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The land use strategy in the Vancouver Plan does not serve as a rezoning enabling policy and does not create any development rights. The maps included in this document are for illustrative purposes only. They will be changed and refined in future phases of work.
Land Acknowledgement

The City of Vancouver humbly acknowledges that the lands to which the Vancouver Plan applies are the unceded territories of the xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səlilwətaɬ (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.
INTRODUCTION AND OVERVIEW

What is a land use plan?
A land use plan determines and directs the location, type, and intensity of different types of land uses, such as residential, office, commercial, or industrial. These land uses include different types of buildings, structures, public facilities, parks, open space, and ecological networks. A land use plan will also designate adequate space for transportation and infrastructure systems necessary to support the residents and businesses that live, work, and play in Vancouver. The goal of land use planning is to improve the well-being of people and their communities by creating convenient, equitable, healthy, efficient, safe, and attractive environments for present and future generations.

The Vancouver Plan is a visionary long-range land use plan to guide growth and change over the next 30 years. 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.

The Vancouver Plan sets 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, arts and culture, healthy communities, Reconciliation, equity, and resilience. The Vancouver Plan does not supersede these plans, nor does it duplicate them. Instead, it incorporates key components that require land use policies to advance their goals and objectives. The Plan also provides the overall context for developing new complementary land use strategies.

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1. CONTEXT AND OPPORTUNITY

Our strengths

Located on the traditional, unceded territories of the xwm̓əθkʷəy̓əm (Musqueam), SḵWX̱Wú7mesh (Squamish), and səlilwatəɬ (Tsleil-Waututh) Peoples, Vancouver is known for its beautiful natural setting, strong economy, diverse communities, and vibrant neighbourhoods.

Economically Strong - Vancouver is the economic engine of the most globally recognized strengths in many sectors including tech, film/television, climate solutions, life sciences, tourism, arts, and 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. This diversified economy provides a strong and resilient foundation for Vancouver businesses and residents.

Culturally Vibrant - Vancouver is the centre of arts and culture with more than 8,800 professional artists living in the city. Vancouver is home to the highest concentration of artists per capita than any other major Canadian city.

Socially Diverse - Socially, racially, and ethnically diverse people and communities have instilled a flourishing array of cultures, traditions, customs, languages, landmarks, and tangible and intangible heritage elements from across the globe, enriching the city with unique and recognizable qualities. Fifty-two percent of Vancouverites are racialized (i.e., visible minority in Canadian Census) and 46% of people have languages other than English as their mother tongue.

Convenient Transit - Convenient transit improves sustainability, air quality, and healthy living. Eighty-two percent of residents live close to a transit route with service that comes at least once every 15 minutes and 49% of residents live close to a RapidBus stop or SkyTrain station. This convenience reduces the need for private vehicle trips and increases transit ridership. With this connectivity, Vancouver makes up about 40% of all regional transit trips.

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

Locational Advantages – Vancouver is a coastal seaport 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.

Our challenges

Despite Vancouver’s unparalleled advantages, our city and its residents struggle with critical immediate issues.

Housing Affordability – Like many North American cities, housing affordability is our biggest challenge. Thirty-five percent of renter households currently 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. More than 2,000 people experience homelessness in the city, and approximately 7,000 more are on the precarious edge of homelessness.

Climate Emergency – The climate is rapidly changing and by 2050 Vancouver can expect to experience longer, hotter, drier summers, sea level rise, and heavier rainstorms with increased flooding. These changes in climate will have significant impacts on residents, businesses, buildings, and infrastructure alike and require new municipal responses and investments not previously contemplated.

Economic Pressures - Vancouver continues to be the preferred location for employers in the region but more than half of the city's jobs are located on only 10% of the land, putting employment lands under tremendous pressure. This competition for space means rising commercial and industrial rents in high demand areas.

Additionally, Vancouver struggles with a spatial mismatch between jobs and housing as 40% of the city’s jobs are held by workers who commute in from the suburbs. Due in part to high housing costs that limit housing options for workers employed in the city, these commuting patterns increase traffic congestion, worsen air quality, strain the road network, and reduce productivity for local businesses.

Overdose crisis – People in Vancouver continue to be severely impacted by the mix of long-standing mental health and public health crises and an increasingly potent and toxic drug supply. The number of people dying from drug poisoning declined in 2019 but has increased substantially in 2020 and 2021. Indigenous Peoples continue to be disproportionately impacted due to the impacts of ongoing systemic racism and colonization.

Underutilized Neighbourhoods – Today, more than one-half of Vancouver’s land is reserved for only 15% of the homes. More than one-third of residential neighbourhoods 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, with some neighbourhoods experiencing declining populations of families with children. Nevertheless, these neighbourhoods possess a wealth of parks, community centres, libraries, schools, and leafy green streets able to accommodate new residents.

Limited Fiscal Resources – Vancouver, like other Canadian cities, offers a broad range of services, but also has increasing pressure on its limited revenue sources to maintain, renew, and expand the infrastructure, services, and amenities that residents want and need to support livability and quality of life.

High Risk for Earthquakes – Vancouver is home to 482 hectares of natural areas and has one of the most accessible park systems in North America.

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This place is the unceded and ancestral homelands of the hən̓q̓̑əmin̓əm̓ and Sḵwx̱wú7mesh speaking Peoples, the x̌məθkw̓əy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səlilwətaɬ (Tsleil-Waututh). The territory known as Vancouver is part of their traditional lands.

Since time immemorial, through the designation of Musqueam’s Indian Reserve land, and to present day, Musqueam’s community members have resided on their reserve lands and off reserve within present-day Vancouver. The Vancouver Charter references the geography of Musqueam’s reserve lands, and Musqueam members are eligible voters for City of Vancouver elections. This longstanding history with one another has established a unique government to government relationship, including collaboration for municipal/community services. More recently the Squamish Nation have designated reserve lands located within the City of Vancouver boundaries. The City is embarking on a new relationship with the Squamish Nation of sharing municipal/community services.

In the Nation’s own words, excerpts from the websites of each Nation are shared 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 | x̌məθkw̓əy̓əm

“We are traditional hən̓q̓̑əmin̓əm speaking people. Today, we are a strong, growing community of over 1,300 members. Many of our members live on a small portion of our traditional territory, known as the Musqueam Indian Reserve, located south of Marine Drive near the mouth of the Fraser River. 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.” (musqueam.bc.ca)

Squamish Nation | Sḵwx̱wú7mesh Úxwumixw

“The territory of the Squamish People includes the Burrard Inlet, English Bay, False Creek, and Howe Sound watersheds. Our historical links to these lands and waters are numerous. Squamish place names exist throughout the territory. In many instances, a location has particular meaning to our people because of the existence of oral traditions that served to explain that place in the Squamish universe and in our relationship to the land. In addition, the land bears witness to the settlements, resource sites, and spiritual and ritual places of our ancestors, including villages, hunting camps, cedar bark gathering areas, rock quarries, clam processing camps, pictographs and cemeteries. Some of these village sites date back 3000 years.” (squamish.net)

Tsleil-Waututh Nation | səllilwətaɬ

“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. Burrard Inlet sustains us with food, a place to live, spectacular natural beauty. 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.” (twnation.ca)
**Vancouver is the core of a growing region**

Vancouver is 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 half a million more jobs and homes. With a population of almost 2.8 million people, Metro Vancouver is the third largest metropolitan area in Canada, only behind Toronto and Montreal.

Opposite: Graphs showing population, jobs and housing units in Vancouver and the rest of the region. Below: Map showing Vancouver in the Metro Vancouver region.

<table>
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<tr>
<th>POULATION</th>
<th>JOBS</th>
<th>HOUSING UNITS</th>
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<tr>
<td>25%</td>
<td>34%</td>
<td>30%</td>
</tr>
<tr>
<td>662,248 persons</td>
<td>377,015 jobs</td>
<td>128,147 dwelling units</td>
</tr>
<tr>
<td>75%</td>
<td>66%</td>
<td>70%</td>
</tr>
<tr>
<td>1,980,577 persons</td>
<td>734,435 jobs</td>
<td>776,185 dwelling units</td>
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**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 Growth Strategy**, which has been approved by City Council.

Today, Vancouver is home to 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.

Vancouver is expected to continue its role as the largest regional job centre and a hub for new immigration. Vancouver is the preferred location for jobs, absorbing 65% of all regional office space construction today. On average, 25% of immigrants coming to the region land in Vancouver.

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 anticipate and respond to these changes throughout Vancouver Plan implementation and future area planning.

---

**Figure 1: Vancouver within the region**

**Figure 2: Estimated population growth in Vancouver**

Vancouver is a regional, provincial, national and international leader

Beyond our central role in the region, Vancouver has a demonstrated strong track record of advancing innovative solutions to tackle issues and challenges faced by cities worldwide, including addressing past harms.

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. In 2021, Council adopted the City’s Equity Framework that further calls for an equity-oriented lens on all areas of City work. All of this work is necessary and ongoing.

A city surrounded by forests, rivers, lakes, and oceans has led to the early adoption of a strong 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.

The City of Vancouver has a history of being recognized as a leader in municipal environmental sustainability, including bold climate action. From 1990 when Vancouver became the first city in North America to attempt to address climate change with its “Clouds of Change” report, to the most recent Climate Emergency Action Plan (2020), Vancouver’s action on climate has been replicated and adopted by other governments locally and abroad. 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, and other factors, 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.

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

The City of Vancouver provides a wide range of municipal services to residents, workers, and visitors. It must also build, maintain, and renew the infrastructure and amenities required to provide those services. The Vancouver Charter defines the powers and laws of the City.

Think about your visit to the swimming pool. The City maintains the sidewalks and roads that get you from your home to the pool. The cashiers, lifeguards, and cleaning staff help provide the service while at the facility. In the background, the City takes care of the pool building and even the pipes that supply the water, so this experience is available for decades to come.

The City also undertakes community planning and regulates development. Our “municipal toolkit” has three main tools (shown opposite).

What role do senior governments and regional authorities play?

The Federal and Provincial Governments are responsible for:

- Ports, rail and airports
- Schools
- Hospitals
- Childcare
- Affordable Housing

The City of Vancouver often partners with senior levels of government to help deliver important services such as housing and childcare projects.

The role of regional authorities

The City of Vancouver works with the regional authorities of Metro Vancouver (governed by appointed elected officials from each municipality), TransLink, and Vancouver Coastal Health who deliver services at a regional level, including:

- Regional planning and growth management
- Public transit
- Drinking water and sewage: Regional treatment facilities and major pipelines crossing city boundaries
- Air and water quality monitoring
- Regional health services

Photos from left to right: Port of Vancouver (Source: Cory Dobson); Temporary Modular Housing (Source: Michelle Pollard); SkyTrain (Source: City of Vancouver)
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.

Figure 4: Key stages of the planning process

Planning Vancouver together

A city-wide plan requires a shared vision for our future that resonates across diverse communities. To achieve this, staff intentionally designed outreach and engagement processes to reach diverse and under-represented people and communities to hear from new voices and understand new ideas.

Through the planning process, the City 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. The process involved City Council and all departments of the City.

Engagement

The engagement process was designed to reach as many perspectives as possible - reaching over 52,480 engagement touchpoints. 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 groups in conversations about the future of their city.

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 became a time of reflection and learning. Important observations include:

• Disproportionate impacts experienced by women, lone-parents, low-income people, families identifying as racialized, seniors, and people with disabilities.
• 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 urgent necessity of providing publicly accessible basic needs such as drinking water and washrooms, as well as warming centres during the winter months and cooling centres during the summer.
• The importance of industrial land for local production, distribution, and repair services, and activities when global supply chains were disrupted.
• The value of nimble and responsive governmental and private sector action, such as repurposing streets and sidewalks for patio cafes, parklets, and other opportunities for social connection.

Equity-denied groups

Equity-denied groups are those who have been excluded from the design of current societal, governmental, and legal systems, and whom face marginalization and discrimination as a result of that exclusion. These groups are some of the most underserved in our community because of these systemic barriers and include: people who identify as Indigenous, Black people and people of African descent; people of colour and racialized people; people with disabilities and chronic illnesses; 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.
Indigenous engagement

To embed the City’s commitment to Reconciliation into the planning process, the City further established working relationships through partnership agreements with Musqueam, Squamish, and Tsleil-Waututh Nations, and the Metro Vancouver Aboriginal Executive Council (MVAEC). This aimed to strengthen relationships of mutual respect and understanding, integrating Indigenous perspectives into the Plan. Conversations occurred with each Nation and MVAEC on Plan directions that are of fundamental interest to them. By including Indigenous principles and decolonial processes in the development of the Plan, we seek to work in right relations with the Nations and urban Indigenous Peoples.

Equity engagement

Equity engagement sessions focused on supporting the involvement of equity-denied groups and often involved partnerships with Neighbourhood Houses, community centres and spaces, and other non-profit organizations. Outreach took the form of focus groups, information sessions, workshops, presentations, and surveys. Sessions were held in neighbourhoods across the city, including the Downtown Eastside, Chinatown, Strathcona, Hastings-Sunrise, Kensington-Cedar Cottage, Collingwood, and Sunset.

Youth engagement

The Young Planners Program included over 3,000 child and youth engagement contacts through a range of activities that included digital studio sessions, youth surveys, youth-led interviews, youth workshops, and in-classroom education programs. Partnerships made youth engagement possible, with key supports from community centres and community youth workers, Neighbourhood Houses, the Vancouver School Board, and a range of youth-serving and youth-led organizations.

PARTICIPATION BY THE NUMBERS

Through four phases of engagement from November 2019 to May 2022

- Postcards: 318,581 mailed
- Newsletters: 37 newsletters to up to 2,237 subscribers
- VancouverPlan.ca: 152,908 page views
- 52,480 engagement contacts (“touchpoints”)

- 4 Council workshops
- 11 Councillor meetings with community groups
- 100 youth workshops presentations and sessions for young planners
- 29 neighbourhood charrettes, mapping events and workshops
- Approximately 30 pop-up engagement events in neighbourhoods across the city
- 36 workshops and meetings with Council Advisory committees
- 119 meetings with stakeholder organizations and community groups
- 185 meetings and events with equity-denied community members and the organizations that serve them

Advertising

- 90M+ impressions from 746 posters, transit shelters and vehicles, restaurants, and other displays dispersed throughout the city

Advertising

- 12 online surveys available in at least 6 languages
- Including youth surveys and 2 Ipsos randomized polls
- 25,756 survey responses

5 “Future We Want” online events

(4 in partnership with Simon Fraser University)

3 self-guided walking tours

DIY conversation kits

Youth engagement

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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 offers convenient access to 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 cool shade on hot summer days. A city where people move around safely and comfortably, using the city’s high-quality walking, biking, and transit networks. An economy that provides jobs close to home or within a short commute. A community where parents feel supported with easy access to quality, affordable childcare, and seniors and singles feel connected. A learning culture where youth are provided educational opportunities and encouraged to pursue their greatest ambitions.

Imagine a Vancouver in which diversity is expressed prominently, and the city embraces and reflects the original stewards of these lands – the Musqueam, Squamish, and Tsleil-Waututh Peoples. A place where 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), Sḵwx̱wú7mesh (Squamish), and səlilwətaɬ (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.

Equitable Housing and Complete Neighbourhoods
Allowing more housing options and opportunities for everyone to choose a livable neighbourhood that meets their needs. Ensuring all neighbourhoods have the things that matter most.

An Economy that Works for All
Protecting and expanding areas for business and employment, and adding more job space to neighbourhoods. Ensuring a mix of housing, jobs, shops, and services close to rapid transit.

Climate Protection and Restored Ecosystems
Creating streets for people to move around by walking, rolling, biking, and taking transit. Supporting building methods that reduce energy consumption. Protecting and making space for nature.

Photos top to bottom: Main Street; Commercial Street cafe; Vancouver beach (Source: City of Vancouver)
4. GETTING TO OUR BIG IDEAS

Collective Impact

The people of Vancouver have set an extraordinary Vision built on a foundation of aspirational principles and Big Ideas. Reaching this ambitious future will require the commitment and dedication of all the City’s stakeholders, from senior governments, non-profits, and businesses, to neighbourhood groups and residents. Solutions that deliver childcare, affordable housing, schools, climate action strategies, transit, and supports for public health rely on the partnerships and investment of other government agencies and non-profit providers. Artistic, cultural, educational, and social services and benefits that enrich the lives of our residents and visitors, will come through collaboration and the dedication of the artistic community, non-profits, philanthropic organizations, and volunteers.

Setting clear, realistic expectations with fiscal responsibility

The Plan establishes clear land use direction for a more affordable, sustainable, and livable city. This will require upgrading and expanding the physical, educational, and cultural infrastructure and services.

The future envisioned by this Plan will require difficult choices to balance inherent trade-offs. With limited land and resources, priorities must be established with equity and Reconciliation top of mind, and the City must set clear and realistic expectations for facilities, levels of service, and the necessary funding required to meet the needs of a growing, maturing city.

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 area planning in the future, ensuring we achieve our goals at the neighbourhood and city level.

Policy Area Vision Statement: Each policy area includes an aspirational statement that reflects the optimal desired state for that policy area.

Policy Directions: These are overarching statements that express what needs to be done in order to achieve the Policy Area Vision Statement.

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.
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 have enhanced the planning process, directly informed policy development, and serve as a framework for implementation. Alongside the commitments put forward in the Vancouver Plan, work is underway at the City as well as with partners and communities, to continue advancing these goals. As the work progresses and goals are achieved, Vancouver Plan will be updated and refreshed.

The following sections provide further context on each foundational principle and a description of the City’s broader commitments to advance each.
Although natural and human-caused disruptions and damaging events often affect everyone in our community, the harmful impacts are not experienced equally by all residents. Neither is the opportunity to recover. People who have been systemically marginalized and/or excluded are those most disproportionately impacted. To advance our commitment to equity, reduce risk, and improve resilience outcomes for all, the City must prioritize communities with the fewest resources and greatest needs.

Reconciliation + Equity
The impacts of colonialism and its negative effects on the xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ilwətaɬ (Tsleil-Waututh) Nations and urban Indigenous Peoples are distinct. However, both Reconciliation and equity work are crucial to addressing systemic racism and oppression. To move in the direction of equity, we need to advance the journey towards Reconciliation as a priority, recognizing Indigenous Rights and uplifting Reconciliation efforts.

Reconciliation + Resilience
The xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ilwətaɬ (Tsleil-Waututh) Peoples have taken care of the lands, creating strong and healthy communities through their cultures, laws, and stewardship, despite enduring systemic oppression. To be a resilient city, we need to respectfully uplift Indigenous ways of being and knowing, and explore together how this can inform policy and land use processes.

Equity + Resilience
The xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ilwətaɬ (Tsleil-Waututh) Peoples have taken care of the lands, creating strong and healthy communities through their cultures, laws, and stewardship, despite enduring systemic oppression. To be a resilient city, we need to respectfully uplift Indigenous ways of being and knowing, and explore together how this can inform policy and land use processes.
1. RECONCILIATION

The City of Vancouver occupies the unceded territories of the xʷməθ̓kʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ílwətaɬ (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.

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 waterways, and non-human species that previously flourished in these territories. Discriminatory and racist policies like the Indian Act, the Residential School System, and the Residential Tenancy Act (1978) have damaged trust and relationships with these Nations.

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.

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 xʷməθ̓kʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ílwətaɬ (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 the right to self-determination. It means creating more opportunities for Musqueam, Squamish, and Tsleil-Waututh Nations 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.

Work collaboratively with xʷməθ̓kʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ílwətaɬ (Tsleil-Waututh) Nations to 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 xʷməθ̓kʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ílwətaɬ (Tsleil-Waututh) Nations.

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 xʷməθ̓kʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ílwətaɬ (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 engaging 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 xʷməθ̓kʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ílwətaɬ (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. 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.

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

Elder Amy George drumming during a healing circle (Source: Nancy Bleck)
Many people face multiple barriers in accessing housing opportunities, facilities, and/or 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 housing, jobs, transportation, greenspace, and other essential amenities and daily needs because of where they can or cannot reside. The rising cost of living has many people assessing their ability to remain in Vancouver, as the gap between rich and poor continues to grow.

Current land use policies and practices reinforce many geographic, economic, and social inequities and create barriers that have disproportionate impacts on marginalized or excluded residents and communities. An equitable city will expand choice and increase agency for individuals and communities, with particular attention to equity-denied groups. Land use policies and practices will be assessed and intentionally transformed to ensure the benefits of living and working in Vancouver are more equitably distributed.

2. EQUITY

Many people face multiple barriers in accessing housing opportunities, facilities, and/or 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 housing, jobs, transportation, greenspace, and other essential amenities and daily needs because of where they can or cannot reside. The rising cost of living has many people assessing their ability to remain in Vancouver, as the gap between rich and poor continues to grow.

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2. 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 Accessibility Strategy (2022), Resilient Vancouver Strategy (2019), Women’s Equity Strategy (2018), Reconciliation Framework (2014), and the Healthy City Strategy (2014).

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

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.

Advance an equity-based approach to land use 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. Expand housing choice in all neighbourhoods to broaden diversity and inclusivity. This means ensuring all individuals and groups can participate in all aspects of public life, and have affordable and secure housing options in complete neighbourhoods where daily needs can be found 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. This requires that monitoring, evaluation, and accountability measures be developed accordingly.

Map 1: Disproportionately impacted populations

Considerations for the data used in this map:

Measuring inequity is not a straightforward 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 mapping:

• 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 systematically equity-denied groups are not homogenous. The data reflects district characteristics, not the distinct characteristics of individuals within these areas. For example, some people will experience systemic barriers regardless of how many people around them share characteristics.
• There are factors that shape people’s experiences that cannot be quantified or mapped at all. This map depicts characteristics of certain areas, but not the unique characteristics of individuals within those areas. In other words, there may be examples of people who experience systemic barriers regardless of how many people around them share characteristics.

In spite of these limitations, mapping inequity is a valuable exercise. It can help us understand how inequities experienced by individuals are amplified or aggregated by policies and decisions made at the city level, and how we can use this understanding to address inequities over time.
3. 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 (an event or disruption like earthquakes or heat waves) or chronic stresses (an ongoing challenge like unaffordable housing, climate change, or social isolation).

Resilience is determined and influenced by many, many factors - physical geography and the natural environment, urban infrastructure and buildings, and 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 support biodiversity also expose the region to earthquakes and flooding. The Port of Vancouver and Pacific Gateway location create thousands of jobs and economic growth, also exposing the land and waters to oil spills and hazardous materials accidents that threaten our ecological systems and health. The beauty and livability of Vancouver itself 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 residents, businesses and the natural environment. A resilient city requires collaborative work and creative approaches across departments and with community, industry, and government partners.

Collectively these documents offer hazard and risk information that can inform land use policy and urban design, reduce Vancouver’s risks, increase preparedness, and strengthen the social fabric and community wellbeing.

In order to improve resilience, the City will continue to learn from past shocks (like COVID and heat waves) and ongoing stresses (food insecurity 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.

The City’s commitment to Resilience

The City commits to building resilience in 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) as well as Spaces to Thrive (2022), Rain City Strategy (2019), Climate Change Adaptation Strategy (2018), Healthy City Strategy (2014), and Earthquake Preparedness Strategy (2013).

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.

Map 2: Overlapping hazards and risks under current conditions

<table>
<thead>
<tr>
<th>Hazard Score</th>
<th>Composite Hazard Score</th>
</tr>
</thead>
<tbody>
<tr>
<td>Highest hazard</td>
<td><img src="https://example.com/high" alt="" /></td>
</tr>
<tr>
<td>Moderate - high</td>
<td><img src="https://example.com/moderate-high" alt="" /></td>
</tr>
<tr>
<td>Moderate</td>
<td><img src="https://example.com/moderate" alt="" /></td>
</tr>
<tr>
<td>Moderate - low</td>
<td><img src="https://example.com/moderate-low" alt="" /></td>
</tr>
<tr>
<td>Lowest hazard</td>
<td><img src="https://example.com/lowest" alt="" /></td>
</tr>
</tbody>
</table>

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.), Seismic Risk (percent of heavily damaged buildings).

Due to the impacts on Indigenous Rights, Title and Interests, Musqueam, Squamish and Tsleil-Waututh Nations are disproportionately affected by hazards, risks, and vulnerabilities.
PART 3:
PLAN
ASPIRATIONS

THREE BIG IDEAS

Three Big Ideas are aspirational ways of growing and changing Vancouver to reflect community priorities. These Big Ideas provide guidance to the land use strategy and direction for the development of policies for each of the component parts of the Plan.

Photos top to bottom: Main Street; Commercial Street cafe; Vancouver beach
(Source: City of Vancouver)
EQUITABLE HOUSING AND COMPLETE NEIGHBOURHOODS

• Ensure more affordable housing choices are available to ease the housing affordability crisis
• Transform low-density neighbourhoods to include housing choice for all income groups and family types
• Leverage transit investments to support growing neighbourhoods
• Protect neighbourhood assets, like affordable rental housing, local businesses, arts and culture, and places for social gatherings
• Create more complete, walkable neighbourhoods by adding services and amenities like childcare, plazas, community facilities, and access to affordable, nutritious food

For related Policy Directions see:
Land Use Strategy Directions: L1.1 – L1.9, L2.1, L2.3
Policy Areas: Housing (1), Economy (2), Climate (3), Ecology (4), Transportation (5), Childcare (6), Community Infrastructure (7), Arts, Culture & Heritage (8), Public Space (9), Watersheds & Water Resources (10), Food Systems (11)
2 AN ECONOMY THAT WORKS FOR ALL

• Reinforce Vancouver’s role as the regional job centre by building on economic strengths and welcoming value-aligned investment, workers, and employers
• Protect, expand, and support industrial/employment areas, business districts, campus institutions, and a broad and diverse base of jobs and services
• Encourage a diverse and accessible mix of local-serving and small businesses and jobs in all neighbourhoods

For related Policy Directions see:
Land Use Strategy Directions: L1.1 - L1.9, L2.1 - L2.3
Policy Areas: Economy (2), Climate (3), Transportation (5), Childcare (6), Arts, Culture & Heritage (8), Public Space (9), Food Systems (11)
CLIMATE PROTECTION & 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 to progress 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 infrastructure with nature in mind
- Plant more trees in areas with limited tree canopy to take advantage of all the natural benefits trees provide

For related Policy Directions see:
Land Use Strategy Directions: L1.1 – L1.9, L2.1, L2.3
Policy Areas: Climate (3), Ecology (4), Transportation (5), Public Space (9), Watersheds & Water Resources (10), Food Systems (11)
PART 4: LAND USE STRATEGY

LAND USE STRATEGY

The Land Use Strategy allocates growth and demonstrates how change within Vancouver’s business districts, industrial areas, and 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 address goals of livability, affordability, and sustainability.

The Strategy reflects community values and aspirations and will shape conversations around priority setting for our city investment in the years to come.

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 and updated at established intervals to incorporate new information and Council direction.

The land use strategy will:

• Direct new housing choices to low-density residential areas rich in amenities and add opportunities for new amenities and services in areas that are currently underserved.

• Reinforce Vancouver’s 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 enabling affordable housing and jobs within an easy walk or roll of transit.

• Strengthen existing and support new neighbourhood centres by incorporating Missing Middle housing into 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, and biking).

• Make space for ecology to function at the site, neighbourhood, and city-wide scale.
The land use strategy builds upon key elements of the existing urban fabric. The built environment is composed of buildings, streets, plazas, natural open space, parks, and infrastructure.

Often these key elements are studied separately to serve a specific purpose without a holistic perspective. This approach will often result in conflicts between competing priorities and may miss opportunities to satisfy multiple objectives.

Vancouver Plan uses a composite spatial analysis approach to land use as illustrated by the map layers found on the right. Using this methodology will ensure coordination between subject matter experts to identify co-benefit solutions, minimize conflicts, and optimize resource and financial investment.

More detailed policies and directions related to these and other layers can be found in their respective sections.

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
Today, housing opportunities are not evenly distributed across the city. In some neighbourhoods, the focus will be on protecting and renewing existing affordable housing. In other areas, emphasis will be placed on providing new rental options, social housing opportunities, and Missing Middle housing.

See Part 5.1. Housing for details

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

See Part 5.2. Economy for details.

Transportation
High quality walking, biking, and transit networks and connections shape the urban environment and form the backbone of complete neighbourhoods. Connecting people to their jobs and daily needs supports the economy and provides low-cost, healthy, and sustainable ways to get around.

See Part 5.5. Transportation for details.

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

See Part 5.3. Ecology for details.

Equity + Resilience
Understanding our diverse communities, service and amenity gaps, and environmental hazards will lead to more inclusive, equitable, and resilient neighbourhoods.

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

**Metro Core/Broadway**
- Principal centre of urban living, employment, arts and culture, tourism, and entertainment activity for the city and region.
- Opportunities to complete neighbourhoods by adding shopping areas and Missing Middle housing into these lower density residential areas.

**Industrial/Employment**
- 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.

**Major Projects**
- These master planned communities are designed to provide a range of housing types and tenures supported by shops and services, new infrastructure, and public amenities including parks and childcare.

**Systems + Networks**

**Transportation**
- Transportation system offers critical connections for driving, walking, biking, and transit between neighbourhoods and to city and regional destinations.

**Ecology**
- Natural system of existing, enhanced, and expanded habitat areas, corridors, and blue/green networks that enhance ecosystem function and biodiversity.

**Water Infrastructure**
- Integrated utility, services protect public health and the environment while improving resilience and sustainability.

**Neighbourhood Types**
- Metro Core/Broadway + MTC
- Rapid Transit Area
- Neighbourhood Centre
- Village
- Multiplex Area
- Industrial/Employment
- Village/Neighbourhood Centre overlap with Rapid Transit Area

**Map 3: City building blocks**
- **First Nations Reserves**
- **Major Projects sites in progress**
- **Existing Rapid Transit Station**
- **Major Transit Network**
- **West Coast Express**
- **Parks and open space**
- **Ecological corridor/Ecologically sensitive zones**
- **Waterbody**

* For clarity, some elements are not shown on map. Please see Part 5 for additional details.
Neighbourhoods | Directions and Policies

Complete neighbourhoods include all the resources required to meet most residents’ daily needs within a short walk or roll - shops, restaurants, flexible work spaces, internet, community services, housing, transit, schools, parks, and other features. These highly walkable neighbourhoods support better livability through 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. A city of complete neighbourhoods will help move us to a more sustainable and resilient future.

Although Vancouver already has many complete neighbourhoods, many still lack key components. Over half of Vancouver residents live in neighbourhoods without walkable and rollable access to daily needs. Many neighbourhoods while rich in amenities, offer few housing options limiting the number of people who can live there. Policies contained in this section will provide opportunities for neighbourhoods to achieve a better balance of these critical elements and will lead to a more inclusive, sustainable, and socially connected city.

Direction L1.1: Daily Needs

Enable more housing choice, jobs, services, and amenities in neighbourhoods throughout the city so residents can meet most of their daily needs close to home.

Policies

- L1.1.1 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 noise levels 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 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.

Direction L1.2: Direct Growth Strategically

Direct growth to optimize 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 land use strategy and associated policies 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.
The land-use strategy conceptually illustrates the type and intensity of change envisioned across the city. In some areas, the plan and strategy reflects existing detailed planning. In other areas, the land-use strategy provides guidance for needed future policy development to achieve those changes and create more complete and inclusive neighbourhoods across the city.

First Nations Reserves: The creation of First Nations Reserves represents a shift away from spatial segregation and control of Indigenous Peoples’ movements. Today, Musqueam, Squamish, and Tsleil-Waututh Nation lands in the north of the Fraser River, as well as the Tsleil-Waututh Nation’s lands in the north of the Fraser River, are small portions of what was once Musqueam People’s settlement. Today, it is being planned for a high-density, urban community.

Existing High Streets and Commercial Hub: Local retail strips and streets are key drivers for the different types of Neighbourhoods. These existing commercial areas are enhanced and expanded to better support comprehensive neighbourhoods and a growing city. See Part 3.2. Economy for more details.

Industrial/Employment: Vancouver’s limited industrial-employment areas are generally clustered in the south of the city where they are interspersed with opportunities for offsite-based employment on upper floors in areas well-served by transit. Recreational uses are not permitted on these lands. See Part 3.2. 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, finance, and professional services. They also represent historical industry, entertainment, and retail and service environments. See Part 3.2. Economy for more details.

Downtown Heritage Districts: Many areas of Vancouver have heritage character and desirable settings that must be protected. Additionally, Chinatown, Gastown and the False Creek Waterfront are recognized as historic urban landscapes for their heritage value and significance. Other cultural and historic designated as historic districts. These areas have existing detailed planning and urban design policy to guide change and development.

Downtown Districts: The DTES is home to one of Vancouver’s major market neighbourhoods and the historic heart of the city. If it has a unique and diverse character, stronger urban heritage and it is deeply connected to its original Indigenous community and early residential districts, although there are a wide range of incomes across the neighborhoods, the DTES contextually has a higher proportion of low-income residents, as well as those with the fewest, that higher proportions of South East Asian and African women experience systemic inequities, including racism, discrimination, poverty, homelessness, mental health and addictions, substance use and violence. Community networks, social connections, and community services seek to address these inequities and build resilience for the future. The area is designed as a Community Development Area and is guided by existing neighbourhood planning policy.

Major Projects Sites in Progress: There are several major projects sites in the Vancouver. These major planned communities are designed to provide a range of housing types and spaces supported by shops and services, new infrastructure and public amenities, including parks and children’s spaces. Stated purpose in this section is to guide implementation of identified major project sites.

Existing Open Space: Open space includes uses such as parks, golf courses, natural systems, and cemeteries. The Vancouver Plan contains policies to enhance and expands parks and open spaces to meet ecological and the scale of the metropolitan area.

This Land Use map conceptually illustrates Vancouver’s future land use. It does not enable development applications or ensures. Areas boundaries are illustrative and will reflect through more detailed future planning work. The Plan reflects the low-rise transit-oriented development identified in Transit-Oriented Development (TOD) 2050 and the joint venture between the City and BC Housing for the new transit oriented residential development. In addition, it seeks to achieve the key principles of scale and land use planning areas would be adjusted accordingly. If found out the land-use strategy is not expected by 2050.
Direction L1.3: Metro Core/Broadway

Reinforce Metro Core/Broadway’s role as the principal centre of business, employment, cultural, and entertainment activity for the city and the region

The Metro Core/Broadway area will continue to be the urban heart of the city and region by providing 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/Broadway area includes many of Vancouver’s oldest neighbourhoods with significant community, cultural, and historic importance in the region. While the Metro Core/Broadway area 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.

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/Broadway area 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. Enhance a high quality public realm, including Broadway as a Great Street, in the Metro Core/Broadway area 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, and 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.
Direction L1.4: Municipal Town Centre

An inclusive, mixed-use centre with significant housing and jobs space, services, and amenities

Second only in importance to the Metro Core/Broadway area, Oakridge is a regionally designated Municipal Town Centre with excellent access to rapid transit, parks, and amenities. This area has undergone a detailed planning process that enables a dense mix of housing and employment uses supported by a high-quality public realm and amenities including new park, library, and recreation space. 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. Continue to implement the Cambie Corridor Plan to 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. Significantly increase levels of regional employment that will contribute 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 to add vibrancy and convenience.

L1.4.4 Connected parks and plazas. Ensure park spaces are connected through enhanced walking routes that are pleasant, comfortable, and safe for all. New urban plazas and key community facilities will improve opportunities for social connectivity and combat isolation and loneliness.

L1.4.5 Built form. Enable a variety of forms and heights (generally up to 25 storeys, with some higher buildings in strategic locations) to contribute to varied built form, on and off arterials.

L1.4.6 Amenities. Explore ways to integrate amenities such as childcare, community infrastructure, and arts and cultural spaces in mixed-use developments.
Direction L1.5: Rapid Transit Areas

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.

**Jobs.** Support significant levels of regional employment by expanding employment uses and preserving 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.

**Jobs.** Enable mixed-use spaces such as business centres, co-working spaces, affordable incubator spaces, and arts and culture spaces.

**Built Form.** Aim for a more distributed (versus concentrated) pattern of development that allows for mid to high-rise buildings (generally 12-18 storeys, with taller buildings in strategic locations) close to the station and also off of main streets.

**Built Form.** Allow for a mix of building types and tenures on every block with heights and densities generally decreasing further from the station.

**Transit Integration.** Give consideration to greater heights and densities to offset the costs and challenges of station-integrated development. Incorporate ample, quality plaza and public space enhanced by walking and biking routes to connect people to the station area.

**Public Realm.** Provide space for public plazas or open spaces adjacent to transit stations and carefully consider adjacent built form to allow adequate solar access and active frontages.

**Nature.** 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.

**Amenities.** Explore ways to integrate amenities such as childcare, community infrastructure, and arts and cultural spaces in mixed-use developments.

Rapid transit areas are generally within a 10-minute walk of existing or future rapid transit stations. Locating jobs and purpose built rental 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 and access to amenities becomes 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.** Enable ground-oriented Missing Middle housing options such as multiplexes and townhouses.

**L1.5.3 Jobs.** Support significant levels of regional employment by expanding employment uses and preserving 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 (generally 12-18 storeys, with taller buildings in strategic locations) close to the station and also off of main streets.

**L1.5.6 Built Form.** Allow for a mix of building types and tenures on every block with heights and densities generally decreasing further from the station.

**L1.5.7 Transit Integration.** Give consideration to greater heights and densities to offset the costs and challenges of station-integrated development. Incorporate ample, quality plaza and public space enhanced by walking and biking routes to connect people to the station area.

**L1.5.8 Public Realm.** Provide space for public plazas or open spaces adjacent to transit stations and carefully consider adjacent built form to allow adequate solar access and active frontages.

**L1.5.9 Nature.** 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.

**L1.5.10 Amenities.** Explore ways to integrate amenities such as childcare, community infrastructure, and arts and cultural spaces in mixed-use developments.
Direction L1.6: Neighbourhood Centres

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

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, independent shops that support a diverse local economy. 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. Existing conditions unique to each area, like amenity provision, variety of shops and services, existing built form, and ecological conditions, will help shape the overall future of these neighbourhoods.

Policies

Housing. Create new housing opportunities for low and moderate-income households with an emphasis on purpose-built rental and social housing located off busy main streets yet near transit, green spaces, schools, and other amenities and services.

L1.6.1

L1.6.2

Housing. Enable ground-oriented Missing Middle housing options such as multiplexes and townhouses.

Jobs. Support city-serving employment areas by providing a mix of minor office, compatible light industrial, and retail-commercial uses.

L1.6.3

Local Shopping Streets. To support the success of local shopping streets:

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;

c) Encourage small storefronts and flexible spaces to provide affordable space for local-serving businesses;

d) Encourage the expansion of local shopping streets to meet demand as population grows; and

e) Explore opportunities to add compatible light industrial or production uses such as artist studios or maker spaces to provide a greater diversity of uses and neighbourhood vibrancy.

L1.6.4

Built Form. Maintain lower building heights (up to 6 storeys) along local shopping streets to maintain solar access, with higher forms considered in the immediately surrounding blocks.

L1.6.5

Built Form. Allow for the building heights and densities necessary 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.

L1.6.6

Public realm. Explore opportunities for public open spaces, co-located with community uses and/or local-serving retail, on quieter local streets.

L1.6.7

Nature. Explore opportunities to retain trees and preserve native soils wherever possible. Integrate ecological landscaping and function into the design of new private developments.

L1.6.8

Amenities. Explore ways to integrate amenities such as childcare, community infrastructure, and arts and cultural spaces in mixed-use developments.

L1.6.9
Direction L1.7: Villages

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

Policies

L1.7.1 Housing. Create new housing opportunities for low and moderate-income households with an emphasis on purpose-built rental and social housing located off busy main streets yet near transit, green spaces, schools, and other amenities and services.

L1.7.2 Housing. Enable ground-oriented Missing Middle housing options such as multiplexes and townhouses.

Shopping Areas. Expand existing retail clusters 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. Allow a variety of mixed-use low-rise buildings and detached and low-rise housing, particularly multiplexes and townhouses, between 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 to retain trees and preserve native soils wherever possible. Integrate ecological landscaping and function into the design of new private developments.

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 predominately ground-oriented housing. New housing choice, 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. Existing conditions unique to each area, like amenity provision, variety of shops and services, existing built form, and ecological conditions, will help shape the overall character of these neighbourhoods.

Examples of building types in Villages

- Detached Housing/Duplex
- Multiplexes + Townhouses
- Low-Rise

Transect of Village - building height and massing
Direction L1.8: Multiplex Areas

Evolve Vancouver’s low-density residential areas to enable smaller scale Missing Middle housing across the city. Respect the local character of neighbourhoods while adding housing choice, local-serving shops and services, and home-based business opportunities.

Multiplexes offer a new type of ground-oriented housing as a similar but more affordable and sustainable option to single-detached homes. Multiplex areas will also include small-scale mixed-use buildings to provide more job space, and local-serving shops and services. Enabling new housing options and uses in these areas will help improve housing choice and build a more equitable and resilient city.

Policies

L1.8.1 Housing. Expand single lot multiplex housing options across the city’s lower density residential areas.

L1.8.2 Jobs. Support opportunities to add stores, shops, work from home options, home-based businesses, and the informal economy to help meet the needs of a growing population. Explore new job space in single developments, clustered, or 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 to retain trees and preserve native soils wherever possible. Integrate ecological landscaping and function into the design of new private developments.

L1.8.5 Public realm. Deliver public realm improvements to support social connection, business activity, and enhanced ecological function.

Examples of building types in Multiplex Areas

From left to right: Multiplex buildings, Grandview-Woodland (Source: City of Vancouver); Norquay Village (Source: City of Vancouver) and Strathcona (Source: MA+HG Architects)
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, both public and private, have created an inequitable distribution of housing, jobs, shops and services, transit, amenities, tree canopy, and exposure to hazards across Vancouver. These disparate patterns of development and investment correlate to class, income status, race, ethnicity, immigration status, age, gender, and other systems of power. Data driven, spatial analysis of these patterns improve understanding of the long standing inequities and 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 interrelated and cross-cutting goals. Providing housing, educational and employment opportunities to equity-denied groups in all neighbourhoods across the city will also create more resilient communities. New development patterns that offer affordable and secure housing, access to services and daily needs, and safe and healthy urban environments will begin to correct the systemic discrimination of the past.

Map 5 represents a high level geographic analysis of existing conditions used to assess equity and resilience in Vancouver. It tells a powerful story that sets the stage for important work to come. The map is a composite of the following data sets chosen to assess key land use directions for 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 mapping exercise represents only one analysis and is not intended to represent a thorough analysis of equity or disparity. Rather, it is one indicator that strongly points to the need to undertake a rigorous examination of the underlying root causes responsible for the outcomes identified here. Policies contained in the Vancouver Plan should be used in tandem with other important policies, frameworks, tools and approaches, such as the City’s Reconciliation Framework, Equity Framework, and Resilience Strategy. This document should be updated as our learning and understanding is deepened and data is 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:

- High hazard risk, measured by air quality, extreme heat, flooding and earthquake risk

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). A public investment strategy should prioritize public investment and encourage private investment in deficient areas through a range of new and existing financial strategies and tools, such as the portability of development fees.
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 Develop City policies and leverage partnerships with Provincial and Federal governments to adapt buildings to climate change and reduce seismic risk. Promote reinvestment and renewal of existing rental housing stock without displacement of low income, elderly, or other equity-denied persons.
PLACEMAKING AND URBAN DESIGN

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

The growth and change contemplated by this plan will require thoughtful urban design to ensure Vancouver continues to be a livable and enjoyable place for all. Transformational design approaches should put people first, and leverage multi-objective strategies and synergies that optimize resources and investment.

The urban environment is generally comprised of streets, plazas, open spaces, buildings, infrastructure, and natural systems. The urban design of these elements contributes directly to how residents and visitors experience the city, their quality of life, and the resilience of communities.

The following high level urban design policies reflect public values of Vancouver - the spectacular natural setting, a healthy urban environment, distinct neighbourhoods, and the ability to connect with others on a daily basis.

Additional policies related to the design of streets and open spaces can be found in Part 5. Transportation and Part 5.9. Public Space.

Figure 10: Options for shopping streets

Consider this:
- Allow for sunlight on shopping streets
- Allow for low and moderate-income households to live in quiet, green leafy 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

Figure 11: Illustration of a mix of building types

Policies

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.
Direction L2.2: Commercial Areas

Policies

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.

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.

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 12: Illustration of a comfortable and vibrant shopping street

Direction L2.3: Buildings and Sites

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

Policies

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 prioritize the living histories of the Musqueam, Squamish, Tsleil-Waututh, and urban Indigenous Peoples and equity-denied groups in design and development decisions.

L2.3.3 Small scale. Where feasible, facilitate small lot, incremental development that can allow neighbourhoods to evolve 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 13: Provide adequate soil depth for healthy, mature trees

Figure 14: Strategies to successfully integrate both small and large lot developments into an existing neighbourhood

Tower placement to minimize overlook

Landscaped building setbacks

Large Scale

Small Scale

Small Scale
Direction L2.3: Buildings and Sites

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

Policies

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. Maintain solar access during key times of the day and year for parks, school sites, shopping streets, and other key outdoor open spaces to support the use and enjoyment of these important public spaces.

Figure 15: Locate height and shape buildings to minimize shadowing on parks, open spaces, and shopping streets

Figure 16: Residential building edges that encourage an active ‘front yard’ outdoor space for residents

Figure 17: Commercial building edges that encourage a safe and welcoming experience

Figure 18: Residential building edges that encourage a more private ‘back yard’ outdoor space for residents

Figure 19: Provide usable outdoor space for apartments

Direction L2.3: Buildings and Sites

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

Policies

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 advanced 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.
### Table 1: Neighbourhood design guidelines

<table>
<thead>
<tr>
<th>Designation</th>
<th>Role</th>
<th>Housing</th>
<th>Jobs</th>
<th>Built Form</th>
<th>Amenities</th>
<th>Transportation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Metro Core/Broadway</td>
<td>Reinforce Metro Core/Broadway’s role as the principal centre of business, employment, cultural, and entertainment activity for the city and the region.</td>
<td>Highest-density residential: intensification and removal of purpose-built rental, and social and supportive housing to preserve affordability.</td>
<td>Significant levels of regional employment: industrial/major employment, major office, hotel, cultural, retail-commercial, large institutional.</td>
<td>Multiple large grocery stores or equivalent food retail.</td>
<td>Childcare.</td>
<td>Public and playground. Zero waste community hub. Regional and city-serving recreation, education, cultural services, and entertainment. and goods movement.</td>
</tr>
<tr>
<td><strong>VANCOUVER PLAN</strong></td>
<td><strong>Part 4 Land Use Strategy</strong></td>
<td><strong>RGS: Metro-Core</strong></td>
<td><strong>Designation</strong></td>
<td><strong>Role</strong></td>
<td><strong>Housing</strong></td>
<td><strong>Jobs</strong></td>
</tr>
<tr>
<td><strong>Metro Core/Broadway</strong></td>
<td><strong>Neighbourhood design guidelines</strong></td>
<td><strong>Region</strong></td>
<td><strong>Purpose-built rental, social and supportive housing to close to rapid transit.</strong></td>
<td><strong>High-rise, mid-rise and high-rise multi-unit buildings generally up to 25+ storeys.</strong></td>
<td><strong>Minimium density: 60-200 Jobs / People/hectare.</strong></td>
<td><strong>Childcare.</strong></td>
</tr>
<tr>
<td><strong>RGS: High Growth</strong></td>
<td><strong>Village</strong></td>
<td><strong>Medium-density residential: encourage purpose-built rental, social and supportive housing, and Missing Middle options.</strong></td>
<td><strong>City and some regional-serving employment opportunities to add additional employment in the form of minor office, industrial, retail-commercial.</strong></td>
<td><strong>Large grocery store or equivalent food retail.</strong></td>
<td><strong>Food infrastructure.</strong></td>
<td><strong>Public and playground. Zero waste community hub.</strong></td>
</tr>
<tr>
<td><strong>Neighbourhood Centre</strong></td>
<td><strong>Neighbourhood design guidelines</strong></td>
<td><strong>Region</strong></td>
<td><strong>Purpose-built rental, social and supportive housing, and Missing Middle options.</strong></td>
<td><strong>Low-rise and mid-rise multi-unit buildings generally up to 12 storeys.</strong></td>
<td><strong>Minimium density: 40-60 People/hectare.</strong></td>
<td><strong>Childcare.</strong></td>
</tr>
<tr>
<td><strong>Rapid Transit Area</strong></td>
<td><strong>Village</strong></td>
<td><strong>Low-rise, mid-rise and high-rise multi-unit buildings generally up to 25+ storeys.</strong></td>
<td><strong>Medium-high density residential: encourage purpose-built market and below-market rental, and social and supportive housing close to rapid transit.</strong></td>
<td><strong>Large grocery store or equivalent food retail.</strong></td>
<td><strong>Food infrastructure.</strong></td>
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<td><strong>Public and playground. Zero waste community hub.</strong></td>
</tr>
<tr>
<td><strong>Zero-high density residential</strong></td>
<td><strong>Village</strong></td>
<td><strong>Primarily ground-oriented residential including single, duplex and multiple dwellings.</strong></td>
<td><strong>Missing Middle options</strong></td>
<td><strong>Cafe and convenience food and retail.</strong></td>
<td><strong>Zero waste community hub.</strong></td>
<td><strong>Public and playground.</strong></td>
</tr>
</tbody>
</table>

*RGS = Regional Growth Strategy.*

1. The actual types, locations of public benefits, amenities, and services in a given neighbourhood will be subject to detailed area planning processes and will respond to the local context, needs and available funding.

2. Sea-level rise will be considered in detailed area planning processes where defensibility, marsh, and water stages are addressed.

3. Large sites that accommodate a variety of uses (e.g., residential, commercial, and/or institutional) and include community-serving uses such as social housing, childcare, etc. may have greater flexibility in both form and building scale to be managed on-site. These processes will be required if these large sites are outside a 10-minute walk of mobility facilities.
PART 5: POLICY AREAS

Eleven policy area sections are provided that underpin the overall Land Use Strategy and cover key city building topics. Each section includes a **Vision Statement** that reflects the optimal desired state, **Policy Directions** that identify the broader topics necessary to achieve the Vision, and the specific **Policies** that describe a specific course of action or an outcome to be achieved.

These policies advance the three Foundational Principles and three Big Ideas.

See the following sections for more information:

- Housing 80
- Economy 92
- Climate 100
- Ecology 104
- Transportation 110
- Childcare 118
- Community Infrastructure 120
- Arts, Culture, and Heritage 126
- Public Space 132
- Watersheds and Water Resources 138
- Food Systems 144

Figure 20: Components of each Policy Area section
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.

The Vancouver Plan takes an equity-based approach to advance policies that will provide housing options that meet the needs of different groups. It prioritizes housing for those who need it most. It includes more secure affordable housing options near transit, greenspace, schools, and childcare, and off busy streets. It also includes buildings with support services, and that help foster cultural connections and community. Attention will also be given to developing family-appropriate rental choices and Missing Middle options, including affordable ownership opportunities, so families can choose to stay in the city rather than move to the suburbs.

Secure housing options, affordable to low and moderate-income households, are concentrated in only a few limited areas of the city. Conversely, low-density residential areas consume more than half the residentially zoned land while only providing for a mere 5% of the population. These amenity-rich neighbourhoods offer very limited affordable housing options. As a result, these neighbourhoods financially exclude Vancouver residents who are limited in their access to the goods, services, amenities, and quality of life that their more affluent neighbours readily enjoy.

To address this disparity, new rental and social housing will be enabled in all neighbourhoods. Policies contained in the section and address preserving affordability in areas with existing rental and social housing (see Map 6). Collectively these policies address more inclusive and affordable neighbourhoods across the city.

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

Connections 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.
Direction 1.1: Housing Need

Plan for and accommodate existing and future housing need

The City and region have experienced a decoupling of incomes and housing costs, with low and moderate-income people most impacted by the widening gap. 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, these policies are developed to plan for and accommodate housing needs.

The BC Provincial government introduced a Housing Needs Report requirement for all BC municipalities. In accordance with the legislation, Council must consider the most recent housing needs report and the housing information on which the report is based when considering a development plan, such as the city-wide plan, or when amending a development plan in relation to housing policies respecting affordable housing, rental housing, and special needs housing. The directions in this plan are well supported by the data and findings from the 2022 Housing Needs Report. Future updates of the Vancouver Plan will consider the most recent Housing Needs Report.

Policies

1.1 Update the Housing Vancouver Strategy every five years so that it:
   a) Meets the provincially-mandated Housing Needs Assessment requirements;
   b) Identities housing targets to help meet existing and future housing need;
   c) Explores demographic-based housing strategies to meet diverse housing needs, including the needs of Indigenous Peoples, low-income households, women, families including lone-parents, persons with disabilities, racialized communities, seniors, 2S/LGBTQIA+, and youth;
   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.

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

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 very low to moderate-income households and diversify the housing stock across all residential areas

Housing suitable for very low to 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 enable more people of all incomes, ages, and family types access to housing choice 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, supportive, 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 21: Building types that allow for different tenures of housing
Direction 1.3: Homelessness

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

The causes of homelessness are complex and can occur at any stage of life. People from equity-denied communities experience intersecting challenges and are overrepresented among residents experiencing homelessness. Youth aging out of care are also overrepresented due to gaps in support and ongoing systemic barriers. Government and community interventions are needed to ensure adequate policy and resources are in place to address homelessness.

Policies

1.3.1 Work with non-profit providers, Provincial and Federal governments to provide a diverse range of housing options, emergency services, and supports to people experiencing and at risk of homelessness.

1.3.2 Work with Indigenous partners to prioritize services, supports, and affordable housing options for Indigenous Peoples experiencing homelessness and at risk of homelessness.

1.3.3 Work with Metro Vancouver municipalities and the Provincial government to develop and implement a regional approach to addressing homelessness.

1.3.4 Adopt supportive land use policies and zoning to ensure residents can access shelters, social and supportive housing in neighbourhoods across Vancouver.

Homeless vs. Houseless

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.

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 land use policy and zoning approaches (including rezoning), 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, income, and Persons with Disability 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

Equitable and culturally appropriate housing 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.

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

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

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.

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.

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.
Feature Topic: Multiplexes
Advancing a new option to allow up to six homes on a lot

Multiplexes are small scale townhouse projects that offer a more affordable and sustainable alternative to single-detached homes.

A Multiplex is a small scale townhouse project on a single lot. Multiplexes allow more people to live on a single lot. Because the cost of the land is shared over more homes and the units are smaller, they cost less and are a more sustainable alternative to single-detached homes or duplexes.

How does this relate to Missing Middle Housing?
Missing Middle Housing refers to multiplex and townhouse buildings that are between 1-3 storeys, and also includes low-rise apartment buildings between 3-6 storeys. These housing types increase choice, including ownership and rental options. Advancing the multiplex housing option will create more opportunity to build smaller scale Missing Middle Housing in more neighbourhoods.

Preliminary objectives to shape the creation of a multiplex proposal: To be further refined through technical analysis:

- **Housing choice** - Allow building designs that meet the needs of a range of household sizes and types
- **Design and permitting** - Allow for greater design flexibility, with fewer guidelines and conditional regulations so that it is simpler and faster to get a permit
- **Affordability** - Evaluate the feasibility of improved affordability through affordable home ownership, or by requiring builders of strata projects to make a payment to the City to help fund other affordable housing projects or amenities
- **Sustainability** - Encourage building designs that limit Greenhouse Gas emissions from construction and explore ways to manage more rainwater on site and reduce the need for sewer upgrades

Images:
Multiplex examples (Source: Farhan Hussain)
Pipes (Source: Paula Huber)
Family at home (Source: iStock photo)
Rain garden (Source: Bryn Davidson, Lanefab)

Above: Concept sketch showing a future multiplex area. Numbers alongside images ( ) indicate related policy direction(s). See Part 4 Land Use Strategy and Part 5 Policy Areas for more information.
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. Vancouver is also home to Canada’s largest port, has two of the Province’s largest business districts, and supports a robust retail sector with well-loved shopping districts, a robust retail sector with well-loved shopping districts, Canada’s largest port, two of the Province’s largest business districts, and supports a robust retail sector with well-loved shopping districts, and an arts and culture landscape that contributes 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. Protecting current job spaces from residential encroachment, intensifying the use of existing industrial lands, permitting more flexible work spaces, and planning for new job spaces are all necessary policies that support a growing, central business district.

ECONOMY

High streets are vital to the health and vibrancy of our city. They are the city’s primary commercial corridors: home to small businesses, leisure destinations, and connections to customers, suppliers, and employees. Future work will explore increasing commercial diversity (e.g., up Knight Street) in these areas, and delivering an appropriate mix of uses for their current function and future demand.

Special Study Areas

High Street + Commercial Hubs are High streets that have a retail and entertainment focus. Many of these areas are important social, cultural, and economic functions and will be maintained and enhanced in this plan. This work will be focused on understanding the demand and supply for high street retail and entertainment space, and providing the right mix that serves both. A more detailed analysis of the High Street + Commercial Hub areas will be conducted as part of the Broadway Plan.

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 strategies of anticipated employment land demand to 2051.

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Areas for intensification

Industries, residential, and commercial activity in these areas:

Business District: 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 services.

Industrial Employment: Vancouver’s limited industrial space is primarily utilized for production, distribution, and repair, with activities for other employment varying from mixed use 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 hospitals and colleges and campuses that support current job spaces. Planning for future employment in these lands, except for dormitory-style student owned and operated by the campus institution.

Areas for expansion and enhancement

Expanding and enhancing the existing commercial and industrial activity in these areas:

High Street + Commercial Hubs: Many small streets with street-level shops and second level office above. Many of these areas serve important social, cultural, and economic functions and will be maintained and enhanced in this plan. This work will be focused on understanding the demand and supply for high street retail and entertainment space, and providing the right mix that serves both. A more detailed analysis of the High Street + Commercial Hub areas will be conducted as part of the Broadway Plan.

Neighbourhood Employment: Neighbourhood employment areas are mainly home to retail, personal service, and related sectors that serve customers on-site. When businesses locate in residential areas, they generally need ground floor commercial space. These areas are important social, cultural, and economic functions and will be maintained and enhanced in this plan.

Special Study Areas

Boulevard Plan. It involved a review of key economic issues and challenges in the city and strategies of anticipated employment land demand to 2051.

Map 7: Future opportunities to intensify, expand and enhance employment areas in the city.

Areas to prioritize intensification

Industries, residential, and commercial activity in these areas:

Business District - Central City

Business District - Secondary

Industrial Employment

Campus Institutional

Areas to prioritize expansion and enhancement

Neighbourhood Employment

Track Routes and Rail Corridors:

Manage and improve goods movement and rail traffic in cooperation with regional and gateway partners. Some protection for rail corridors and works with the Port of Vancouver, rail operators and other partners to advance grade separation, access long-term passenger rail and freight rail infrastructure needs, and explore relaxed rights-of-way standards in the commercial area and for freight movement, while also mitigating impacts on the community.

Reconfiguring freight rail infrastructure needs, and explore relaxed rights-of-way standards in the commercial area and for freight movement, while also mitigating impacts on the community.

Map 7: Future opportunities to intensify, expand and enhance employment areas in the city.

Boulevard Plan. It involved a review of key economic issues and challenges in the city and strategies of anticipated employment land demand to 2051.

Map 7: Future opportunities to intensify, expand and enhance employment areas in the city.

Areas to prioritize intensification

Industries, residential, and commercial activity in these areas:

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Industrial Employment

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Areas to prioritize expansion and enhancement

Neighbourhood Employment

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Reconfiguring freight rail infrastructure needs, and explore relaxed rights-of-way standards in the commercial area and for freight movement, while also mitigating impacts on the community.
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

**Policies**

2.1.2 Support Vancouver’s key industry partners and opportunities for innovation such as film, music and creative industries, tech, life sciences, tourism, climate solutions, and transportation. Facilitate opportunities for meaningful Indigenous tourism and business creation, including with Sḵwx̱wú7mesh (Squamish), Səl̓ílwətaɬ (Musqueam), and Tsleil-Waututh Nations, (the Nations), as well as supporting equity-denied business owners.

2.1.3 Work collaboratively with the Nations to identify opportunities for their frameworks and worldviews to inform economic policy and planning.

2.1.4 Advocate for 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 city centre, and explore expansion of float plane services to provide more interregional connections.

2.1.8 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 attract and deliver a broad spectrum of economic sectors to match Vancouver’s diverse population.

Part 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 regional share of the employment base and continue to thrive in its role as the regional centre for jobs and investment by continuing to promote modernization, adoption of smart technologies, well-being, and cultural exchange. Vancouver will maintain a locally-focused, globally-connected open market that elevates the region by leveraging Vancouver’s competitive advantage.

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

**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. Protect areas from infringement of non-compatible uses, especially residential.

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,) and coastal adaptation vision.

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.

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 the 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. Ensuring the diversity of employment in Vancouver requires protecting space for a variety of local-serving industrial uses that face pressures from encroachment of residential development and other incompatible uses. Opportunities to enhance and intensify the city’s business districts will be a key focus.

Great Northern Way Employment Area
(Source: City of Vancouver)
Direction 2.3: Affordable Spaces
Support and create affordable economic spaces to address displacement and foster entrepreneurship

Small independent businesses as well as non-profit organizations (NPOs) 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. Policies listed here support the creation of affordable and diverse economic spaces to reduce barriers to employment and starting a business, especially for Musqueam, Squamish, and Tsleil-Waututh Nations, and for equity-denied and newcomer communities.

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 to 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, and by leveraging public facilities.

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

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. The unique importance of neighbourhood shopping streets such as Main Street or Commercial Drive for their appealing village-like character and diverse shops and cultural expression cannot be overstated. Challenged by the rise and needs of e-commerce and last mile delivery, these vibrant neighbourhood destinations will be supported by policies that enable 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

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 groups.

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 The Planning, Urban Design and Sustainability Department will explore creating 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.

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. Policies in this section address business-friendly supports for small to large businesses, NPOs, arts and culture, and businesses owned or operated by people from equity-denied groups. The City can 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.

Direction 2.6: Shared Prosperity

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

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 continuum, with emphasis on low-barrier employment.

2.6.4 Continue to implement the Downtown Eastside Community Economic Development strategy and consider expanding Community Economic Development across the city.

2.6.5 Work with Musqueam, Squamish, and Tsleil-Waututh Nations to create economic development opportunities that benefit their communities.

The livelihoods spectrum/continuum refers to the diverse range of income-generating and employment opportunities residents engage in to create their livelihoods, rather than taking a view of the economy that focuses only on traditional forms of employment and entrepreneurship.
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. Vancouver is already experiencing increased air pollution from forest fires, deadlier heat waves, and destructive flooding. Burning natural gas in buildings, gasoline and diesel in vehicles, traditional building materials, manufacturing, and food production practices 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, Vancouver has 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 the population. The changes required will lead to healthier, safer, more resilient, and better cities.

To meet these obligations, systematic changes are underway but should be accelerated to ensure success.

Figure 22: Vancouver’s carbon pollution - trends and future targets

Fifty-seven percent 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. Although emissions across the city have declined by 15% since 2007, more should be done to protect the climate. In alignment with the findings from the Intergovernmental Panel on Climate Change (IPCC), Vancouver must reduce emissions by half by 2030, to zero before 2050, and fall below “negative” after 2050.

1 Vancouver Climate Emergency Action Plan Annual Report, 2021
2 Ibid
3 United Nations Intergovernmental Panel on Climate Change Assessment Report
Direction 3.1: Eliminate Carbon Pollution

Advance and accelerate actions to eliminate carbon pollution

Vancouver’s physical layout and urban design affects how individuals can take action on climate change. Complete neighbourhoods that provide safe and convenient opportunities to walk, bike, and take transit for daily needs reduce vehicle dependence and lower fossil fuel consumption. Advancing zero-emission buildings and low carbon building construction also play a key role in reducing carbon pollution.

Icons indicate policies that are advancing:
- Reconciliation
- Equity
- Resilience

We only have one planet (Source: Lloyd Lee)

Direction 3.2: Encourage Zero-Waste

Advance zero-waste practices that support sustainable consumption

Neighbourhoods that offer opportunities to share, repair, reuse, and recycle goods and resources can connect people through zero waste initiatives, inspiring greater community involvement.

Demolition site (Source: Aaron Lao)

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. The Nations have contributed significant time and expertise to bring an Indigenous perspective to this work.

Direction 3.3: Climate Change Adaptation

Accelerate actions to build climate resilience

Actions must be taken now to adapt to changes Vancouver and the region are already experiencing - including drought, flooding, sea level rise, extreme heat events, and poor air quality from wildfires. It is important to note that climate change will continue to disproportionately impact equity-denied groups, until adequate planning and investment improve the current situation.

Partnerships, innovation, and sharing of materials. Land use decisions can support the goals of the Zero Waste 2040 Strategy and Climate Emergency Action Plan, and shift to a culture of sustainable consumption.

Demolition site (Source: Aaron Lao)

False Creek Neighbourhood Energy Utility

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.

False Creek Neighbourhood Energy Utility (Source: City of Vancouver)
Vancouver is embraced 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. Ecological systems are continually working to filter water, purify air, sequester carbon, regulate temperatures, and support a diverse and resilient range of life-sustaining services. However, not all residents of Vancouver can access these places, and natural areas within the city are limited.

Colorization and urban development has destroyed almost all of Vancouver’s original natural landscape. Many coastal wetlands and tidal marshes were filled, 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. While Vancouver holds over 240 parks city-wide, most are designed and planned for active recreation with little room dedicated for natural ecosystems and nature.

Development and intensive human-based activities continue to erode the ability of ecosystems to sustain the city and support its communities. Land-use planning that respects nature, preserves and restores adequate space for ecosystems to thrive, and develops nature-based solutions to adapt to the trend of environmental degradation.

Restoring Vancouver’s ecosystems will require multiple tools to reestablish natural systems throughout the city, improving the quality and health of soils, watersheds, and air. In the face of historical change, supporting the reclamation of traditional cultural practices, and enjoying equitable access to nature for everyone.

The key elements of Vancouver’s ecological vision are:

- **Existing Parks**
  - Open spaces for active and passive recreation with some level of habitat, particularly for insects, birds, pollinators, and small mammals.
- **Biodiversity Hotspots**
  - Natural areas in parks or public or private lands that support a diverse, sustainable 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 outlets, 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.
- **Potential Ecological Corridors**
  - Linear, naturally managed areas that serve as pathways for species movement in other jurisdictions.
- **Potential Ecologically Sensitive Zones**
  - Areas that act as a buffer for natural areas.
- **Potential blue green network**
  - Parks-like clinics that manage water and provide ecosystem services.

Connection to existing policies:

A number of policy documents support Vancouver’s ecological health, including: Reel Parklands and Recreation Services Masterplan (2009), the Climate Emergency Action Plan (2015), the Urban Forest Strategy (2015), and the Biodiversity Strategy (2005). The Vancouver Plan places an important role advancing this work by integrating ecology into city-wide land-use planning and policy.

EcoCity Vision

- Ecological corridors
- Potential ecological corridors
- Potential ecologically sensitive zones
- Potential restored wetlands
- Potential blue green network

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**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.

- **Policies**
  - 4.1.1 Establish a ‘whole systems’ approach to land use planning, including planning at the watershed scale, that incorporates the protection, restoration, and maintenance of key ecological features and areas.
  - 4.1.2 Collaborate with the Nations to understand and support their ecological priorities, their obligations to protect natural areas and water, 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).

Indigenous Peoples have been stewarding and protecting natural areas for millennia through deep relationship with these unceded lands and waters, guided by their ancestral stewardship laws. The City will continue to engage with xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səlilwətaɬ (Tsleil-Waututh) Nations (the Nations) to apply Indigenous approaches to land use planning.

**Icons indicate policies that are advancing:**
- Reconciliation
- Equity
- Resilience

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**Direction 4.2: Make Space for Nature**

Identify, rehabilitate, and connect ecological systems in Vancouver.

- **Policies**
  - 4.2.1 Establish a healthy, city-wide ecological network through transforming road space, parkland acquisition, and naturalization of parks and other City-owned public property. Increase the urban forest canopy and expand 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 Retain and grow a healthy and resilient urban forest, using City tools such as zoning, servicing and subdivision bylaws, and upgraded street designs to provide more space for permeability, quality soil, and increased tree canopy across the city.

A healthy, functioning natural environment requires adequate space and connectivity for water, soils, plants, and animals to thrive. The majority of the city’s existing natural areas are fragmented, isolated, and do not have sufficient separation and distance from urban noise, light, and impervious cover. The policies below identify city-building approaches to strengthen and expand Vancouver’s ecosystem by providing adequate space and connections for nature to thrive.
Direction 4.3: Protect Nature

Protect ecosystems and manage growth around them

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 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 the urban forest and hydrological cycle.

4.3.5 Ensure all types of natural areas have management plans and conservation guidelines, developed and implemented in collaboration with the Nations.

4.3.6 Strengthen policies and regulations to protect and create natural assets on private property, with requirements and consideration for restoration, to increase biodiversity city-wide, and connectivity within natural systems.

4.3.7 Develop and incorporate economic valuation of the ecosystem services that natural assets, habitats, and ecosystems provide into the City’s financial planning processes.

Direction 4.4: Provide Access to Nature

Increase and ensure equitable access to nature

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.
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, a lack of investment in transportation infrastructure and barriers to mobility are a major gap in our city. Wider neighbourhoods need more highways, sidewalks, and public transit to get around and as a result, by 2016, over half of residents’ trips were made by walking, biking, and transit. Through the Vancouver Plan, we will continue to align use and transportation to build neighbourhoods that help people meet their daily needs without having to drive. We will transform road space from spaces for vehicles to places for people.

Connection to existing policies

Vancouver Plan directives complement other transportation-related documents, including Translink’s Regional Transportation Strategy – Transport 2040 (2022), the Emergency Action Plan (2021) and the City’s current transportation plan – Transportation 2040 (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 tracks, doubling track or increasing service frequency and line capacity) should be considered to meet future demands.
- Major Transit Network (MTN): high-capacity, high-frequency, rail and dedicated rapid transit service, which could include heavy rail, light rail, light rail or light rail rapid transit.
- Express/Inter-regional Transit: rail and direct services with limited stops and high speeds connecting municipalities and regional areas.
- Major Street Car Alignment: Public transit using medium capacity rail and streets vehicles running in dedicated lanes or in mixed traffic.
- Frequent Transit Network (FTN): frequent, reliable local transit service to serve all residents of Vancouver.

The map illustrates 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.

Notes:

- Sections on the Major Transit Network (MTN) can be delivered through green line (rail) or by selecting existing or green line (bus) where appropriate. Examples of green line in Translink’s Regional Transportation Strategy (2020) include Millennium Line extensions to UBC (SACs), Metrotown – Park Royal (Second Network) and UBC – Metrotown (41st – 49th Ave) including locations in other parts of the region. While Translink does not specify grade separation on Commercial Dr and North of Broadway, the City will explore completion alignments and technologies through study and review in partnership with Translink.
- Frequent Transit Network expansions are subject to service in partnership with Translink.

Disclaimer:

- The use of all alignments are conceptual and may change subject to future, more detailed planning. Transit projects rely on funding from Translink and other sources, and timelines and costs are not included in this work.

Map 5: Transit network illustrating potential long-term build out

Existing Transit
- SkyTrain Station
- SkyTrain Line
- TransLink Express
- Frequent Transit Network

Future Transit
- SkyTrain Capacity Relief Measures
- Major Transit Network
- Express/Inter-regional Transit
- Frequent Transit Network

Land Use Strategy
- First Nations Reserves
- Parks and open space
- Greenway in other jurisdictions
- City boundary
- Metropolitan Area
- Industrial/Employment
- Regional Employment
- Mixed Use
- Commercial
- Residential
- Neighbourhood Centre
- Rapid Transit Area
- Neighbourhood
- Multi-Purpose Area
- Industrial
- Recreational
- Agriculture
- Other

[Image credit: Vancouver Plan, City of Vancouver]
The aim is for all residents to live within a 5-minute walk of a greenway, connecting neighbourhoods and key destinations across the city, 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).

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**Direction 5.1: Land Use and Urban Design**

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

- **Policies**
  - Reduce the need to drive and decrease carbon emissions by locating shops, services, businesses, and diverse housing types in areas that can be well-served by walking, rolling, biking, and transit.
  - Design transit station areas as neighbourhood hubs that support seamless travel to and from the station with local amenities for shopping and stopping (such as grocery stores, services, and public spaces).
  - Explore locating shops, services, businesses, and a range of housing types along greenways, while considering vehicle access needs (off of car-free greenways).
  - 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).
  - Implement policies that disincentivize driving, while planning for those who rely on vehicles to get around (e.g., shared district parking, eliminating minimum parking requirements, limiting parking supply).

- **Map 10:** Greenways (existing and proposed) illustrating potential intensification over time

- **Map 11:** Areas with less walkability and lower access to jobs by transit under current conditions

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

**Walkability index input parameters:** street connectivity (density of intersections), land use mix, residential density, commercial density, presence of sidewalks, and sidewalk conditions.

**Source:** City of Vancouver
**Direction 5.2: People-First Streets**

Create people-first streets by transforming road space to support population growth and the changing needs of residents and businesses.

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.

**Policies**

5.2.1 Support safety and comfort for walking, rolling, and biking on local streets to provide greater connections to and through neighbourhoods. Include measures to ensure lower motor vehicle volumes and speeds.

5.2.2 Support safe and comfortable walking, rolling, biking, and transit access to destinations on retail streets. 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 considering persons with disabilities and others with essential parking needs.

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

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

**Direction 5.3: Future Planning**

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

Collaborate with the Nations to improve transportation options, including better active travel and transit connections to Musqueam, Squamish, and Tseil-Waututh developments, and First Nations Reserve Lands.

Identify and address the needs of equity-denied groups in transportation planning, design, and operations; improving access to destinations and opportunities.

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.

Ensure that the efficient and sustainable movement of goods is considered as part of all future planning to strengthen the City’s role as a port city and premier Asia-Pacific Gateway.

Plan for emerging mobility-related technologies, such as shared mobility, micro-mobility, and self-driving vehicles.

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.

**Policies**

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

**Child biking (Source: Jin Cheong)**

**Illustration of a future street showing space for walking, biking and transit (Source: City of Vancouver)**
Feature Topic: Transforming Road space
Creating people-first streets by changing how we use road space

We will change our streets to improve walking, biking, and transit and create more space to manage water, create ecological corridors, and for people to gather and enjoy the outdoors.

Working with communities, we will redesign streets through pilot projects and street reconstruction, creating new and expanded plazas, parks, and paths.

These streets will:
- Create people-first streets
- Connect and amplify surrounding land uses
- Meet the changing needs of residents and businesses
- Create an integrated network of public spaces, ecological corridors, greenways, and space for walking and biking
- Strengthen resilience and climate responsiveness through the integration of natural assets
- Make walking, biking, rolling, and taking transit safer and more comfortable
- Integrate universal accessibility

Note: For some uses like plazas or bikeways, trial or pilot projects may be undertaken prior to permanent installation, allowing more opportunities for public input.

We will change our streets to improve walking, biking, and transit and create more space to manage water, create ecological corridors, and for people to gather and enjoy the outdoors.

Images clockwise, starting from the top left corner:
- Main Street plaza (Source: City of Vancouver)
- Bute Street pedestrian walkway, West End (Source: Paul Krueger, Flickr)
- Public seating, 21st and Main Street (Source: City of Vancouver)
- Tree canopy, downtown Vancouver (Source: Alison Boulier)
- Bumble bee, Jericho Park (Source: Vancouver Park board)
- Greenways (Source: Paul Krueger)
- Vancouver Growing Eden Garden Program (Source: City of Vancouver)
- Sunset Beach Park (Source: Aaron Lao)
- Public washrooms, downtown Portland (Source: iStock photos)
- Canopy improvement, Sunset Park (Source: Shannon Mendes)
- Family: Five Figures for a Triangle by Lyse Lemieux (Source: Rachel Topham)
- 800 Robson Plaza (Source: Jaspal Marwah)
- Pedestrian crossing (Source: Paul Krueger)

Above: Concept sketch showing a future transformed street. Numbers alongside images ( ) indicate related policy direction(s). See Part 4 Land Use Strategy and Part 5 Policy Areas for more information.
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 among all children regardless of race, ethnicity, household income, or neighbourhood. It enables families to live in the city, and is critical to a thriving, healthy, and stable economy by allowing parents to participate fully 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, 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 resource. Vancouver 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, Vancouver will ensure a future where all children have an opportunity to develop to their full potential and childcare is the backbone of a thriving, equitable economy.

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

Policies

6.1.1 Align rate of childcare 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.

Connection to existing policies

Vancouver City Council has twice endorsed the $10aDayPlan for universal childcare, in 2011 and 2021. Making Strides: Vancouver’s Childcare Strategy (2022) provides a policy framework and investment strategy to support a universal childcare system. Other City policies also highlight childcare as a priority, including the Employment Lands and Economy Review (2020), the Women’s Equity Strategy (2018), the Community Economic Development Strategy (2016), and the Healthy City Strategy (2014).
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), as well as City-run social and community centres such as Carnegie Centre, Evelyne Saller Centre, and The Gathering Place.

- **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).

### 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. Community infrastructure (e.g., libraries, community centres) are invaluable resources, especially for those who are from lower socio-economic populations or equity-denied communities.

Some community infrastructure and services are delivered by the City and its boards, 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: Community Centre Strategy (2022), Spaces to Thrive: Vancouver Social Infrastructure Strategy (2021), VanPlay Parks and Recreation Masterplan (2020), the Public Washroom Strategy (2020), Resilient Vancouver Strategy (2019), and the Vancouver Public Library (VPL) Facilities Master Plan (2018). The Vancouver Plan plays an important role in advancing implementation of these existing policies through city-wide land use policies and planning.

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.
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.

- **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 on City-owned or private sites) in areas where known service gaps exist.
  - **7.1.3** Centre an Indigenous approach to community infrastructure that honours the relationship to xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səlilwətaɬ (Tsleil-Waututh) Nations (the Nations) through design, cultural elements, and partnerships with urban Indigenous-led service providers.
  - **7.1.4** For City-delivered and City-supported facilities located in areas of existing cultural redress initiatives (e.g., Hogan’s Alley, Chinatown, Paueru-gai, Punjabi Market) and future redress 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 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.
  - **7.1.6** Locate new City-delivered facilities close to transit and other services to optimize access and convenience for users.

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 groups. There is strong and growing demand for these spaces and the services they provide.

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.

- **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.

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.

Direction 7.3: Community centres and recreational facilities

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

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

**Policies**

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

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.

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.

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.
Part 5
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.

Arts, culture, and heritage asset protections contribute to the city’s identity, collective experiences, and the economy, driving tourism and job creation. At the same time, artistic and cultural communities experience increasing costs, limited incomes, loss of production and presentation spaces, and restrictive regulations. Further, heritage resources are vulnerable to redevelopment pressures if left unattended. Vancouver will lose its highly valued arts, cultural, and heritage resources.

The City and community should support, resource, celebrate, and protect arts, culture, and heritage in ways that recognize the importance of reconciliation, decolonization, equity, and accessibility. Opportunities for arts and cultural spaces and businesses should be created throughout the city. Current definitions of heritage should be expanded to emphasize both tangible and intangible heritage assets and values. Definitions of heritage should be created throughout the city. Current definitions of heritage should be expanded to emphasize both tangible and intangible

Connection to existing policies

The Vancouver Heritage Program (2020) provides a renewed vision for heritage in Vancouver Cultural Shift (2019), Making Space for Arts and Culture (2010) and the Vancouver Music Strategy (2005) affirmed the City’s commitment to arts and culture. The Vancouver Plan advances these policy documents through land use policies and planning.

Map 12: Areas where certain policies support arts, culture and heritage

- Areas of high concentration of arts and cultural spaces and heritage assets
- High Streets and Commercial Malls
- Industrial Areas
- Ethno-cultural Community Areas
- Multiplex Area
- Rapid Transit Areas, Neighbourhood Centres and Villages
- Marine Drive and Knight Street Study Area
- High Streets and Commercial Malls
- Industrial Areas
- Ethno-cultural Community Areas
- Multiplex Area
- Rapid Transit Areas, Neighbourhood Centres and Villages
- Multiplex Area
Direction 8.1: Arts and Culture Focus

Embed arts and culture in city building

Arts and culture contribute to neighbourhood vitality and help define Vancouver’s identity. Vancouver Plan supports arts and culture as a core civic priority through appropriate investments and a focus on land use and infrastructure planning, processes and policies.

**Policies**

8.1
- 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, artist and community-led priorities and practices in land use planning processes and policies, particularly elevating artists’ voices of equity-denied groups.

Arts and culture contribute to neighbourhood vitality and help define Vancouver’s identity. Vancouver Plan supports arts and culture as a core civic priority through appropriate investments and a focus on land use and infrastructure 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

A thriving arts scene, and the people who make it, require spaces for production, performance, and practicing. 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. Vancouver Plan supports the creation of new, affordable, and diverse spaces, while seeking to protect existing arts and culture spaces.

**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 cultural production or presentation spaces, and develop tools for their protection.

8.2.3
- Continue to 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 cultural spaces city-wide.

8.2.5
- Include public art, and arts and cultural spaces 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 parks and other public spaces.

8.2.7
- Support innovations in ownership and operations such as land trust models, funding models, shared spaces, and community-owned assets.

8.2.8
- Support integration of arts and cultural spaces into new mixed-use developments, particularly in areas where existing arts or cultural spaces could be displaced.

8.2.9
- 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.
Direction 8.3: Heritage Stewardship

Ensure meaningful and respectful stewardship of tangible and intangible heritage resources, in particular supporting Indigenous and equity-denied communities’ perspectives and approaches

Policies

8.3.1 Prioritize and support the Nations’ visibility, voice and cultural practices across the city through public art, revitalization of ẖakq̓əmihəm and Sḵwx̱wú7mesh 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 tangible and intangible 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 upgrades to the Vancouver Heritage Register (VHR) for more equitable and diverse representation of heritage values and resources.

8.3.4 Encourage heritage conservation by supporting adaptive reuse of historic buildings, including accommodating arts, cultural, and community-serving uses whenever possible.

8.3.5 Integrate input from communities on their histories and heritage values in area planning processes, including from the Nations.

8.3.6 Identify and protect new heritage districts or cultural landscapes where there is a high concentration of tangible or intangible heritage assets, including development of historic context statements.

Culture and heritage can expand and deepen our understanding of the city’s remarkable diversity, past and present. It is important to recognize and celebrate the many cultural communities that comprise the city and to advance understanding of cultural heritage and cultural landscapes. The City and community must address historic and current discrimination, erasure, and loss experienced by many communities.

- Untitled (Welcome Figure) by Darren Yelton (Source: City of Vancouver)
- Flow Tide by Shion Skye Carter and Kisyuu Nitsuke Abe (Source: Shion Skye Carter)
- Historic Gastown (Source: Cory Dobson)
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 people 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. Safe and equitable access to quality spaces across the city for everyone is critical to the social well-being of the community.

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 and sometimes competing uses, with limited space and resources.

Through collaboration with xʷməθkʷəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səl̓ilwətaɬ (Tsleil-Waututh) Nations (the Nations) and community partners, the City will build a public space network that plays a key role in addressing major challenges: responding to climate change; protecting ecosystems; and building an equitable, diverse and culturally vibrant city.

Connection to existing policies

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

Direction 9.1: Indigenous Stewardship

Support the Nations in shaping public spaces

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, lead, and deliver public space projects, where appropriate.

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 hən̓q̓əmin̓əm̓ and Sḵwx̱wú7mesh 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 priorities, 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 groups

Communities and individuals who are racialized 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/or 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 groups 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 their needs.

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

Public spaces must accommodate a broad range of uses and activities. However, a limited land supply, increasing density, and limited tax dollars, constrain the City’s ability to deliver and maintain public spaces. Creative and flexible approaches will be necessary to grow and protect the public space network, including innovating strategies for land acquisition, partnerships on private property, and the creative reuse 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 well-being; 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 feasible (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.

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.

Direction 9.5: Nature, Ecology and Resilience

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

The public space network that includes parks, playgrounds, plazas, streets, sidewalks, and laneways, is an extensive land base in Vancouver, and thus a significant opportunity to respond to climate change. Where possible, we will repurpose portions of these areas for habitat protection, rainwater management, heat island mitigation, disaster response planning, and active transportation.

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.

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.

Part 5 9. Public Space

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10. WATERSHEDS AND 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 the 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 a combined sanitary and stormwater pipe system with limited capacity was built, resulting in frequent spills of polluted water into our surrounding environment. The cumulative impacts of this harm have reduced or eliminated opportunities for the xʷməθkʷəy̓əm (Musqueam), Sḵwx̱ wú7mesh (Squamish), and səlilwətaɬ (Tsleil-Waututh) Nations (the Nations) to fish, harvest shellfish, and practice culture.

Looking to the future, Vancouver will plan water-related systems to incorporate Indigenous environmental stewardship principles; protect watersheds and natural water resources; be resilient to climate change risks such as water shortages, flooding, sea level rise and drought; and deliver equitable and adaptable services to the communities.

Moving forward, the City will rethink systems and approaches to maximize nature-based solutions and accommodate population growth, and 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 Water Demand Management Strategy (2021) to manage our drinking water supply, the Drinking Water Conservation By-law (updated 2021), and the Rain City Strategy (2019) to capture and treat rainwater closer to where it falls. The Vancouver Plan will further this work through city-wide land use planning and policies.
Direction 10.1: City-Wide Water Resource Planning

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

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.

Development has dramatically altered water systems in the area, 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-based planning approach recognizes that healthy water systems are important for a thriving urban environment and that all forms of water are interconnected.

Icons indicate policies that are advancing:
- Reconciliation
- Equity
- Resilience

The Healthy Waters Plan

The Healthy Waters Plan - Adapting and Integrating Sewage & Rainwater Management in Vancouver (underway), is under development in partnership with the Nations and Metro Vancouver, 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.

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

Reconciliation

Equity

Resilience

Map 14: A first draft of the blue green network

Map 14: A first draft of the blue green network

Blue green network

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.

Richards St. tree trenches (Source: Shannon Mendes)

First Nations Reserves

Parks and open space

Greenspace in other jurisdictions

City boundary

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.

Sunset Park Bioswale (Source: Shannon Mendes)

Map 14: A first draft of the blue green network

Part 5 10. Watersheds & Water Resources

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

Manage stormwater and optimize drinking water use on private property

Private property can play a key role in managing 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. On a larger scale, stormwater management approaches, such as wetlands, manage rainwater while enhancing the community and improving ecology.

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

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. 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 charitable food programs.

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Direction 11.1: Equitable and Resilient Food System

Support the development of an equitable and resilient food system

Utilize 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; creating 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)

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.

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

Policies

11.1.1 Improve food access across the city by supporting food-related retail and services (e.g., grocery stores, food banks, farmers markets, restaurants) and by expanding commercial-retail opportunities in more neighbourhoods. Include consideration for culturally appropriate options where possible.

11.1.2 Secure additional space, reduce barriers, and create incentives for food and medicine gardens, urban farms, and harvesting 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 new development and/or community infrastructure to ensure integration of 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 6: IMPLEMENTATION

INTRODUCTION

The Vancouver Plan complements other Council adopted city-wide strategies by providing a long-term land use strategy that advances the community’s goals and objectives (Figure 24). The Plan will guide public investment decisions and prioritize resource allocation. Regular monitoring and evaluation of progress toward the goals and directions of the plan will ensure the City is addressing areas of greatest need.

Figure 24: How Vancouver Plan fits with other plans and regulations

PLUS examples of other City-wide Plans and Strategies:

- Equity Framework (2021)
- Employment Lands and Economy Review (2020)
- Climate Emergency Action Plan (2020)
- VanPlay (2020)
- Rain City Strategy (2019)
- Culture Shift (2019)
- Housing Vancouver Strategy (2017)
- Reconciliation Framework (2014)
- Healthy City Strategy (2014)
- Transportation 2040 (2012)
Implementation of the Vancouver Plan will entail:

1. Aligning and streamlining existing rules for city building

Currently, the City has a great number of policies, guidelines, bulletins, and regulations that inform land use and development decisions. These include community visions, community/area plans, specific rezoning policies, policy statements, official development plans, etc. Some of these documents have been recently developed and adopted, while others date back more than 45 years. Assessing and evaluating those plans and policies that are still relevant to the existing urban context and the challenges that confront Vancouver today will require a thorough and rigorous examination. The Vancouver Plan will be the guiding document to update and align existing plans and policies or rescind outdated plans. Simplifying this complicated lattice work of policy work will demystify the land use regulatory process, shortening processing times, and providing greater clarity and certainty for residents and the development community.

2. Development of future area plans

New plans and strategies

Vancouver Plan will be crucial in future land use planning efforts and acknowledges that city-building involves all City departments. Each department will advance the Vancouver Plan directions within their purview, aligning their work programs to the delivery of the long-term land use strategy.

Sequencing of future area plans

The land use strategy provides a long-term vision for growth and change across the city. Specific details such as block level land uses, heights and densities, urban design requirements, infrastructure provision, services, and amenities will be determined through area planning.

The Vancouver Plan identifies many new areas for long-term growth and change. Developing a phasing plan with long-term infrastructure and financial plans will ensure plans are achievable, affordable, and aligned with our future vision and goals.

Future area planning work will entail continued engagement with x̱wməθkwəy̓əm (Musqueam), Sḵwx̱wú7mesh (Squamish), and səlilwətaɬ (Tsleil-Waututh) Nations, partners, and the public.

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 rainfall 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). Aligning land use planning with the planning of utility infrastructure will continue to maximize value from these major investments.

Financial sustainability and trade-offs

Meeting the needs of a 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 $34B), and faces pressures related to the growing need to renew aging infrastructure and amenities.

The Vancouver Plan will be a key reference to guide the discussions about trade-offs and how to balance needs of current and future residents and businesses so that the City’s limited resources can be directed where they are needed most. It also means clarifying and building relationships with partners for funding and service delivery, continued dedication to efficient operations, and equitable access to services for all citizens.

Financial sustainability is about finding the right balance and making the right choices to realize the city’s future vision, at a cost that is affordable to our residents and businesses.
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, including: the City’s financial resources; Council priorities; timing of investments by senior government (such as in major transportation infrastructure); changes in Federal and Provincial government policy; and shocks or stresses impacting the city, such as climate change, earthquakes, 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 regularly to coincide with the capital planning cycle, with substantial reviews to coincide with other key updates such as regional growth strategy and Census updates. Regular monitoring of implementation progress should inform annual work plans.

To move the Vancouver Plan forward, the additional work outlined above needs to be undertaken. The implementation phase of work will provide the essential tools to make the Plan a reality and move Vancouver toward a more livable future.
### Glossary

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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</thead>
<tbody>
<tr>
<td>2S/LGBTQQIA+</td>
<td>Two Spirit, Lesbian, Gay, Bisexual, Transgender, Queer, Questioning, Intersex, and Asexual Plus.</td>
</tr>
<tr>
<td>Accessible transportation system</td>
<td>A transportation system that can be easily used by people with disabilities or people facing other barriers.</td>
</tr>
<tr>
<td>Active travel</td>
<td>Active travel refers to walking, rolling, or biking to get around. Any mode of travel where people are moving themselves, sometimes with the help of a small mobility device.</td>
</tr>
<tr>
<td>Affordable housing</td>
<td>Affordability is a measure of a household’s ability to pay for housing – it relates the cost of housing to household income. Housing is considered to be affordable when it comprises 30 per cent or less of a household’s total income before taxes.</td>
</tr>
<tr>
<td>Amenities</td>
<td>Amenities includes a range of places and facilities such as libraries, recreation centres, parks, plazas, childcare facilities, corner stores, public wifi, and bike share facilities. Amenities make living in the city easier and more enjoyable.</td>
</tr>
<tr>
<td>Aquifer</td>
<td>A layer of permeable material below ground where groundwater can be transmitted and stored.</td>
</tr>
<tr>
<td>Arts</td>
<td>A wide range of creative endeavors and disciplines, such as visual, literary, or performing arts that express culture and heritage. In Indigenous worldviews, art is not separate from everyday life and work. Stories, agreements, and laws can be carried through songs, dances, carvings, regalia, and weavings.</td>
</tr>
<tr>
<td>Assets</td>
<td>A thing or quality that is highly valued or useful. Includes natural assets, neighbourhood assets, cultural assets, heritage assets etc.</td>
</tr>
<tr>
<td>Below-market rental</td>
<td>Purpose-built rental housing with below market rents targeted to qualified households earning moderate incomes (generally single income households earning between $30,000 and $50,000 per year, and dual income households earning between $50,000 and $80,000 per year). These income ranges encompass households that typically do not access or qualify for government subsidized social housing, but also cannot afford market rents.</td>
</tr>
<tr>
<td>Biodiversity</td>
<td>The richness of plant and animal species, including their genetic diversity, the ecosystems they inhabit, and the ecological processes that sustain them.</td>
</tr>
<tr>
<td>Blue green network</td>
<td>Park-like streets that manage water and provide ecosystem services.</td>
</tr>
<tr>
<td>Business Improvement Area (BIA)</td>
<td>BIAs are specially funded business districts, managed by non-profit groups of property owners and business tenants whose goal is to promote and improve their business district.</td>
</tr>
<tr>
<td>Car-light or car-free</td>
<td>Spaces—often a series of plazas or streets—where vehicles are not permitted/are only allowed for a limited time/only certain vehicles are allowed (e.g., delivery trucks or local residents).</td>
</tr>
<tr>
<td>Circular economy</td>
<td>An economic model that extends the life cycle of products. Throughout this process, waste is eliminated through the reduction, reuse, repair, and recycling of materials to limit inefficiencies and close gaps within the system. It aims to effectively design out waste.</td>
</tr>
<tr>
<td>Climate change adaptation</td>
<td>The process of adjusting to current or expected climate change and its effects.</td>
</tr>
<tr>
<td>Climate change mitigation</td>
<td>Responding to climate change by reducing greenhouse gas emissions.</td>
</tr>
<tr>
<td>Colonization</td>
<td>A process by which settlers from Western Europe sought to replace Indigenous laws and take Indigenous land, for the purpose of building wealth. This process used force to intimidate, manipulate, and physically remove Indigenous peoples from their land and extinguish their cultures.</td>
</tr>
</tbody>
</table>
**Combined sewer/overflow**
A combined sewer is a system in which rainwater and sanitary sewage water is collected in the same system. Combined sewer overflow describes an event when the sewer is over capacity and releases a mixture of rainwater and sewage into receiving waters.

**Commercial-retail use/commercial tenant**
Person or organization who leases non-residential space and does not live in that space. The term commercial refers to the space and not the activities of the tenant. The commercial tenant can be a business, a not-for-profit, a social enterprise, a community organization, or a government organization, etc. A residential tenant is someone renting a space to live in it.

Commercial-retail uses include a diversity of employment activities that primarily serve the local resident population, along with some regional population serving uses (like major malls) and tourism related uses. Businesses in this category can be accommodated in a range of built forms, including standalone shops, malls, and may be mixed in with other uses, including residential buildings.

**Community Centre Association (CCA)**
Community-based society incorporated under the Societies Act. Plays an important role in contributing to the success of the community centre network, including by delivering programming and services.

**Complete neighbourhoods**
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.

**Connectivity**
Refers to how well people, places, or ecosystems are connected within a region, city or neighbourhood.

**Cultural Redress Areas**
These are Ethno-cultural Community Areas where the City has issued recognition or formal apology with strategic, financial, and/or policy commitments to recognize and address historic and contemporary forms of legislative and municipal discrimination, erasure, and displacement. As of 2022, these areas include Chinatown, Hogan's Alley, Punjabi Market, and Pauer-gai.

**Culture**
A set of shared attitudes, values, and practices that define people and places, reflecting the lands, waters, heritages, and histories of the place. Culture includes artistic and creative activity, and the goods and services produced by it.

**Daily needs**
Daily needs refers to resources that people typically need access to more than once a week. Examples include shops, restaurants, work spaces, internet, community services, housing, transit, schools, and parks.

**Decolonization**
Decolonization is the process of surfacing the colonial assumptions, narratives and beliefs that individuals hold and that are embedded in the City’s ways of operating, and beginning to dismantle and reshape these structures.

**Development Cost Levies (DCLs)**
DCLs are paid by property developers based on square footage of most new developments. DCLs are an important source of revenue for City facilities such as parks, childcare facilities, social housing, and engineering infrastructure.

**Drainage system**
A system of gutters, pipes, drains or catch basins, and green rainwater infrastructure that together manage urban rainwater runoff.

**Ecological network**
The interconnected system of natural spaces across the city, composed of both terrestrial and marine areas. Large natural spaces, called hubs, are the critical part of the ecological network.

**Ecosystem services**
The benefits living things obtain from ecosystems. These include food and water; flood and disease control; spiritual and recreational benefits; and supporting services that maintain the conditions for life on Earth.

**Empty Homes Tax**
An annual tax on the assessed property value of empty or under-utilized properties in the City of Vancouver. The goal of the Empty Homes Tax is to incentivize the rental of residential properties in order to increase the city’s housing supply.

**Equity-denied groups**
Equity-denied groups are those who have been excluded from the design of current societal, governmental and legal systems, and whom face marginalization and discrimination as a result of that exclusion. These groups are some of the most underserved in our community because of these systemic barriers and include: people who identify as Indigenous, Black people and people of African descent; people of colour and racialized people, including those with disabilities and chronic illnesses; people who live with mental health challenges; deaf and hard of hearing people; 25/LGBTQIA+ and gender diverse people; people with low incomes; refugees, newcomers, and undocumented people; minority language communities; women and girls; or youth and seniors. Also referred to in the Plan as equity-denied communities.

**Ethno-cultural Community Areas**
Areas where there is a concentration of cultural heritage assets, services, and/or businesses for or from specific racialized ethnic communities (e.g., Black and African descent communities, Punjabi, Chinese, or Vietnamese) or white ethnic communities (e.g., Greek, Italian, or Ukrainian).

**Green Rainwater Infrastructure (GRI)**
Green Rainwater Infrastructure uses soils, plants, trees and built structures such as blue green roofs, swales, rainwater tree trenches, and rain gardens to capture, store, and clean rainwater before being absorbed in the ground or returning it to our waterways and atmosphere. GRI can also include the harvest and reuse of rainwater.

**Greenhouse gases (GhGs)**
Gases such as carbon dioxide and methane that trap heat in the Earth’s atmosphere.

**Greenway**
Greenways are high-quality active transportation, recreation, and public space corridors that support walking, biking, and rolling for people of all ages, abilities, and identities. They form a city-wide network across neighbourhoods and provide access to key destinations such as parks, schools, and community spaces.

**Groundwater**
Water occurring below the surface of the ground within voids in a rock or soil matrix.

**Habitat**
The area or type of environment in which a species of plant or animal lives such as a woodpecker in a forested habitat or tidepool fish in an intertidal marine habitat.
Heritage/Cultural heritage
Refers to tangible heritage (physical artifacts like buildings, monuments, and collections of objects; or preserving and restoring buildings and monuments) and intangible or living heritage (such as oral traditions, performing arts, rituals, celebrations, practices that express culture inherited from ancestors and passed on to descendants).

Housing co-op
A housing co-op is an organization incorporated under the Co-operatives Association Act that provides housing to its members. Most housing co-ops in Vancouver are non-profit co-ops. These non-profit co-ops are included under the definition of social housing.

IBPOC
IBPoC is a contemporary term that refers to Indigenous, Black and People of Colour.

Industrial areas
Areas with uses accommodated typically in low-rise industrial-type buildings generally within employment-only areas. These involve activities related to production, distribution, and repair with opportunities for office-based employment in upper floors. In many cases, these businesses support other businesses within the city and broader region, or may be more trade-enabling in nature. Residential uses are not permitted on these lands.

Inflation
The ground’s ability to allow water movement into and through the soil. For example by absorbing and holding water to support plant life.

Istitutional use
Institutional uses typically serve the local and regional population and include university or colleges, schools, childcare, hospitals, and government buildings. They are distinct in their land needs in that they tend to require larger sites, buildings or campuses.

Inter-jurisdictional
Areas overseen by two or more governmental bodies. For example, Still Creek spreads between the City of Vancouver and the City of Burnaby, therefore the watershed system is inter-jurisdictional.

Intersectionality
Intersectionality is a framework that explores how different forms of systemic oppression like racism, classism, and sexism intersect and create compounding, negative effects.

Land-based cultural practices
An Indigenous worldview that recognizes the deep physical, mental, emotional, and spiritual connection that people, knowledge, and values have to the land and the environment. It recognizes that every place has its own unique environmental conditions that need to be respected and considered holistically in every land management decision.

Last mile delivery/logistics
Last leg of a journey comprising the movement of goods to a final destination, e.g., delivering packages to residential homes or businesses.

Livability
Livability refers to how well a place is able to meet the needs of those living there and support quality of life, both in the short and long-term.

Livelihoods spectrum/continuum
Refers to the diverse range of income-generating and employment opportunities. Residents engage in to create their livelihoods, rather than taking a view of the economy that focuses only on ‘traditional’ forms of employment and entrepreneurship.

Living-wage
Hourly rate required for two working adults to meet the basic needs of a family four based on the regional cost of living (calculated annually by the Living Wage for Families Campaign). Includes direct wages and the value of non-mandatory benefits, such as paid sick leave and extended health benefits.

Major office
Employment use which typically occurs in large free-standing office buildings of 20,000 sq. ft. or greater. Businesses in this category often seek a central location with access to transit infrastructure and various other amenities, and are typically distributed amongst a few major concentrations in the region, e.g., the Central Business District.

Minor office
Minor office is anything smaller than major office (i.e. office space less than 20,000 sq. ft.). See definition for major office for comparison.

Market rental
Market rental housing refers to purpose-built rental housing or secondary rental housing (such as a basement suite or rented condo), rented in the private market at market rents.

Micro-mobility
Small, light devices that typically move a single person (or an adult and 1-2 children). They include bikes, e-bikes, trikes, skateboards, cargo bikes, e-scooters, hoverboards, electric skateboards, and many other devices. (Devices like wheelchairs, mobility scooters, or walkers may be included, but only in situations where more often considered mobility aids as they are usually required by their users.)

Missing Middle housing
Missing Middle refers to housing forms such as townhouses, multiplexes, and low-rise apartments up to 6-storeys. This form of housing increases housing choice, including ownership and rental options.

Mixed-use
Refers to two or more types of activities in one place, such as housing, shops, offices, childcare, or cultural venues. The term mixed-use can be applied to a single building (for example an apartment building with a shop on the ground floor) or to larger areas (such as a mixed-use block with different activities located next to each other).

Multi-family housing
A residential building containing three or more dwelling units.

Multiplex
A Multiplex is a small scale townhouse project on a single lot. Multiplexes allow more people to live on a single lot. Because the cost of the land is shared over more homes and the units are smaller, they cost less and are a more sustainable alternative to single-detached homes or duplexes.

Natural area
Large and small patches of the urban landscape which support nature such as forests, wetlands, and shorelines, but also including green roofs, constructed wetlands, and rain gardens.

Nature-based solutions
Design solutions that are inspired and supported by nature, which are cost-effective and simultaneously provide environmental, social, and economic benefits, and help build resilience.

Neighbourhood centres
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.

Non-profit organization (NPO)
The term ‘non-profit organization’ (NPO) is used to distinguish this business sector from the ‘for-profit’ business sector. NPOs may have paid staff and engage in activities that result in income or profit, but by definition, they cannot pass those profits on to directors or members of the organization.

One Water
Refers to a planning approach adopted by the City. The approach values all forms of water, considers the entire urban water cycle, and integrates all aspects of water management and infrastructure with nature.

Pollinators
Species such as bees and butterflies, which pollinate our plants, crops, fruit trees and more.

Public realm
Public realm has a broader meaning than “public space”, as it also includes privately owned public spaces, and the building facades, storefronts, displays, and patios that shape the experience of public spaces. It also incorporates streetscape elements such as street furniture, lighting, public art, and distinctive sidewalk treatments. Generally everything that can be seen and experienced at pedestrian eye level. The sum of these parts contributes to the public realm, and the overall experience and attractiveness of a public space.

Public right-of-way
Roads, streets, lanes, boulevards, and sidewalks that are managed and/or owned by a government.

Public space
Public Spaces are all places publicly owned or in public use, accessible and enjoyable by all, including parks, playgrounds, plazas, mini-parks, parklets, streets, sidewalks, laneways, pathways, and the seawall. To a limited extent, government buildings which are open to the public, such as public libraries, are public spaces, although they tend to have restricted areas and greater limits upon use.
Purpose-built rental
Multi-family housing built with the intent to be rented in the private market. Includes rental housing secured by legal agreement. See secured rental housing.

Rapid transit
High capacity, fast, and frequent transit that takes priority over general traffic. Existing and proposed rapid transit routes include the Expo, Canada, and Millennium lines; Hastings, Broadway, 41st Avenue, and 49th Avenue.

Receiving waters
Larger bodies of water at the bottom of a watershed into which smaller waterbodies flow. Local receiving waters include Burrard Inlet, the Fraser River, False Creek, English Bay, and the Salish Sea.

Reconciliation
Building respectful relationships between Indigenous and non-Indigenous people. This includes recognition of Indigenous rights and titles, as well as restitution and redress for colonial harms.

Redress
Redress means to repair the harms of systemic exclusion and discrimination or historic wrong.

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).

Restorative natural area
A natural or naturalized area that is, as much as possible, removed from road elements like native plants and water features.

Rolling
A mode of transportation other than biking or walking, which includes mobility aids like wheelchairs, walkers or strollers, and other types of newer mobility devices such as e-scooters.

Secured rental housing
Housing units that can only be used as rental housing. This is guaranteed with a legally binding covenant or housing agreement registered on title, which restricts the use to rental housing for 60 years or the life of the building (whichever is longer), or for another term agreed upon by the City and the owner.

Self-Determination
The right and ability for Indigenous communities and Nations to freely pursue their political, social, economic, and cultural paths into the future.

Sequester
Capture and store carbon dioxide from the atmosphere through mechanical, chemical, or biological means.

Shared district parking
Parking that is provided in a single location for a block, neighbourhood, or commercial area, rather than parking provided specifically to support a particular building or land use.

Shared mobility
Transportation vehicles and services shared by members, for example bike share (e.g., Mobi) or car share (e.g., EVO or Modo) services.

Single-detached house
A free-standing residential building, which may or may not contain a suite.

Social housing
Social housing is rental housing in which: at least 30% of the dwelling units are occupied by households with incomes below housing income limits, as set out in the “Housing income Limits” table published by BC Housing, it is owned by a non-profit corporation, a non-profit co-operative association, or by or on behalf of the City, the Province of British Columbia, or Canada; and it is secured by a housing agreement or other legal commitment. (As defined in City of Vancouver Zoning & Development Bylaw).

Within this plan, social housing is used as a general term that also includes supportive housing and non-profit co-op housing, these types of housing also meet the definition of social housing underneath the Zoning & Development Bylaw.

Special Market Area
Commercial area of particular importance to an ethno-cultural community (e.g., Punjabi Market). See also ‘Ethno-cultural Community Areas’.

State of Cultural Significance
A statement that outlines the key aspects of a place and why it is culturally significant, extending beyond the physical characteristics.

Stormwater
Rainwater which has landed in an urban area and begun to flow across hard surfaces, usually quite polluted.

Supportive housing
Supportive housing is social housing with supports that help individuals to maintain housing stability. Supports help tenants stabilize their lives, enhance their independent living skills, and reconnect with their communities. Some services are provided by on-site staff and some services are delivered through outreach programs.

Sustainable travel
Walking, biking, rolling, taking transit, and sometimes, using a low or zero-emission vehicle.

Systemic barriers
Systemic barriers are policies, practices or procedures that result in some people receiving unequal access or exclusion.

Transportation hub
A location where several modes of transportation are available for users. For example a SkyTrain station adjacent to a bus stop and a bike share station.

Unceded
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.

Walkability
A measure of how walkable and pedestrian-friendly an area is.

Water cycle
The continuous movement of water above and below the earth. ‘Urban water cycle’ refers to the way water continuously moves through the stages of the water cycle in cities.

Water-adaptive spaces
Spaces designed to more efficiently manage water. For example by allowing water to permeate through the surface and into the soil to support surrounding plant life and groundwater recharge.

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.

Whole systems
An approach to understanding how things are related, and how they influence and interact with one another to create a full system.
Map 16: Technical composite map

The purpose of the technical composite map is to provide a consolidated reference map that brings together key elements from the land use strategy, the equity and resilience map, the economy map, the ecological vision map, and the transportation/existing bus rapid transit map.

This technical composite does not bring forward any new or revised information but rather compiles information contained within various Vancouver Plan maps for ease of reference.

Notes

1. Neighbourhood Centres or Villages overlap with Potential Rapid Transit Areas, neighbourhood type will be determined based on transit investment timing and more detailed area planning.

2. Multiplex Areas - Multiplex areas are shown conceptually. Where existing policy supports higher density, that policy will be in effect. The opportunity to introduce multiplexes in various areas of the city is currently being evaluated against a number of factors. The intention here is to enable town density, ground-oriented missing middle housing across broad areas of the city.

3. Ecological Corridors/Sensitive Zones - These are high level directions based on preliminary analysis. More detailed environmental planning is required to determine specific alignments.

Disclaimer

†The Technical Composite Map is a vision of what Vancouver’s future could look like. It does not enable development applications or enquiries.
We are grateful to everyone who contributed to shaping the Vancouver Plan. Below is a list of the groups and organizations that have participated in the development of the Vancouver Plan in some form, either through meetings, attending sessions, or providing input. In addition to the groups listed below, we are grateful to the many hundreds of organizations that received regular updates on the project.

Musqueam, Squamish, and Tsleil-Waututh Nations and Metro Vancouver Aboriginal Executive Council
Thank you to Musqueam, Squamish, and Tsleil-Waututh Nations and Metro Vancouver Aboriginal Executive Council (MVAEC) for their valuable contributions to help further advance Reconciliation and decolonization through the Vancouver Plan process. Partnership agreements were developed with each of the three First Nations and MVAEC, with funding supports to provide capacity for self-determined involvement.

Vancouver Residents, Workers and Visitors
Thank you to the residents, workers and visitors of Vancouver. Thousands of people made contributions throughout the planning process. While the following section attempts to list important contributors, it is by no means an exhaustive list and any inadvertent omissions do not reflect a lack of gratitude.

Ministries • Province of British Columbia
• Ministry of Tourism, Arts, Culture and Sport
• Ministry of Municipal Affairs
• Ministry of Mental Health and Addictions
• Ministry of Social Development and Poverty Reduction

Civic Advisory Bodies, Board and Committees
• LGBT Advisory Committee
• Arts and Culture Advisory Committee
• Children, Youth and Families Advisory Committee
• Champlain Historic Area Planning Committee (CHAPC)
• Civic Asset Naming Committee
• Champlain Legacy Stewardship Group (LSG)
• First Shaughnessy Advisory Design Panel
• Gastown historic Area Planning Committee
• Motion Picture Leadership Group
• People with Disabilities Advisory Committee

Other Vancouver Municipal Agencies
• Vancouver Board of Parks and Recreation (VBPR)
• Vancouver Police Department (VPD)
• Vancouver Public Library (VPL)
• Vancouver School Board (VSB)

Regional Authorities, Stakeholders and other Organizations
• BC Housing
• BC Hydro
• City of Abbotsford
• City of Burnaby
• City of Delta
• City of Richmond
• Coleman BC
• ForthBC

Educational Institutions and Associated Groups
• British Columbia Institute of Technology (BCIT)
• CityStudio Vancouver
• District Parent Advisory Council (DPAC)
• Emily Carr University of Art and Design
• Great Northern Way Campus Trust (GNWCT)
• Langara College: Applied Planning Studio
• Simon Fraser University (SFU): SFU Public Square, Semester in Dialogue Program, SFU 350
• University of British Columbia (UBC): Campus Planning, UBC School of Architecture + Landscape Architecture (SALA), School of Community and Regional Planning (SCARP), CAPACity, Centre for Community Engaged Learning, School of Public Policy and Global Affairs
• Vancouver Community College
• Vancouver District Student Council
• Vancouver Native Education College (VNEC)
• Vancouver Fraser Port Authority (VFA)

Neighbourhood Houses
• Association of Neighbourhood Houses of BC
• Cedar Cresta Neighbourhood House
• Colliersview Neighbourhood House
• Downtown Eastside Neighbourhood House
• Frog Hollow Neighbourhood House
• Gordon Neighbourhood House
• Kitsilano Neighbourhood House
• Keon Neighbourhood House
• Little Mountain Neighbourhood House
• Mount Pleasant Neighbourhood House
• South Vancouver Neighbourhood House

Local Advocacy Groups
• Community Centre Associations
• Green-Bloc neighbours
• Heritage Foundation
• Heritage Vancouver
• Retired Planners and former City of Vancouver Staff
• URA Association of Canada
• Urbanarium
• Vancouver Public Space Network (VPSN)

Vancouver Neighbourhood and Resident Groups
• Burrard Bridge Residents’ Association
• Coalition of Vancouver Neighbourhoods (CVN)
• Dunbar Residents’ Association
• False Creek South Neighbourhood Association
• Grandview-Woodland Area Council (GWAC)
• Kits Point Residents Association
• Marpole-Oakridge Community Association
• North Van Residents
• Odell Park-Langara Area Residents (OLAR)
• Riley Park South Cambie Vision Committee
• University Residents’ Association
• Upper Kitsilano Residents Association
• Westkul Kids
• West Kitsilano Residents Association
• West Point Grey Residents Association
• West Southlands Residents Association

ACKNOWLEDGEMENTS


**Economic Stakeholders** (Engagement of Economic Stakeholders was primarily carried out by the Economic Development Planning Team)

**Access**  
- Allergen Community: Career Employment Services  
- Allergen Culture Safety Council  
- Allergen Elderly  
- Allergen Food  
- Allergen Hotels  
- Allergen Hospitality  
- Allergen Industry  
- Allergen Manufacturing  
- Allergen Non-Profit  
- Allergen Organizations  
- Allergen Public  
- Allergen Real Estate  
- Allergen Retail  
- Allergen Services  
- Allergen Tourism  
- Allergen Transportation  
- Allergen Wholesale  
- Allergen Workforce

**Agriculture**  
- Agriculture Association  
- Agriculture Council  
- Agriculture Cooperation  
- Agriculture Foundation  
- Agriculture Industry  
- Agriculture Manufacturers  
- Agriculture Non-Profit  
- Agriculture Organizations  
- Agriculture Public  
- Agriculture Real Estate  
- Agriculture Retail  
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**Art**  
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**Business**  
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**Cultural**  
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**Economic**  
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**Environment**  
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**Health**  
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**Labour**  
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**Manufacturing**  
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**Retail**  
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- Retail Workforce

**Recreation**  
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**Transportation**  
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- Wholesale Wholesale  
- Wholesale Workforce
This plan was approved by Vancouver City Council on July 22, 2022