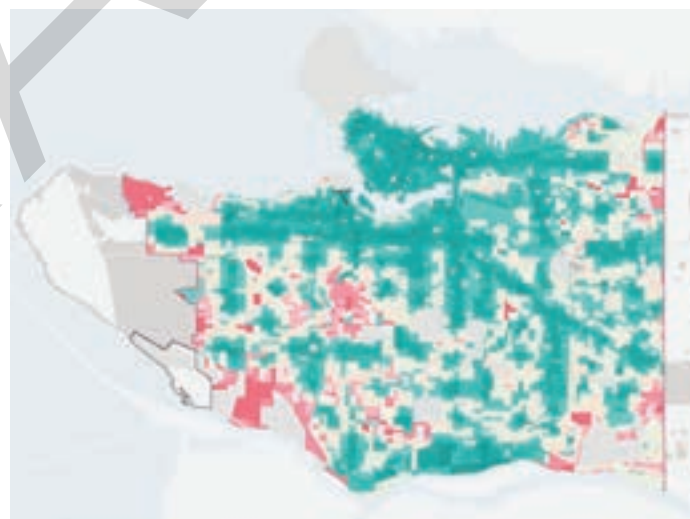
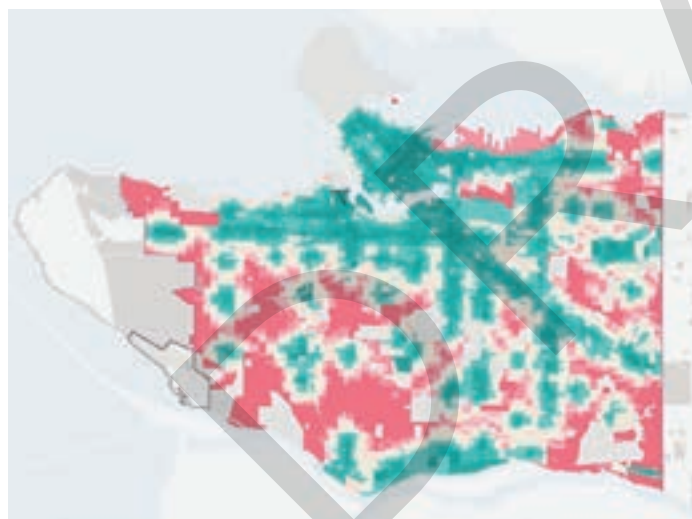
## Neighbourhoods | Directions and Policies

Complete neighbourhoods include all of the resources to meet most residents' daily needs – shops, restaurants, flexible work spaces, internet, community services, housing, transit, schools, parks and other features. These highly walkable neighbourhoods support better livability – they have less reliance on cars, support better physical health and provide a range of housing options for a diverse mix of people. These neighbourhoods also provide more opportunities for social interaction as people meet and connect on the street, at their favourite coffee shop, local playground and during everyday activities like walking to get groceries.

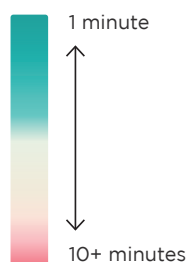
Figure 2: Complete Neighbourhoods and Climate Action

Today, **58% of residents** are within a 5 minute walk of shops and services

In the future, **76% of residents** are within a 5 minute walk of shops and services



Proximity to at least 40,000 sq ft of retail:



When people live close to their daily needs and there is a safe, connected and convenient system for walking and rolling (using a wheelchair or mobility aid), they are more likely to travel without a car. Less driving means less carbon pollution and better air quality. To achieve our climate goals under the Climate Emergency Action Plan we need to add more housing options in existing neighbourhoods that are well-served by amenities, and add more amenities in underserved areas.



## Direction L1.1: Daily Needs

Enable more housing choice, jobs, services, and amenities in neighbourhoods throughout the city so most daily needs can be met close to home.



Viva Robson Square, Bute at Robson street (Source: City of Vancouver)

Vancouver has many complete neighbourhoods already, however, many neighbourhoods are not. Over half of our residents live in neighbourhoods without walkable access to daily needs. By contrast, there are other neighbourhoods rich in amenities, but with few housing options, which means very few can live there. In the future, more neighbourhoods will need to have a better balance of these critical elements if Vancouver is to be an inclusive, sustainable and socially connected city. Making all neighbourhoods more complete will require different actions depending on their current state.

### Policies

- L1.1.1 Continue to improve access to jobs and amenities by ensuring alignment between transit service and new housing, shops, services and amenities.
- L1.1.2 Strengthen existing neighbourhood centres by providing opportunities for more people to live nearby. Encourage new neighbourhood centres where shops, amenities, transit and sufficient housing can be located close together.
- L1.1.3 Allow more housing and community infrastructure off arterial streets to reduce exposure to harmful levels of noise and poor air quality.
- L1.1.4 Mitigate the loss of ecology as neighbourhoods densify by retaining trees and native soils where possible, improving public realm ecology, and integrating ecological function into the design of new buildings.
- L1.1.5 Continue to improve coordination of growth with school planning, capacity and optimizing public school sites as community-serving spaces by working closely with the Vancouver School Board.
- L1.1.6 Simplify the regulatory system and approval processes to remove barriers that make it difficult to create more complete neighbourhoods.

## Direction L1.2: Strategic growth management

Direct growth in a way that considers the unique assets and opportunities of Vancouver's diverse neighbourhoods, such as transit investments, local shopping areas, and employment districts.

### Policies

- L1.2.1 Refer to the Land Use Strategy, as described in Figure 3 and Directions L1.1 - L1.3. as a high level guide for future growth and change. The character and function of these neighbourhoods including built form, land use, density, amenities, and transportation characteristics are described in Table 1. Neighbourhood Guidelines are described in Directions L1.3 - L1.8.

## Land Use Strategy

The Land Use Strategy shows the type and intensity of change envisioned across the city. In some areas for example, the West End, the vision laid out in the Land Use Strategy is already supported by existing policy. In other areas, it will guide future policy development. The intent is to improve housing choice and create more complete, inclusive neighbourhoods across the city. What that looks like on the ground will vary depending on existing conditions in each area - like transit service, proximity to major employment districts and variety of shops and services.

### First Nations Reserves

The creation of First Nations Reserves represents an early effort towards spatial segregation and control of Indigenous peoples' movements. Today, Musqueam Reserve, located south of SW Marine Drive near the mouth of the Fraser River, is a small portion of Musqueam traditional territories and is a community of over 1,300 members. Senakw, at the head of False Creek, is a small piece of what was once Squamish Peoples' settlement. Today, it is being planned for a high density urban community.

### Existing High Streets and Commercial Hubs

Local-serving shops and services are important anchors for the different Neighbourhood Types. These existing commercial areas will be enhanced and expanded to better support complete neighbourhoods and a growing city. See Chapter 4.2: Economy for more details.

### Industrial/Employment

Vancouver's limited industrial/employment areas are primarily intended for production, distribution and repair activities with opportunities for office based employment on upper floors in areas well served by transit. Residential uses are not permitted on these lands. See Chapter 4.2: Economy for more details.

### Business Districts

These areas are important locations for future business infrastructure and job growth in office-based sectors such as technology, as well as employment in life sciences, tourism, creative industries, entertainment, retail and service businesses. See Chapter 4.2: Economy for more details.

### Downtown Heritage Districts

Many areas of Vancouver have heritage character and intangible cultural value (i.e., ethno-cultural community areas, Indigenous cultural heritage and sites). Specifically, Chinatown, Gastown, and Yaletown are recognized as historic urban landscape for their heritage value and significance, with Chinatown and Gastown designated as national historic sites. These areas have existing detailed planning and urban design policy to guide change and development. More areas of the city could be considered for heritage designation.

### Downtown Eastside (DTES)

The DTES is home to some of Vancouver's earliest neighbourhoods and the historic heart of the city. It has a unique and diverse character, intangible cultural heritage, and is deeply connected to its original Indigenous communities and early racialized settlers. Although there is a wide range of incomes across the neighbourhoods, the DTES consistently has a higher proportion of low-income residents, as well as those who rent their homes, than that of the city overall. Many residents are impacted by systemic inequities including racism, discrimination, poverty, homelessness, mental health and impacts of trauma, substance use and violence. Community networks, social enterprises and community services seek to address these inequities and build capacity for the future. The area is designated as a Community Development Area and is guided by existing detailed neighbourhood planning policy.

### Existing Open Space

Open space includes uses such as parks, golf courses and cemeteries. In the future, these open spaces will be enhanced and expanded to better meet our ecological goals and the needs of the community. See Chapter 3.4: Ecology for more details.



Figure 3: Land Use Strategy



This Land Use map is a vision of what Vancouver's land use future could look like. It does not enable development applications or enquiries.

## Direction L1.3 Metro Core

Reinforce Metro Core's role as the principal centre of business, employment, cultural, and entertainment activity for the city and the region by updating and implementing detailed neighbourhood plans and policies.



The Metro Core will continue to be the urban heart of the city and region. It will provide a dense mix of employment lands and uses, including most of the city's office and hotel towers, large format cultural venues, and commercial uses. The Metro Core includes many of Vancouver's oldest neighbourhoods with significant community, cultural and historic importance in the region. While the Metro Core plays a significant role in the region, it is also made up of a collection of distinct local neighbourhoods that are home to a diverse mix of people.

### Policies

- L1.3.1 **Housing.** Protect and renew existing affordable housing through reinvestment and intensification, mitigating displacement and allowing residents to stay in their neighbourhood.
- L1.3.2 **Jobs.** Intensify, enhance and expand jobs space to ensure the industrial/major employment, major office, hotel, cultural, and retail-commercial space required to support a thriving local and regional economy.

### Policies

- L1.3.3 **Displacement.** Prioritize supporting renter households, artists, small businesses, performance venues and non-profits to remain in downtown neighbourhoods.
- L1.3.4 **Transportation Hub.** Enhance the Metro Core as the region's multimodal transportation hub and optimize regional access as well as the movement of people and goods among key destinations.
- L1.3.5 **Public realm.** In partnerships with communities, protect, maintain and enhance a high quality public realm in the Metro Core to support high density living and working, public life, social connections, and economic uses.
- L1.3.6 **Waterfront.** Enhance the use, enjoyment and resilience of Vancouver's public waterfront by ensuring that public spaces are resilient to sea level rise.
- L1.3.7 **Ecology.** Improve tree canopy, especially in DTES, integrate green space for rainwater and urban drainage.
- L1.3.8 **Arts and Culture.** Expand opportunities for, and mitigate displacement of, arts and culture space to support the largest concentration of arts and culture uses in the region.





**Multiplexes + Townhouses**  
1-3 storeys



**Low-Rise**  
3-6 storeys



**Mid-Rise**  
7 - 12 storeys



**High-Rise**  
12 - 25 storeys



**High-Rise**  
25+ storeys



## Direction L1.4 Municipal Town Centre

Become a more inclusive, mixed-use centre with significant housing and jobs space.



Second only in importance to the Metro Core, Oakridge is a regionally designated Municipal Town Centre with excellent access to rapid transit, parks and amenities. This area has recently undergone a detailed planning process that enables a dense mix of housing and employment uses supported by a high quality public realm and amenities. The Municipal Town Centre will be a vibrant hub in the city that meets community, city-wide and regional needs.

### *Policies*

- L1.4.1 **Housing.** Expand opportunities for diverse housing options with an emphasis on purpose-built market and below-market rental and social housing off main streets.
- L1.4.2 **Jobs.** Support this area as a centre for business with significant levels of regional employment, contributing to overall vibrancy and vitality of the town centre core.
- L1.4.3 **Local-serving shops.** Expand the retail area onto local streets, integrating new small scale commercial spaces into “neighbourhoods”. These are perfect spots for local-serving shops, adding to the vibrancy of the neighbourhood.
- L1.4.4 **Connected parks and plazas.** Ensure the town centre park spaces are connected through enhanced walking routes that are pleasant, comfortable, and safe for all. New urban plazas and key community facilities will become the life and soul of the area.
- L1.4.5 **Built form.** Enable a variety of forms and heights (generally up to 25+ storeys) to contribute to varied built form, on and off arterials.





Detached Housing/ Duplex  
1-3 storeys



Multiplexes + Townhouses  
1-3 storeys



Low-Rise  
3-6 storeys



Mid-Rise  
7 - 12 storeys



High-Rise  
12 - 25 storeys



## Direction L1.5 Rapid Transit Area

Reinforce vibrant, mixed-use neighbourhoods providing more opportunities for purpose-built rental and social housing, childcare, community infrastructure, arts and culture uses, together with public spaces that allow people to connect.



Rapid transit areas are within a 10 minute walk of existing or future rapid transit. Locating jobs and housing near transit moves the city closer to a zero carbon future, is important for accessibility, and offers an economic advantage for people who rely on transit as a lower-cost transportation option. As more people move into these neighbourhoods, high quality public spaces become even more important.

### Policies

- L1.5.1 **Housing.** Protect and renew existing affordable housing and expand opportunities for diverse housing options with an emphasis on purpose-built market and below-market rental and social housing.
- L1.5.2 **Housing.** Provide for Missing Middle ownership options such as multiplexes and townhouses further from rapid transit.
- L1.5.3 **Jobs.** Support significant levels of regional employment by expanding employment uses and preserving

### Policies

- employment lands** as exclusively 'jobs-only'. Consider requirements for ground floor retail-commercial and office above close to the transit station and explore opportunities to introduce compatible industrial uses.
- L1.5.4 **Jobs.** Enable mixed-use spaces such as business centres, co-working spaces, affordable incubator spaces, and arts and culture spaces.
- L1.5.5 **Built Form.** Aim for a more distributed (versus concentrated) pattern of development that allows for mid- to high-rise buildings (12-18 storeys) close to the station and also off of main streets. On major project sites, taller buildings will be considered where significant public realm and amenity contributions are provided.
- L1.5.6 **Built Form.** Allow for a mix of building types and tenure on every block with heights and densities generally decreasing further from the station.
- L1.5.7 **Transit Integration.** Due to the unique challenges and opportunities of transit-integrated development, allow for special considerations (height, density) to achieve significant city building objectives on station blocks and consider enhanced walking and biking routes to better connect people to the station area.
- L1.5.8 **Public Realm.** In partnership with communities, explore opportunities for public plazas or open spaces adjacent to transit stations and carefully consider adjacent built form to allow for adequate solar access and active frontages.
- L1.5.9 **Nature.** As more people move into these neighbourhoods, ensure parks, open space, streets, and private developments strongly consider ecological function and provide opportunities to enjoy nature with special consideration for durable landscapes that can thrive in high traffic areas.





**Detached Housing/ Duplex**  
1-3 storeys



**Multiplexes + Townhouses**  
1-3 storeys



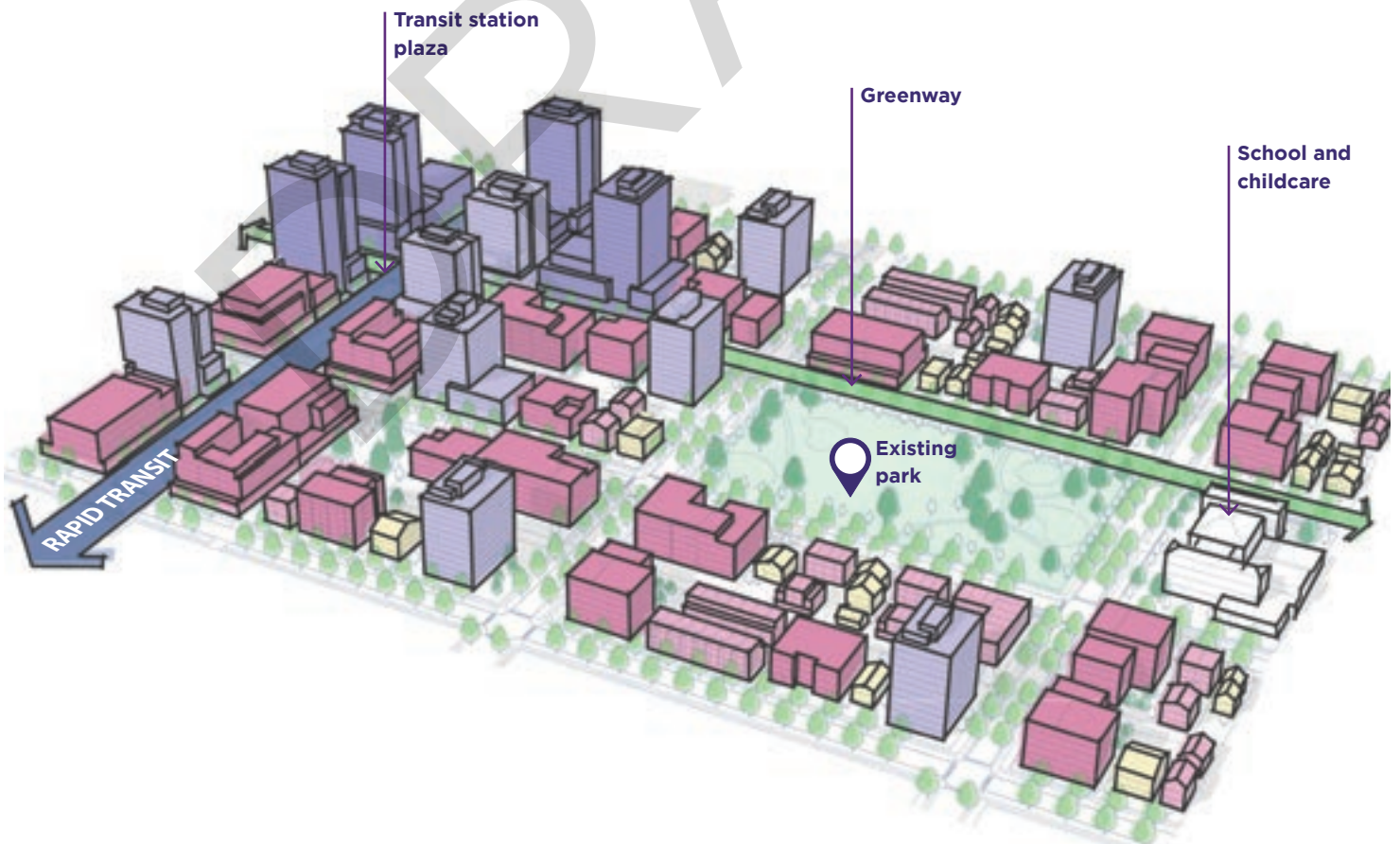
**Low-Rise**  
3-6 storeys



**Mid-Rise**  
7 - 12 storeys



**High-Rise**  
12 - 25 storeys



## Direction L1.6 Neighbourhood Centres

Enhance Neighbourhood Centres as successful, mixed-use neighbourhoods with vibrant local shopping areas, green and leafy residential streets, and a wide range of housing options.



Neighbourhood Centres come in many different shapes and sizes, and are oriented around local shopping streets, where people come together to shop, work, connect with friends, and access their daily needs. These shopping streets are generally served by frequent transit routes and often have many small shops that people enjoy - also supporting a diversity of local businesses. As the city grows and changes, these neighbourhoods will include more housing choice, including secure options for renters and low to moderate-income families and individuals, on quieter residential streets.

### Policies

- L1.6.1 **Housing.** Create new housing opportunities for low and moderate-income households with an emphasis placed on purpose-built rental and social housing off main streets and near transit, green spaces, schools, and other amenities and services.
- L1.6.2 **Housing.** Enable ground-oriented Missing Middle housing such as multiplexes and townhouses.

### Policies

- L1.6.3 **Jobs.** Support city-serving employment areas by providing a mix of minor office, compatible industrial, and retail-commercial.
- L1.6.4 **Local Shopping Streets.** Support the success of local shopping streets by:
  - a) Consider allowing commercial uses to extend around corners onto quieter local streets to encourage continuity
  - b) Explore street closures or plazas to enhance adjacent public spaces
  - b) Encourage small storefronts and flexible spaces to provide affordable space for local-serving businesses
  - c) Over time, fill in any gaps in the continuity of local shopping streets and/or expand them to meet demand as population grows
  - d) Explore opportunities to add compatible industrial uses such as artist studios or maker spaces to provide a greater diversity of uses
- L1.6.5 **Built Form.** Where possible, maintain lower building heights (up to 6 storeys) along local shopping streets to maintain solar access, with higher forms considered in the surrounding blocks.
- L1.6.6 **Built Form.** Allow for the building heights and densities required to deliver rental and social housing while also considering a distributed pattern of growth that allows for smaller towers (~12 storeys) within a block or two of the local shopping street.
- L1.6.7 **Public realm.** Explore opportunities for public open spaces, co-located with community uses and/or local-serving retail, on quieter local streets.
- L1.6.8 **Nature.** Explore opportunities for tree retention and the preservation of native soils wherever possible and integrate ecological landscaping and function into the design of new private developments.





Detached Housing/ Duplex  
1-3 storeys



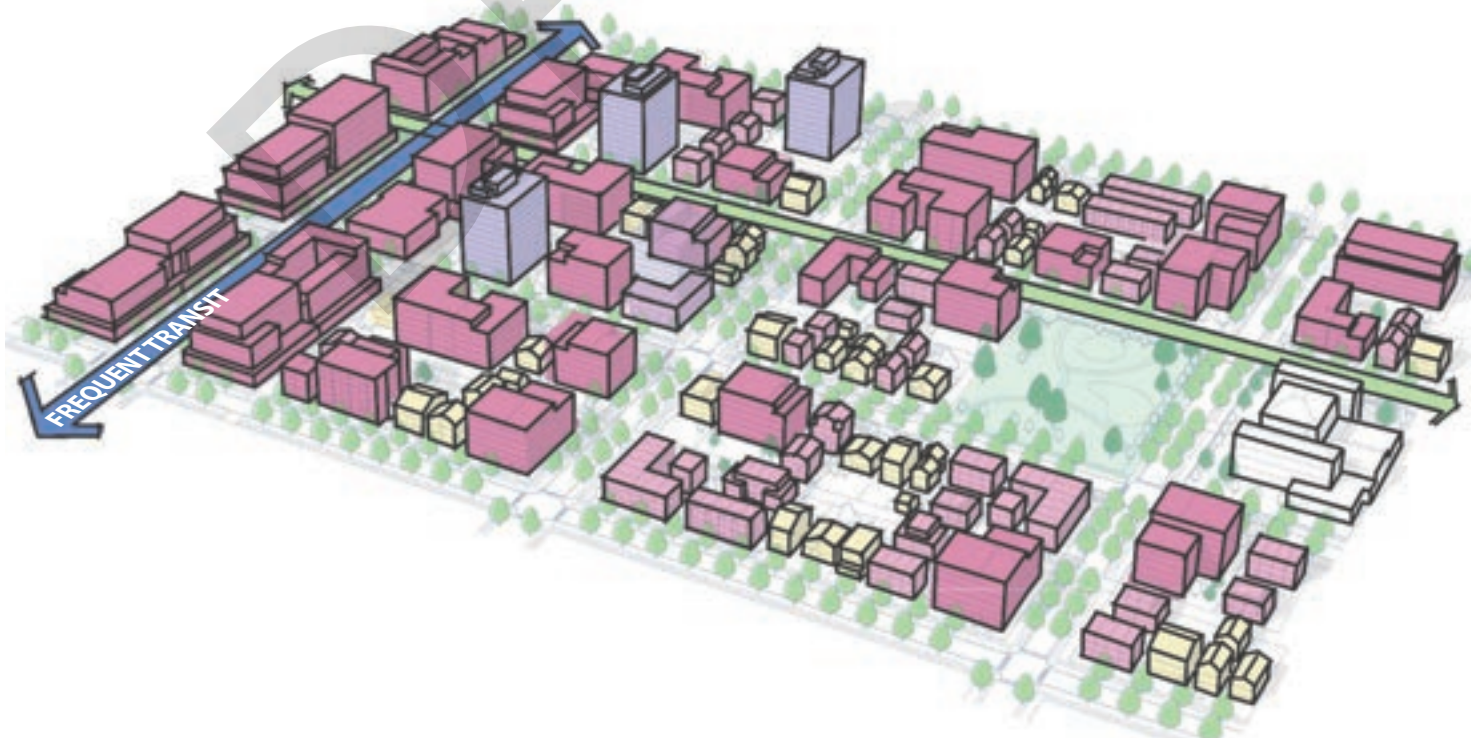
Multiplexes + Townhouses  
1-3 storeys



Low-Rise  
3-6 storeys



Mid-Rise  
7 - 12 storeys



## Direction L1.7 Villages

Strengthen lower density residential neighbourhoods by adding shops, services and housing choice to provide more complete, inclusive and resilient neighbourhoods.

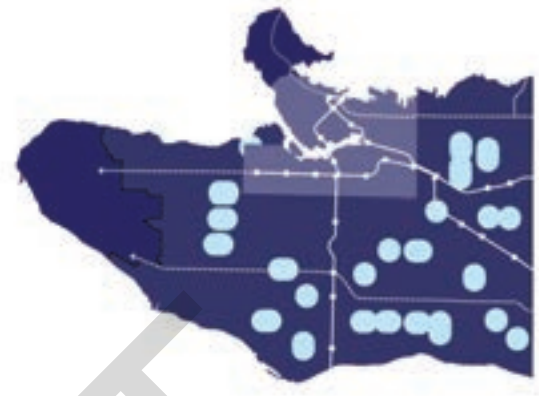


Villages are oriented around a smaller collection of commercial and community uses that provide local jobs, daily needs, and community place-making and social connection. Adjacent residential areas are primarily low-rise and often ground-oriented. New housing choice in these neighbourhoods, in the form of multiplexes, townhouses, and low-rise apartments, will bring more people of different ages, incomes and backgrounds into the community and will help to support local shops and services.

### *Policies*

- L1.7.1 **Housing.** Create new housing opportunities for low and moderate-income households with an emphasis placed on purpose-built rental and social housing off main streets and near transit, green spaces, schools, and other amenities and services.
- L1.7.2 **Housing.** Enable ground-oriented Missing Middle housing such as multiplexes and townhouses.
- L1.7.3 **Shopping Areas.** Where existing retail clusters exist, consider expanding them to achieve a critical mass of shops and services, with preference for expanding along streets less impacted by traffic noise and pollution. Where existing retail clusters do not exist, explore opportunities to co-locate retail with community uses such as schools, childcare, and community infrastructure.
- L1.7.4 **Shopping Areas.** Consider a minimum of two continuous blocks of retail to improve business viability.
- L1.7.5 **Built Form.** These areas have some mixed-use low-rise buildings, and detached and low-rise housing. Allow for multiplexes, townhouses, and low-rise buildings up to 3-6 storeys.
- L1.7.6 **Public realm.** Co-locate public open spaces with shops, services and community spaces to support local businesses and provide opportunities for social connection.
- L1.7.7 **Nature.** Explore opportunities for tree retention and the preservation of native soils wherever possible and integrate ecological landscaping and function into the design of new private developments.





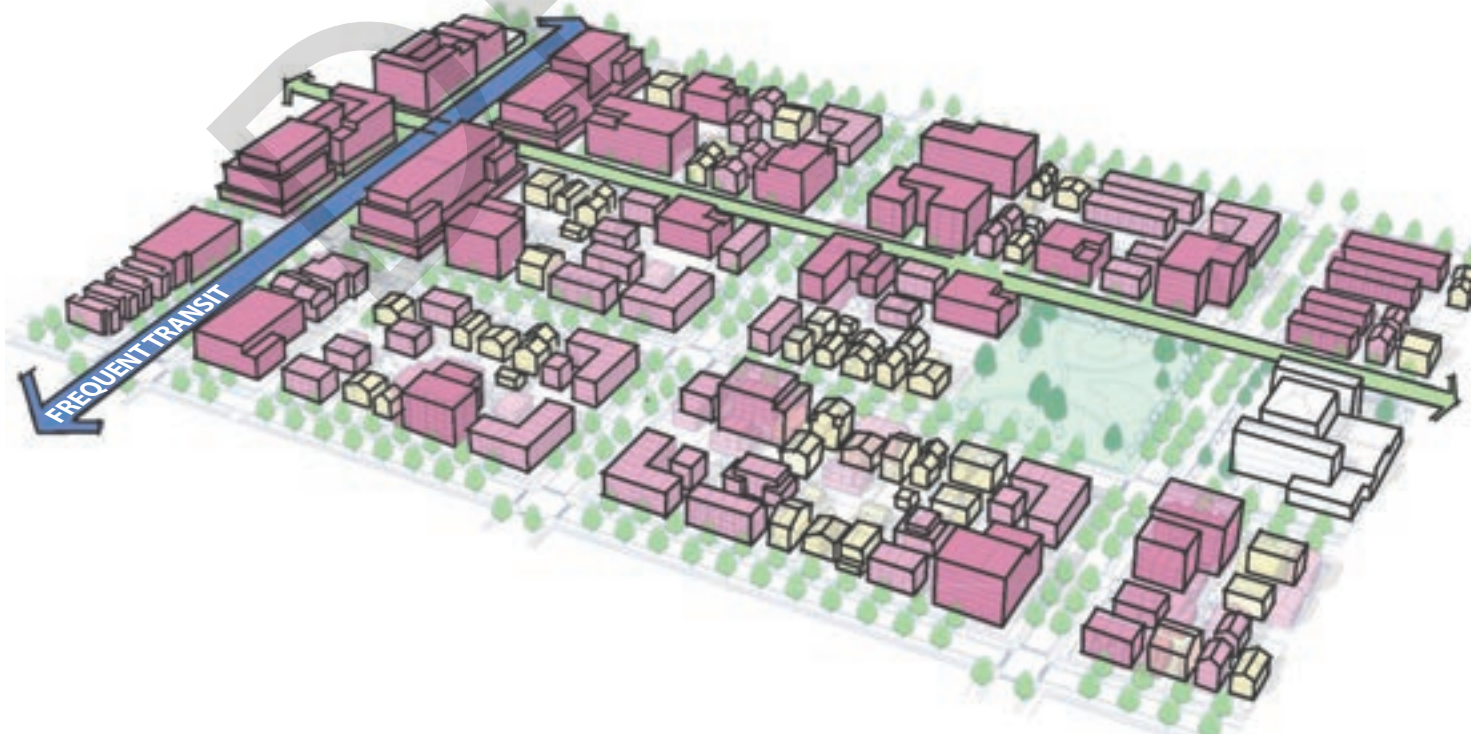
Detached Housing/ Duplex  
1-3 storeys



Multiplexes + Townhouses  
1-3 storeys



Low-Rise  
3-6 storeys



## Direction L1.8 Multiplex Areas

Evolve our low density residential areas to enable smaller scale Missing Middle housing across the city, respecting the local character of our neighbourhoods while adding housing choice, local-serving shops and services and opportunities for home-based businesses.



Multiplexes offer a new type of ground-oriented housing as a similar but more affordable and sustainable option to single-detached homes. Introduce smaller scale Missing Middle housing options to round out housing choice in neighbourhoods. Together with more job space, local-serving shops and services, transportation options and amenities, more housing diversity will move us to a more equitable and resilient city.

### *Policies*

- L1.8.1 **Housing.** Expand ground oriented Missing Middle housing options (multiplexes) across the city's lower density residential areas.
- L1.8.2 **Jobs.** Support opportunities to add more corner stores, shops, community third places, work from home options, and home-based businesses and the informal economy to help meet the needs of a growing population. New jobs space can be in a single development or clustered together and may be co-located with community uses.
- L1.8.3 **Built Form and Character.** Allow primarily smaller scale, ground-oriented residential (2-3 storeys) and up to 4-6 storeys for rental or social housing where the Secured Rental Policy (SRP) applies.
- L1.8.4 **Nature.** Explore opportunities for tree retention and the preservation of native soils wherever possible and integrate ecological landscaping and function into the design of new private developments.
- L1.8.5 **Public realm.** Deliver strategic public realm improvements to support social connection and business activity and enhanced ecological function.





Left: Multiplex housing in Toronto (Source: TBD); Middle: Vancouver (Source: City of Vancouver); Right: Seattle (Source: MAHG Architects Union)

## Direction L1.9 Equity and Resilience

Ensure future public investments are distributed more equitably among Vancouver neighbourhoods and help reduce our risk from shocks and stresses.

Uneven patterns of development and investment over time have created an uneven distribution of housing, jobs, shops and services, transit, amenities, tree canopy, and exposure to hazards across Vancouver. Among other factors, these patterns of development and investment have been tied to class, race, gender, and other systems of power. Understanding these patterns spatially is one tool that will allow us to ask better questions, prioritize investment, direct growth and change, and address hazards and risk in a more equitable and resilient way.

Equity and resilience are deeply inter-related and cross-cutting goals. Neighbourhoods that integrate the considerations of equity-denied groups while also providing affordable and secure housing, access to services and daily needs, and safe and healthy urban environments are not only more equitable, they also help to create more resilient communities that can better respond to shocks and stresses.

Figure 4 represents a high level analysis of existing conditions related to equity and resilience in Vancouver. It tells a powerful story that sets the scene for important work to come. The analysis is based on the following inputs, chosen from available data to best reflect the key land use directions related to equity and resilience:

1. An equitable **housing** system that prioritizes housing for those who need it most:
  - Input: Concentration of renter households
2. Equitable access to **amenities and services**
  - Input: Proximity to transit, shops, and services
  - Input: Neighbourhood service levels for parks, community centres, libraries, childcare, elementary schools, and secondary schools
3. Understanding and responding to physical areas of **risk and hazard exposure**
  - Input: Building seismic risk
  - Input: Exposure to extreme heat, air pollution, and flooding

This analysis represents one tool - it is not intended to answer all questions, and should not be used to make decisions on its own. It should be used in tandem with Vancouver Plan tools and approaches, as well as City's Reconciliation Framework, Equity Framework, and Resilience Strategy. It can and should be updated over time as data is updated and improved, and with consultation with the Nations, urban Indigenous peoples, and other equity-denied groups.

### Explaining the Map

The results of this analysis roughly divides the city into Areas of Opportunity, and Areas in Need of Resources.

**Opportunity Areas:** These are areas with less housing choice today and where new residents could be well-supported by existing services and amenities and might experience fewer hazards. These areas generally have two or more of the following characteristics:

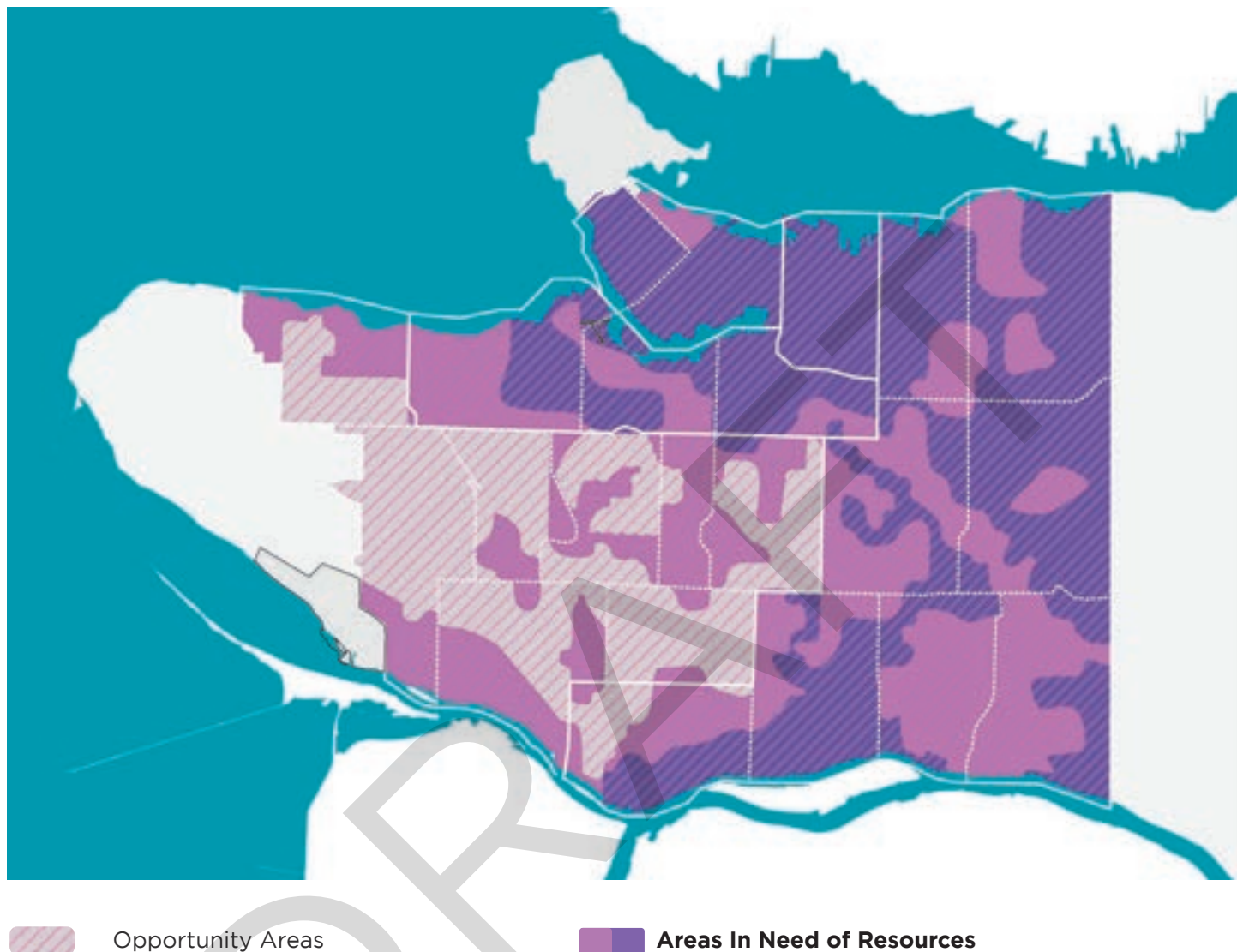
- Low concentrations of existing renter households
- Good access to existing services, amenities, and other daily needs
- Low hazard risk, measured by air quality, extreme heat, flooding and earthquake risk

**Areas in Need of Resources:** These are areas where existing residents, many of whom are renters, are not as well-supported with amenities and services and/or might experience more hazards. These areas generally have two or more of the following characteristics:

- Moderate to high concentrations of existing renter households
- Poor access to existing services, amenities, and other daily needs
- High hazard risk, measured by air quality, extreme heat, flooding and earthquake risk



*Figure 4: Equity and Resilience Composite*



#### *Policies*

- L1.9.1 Promote a diversity of new housing types in Opportunity Areas, including new purpose-built rental, social and Missing Middle housing.
- L1.9.2 Prioritize equity-focused risk reduction and service improvement planning in areas of the city with the highest unmet need that often face the highest risk to any hazards (Areas in Need of Resources). This could include a public investment strategy that prioritizes investment in deficient areas through portability of development fees, how we spend Development Cost Levies (DCLs) etc.
- L1.9.3 Ensure new development responds to and helps reduce our risks from earthquakes, air pollution, extreme heat, and flooding, particularly in those areas with higher hazard risk.
- L1.9.4 When planning to adapt buildings to climate change and reduce seismic risk, promote reinvestment and renewal of existing rental housing stock without displacement, through City policies and partnerships with Provincial and Federal governments.



*Wicked Cafe & Bakery (Source: Melissa Tang)*

## 2. Placemaking + Urban Design

**Vision: Create equitable, resilient environments that have distinct identities, encourage social connections, and create better communities.**

Vancouver is taking action to provide homes and livelihoods for everyone while also responding to the global climate crisis. This means that neighbourhoods will need to evolve and adapt. Thoughtful urban design can help to ensure that Vancouver continues to be a livable and enjoyable place for all. This will require smart design approaches that put people first, looking for co-benefits and synergies to balance potentially competing goals and objectives across the city.

The urban landscape is generally comprised of streets, plazas, open spaces, buildings and natural features. The design of these elements contributes directly to quality of life and the resilience of our communities.

The following high level urban design policies reflect what we value about living in Vancouver: the spectacular natural setting, a healthy urban environment, distinct and special neighbourhoods, and the ability to connect with each other on a daily basis.

Additional policies related to the design of streets and open spaces can be found in Chapter 4.5 Transportation and Chapter 4.9 Public Space.



#### Consider this:

- ✓ Allow for sunlight on shopping streets
- ✓ Allow for low and moderate-income households to live on quieter residential streets
- ✓ Provide a more distributed, versus focused, neighbourhood pattern.



#### Rather than this:

- ✗ Tall buildings that shade shopping streets
- ✗ Low and moderate-income households restricted to busy arterial streets
- ✗ More focused, versus distributed, neighbourhood pattern



## L2.1 City Form

**L2.1.1 Locating height and density.** Allow for higher forms of development close to rapid transit stations and local shopping areas and off busy streets. Avoid abrupt transitions at the edges of plan areas or across laneways and streets.

**L2.1.2 Distributed pattern of growth.** Aim for more distributed (versus concentrated) patterns of growth in the vicinity of transit stations. Rather than focusing high rise buildings tightly around station areas, look to deliver similar opportunities for homes and job space by allowing more low and mid-rise buildings across a broader catchment.

**L2.1.3 Distinct and diverse neighbourhoods.** Provide for a range of distinct neighbourhoods at different scales to allow people of all walks of life to choose the type of neighbourhood that best meets their needs.

**L2.1.4 Mix of buildings.** Allow for a mix of building types and tenures on each block to provide opportunities for a diversity of people and more eclectic and interesting neighbourhoods.

**L2.1.5 Connected public realm.** Consider a connected network of parks, open spaces, and walking/biking routes as an organizing element in neighbourhoods.



Figure 5: Illustration of a mix of building types.

## L2.2 Commercial Areas

**L2.2.1 Solar access on shopping streets.** Provide building heights and massing along shopping streets that allow for adequate sunlight for healthy trees and well used streets and patios.

**L2.2.2 Small storefronts.** Provide small storefronts along new and existing shopping streets to promote walkability and more affordable spaces for small businesses.

**L2.2.3 Weather protection.** Provide continuous weather protection and covered places to pause and sit.

**L2.2.4 Vibrant shopping streets.** Create safe and welcoming sidewalks, plazas and open spaces through the use of active ground floor uses, shop windows, material choice, sidewalk treatments, patios and cafes, trees and planting, appropriate lighting, street furniture, and public art.

**L2.2.5 Comfortable shopping streets.** Where commercial areas are oriented along busy arterial streets aim to provide appropriate space, trees or planting, and physical separation to ensure a comfortable pedestrian environment.



Figure 6: Illustration of a comfortable and vibrant shopping street.



## L2.3 Buildings + Sites

*Identity + Context: building on what we love and reflecting the unique essence of place*

**L2.3.1 City in Nature, Nature in the City.** Foster a greater connection to the land through building and site design that provides space for nature, reflects local landscapes and celebrates views and connections to Vancouver's beautiful natural setting.

**L2.3.2 Distinct and Special Neighbourhoods.** Build on the unique essence of place that makes Vancouver and its neighbourhoods special by expanding (and applying) the understanding of heritage values that prioritizes the living histories of the Musqueam, Squamish, Tsleil-Waututh and urban Indigenous Peoples and equity-denied communities in design and development decisions.

**L2.3.3 Small scale.** Where feasible, facilitate small lot, incremental development that can allow neighbourhoods to evolve more organically over time while also supporting a more resilient local development industry.

**L2.3.4 Large scale.** For larger developments, consider frontage requirements, siting, orientation, setbacks and landscaping to ensure complementary design that softens the transition between new and existing buildings.

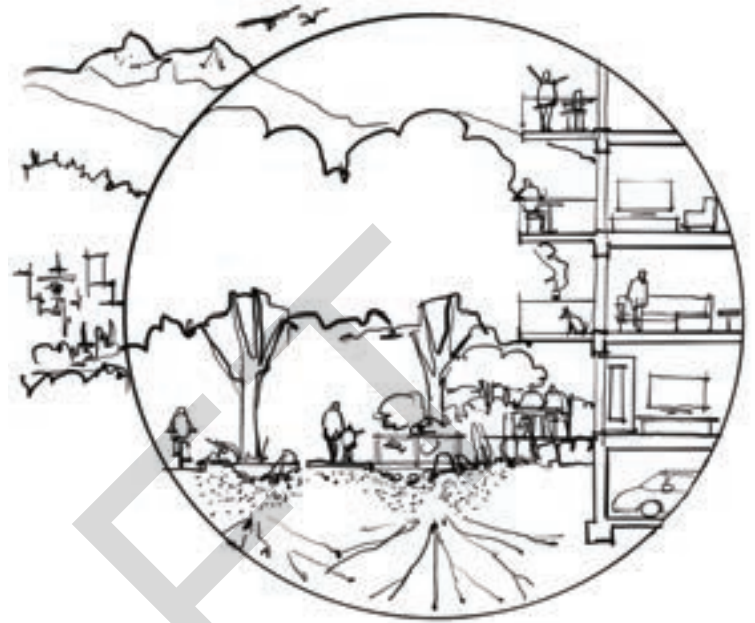


Figure 7: Provide adequate soil depth for healthy, mature trees

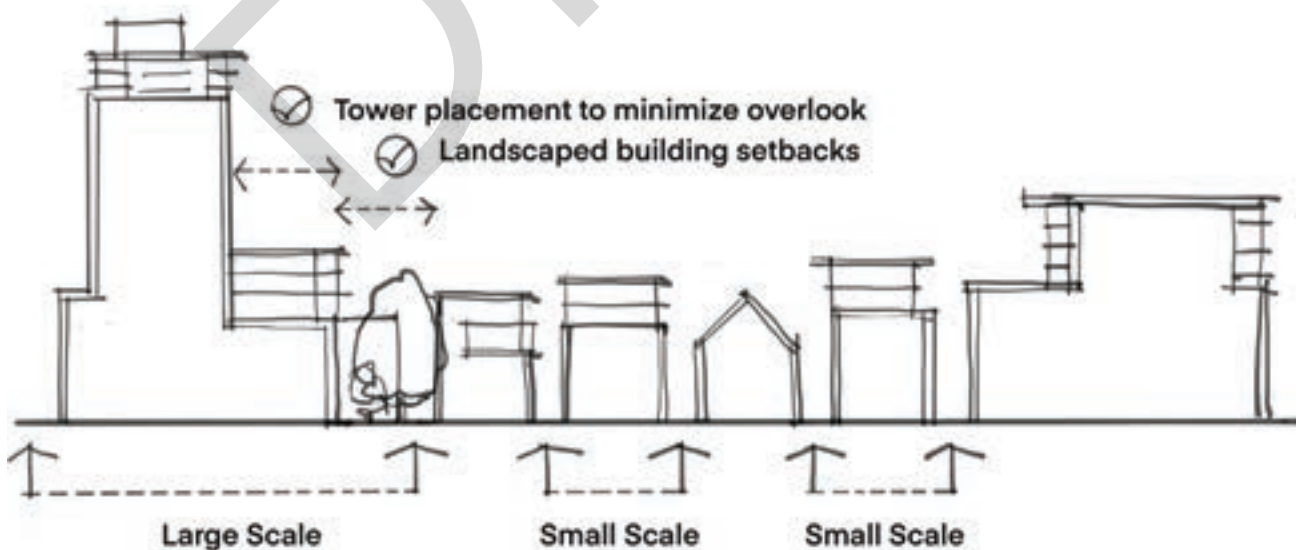


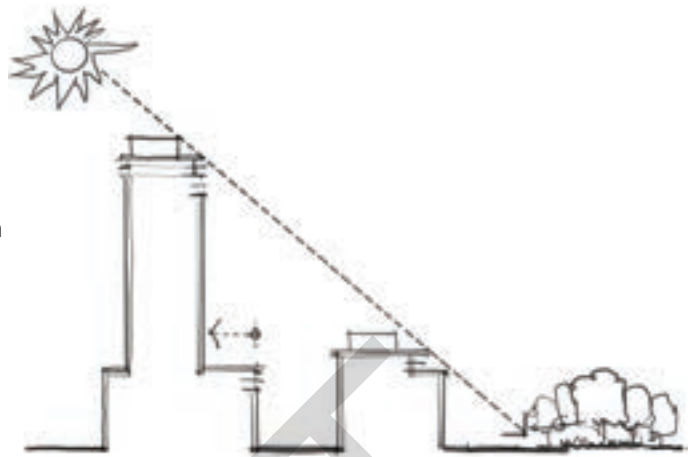
Figure 8: Strategies to successfully integrate both small and large lot developments into an existing neighbourhood

## L2.3 Buildings + Sites

*Contributing to the Public Realm: supporting public life and the urban experience*

**L2.3.5 Building Edges.** Design buildings and landscape to create safe, comfortable, active, and human-scaled sidewalks, plazas, and open spaces with the appropriate balance between public and private life.

**L2.3.6 Solar Access.** Recognize the importance of sunlight for the use and enjoyment of public spaces by protecting solar access during key times of the day and year for parks, schoolyards, shopping streets, and other outdoor open spaces.



*Figure 9: Locate height and shape buildings to minimize shadowing on parks, open spaces and shopping streets*



*Figure 10: Residential building edges that encourage an active 'front yard' outdoor space for residents*



*Figure 11: Commercial building edges that encourage a safe and welcoming experience*



*Figure 12: Residential building edges that encourage a more private 'back yard' outdoor space for residents*



## L2.3 Buildings + Sites

*Livable, Sustainable and Resilient Design: creating homes and spaces for people of all ages, incomes, backgrounds and abilities to thrive*

### L2.3.7 **Health, well-being and social connection.**

Design homes for health, well-being, and social connection by providing access to outdoor spaces, communal spaces, adequate daylighting, ventilation, air filtration, accessibility, and consideration for intergenerational living.

L2.3.8 **Green building.** Ensure green building design that reduces carbon pollution and supports a healthy environment through a) efficient material, water, and energy use, b) the capture, retention and infiltration of rainwater, c) reduced embodied and operating carbon pollution, and d) design strategies such as parking maximums and enhanced bike storage that encourage walking, biking, and transit use.

L2.3.9 **Seismic performance.** Improve city-wide building seismic performance by promoting enhanced seismic design in new buildings and equitably planning for risk reduction, including building replacement and upgrades in existing buildings.

L2.3.10 **Durability and adaptability.** Detail, design, build, and renovate for durability and adaptability of the built environment to address resilience and future needs.

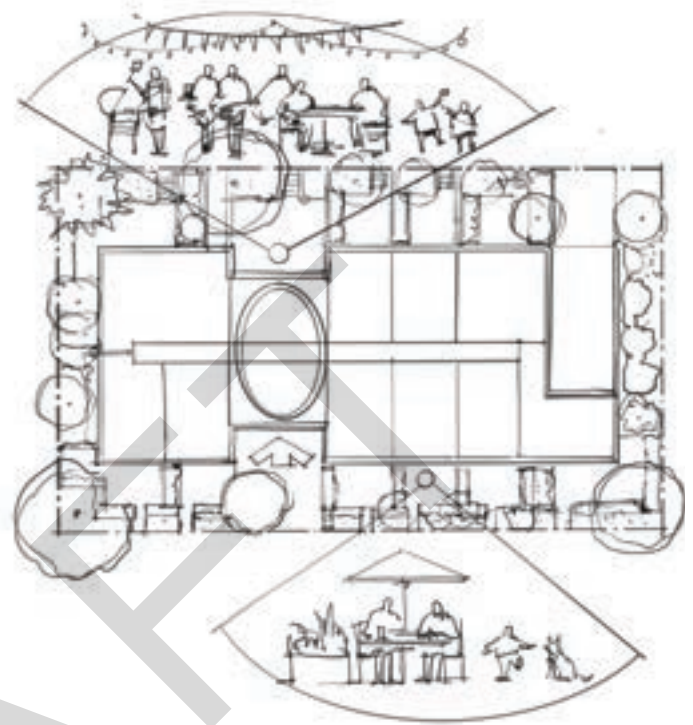


Figure 13: Provide usable outdoor space for apartments

**Table 1. Neighbourhood Design Guidelines**

	<b>Designation</b> Metro Core RGS: Metro-Core Vancouver	<b>Role</b> Reinforce Metro Core's role as the principal centre of business, employment, cultural, and entertainment activity for the city and the region by updating and implementing detailed neighbourhood plans and policies.	<b>Housing</b> Highest density residential: intensification and renewal of purpose-built rental and social housing to preserve affordability
	<b>Designation</b> Municipal Town Centre RGS: High Growth Municipal Town Centre	<b>Role</b> Become a more inclusive, mixed-use centre with significant housing and jobs space.	<b>Housing</b> Higher density residential, encourage social and purpose-built market and below-market rental close to rapid transit
	<b>Designation</b> Transit Areas RGS: Frequent Transit Development Area	<b>Role</b> Reinforce vibrant, mixed-use neighbourhoods providing more opportunities for purpose-built rental and social housing, childcare, community infrastructure, and arts and culture uses, together with public spaces that allow people to connect.	<b>Housing</b> Medium/higher density residential: encourage social, purpose-built and below-market rental close to rapid transit
	<b>Designation</b> Neighbourhood Centre	<b>Role</b> Become a more successful, mixed-use neighbourhood with vibrant local shopping areas, green and leafy streets and a wide range of housing options.	<b>Housing</b> Medium density residential: Encourage purpose-built rental housing and Missing Middle ownership options
	<b>Designation</b> Village	<b>Role</b> Strengthen lower density residential neighbourhoods by adding shops, services and housing choice to provide more complete, inclusive and resilient neighbourhoods.	<b>Housing</b> Medium density residential: Encourage purpose-built rental housing and Missing Middle ownership options
	<b>Designation</b> Multiplexes	<b>Role</b> Strengthen our low density residential areas to enable low density Missing Middle housing across the city, responding to the local character of our neighbourhoods while adding housing choice, local-serving shops and services and opportunities for home-based businesses.	<b>Housing</b> Lower density residential: Encourage purpose-built rental housing and Missing Middle ownership options



Jobs	Built Form	Amenities	Transportation
<p>Significant levels of regional employment: industrial/major employment, major office, hotel, cultural, retail-commercial, large institutional</p> <p>Multiple large grocery stores or equivalent food retail</p>	<p>Low-rise, mid-rise and high-rise multi-unit buildings. In key locations building heights up to 30+ storeys. In other parts of the Metro Core buildings primarily up to 12-20 storeys.</p>	<p>Childcare</p> <p>Public park and playground</p> <p>Zero-waste community hub</p> <p>Regional and city-serving gathering and celebration</p> <p>Regional and city-serving recreation, education, or cultural venues</p> <p>Regional and city-serving green space including the seawall, waterfront parks and Stanley Park</p>	<p>Regional and city-serving transportation hub: transit, major greenways, enhanced walking and biking routes and goods movement</p>
<p>Significant levels of regional employment: industrial/major employment, hotel, major office, retail-commercial</p> <p>Large grocery store or equivalent food retail</p>	<p>Low-rise, mid-rise and high-rise multi-unit buildings generally up to 25+ storeys.</p> <p>Minimum density: 60-200 Jobs + People per hectare</p>	<p>Childcare</p> <p>Public park and playground</p> <p>Zero-waste community hub</p> <p>Large public plaza/ gathering place</p> <p>City-serving recreation, education and cultural facilities</p>	<p>Rapid transit, frequent transit, major greenway connections, enhanced walking and biking routes and goods movement</p>
<p>City and some regional-serving employment: opportunities to add additional employment in the form of minor office, industrial, retail-commercial</p> <p>Large grocery store or equivalent food retail</p>	<p>Low-rise, mid-rise and high-rise multi-unit buildings generally up to 12-18 storeys. 25+ storeys in strategic locations/major project sites.</p> <p>Corridor: 35-80 Jobs + People/hectare</p> <p>Station Area: 60-350 Jobs + People/hectare</p>	<p>Childcare</p> <p>Public park and playground</p> <p>Zero-waste community hub</p> <p>Large public plaza/gathering place</p> <p>City-serving recreation, education and cultural facilities</p>	<p>Rapid transit station, frequent transit, major or city greenway connections, enhanced walking and biking routes</p>
<p>City-serving employment: Minor office, industrial, retail-commercial</p> <p>Small grocery store(s) or equivalent food retail</p>	<p>Low-rise and mid-rise multi-unit buildings generally up to 12 storeys.</p> <p>Minimum residential density: 40-60 People per hectare</p>	<p>Childcare</p> <p>Public park and playground</p> <p>Zero-waste community hub</p> <p>Public plaza/gathering place</p> <p>Community recreation, education and cultural facilities</p>	<p>Frequent transit, major, city or neighbourhood greenways, enhanced walking and biking routes</p>
<p>Neighbourhood-serving employment: Retail-commercial</p> <p>Cafe, convenience food and retail</p> <p>Small grocery</p>	<p>Low-rise multi-unit residential and mixed-use buildings generally up to 6 storeys.</p> <p>Minimum residential density: 40 People per hectare</p>	<p>Childcare</p> <p>Public park and playground within 400m</p> <p>Zero-waste community hub</p>	<p>Frequent transit, major, city or neighbourhood greenways, enhanced walking and biking routes</p>
<p>Neighbourhood-serving employment: Small scale retail-commercial</p> <p>Cafe and convenience food</p>	<p>Primarily ground-oriented residential including single, duplex and multiplex dwellings.</p> <p>Where SRP applies, low-rise, multi-unit buildings generally up to 4 storeys off arterial, and up to 6 storeys on arterial for rental or social housing.</p>	<p>Public park and playground within 800m</p>	<p>Frequent transit, city or neighbourhood greenways, enhanced walking and biking</p>

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# PART 4:

## Policy Areas

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# 1. Housing



Family at home (Source: iStock photo)

# 1. Housing

**Vision: Vancouver has an equitable housing system that prioritizes housing for those who need it most.**

Adequate housing is a fundamental human right. Everyone from low-income residents and newcomers, to seniors, young people and growing families, should have access to housing that is adequate, secure, and affordable. The existing housing system is not meeting the needs of Vancouver's current or growing population. It will require partnerships from all levels of government, community and the private sector to address needs and improve our housing system.

We are taking an equity-based approach to advance policies that prioritize housing for those who need it most. This includes more secure affordable housing options near transit, green spaces, schools and childcare, and off busy streets. It also includes buildings with support services, and that help foster cultural connections and community. We are also focusing on more family appropriate and Missing Middle options, including ownership, so families can choose to stay in the city.

Secure housing options affordable to low- and moderate-income households are concentrated in a few areas of the city, while many other neighbourhoods—our lower density residential areas

—have very limited affordable housing options. To address this, we will enable new rental and social housing in all neighbourhoods, while preserving affordability in areas with existing rental and social housing (see Figure 1). This will result in more inclusive and affordable neighbourhoods across the city.

## Connection to Existing Policies



The ***Housing Vancouver Strategy*** (2017) is a 10-year Council-approved comprehensive housing strategy that includes key policies and actions, along with 10-year housing targets. The Vancouver Plan plays an important role advancing the implementation of this strategy through **city-wide** land-use policies and planning.

Figure 1: Map of housing opportunities through the Vancouver Plan

An **equitable housing system** incorporates values of inclusion and diversity. It ensures secure and safe housing and mitigates displacement while recognizing the need for growth, meets the needs of, and creates a sense of belonging for newcomers and existing residents

**Protect and renew existing affordable housing**

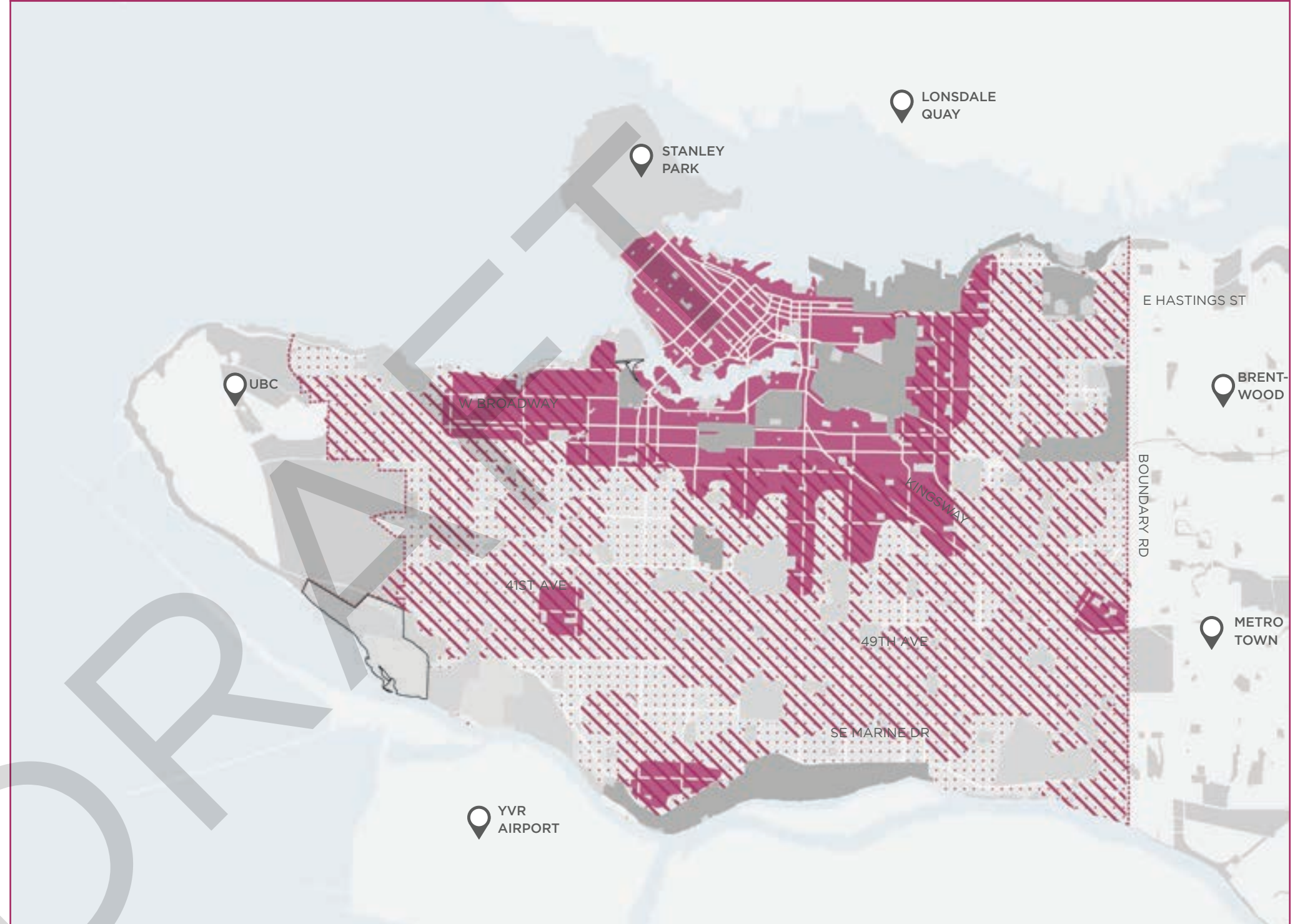
- Protect and renew existing affordable housing by promoting reinvestment and intensification of rental and social housing that is in need of renewal, minimizing displacement and ensuring residents are able to remain in their neighbourhoods when planning for growth.

**Create new housing opportunities for low and moderate-income households across the city through:**

- Areas to expand diverse housing options:** For areas near transit and shopping areas expand housing options with an emphasis placed on new purpose-built rental and social housing off main streets and near transit, green spaces, schools, and other amenities and services.
- Areas to enable Missing Middle housing:** These are low-density areas that are further away from transit and shopping areas. Over time, they will be intensified with ground-oriented Missing Middle ownership and purpose-built rental housing, including townhomes, multi-plexes and other low-rise forms.

- Protect + Renew Existing Affordable Housing
- Areas to Expand Diverse Housing Options
- Areas to Enable Missing Middle Housing

- First Nations Reserves
- Employment Areas
- Parks and open space
- Adjacent parks
- City boundary





## Direction 1.1: Housing Need

### Plan for and accommodate existing and future housing need



Family at home (Source: iStock photo)

The City and region have experienced a decoupling of incomes and housing costs, with low- and moderate-income people most impacted. Vancouver has persistent homelessness, with over 2,000 people without a home in 2020 and many more living in unsafe or inadequate conditions. With a growing population, limited increases in income, and not enough housing created in recent decades, we need to plan for and accommodate housing needs.

#### Policies

1.1.1



Update the Housing Vancouver Strategy every five years so that it:

- a) Meets the provincially-mandated Housing Needs Assessment requirements
- b) Identifies housing targets to help meet existing and future housing need
- c) Explores demographic-based housing strategies to meet diverse housing needs
- d) Identifies equity-based geographic housing metrics to measure progress
- e) Identifies short- and long-term strategic housing priorities; and
- f) Identifies implementation actions to address strategic priorities, along with timelines and ongoing monitoring and evaluation.

1.1.2



Work with other municipalities in the region and Metro Vancouver to promote affordable and diverse housing types to meet regional housing needs.

1.1.3



Strengthen partnerships provincially and nationally to support delivery of funding and programs to meet existing and future housing need.

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience

## Direction 1.2: Geographic Equity

Ensure opportunities for inclusion of low and moderate-income households and diversify the housing stock across all residential areas



Purpose-built market rental building 1915 Stainsbury (Source: Martin Espina)

Housing suitable for low- and moderate-income households is not equitably distributed across the city as most of the city is zoned for low density housing that is not affordable to most households. Adding more housing diversity in these low density areas will mean more people of all incomes, ages and family types will have access to housing throughout the city, contributing to more inclusive, vibrant and healthy neighbourhoods.

### Policies





- 1.2.1  Adopt supportive land use policies and zoning to enable more diverse housing of all tenures across every residential neighbourhood.
- 1.2.2  Enable social and purpose-built rental housing off major streets and near transit, green spaces, schools, and other amenities and services.
- 1.2.3  Enable more Missing Middle housing options in low-density neighbourhoods, including single-lot and multi-lot redevelopments.
- 1.2.4  Improve multi-family housing options to better meet the diverse needs of households, including for families with children, intergenerational households, persons with disabilities and seniors, through improved building design and forms.

Figure 2: Building types that allow for different tenures of housing in different neighbourhoods



Ownership Housing

Market Rental Housing

Social + Supportive Housing

## Direction 1.3: Address Homelessness





### Address homelessness by ensuring every person has access to permanent secure housing with a range of diverse supports



Person in the Downtown Eastside (Source: Lani Brunn)

Homelessness in Vancouver has increased over time. The causes of homelessness are complex, and the solutions need to take a holistic approach. Indigenous Peoples are over-represented among people experiencing homelessness, making up 39% of the total Homeless Count in 2020, and only 2% of the general population. Government and community interventions are needed to ensure adequate policy and resources are in place to address homelessness.

#### Policies

- 1.3.1  Work with urban Indigenous organizations to prioritize services, supports and affordable housing options for Indigenous Peoples experiencing homelessness and at risk of homelessness.
- 1.3.2   
  
 Work with Indigenous partners, non-profit providers, Provincial and Federal governments and health authorities to provide a diverse range of housing options, emergency services and supports to people experiencing and at risk of homelessness.

***Indigenous homelessness** is not defined as lacking a structure of habitation; rather, it is more fully described and understood through a composite lens of Indigenous worldviews. Source: Thistle, J. (2017.) *Indigenous Definition of Homelessness in Canada*. Toronto: Canadian Observatory on Homelessness Press.*

## Direction 1.4: Community Housing






### Significantly increase the supply of social and supportive housing and support the growth of the community housing sector



MVHC Heather Place Social Housing Building (Source: City of Vancouver)

The community housing sector is made up of non-profit housing providers that own, develop, or manage social, co-op or supportive housing. They provide affordable, stable homes for households earning low- and moderate-incomes, and can serve specific needs. With rising rental prices, social housing has become increasingly important yet this housing makes up less than 10% of Vancouver's overall housing stock.

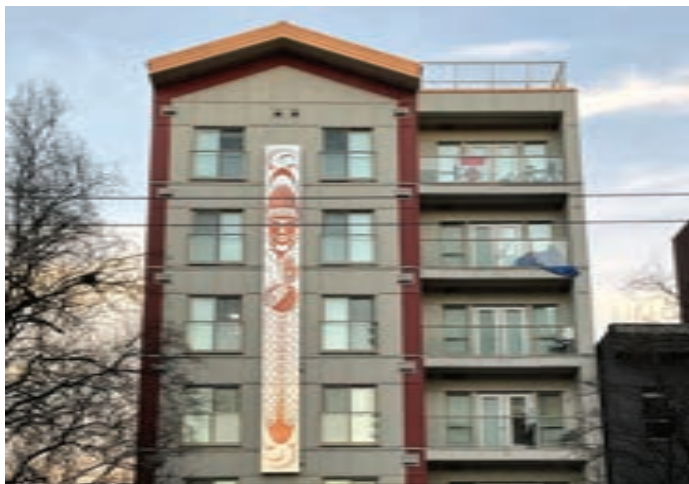
#### Policies

- 1.4.1  Increase the supply of new social and supportive housing through supportive land use policy and zoning, financial incentives and streamlined approval processes.
- 1.4.2  Create stronger partnerships between the City and community housing sector and support the sector in capacity building.
- 1.4.3  Work with Provincial and Federal government partners to increase funding for social housing developments and for individuals on rental and income assistance programs.
- 1.4.4   
 Work with the Provincial and Federal government to accelerate the pace of replacement of Single Room Occupancy (SRO) hotels with self-contained social housing.



## Direction 1.5: Indigenous Housing



### Work with Indigenous partners to support Indigenous housing models and wellness



Lu'ma Native Housing Society Social Housing (Source: City of Vancouver)

An equitable housing system is foundational to the ongoing and evolving commitment towards a City of Reconciliation. We will further support housing options that foster Indigenous healing and wellness, including adequate space for children and extended families, space to accommodate cultural and ceremonial practices, accessibility for those with mobility restrictions and Elders, on-site childcare, and social programs for tenants.

#### Policies

- 1.5.1  Expedite Indigenous-led housing and wellness projects by allowing flexibility in City plans and policies, approval processes and regulations.
- 1.5.2  Support Indigenous-led housing and wellness projects through city-led programs, and enable new Indigenous-owned housing.

#### Case Study: 1766 Frances St.



Renderings of 1766 Francis (Source: GBL Architects and Brick Visual)

In 2017, the apartment building at 1766 Frances Street owned by Vancouver Native Housing Society was damaged by fire. The Society is redeveloping the site with a vision to support environmental and social sustainability through affordable, accessible and high-performance housing, serving Indigenous individuals and families. The building will feature energy-efficient Passive House construction, a basket weave design inspired by Coast Salish traditional practices, and offer 81 homes ranging in size from studios to 4-bedrooms.

A purpose-built space for Indigenous-focused before and after school childcare programming will be included on the ground floor. The proposal also includes a sweat lodge, outdoor play area, and raised planter beds for growing traditional plants and medicines. The building's architecture, design and landscaping will incorporate Indigenous art, native plants and other culturally significant elements. This building was financially supported by the City of Vancouver, and BC Housing is the primary funder of the project through the Provincial Indigenous Housing Fund (IHF).

## Direction 1.6: Rental Housing




### Become a city for renters that provides more secure rental housing options, and mitigates displacement



Family at home (Source: iStock photo)

Vancouver is and has historically been a city of renters. Rental housing is important to meet the needs of a diverse population, is vital to a healthy economy, and allows moderate-income households to stay in the city. There is a significant shortage of rental housing in Vancouver. With most purpose-built rental constructed in the 1950s and 60s, much of today's affordable rental housing is in high demand and in need of renewal.

#### Policies

- 1.6.1  Increase the supply of new purpose-built market and below market rental housing through supportive land use policy and zoning, financial incentives and streamlined approval processes.
- 1.6.2  Minimize displacement of renters, ensuring residents are able to remain in their neighbourhoods when planning for growth.
- 1.6.3  Promote reinvestment and renewal of existing rental housing stock without displacement through City policies and partnerships with Provincial and Federal governments.

## Direction 1.7 Speculation




### Continue to address speculation and take steps to promote equitable treatment of renters and homeowners



Multi-family timber frame construction, Cambie Street (Source: Aaron Lao)

In recent years, the City and Province have taken steps to address speculation, including North America's first Empty Homes Tax and the City's Short-Term Rental regulations. Yet, rising ownership prices are increasing the divide between who can own their home and who cannot. This divide is worsened by senior government tax and financial policies that privilege ownership over renting.

#### Policies

- 1.7.1  Ensure new and existing housing serves people who currently live and work or intend to live and work in Vancouver.
- 1.7.2  Use City regulations and financial tools to increase certainty in land use policy and rezoning processes, discourage speculation, and reduce upward pressure on land prices.
- 1.7.3  Work with Federal and Provincial partners to understand and advocate for new measures to balance tax and other financial treatment of owners and renters.

*Housing and land prices continue to rise, in part due to speculation, but also due to the growing demand for homes and historically low mortgage rates. With these upward pressures on home prices, we need to continue to address speculation while enabling significant new supply to meet demand.*

## 2. Economy





*Commercial Street Cafe independent neighbourhood coffee shop (Source: City of Vancouver)*

## 2. Economy

**Vision: Vancouver has an economy that works for all, providing space for economic opportunities and support for local workers, employers and entrepreneurs.**

Vancouver is a globally recognized hub for many sectors including tech, film/television, climate solutions, life sciences, tourism, and arts and culture. We are also home to Canada's largest port, have two of the Province's largest business districts, and support a robust retail sector with well-loved shopping streets. All of these components contribute to a diverse and resilient economy.

At the same time, many small businesses, artists and non-profit organizations (NPOs) struggle to find affordable or suitable space, and costs continue to climb. To address this, we will protect the job spaces we currently have, intensify industrial lands, permit more flexible work spaces, and plan for new job spaces to support a growing city. We are looking beyond our already busy main streets to create more opportunities for shops, services and employment within neighbourhoods.

Businesses are struggling to hire and retain workers due to a lack of affordable housing and childcare. We need to support workers and innovation

industries (e.g., those related to the circular economy), while adding more living-wage jobs that are accessible, inclusive and easy to get to by walking, biking, rolling or transit.

### Connection to Existing Policies



The *Employment Lands and Economy Review* (ELER) (2020) was a comprehensive research and engagement process designed to inform the foundations of both the Vancouver Plan process and the Broadway Plan. It involved a review of key economic issues and challenges in the city and forecasts of anticipated employment space demand to 2051.

The scoping for a new economic strategy for Vancouver will start in 2022, led by the Vancouver Economic Commission in liaison with the City of Vancouver.

**Areas for Intensification**

Intensify employment and commercial activity in these areas:

- Business Districts:** These areas are important locations for future job growth in office based sectors such as technology, as well as employment in tourism, entertainment, retail and service businesses.
- Industrial/Employment:** Vancouver’s limited industrial areas are primarily intended for production, distribution and repair activities with opportunities for office based employment on upper floors in areas well served by transit. Residential uses are not permitted on these lands.
- Campus Institutional:** Campus institutions in the health care and education sectors are concentrated in large hospital and college campuses and dispersed smaller facilities. Residential uses are not permitted on these lands, outside of dormitory style rooms.

**Areas for Expansion and Enhancement**

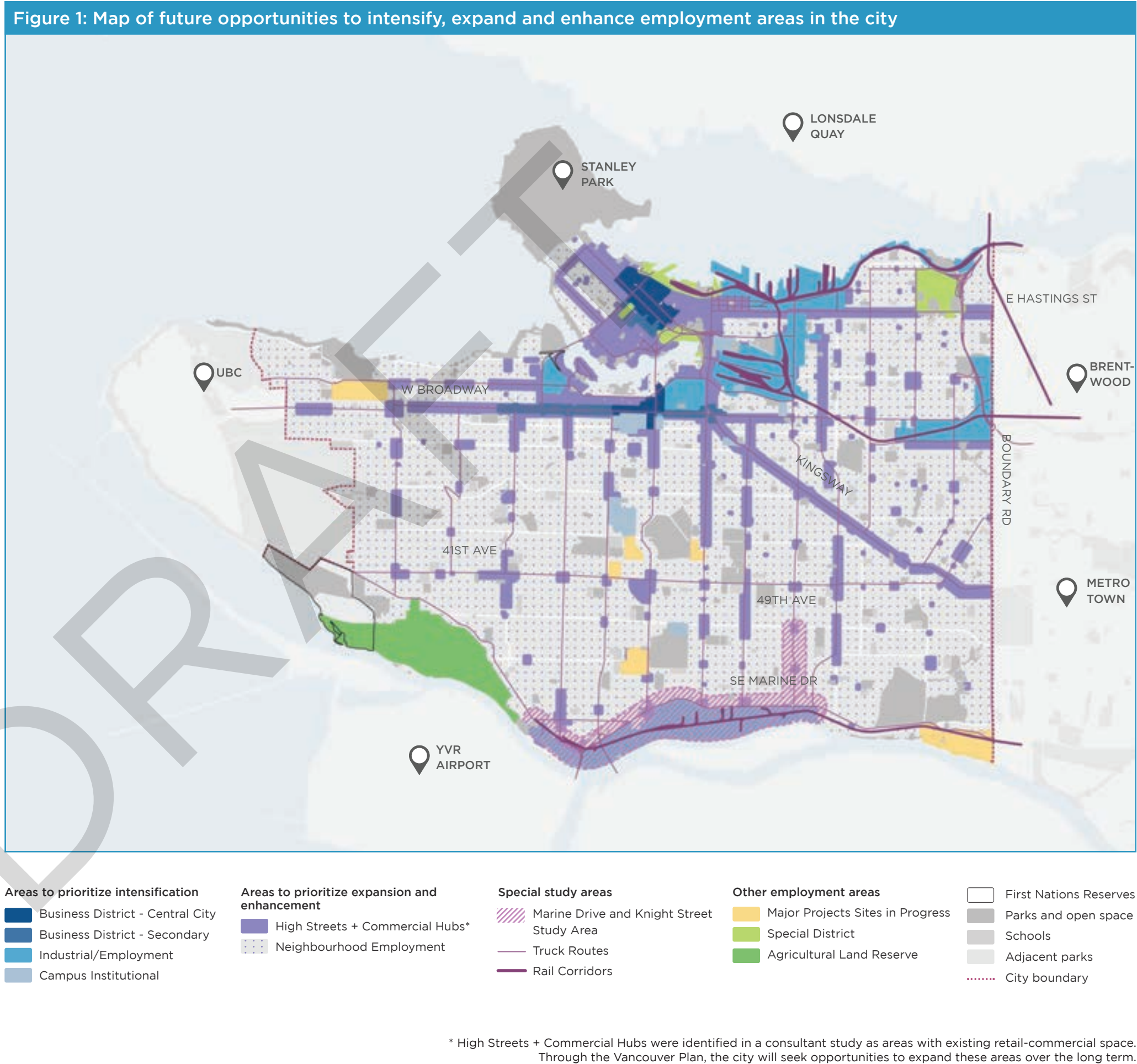
Expand and enhance employment and commercial activity in these areas:

- High Streets + Commercial Hubs:** Mainly mixed use with street-level shops and residential or office above. Many of these areas serve important social, cultural and economic functions and will be expanded and enhanced in the future. Planning for these areas often requires balancing the need for goods movement with need for walking, bike, transit service and public space.
- Neighbourhood Employment:** Neighbourhood Employment Areas are mainly home to retail, personal service and related sectors that serve customers on-site. These businesses locate amid residential neighbourhoods, they generally need ground-floor space, preferably on corners. Home-based businesses are also found in these areas.

**Special Study Areas**

- Marine Drive and Knight Street:** These arterials border the South Vancouver Industrial Area and are strategically located to take advantage of road, airport, transit, water and rail access, providing close connections to customers, suppliers and employees. Future work will explore modernizing and expanding industrial uses (e.g., up Knight Street) in these areas, and determining an appropriate mix of uses for their surrounding areas.

- Truck Routes and Rail Corridors:** Manage and improve goods movement and rail traffic in cooperation with regional and gateway partners. Seek protection for rail corridors and work with the Port of Vancouver, rail operators and other partners to advance grade-separation, assess long-term passenger rail and freight rail infrastructure needs, and explore railyard reconfiguration to improve the efficiency, capacity and reliability for freight movements, while also mitigating impacts on the community.

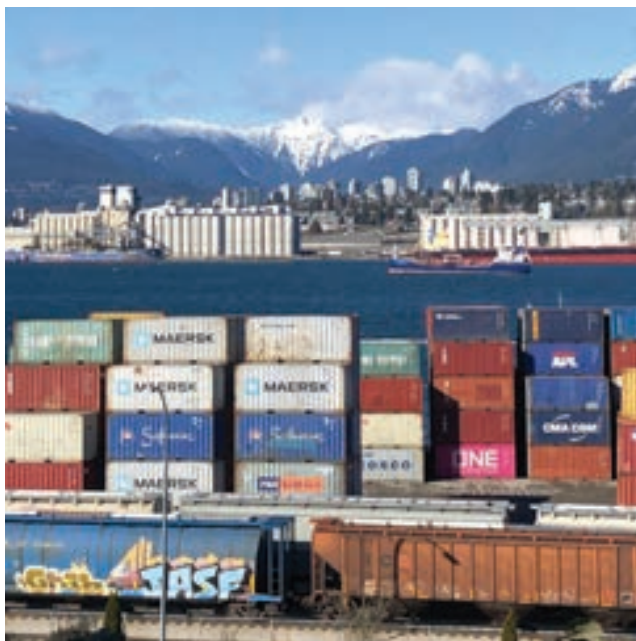




# Economy | Directions and Policies

## Direction 2.1: Regional Core

Help Vancouver continue to thrive as the regional job centre by building on our economic strengths and welcoming value-aligned investment, workers and employers



Port of Vancouver (Source: City of Vancouver)

One third of all jobs in the region are located in Vancouver. The city is projected to maintain this share in the coming decades. Vancouver will continue to thrive in its role as the regional centre for jobs and investment by continuing to promote modernization, adoption of smart technologies, generational health and cultural exchange. We will maintain a locally-focused, globally-connected open market that elevates our region by leveraging Vancouver's competitive advantage.

### Policies

- 2.1.1  Encourage diversity of jobs and sectors along the livelihoods continuum to create economic resilience. Protect the local economy from sector-specific disruptions and market shocks by pursuing investments, advocacy and partnerships that continue to attract and retain a diversity of economic sectors to match Vancouver's diverse population.
- 2.1.2  Support Vancouver's key industry partners and opportunities for innovation with a focus on film and creative industries, tech, life sciences, tourism, climate solutions, and transportation. Facilitate opportunities for meaningful Indigenous tourism and business creation as well as supporting equity-denied business owners.
- 2.1.3  Facilitate and co-create opportunities for Indigenous frameworks, worldviews, and inform economic policy and planning from a decolonizing lens.
- 2.1.4  Advocate to senior government for legislative or policy reforms to reduce the property tax burden on tenants occupying space in underdeveloped commercial properties. This could include a new split assessment model for property taxation (i.e., the 'commercial sub-class' proposal recommended in 2019 by the Intergovernmental Working Group), or a similar solution that would allow municipalities to apply a lower tax rate on unused development potential.
- 2.1.5  Support the Vancouver Fraser Port Authority Land Use Plan to aid industrial goods movement and viability of logistical lands and infrastructure.
- 2.1.6  Work with partners to realize the potential of the Central Waterfront District as a transportation hub, tourism and hotel node, and employment area.
- 2.1.7  Develop long-term rail corridor strategies to protect and improve regional rail networks. Work with regional partners to connect the Cascadia region through High Speed Rail, with a terminus station that has convenient access to Vancouver's city centre, and explore expansion of float plane services to provide more interregional connections.

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience



## Direction 2.2: Industrial/Employment Areas and Business Districts





### Protect and expand industrial/employment areas, business districts, and campus institutions and the diversity of jobs and activities they support



Great Northern Way Employment Area (Source: City of Vancouver)

Half of the jobs in the city occur in industrial/employment areas, business districts and campus institutions. Industrial/employment areas provide space for production, distribution and repair activities that are critical to the health and resilience of city's economy and cannot take place anywhere else. Business districts and campus institutions serve as key locations for diverse employment in offices, institutions and hotels. We will ensure the diversity of employment in Vancouver by protecting space for a variety of local-serving industrial uses that face pressures from encroachment of incompatible uses. We will seek opportunities to enhance and intensify the city's business districts.

#### Policies

- 2.2.1  Protect and intensify industrial / employment areas to provide spaces for production, distribution and repair activities that cannot take place elsewhere.
- 2.2.2 Ensure that transportation planning considers and supports the needs of industrial goods movement.
- 2.2.3  Modernize and increase flexibility of permitted uses in industrial areas and ensure no loss of industrial development capacity within the city.
- 2.2.4  Ensure that any intensification or development of industrial lands proposed within or near environmentally sensitive areas responds appropriately to support the City's overall ecological vision (e.g., Fraser River Floodplain, False Creek Flats).
- 2.2.5 Remove regulatory barriers and ensure employment space for arts and culture as well as industrial education and training in industrial areas.
- 2.2.6  Ensure capacity for growth in office space and hotels in Business Districts such as Downtown and Central Broadway and support them with services and amenities such as childcare, daily needs such as groceries, dining options and an improved public realm.
- 2.2.7 Identify opportunities to locate small-scale office uses to meet projected capacity needs (e.g., at rapid transit stations and major intersections).
- 2.2.8 Support the intensification of campus institutions in the health care and education sectors.

## Direction 2.3: Affordable Spaces










### Support and create affordable economic spaces to address displacement and foster entrepreneurship



*Displaced business - Pronto coffee (Source: Graeme Jones)*

Small independent businesses as well as the NPO and arts and culture sectors risk displacement due to redevelopment, rising rents, insecure tenures and competition for space. Equity-denied business owners are particularly affected. We will support the creation of affordable and diverse economic spaces.

#### Policies

- 2.3.1 Increase the supply of suitable and well-located work spaces through intensification of employment lands and business districts.
- 2.3.2   Balance space needs of local businesses with the needs of other economic sectors and companies of different sizes, particularly IBPOC-owned businesses that provide local job opportunities and access to local goods and services.
- 2.3.3  Explore new strategies for co-location, flexible work space arrangements and alternate ownership models to increase the viability of commercial areas and address displacement of small businesses, city-serving industrial, arts and cultural uses, community-serving spaces and NPOs.
- 2.3.4   Ensure space for NPOs, social enterprises, and social service providers.
- 2.3.5   Enable development of affordable business centres and co-working spaces to accommodate the growing number of consultants, freelancers, start-ups, remote workers, etc. in the marketplace.
- 2.3.6 Explore regulatory changes to lower costs when reusing older buildings and expand opportunities to support temporary use for arts and culture, NPOs, social enterprises, food system businesses and IBPOC owned small businesses.
- 2.3.7   Explore methods and expand planning tools, policies and incentives to mitigate development impacts (e.g., relocation planning assistance) on existing commercial tenants, particularly for Indigenous and equity-denied groups.

## Direction 2.4: Local-Serving and Small Businesses

**Encourage a diverse and accessible mix of local-serving and small businesses and jobs in every neighbourhood that enable communities and culture to thrive**



Chinatown shopping street (Source: City of Vancouver)

Vancouver's local shopping areas serve as anchors for the city's neighbourhoods, offering a variety of shops and services for residents, supporting local-serving and small businesses. We recognize the unique importance of neighbourhood shopping streets such as Main Street or Commercial Drive for their appealing village-like character, diverse shops and cultural expression. We will support these vibrant neighbourhood destinations with new housing close to shopping streets, amenities, and improved business supports.

### Policies

- 2.4.1  Expand or connect existing retail-commercial districts and create new commercial areas in under-served neighbourhoods to improve the diversity and amount of small-scale neighbourhood retail-commercial space, to meet the needs of a growing population.
- 2.4.2 Ensure the residential density needed to support local-serving retail, particularly close to shopping streets, to increase the local customer base, support commercial area success and reduce development pressure on existing high streets.
- 2.4.3   Support retention, re-activation and re-invention of local-serving stores for providing goods, services and valued community spaces by supporting with more housing options, welcoming and safe public space elements, and other amenities such as childcare.
- 2.4.4   Foster commercial district management and indicator tracking. Explore variations to the Business Improvement Areas (BIA) model, especially for Indigenous and equity-denied small business owners and cultural communities, to develop and implement business recruitment and retention plans and optimize business mix.
- 2.4.5  Assist local-serving businesses and organizations to fill vacancies quickly and occupy vacant storefronts, while continuing to streamline permit approval and other regulatory processes.
- 2.4.6  Explore opportunities to add compatible industrial uses such as artist studios or maker spaces to neighbourhoods to provide a greater diversity of uses and support the circular economy.



## Direction 2.5 Removing Barriers


### Create a supportive business environment by updating City regulations to remove barriers and improve access to City services for everyone



Federal Store Quebec at East 10th Avenue (Source: Farhan Hussain)

The City has a complex system of policies and regulations for land use and business operations approvals, which can be onerous, time consuming and costly to navigate. We will make Vancouver more business-friendly and support small to large businesses, NPOs, arts and culture and businesses owned or operated by people from equity-denied communities. We will foster entrepreneurship and innovation by reducing barriers, updating and modernizing City policies and regulations, streamlining approval processes and providing easy, timely and accessible City services.

#### Policies

- 2.5.1  Improve the efficiency, speed, accessibility and transparency of development applications and business permitting processes to support local businesses. Improve communication and translate materials where appropriate to support applicants from Indigenous and equity-denied communities.
- 2.5.2  Provide greater opportunities for home-based businesses in residential areas by amending zoning and licensing regulations, similar to those of surrounding municipalities.
- 2.5.3  Review elements of City land use bylaws and policies that create impediments to the right to earn an income as a foundation for vending and survival work rights.
- 2.5.4 Modernize land use policy and building regulations to facilitate emerging business models. Increase flexibility to accelerate application approvals.
- 2.5.5 Improve the City's small business support functions through tools such as online resources, one-on-one assistance, an overall business liaison and relocation support.
- 2.5.6   
  
 Provide a dedicated "one-stop shop" for NPO-led, Indigenous and equity-denied licensing and development applications, which recognizes the differing types and levels of support that NPOs, Indigenous communities and equity-denied groups may need.

## Direction 2.6: Shared Prosperity

### Advance accessible and equitable economic opportunities for Vancouver's diverse residents - prioritizing people most often excluded



Creative office space (Source: iStock photo)

Vancouver residents and workers struggle with unaffordability and inequality. In 2016, 20% of Vancouver residents lived below the poverty line. To advance accessible and equitable economic opportunities, we need to enable access to services and spaces to meet people's needs for healthy, happy, fulfilled lives, while respecting the planet's ecological boundaries. We will prioritize innovation, cultural vibrancy, entrepreneurship, and fair working conditions, especially for equity-denied communities.

#### Policies

- 2.6.1  Ensure a wide variety of markets in the city to serve diverse types of vendors, customers and residents across the livelihood continuum (e.g. large central, neighbourhood-based, informal vending, formal street vendors, and food markets).
- 2.6.2  Advance work to define and identify Special Market Areas (e.g., Punjabi Market) and their connection to ethno-cultural community areas. Develop programs to recognize and secure their economic, social and cultural importance as they serve and attract a city-wide, regional and/or ethnic customer base and do not rely on local residents alone.
- 2.6.3  Create policies, programs and partnerships that acknowledge and enable the informal economy and jobs along the livelihoods spectrum, with emphasis on low-barrier employment.
- 2.6.4  Continue to implement the Downtown Eastside Community Economic Development strategy and expand Community Economic Development across the city.

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## 3. Climate



Downtown Skyline during summer wildfires (Source: Lloyd Lee)

## 3. Climate

**Vision: Vancouver produces zero greenhouse gas emissions, while improving our resilience to the changing climate, capturing carbon and promoting sustainable consumption.**

Our planet is warming and its climate is changing. In Vancouver, we are already seeing increasing air pollution from forest fires, deadlier heat waves, and destructive flooding. Burning natural gas in our buildings and gasoline and diesel in our vehicles combined with the materials we use in our buildings and the food and products we consume, all produce greenhouse gases (GHGs) that contribute to this crisis.

While every person is impacted by climate change, these impacts are not experienced equally. Individuals and groups with pre-existing health conditions, or those facing diverse systemic barriers face disproportionate impacts.

The neighbourhoods in Vancouver where people walk/roll to their daily needs are healthier, more affordable, decrease dependence on driving, enable the use of low carbon energy supply and have a lower GHG footprint per person. However, the majority of communities in Vancouver currently do not have access to these benefits.

On a global scale, Vancouver's fossil fuel use is small, but like every jurisdiction in the world, we have an obligation to stop contributing to the problem. Every fraction of a degree of warming that can be avoided

will minimize the future impacts on humans and the systems that support us. The changes required will lead to healthier, safer more resilient and better cities.

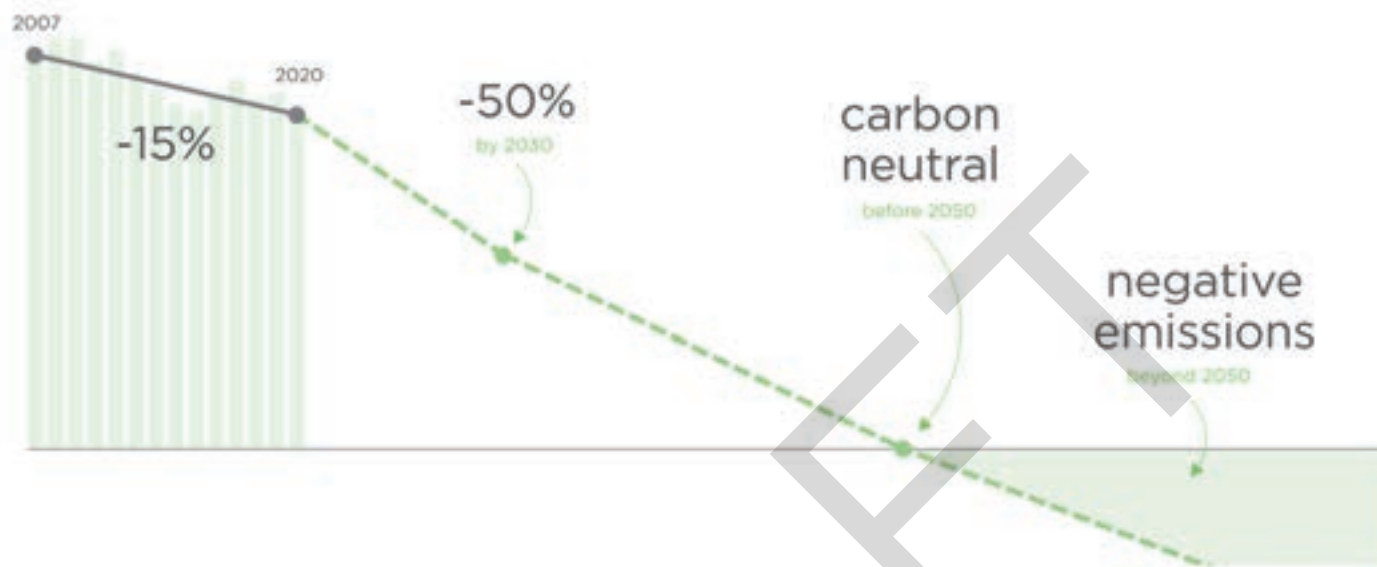
To meet these obligations, systematic changes to the city are underway but we need to accelerate this work to be successful.

### Connection to Existing Policies



Vancouver has developed many policies to address climate change, including the ***Greenest City Action Plan*** (2011), ***Renewable Energy Strategy*** (2015), ***Climate Change Adaptation Strategy*** (updated 2018), and the ***Climate Emergency Action Plan*** (2020). The ***Zero Waste 2040 Strategy*** (2018) supports Vancouver to become a zero waste- and lower consuming-community by 2040. All of these provide important detail, complementary to the Vancouver Plan Climate directions.

Figure 1: Vancouver's carbon pollution - trends and future targets



City-compiled emissions inventory prepared per the Global Protocol for Cities (GPC) Basic protocol

57% of greenhouse gas emissions come from burning natural gas used for heating and hot water in buildings, and 37% of emissions come from burning fuel used in our vehicles<sup>1</sup>. Emissions across the city have declined by 15% since 2007<sup>2</sup>. However, we need to do much more to protect our climate. In alignment with the findings from the Intergovernmental Panel on Climate Change<sup>3</sup> (IPCC), emissions must be halved by 2030, zero before 2050, and “negative” after 2050 (i.e., we must remove our historic carbon emissions from the atmosphere).

<sup>1</sup> Vancouver Climate Emergency Action Plan Annual Report, 2021

<sup>2</sup> Ibid

<sup>3</sup> United Nations Intergovernmental Panel on Climate Change Assessment report



# Climate | Directions and Policies

## Direction 3.1: Eliminate Carbon Pollution

### Advance and accelerate actions to eliminate carbon pollution



*We only have one planet (Source: Lloyd Lee)*

Vancouver's physical form affects how individuals can take action on climate change. Neighbourhoods that are complete, where people live close to daily needs and where walking, biking and transit are convenient, help reduce vehicle dependence, which in turn lowers our fossil fuel consumption. Advancing zero-emissions buildings and low carbon building construction also play a key role in reducing our carbon pollution.

#### Policies

- 3.1.1 Advance the goals and actions of the *Climate Emergency Action Plan* beyond 2030, specifically Big Move 1 – Complete Communities and Big Move 2 – Active Transportation. (See Complete Neighbourhoods section and Transportation section for additional details).
- 3.1.2 Advance area planning to enable and encourage low carbon footprints for residents through denser housing forms. Balance this with consideration for low carbon construction materials, like sustainably sourced wood framing or mass timber.

#### False Creek Neighbourhood Energy Utility

*False Creek Neighbourhood Energy Utility (Source: City of Vancouver)*



*The City owns and operates the False Creek Neighbourhood Energy Utility (NEU), which extracts heat from our sewage system and delivers low carbon building heating and hot water to neighbourhoods in the False Creek area. The NEU is supporting the City's work on the Climate Emergency Action Plan – Big Move #4 – Zero Emissions Space and Water Heating.*

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience

## Direction 3.2: Encourage Zero-Waste



### Advance zero-waste practices that support sustainable consumption



Demolition site (Source: Aaron Lao)

Neighbourhoods that offer opportunities to share, repair, reuse, and recycle goods and resources can connect people through zero waste initiatives, inspiring greater community involvement, partnerships, innovation and sharing of materials. Through land use, we will support the goals of the *Zero Waste 2040 Strategy* and *Climate Emergency Action Plan*, and shift to a culture of sustainable consumption.

#### Policies





- 3.2.1  Promote flexible building use/reuse and reduce the need for demolition.
- 3.2.2  Identify space on both public and private property to enable a system of neighbourhood and city-scale materials management to support a circular economy, zero waste initiatives and local job production.

## Direction 3.3: Climate Change Adaptation

### Accelerate actions to build climate resilience

While we work to reduce our emissions, we also need to adapt to changes we are already experiencing - including drought, flooding, sea level rise, extreme heat events and poor air quality from wildfires. Climate change will continue to disproportionately impact equity-denied groups, until there is adequate planning and investment to create resilience.

#### Policies

- 3.3.1  Advance natural climate solutions that buffer impacts of climate change, sequester carbon (capture, secure and store carbon from the atmosphere) and improve biodiversity.
- 3.3.2  Collaborate with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations to explore innovative ways to mitigate and adapt to a changing climate.
- 3.3.3  Focus on people and communities disproportionately impacted by climate change and environmental degradation in area-based planning so as not to add cumulative impacts but instead remove them.
- 3.3.4  Consider the health impacts of a changing climate in the development and renewal of the built environment; new development should respond to, and help mitigate air pollution, extreme heat, and flooding, particularly in areas with higher hazard risk.

*By 2050 sea levels near Vancouver are expected to rise by 0.5 metres. In the fall of 2021 severe flooding impacted almost every city in Metro Vancouver.*

*The **Sea2City Design Challenge** will create a framework and vision to guide urban development and ecological revitalization in the False Creek floodplain, a highly valued and constrained urban waterway in the heart of the city.*

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## 4. Ecology



Downtown Vancouver against the backdrop of the North Shore Mountains (Source: Alex Samzavodou)

## 4. Ecology

**Vision: Vancouver has reshaped its relationship to nature and restored its ecological health to the benefit and resilience of all.**

Vancouver is framed by the shores of the Salish Sea, the delta of the Fraser River, and the expansive forests of the North Shore Mountains. Its location has enriched the health and quality of life for residents and supported the region's rich biodiversity for thousands of years. However, not all residents of Vancouver can access these places, and natural areas within the city itself are limited.

Through colonization and development over time, almost all of Vancouver's original natural landscape has been destroyed. Many coastal wetlands and tidal marshes were infilled and only nine kilometres of Vancouver's estimated 105 km of streams remain today. Massive old growth forests were cleared, and wildlife species have disappeared as a result of the loss of habitat. Once rich with forests, streams, meadows and wetlands, Vancouver's ecosystems have been disrupted due to minimal environmental regulation. Today, Vancouver hosts over 240 parks city-wide, however most are designed for specific uses with little room dedicated for ecosystems and nature.

Development and intensive human-based activities continue to erode the ability of ecosystems to sustain the city and support its communities. We are now at a critical point to correct this trajectory. We will plan in a way that respects nature, makes space for ecosystems to thrive, and protects the land and waters for all to access and enjoy, including future generations.

### Connection to Existing Policies



A number of policy documents support Vancouver's ecological health, these include: the **Biodiversity Strategy** (2016), the **Urban Forest Strategy** (updated 2018), the **Rain City Strategy** (2019), the **Climate Emergency Action Plan** (2020) and **VanPlay: Parks and Recreation Services Masterplan** (2020). The Vancouver Plan plays an important role advancing this work, by integrating ecology into city-wide land use policies and planning.



Figure 1: 100-Year ecological vision

Restoring Vancouver's ecosystem will require multiple tools to re-establish nature throughout the city, improving the environment around us, increasing our resilience to climate change, supporting the restoration of Indigenous cultural practices, and providing more equitable access to nature for everyone.

The key elements of Vancouver's ecological vision are:

- Existing Parks:** Open space for active and passive recreation with some level of habitat mainly for insects, birds, pollinators and small mammals.
- Biodiversity Hotspots:** Natural areas in parks, public or private lands that support a diverse, noteworthy and native community of animal and plant species.
- Existing Streams:** Natural streams and creeks formed thousands of years ago, which are still maintained today, and function as natural stormwater drainage outflows, wildlife habitat and fish spawning grounds.
- Watersheds:** Distinct hydrologically-defined geographic areas where all waterways (such as creeks and streams) and overland flowing rainwater drain to a common receiving water body. Watershed based planning helps to ensure a focus on ecosystems.
- Potential Ecological Corridors:** Linear, naturally managed areas that act as passages between key natural features, and follow natural drainage patterns. Enable movement of water, wildlife and dispersal of plants, and aid seasonal migration, reproduction, feeding and adaptation to environmental change.
- Potential Ecologically Sensitive Zones:** Public or private lands that act as a buffer to natural areas and their development is subject to policies that limit impacts to surrounding natural areas.
- Blue Green Network:** Park-like streets that manage water and provide ecosystem services.



Ecological Vision

- Potential ecological corridors/Sensitive "Zones"
- Potential restored waterways
- Potential blue green network

Existing condition

- Existing parks and open space
- Existing biodiversity hotspots, sensitive ecological inventory and naturally managed area
- Agricultural Land Reserve
- Existing Streams
- Watersheds - Overland flow receiving body

Special study areas

- Fraser River Special Study Area

- First Nations Reserves
- City boundary



## Direction 4.1: Embed Ecosystems in Planning

Support the health of Vancouver's ecosystems as an integral part of planning, urban design, and city building



Stanley Park Watershed (Source: City of Vancouver)

To plan for ecosystems, we must evolve our conventional planning tools to allow the city to be shaped by nature instead of at odds with it. Indigenous people have been stewarding and protecting natural areas for millennia through deep relationship with these unceded lands and waters, guided by their ancestral stewardship laws. We need to continue to consult with x̱m̱əθḵw̱əy̱əm (Musqueam), Sḵwx̱w̱ú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations (the Nations) to apply Indigenous approaches to planning.

### Policies

- 4.1.1  Establish a 'whole systems' approach to planning Vancouver and its ecosystems, which includes planning at the watershed scale and supporting the needs of key ecological areas.
- 4.1.2  Collaborate with the Nations to understand and support their ecological priorities, their obligations to protect natural areas, and systems of applying Indigenous science to land use planning and stewardship.
- 4.1.3  Ensure equitable processes and outcomes when planning for the expansion or creation of new ecological areas and green spaces.
- 4.1.4  Innovate and collaborate with partners in advocating for environmental rehabilitation in complex, inter-jurisdictional areas (e.g., marine environments).

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience

## Direction 4.2: Make Space for Nature





### Identify, rehabilitate, and connect ecological systems in Vancouver



*Rainwater wetland at Hinge Park, Olympic Village is an example of a "Naturally Managed Area" (Source: City of Vancouver)*

In order to be healthy and to function, nature needs space and connectivity, so that water, soils and species can move and interact with each other. The majority of the city's existing natural areas are fragmented and isolated, and do not have enough distance away from the noise and lights of the city streets. We can leverage future development to better support nature by providing space and connections for nature to thrive.

#### Policies

- 4.2.1  Establish a healthy city-wide ecological network through transforming roadscape, parkland acquisition, naturalization of parks and other City-owned public property, increasing the urban forest canopy and expanding the blue green network.
- 4.2.2  Ensure natural areas support the health of Vancouver's water systems and are integrated within the ecological network.
- 4.2.3  Identify new and enhance existing biodiversity hotspots and corridors and environmental regeneration areas.
- 4.2.4  Increase the urban forest, including upgraded street designs to provide more space for permeability, quality soil and increased tree canopy across the city

## Direction 4.3: Protect Nature

### Protect ecosystems and manage growth around them



*Dungeness crab in Howe Sound subtidal zone (Source: City of Vancouver)*

Vancouver's ecosystems regularly compete with other important land uses. As well, human activity has negative, spillover impacts that lead to further environmental harm. Protecting nature requires us to develop strong and comprehensive tools to preserve areas for ecosystems, manage growth around sensitive habitats, protect natural assets on private property, and implement robust management plans for natural areas.

#### Policies

- 4.3.1  Establish appropriate environmental setbacks that limit development around important water bodies.
- 4.3.2 Explore the formation of water rights for important bodies of water in Vancouver (e.g., marine conservation zones).
- 4.3.3  Establish land use designations and development permit requirements for Ecologically Sensitive Zones to protect and enhance ecological functions.
- 4.3.4  Protect urban soil to support urban forestry and the hydrological cycle.
- 4.3.5  Ensure all types of natural areas have management plans and conservation guidelines, developed and implemented in collaboration with, or co-managed with the Nations.
- 4.3.6  Strengthen policies and regulations to protect and create natural assets on private property, with requirements for restoration and compensation, to increase biodiversity city-wide and connectivity within natural systems.
- 4.3.7 Incorporate economic valuation of natural assets, habitats, and ecosystems into the City's financial planning processes.



## Direction 4.4: Provide Access to Nature





### Increase and ensure equitable access to nature



Mason Bee Project with Nature Kids, Jericho Park (Source: City of Vancouver)

Nature contributes to our physical and mental well-being, and yet only 19% of Vancouver's residents are within a 5-minute walk of a restorative natural area. For people to thrive, nature must also thrive. This direction focuses on enabling access to nature in low barrier, convenient, equitable and accessible ways, both geographically (by distance) and socially (through learning spaces and programs).

#### Policies

- 4.4.1  Support and collaborate with the Nations to improve access to the land and water to exercise their Indigenous rights to carry out cultural practices and harvesting opportunities.
- 4.4.2 Support the intensification of the greenway network, towards car-free to car-light corridors that connect people to natural areas in sustainable ways.
- 4.4.3  Ensure the ecological network is equitably distributed, and natural areas are accessible to every resident in Vancouver, while also balancing recreational, cultural and environmental needs.
- 4.4.4  Ensure the ecological network integrates with food production and harvest spaces.
- 4.4.5  Create and co-locate spaces for learning and stewardship within and around natural areas, with programs, partners, and educational opportunities for people to learn about nature.
- 4.4.6  Ensure learning spaces and hubs centre Indigenous ecological knowledge and history, and provide opportunities to learn about nature from diverse cultural perspectives.

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## 5. Transportation





Skytrain near Science World (Source: City of Vancouver)

## 5. Transportation

**Vision: Vancouver's transportation system connects people to jobs and daily needs in an equitable way, prioritizing low-cost, healthy ways of getting around, while supporting the economy.**

Transportation plays a vital role in supporting a thriving city and region, connecting us to people and places, influencing our quality of life, the environment and the economy. However, many people continue to face travel barriers. More neighbourhoods need shops and services closer to home, with safe and comfortable streets and greenways, and better access to frequent transit. We also need to better serve diverse community needs and address inequities in service provision, safety, universal accessibility, greenery and dignified travel.

The City has long prioritized affordable, healthy and low carbon ways to get around and as a result, by 2016, over half of resident's trips were made by walking, biking and transit. Through the Vancouver Plan we will continue to align land use and transportation to build neighbourhoods that help people meet their daily needs without having to drive. We will transform roadspace from spaces for vehicles to places for people.

This Plan sets the stage for accelerating transportation planning efforts, working with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliwətał (Tsleil-Waututh) Nations, the community and regional partners to align priorities. We want to ensure a resilient, equitable, accessible, low carbon transportation network that supports a growing city with diverse population needs.

### Connection to Existing Policies

Vancouver Plan directions complement ***Transportation 2040*** (2012) - the city's current transportation plan, the ***Climate Emergency Action Plan*** (2020) and other transportation-related documents, including TransLink's Regional Transportation Strategy, ***Transport 2050*** (2022). Together these documents guide transportation decisions for the city and region.

Key elements of the potential-future transit network in Vancouver:

- SkyTrain Capacity Relief Measures:** Sections on SkyTrain where upgrades (such as building parallel lines, double tracking or increasing service frequency and train capacity) should be considered to meet future demand.
- Major Transit Network (MTN):** High-capacity, high-frequency, fast, and reliable rapid transit service delivered primarily through at-grade bus technology. Exception for grade-separation granted to corridors with high demand or right-of-way constraints.
- Express/Inter-regional Transit:** Fast and direct services with limited stops and high speeds connecting municipalities and regional areas.
- Street Car Alignment:** Public transit using medium capacity rail-based vehicles running in dedicated lanes or in mixed traffic
- Frequent Transit Network (FTN):** Potential frequent transit identified through previous Area Transportation Plan or studies by TransLink.
- Frequent Transit Network (FTN) Study Areas:** Represent approximate locations where the City has identified a need for frequent transit.

This map includes future rapid transit alignments set out in TransLink's Regional Transportation Strategy, Transport 2050, and potential expansion of the Frequent Transit Network to support growth identified in Vancouver Plan and other documents.

Disclaimer: Future transit alignments are conceptual and may change subject to future more detailed planning. Transit investments rely on funding from TransLink and the Provincial/Federal Governments and timelines are not included in this work.

1 Sections where SkyTrain will be over ultimate capacity require high-capacity parallel transit lines

2 The Major Transit Network (MTN) is expected to be delivered primarily through at-grade bus rapid transit on existing rights-of-way. In some instance, grade-separation is highlighted in T2050 on corridors with high future demand or space constrained rights-of-way. Examples of corridors with grade-separation in T2050 include UBC Extension (UBCx), Metrotown – Park Royal (Second Narrows) and UBC – Metrotown (41st -49th Ave) including locations in other parts of the region. While T2050 does not specify grade-separation on Commercial Ave. north of Broadway, the City will explore compatible alignments and technologies through study and partnership with TransLink.

3 Frequent Transit Network Expansions and Study Areas are subject to review in partnership with TransLink. Study Areas reflect locations where there are other gaps in frequent transit.

Figure 1: Map of transit network illustrating potential long-term build out



**Existing Transit**

- SkyTrain Station
- SkyTrain Line
- West Coast Express
- Frequent Transit Network

**Future Transit**

- Sky Train Capacity Relief Measures<sup>1</sup>
- Major Transit Network<sup>2</sup>
- Express / Interregional Transit
- Streetcar Alignment
- Frequent Transit Network<sup>3</sup>
- Frequent Transit Network Study Area<sup>3</sup>

**Land Use**

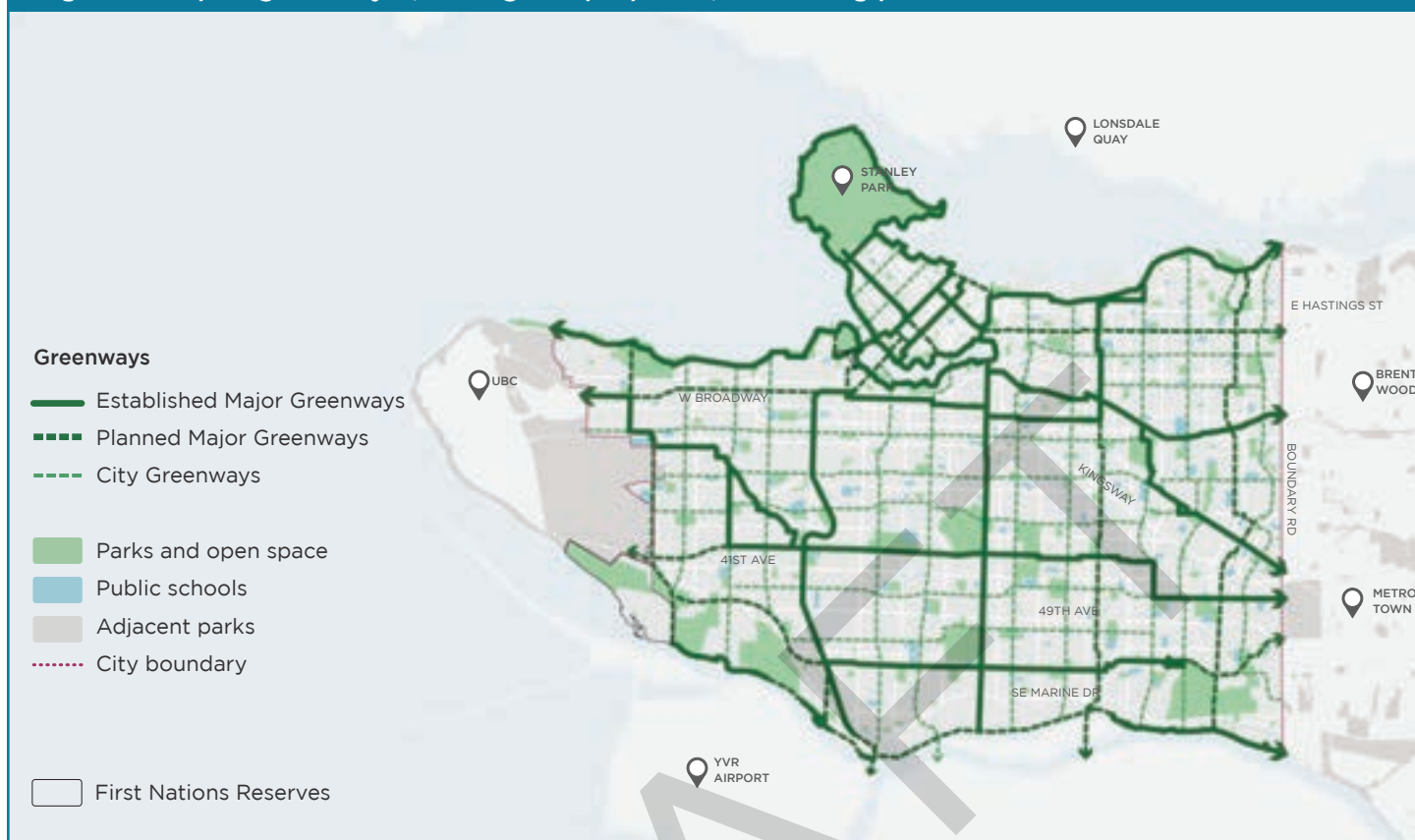
- Metro Core + MTC
- Employment Areas
- Transit Areas
- Neighbourhood Centre
- Village
- Multiplex Areas

**Other**

- First Nations Reserves
- Parks and open space
- Adjacent parks
- City boundary



Figure 2: Map of greenways (existing and proposed) illustrating potential intensification over time



The aim is for all residents to live within a 5-minute walk of a greenway, connecting neighbourhoods across the city, key destinations and enhancing public life.

#### Key elements of Vancouver's greenways network are:

**Major Greenways:** Higher order, city-wide and regional serving greenways connecting Vancouver's major and regional destinations (such as destination parks, hospitals, higher education and cultural institutions), spanning shore to shore and beyond city boundaries.

**City Greenways:** Greenways connecting important city destinations (community parks and public spaces, schools, neighbourhood shops) and that create an interconnected network within the city connecting Vancouver's many neighbourhoods together.

**Neighbourhood Greenways:** Smaller scale connections serving neighbourhoods (several blocks) to provide last mile connectivity from major/city greenways to neighbourhood/local destinations (not shown, identified in Community Plans).



Illustration of a future greenway (Source: City of Vancouver)

Icons on the following pages indicate policies that are advancing:



Reconciliation



Equity



Resilience



# Transportation | Directions and Policies

## Direction 5.1: Land Use and Urban Design

### Enable safe and comfortable walking, biking and transit through land use and urban design



West End Pedestrian Plaza (Source: Paul Krueger Flickr)

Locating people closer to their destinations and designing buildings oriented towards sustainable travel, makes walking and rolling the easiest and most convenient option for most trips. Allowing a greater mix of uses, including jobs and housing, close to transit increases access to the city, region and beyond. With new growth, we need to carefully manage private vehicles to reduce impacts on streets and neighbourhoods.

#### Policies



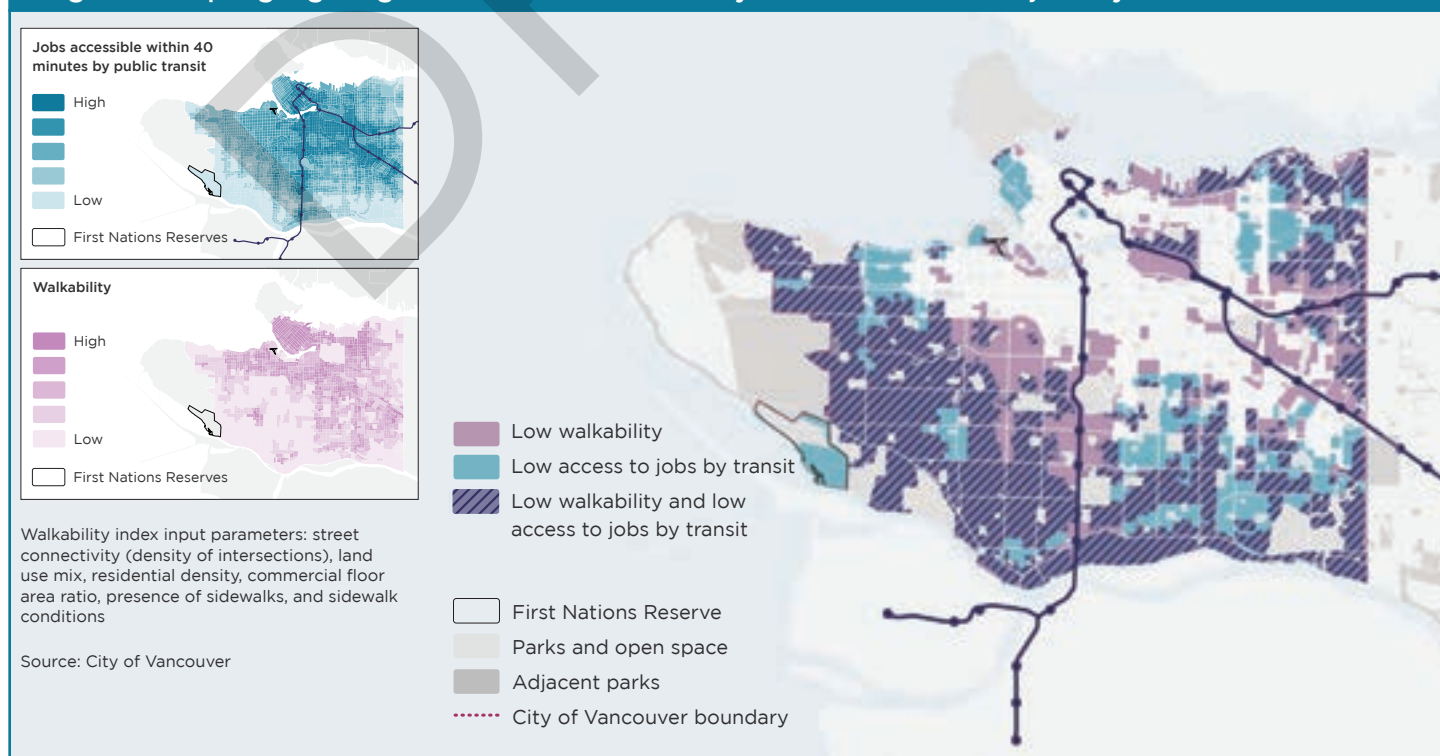
- 5.1.1  Locate shops, services, businesses and diverse housing types in areas that can be well-served by walking, rolling, biking and transit to: increase walkability and access to jobs and key destinations across the city; reduce the need to drive; and decrease carbon emissions.
- 5.1.2  Design transit stations as neighbourhood hubs that support seamless travel to and from the station and local amenities for shopping and stopping (such as grocery stores, services and public spaces).
- 5.1.3 Explore locating shops, services, businesses and a range of housing types along greenways, while considering vehicle access needs (off of car-free greenways).
- 5.1.4 Enhance connectivity through new development to provide a fine-grained walking, rolling, and biking network (e.g., considering new routes and connections through large sites).
- 5.1.5 Implement policies that dis-incentivize driving, while planning for those who rely on vehicles to get around (e.g., shared district parking, eliminate minimum parking requirements, limiting parking supply).

Figure 3: Map highlighting areas with less walkability and lower access to jobs by transit



## Direction 5.2: People First Streets

### Create people first streets by transforming roadscape to support population growth and the changing needs of residents and businesses






Example of a people first street (Source: Paul Krueger Flickr)

Over 80% of Vancouver's street space is dedicated to vehicles. As the city grows, we can transform this valuable public asset to make space for people to gather, walk and bike, and for reliable transit, water management and habitat corridors. This will require a flexible and adaptable approach, balancing core needs of the street and supporting those that need to travel by car.



Illustration of a future street showing space for walking, cycling and transit (Source: City of Vancouver)

#### Policies

- 5.2.1  Design all local streets to be safe, comfortable walkable, rollable and bikeable, with great connections to and through neighbourhoods. Include measures to ensure lower motor vehicle volumes and speeds.
- 5.2.2   Design retail streets as complete streets, prioritizing safe and comfortable walking, rolling, biking, and transit access. Support public life and the local economy, planning for deliveries and micro-mobility devices.
- 5.2.3 Reimagine arterials to be safe and livable while efficiently moving people and goods. Reduce the impacts of polluting vehicles, and optimize goods movement.
- 5.2.4  Amplify and intensify the greenways network as car-light to car-free corridors for active transportation and recreation, providing a high quality continuous experience with public spaces, ecological and green infrastructure functions.
- 5.2.5 Provide a network of car-free retail streets in the city centre, supporting public life and the local economy, while considering required services, deliveries, and general vehicle access.
- 5.2.6  Leverage street improvement projects to deliver co-benefits for transportation, public space, water and natural systems.
- 5.2.7  Develop strategies that prioritize walking, biking, transit and public space on streets over parking, while accommodating persons with disabilities and others with essential parking needs.

## Direction 5.3: Future Planning




### Accelerate planning for an equitable and sustainable transportation future for people and goods



Child biking (Source: Jin Cheong)

Building on current plans, the City will work with the community, the Nations and regional partners to respond to urgent challenges (such as climate change, growing inequities) and new opportunities (such as emerging technologies, expanding transit network).

#### Policies

- 5.3.1  Collaborate with the Nations to improve transportation options, including better active travel and transit connections to Musqueam, Squamish, and Tsleil-Waututh developments and First Nations Reserve Lands.
- 5.3.2  Identify and address the needs of equity-denied communities in transportation planning, design and operations, improving access to destinations and opportunities.
- 5.3.3 Support rapid transit expansion approved through the Regional Transportation Strategy, *Transport 2050*, including Broadway SkyTrain to UBC and identifying relief measures for Expo Line and Canada Line, as they reach capacity.
- 5.3.4  Plan for emerging mobility-related technologies, such as shared mobility and self-driving vehicles.
- 5.3.5 Update the City's transportation plan and develop a comprehensive Greenways Refresh Plan to advance the directions of Vancouver Plan, building on the *Transportation 2040 Plan*, the *Climate Emergency Action Plan* and aligning with regional priorities.



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## 6. Childcare



Children playing in Hinge Park, False Creek South (Source: City of Vancouver)

## 6. Childcare

**Vision: Children and families in Vancouver can access licensed quality childcare in their neighbourhood as part of a universal system.**

Access to quality, licensed childcare and early learning improves health outcomes for children throughout their lives and helps to equalize outcomes between disadvantaged children and their peers. It enables families to live in the city, and is critical to a thriving, healthy and stable economy by allowing parents to participate in the workforce. As a key determinant of female labour force participation, access to affordable and quality childcare is essential to achieving gender equality.

Just as public schools provide children with quality education in their neighbourhoods, all families require access to quality early learning and childcare they can afford. In 2020, childcare was deemed an essential service in Canada, yet the availability of quality, affordable childcare remains a struggle for many families in Vancouver. As of 2021, less than half of children whose parents need licensed full-time childcare (to go to work, study, or for other needs) can access it.

Provincial and Federal governments have made commitments and taken steps towards universal childcare where all parents can access affordable, quality childcare. Childcare is a responsibility of senior governments - but the City can continue to leverage land use planning tools, investments and partnerships to support and advance this

system. We will continue to be a municipal leader in facilitating the creation, retention, and renewal of childcare spaces, working in partnership with senior governments, the development community, non-profit operators and Community Centre Associations.

Through collective efforts, we will secure a future where all children in Vancouver have an opportunity to develop to their full potential; where childcare is the backbone of a thriving and more equitable economy.

### Connection to Existing Policies

Vancouver City Council has twice endorsed the \$10aDayPlan for universal childcare, in 2011 and 2021. The **Childcare Strategy** (underway) provides a policy framework and investment strategy to support a universal childcare system. Other City policies also highlight childcare as a priority, including the **Healthy City Strategy** (2014), the **Community Economic Development Strategy** (2016), the **Women's Equity Strategy** (2018) and the **Employment Lands and Economy Review** (2020).



## Direction 6.1: Universal Childcare






**Expand, support and retain not-for-profit operated childcare spaces alongside planning for housing and jobs, as part of complete neighbourhoods**



Children at Jericho beach (Source: City of Vancouver)

Childcare is an important element of complete neighbourhoods and thriving economies. A universal childcare system requires key partnerships to enable the expansion of not-for-profit operated childcare spaces. Identifying opportunities for childcare infrastructure delivery requires thoughtful consideration around location, space requirements and design features. This will ensure safe and accessible spaces that help children thrive.

### Policies

- 6.1.1  Align rate of childcare infrastructure development with growth of housing, schools, and job spaces.
- 6.1.2  Integrate childcare in all suitable areas of the city, prioritizing investments and incentives that would have the greatest impact on equity (e.g., target investments in areas where there is a greater population of low-income families, or underserved employment areas).
- 6.1.3  Plan for a diversity of childcare facility types on a variety of sites (e.g., district childcare hubs close to, or co-located with, elementary schools and other social infrastructure).
- 6.1.4  Apply incentives and/or requirements to deliver and secure not-for-profit operated childcare in both City-owned and non-City-owned facilities, including alignment with large sites, housing and employment developments.
- 6.1.5  Ensure all facilities are designed, located and built to support healthy child development. Integrate Indigenous perspectives into planning and design for childcare services.

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience

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## 7. Community Infrastructure





Community infrastructure in its many forms (Source: City of Vancouver)

## 7. Community Infrastructure

**Vision: Vancouver's community infrastructure meets the needs of all residents. It is resilient, equitably distributed and responsive to population growth and changing needs.**

Community infrastructure plays an essential role in the lives of Vancouver residents, providing access to the activities, services and supports people need to stay healthy, engaged and connected throughout life.

Some community infrastructure and services are delivered by the City, such as libraries and community centres. Others are delivered by non-profit organizations (NPOs) and community partners, often with support from the City through leases and/or operating grants. The City creates opportunities for both City- and community-operated services by working with the development sector and senior governments to secure and maintain spaces. There are also many other community services in Vancouver that are not operated or supported by the City, which also play a significant role in the community infrastructure 'ecosystem' to support healthy communities.

Over the next 30 years, community facilities will need to respond to a growing, diverse and changing population. Upgrades and investments are necessary

to keep pace with population growth and to ensure equitable access. At the same time, we need to ensure our network of community infrastructure is financially sustainable.

### Connection to Existing Policies



Vancouver has a number of policy documents covering different aspects of community infrastructure, facilities and services. These include the **Vancouver Public Library (VPL) Facilities Master Plan** (2018), **VanPlay Parks and Recreation Masterplan** (2020), the **Community Centre Strategy** (underway), **Spaces to Thrive: Vancouver Social Infrastructure Strategy** (2021), **Resilient Vancouver Strategy** (2019) and the **Public Washroom Strategy** (2020). The Vancouver Plan plays an important role of advancing implementation of these existing policies through city-wide land use policies and planning.



Vancouver Public Library, nēcaʔmat ct Strathcona Branch (Source: Vancouver Public Library)

The Vancouver Plan focuses on the following types of community infrastructure:

- **City-delivered community infrastructure:** facilities funded, operated and/or jointly operated by governing boards and partners such as the Vancouver Public Library (Vancouver Public Library Board) and community centres (Park Board and Community Centre Associations); and
- **NPO-operated and City-supported community infrastructure:** facilities including neighbourhood houses, family places, youth, seniors' and social service centres, spaces for immigrant-serving organizations, social enterprises, Indigenous healing and wellness centres, food-related infrastructure (such as community kitchens), and other facilities that provide space for community use (such as cultural centres, community halls and places of worship).

#### **Other Civic Facilities and Services**

*Emergency services and other civic facilities and services are additional components of the city's essential community infrastructure network. They include: the Vancouver Police Department; Vancouver Fire Rescue Services; Mountain View Cemetery; Public Works Yards; City Hall campus buildings that support municipal functions; and the City's network of public washrooms. Together, these services and facilities play a critical role in supporting Vancouver residents and the City's municipal functions.*



# Community Infrastructure | Directions and Policies

## Direction 7.1: Community-serving Spaces

**Deliver and support community-serving spaces across all neighbourhoods to meet population growth and changing needs, prioritizing underserved communities**






A range of community-serving spaces at Hillcrest Park (Source: City of Vancouver)

Community-serving spaces enable the delivery of programs that foster health, well-being and resilience, promote a sense of belonging, and help residents meet their basic needs. These critical programs are delivered by public, non-profit and community operators in a variety of spaces. Community infrastructure is critical to support Vancouver's population, particularly equity-denied communities. There is strong and growing demand for these spaces and the services they provide.

### Policies

- 7.1.1  Ensure growth is supported with community-serving spaces, aligned with the Spaces to Thrive: Vancouver Social Infrastructure Strategy.
- 7.1.2  Identify strategic opportunities to make space for new community-serving uses (e.g., within new developments - City-owned and private sites) in areas where known service gaps exist.
- 7.1.3  Centre an Indigenous approach to community infrastructure that honours the relationship to xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish), and səliwətał (Tsleil-Waututh) Nations through design, cultural elements and partnerships with urban Indigenous-led service providers.
- 7.1.4  For City-delivered and City-supported projects located in areas of existing cultural redress initiatives (e.g., Hogan's Alley, Chinatown, Paueru-gai, Punjabi Market) and future initiatives, ensure statements of cultural significance and partnership with those communities inform the development process, from pre-planning to project delivery.
- 7.1.5  Develop anti-displacement incentives or requirements for NPO-operated social services and programs, including the replacement of existing and the creation of new spaces in high growth and other strategic locations.

Icons indicate policies that are advancing:

-  Reconciliation
-  Equity
-  Resilience



## Direction 7.2: Libraries

**Maintain and enhance access to library spaces that are welcoming and enable residents to engage with information, ideas, and each other**



Vancouver Public Library, Renfrew Branch, Early literacy space (Source: VPL)

The Vancouver Public Library (VPL) plays a vital role in communities. Libraries provide books, media, accessible information, research support, free learning opportunities, free indoor public space, meeting rooms and shared spaces through the Central Library and 20 branches across the city. The library is facing high demand within aging facilities and insufficiently sized branches in neighbourhoods where the majority of residents live.

### Policies

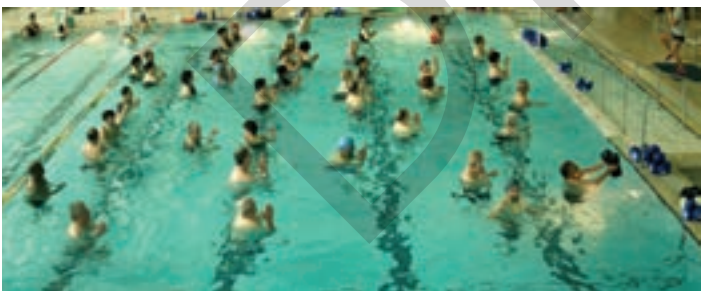
#### 7.2.1



Ensure growth is supported with increased library space, with the majority of additional space allocated to branches, in alignment with VPL's *Facilities Master Plan*.

## Direction 7.3: Community Centres and Recreational Facilities

**Ensure community centres and recreational services continue meeting the needs of all communities**



Aquafit class (Source: City of Vancouver)

### Policies

#### 7.3.1



Ensure the equitable delivery of services by protecting, renewing, and upgrading facilities and assets (e.g., community centres, recreational facilities, and public washrooms) in alignment with growth and the goals and targets detailed in *VanPlay*.

Vancouver's community centres and recreational facilities are important hubs for community life, health, and play. Their programs and spaces, made possible by partnerships with the Community Centre Associations, contribute to the health of communities and our sense of connection, expression, and identities. Vancouver Plan will ensure these facilities provide for existing and future residents.

## Direction 7.4: Co-located Spaces

Enable more social and community uses through co-location, shared spaces and the use of underused or vacant spaces



Marpole Community Hub (Source: Marpole Oakridge Family Place)

Locating multiple services in the same facility can result in many benefits: creating more affordable space, allowing organizations to collaborate and deliver innovative services; increasing opportunities to share resources and services; and enabling residents to access multiple services in the same location. The City can facilitate the use of shared community space in civic buildings, particularly where facilities such as libraries, community centres and other civic amenities are co-located.

### Policies

7.4.1



Plan and design City-owned civic facilities to accommodate co-location of multiple NPO tenants.

*The **non-profit sector** plays an essential role in the delivery of social-serving programs. While governments and funders help to build and regulate spaces for NPOs (e.g., by providing grants and advocating for the importance of social infrastructure), NPOs give purpose to these spaces. They work by responding to needs in their communities, delivering critical social programs and services.*

*Nearly half of social NPOs in Vancouver have reported a lack of suitable, affordable and secure space to meet community needs. A majority of organizations face unstable tenure (i.e., short lease terms) and limited funding.*

## Direction 7.5: Access to Safe Public Washrooms

Expand the range of public washrooms for all residents and ensure access for people who currently experience barriers to water and washrooms as a human right



Public toilet, downtown Portland (Source: iStock photo)

### Policies

7.5.1



Improve access to washrooms in plazas, City-owned civic facilities and other public spaces.

7.5.2



Work with non-profit agencies and business owners to increase washroom services and infrastructure, to align service provision with need.

*As of 2021, there were 106 public washrooms facilities in the city with the majority open from dusk to dawn. The Vancouver Public Library also offers washroom access across its 21 locations. The City's **Washroom Trailer Program** emerged as a human rights response during the COVID-19 and opioid public health crises. The program is supported to ensure safety and accessibility.*

*The **Public Washroom Strategy** (led by the Vancouver Park Board) begins with an understanding that washrooms are an essential public service and that everyone is entitled to safe, clean, and accessible washrooms, and lays out a plan for how to deliver facilities in a feasible and comprehensive approach.*

Access to washrooms is a fundamental human right, and providing washroom services as the city grows is essential. Improving the safety, accessibility, availability and cleanliness of washrooms is a high priority for the public, particularly important for women and gender diverse people, people experiencing homelessness, sex workers, people who use drugs and other communities who rely on public washrooms for basic human needs.

## 8. Arts, Culture & Heritage





Tsleil-Waututh Wolf dancer (Source: Nancy Bleck)

## 8. Arts, Culture and Heritage

**Vision: Vancouver has elevated arts, culture and heritage in ways that reflect Vancouver's diversity, position on unceded territory, and right relations with Musqueam, Squamish, and Tsleil-Waututh Nations.**

Vancouver is home to world-renowned artists, diverse cultural traditions and industries, and a flourishing music scene. We are also at the centre of an Indigenous cultural resurgence. The xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish), and səliwətał (Tsleil-Waututh) Nations (the Nations) and urban Indigenous Peoples, as well as people from around the world, have instilled Vancouver with qualities, stories, heritage and character that make the city unlike any other.

Theatres, studios, cultural centres, public art and plazas enliven Vancouver, while our architectural forms and monuments reflect our identities and histories. The city's heritage—from oral traditions and rituals to archeological sites and buildings—tells a rich and complex story that is Vancouver.

Arts and culture contribute to the city's economy, driving tourism and job creation. At the same time, artistic and cultural communities face increasing costs, limited incomes, loss of production and presentation spaces, and restrictive regulations. If left unchecked, staying in Vancouver will become untenable for most artists and cultural workers and

the city will experience an unprecedented loss of space for arts and culture.

To address this, we need to support, resource, celebrate and protect arts, culture and heritage in ways that recognize the importance of Reconciliation, decolonization, equity, and accessibility. We will create opportunities for arts and cultural spaces and businesses throughout the city, as well as expand our current definitions of heritage assets and values.

### Connection to Existing Policies

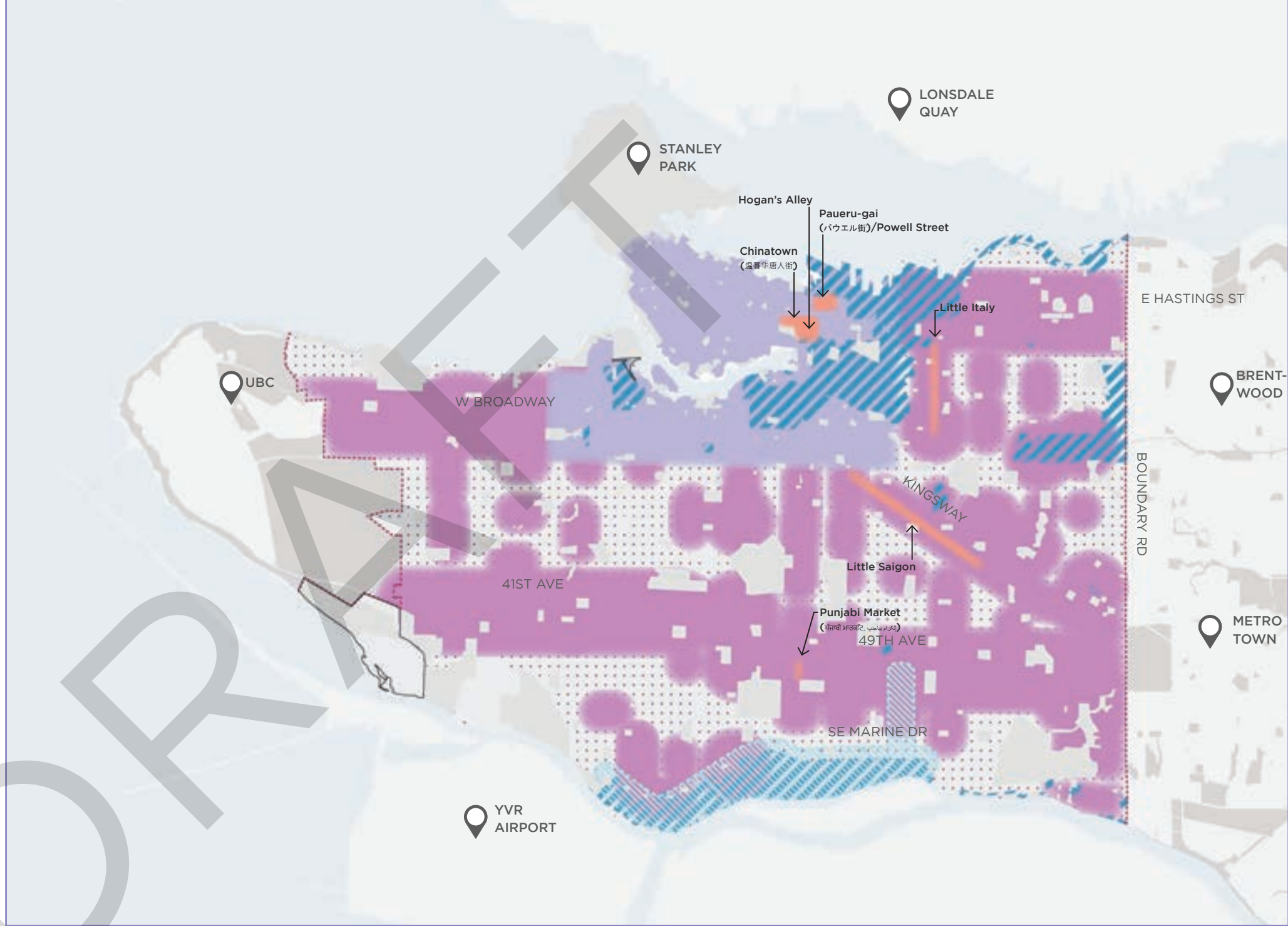


**Culture|Shift** (2019), Making Space for Arts and Culture (2019) and the **Vancouver Music Strategy** (2019) affirm the City's commitment to arts and culture. The **Vancouver Heritage Program** (2020) provides a renewed vision for heritage in Vancouver. The Vancouver Plan advances these policy documents through land use policies and planning.

Figure 1: Map illustrating where certain policies to support arts, culture and heritage land spatially

- Continue to be a prominent arts and cultural destination with arts and cultural production, performance and experiences of local, regional and national significance.
- Support diverse, affordable, accessible non-profit arts and culture spaces in commercial areas. Foster public spaces that are culturally vibrant, promote social connection and cultural expression. Support adaptive reuse of under-utilized and heritage buildings, where possible.
- Support affordable non-profit arts, culture, and music production spaces and reduce regulatory barriers in industrial areas.
- Explore protection of cultural heritage assets, heritage values, services, and/or businesses for or from ethnic communities.  
\* areas on map are only City Council recognized areas, and are not representative of all potential areas.
- Increase opportunities for cultural production and programming in commercial areas, communities centres, schools, libraries, and/or outdoor areas. Explore options for arts and cultural production as homebased business.
- Explore arts and cultural production as part Marine Drive and Knight Street Study Area.

Prioritize, support and make visible Musqueam, Squamish, and Tsleil-Waututh cultural spaces, places, and areas of cultural significance city-wide, as guided by the Nations.



- First Nations Reserves
- Parks and open space
- Adjacent parks
- City boundary



# Arts Culture and Heritage | Directions and Policies

## Direction 8.1: Arts and Culture Focus

### Embed arts and culture in city building



*Koko by Peter Gazendam, Brewers Park (Source: Rachel Topham)*

Arts and culture contribute to neighbourhood vitality and help define Vancouver's identity. Including a focus on art and culture approaches within infrastructure and community planning can support many of the city's goals. We will support arts and culture by making it a core civic priority, considering appropriate investments, and ensuring it is a focus in land use planning processes and policies.

#### Policies

- 8.1.1 Ensure cultural vitality is integrated into Vancouver's sustainable development, identity, livability, and economic prosperity, by including arts and culture in land use planning processes and policies.
- 8.1.2 Consider and support, where possible, artist- and community-led priorities and practices in land use planning processes and policies.



Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience



## Direction 8.2: Arts and Cultural Spaces

### Expand and support spaces to produce, present and experience arts and culture



Man Up Productions (Source: Chanel Viner)

A thriving arts scene, and the people who make it, require spaces for production, performance, and practicing. We will support the creation of new, affordable, and diverse spaces, while seeking to protect existing arts and culture spaces. *Making Space for Arts and Culture* identifies 10-year targets of “no net loss” of Vancouver’s cultural spaces and 650,000 square feet of new or repurposed space for professional and community arts and cultural activities. This includes art and rehearsal studios, outdoor performance venues, museums, and galleries.

#### Policies

- 8.2.1  Prioritize, support and make visible the Nations’ cultural spaces, places, and areas of cultural significance, as led by the Nations.
- 8.2.2 Identify Arts and Cultural Districts where there exists a high concentration of arts and culture production or presentation spaces, and develop tools for their protection.
- 8.2.3  Remove regulatory barriers and update policies and guidelines to reduce displacement and protect arts, cultural, and music spaces.
- 8.2.4  Support the growth of diverse, affordable, accessible non-profit arts and culture spaces city-wide.
- 8.2.5 Include public art and space for arts and culture in new community and civic facilities, such as libraries, fire halls, community centres, and City Hall.
- 8.2.6 Develop outdoor music and performance spaces in city parks and other public space.
- 8.2.7  Support innovations in ownership and operations such as land trust models, funding models, shared spaces, and community-owned assets.

## Direction 8.3: Inclusive Community Identity

### Integrate Indigenous and equity-denied groups' perspectives and approaches into arts, culture and heritage policy and projects



Untitled (Welcome Figure) by Darren Yelton (Source: City of Vancouver)

Arts, culture and heritage can expand and deepen our understanding of the city's remarkable diversity, past and present. We must recognize and celebrate the many cultural communities that comprise the city. We will advance our understanding of cultural heritage and cultural landscapes, and address historic and current discrimination, erasure, and loss experienced by many communities.

#### Policies

- 8.3.1  Prioritize and support the Nations' visibility, voice and cultural practices across the city through public art, revitalization of hənq̓əmiṇəm and Skwxwú7mesh languages, cultural spaces and programming, educational initiatives, and design, as led by the Nations. Explore and expand tools and methods to protect cultural heritage sites (archaeology) and culturally important places .
- 8.3.2  Explore methods and expand planning tools to protect cultural heritage assets, heritage values, and historic places with a focus on ethno-cultural community areas and cultural redress areas.
- 8.3.3  Ensure the *Vancouver Heritage Program* furthers an understanding of the Nations' cultural heritage and historic places, and those of equity-denied groups. This will include additions to *Vancouver Heritage Register* and continued conservation support through existing and new incentive programs.
- 8.3.4  Require historic context statements, statements of significance, heritage value statements, and cultural asset impact assessments for area plans and major projects, with an emphasis on the living histories of the Nations and equity-denied groups.
- 8.3.5  Apply equity and accessibility approaches when planning for cultural spaces and programs, addressing how different equity-denied groups may experience physical, social, cultural, linguistic, spatial or financial barriers to participation.

## 9. Public Space





Sunset Serenade, False Creek South (Source: Steve Chou)

## 9. Public Space

**Vision: Vancouver's public space network is welcoming, inclusive and resilient.**

Vancouver's plazas, parks, streets, paths, and beaches make the city a vibrant place to live. These outdoor public spaces are where we gather, explore and connect. Vancouver's public spaces also support social, cultural and political activities, as well as the local economy and natural environment. Access to local public space is critical for our health and well-being, and these spaces serve as living rooms and backyards for many people, including the most vulnerable members of our communities. Public space is fundamental to participation in public life, so we will ensure that everyone has equitable access to quality spaces across the city.

Vancouver has a great legacy of public spaces, including waterfront parks and the seawall, neighbourhood plazas, and vibrant high streets. However, as Vancouver continues to grow, demands on our public space network will also increase. Public space must accommodate many different, sometimes competing uses – with limited space and resources. To stretch public dollars as far as we can, we will need to be innovative and strategic in how public space is delivered.

Over the next 30 years, we will collaborate with *xʷməθkʷəy̓əm* (Musqueam), *Skwxwú7mesh* (Squamish), and *səlilwətał* (Tsleil-Waututh) Nations (the Nations) and community partners to build a public space network that plays a key role in helping us address our major challenges: supporting our response to climate change; protecting our ecosystems; and, continuing to build a city that is equitable, diverse and culturally vibrant.

### Connection to Existing Policies



The City has several policies covering different aspects of public space, including *Transportation 2040* (2012), *VanPlay Parks Masterplan* (2020), *Places for People: Downtown Public Space Strategy* (2020), and the *Plaza Stewardship Strategy* (forthcoming), but we lack a comprehensive, **city-wide** approach. The Vancouver Plan will address key gaps in existing policies and deliver city-wide direction.

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience

## Direction 9.1: Indigenous Stewardship

### Support the Nations to take a leading role in shaping public spaces



*Pulling Together Canada, Gathering of Canoes (Source: City of Vancouver)*

Ongoing colonial practices continue to impede Indigenous Peoples' rights, visibility and voice. Reconciliation efforts and strengthening relations with the Nations and urban Indigenous Peoples are fundamental to the City's stewardship of public spaces. The City commits to work with the Nations to identify, participate in, and lead public space projects and ongoing management.

#### Policies

- 9.1.1  Work with the Nations to identify, prioritize and deliver public space projects.
- 9.1.2  Seek opportunities to create public spaces specifically designed for the Nations' use, including land and water access, artistic and cultural expression, and traditional harvesting.
- 9.1.3  Explore opportunities to integrate the hən̓qəmin̓əm and Skwxwú7mesh languages in public spaces, including naming spaces, as led by the Nations.
- 9.1.4  Work with urban Indigenous communities and organizations to support their public space needs, and work with the Nations to ensure that local protocols and procedures are followed, where they deem appropriate.

## Direction 9.2: Inclusive Public Life




### Promote an inclusive public life, by prioritizing underserved areas and equity-denied communities



*Hot+Noisy Chinatown Majong Social, Chinatown Memorial Plaza, Community Partners: Youth Collaborative for Chinatown 青心在唐人街 (now Chinatown Generations) (Source: Jonathan Desmond Photography)*

Racialized communities and individuals may face barriers to participating in public life and lack representation in public spaces, as do those who are marginalized because of their sex, gender identity, sexuality, background, ability, age, and economic status. To build truly welcoming, inclusive, equitable, and culturally vibrant public spaces, the City must work with equity-denied groups to understand and prioritize their needs, and perceptions of safety, and put underserved areas first.

#### Policies

- 9.2.1  Meaningfully engage equity-denied communities to better understand their experiences of public spaces, and prioritize their preferred uses and perceptions of safety in public space planning and design.
- 9.2.2  Prioritize underserved areas and communities when identifying public space projects and investments.
- 9.2.3  Recognizing that public space improvements and programming can displace street-involved and homeless persons and sex workers, ensure engagement with existing communities and outreach staff to better address the needs of vulnerable persons.

*See: Chapter 8, Arts, Culture, and Heritage - for Cultural Redress Areas/Sites*

## Direction 9.3: Grow and Enhance the Network


**Grow and protect the public space network, to provide ample, high quality public spaces and robust connections across all neighbourhoods**



*Pop-Up Plaza at 21-Main St. stewarded by Coco et Olive café, Little Mountain Neighbourhood House, local residents, and local artists.  
(Source: City of Vancouver)*

Public spaces need to accommodate a broad range of uses and activities. However, we have limited land, densifying neighbourhoods with competing needs, and limited tax dollars, so we must be strategic and flexible in how we deliver and maintain public spaces. We will promote multiple ways for growing and protecting the public space network, including land acquisition, leveraging developments on private property, fostering partnerships, and the creative re-use of streets.

### Policies

- 9.3.1  Identify opportunities to provide a full spectrum of public space types and uses for each neighbourhood, to support: gathering and social connection; cultural expression and celebration; civic action and democratic expression; respite and connection to nature; physical activity, health and wellbeing; food security and local economic vibrancy.
- 9.3.2 Ensure the public space network provides easy and enjoyable connections to landmarks and attractions, to and through neighbourhoods, and to green spaces.
- 9.3.3 Explore how the existing street network can create more space for 'people first' uses and natural habitat.
- 9.3.4 Deliver new and renewed public spaces through development (including large site development), rezoning and land acquisition, where there is an identified need.
- 9.3.5 Update land use policy to support more public space delivery through private property development, where possible (e.g. privately owned public spaces or 'POPS').



## Direction 9.4: Universal, Safe, All-season Design



Create universally accessible and safe public spaces that are dignified and comfortably accommodate all people, throughout the day and across all seasons



Rainy Days, ʔənəq Xwtl'e7énk Square (Source: City of Vancouver)

For many Vancouver residents public space often serves critical functions in their daily lives, including access to services and neighbourhood connections. Public spaces need to be dignified, universally accessible and comfortable for people all year round, in all weather, and provide core infrastructure to support basic needs.

### Policies

- 9.4.1 Establish universal accessibility as the baseline for all public spaces. 
- 9.4.2 Provide critical infrastructure to support public life (e.g., seating, power, lighting, and access to public washrooms, drinking water and misting stations). 
- 9.4.3 Incorporate weather protection, weather-mitigating elements, and appropriate programming for rain/winter and summer/heat conditions. 
- 9.4.4 Encourage safe and welcoming evening experiences in nightlife areas, and encourage a greater diversity of activities in the adjoining public spaces.

## Direction 9.5: Nature, Ecology & Resilience

Ensure the public space network supports the city's social and ecological resilience



Stormwater retention pond at Hinge Park (Source: PWL Partnerships)

The public space network—including parks, playgrounds, plazas, streets, sidewalks, laneways, and more—is an extensive land base in Vancouver, and thus a critical area of opportunity in our response to climate change. We will leverage the network to support more resilient communities by including areas for habitat protection, rainwater management, heat island mitigation, disaster response planning and active transportation.

### Policies

- 9.5.1 Integrate natural assets and ecosystem services into the public space network to increase neighbourhood resilience and improve the city's ecological health. 
- 9.5.2 Design public spaces to be responsive to the natural environment, and recognize the Nations as leaders of environmental and ecological protection. 
- 9.5.3 Explore the use of public spaces as response hubs, to support Vancouverites in times of earthquakes, flooding or other natural disasters. 
- 9.5.4 Enable residents to connect through sharing and growing food by creating food and medicine gardens and outdoor picnicking facilities in public spaces. 
- 9.5.5 Integrate active transportation and micro-mobility into the public space network, including public bike share, to better connect neighbourhoods and key destinations.

## Direction 9.6: Community Partnership

**Build and invest in community partnerships, fostering broader participation and social connection, and promoting resilient, community-led stewardship of public spaces**



*Pop-up Plaza at Maple St. and 4th Ave in partnership with West 4th Ave BIA, Museum of Vancouver and Kits House (Source: City of Vancouver)*

Community involvement is critical to the success of public spaces, as residents, community organizations and businesses have immediate knowledge of the public space needs in their local neighbourhoods and can help drive the delivery of local programming, events and placemaking in public spaces. The City must continue to build partnerships, and empower community stewards to co-manage public spaces by providing them with the right tools, including outreach and education, staff support, and sufficient service levels.

### *Policies*

- 9.6.1 Partner with community organizations, non-profits, event organizers and local businesses to co-manage public spaces in their neighbourhoods, and develop outreach, education and communication tools, as part of an inclusive public space management approach.
- 9.6.2 Expand the opportunities for lower barrier work through public space programming, stewardship and vending.
- 9.6.3 Design public spaces with built-in flexibility and infrastructure to accommodate a wide range of uses, and to allow communities to evolve the spaces over time.
- 9.6.4 Lower barriers to public participation in community-led placemaking and programming, by streamlining permitting and regulatory processes, improving coordination between jurisdictions, and strengthening communication tools, programs and funding.

## 10. Watersheds & Water Resources





Olympic Village Bioswale (Source: Wendy de Hoog)

## 10. Watersheds & Water Resources

**Vision: Vancouver has resilient water, sewer, and drainage systems that restore natural watershed functions, adapt to climate change, and serve communities equitably.**

Vancouver is located in a temperate rainforest surrounded by water - from our Fraser River shoreline and coastal waters of the Salish Sea, to the rain that falls from the skies.

Local Indigenous communities have valued, celebrated, and relied upon sustainable water management practices for millennia. Since the arrival of the settlers, urban development has disrupted the water cycle, degraded natural systems, and eliminated important natural assets. Old growth forests that absorb excess water were cleared, creeks that slow and store water flow were buried, wetlands that treat water and support our ecosystems were drained, and the building of a combined sanitary and stormwater pipe system with limited capacity results in frequent spills of polluted water in our surrounding environment.

While our current water and sewer systems generally meet the practical needs of Vancouver today, it limits our ability to meet the challenges ahead. Looking to the future, we will plan our water-related systems to incorporate Indigenous environmental stewardship principles, protect our watersheds and natural water resources, be resilient to climate change risks

such as water shortages, flooding and drought, and deliver equitable and adaptable services to our communities.

Additionally, we will renew aging components of the system, while rethinking our system to maximize nature-based solutions, accommodate population growth, respond to pressures of urbanization, water consumption trends, and rising construction costs.

### Connection to Existing Policies



The City's leading water management policies include the ***Rain City Strategy*** (2019) to capture and treat rainwater closer to where it falls, the ***Water Demand Management Strategy*** (2021) to manage our drinking water supply, and the ***Drinking Water Conservation By-law*** (Updated 2021). The Vancouver Plan will further this work through **city-wide** land use planning and policies.

Figure 1: Map showing the city's urban watersheds - to inform a watershed-based planning approach



- Urban watershed
- Existing streams
- Old streams
- Old shoreline
- First Nations Reserves
- Parks and open space
- Adjacent parks
- City boundary

Figure 2: One Water Planning Approach





# Watersheds & Water Resources | Directions and Policies

## Direction 10.1: City-Wide Water Resource Planning




Take a holistic approach to managing all our water resources and improving the health of the aquatic environment



Hadden Beach, English Bay (Source: Wendy de Hoog)

Development has dramatically altered our water systems, and management practices have polluted local waterbodies and aquifers. In addition, climate change will continue to create challenges in the years to come. A watershed planning approach recognizes that healthy water systems are important for a thriving urban environment and all forms of water are interconnected.

### Policies

- 10.1.1  Use a watershed based planning approach when considering infrastructure investments, land use changes, and growth servicing, guided by the Healthy Waters Plan.
- 10.1.2 Protect and manage groundwater by minimizing contamination, enhancing recharge, and ensuring sustainable use of the resource.
- 10.1.3   Build and maintain a water distribution system that is resilient, sustainable and makes drinking water and fire protection accessible to all as the city grows.

## The Healthy Waters Plan



Hinge Park Wetland (Source: City of Vancouver)

*The **Healthy Waters Plan** - Adapting and Integrating Sewage & Rainwater Management in Vancouver, is under development and will guide sewage and rainwater management policy, advocacy and strategic long-range investments. The plan drivers include water quality, climate adaptation, aging infrastructure, combined sewer overflows and stormwater runoff pollutants, affordability, and population growth.*

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience



Direction 10.2: Manage Water on Boulevards, Sidewalks, and Streets




Manage water on public property to address climate change risks and achieve associated co-benefits



Sunset Park Bioswale (Source: Shannon Mendes)

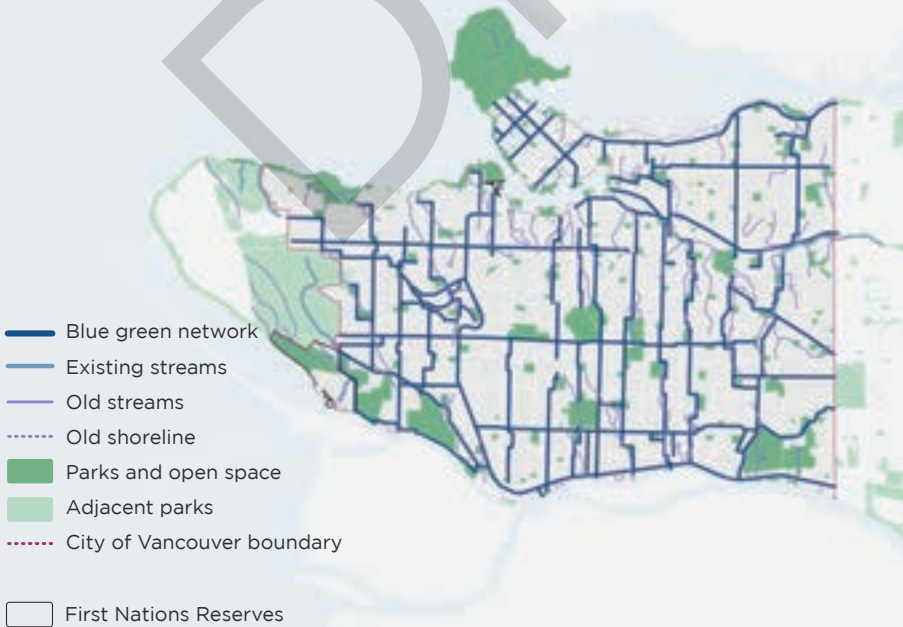
Climate change impacts—including heat island effects, droughts, flooding and sea level rise—are worsening the inequity and affordability of the City’s water management systems. This calls for a shift in how we plan and service our communities. We will use public land to manage rainwater closer to where it falls, while enhancing ecosystems and public spaces.

Policies

- 10.2.1  Reallocate parts of the public right-of-way (e.g., streets and sidewalk areas) to expand the breadth and scale of nature-based assets such as green rainwater infrastructure.
- 10.2.2  Develop a city-wide blue green network of connected park-like streets that manage rainwater, support climate adaptation and biodiversity, and create public space opportunities.
- 10.2.3  Restore, maintain, and maximize the use of existing natural creeks, streams, and drainage assets.

Blue Green Network

A First Draft of the Blue Green Network



Source: City of Vancouver



Richards St. Tree Trenches (Source: Shannon Mendes)

The blue green network will manage water along existing rainwater flow paths to capture, clean, and infiltrate water. The network will help reduce flood risk, improve receiving water quality, and replenish our aquifers.

## Direction 10.3: Make Space for Water in Buildings and on Sites



### Manage stormwater and optimize drinking water use on private property



Vancouver Convention Centre, green roof (Source: Robert Pennings)

Private property can play a key role in changing how we manage all forms of water in the urban water cycle. Building-scale tools such as harvest and reuse systems capture rainwater while offsetting drinking water use. At the site scale, there are large-scale stormwater management opportunities, such as wetlands, that enhance community and ecology. We will use these tools to better manage water in the city.

#### Policies

- 10.3.1  Develop land acquisition plans and design guidelines to create room for natural buffers, green rainwater infrastructure and water-adaptive public spaces.
- 10.3.2  Promote and accelerate the implementation of building-scale drinking water conservation and offsetting, rainwater management, and groundwater protection tools.

## 11. Food Systems





Produce store (Source: City of Vancouver)

## 11. Food Systems

**Vision: Vancouver's resilient food system supports people, the environment and the economy. Residents have equitable access to food and food-related spaces and infrastructure.**

Access to food is a basic human right and defining element of day-to-day life. Food systems—which include the infrastructure and processes needed for food production, processing, distribution, sales and waste management—are a key element of city building. Food plays a powerful role in connecting people to each other, their cultures, and the land and water. Food can be leveraged to build resilience, improve equity, support human and economic health outcomes, and reduce environmental impacts.

The City is committed to a just and sustainable food system for all, but we have work to do. About 10% of Vancouver households have inadequate access to food due to financial constraints. This rate is higher among equity denied groups such as racialized and Indigenous residents, who also experience below average access to food assets such as grocery stores and urban agriculture spaces. Colonization and erasure of Indigenous identity has depleted important food sources and interrupted the intergenerational transfer of Indigenous cultural practices around food. Further, important food assets face risk of displacement, and many neighbourhoods lack essential services such as charitable food programs.

The food system is also a major climate change driver, contributing up to one third of global GHG emissions. Food supply chains are vulnerable to disruption from increasingly frequent global climate, health, political, or economic events. Senior governments have jurisdiction over many food system components, yet cities also have a unique responsibility to take action. Through land use planning we will work towards a more just and sustainable food system.

### Connection to Existing Policies



Vancouver has long taken an active role in food policy, adopting the **Vancouver Food Strategy** (2013), the **Local Food Action Plan** (2013) and including food systems objectives in numerous community plans. The Vancouver Plan builds on this work with new policies to advance an equitable and resilient food system, in relation to land use planning.

# Food Systems | Directions and Policies

## Direction 11.1: Equitable and Resilient Food System

### Support the development of an equitable and resilient food system



Collingwood dinner program (Source: City of Vancouver)

We will take a holistic approach to sustain and grow food supply chains and community-based food initiatives in an equitable and resilient way. This involves working with partners, leveraging development to create spaces to celebrate, grow and share food, increasing access to food and supporting a circular food economy.

**Food assets** are places where people can grow, prepare, share, buy, receive or learn about food. There are **two broad categories**:

- The food supply chain (e.g., urban farms, food wholesale, retail, and manufacturing infrastructure)
- Community resources (e.g., urban agriculture and harvesting spaces, community kitchens, and locations for food sharing and celebration)

Icons indicate policies that are advancing:



Reconciliation



Equity



Resilience

#### Policies

11.1.1



Improve equity in food access by supporting food-related retail and service uses, including culturally appropriate options, in every neighbourhood.

11.1.2



Secure additional space, reduce barriers, and create incentives for food and medicine gardens, urban farms and harvesting in order to advance Reconciliation, increase opportunities for local food production, and build connection to land and waters.

11.1.3



Support and strengthen Vancouver's food supply chains (such as food wholesale, retail, and manufacturing uses, food hubs, farmers markets, and urban farms) and address displacement of these critical food assets.

11.1.4



Leverage development and regulatory requirements to retain, integrate, and expand community food assets such as sites for cultural celebration, neighbourhood food storage, growing, harvesting, programming, and sheltered picnicking facilities.

11.1.5



Address climate change, biodiversity, water systems, and waste management through food system interventions (e.g., allocate corridors to urban farming, to enhance biodiversity).



# PART 5:

## Implementation

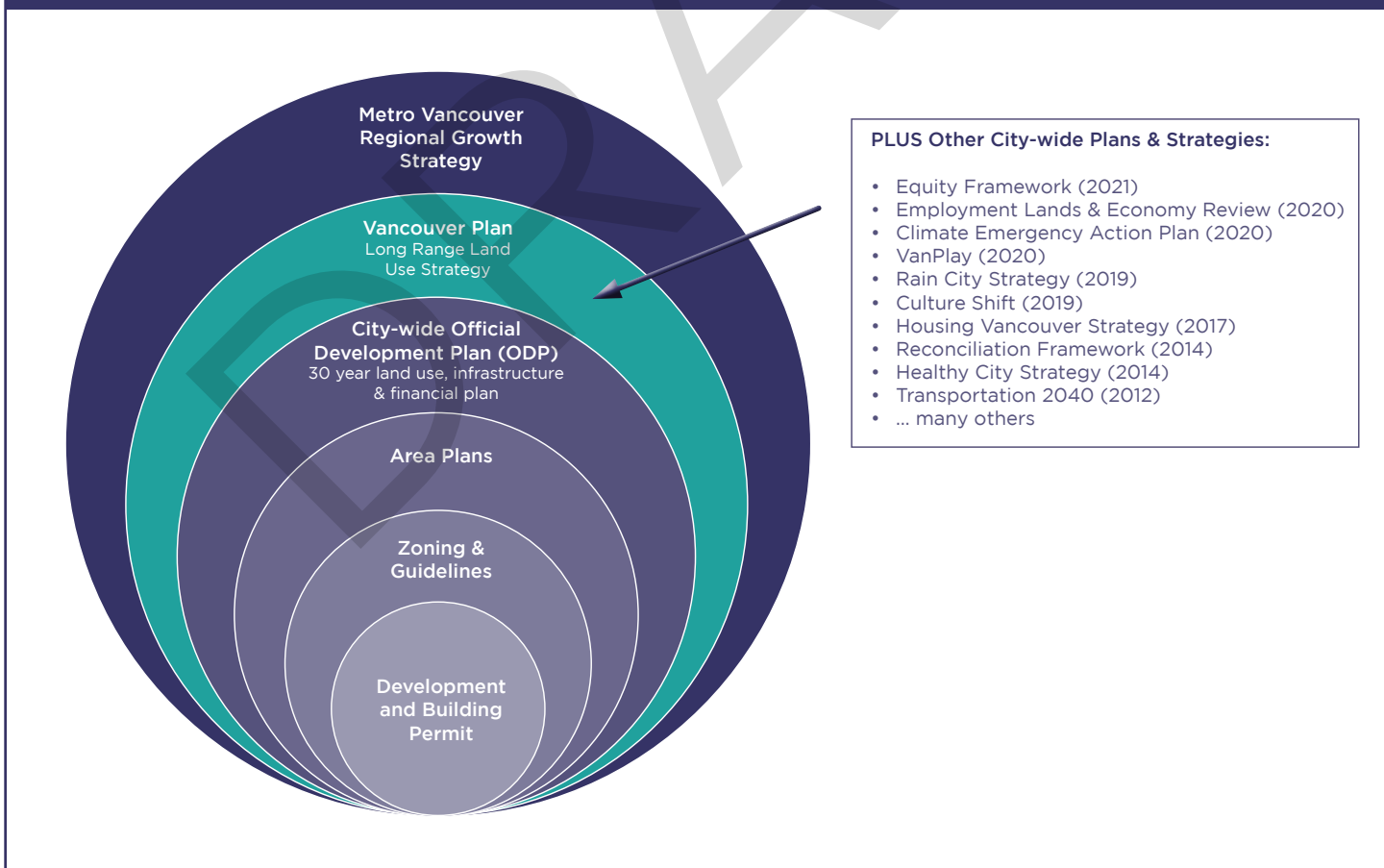


# Introduction

The Vancouver Plan sets a path to help us achieve the future we want for our city. We will need to make difficult decisions along the way, and city-wide change cannot be achieved all at once. By providing greater clarity on the long-term vision for city-wide growth and change, we can be strategic about how we get there and how we allocate our resources over time.

The Vancouver Plan complements other guiding city-wide strategies by providing a long term land use strategy that advances the community's goals and objectives 'on the ground' (Figure 1). The Plan will help guide investment decisions and prioritization going forward. Regular evaluation of progress toward the directions of the plan will allow the City to maximize the value of each dollar invested in services and new amenities, and ensure we are addressing areas of greatest need.

Figure 1: How Vancouver Plan fits with other Plans and Regulations



The Vancouver Plan's relationship to city-wide policies and land use plans – from regional strategies to building permitting. A key next step in the implementation of the Vancouver Plan is the creation of a new City-wide Official Development Plan (ODP) By-law based on the Plan (described below).

# Vancouver Plan - Implementation Phase

Implementing the vision and land use strategy of Vancouver Plan will require more detailed technical analysis along with financial and infrastructure planning. As the Plan moves forward, it makes sense to proceed with further work necessary to carry out the plan. This includes:

1. Embedding Vancouver Plan in Land Use Planning – Past Plans & Current Planning Programs
2. Strategic Growth & Change - Guiding Future Plans

Figure 2: Implementation Work Streams



## Embedding Vancouver Plan in land use planning – past plans & current planning programs

*Recommended to begin immediately upon plan adoption with reports on on-going progress. Land use planning for new areas of growth to follow.*

Following Vancouver Plan adoption, the Plan's directions should be embedded across the City's land use planning tools and processes. This begins with the foundational principles of Reconciliation, Equity, and Resilience. To support the core commitments to these foundational principles described in Part 2 of the Plan, we will collaborate with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations (the Nations) to apply the Plan's foundational principles across our land use planning tools and processes. Appendix X describes key questions that

inform this next step in advancing Reconciliation, equity, and resilience commitments toward land use related work, from how we make zoning decisions to how we approach heritage planning.

Embedding Vancouver Plan across our land use planning work will also require review and amendments, as needed, to existing plans and policies. Currently the City has a complex web of policy and regulation that informs land use and development decisions. The Vancouver Plan will be an important tool guiding updates to policy and regulation, streamlining the City's work, shortening processing times, and providing greater predictability for residents and the development community.

## Strategic growth & change – guiding future plans

*Recommended to begin immediately upon Plan adoption, Official Development Plan by-law delivery by 2024, Land Use planning for new areas of growth to follow.*

Beyond our existing plans and policies, the Vancouver Plan informs the development of new strategies to advance efforts towards our desired future, and more detailed area plans are an important part of this work.

The Vancouver Plan identifies many new areas of the City as opportunities for long term growth and change. However, it is not possible to support land use changes across the city all at once. By sequencing change in specific neighbourhoods over time, we can be strategic in using the assets we have and in coordinating the planning and delivery of new infrastructure and facilities. Value will be achieved by:

- Prioritizing growth in areas with underutilized services or excess capacity (e.g. transit, school, or community centre capacity);

- Co-locating public facilities including, but not limited to parks, schools, libraries, community centres and firehalls, and addressing areas of the city that may be underserved; and,
- Better planning and utilization of infrastructure upgrades (water, sewer, transportation, and sanitation).

The phasing of growth will be determined as part of a key next step in the implementation of the Vancouver Plan: the creation of a new City-wide Official Development Plan (ODP) By-law based on the Vancouver Plan.

An Official Development Plan (ODP) will refine and expand on the high level directions, policies and land use strategy in the Vancouver Plan, embedding targets for housing, jobs, climate and social needs to guide future area planning. A 30-year outlook for the new City-wide ODP is recommended as it aligns with Vancouver Plan and Metro Vancouver's strategies for regional growth and transportation, Metro 2050 and Transport 2050 (2022).

### New City-wide ODP



A key next step in the implementation of the Vancouver Plan is the creation of a new City-wide Official Development Plan (ODP) By-law based on the Vancouver Plan. It should contain the following components:

1. **Housing, Employment Space, GHG/Eco, and Social Needs Targets** to guide area planning
2. **Phasing Plan** for detailed area planning
3. **Infrastructure Plan**
4. **Public Investment Approach**
5. **City-wide Map of Land Use Designations** with height and density guidelines
6. **Identification of areas with specific development requirements** such as Ecologically Sensitive Zones, Hazardous Areas, and Heritage Conservation Areas
7. City of Vancouver's **Regional Context Statement**
8. **Monitoring Approach and Process for Updating the ODP**

Areas identified for growth and change will be assessed on potential to deliver across Vancouver Plan's three key goals, and advance Reconciliation, equity and resilience.

The new City-wide ODP will support Council decision making on the sequencing of new land use planning processes with the community and be adaptable to opportunities such as timing of regional investments

in transit, water, and sewer infrastructure. Developing the ODP jointly with long term infrastructure and financial plans will ensure our plans are achievable, affordable, and aligned with our future vision and goals.

As with the Vancouver Plan, the City-wide ODP will involve deep engagement with the Nations, partners and the public.



# Importance of aligning land use planning with financial and infrastructure planning

## Financial capacity - costs of a growing, changing city

Ensuring that the City is meeting the needs of our growing, changing city means addressing the growing gap between City revenues and the needs of residents and businesses.

The City maintains a broad portfolio of assets (more than \$25B), and faces pressures related to the growing need to renew aging infrastructure and amenities.

The City also assumes a lead role in the region in a number of key areas, such as economic development, innovation, livability, resilience and climate change adaptation. The City has also become increasingly active in addressing needs that fall within the jurisdiction and traditional mandate of the provincial government. For example, significant investments have been made in affordable housing, childcare, social services, mental health and addictions, public safety and emergency response, and other core services that serve both the City and the Metro Vancouver region.

To achieve our future goals, financial sustainability will require:

- “Right sizing” of services based on city-wide and local neighbourhood needs
- Modernizing our funding framework and securing appropriate revenue sources to address growing and evolving demands for public services
- Working with the senior governments for opportunities to leverage partnerships for funding and new revenue tools, and
- Deepening partnerships with community based not-for-profit organizations, philanthropy, faith-based organizations and the private sector.

Through the implementation phase, the Vancouver Plan will be a key reference to guide the prioritization of current and emerging needs of residents and businesses, providing greater confidence in directing the City’s limited resources where they are needed most. As part of the Plan’s implementation, a new approach to public investment will be developed with a focus on striking a balance between renewing our aging infrastructure and providing new amenities and services strategically to realize the City’s future vision, at a cost that is affordable to our residents and businesses.

### Why is the City’s current financial framework not sustainable?



Several factors are at play:

1. Significant and growing infrastructure deficit – aging infrastructure and amenities require renewal
2. Development charges being insufficient to fully fund growth costs, such as utility upgrades and other much needed public amenities
3. The City has become increasingly active in fulfilling community needs that have traditionally been the jurisdiction and mandate of the Provincial and Federal governments, such as housing and childcare, without appropriate funding sources
4. Increasing community expectations over time
5. Escalating costs and increased service standards
6. Managing for a changing climate (including sea level rise) and responding to seismic risk, and
7. Limited City funding sources (property taxes and development charges).

# Infrastructure planning

## Land use & transportation - how we get around

The City has long paired land use with transportation planning to efficiently connect people to their jobs and daily needs, support the economy, and provide low-cost, healthy and low-carbon ways to get around. This has been accomplished through thoughtful neighbourhood planning around transit routes and providing convenient connections between all neighbourhoods through the buildout of the City's networks (e.g. walking, biking, and goods movement). A good land use plan is a good transportation plan, and the coordination between land use planning and transportation planning will remain inextricably tied through the implementation of the Vancouver Plan.

## Utility capacity - availability of basic utility services

Vancouver relies on its utilities and water resources to provide daily needs, safeguard public health and safety, and support a functioning city and economy. Utilities are often unseen, largely underground networks of pipes and cables that carry drinking water, sewage, rainwater, energy (electricity, gas, hot water, steam) and communications services.

The City, together with senior government partners, is responsible for the basic fundamental services of providing water for drinking and fire suppression, managing rainwater runoff and conveying sewage for treatment. Implementing the plan will mean continuing to work closely with other service providers, such as BC Hydro, Fortis BC, and others, to plan and deliver these critical services.

Land use changes need to be coordinated with utility upgrades. In most areas of the City, **significant upgrades** will be required in order to provide greater housing choice and job opportunities (more complete neighbourhoods). Efficiencies will be gained by aligning land use planning with the planning of utility infrastructure to ensure that the most value is leveraged from these major investments.





# A Living Document

## Updating the Plan

As a long-term vision for how Vancouver grows and changes over time, the Vancouver Plan will be updated in response to a changing context and as new information becomes available. Many factors will influence implementation of the plan, such as the City's financial resources, Council priorities, timing of investments by senior government (such as in major transportation infrastructure), changes in senior government (federal and provincial) policy, and other significant changes, shocks or stresses impacting the city, such as earthquakes, climate change, pandemics, and others.

We cannot predict the future but we can do our best to plan for it with the information available at a given point in time. To ensure the Vancouver Plan remains relevant, progress and program updates should be

completed every four years to coincide with the capital planning cycle, with substantial reviews to coincide with regional growth updates – anticipated every 10 years. Regular monitoring of implementation progress will inform annual work plans.

No plan is truly a plan if it cannot be carried out. If the Vancouver Plan is to be more than simply a vision of a possible future, the additional work outlined above needs to be undertaken. Both the review of existing plans and further work on more detailed land use proposals, phasing, financial and infrastructure planning will help resolve many details, and careful consideration will lead to refinements of Vancouver Plan. The implementation phase of work will provide the essential tools to make the plan a reality and move Vancouver toward a more livable future.







