

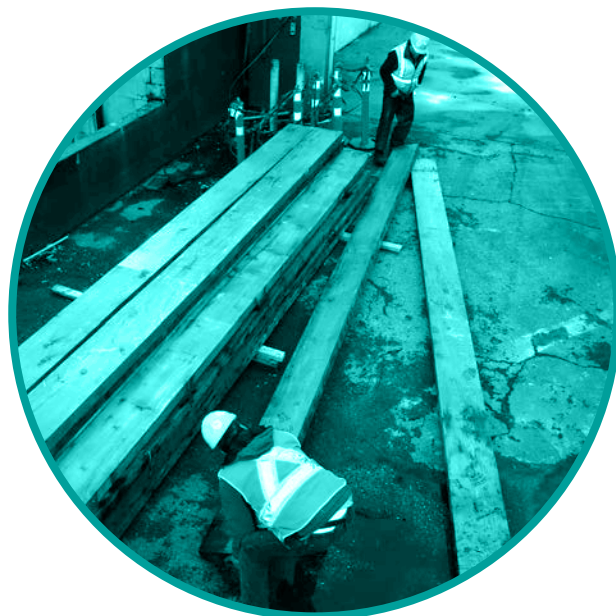
2050

VANCOUVER PLAN



CITY OF
VANCOUVER

Vancouver
Plan



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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), Skwxwú7mesh (Squamish), and səliłwətał (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**.

Seawall at Stanley Park (Source: Mike Benna)

PART 1: INTRODUCTION AND OVERVIEW



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

THE VANCOUVER PLAN

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.

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.

1. CONTEXT AND OPPORTUNITY

Our strengths

Located on the traditional, unceded territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (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 BC with 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 - Hundreds of small earthquakes occur in the region every year, and while most go unnoticed, a major earthquake is inevitable in our future. Of the city's 90,000 buildings, over half were built prior to 1974 and have no seismic resisting structural systems. This means the city's buildings, residents, and workers are highly vulnerable to the impacts of an earthquake event.

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

These are significant problems that require complex and varied solutions. A 'status quo' approach to planning will not solve these problems. To create a more equitable city that responds to the challenges of our time, the Vancouver Plan strikes a new approach.



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

Introduction to the Nations and relationship to present-day Vancouver

This place is the unceded and ancestral homelands of the hə́łqəmiṇəm and Sk̓w̓x̓wú7mesh speaking Peoples, the x̓məθkʷə́yəm (Musqueam), Sk̓w̓x̓wú7mesh (Squamish), and sə́ilwətaɫ (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's 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.



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



Musqueam Indian Band |
x̓məθkʷə́yəm

"We are traditional hə́łqəmiṇəm 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 |
Sk̓w̓x̓wú7mesh Úxwumixw

"Sk̓w̓x̓wú7mesh Úxwumixw traditional territory is located in the Lower Mainland region of British Columbia. . . . 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 |
sə́ilwətaɫ

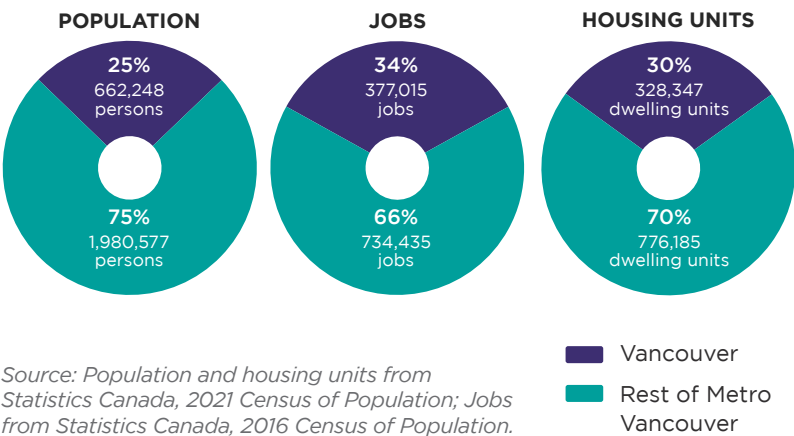
"Tsleil-Waututh First Nation: We are the Tsleil-Waututh Nation, "People of the Inlet." According to archaeological evidence and our oral history, Tsleil-Waututh people have lived in this Traditional Territory for thousands of years. Burrard Inlet sustains us with food, a place to live, spectacular natural 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

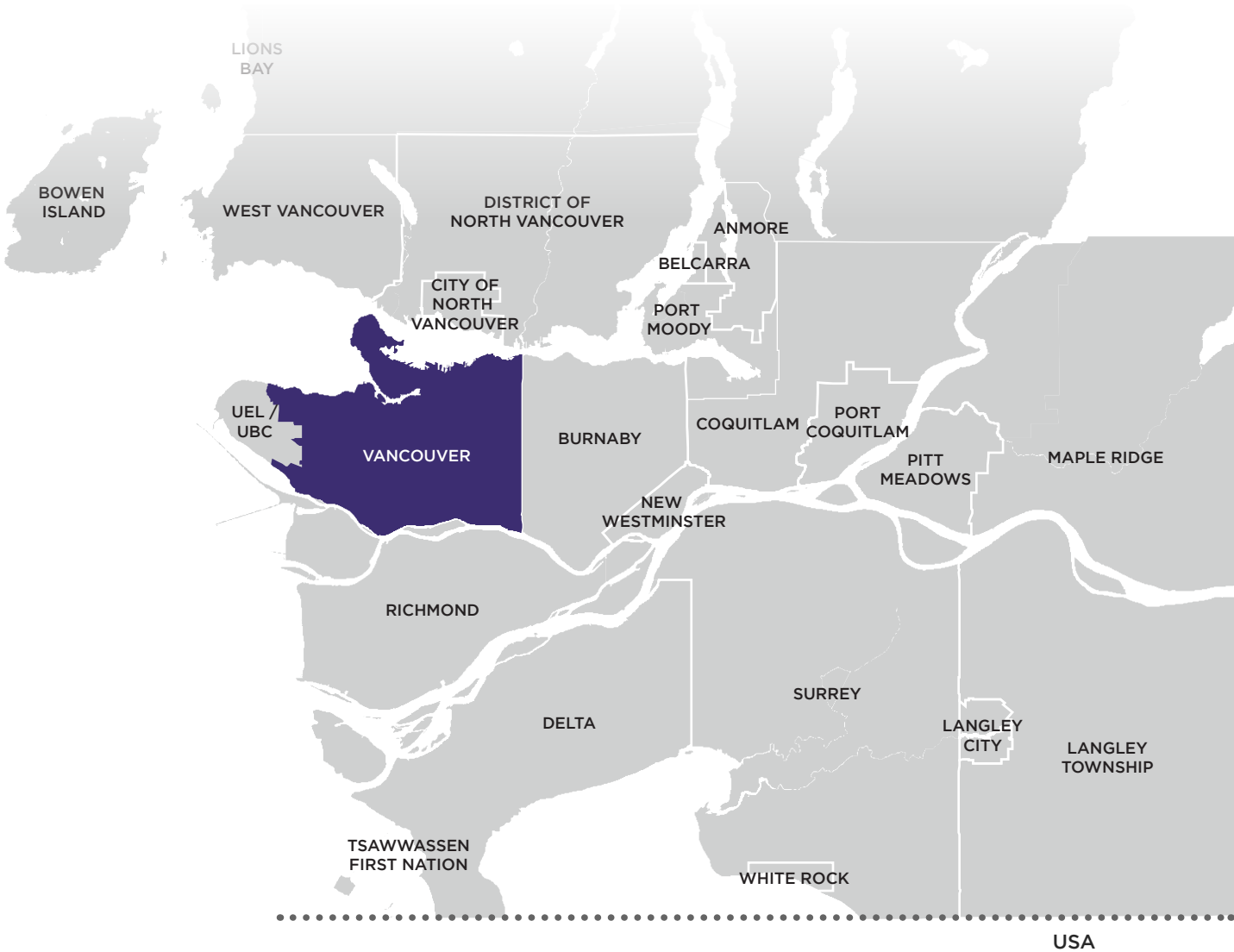
Vancouver is the economic and cultural centre of a dynamic, prosperous, and rapidly growing region. The region is anticipated to grow by about a million more people by 2050 with about half a million more jobs and homes. With a population of almost 2.8 million people, Metro Vancouver is the third largest 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.

Figure 1: Vancouver within the region



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



The Metro Vancouver Region



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

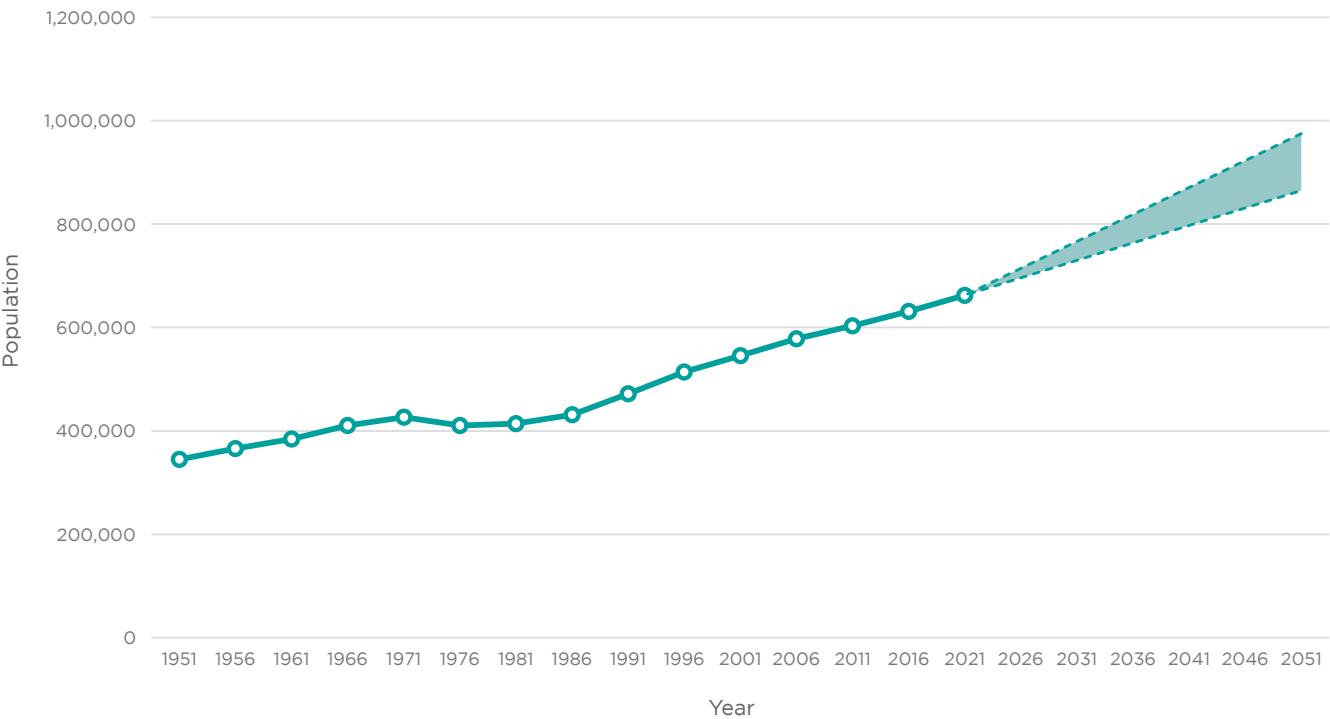
Today, Vancouver is home to 25% of the region's total population, 34% of the jobs, and 30% of the total housing units. Vancouver is expected to add about 260,000 more people (for a total population of about 920,000 people) and up to 210,000 more jobs (for a total of about 638,000 jobs) by 2050. How Vancouver 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 2: Estimated population growth in Vancouver



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

Vancouver is a 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.



Vancouver Skyline from Queen Elizabeth Park (Source: Vanexus Photos)

Context: Roles and Responsibilities

A few of the services the City provides



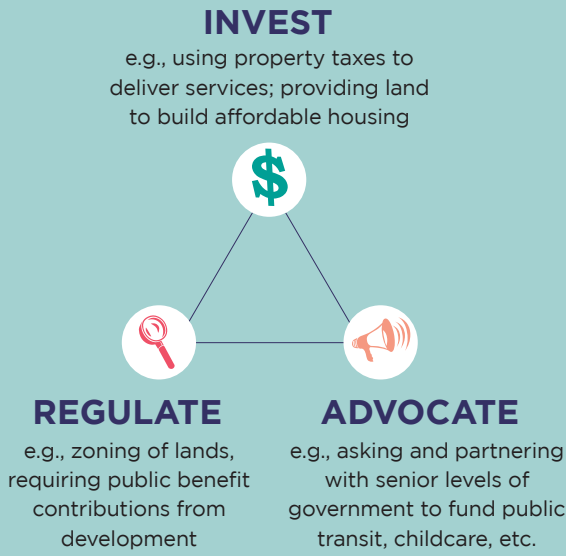
What does the city do?

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).

Figure 3: Municipal toolkit



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.



Councillor Charlene Aleck and CAO Ernie Bones George, Tsleil-Waututh Nation (Source: TWN Communications)

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.



Phase 4 neighbourhood pop-up engagement event, Robson Square (Source: Elijah Sabadlan)

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



Phase 4 neighbourhood pop-up engagement event, Chinatown (Source: Tanya Fink)



Phase 4 neighbourhood pop-up engagement event, Carnegie Centre (Source: Andrew Pask)



Phase 3 neighbourhood pop-up engagement event, Collingwood Neighbourhood House (Source: City of Vancouver)

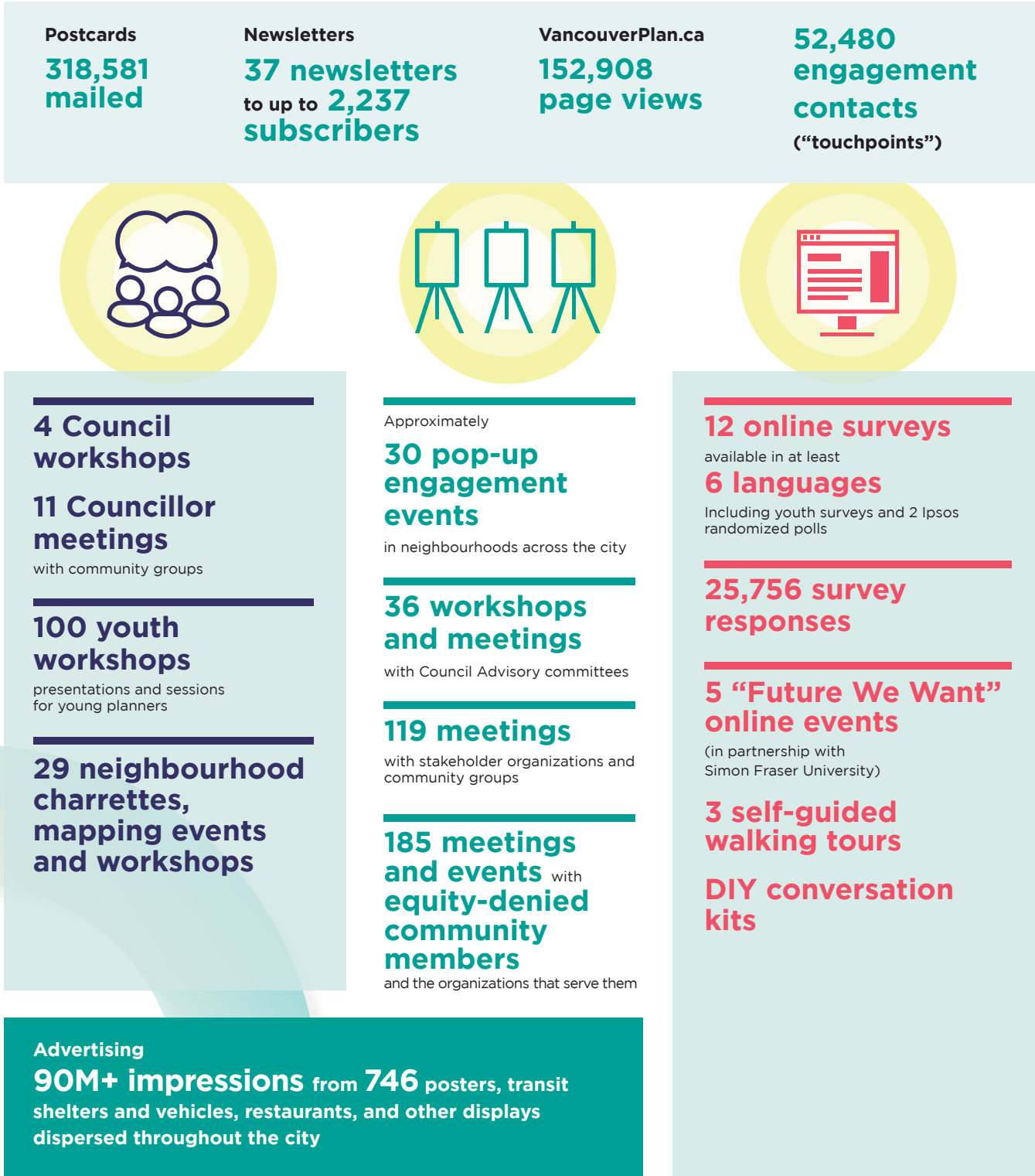


Output from a youth engagement session, Mount Pleasant, August 2021 (Source: Stina Hanson)

Figure 5: Vancouver Plan engagement participation

PARTICIPATION BY THE NUMBERS

through **four phases of engagement** from **November 2019** to **May 2022**



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**.

Seawall at English Bay (Source: Aaron Lao)

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



Reconciliation

We will continue to form relationships of mutual respect and understanding with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (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.



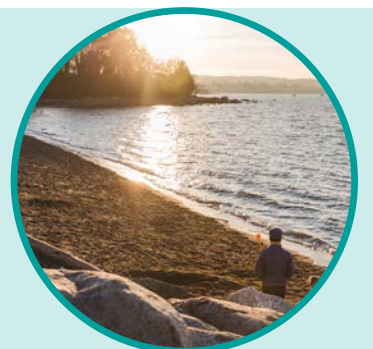
An Economy that Works for All

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.



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

5. PLAN AT A GLANCE

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

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

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

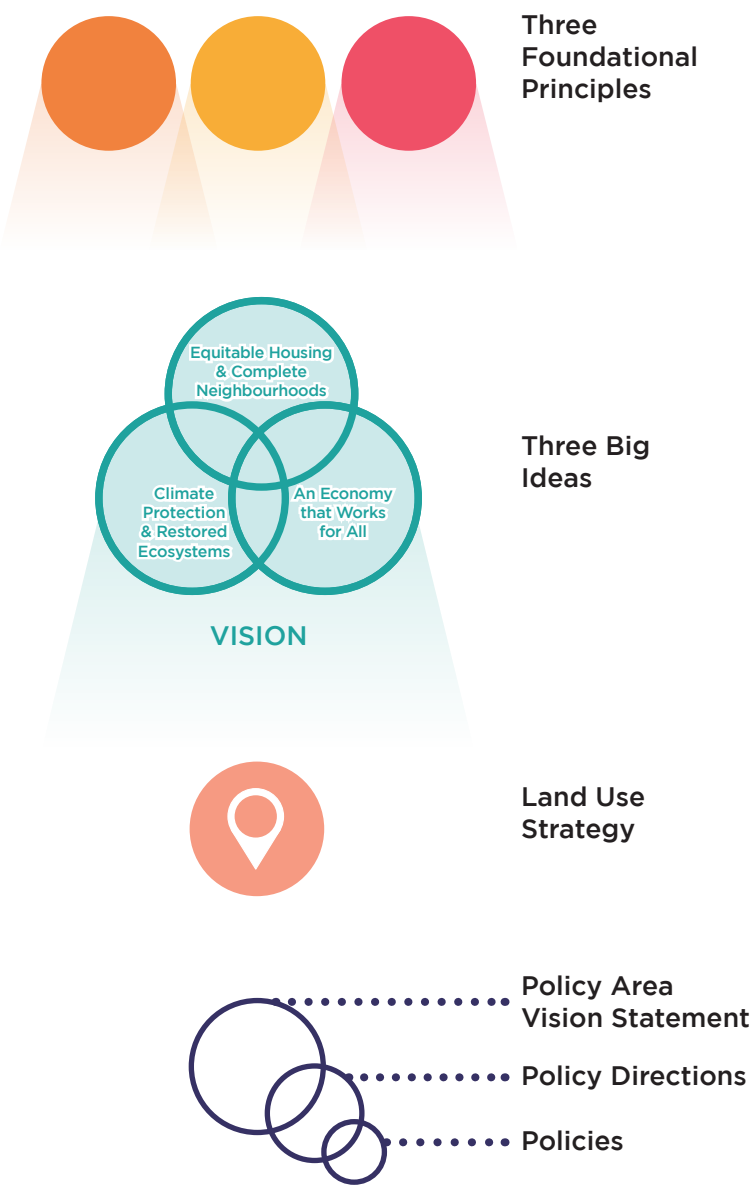
Land Use Strategy: The land use strategy shows how the Plan policies land on the ground. It sets clear city-wide guidelines that will shape area planning in the future, ensuring we achieve our goals at the neighbourhood and city level.

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.

Figure 6: Vancouver Plan structure



PART 2:

PLAN FOUNDATIONS



Walk for Reconciliation, Georgia Street (Source: Aaron Lao)

FOUNDATIONAL PRINCIPLES

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.

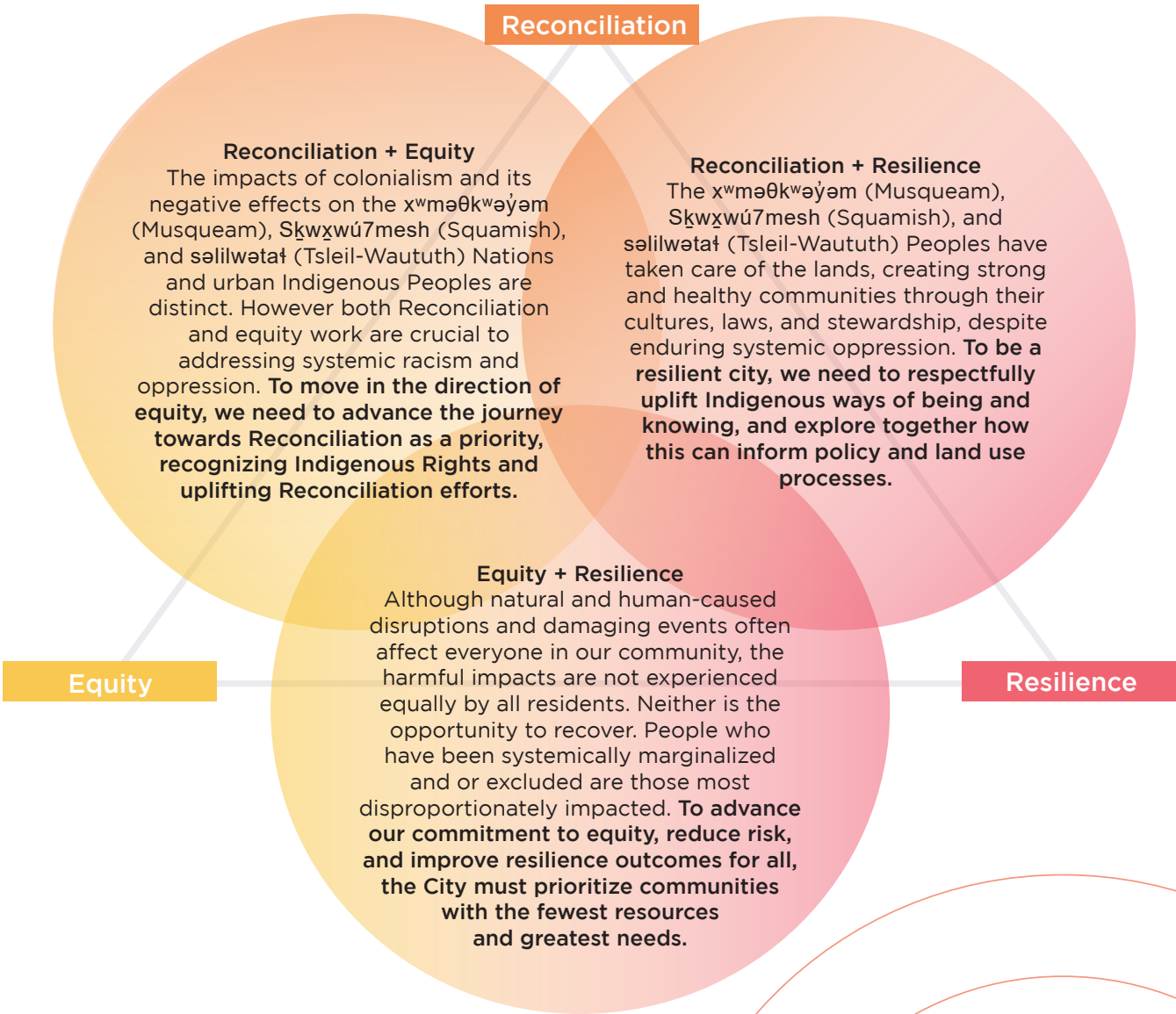


Photos top to bottom: Gathering of Canoes (Source: Pablo Cesar Palma); Mural by Anne Marie Slater, Scott Chan and Coleman Webb (Source: City of Vancouver); Jericho dock during a storm (Source: City of Vancouver)



Tsleil-Waututh children learning about the Coast Salish practice of cedar bark stripping (Source: Nancy Bleck)

Figure 7: Connections between the Foundational Principles



1. RECONCILIATION

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


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

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

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

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

Please refer to pages 9-10 for an introduction to the Nations and their relationship to present-day Vancouver.



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

The City’s commitment to Reconciliation

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

- Several streams of work confirm the City’s commitment to Reconciliation including its commitment to implement:
- United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)
 - Truth and Reconciliation Commission Calls to Action
 - National Inquiry into Missing and Murdered Indigenous Women and Girls Calls to Justice
 - Red Women Rising report recommendations

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

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

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

The City of Vancouver is committed to upholding these human rights in its institutions, policies, and practices. In partnership with the Nations, Vancouver will work to implement the **BC Provincial Declaration on the Rights of Indigenous Peoples Act** at a municipal level.



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

- Support xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations’ inherent rights and self-determination.** Musqueam, Squamish, and Tsleil-Waututh Nations have constitutionally protected rights, Aboriginal title, and interests within their unceded territory. This commitment means creating more relevant, respectful ways to support the Nations in leadership roles and in land use planning processes. This includes supporting their collective rights and abilities to pursue their political, social, economic, and cultural paths into the future. It means 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.
- 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.
- Respect and uphold xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) culture and heritage.** This means increasing Musqueam, Squamish, and Tsleil-Waututh visibility and voice on the land by prioritizing and supporting cultural practices, stewardship, and ways of knowing, as guided by the Nations and respecting their protocols.
- Work collaboratively with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (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 xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) and urban Indigenous Peoples.



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

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.

Current land use policies and processes 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.



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

The City's commitment to Equity

The City's **Equity Framework** (2021) reflects the City's commitment to equity work over the long-term. Many existing and ongoing policies support the City's equity efforts, including the **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:

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

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

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

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



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.

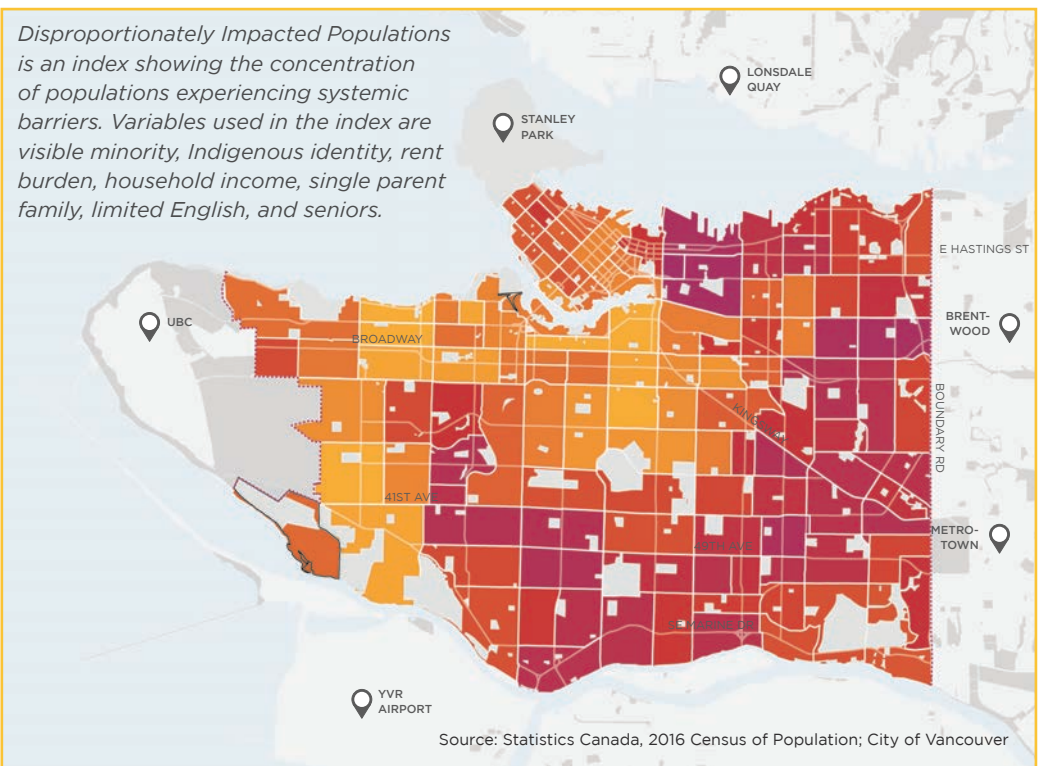
Map 1: Disproportionately impacted populations

Considerations for the data used in this map:

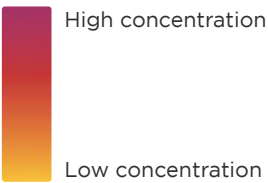
Measuring inequities is not a straight forward task. This map can help us understand how inequities show up in the city at a high level but there are limitations and considerations that should be kept in mind when interpreting this information:

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

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



Disproportionately Impacted Populations



- First Nations Reserves
- Parks and open space
- Greenspace in other jurisdictions
- City boundary

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.



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

The City's commitment to Resilience

The City commits to building resilience in three priority areas:

- Thriving and Prepared Neighbourhoods** - to help communities share knowledge, contribute to decision-making, and collectively prepare for and recover from both shocks and stresses.
- Proactive and Collaborative City** - to achieve resilience through various collaborations, and change systems in the city that make people vulnerable.
- 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).

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 inequity and social isolation) and develop integrated solutions that centre the needs of those most impacted to recover from these challenges, and prevent future harm.

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

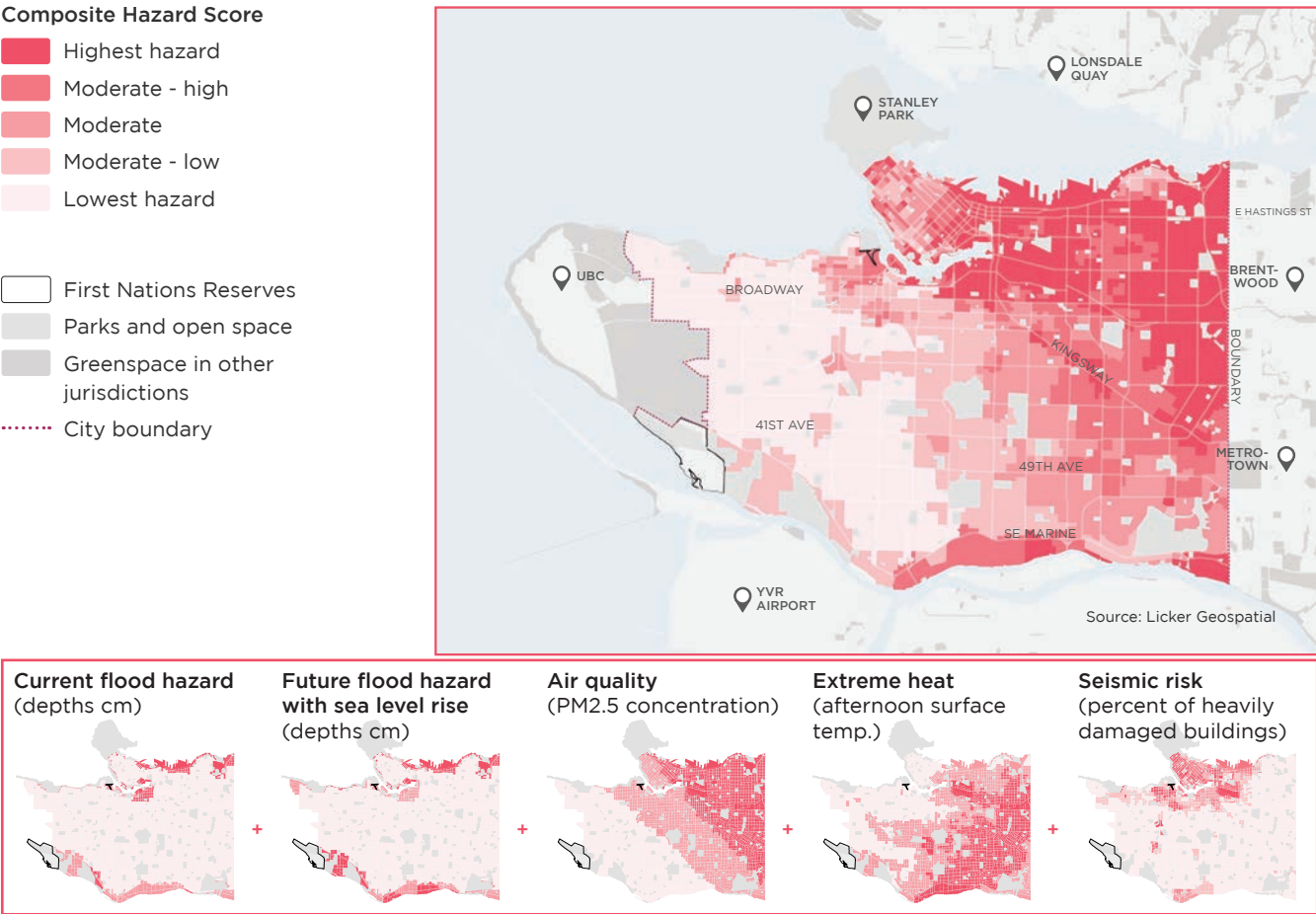


Proactively plan for an uncertain future so we can withstand, adapt, recover, and thrive in the face of shocks like earthquakes and climate change impacts, and reduce stresses like affordability and inequities.

Vancouver Plan Commitments

- 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.
- 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
- 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



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

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

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

PART 3: PLAN ASPIRATIONS



Main Street (Source: City of Vancouver)

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)

1

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:

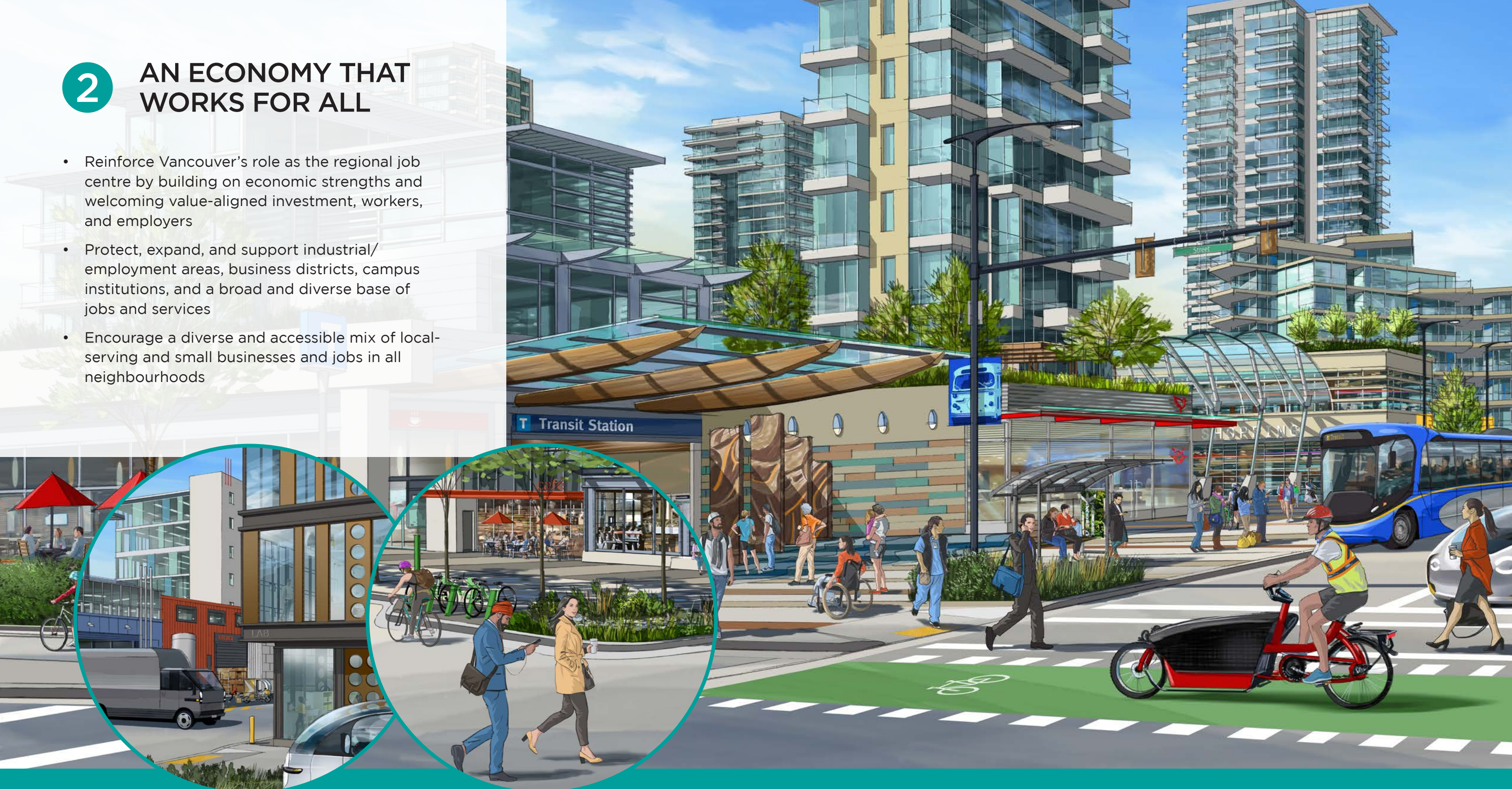
Land Use Strategy Directions: L1.1 – L1.9, L2.1, L2.3

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)*



3

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



Background: Seniors walking; Inset: Punjabi Market
(Source: City of Vancouver)

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.

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 Strategy reflects community values and aspirations and will shape conversations

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.





Southeast False Creek (Source: City of Vancouver)

City Building Blocks and Layers

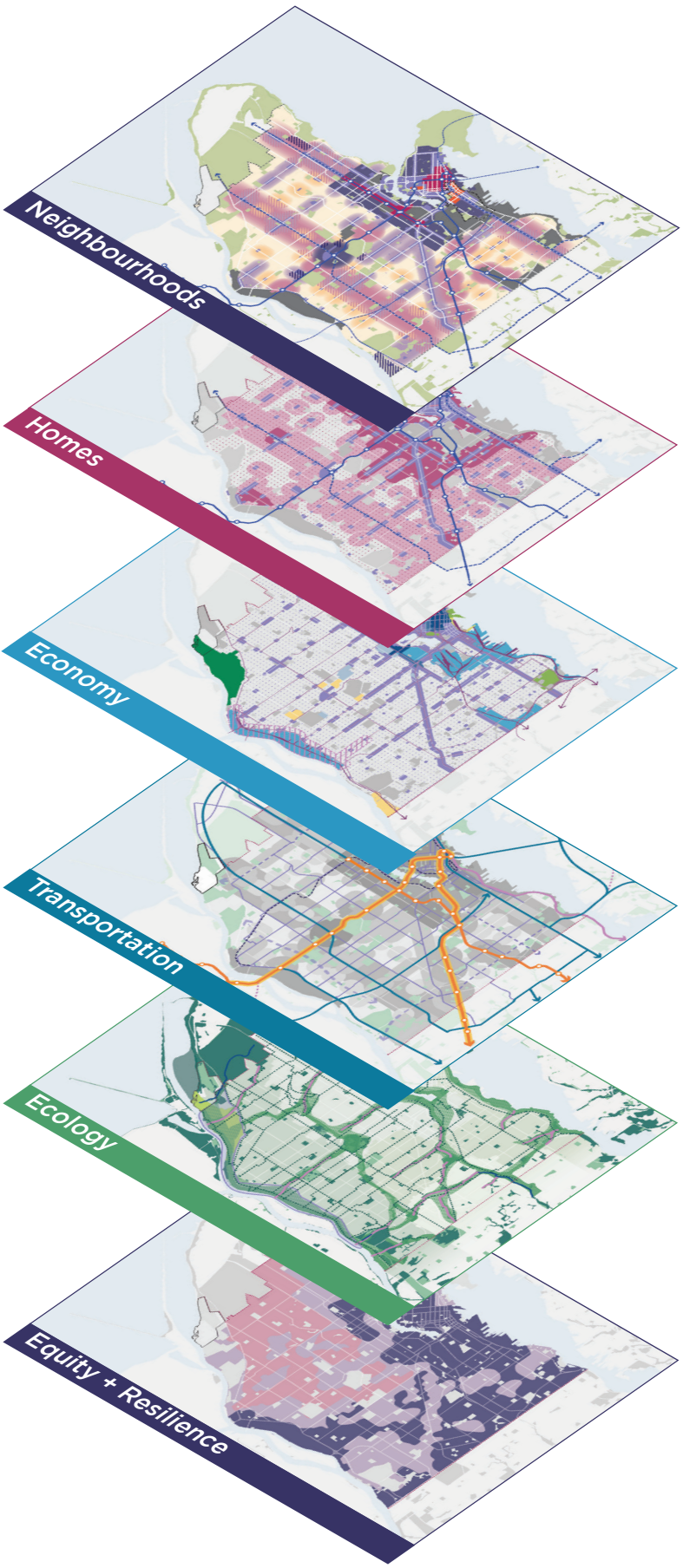
The land use strategy builds upon key elements of the existing urban fabric. The built environment is composed of buildings, streets, plazas, natural open space, parks, and infrastructure.

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.

Figure 8: City building layers



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.



Municipal Town Centre

Second only in regional importance to the Metro Core/Broadway, the Municipal Town Centre is a hub for high-density housing and employment uses with supportive amenities and services.



Rapid Transit Area

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



Neighbourhood Centre

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



Village

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



Multiplex Area

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



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*



Ecology

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



Transportation

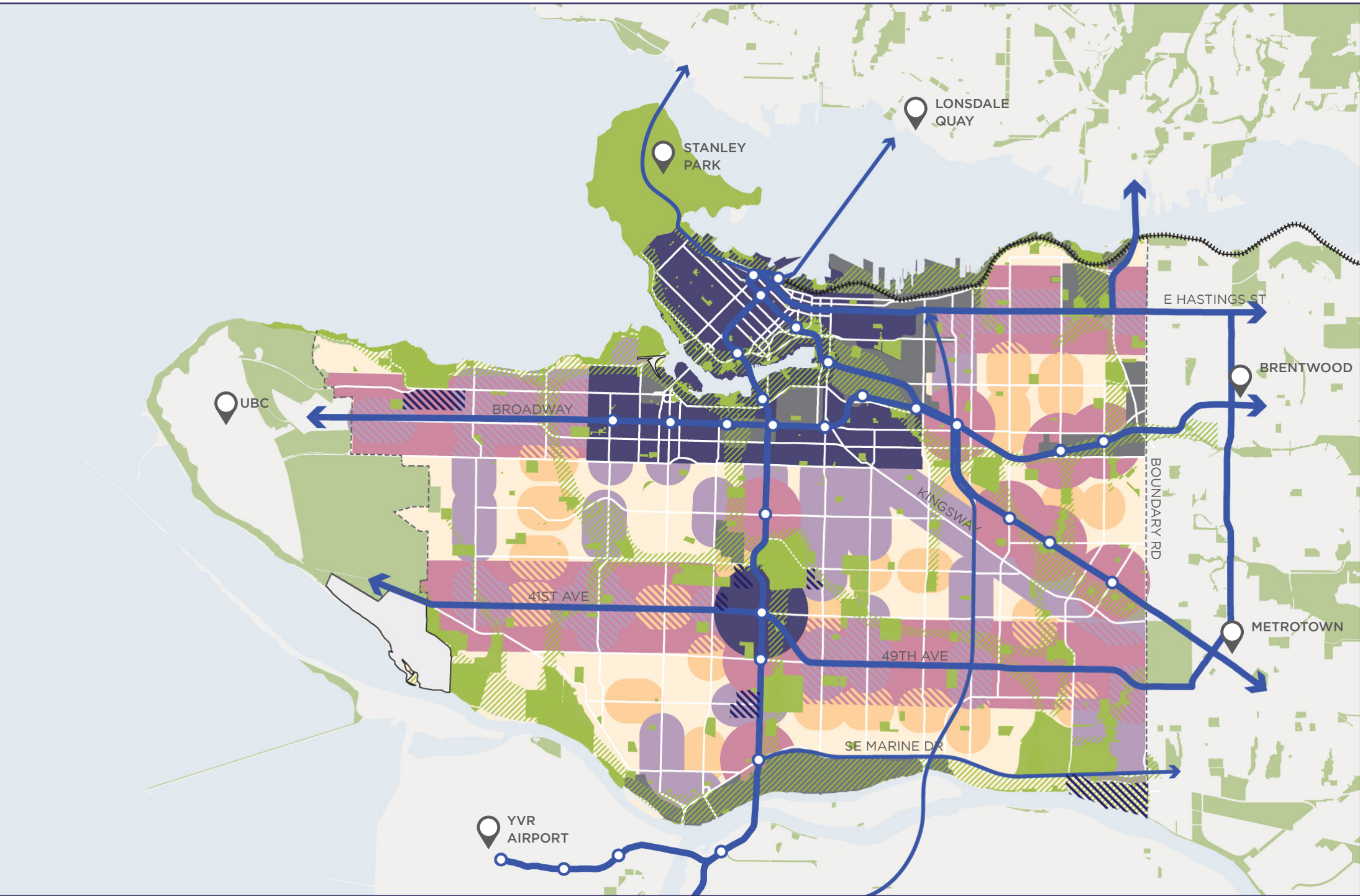
Transportation system offers critical connections for driving, walking, biking, and transit between neighbourhoods and to city and regional destinations.



Water Infrastructure

Integrated utility services protect public health and the environment while improving resilience and sustainability.

Map 3: City building blocks



* for clarity some elements are not shown on map. Please see **Part 5** for additional details.

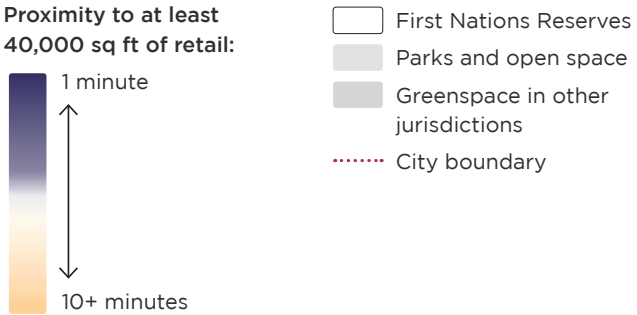
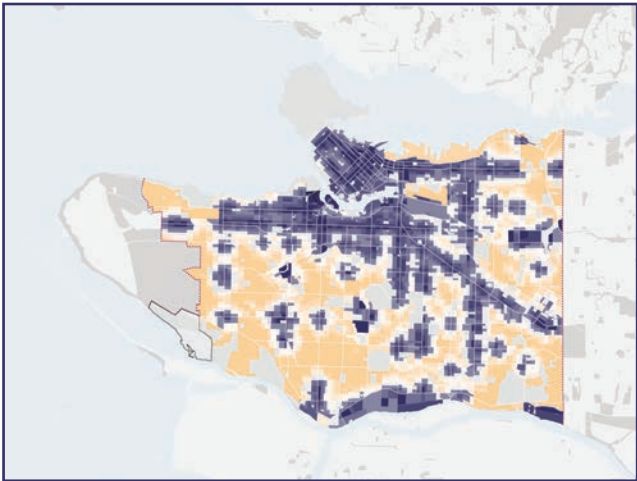
Neighbourhoods | Directions and Policies

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

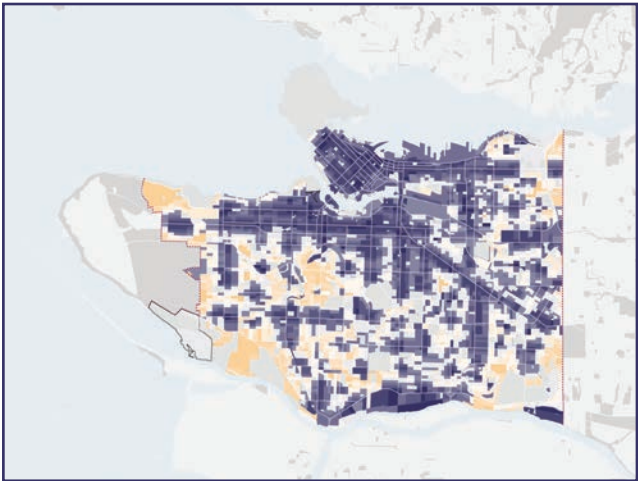
housing options for a diverse mix of people. These neighbourhoods also provide more opportunities for social interaction as people meet and connect on the street, at their favourite coffee shop, local playground, and during everyday activities like walking to get groceries. A city of complete neighbourhoods will help move us to a more sustainable and resilient future.

Figure 9: Complete neighbourhoods and climate action

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



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



Source: Licker Geospatial

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

*Note: Figure 9 illustrates proximity to shops and services, whereas the *Climate Emergency Action Plan* target for Walkable, Complete Neighbourhoods includes other "daily needs" like parks, schools, and community centres.

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



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

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.

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*.

Land Use Strategy

The land use strategy conceptually illustrates the type and intensity of change envisioned across the city. In some areas, the land use strategy reflects existing policy appropriate to the urban context of an evolving metropolitan community. In other areas, the land use strategy provides guidance for needed future policy development to improve housing choice and create more complete, inclusive neighbourhoods across the city.

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

Existing High Streets and Commercial Hubs: Local-serving shops and services are important anchors for the different Neighbourhood Types. These existing commercial areas will be enhanced and expanded to better support complete neighbourhoods and a growing city. See *Part 5 2. Economy for more details.*

Industrial/Employment: Vancouver's limited industrial/employment areas are primarily intended for production, distribution, and repair activities with opportunities for office-based employment on upper floors in areas well-served by transit. Residential uses are not permitted on these lands. See *Part 5 2. Economy for more details.*

Business Districts: These areas are important locations for future business infrastructure and job growth in office-based sectors such as technology, as well as employment in life sciences, tourism, creative industries, entertainment, and retail and service businesses. See *Part 5 2. Economy for more details.*

Downtown Heritage Districts: Many areas of Vancouver have heritage character and intangible cultural value (e.g., ethno-cultural community areas, Indigenous cultural heritage and sites). Specifically, Chinatown, Gastown, and Yaletown are recognized as historic urban landscapes for their heritage value and significance, with Chinatown and Gastown designated as national historic sites. These areas have existing detailed planning and urban design policy to guide change and development

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

Major Projects Sites in Progress: There are several major project sites within Vancouver. 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. Detailed planning and urban design policy will continue to guide redevelopment 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 expand parks and open spaces to meet ecological goals and the needs of the community. See *Part 5 4. Ecology for more details.*

Neighbourhood Types

Metro Core/Broadway: Principal centre of business, employment, cultural, and entertainment activity for the city and region. See *Direction L1.3 for more details.*

Municipal Town Centre (MTC): Second only in regional importance to the Metro Core/Broadway area, Oakridge MTC has excellent access to rapid transit and will support a dense mix of housing, jobs, and amenities. See *Direction L1.4 for more details.*

Rapid Transit Area: Existing and future rapid transit areas will grow to accommodate more employment uses and a wide range of housing options, including rental and social housing. See *Direction L1.5 for more details.*

Neighbourhood Centre: Oriented around existing local shopping streets, these neighbourhoods will accommodate more housing choice in the future. See *Direction L1.6 for more details.*

Village: These areas will add shops and services to primarily residential neighbourhoods and add Missing Middle housing nearby. See *Direction L1.7 for more details.*

Multiplex Area: Multiplexes will be enabled in all neighbourhoods across the city. See *Direction L1.8 for more details.*

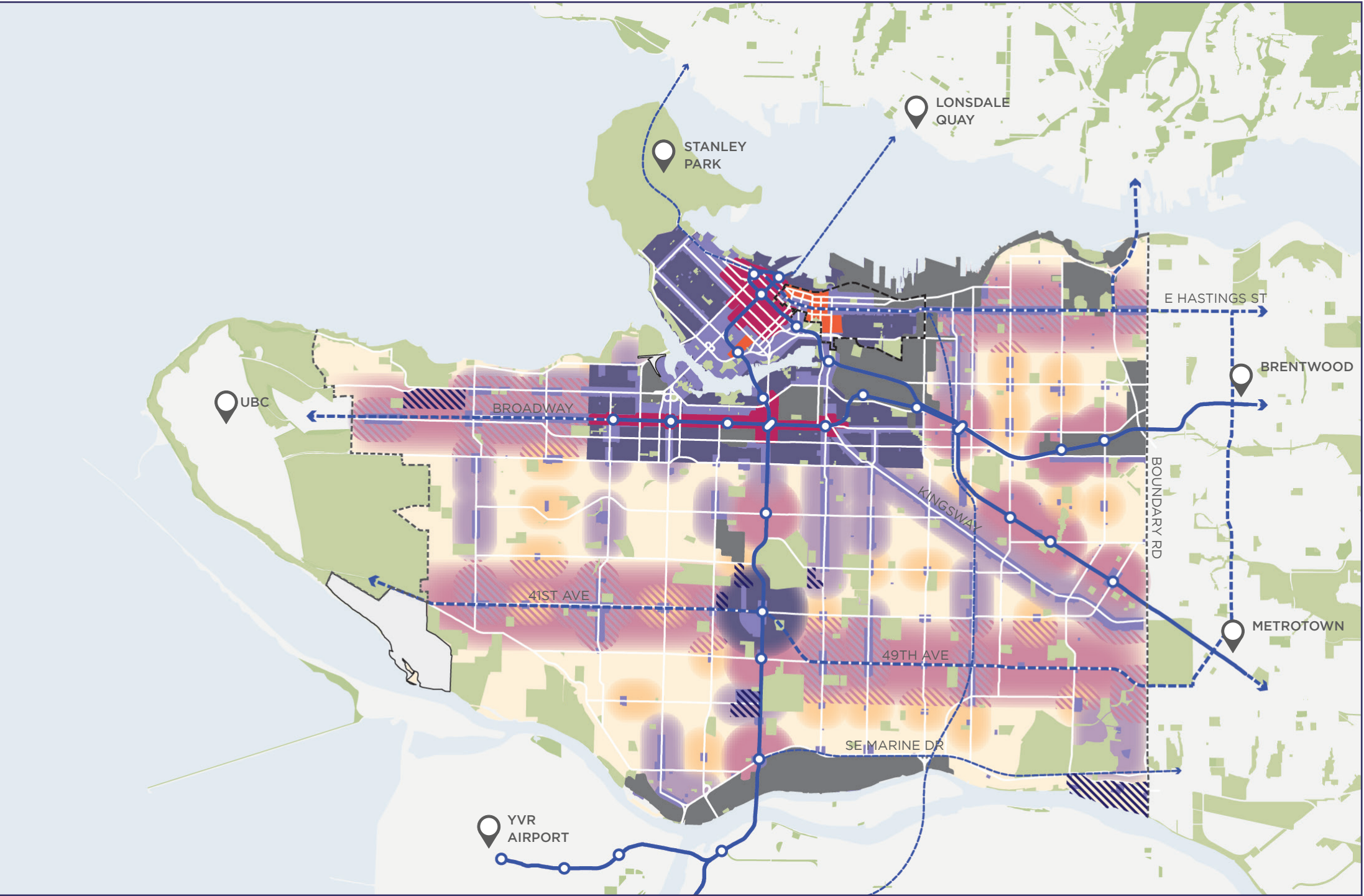
Village/Neighbourhood Centre overlap with Rapid Transit Area: Where a Village or Neighbourhood Centre overlaps with a Rapid Transit Area, neighbourhood type will be determined based on transit investment timing, station location, and more detailed area planning.

*This Land Use map conceptually illustrates Vancouver's future land use. It does not enable development applications or enquiries.

**Area boundaries are illustrative and will be refined through more detailed future planning work. The Plan reflects the same rapid transit corridors identified in TransLink's Transport 2050 plan; corridor alignments will be refined with future transit planning and, if needed, neighbourhood/corridor land use planning boundaries will be adjusted accordingly.

‡Full build out of the land use strategy is not expected by 2050

Map 4: Land Use Strategy



High Level Land Use

- First Nations Reserves
- High Streets and Commercial Hubs
- Industrial/Employment
- Business Districts
- Downtown Heritage Districts
- Downtown Eastside
- Major Projects Sites in Progress

Neighbourhood Types

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

Transit Network

- Existing Rapid Transit Station
- Existing Rapid Transit
- Major Transit Network

Ecology

- Parks and open space and greenspace in other jurisdictions
- Waterbody

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

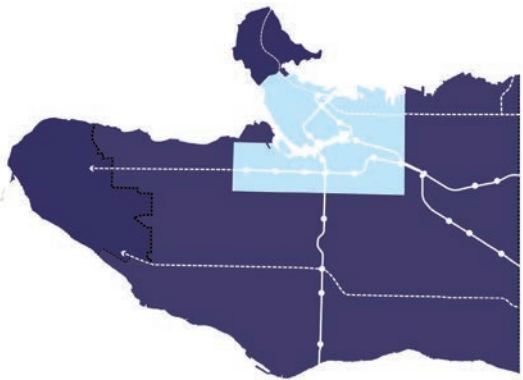


Photo: Marine Building, Metro Core/Broadway, Vancouver
(Source: Michelle Pollard)

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.



Metro Core/Broadway

Examples of building types in the Metro Core/Broadway



Transect of Metro Core/Broadway - building height and massing

Direction L1.4: Municipal Town Centre


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

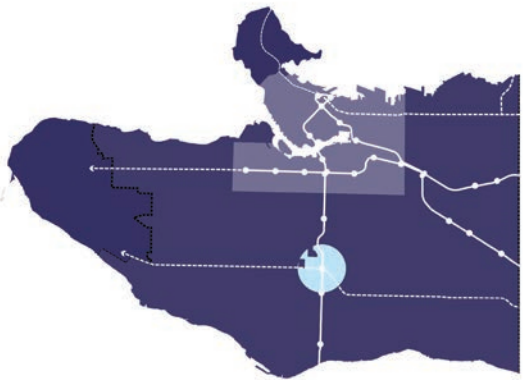


Rendering of Oakridge redevelopment
(Source: Westbank/Henriquez Partners)

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.



Municipal Town Centre

Examples of building types in the Municipal Town Centre



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




Example of a Rapid Transit Area
(Source: Brisco Manufacturing Ltd.)

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

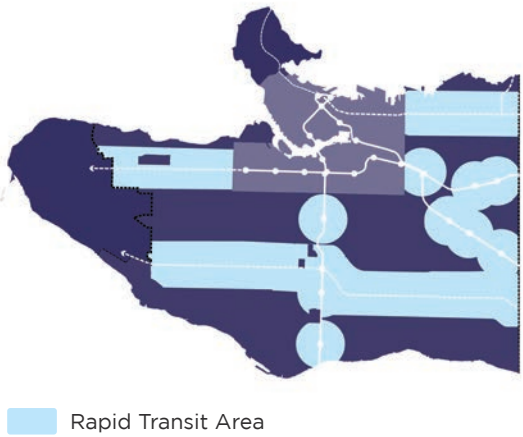
Transit Integration. Give consideration to greater heights and densities to offset the costs and challenges of station-integrated development. Incorporate ample, quality plaza and public space enhanced by walking and biking routes to connect people to the station area.
- L1.5.8

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



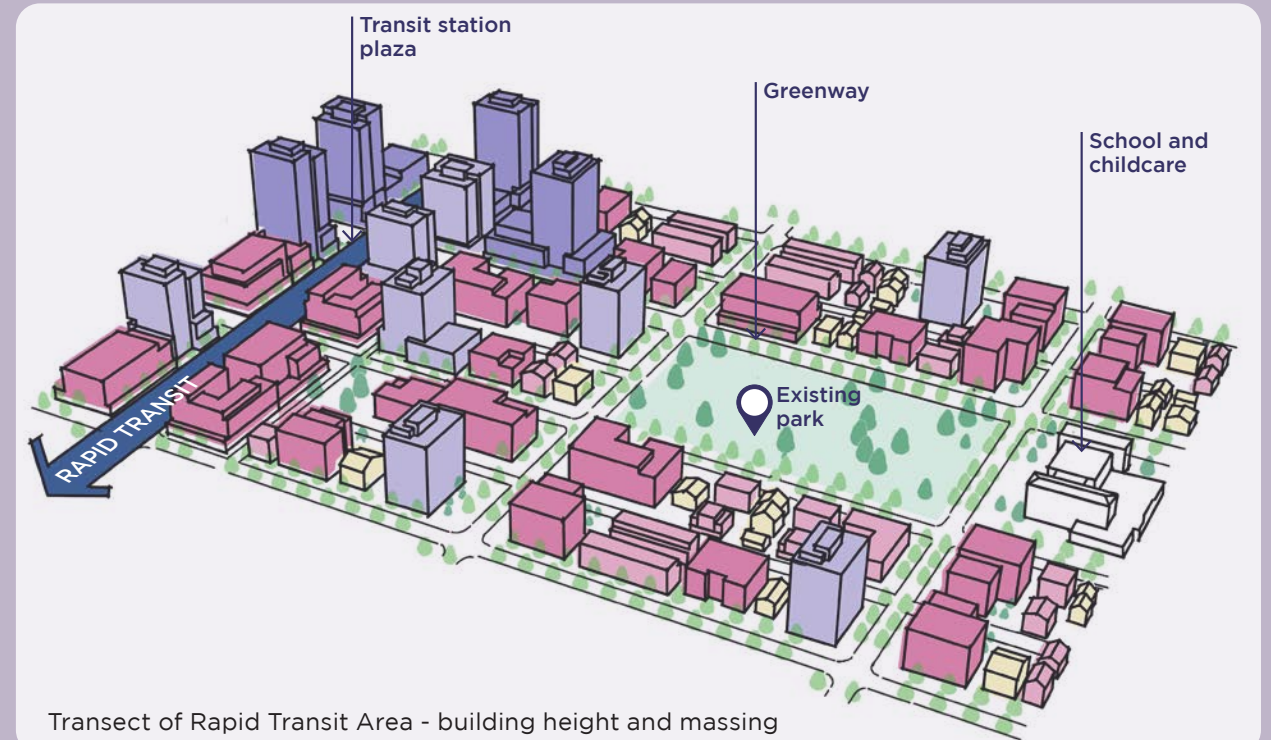
Nature. Ensure parks, open space, streets, and private developments strongly consider ecological function and provide opportunities to enjoy nature with special consideration for durable landscapes that can thrive in high traffic areas.
- L1.5.10

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



Rapid Transit Area

Examples of building types in Rapid Transit Areas



Transect of Rapid Transit Area - building height and massing

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




Local shopping area, Main Street
(Source: Alison Boulter)

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

- L1.6.1



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.
- L1.6.2

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

- L1.6.3

Jobs. Support city-serving employment areas by providing a mix of minor office, compatible light industrial, and retail-commercial uses.
- L1.6.4

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.
- L1.6.5

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.
- L1.6.6

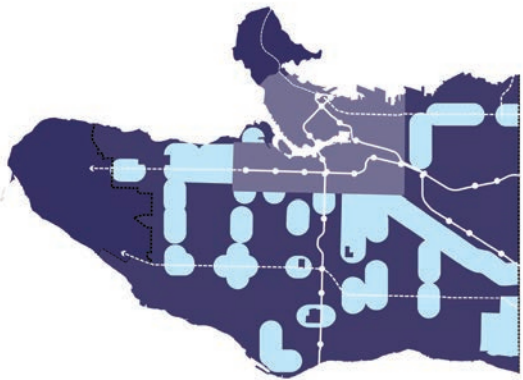
Built Form. Allow for the building heights and densities necessary to deliver rental and social housing while also considering a distributed pattern of growth that allows for smaller towers (~12 storeys) within a block or two of the local shopping street.
- L1.6.7

Public realm. Explore opportunities for public open spaces, co-located with community uses and/or local-serving retail, on quieter local streets.
- L1.6.8



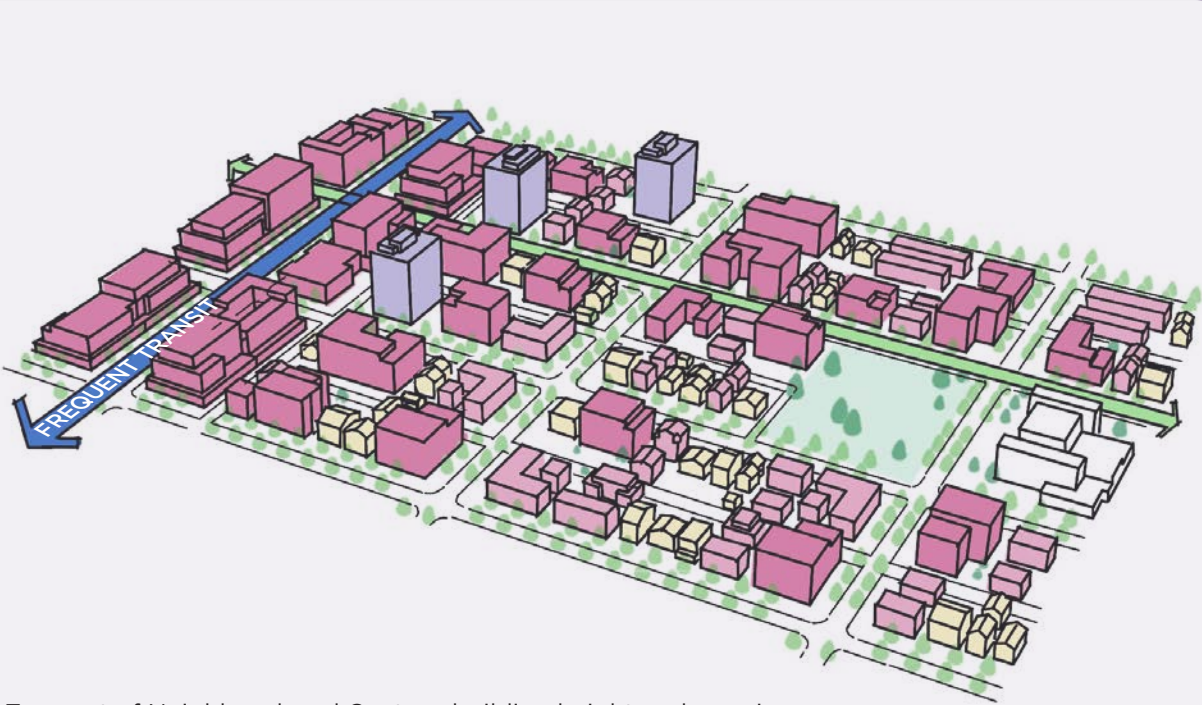
Nature. Explore opportunities to retain trees and preserve native soils wherever possible. Integrate ecological landscaping and function into the design of new private developments.
- L1.6.9

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



Neighbourhood Centre

Examples of building types in Neighbourhood Centres



Transect of Neighbourhood Centre - building height and massing

Direction L1.7: Villages




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

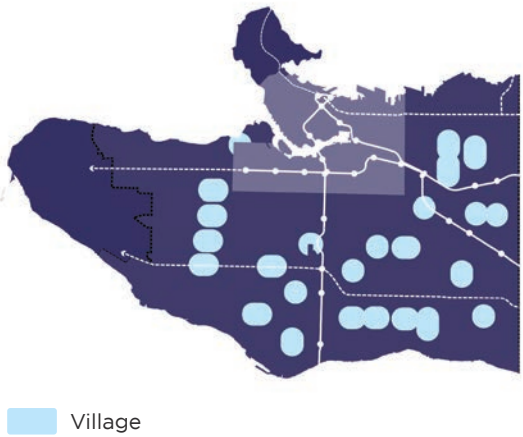


Smaller commercial uses in a Village
(Source: City of Vancouver)

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.

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.
- L1.7.3  **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.



Examples of building types in Villages



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

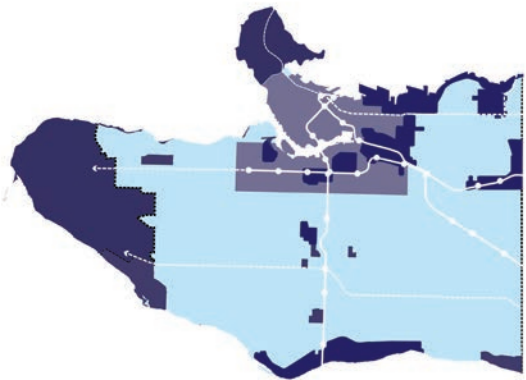


Multiplex building, Grandview-Woodland
(Source: City of Vancouver)

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.



Multiplex Area

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.

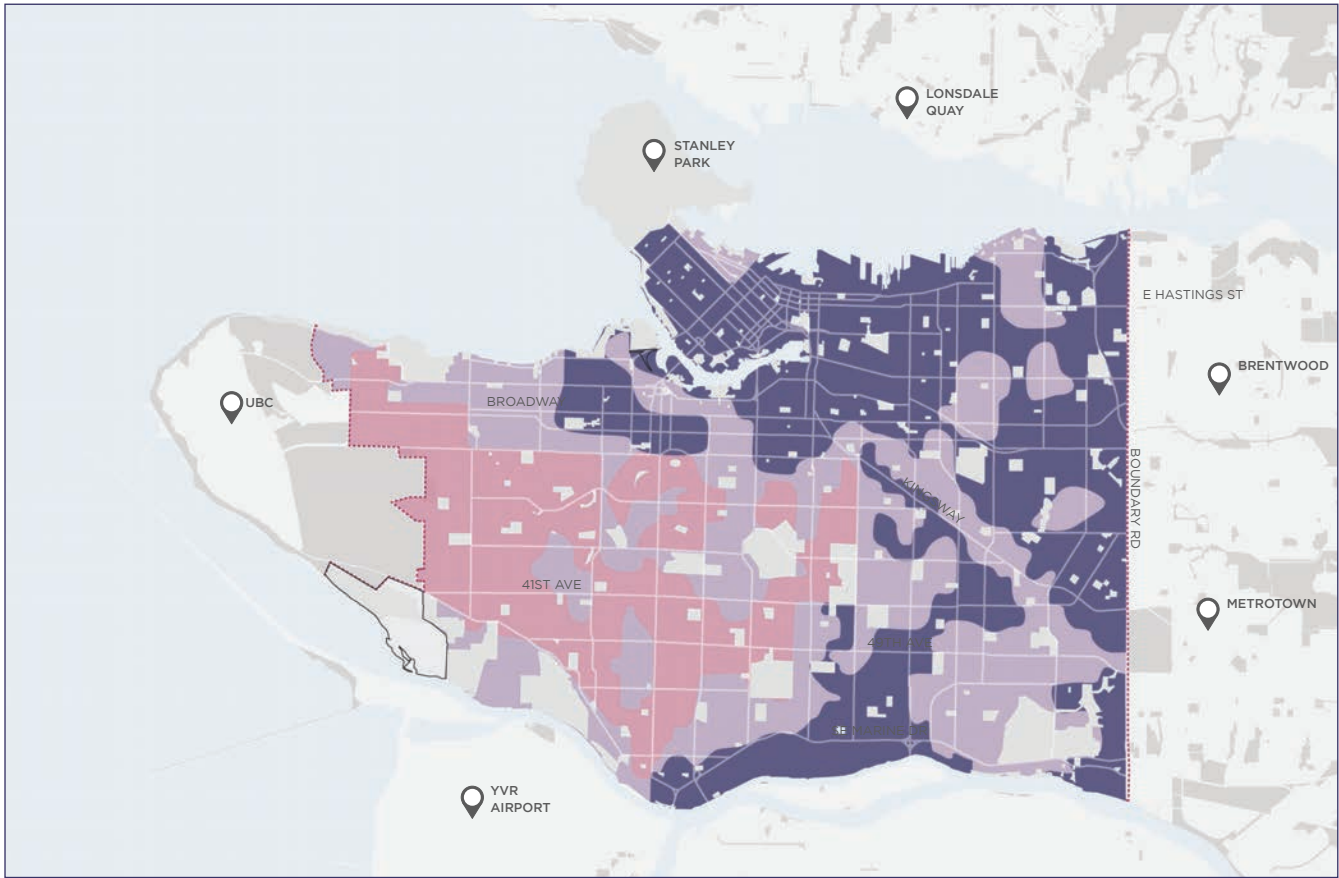
Opportunity areas: These are areas with less housing choice today and where new residents could be well supported by existing services and amenities and might experience fewer hazards. These areas generally have two or more of the following characteristics:

- 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:

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

Map 5: Equity and resilience composite under current conditions



- Opportunity areas
- Areas in moderate need of resources
- Areas in high need of resources
- First Nations Reserves
- Parks and open space
- Greenspace in other jurisdictions
- City boundary

Policies

L1.9.1	Promote a diversity of new housing types in Opportunity Areas, including new purpose-built rental, social, and Missing Middle housing.	L1.9.3	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.
L1.9.2	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.	L1.9.4	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.



Wicked Cafe & Bakery (Source: Melissa Tang)

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.

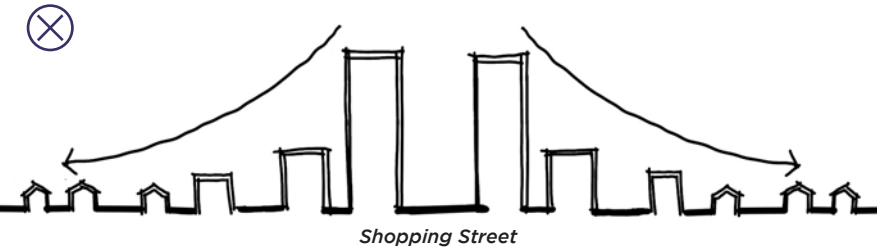
The following high level urban design policies reflect public values of Vancouver - the spectacular natural setting, a healthy urban environment, distinct neighbourhoods, and the ability to connect with others on a daily basis.

Additional policies related to the design of streets and open spaces can be found in **Part 5 5. Transportation** and **Part 5 9. Public Space**.

- Consider this:
- ✓ Allow for sunlight on shopping streets
 - ✓ Allow for low and moderate-income households to live on 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 10: Options for shopping streets



Direction L2.1: City Form

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. | L2.1.3 | 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. |
| L2.1.2 | 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. | L2.1.4 | Mix of buildings. Allow for a mix of building types and tenures on each block to provide opportunities for a diversity of people and more eclectic and interesting neighbourhoods. |
| | | L2.1.5 | Connected public realm. Consider a connected network of parks, open spaces, and walking/biking routes as an organizing element in neighbourhoods. |

Figure 11: Illustration of a mix of building types



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.
- L2.2.4

Vibrant shopping streets. Create safe and welcoming sidewalks, plazas, and open spaces through the use of active ground floor uses, shop windows, material choice, sidewalk treatments, patios and cafes, trees and planting, appropriate lighting, street furniture, and public art.
- L2.2.5

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

Figure 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

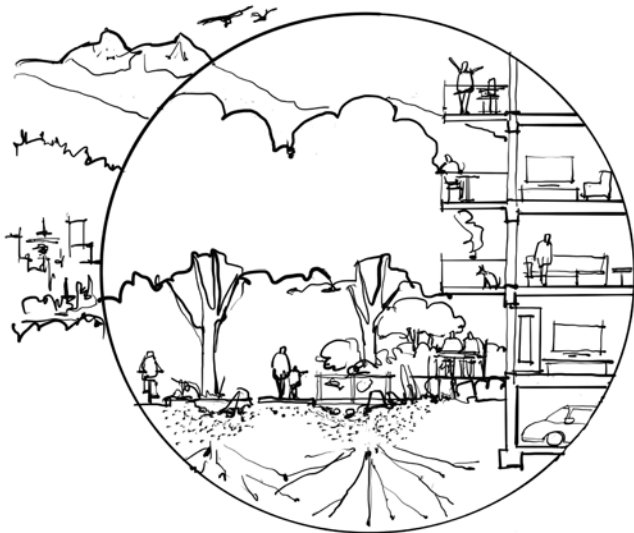
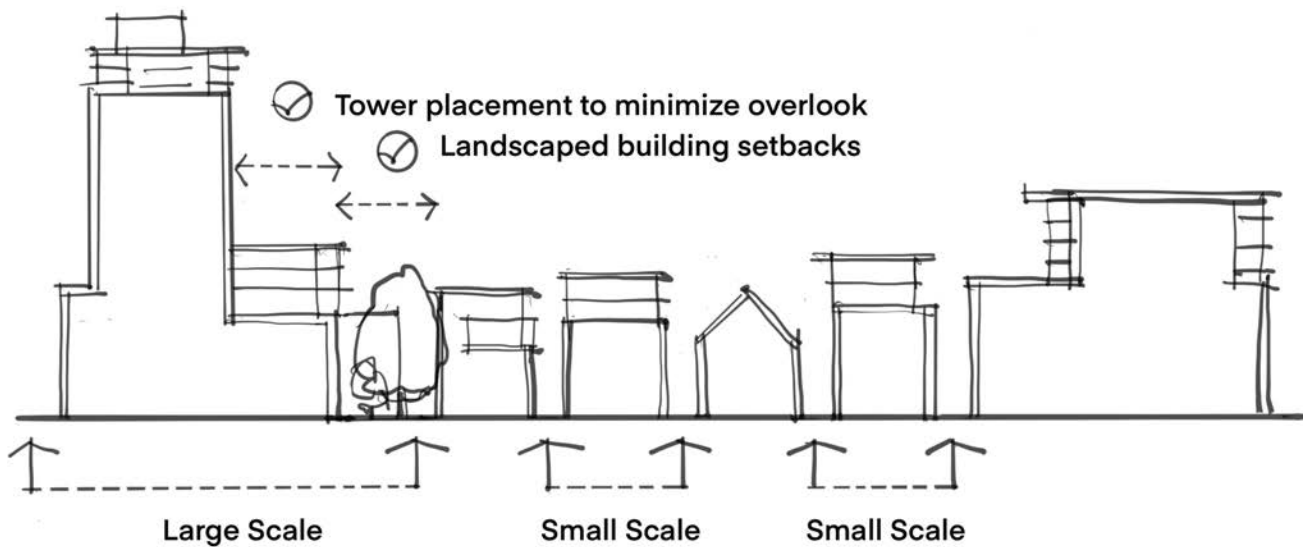


Figure 14: Strategies to successfully integrate both small and large lot developments into an existing neighbourhood



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

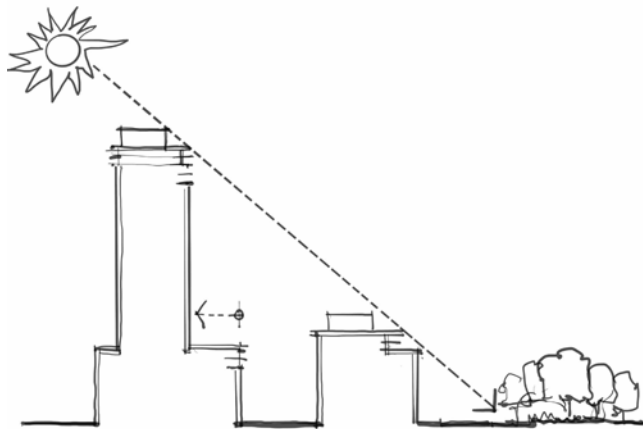


Figure 16: Residential building edges that encourage an active 'front yard' outdoor space for residents

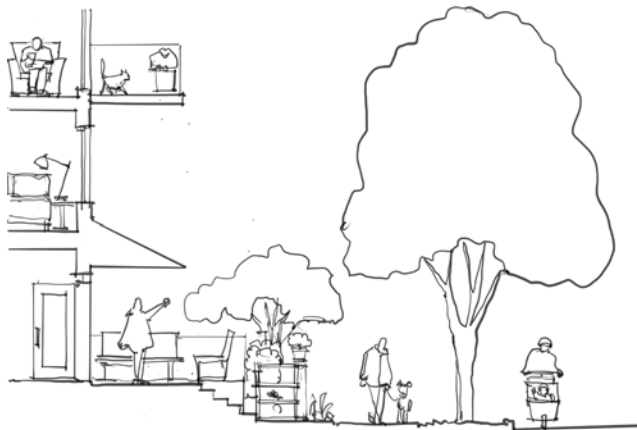


Figure 17: Commercial building edges that encourage a safe and welcoming experience

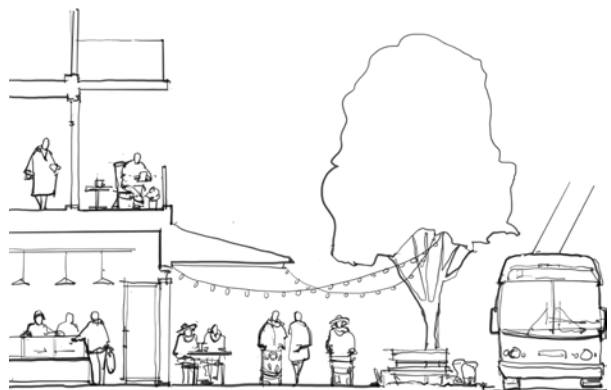
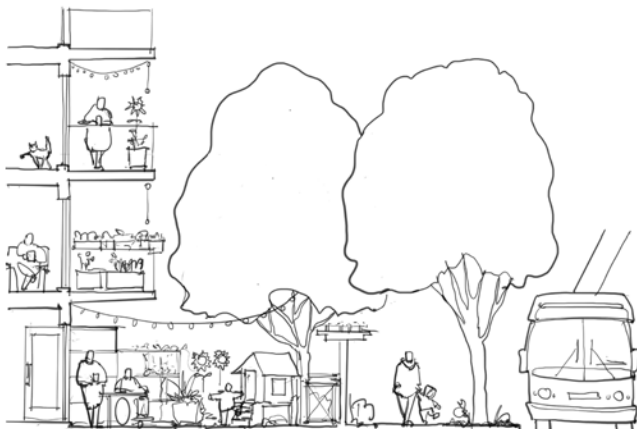


Figure 18: Residential building edges that encourage a more private 'back yard' outdoor space for residents



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.

L2.3.9 **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.

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

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

Figure 19: Provide usable outdoor space for apartments

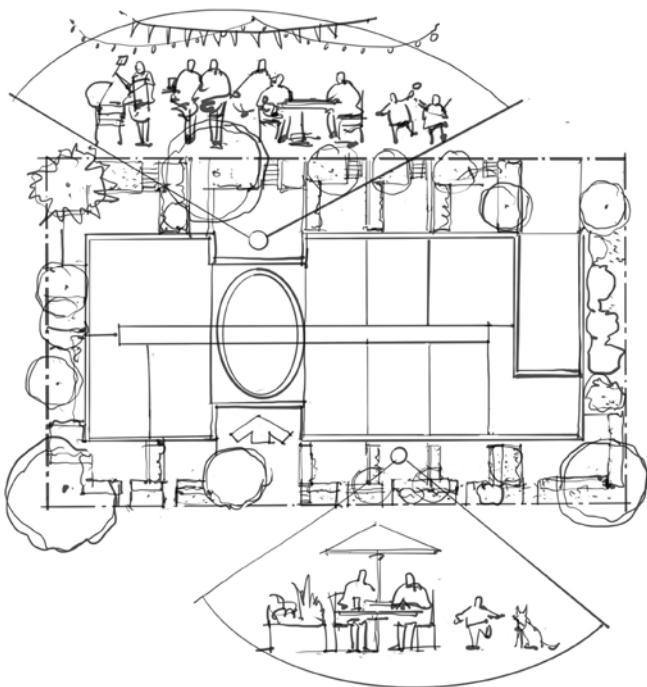


Table 1: Neighbourhood design guidelines

	Designation	Role	Housing	Jobs	Built Form	Amenities	Transportation
	Metro Core/Broadway *RGS: Metro-Core Vancouver	Reinforce Metro Core/Broadway's role as the principal centre of business, employment, cultural, and entertainment activity for the city and the region.	Highest density residential: intensification and renewal of purpose-built rental, and social and supportive housing to preserve affordability	Significant levels of regional employment: industrial/major employment, major office, hotel, cultural, retail-commercial, large institutional Multiple large grocery stores or equivalent food retail	Low-rise, mid-rise and high-rise multi-unit buildings Consider building heights up to 30+ storeys in key locations Consider heights between 12-20 storeys, in other parts of the Metro Core/Broadway area	Childcare Public park and playground Zero-waste community hub Regional and city-serving gathering and celebration Regional and city-serving recreation, education, or cultural venues Regional and city-serving green space including the seawall, waterfront parks, and Stanley Park Food infrastructure	Regional and city-serving transportation hub: transit, major greenways, enhanced walking and biking routes, and goods movement
	Municipal Town Centre *RGS: High Growth Municipal Town Centre	Become a more inclusive, mixed-use centre with significant housing and jobs space.	Higher-density residential: encourage purpose-built market and below-market rental, and social and supportive housing close to rapid transit	Significant levels of regional employment: industrial/major employment, hotel, major office, retail-commercial Large grocery store or equivalent food retail	Low-rise, mid-rise and high-rise multi-unit buildings, generally up to 25+ storeys Minimum density: 60-200 Jobs + People/hectare	Childcare Public park and playground Zero-waste community hub Large public plaza/gathering place City-serving recreation, education, and cultural facilities Food infrastructure	Rapid transit, frequent transit, major greenway connections, enhanced walking and biking routes, and goods movement
	Rapid Transit Areas *RGS: Frequent Transit Development Area	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.	Medium/higher-density residential: encourage purpose-built and below-market rental, and social and supportive housing close to rapid transit	City and some regional-serving employment: opportunities to add additional employment in the form of minor office, industrial, retail-commercial Large grocery store or equivalent food retail	Low-rise, mid-rise and high-rise multi-unit buildings generally up to 12-18 storeys 25+ storeys in strategic locations Corridor: 35-80 Jobs + People/hectare Station Area: 60-350 Jobs + People/hectare	Childcare Public park and playground Zero-waste community hub Large public plaza/gathering place City-serving recreation, education, and cultural facilities Food infrastructure	Rapid transit station, frequent transit, major or city greenway connections, enhanced walking and biking routes
	Neighbourhood Centre	Become a more successful, mixed-use neighbourhood with vibrant local shopping areas, green and leafy streets, a wide range of housing options, and supportive amenities.	Medium-density residential: encourage purpose-built rental, social and supportive housing, and Missing Middle options	City-serving employment: minor office, industrial, retail-commercial Small grocery store(s) or equivalent food retail	Low-rise and mid-rise multi-unit buildings generally up to 12 storeys Minimum residential density: 40-60 People/hectare	Childcare Public park and playground Zero-waste community hub Public plaza/gathering place Community recreation, education, and cultural facilities Food infrastructure	Frequent transit, major, city or neighbourhood greenways, enhanced walking and biking routes
	Village	Strengthen low-density residential neighbourhoods by adding shops, services, and housing choice to provide more complete, inclusive, and resilient neighbourhoods.	Medium-density residential: encourage purpose-built rental, social and supportive housing, and Missing Middle options	Neighbourhood-serving employment: retail-commercial Cafe, convenience food and retail Small grocery	Low-rise multi-unit residential and mixed-use buildings generally up to 6 storeys Minimum residential density: 40 People / hectare	Childcare Public park and playground within 400m Zero-waste community hub Food infrastructure	Frequent transit, major, city or neighbourhood greenways, enhanced walking and biking routes
	Multiplexes	Strengthen low-density residential areas to enable smaller scale ground-oriented housing options across the city, responding to the local character of neighbourhoods while adding housing choice, local-serving shops and services, and opportunities for home-based businesses.	Low-density residential: encourage purpose-built rental housing and smaller scale Missing Middle options	Neighbourhood-serving employment: Small scale retail-commercial Cafe and convenience food	Primarily ground-oriented residential including single, duplex and multiplex dwellings Up to 6 storeys for rental or social housing where the Secured Rental Policy (SRP) applies	Public park and playground within 800m	Frequent transit, city or Neighbourhood greenways, enhanced walking and biking routes

*RGS = Regional Growth Strategy

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

††Modest flexibility in height will be considered in detailed area planning processes where Reconciliation, equity, and resilience goals are substantially addressed.

‡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 built form where building scale can be managed on site. Retail provision will be required if these large sites are outside a 10-minute walk of existing retail.

PART 5: POLICY AREAS



Bustling Vancouver sidewalk (Source: City of Vancouver)

POLICY AREAS

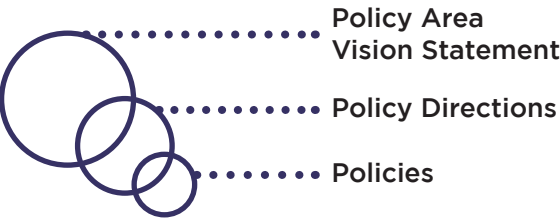
Eleven policy area sections are provided that underpin the overall Land Use Strategy and cover key city building topics. Each section includes a **Vision Statement** that reflects the optimal desired state, **Policy Directions** that identify the broader topics necessary to achieve the Vision, and the 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:

1 Housing	80
2 Economy	92
3 Climate	100
3 Ecology	104
5 Transportation	110
6 Childcare	118
7 Community Infrastructure	120
8 Arts, Culture, and Heritage	126
9 Public Space	132
10 Watersheds and Water Resources	138
11 Food Systems	144

Figure 20: Components of each Policy Area section





Family at home (Source: iStock photo)

1. HOUSING

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

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

The Vancouver Plan takes an equity-based approach to advance policies that prioritize housing for those who need it most. This includes more secure affordable housing options near transit, green spaces, schools and childcare, and off busy streets. It also includes buildings with support services, and that help foster cultural connections and community. 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 15% 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 also address preserving affordability in areas with existing rental and social housing (see **Map 6**). Collectively these policies will result in more inclusive and affordable neighbourhoods across the city.

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

Protect and renew existing affordable housing

Areas with high densities of existing renter households: Protect and renew existing affordable housing by promoting reinvestment and intensification of rental and social housing that needs renewal, minimizing displacement, and ensuring residents are able to remain in their neighbourhoods when planning for growth.

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

Areas to expand diverse housing options: Expand housing options with an emphasis on new purpose-built rental, social and supportive housing off main streets and near transit, amenities, and services.

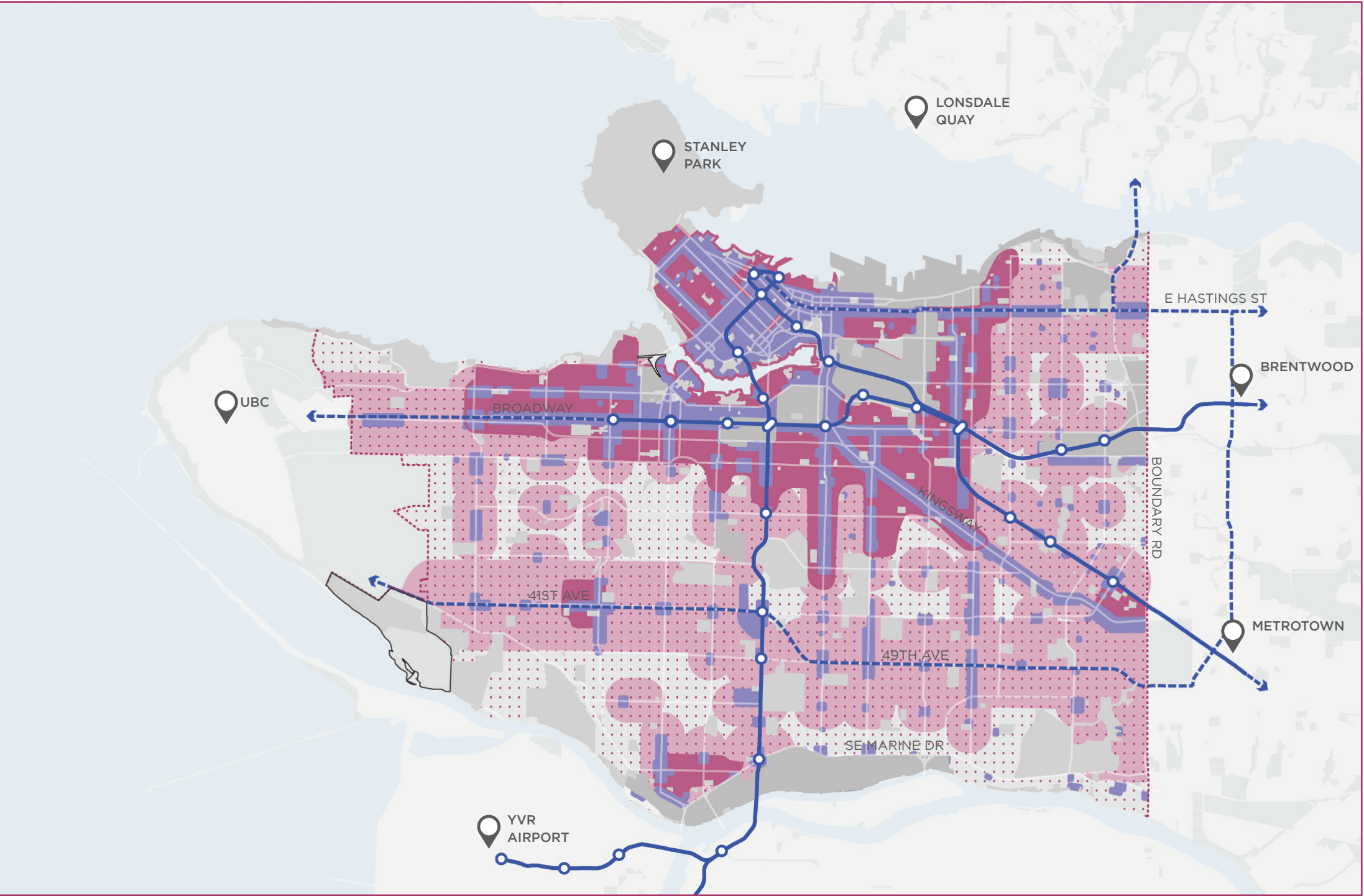
Areas to enable Missing Middle housing: Intensify areas with ground-oriented Missing Middle housing and purpose-built rental housing, including townhomes, multiplexes, and other low-rise forms.

Connection to existing policies



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

Map 6: Housing opportunities through the Vancouver Plan



- Protect + Renew Existing Affordable Housing
- Areas to Expand Diverse Housing Options
- Areas to Enable Missing Middle Housing
- Existing Rapid Transit Station
- Major Transit Network
- High Streets + Commercial Hubs*
- First Nations Reserves
- Industrial/Employment
- Parks and open space
- Greenspace in other jurisdictions
- City boundary

*High Streets + Commercial Hubs were identified in a consultant study as areas with existing retail-commercial space. Through the Vancouver Plan, the city will seek opportunities to expand these areas over the long term.

Direction 1.1: Housing Need

Plan for and accommodate existing and future housing need



Family at home (Source: iStock photo)

The City and region have experienced a decoupling of incomes and housing costs, with low and moderate-income people most impacted 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.

Icons indicate policies that are advancing:

Reconciliation

Equity

Resilience

Policies

- 1.1.1
- Update the *Housing Vancouver Strategy* every five years so that it:
 - a) Meets the provincially-mandated Housing Needs Assessment requirements;
 - b) Identifies housing targets to help meet existing and future housing need;
 - c) Explores demographic-based housing strategies to meet diverse housing needs, 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.
- 1.1.2
- Work with other municipalities in Metro Vancouver to promote affordable and diverse housing types to meet regional housing needs.
- 1.1.3
- Strengthen partnerships provincially and nationally to support delivery of funding and programs to meet existing and future housing need.
-

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



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

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







Person in the Downtown Eastside (Source: Lani Brunn)

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.

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.

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.

Direction 1.4: Community Housing





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



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

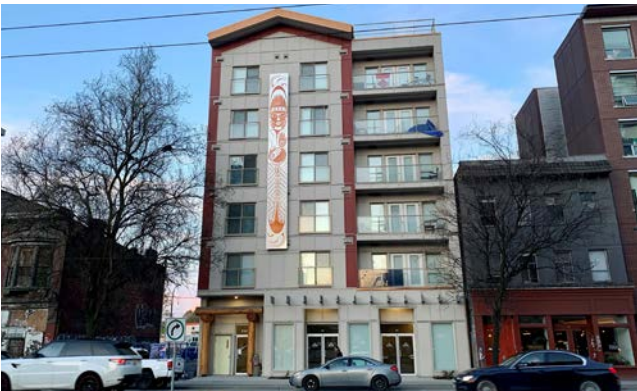
The community housing sector is made up of non-profit housing providers that own, develop, or manage social, co-op, or supportive housing. They provide affordable, stable homes for households earning low and moderate-incomes, and can serve specific needs. With rising rental prices, social housing has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

Policies

- 1.4.1  Increase the supply of new social and supportive housing through land use policy and zoning approaches (including prezoning), 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



Lu'ma Native Housing Society Social Housing
(Source: Allison Lasocha)

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

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.

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.

Direction 1.6: Rental Housing

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



Family at home (Source: iStock photo)

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

Policies

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

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).



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

Direction 1.7 Speculation

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






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

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

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.

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.



Ground-oriented homes in East Vancouver (Source: Michelle Pollard)

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.



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

2. ECONOMY

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

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

At the same time, many small businesses, artists, and non-profit organizations (NPOs) struggle to find affordable or suitable space, and costs continue to climb. 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 city. Opportunities for shops, services, and employment within neighbourhoods are also a focus of this plan.

Lack of affordable housing and childcare negatively impact businesses that struggle to hire and retain employees. We need to support workers and innovation industries (e.g., those related to the circular economy), while adding more living-wage jobs that are accessible, inclusive, and easy to get to by walking, biking, rolling, or transit.

Connection to existing policies



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

Areas for Intensification

Intensify employment, industrial, and commercial activity in these areas:

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

Areas for Expansion and Enhancement

Expand and enhance employment, light industrial, and commercial activity in these areas:

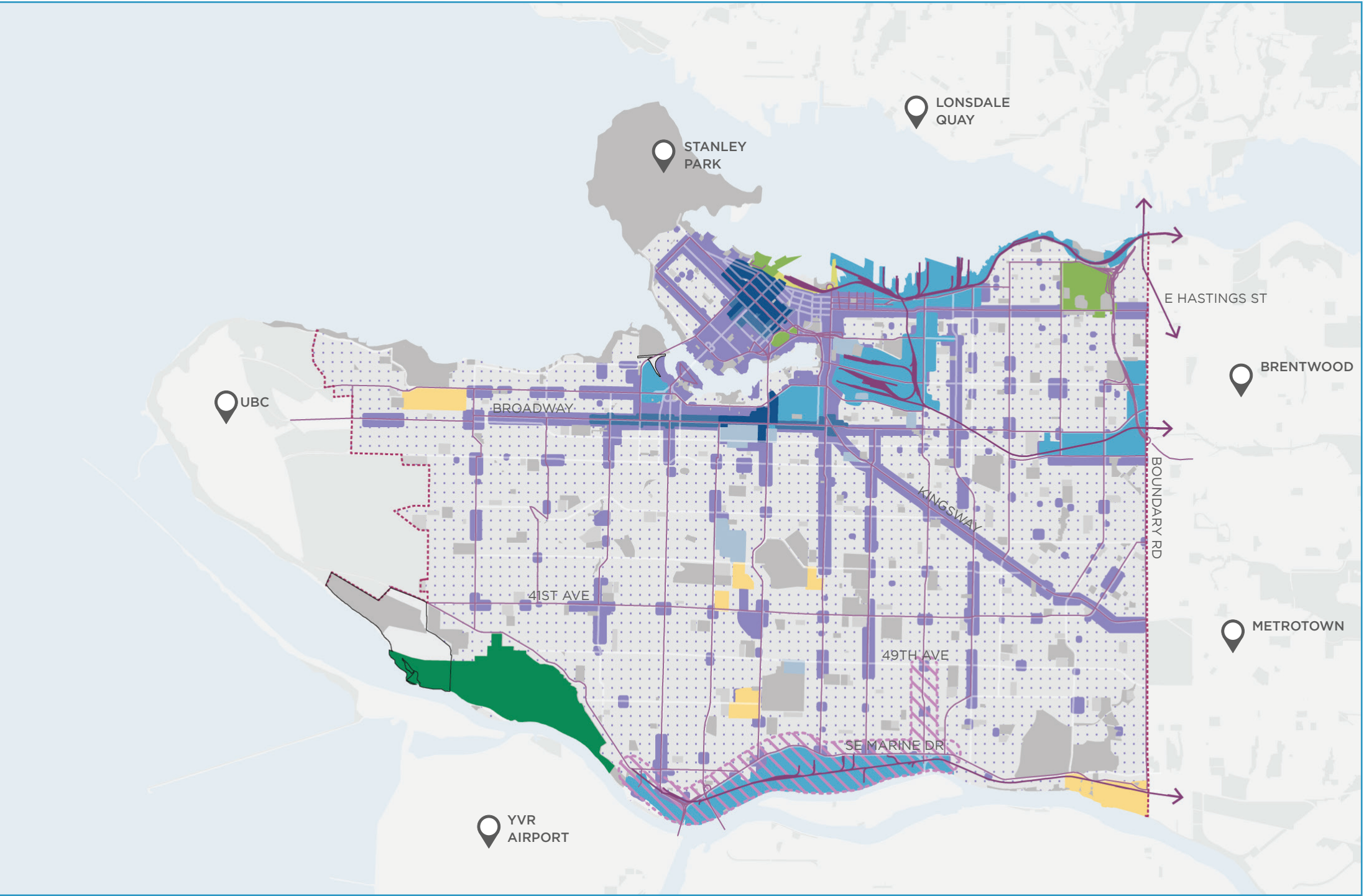
- High Streets + Commercial Hubs:** Mainly mixed-use with street-level shops and residential or office above. Many of these areas serve important social, cultural, and economic functions and will be expanded and enhanced in the future. Planning for these areas often requires balancing the need for goods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

Special Study Areas

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

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

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



Areas to prioritize intensification

- Business District - Central City
- Business District - Secondary
- Industrial/Employment
- Campus Institutional

Areas to prioritize expansion and enhancement

- High Streets + Commercial Hubs*
- Neighbourhood Employment

Special study areas

- Marine Drive and Knight Street Study Area
- Truck Routes
- Rail Corridors

Other employment areas

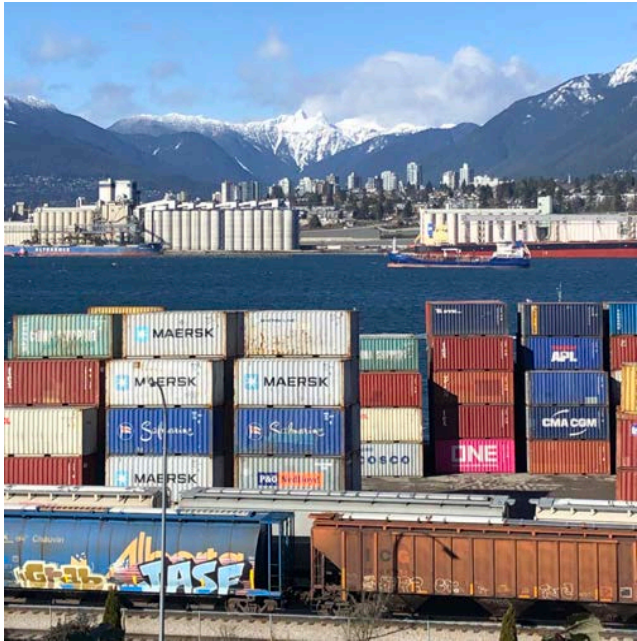
- Major Projects sites in progress
- Central Waterfront District
- Major Entertainment/Stadiums/Convention Centres
- Agricultural Land Reserve

- First Nations Reserves
- Parks and open space
- Schools
- Greenspace in other jurisdictions
- City boundary

* High Streets + Commercial Hubs were identified in a consultant study as areas with existing retail-commercial space. Through the Vancouver Plan, the city will seek opportunities to expand these areas over the long term.

Direction 2.1: Regional Core

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



Port of Vancouver (Source: City of Vancouver)

One third of all jobs in the region are located in Vancouver. The city is projected to maintain this 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.

Policies

- 2.1.1

Encourage diversity of jobs and sectors along the livelihoods continuum to create economic resilience. Protect the local economy from sector-specific disruptions and market shocks by pursuing investments, advocacy, and partnerships that attract and retain a broad spectrum of economic sectors to match Vancouver’s diverse population.

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 xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) 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 to senior government for legislative or policy reforms to reduce the property tax burden on tenants occupying space in underdeveloped commercial properties. This could include a new split assessment model for property taxation (i.e., the ‘commercial sub-class’ proposal recommended in 2019 by the Intergovernmental Working Group), or a similar solution that would allow municipalities to apply a lower tax rate on unused development potential.
- 2.1.5

Support the *Vancouver Fraser Port Authority Land Use Plan* to aid industrial goods movement and viability of logistical lands and infrastructure.
- 2.1.6

Work with partners to realize the potential of the Central Waterfront District as a transportation hub, tourism and hotel node, and employment area.
- 2.1.7

Develop long-term rail corridor strategies to protect and improve regional rail networks. Work with regional partners to connect the Cascadia region through High Speed Rail, with a terminus station that has convenient access to Vancouver’s city centre, and explore expansion of float plane services to provide more interregional connections.

Direction 2.2: Industrial/Employment Areas and Business Districts

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



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

Half of the jobs in the city occur in industrial/employment areas, business districts, and campus institutions. Industrial/employment areas provide space for production, distribution, and repair activities that are critical to the health and resilience of 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.

Icons indicate policies that are advancing:

Reconciliation

Equity

Resilience

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.

Direction 2.3: Affordable Spaces

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





Displaced business - Pronto coffee (Source: Graeme Jones)


Small independent businesses as well as 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



Chinatown shopping street (Source: City of Vancouver)


Vancouver's local shopping areas serve as anchors for the city's neighbourhoods, offering a variety of shops and services for residents, supporting local-serving and small businesses. 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



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

The City has a complex system of policies and regulations for land use and business operations approvals, which can be onerous, time consuming, and costly to navigate. 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.

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.

Direction 2.6: Shared Prosperity

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



Creative office space (Source: iStock photo)

Many Vancouver residents and workers across the city struggle with unaffordability, poverty, and inequality. In 2016, 20% of Vancouver residents lived below the poverty line. To advance accessible and equitable economic opportunities, the City should enable access to services and spaces to meet people's needs for healthy, happy, fulfilled lives, while respecting the planet's ecological boundaries.

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.

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.



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.

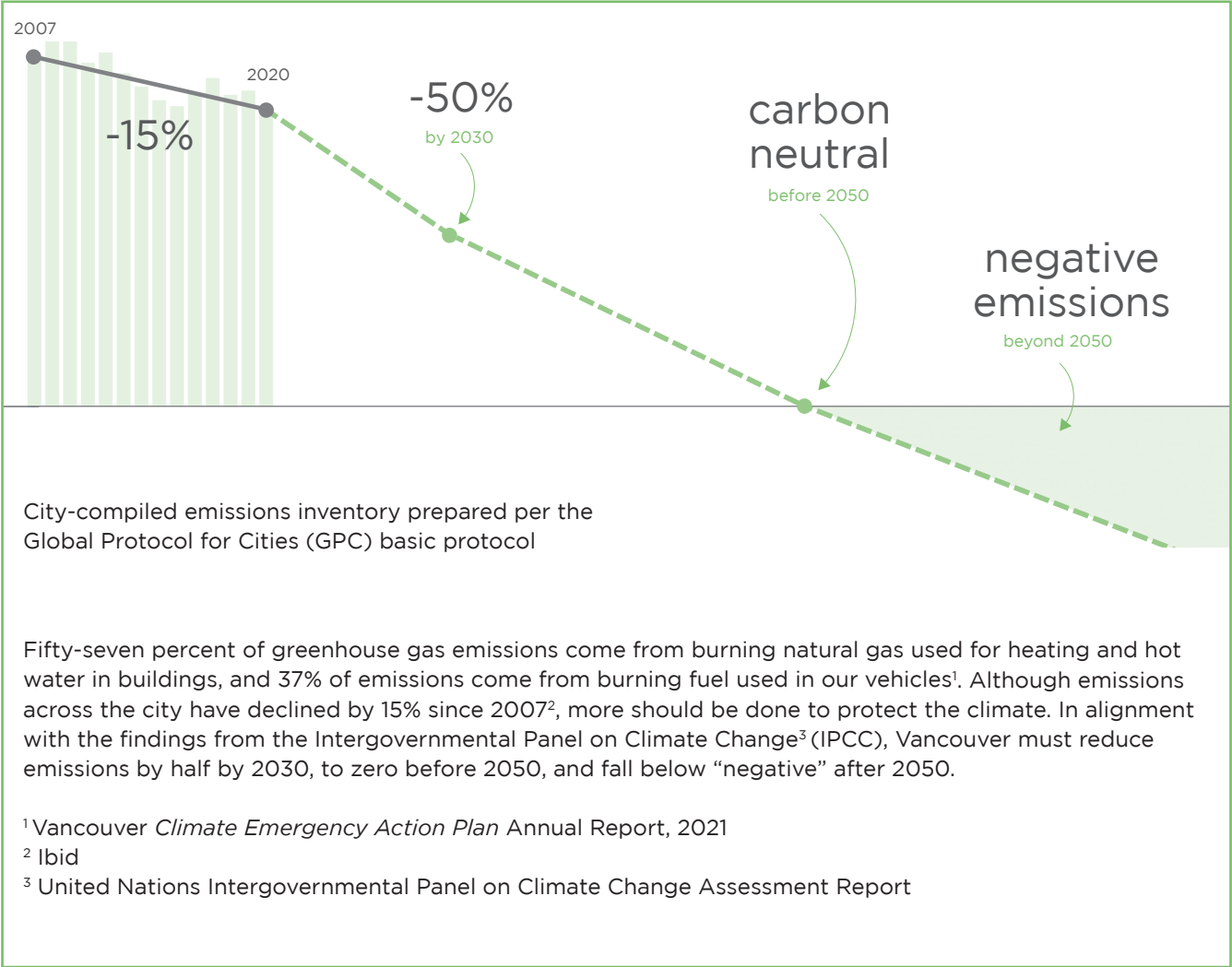
The neighbourhoods in Vancouver where people walk/roll to their daily needs are healthier, more affordable, decrease

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



Connection to existing policies



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

Direction 3.1: Eliminate Carbon Pollution

Advance and accelerate actions to eliminate carbon pollution



We only have one planet (Source: Lloyd Lee)

Vancouver’s physical 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.

Policies

- 3.1.1 Advance the goals and actions of the *Climate Emergency Action Plan* beyond 2030, specifically Big Move #1 – Complete Communities and Big Move #2 – Active Transportation (See **Part 4 Land Use Strategy** and **Part 5 5. Transportation** for additional details).
- 3.1.2 Advance area planning to enable and encourage low carbon footprints for residents through denser housing forms. Balance this with consideration for low carbon construction materials, like sustainably sourced wood framing or mass timber.

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

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)

Direction 3.2: Encourage Zero-Waste

Advance zero-waste practices that support sustainable consumption



Demolition site (Source: Aaron Lao)

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

Policies

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

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.

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.

Policies

- 3.3.1 Advance natural climate solutions that buffer impacts of climate change, sequester carbon (capture, secure and store carbon from the atmosphere), and improve biodiversity.
- 3.3.2 Collaborate with xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliwətał (Tsleil-Waututh) Nations to explore innovative ways to mitigate and adapt to a changing climate.
- 3.3.3 Focus on people and communities disproportionately impacted by climate change and environmental degradation in area-based planning to understand cascading impacts and improve conditions.
- 3.3.4 Consider public health impacts of a changing climate in the development and renewal of the built environment; new development should respond to, and help mitigate air pollution, extreme heat, and flooding, particularly in areas with higher hazard risk.

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

The *Sea2City Design Challenge* will create a framework and vision to guide urban development and ecological revitalization in the False Creek floodplain, a highly valued and constrained urban waterway in the heart of the city. The Nations have contributed significant time and expertise to bring an Indigenous perspective to this work.



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

4. ECOLOGY

Vision: Vancouver has reshaped its relationship to nature and restored its ecological health

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, house and feed wildlife, and deliver other life-sustaining services. However, not all residents of Vancouver can access these places, and natural areas within the city itself are limited.

Colonization and urban development has destroyed almost all of Vancouver's original natural landscape. Many coastal wetlands and tidal marshes were infilled and only nine kilometres of Vancouver's estimated 105 km of streams remain today. Massive old growth forests were cleared, and wildlife species have disappeared as a result of the loss of habitat. Once rich with forests, streams, meadows, and wetlands, Vancouver's ecosystems have been disrupted due to minimal environmental regulation. While Vancouver hosts over 240 parks city-wide, most are designed and planted 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 protects the land and waters can reverse the trend of environmental degradation.

Connection to existing policies



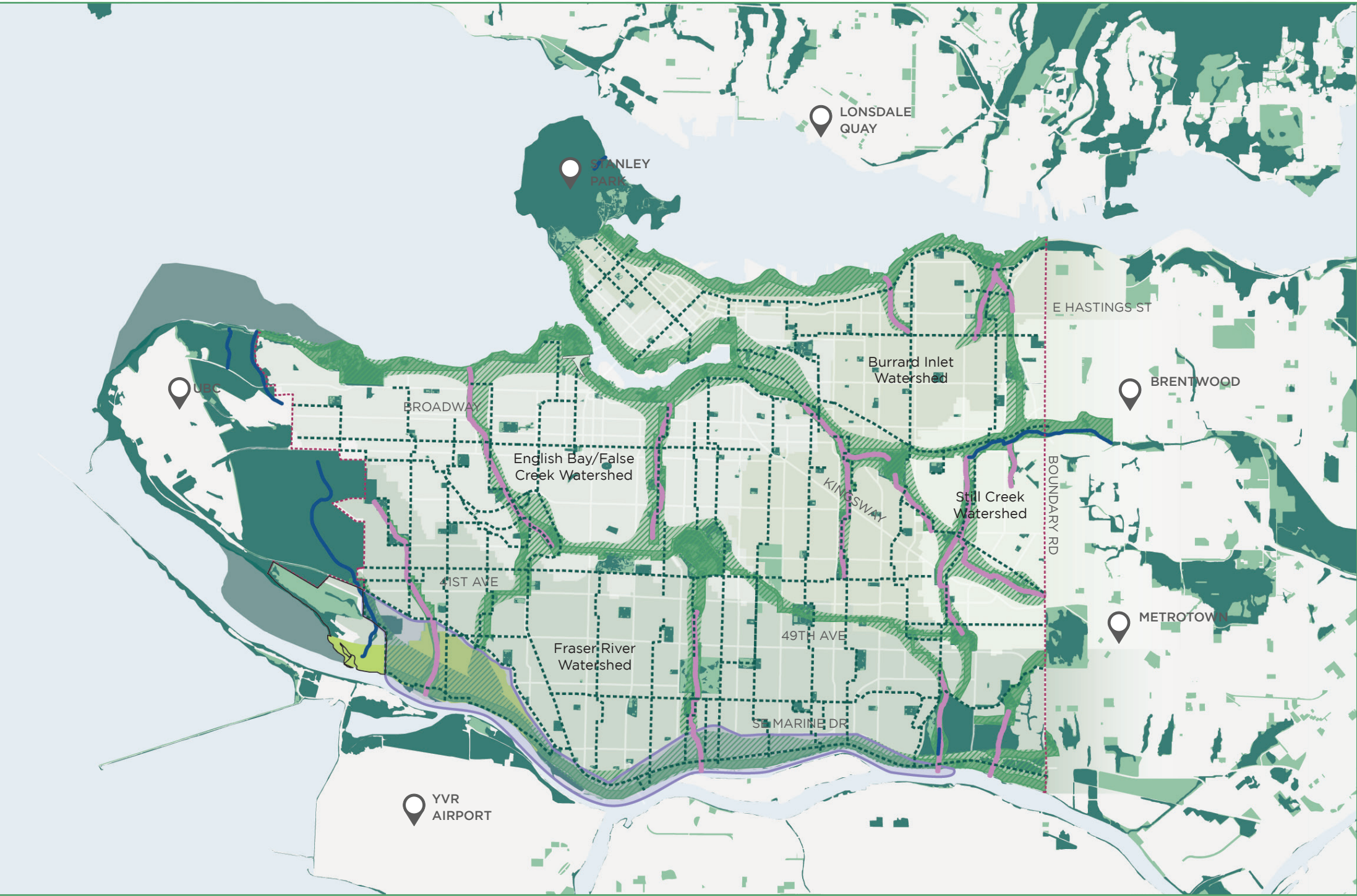
A number of policy documents support Vancouver's ecological health, including: *VanPlay: Parks and Recreation Services Masterplan* (2020), the *Climate Emergency Action Plan* (2020), the *Rain City Strategy* (2019), the *Urban Forest Strategy* (updated 2018), and the *Biodiversity Strategy* (2016). The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

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

The key elements of Vancouver's ecological vision are:

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

Map 8: Long-term ecological vision



Ecological Vision

- Potential ecological corridors
- Potential ecologically sensitive zones
- Potential restored waterways
- Potential blue green network

Existing condition

- Existing parks and open space and greenspace in other jurisdictions
- Existing biodiversity hotspots, sensitive ecological inventory and naturally managed area
- Agricultural Land Reserve
- Existing streams
- Watersheds - Overland flow receiving body

Special study area

- Fraser River Special Study Area

- First Nations Reserves
- City boundary

Direction 4.1: Embed Ecosystems in Planning

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



Stanley Park Watershed (Source: City of Vancouver)

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), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations (the Nations) to apply Indigenous approaches to land use planning.

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).

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

Direction 4.2: Make Space for Nature

Identify, rehabilitate, and connect ecological systems in Vancouver



Rainwater wetland at Hinge Park, Olympic Village - an example of a “Naturally Managed Area” (Source: City of Vancouver)

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.

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.

Direction 4.3: Protect Nature

Protect ecosystems and manage growth around them



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

Vancouver’s ecosystems regularly compete with other important land uses. As well, human activity has negative, spillover impacts that lead to further environmental harm. Protecting nature requires 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



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

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

Policies

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



SkyTrain near Science World (Source: City of Vancouver)

5. TRANSPORTATION

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

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

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

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

Connection to existing policies



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

Key elements of the potential future transit network in Vancouver:

- SkyTrain Capacity Relief Measures:** Sections on SkyTrain where upgrades (such as building parallel lines, double tracking, or increasing service frequency and train capacity) should be considered to meet future demand.
- Major Transit Network (MTN):** High-capacity, high-frequency, fast, and reliable rapid transit service, which could include heavy rail, SkyTrain, light rail, or bus rapid transit.
- Express/Inter-regional Transit:** Fast and direct services with limited stops and high speeds connecting municipalities and regional areas.
- Street Car Alignment:** Public transit using medium capacity rail-based vehicles running in dedicated lanes or in mixed traffic.
- Frequent Transit Network (FTN):** Frequent, reliable local transit service to serve all residents of Vancouver.

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

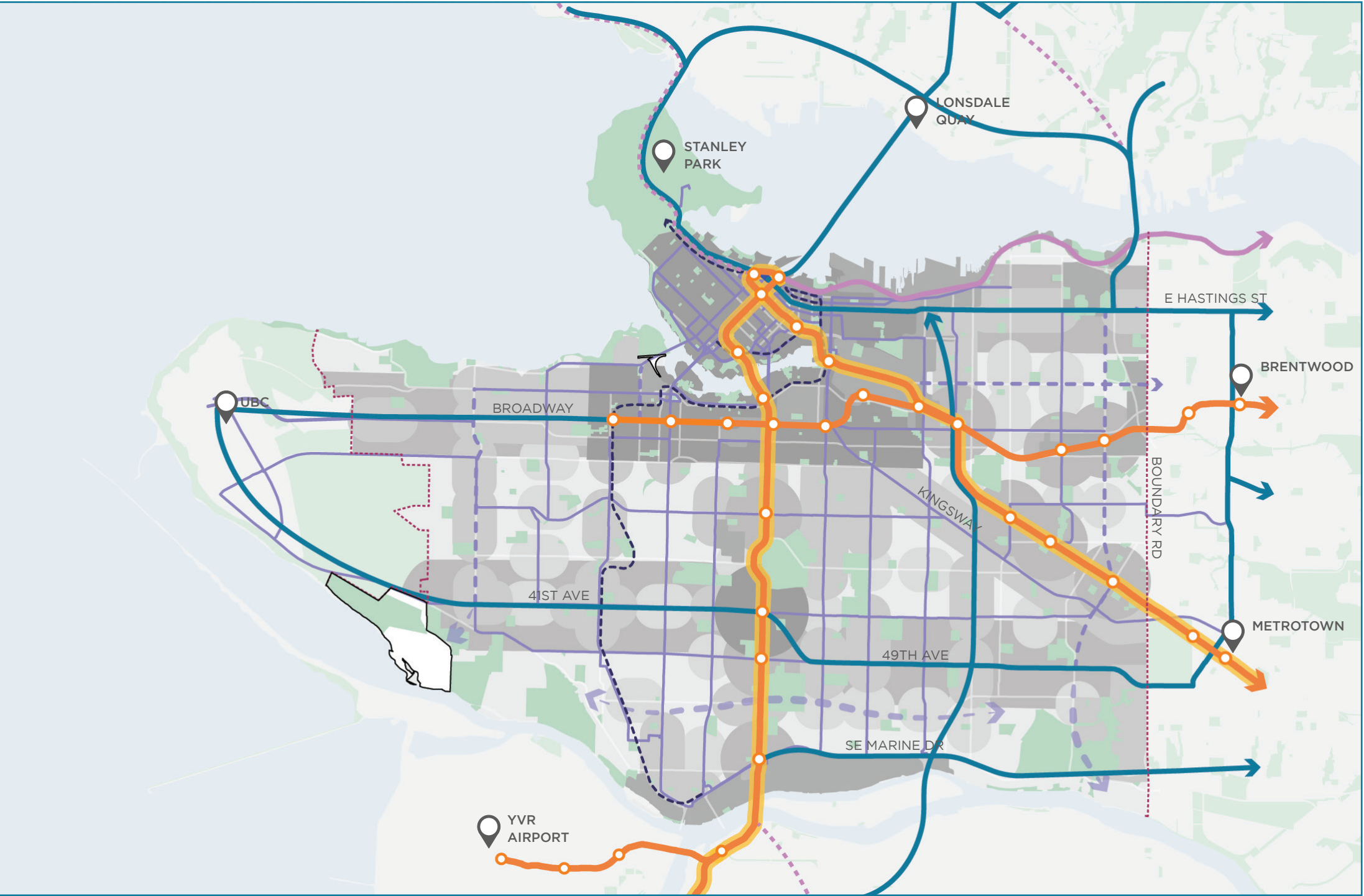
Notes

- ¹ Sections where SkyTrain will be over ultimate capacity require high-capacity parallel transit lines
- ² The Major Transit Network (MTN) can be delivered through at-grade bus rapid transit on existing rights-of-way or grade separation where appropriate. Examples of corridors with grade separation in T2050 include Millennium Line extension to UBC (UBCx), Metrotown – Park Royal (Second Narrows) and UBC – Metrotown (41st -49th Ave) including locations in other parts of the region. While T2050 does not specify grade separation on Commercial Dr. north of Broadway, the City will explore compatible alignments and technologies through study and partnership with TransLink.
- ³ Frequent Transit Network Expansions are subject to review in partnership with TransLink.

Disclaimer

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

Map 9: Transit network illustrating potential long-term build out



- | | | | |
|--|--|---|---|
| Existing Transit <ul style="list-style-type: none">SkyTrain StationSkyTrain LineWest Coast ExpressFrequent Transit Network | Future Transit <ul style="list-style-type: none">SkyTrain Capacity Relief Measures¹Major Transit Network²Express/Interregional TransitStreetcar AlignmentFrequent Transit Network³ | Land Use Strategy <ul style="list-style-type: none">Metro Core/Broadway + MTCIndustrial/EmploymentRapid Transit AreaNeighbourhood CentreVillageMultiplex Area | <ul style="list-style-type: none">First Nations ReservesParks and open spaceGreenspace in other jurisdictionsCity boundary |
|--|--|---|---|

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



The aim is for all residents to live within a 5-minute walk of a greenway, connecting neighbourhoods 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).



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

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

Direction 5.1: Land Use and Urban Design

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



West End Pedestrian Plaza (Source: Paul Krueger, Flickr)

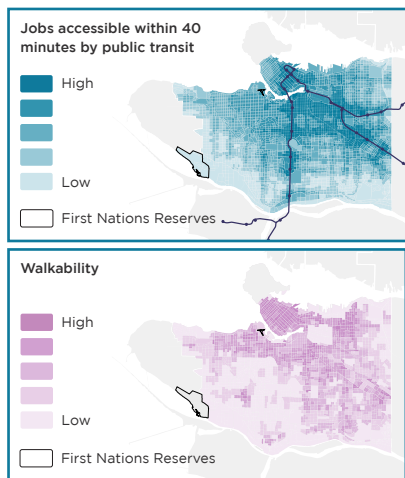
Locating people closer to their destinations and designing buildings oriented towards sustainable travel, makes walking and rolling the easiest and most convenient option for most trips. Allowing a greater mix of uses, including jobs and housing, close to transit increases access to the city, region,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

Policies

- 5.1.1** 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.
- 5.1.2** 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).
- 5.1.3** Explore locating shops, services, businesses, and a range of housing types along greenways, while considering vehicle access needs (off of car-free greenways).
- 5.1.4** Enhance connectivity through new development to provide a fine-grained walking, rolling, and biking network (e.g., considering new routes and connections through large sites).
- 5.1.5** Implement policies that 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).

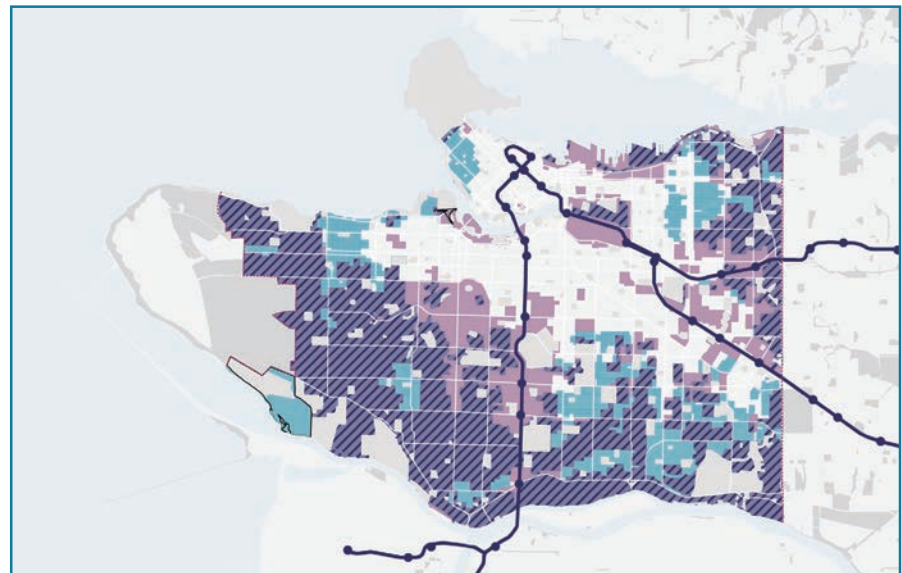
Map 11: Areas with less walkability and lower access to jobs by transit under current conditions

Map inputs:



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



- Low walkability
- Low access to jobs by transit
- Low walkability and low access to jobs by transit
- First Nations Reserves
- Parks and open space
- Greenspace in other jurisdictions
- City boundary

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










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

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



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

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.

Direction 5.3: Future Planning



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



Child biking (Source: Jin Cheong)

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

Policies

- 5.3.1  Collaborate with the Nations to improve transportation options, including better active travel and transit connections to Musqueam, Squamish, and Tsleil-Waututh developments, and First Nations Reserve Lands.
- 5.3.2  Identify and address the needs of equity-denied groups in transportation planning, design, and operations; improving access to destinations and opportunities.
- 5.3.3  Support rapid transit expansion approved through the Regional Transportation Strategy, *Transport 2050*, including Broadway SkyTrain to UBC, and identifying relief measures for Expo Line and Canada Line, as they reach capacity.
- 5.3.4  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.
- 5.3.5  Plan for emerging mobility-related technologies, such as shared mobility, micro-mobility, and self-driving vehicles.
- 5.3.6  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.

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.

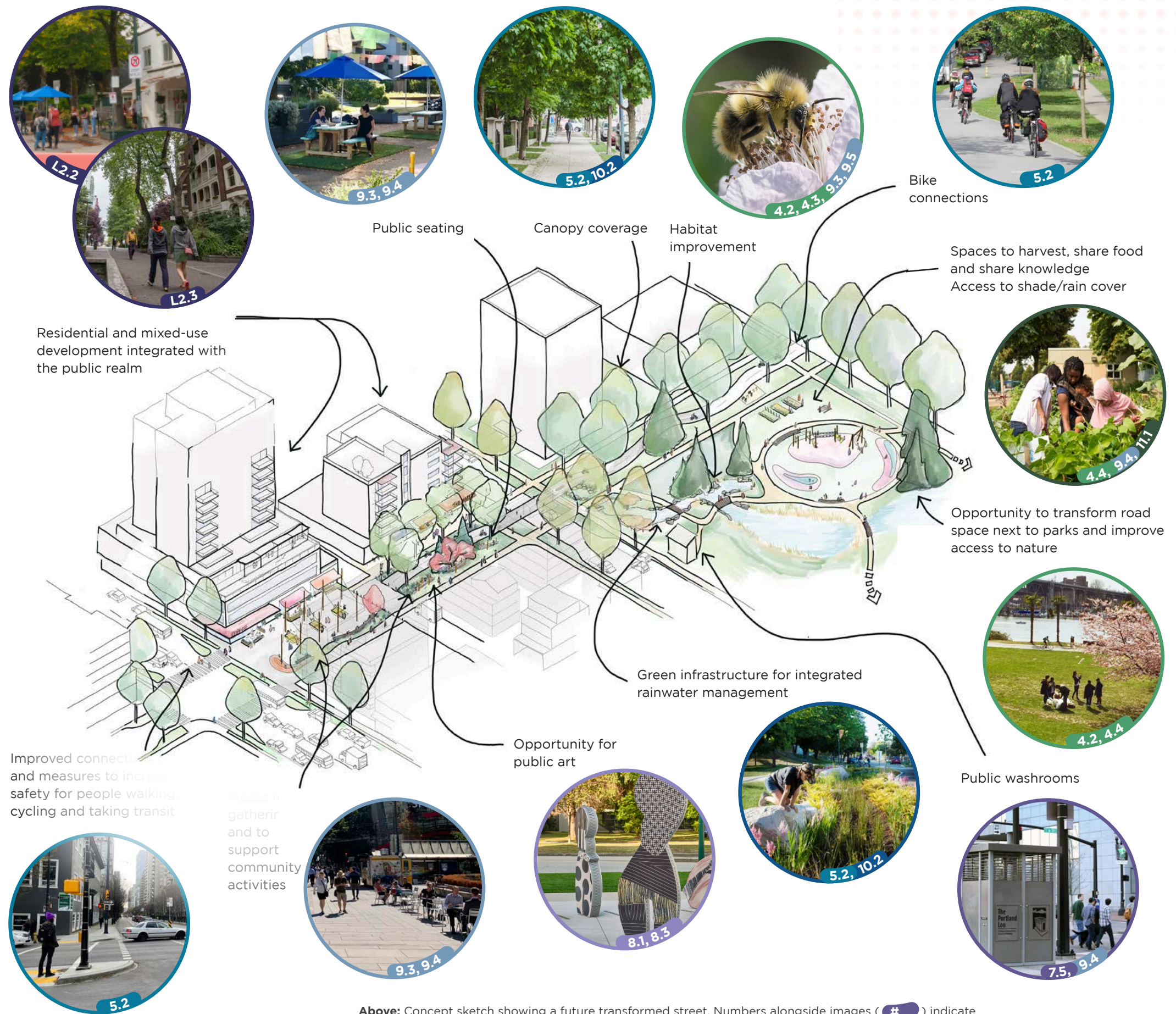
These streets will:

- 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.

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 Boulter)
 Bumble bee, Jericho Park (Source: Vancouver Park board)
 Greenway biking (Source: Paul Krueger)
 S. Vancouver Growing Eden Garden Program (Source: City of Vancouver)
 Sunset Beach Park (Source: Aaron Lao)
 Public washrooms, downtown Portland (Source: iStock photos)
 Green infrastructure, 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.



Children playing at the beach (Source: City of Vancouver)

6. CHILDCARE

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

Access to quality, licensed childcare and early learning improves health outcomes for children throughout their lives and helps to equalize outcomes 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



Children at the Creekside Child Development Centre - a childcare centre co-located with Creekside Community Centre (Source: City of Vancouver)

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

Policies

- 6.1.1  Align rate of childcare 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)**.

Icons indicate policies that are advancing:

-  Reconciliation
-  Equity
-  Resilience



Background: Community infrastructure in its many forms;
Inset: Trout Lake Rink (Source: City of Vancouver)

7. COMMUNITY INFRASTRUCTURE

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

Community infrastructure plays an essential role in the lives of Vancouver residents, providing access to the activities, services, and supports people need to stay healthy, engaged, and connected throughout life. 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 of advancing implementation of these existing policies through city-wide land use policies and planning.

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, Evelyn 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)

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.

Vancouver Public Library, néca?mat ct Strathcona Branch (Source: Vancouver Public Library)



Direction 7.1: Community-serving spaces


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





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

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

Icons indicate policies that are advancing:

 Reconciliation

 Equity

 Resilience

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), Skwxwú7mesh (Squamish), and səliwətał (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, Pauertu-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.

Direction 7.2: Libraries


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



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

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

Policies

- 

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

Direction 7.3: Community centres and recreational facilities


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



Aquafit class (Source: City of Vancouver)

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.

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*.

Direction 7.4: Co-located Spaces

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



Marpole Community Hub (Source: Marpole Oakridge Family Place)

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

Policies

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



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

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

Direction 7.5: Access to Safe Public Washrooms

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



Public toilet, downtown Portland (Source: iStock photo)

Policies

- 7.5.1 Improve access to washrooms in plazas, City-owned civic facilities, and other public spaces.
- 7.5.2 Work with non-profit agencies and business owners to increase washroom services and infrastructure, to align service provision with need.

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

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



Tsleil-Waututh Wolf Dancer (Source: Nancy Bleck)

8. ARTS, CULTURE AND HERITAGE

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

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

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

Arts, culture, and historic areas 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 unchecked, 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.

Connection to existing policies



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

Area of high concentration of arts and cultural spaces and heritage resources: Continue to support a high concentration of arts, cultural production and performance spaces, and heritage assets. Identify arts and cultural districts and/or heritage districts and cultural landscapes, with tools for their protection.

High Streets and Commercial Hubs: Support diverse, affordable, accessible non-profit arts and cultural spaces. Support adaptive reuse of under used and heritage buildings, where possible.

Rapid Transit Areas, Neighbourhood Centres and Villages: Foster public spaces that are culturally vibrant, promote social connection, and cultural expression. Support adaptive reuse of underused and heritage buildings, where possible.

Industrial Areas: Support affordable non-profit arts, culture, and music production spaces and reduce regulatory barriers. Support adaptive reuse of underused or heritage buildings, where possible.

***Ethno-cultural Community Areas:** Explore protection of cultural heritage assets, heritage values, services, and/or businesses for or from ethnic communities.

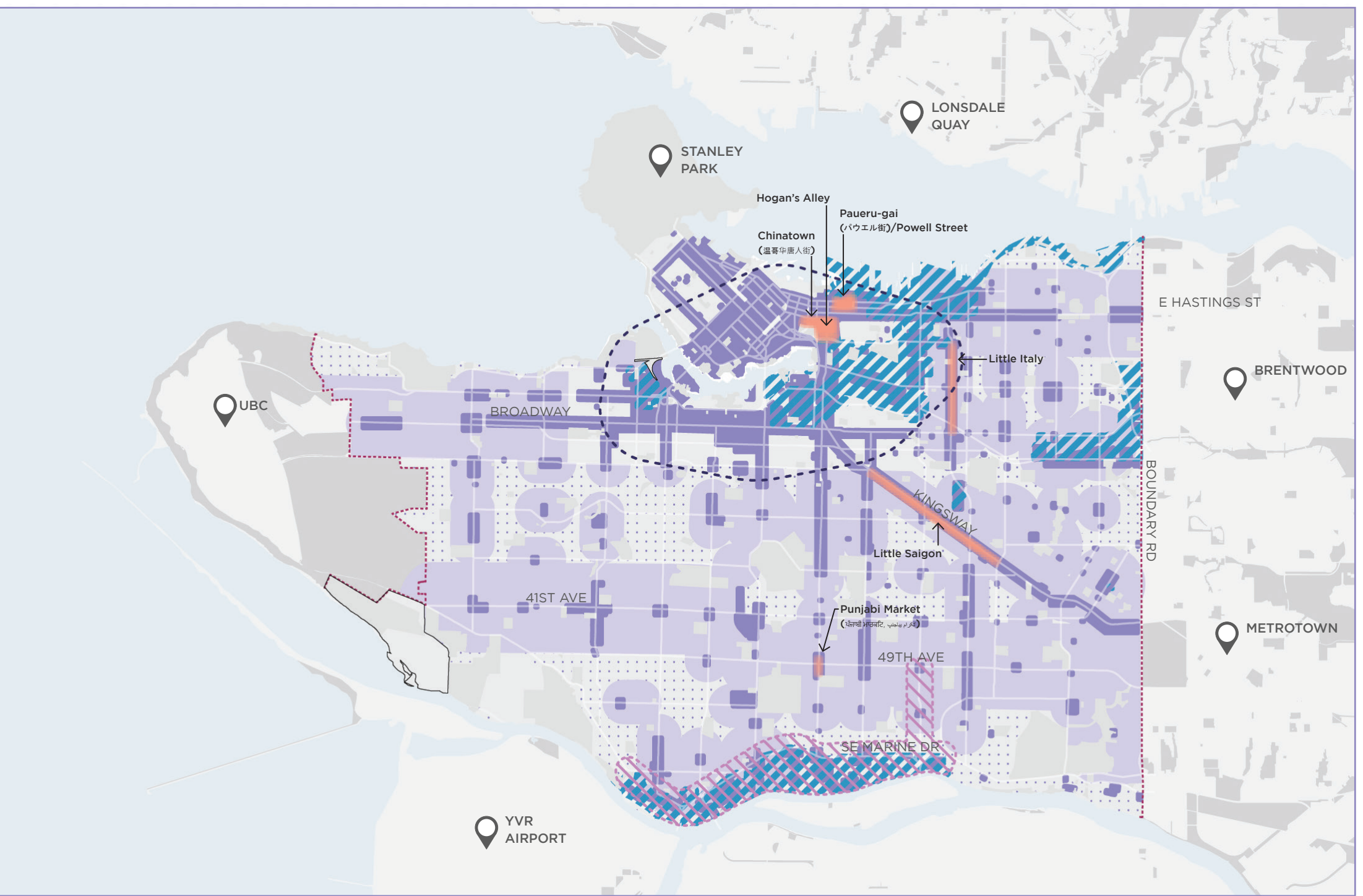
Multiplex Area: Increase opportunities for cultural production and programming in community centres, schools, libraries, and/or outdoor areas. Explore options for arts and cultural production as home-based business.

Marine Drive and Knight Street Study Area: Explore arts and cultural production as part of study.

*areas identified on this map only represent Council recognized areas to date, and do not reflect all potential areas.

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

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



- Area of high concentration of arts and cultural spaces and heritage assets
- High Streets and Commercial Hubs¹
- Rapid Transit Areas, Neighbourhood Centres and Villages
- Industrial Areas
- Ethno-cultural Community Areas
- Multiplex Area
- Marine Drive and Knight Street Study Area
- First Nations Reserves
- Parks and open space
- Greenspace in surrounding jurisdictions
- City boundary

¹High Streets and Commercial Hubs were identified in a consultant study as areas with existing retail-commercial space. Through the Vancouver Plan, the city will seek opportunities to expand these areas over the long term.

Direction 8.1: Arts and Culture Focus



Embed arts and culture in city building




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

Arts and culture contribute to neighbourhood vitality and help define Vancouver’s identity. 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

Policies

- 8.1.1 Ensure cultural vitality is integrated into Vancouver’s sustainable development, identity, livability, and economic prosperity, by including arts and culture in land use planning processes and policies.
-  8.1.2 Consider and support, artist and community-led priorities and practices in land use planning processes and policies, particularly elevating artists’ voices of equity-denied groups.

Direction 8.2: Arts and Cultural Spaces

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



Man Up Productions (Source: Chanel Viner)

A thriving arts scene, and the people who make it, require spaces for production, performance, and practicing. *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 space.
-  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




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

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.

Policies



- 8.3.1



Prioritize and support the Nations’ visibility, voice and cultural practices across the city through public art, revitalization of hən̓qəmin̓əm and Skwxwú7mesh languages, cultural spaces and programming, educational initiatives, and design, as led by the Nations. Explore and expand tools and methods to protect cultural heritage sites (archaeology) and culturally important places.
- 8.3.2




Explore methods and expand planning tools to protect 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.



Historic Gastown (Source: Cory Dobson)



Sunset Serenade, Keys to the Streets at Spyglass Dock
(Source: Steve Chou)

9. PUBLIC SPACE

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

Vancouver’s plazas, parks, streets, paths, and beaches make the city a vibrant place to live. These outdoor public spaces are where 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), Skwxwú7mesh (Squamish), and səliłwətał (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






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

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

Policies

- 9.1.1  Work with the Nations to identify, prioritize, 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 hən̓q̓əmiñəm and Skwxwú7mesh languages in public spaces, including naming spaces, as led by the Nations.
- 9.1.4  Work with urban Indigenous communities and organizations to support their public space priorities, and work with the Nations to ensure that local protocols and procedures are followed, where they deem appropriate.

Icons indicate policies that are advancing:

-  Reconciliation
-  Equity
-  Resilience

Direction 9.2: Inclusive Public Life

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



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

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



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

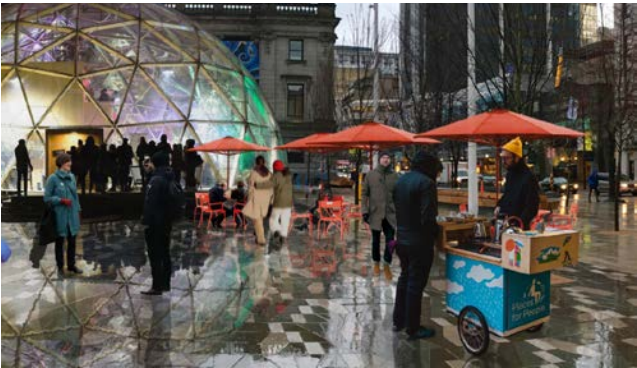
Public spaces must accommodate a broad range of uses and activities. However, a limited land supply, increasing density, and limited tax dollars, constrain the City's ability to deliver and maintain public spaces. Creative and flexible approaches will be necessary to grow and protect the public space 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



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

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

Policies

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

Direction 9.5: Nature, Ecology and Resilience

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



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

The public space network 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.

Policies

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

Direction 9.6: Community Partnership

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



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

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

Policies

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



Bioswale, Southeast False Creek (Source: Wendy de Hoog)

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), Skwxwú7mesh (Squamish), and səliłwətał (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.

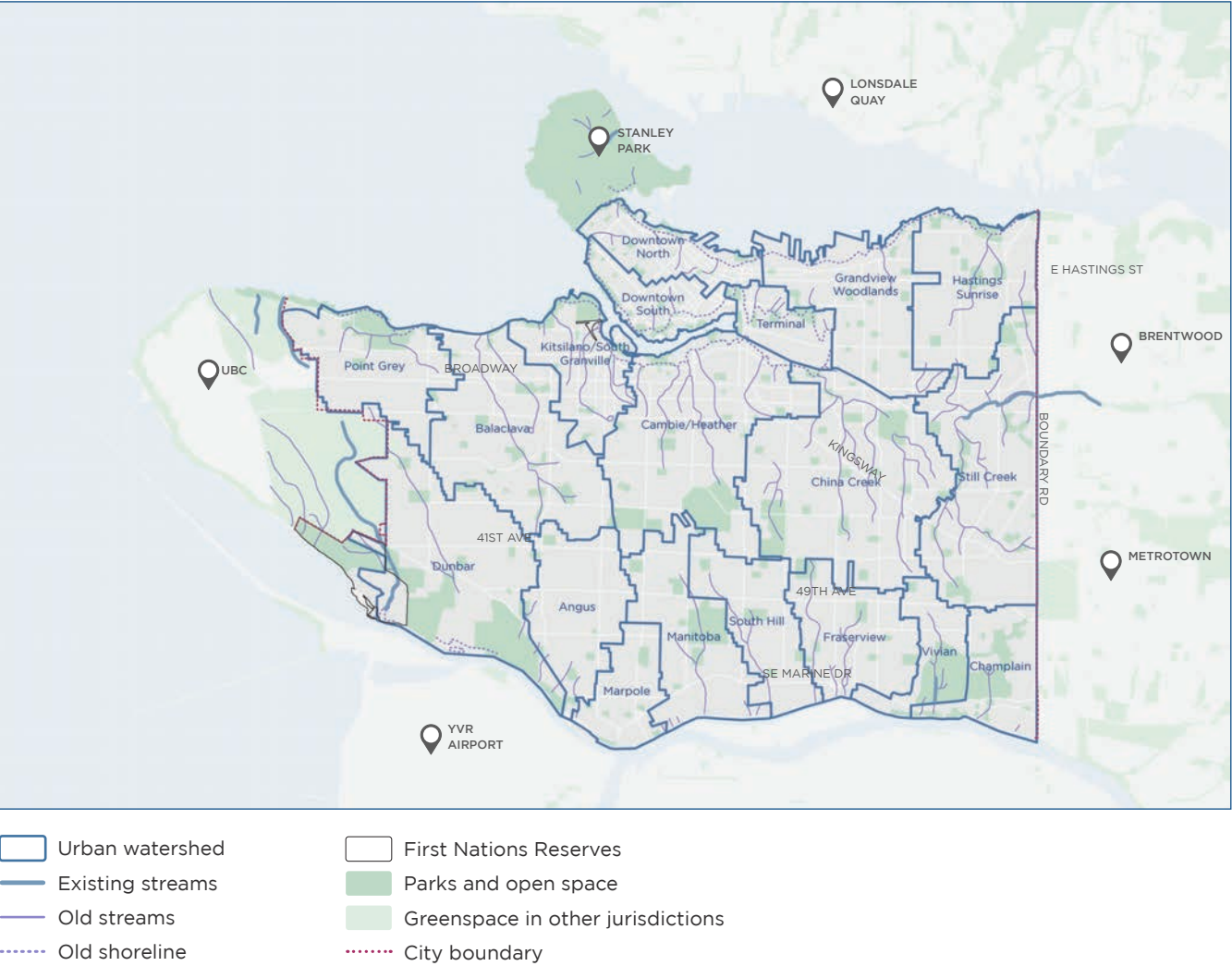
Moving forward, the City will rethink systems and approaches to maximize nature-based solutions and accommodate population growth, and respond to pressures of urbanization, water consumption trends, and rising construction costs.

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.

Map 13: The city's urban watersheds - to inform a watershed-based planning approach



One Water planning approach

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

Figure 23: One Water planning approach



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



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

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

Policies

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

The Healthy Waters Plan

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.



Hinge Park Wetland (Source: City of Vancouver)

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

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



Sunset Park Bioswale (Source: Shannon Mendes)

Climate change impacts, including heat island effects, droughts, flooding, and sea level rise, are worsening the inequity and affordability of the City's water management systems. This calls for a shift in planning and providing services to communities, primarily the use of public land to manage rainwater closer to where it falls, while enhancing ecosystems and public spaces.

Policies

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

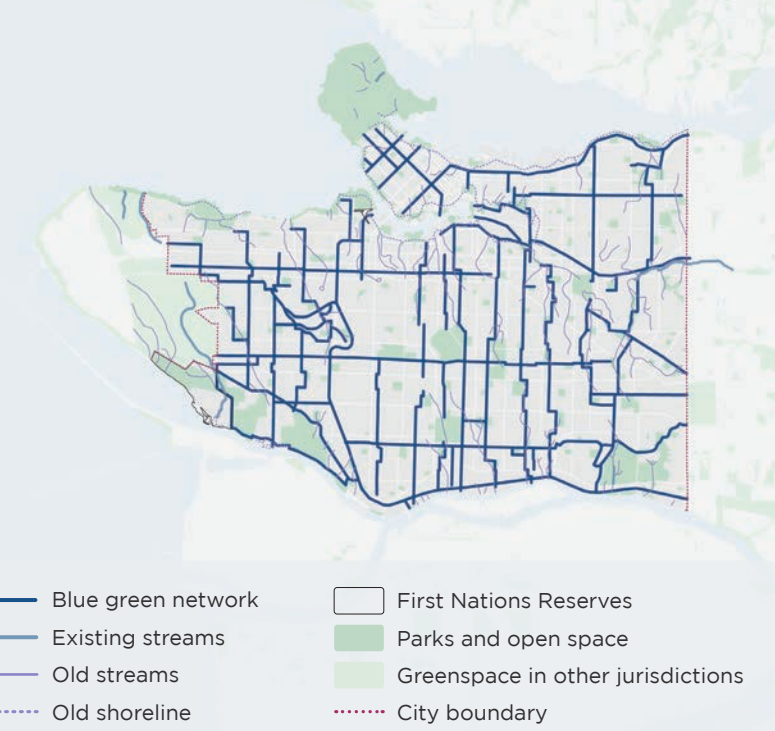
Blue green network

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)

Map 14: A first draft of the blue green network





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

Manage stormwater and optimize drinking water use on private property



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

Private property can play a key role in 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.



Bioretention at 63rd Avenue and Yukon Street (Source: Shannon Mendes)



Produce store (Source: City of Vancouver)

11. FOOD SYSTEMS

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

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

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

lack essential services such as charitable food programs.

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

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.

Direction 11.1: Equitable and Resilient Food System

Support the development of an equitable and resilient food system



Collingwood dinner program (Source: City of Vancouver)

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)

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



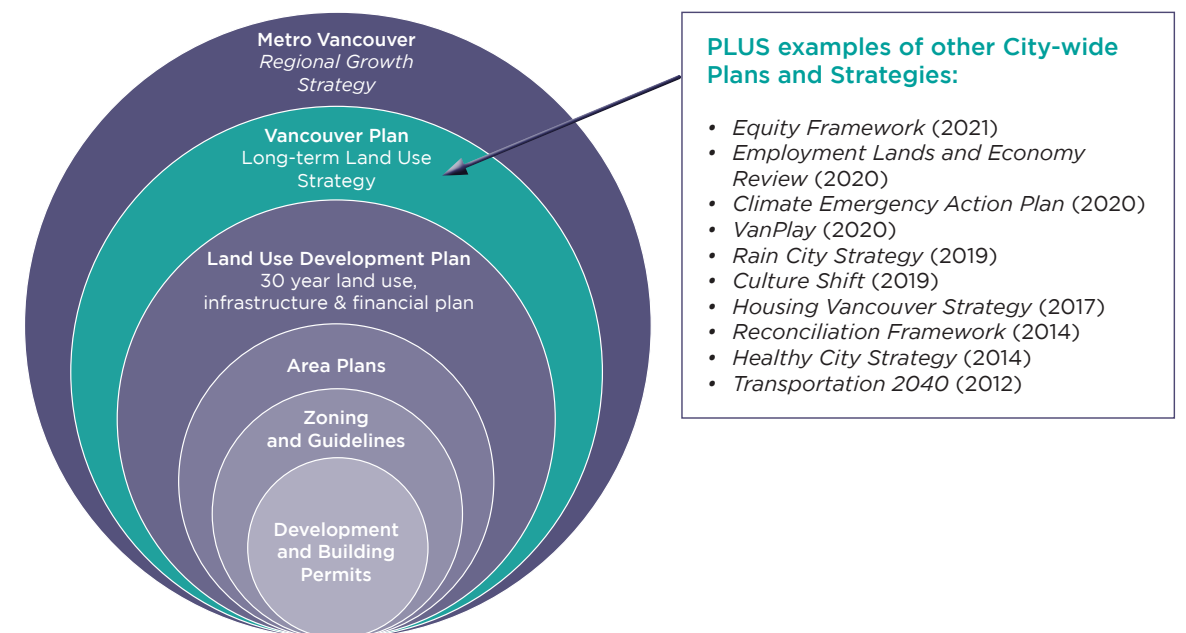
Children jumping (Source: Chani Joseph)

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



The Vancouver Plan's relationship to city-wide policies and land use plans – showing overall scale and breadth from regional strategies to building permitting. In addition to providing direction for plans, guidelines, and updating of existing policies, a key next step in the implementation of the Vancouver Plan is the creation of a land use development plan, based on the Plan.

VANCOUVER PLAN IMPLEMENTATION

Implementation of the Vancouver Plan will entail:

- 1 Aligning and streamlining existing guidelines and regulations for city building
- 2 Developing new finer grained area plans and strategies

1 Aligning and streamlining existing rules for city building

Currently, the City has a great number 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 xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations, partners, and the public.



Keys to the Streets program, a collaboration between CityStudio, VIVA Vancouver, community organizations, individuals, and businesses (Source: Donny Wong)

New land use development plan



Implementation of the Vancouver Plan includes creation of a new land use development plan based on the Vancouver Plan, with the following additional components:

1. City of Vancouver's updated Regional Context Statement
2. Guidelines for Future Area Plans
3. Phasing Plan indicating sequencing of areas of growth and change (10-year plan and 30-year outlook)
4. City-wide Plan Monitoring Approach, including housing, employment space, greenhouse gas (GHG)/ecological, and social needs targets
5. Additional city-wide maps including:
 - Current land use designations with density guidelines, including references to current rezoning policy
 - Maps of areas with specific development requirements, such as Ecologically Sensitive Zones, Hazardous Areas, Heritage Conservation Areas, and key infrastructure upgrades
6. Process for updating the Plan

Utility capacity - availability of basic utility services



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

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

Land use changes need to be coordinated with utility upgrades. In most areas of the city, significant upgrades will be required in order to provide greater housing choice and job opportunities (more complete neighbourhoods). 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.



Planning for the future (Source: City of Vancouver)

GLOSSARY

GLOSSARY

2S/LGBTQQIA+	Two Spirit, Lesbian, Gay, Bisexual, Transgender, Queer, Questioning, Intersex, and Asexual Plus.
Accessible transportation system	A transportation system that can be easily used by people with disabilities or people facing other barriers.
Active travel	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.
Affordable housing	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.
Amenities	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.
Aquifer	A layer of permeable material below ground where groundwater can be transmitted and stored.
Arts	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.
Assets	A thing or quality that is highly valued or useful. Includes natural assets, neighbourhood assets, cultural assets, heritage assets etc.
Below-market rental	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.
Biodiversity	The richness of plant and animal species, including their genetic diversity, the ecosystems they inhabit, and the ecological processes that sustain them.
Blue green network	Park-like streets that manage water and provide ecosystem services.
Business Improvement Area (BIA)	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.
Car-light or car-free	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).
Circular economy	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.
Climate change adaptation	The process of adjusting to current or expected climate change and its effects.
Climate change mitigation	Responding to climate change by reducing greenhouse gas emissions.
Colonization	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.

Combined sewer/ 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	<p>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.</p> <p>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.</p>
Community Centre Association (CCA)	Community-based society incorporated under the <i>Societies Act</i> . 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 Paueru-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.



Sunset Park bike path (Source: Shannon Mendes)



Art by Indigenous youth, 63rd Avenue at Yukon Street green rainwater infrastructure plaza (Source: Shannon Mendes)

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; 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. 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 <i>Cooperatives Association Act</i> 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.
Infiltration	The ground’s ability to allow water movement into and through the soil. For example by absorbing and holding water to support plant life.
Institutional 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 of 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 these are 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 façades, 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 noise, traffic, and other interventions. It is relatively quiet and contains natural 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	<p>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).</p> <p>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.</p>
Special Market Area	Commercial area of particular importance to an ethno-cultural community (e.g., Punjabi Market). See also ‘Ethno-cultural Community Areas’.

Statement 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.



Restored Vancouver Salt Company building in Southeast False Creek (Source: City of Vancouver)



Sunset on the Stanley Park seawall (Source: Aaron Lao)

LAND USE TECHNICAL COMPOSITE

Map 15: 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

- ¹Where 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.
- ²Multiplex Areas - the Multiplex areas here 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 intent long-term is to enable lower density, ground-oriented missing middle housing across broad areas of the city.
- ³Major New Rapid Transit - future transit alignments are draft and subject to change pending future more detailed planning and financing.
- ⁴Ecological 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.



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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 local 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	
<ul style="list-style-type: none">• Ministry of Tourism, Arts, Culture and Sport• Ministry of Municipal Affairs• Ministry of Mental Health and Addictions• Ministry of Social Development and Poverty Reduction	<ul style="list-style-type: none">• Attorney General and Ministry responsible for Housing• Ministry of Environment and Climate Change Strategy• Ministry of Transportation and Infrastructure
Civic Advisory Bodies, Board and Committees	
<ul style="list-style-type: none">• 2SLGBTQ+ Advisory Committee• Arts and Culture Advisory Committee• Children, Youth and Families Advisory Committee• Chinatown Historic Area Planning Committee (CHAPC)• Civic Asset Naming Committee• Chinatown Legacy Stewardship Group (LSG)• First Shaughnessy Advisory Design Panel• Gastown Historic Area Planning Committee• Motion Picture Leadership Group• Persons with Disabilities Advisory Committee	<ul style="list-style-type: none">• Racial and Ethno-Cultural Equity Advisory Committee• Renters Advisory Committee• Seniors' Advisory Committee• Transportation Advisory Committee• Urban Design Panel (UDP)• Urban Indigenous Peoples' Advisory Committee• Vancouver City Planning Commission• Vancouver Food Policy Council• Vancouver Heritage Commission• Women's Advisory Board
Other Vancouver Municipal Agencies	
<ul style="list-style-type: none">• Vancouver Board of Parks and Recreation (VBP)• Vancouver Police Department (VPD)• Vancouver Public Library (VPL)• Vancouver School Board (VSB)	<ul style="list-style-type: none">• VPL Conversation Kit distribution partners: Vancouver Central Library, Kitsilano Branch, Mount Pleasant Branch, Terry Salmon Branch, Renfrew Branch
Regional Authorities, Stakeholders and other Organizations	
<ul style="list-style-type: none">• BC Housing• BC Hydro• City of Abbotsford• City of Delta• City of Richmond• Destination BC• FortisBC	<ul style="list-style-type: none">• Greater Vancouver Board of Trade• Infrastructure Canada• Metro Vancouver• TransLink• Vancouver Airport Authority (VAA)• Vancouver Coastal Health (VCH)• Vancouver Fraser Port Authority (VFPA)
Educational Institutions and Associated Groups	
<ul style="list-style-type: none">• 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	<ul style="list-style-type: none">• 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)
Neighbourhood Houses	
<ul style="list-style-type: none">• Association of Neighbourhood Houses of BC• Cedar Cottage Neighbourhood House• Collingwood Neighbourhood House• Downtown Eastside Neighbourhood House• Frog Hollow Neighbourhood House• Gordon Neighbourhood House	<ul style="list-style-type: none">• Kitsilano Neighbourhood House• Kiwassa Neighbourhood House• Little Mountain Neighbourhood House• Mount Pleasant Neighbourhood House• South Vancouver Neighbourhood House
Local Advocacy Groups	
<ul style="list-style-type: none">• Community Centre Associations• Green Bloc Neighbours• Heritage Foundation• Heritage Vancouver	<ul style="list-style-type: none">• Retired Planners and former City of Vancouver staff• UN Association of Canada• Urbanarium• Vancouver Public Space Network (VPSN)
Vancouver Neighbourhood and Resident Groups	
<ul style="list-style-type: none">• Burrard Slopes Stakeholder 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• Norquay Residents	<ul style="list-style-type: none">• Oakridge Langara Area Residents (OLAR)• Riley Park South Cambie Vision Committee• Strathcona Residents' Association• Upper Kitsilano Residents Association• We Love Kits• West Kitsilano Residents Association• West Point Grey Residents Association• West Southlands Residents Association

Equity-Denied Groups and Non-Profit Operators

- 411 Seniors Centre
 - African Descent Society BC
 - Ann Livingston at Abundant Community
 - Asian Canadian Equity Alliance Association
 - BC Coalition of Experiential Communities
 - BC Poverty Reduction Coalition
 - Bão Vê Collective
 - Carnegie Community Action Project (CCAP)
 - Career Zone Youth Employment Centre - YWCA Metro Vancouver
 - CleanStart BC
 - Collingwood Neighbourhood House - Seniors Coffee Program
 - Collaborative Catalyst
 - Connective Support Society
 - Creating Accessible Neighbourhoods
 - Crisis Centre BC
 - Cross Cultural Strathcona Walking Tours
 - Carnegie Community Centre
 - DTES Coordinated Community Response Network
 - Eastside Family Place
 - Eastside Movement for Business & Economic Renewal Society (EMBERS)
 - Elder Community Dancers
 - Exchange Inner City
 - First United Church
 - Hives for Humanity
 - Hua Foundation
 - Insite Supervised Injection Site
 - ISSofBC (Immigrant Services Society of BC)
 - Joyce Street Action Network
 - JustWork
 - Kathara Pilipino Indigenous Arts Collective Society
 - Kits Shower Program
 - Kingsway Sex Workers
 - Kiwassa Neighbourhood House - Seniors Program
 - La Boussole - Francophone Community Centre
 - Marpole Oakridge Family Place
 - Midtown Service Providers
 - Mission Possible
- MOSAIC
 - National Pilipino Cultural Centre of Canada (NPC3)
 - Olympic Village Service Providers Roundtable
 - Open Door Group
 - Out On Screen
 - Pacific Community Resources Society
 - PLEA Community Services
 - Potluck Café Society
 - Powell Street Festival Society
 - Punjabi Market
 - Rainbow Refugee
 - Raycam's Our Place
 - Recycling Alternative
 - Ross Street Gurdwara
 - Sher Vancouver - LGBTQ+ South Asians
 - South East Asian Cultural Heritage Society
 - Strathcona Community Centre - Seniors Conversation Program
 - S.U.C.C.E.S.S. (United Chinese Community Enrichment Services Society)
 - The Binners' Project
 - The Kettle Friendship Society
 - Union Gospel Mission
 - Urban Core
 - Urban Horse Project
 - Vancouver Aboriginal Friendship Centre
 - Vancouver Area Network of Drug Users (VANDU)
 - Vancouver Association for Survivors of Torture
 - Vancouver Community Action Team (CAT)
 - Vancouver Cohousing
 - Vancouver Foundation
 - Vancouver Immigration Partnership (VIP)
 - Vancouver Women's Health Collective
 - Vantage Point
 - WAVAW Rape Crisis Centre
 - WePress Collective
 - West End Seniors Network (WESN)
 - Women Transforming Cities International Society
 - YWCA Metro Vancouver Better Life Foundation

Youth Advocacy Groups, Elementary and Secondary Schools

- 33rd Kerrisdale Scouting Group
 - BioCYCLE and Neighbourhood Youth Initiative – South Vancouver Neighbourhood House
 - Broadway Youth Resource Centre
 - Check Your Head
 - CityHive
 - Ethos Lab
 - Global Shapers
 - Science World
 - The Society for Children and Youth of BC
 - TRRUST Collective
 - Urban Native Youth Association (UNYA)
 - Youth Voices of East Vancouver
 - Vancouver Public Library Teen Services
 - Vancouver Board of Parks and Recreation – City-wide Youth Council
- Vancouver Board of Parks and Recreation – Youth Worker Action Team
 - Youth in Action Program via Trout Lake Community Centre
 - Eric Hamber Secondary School
 - King George Secondary School – Leadership and Resiliency Program
 - Jules Quesnel Elementary School
 - Pear Tree Elementary School
 - Get R.E.A.L (Windermere Secondary and Frog Hollow Neighbourhood House)
 - Aries and Cedar Walk Program (Urban Native Youth Association and Vancouver School Board)
 - Community Youth Workers at the following Community Centres: Britannia, Champlain Heights, Douglas Park, Dunbar, False Creek, Hastings, Hillcrest, Kensington, Killarney, Kitsilano, Marpole-Oakridge, Mount Pleasant, Renfrew, Roundhouse, Sunset, Thunderbird, Trout Lake and West End
 - Official Urban Design 'Sketchbook' distributors: August Market, Danial Market, Seoul Farm Market, Stong's Market, Windermere Market

Housing Stakeholders

- Abundant Housing
 - Affordable Housing Societies
 - Atira Women's Resource Society
 - Aunt Leah's Place
 - BC Non-Profit Housing Association
 - Brightside Community Homes Foundation
 - Canada Mortgage and Housing Corporation (CMHC)
 - Catalyst Community Developments Society
 - Collingwood Neighbourhood House
 - Community Land Trust
 - Community Legal Assistance Society
 - Co-op Housing Federation of BC
 - Covenant House Vancouver
 - LPA Development & Marketing Consultants
 - Lu'Ma Native Housing Society
- M'akola Development Services
 - New Commons Development
 - Pacific Community Resources Society
 - PHS Community Services Society
 - Progressive Housing Society
 - RainCity Housing
 - Terra Social Purpose Real Estate
 - The Kettle Society
 - Tikva Housing Society
 - Pacific Community Resources Society
 - Urban Arts Architecture
 - Vancouver Native Housing Society
 - Vancouver Tenant's Union
 - Whole Way House Society

Environmental Advocacy Groups (Engagement of Environmental Stakeholders was primarily carried out by the Climate Emergency Action Plan (CEAP) Team)

- BC Sustainable Energy Association
 - Better Environmentally Sound Transportation (BEST)
 - Climate Smart
 - Embark Sustainability
 - Georgia Straight Alliance
 - Hives for Humanity
 - HUB Cycling
 - Open Tech
- Radicle Balance
 - Recycling Alternative
 - Rethink2gether
 - 5T Sports
 - Switch It Up BC
 - Student Energy
 - Sustainabilityteens
 - Vancouver Farmers' Market Society
 - Wilderness Committee

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

- ACCESS - Aboriginal Community Career Employment Services
 - Anthem Properties
 - Aquilini Development
 - Arts Factory
 - Avison Young
 - Bank of Montreal (BMO)
 - BC Alliance for Manufacturing
 - BC Artscape (BCA)
 - BC Poverty Reduction
 - BC Provincial Health Services Authority
 - BC Restaurant and Food Services Association
 - BC Tech Association
 - BC Trucking Association (BCTA)
 - Beedie Group
 - Bentall Kennedy
 - BIA Partnership and Business Improvement Associations (BIAs)
 - Cambie Village BIA
 - Chinatown BIA
 - Collingwood BIA
 - Commercial Drive BIA
 - Downtown Vancouver BIA
 - Dunbar Village BIA
 - Fraser Street BIA
 - Gastown BIA
 - Hastings Crossing BIA
 - Hastings North BIA
 - Kerrisdale BIA
 - Kitsilano Fourth Avenue BIA
 - Marpole BIA
 - Mount Pleasant BIA
 - Point Grey Village BIA
 - Robson Street BIA
 - South Granville BIA
 - Strathcona BIA
 - Victoria Drive BIA
 - West Broadway BIA
 - West End BIA
 - Yaletown BIA
 - Black Business Association of BC
 - Bladerunners
 - Brook Pooni
 - Building Owners and Managers Association BC (BOMA)
 - Buy Social Canada
 - Canada Lands Company
 - CBRE
 - Cinesite Studios
 - Community Impact Real Estate Society (CIRES)
 - CN Rail
 - Colliers
 - Commissary Connect
 - Concert Properties
 - Concord Pacific
 - Convergence Strategies
 - ConWest
 - Coriolis
 - CP Rail
 - Creative BC
 - Creative Coworkers
 - DigiBC
- Dutil Denim
 - Eastside Culture Crawl Society
 - Exchange Inner-City
 - Fasken
 - FED
 - Foresight
 - Fraser Health Authority
 - Granville Entertainment Group
 - Greater Vancouver Gateway Society
 - Holborn
 - Hotel Association of Vancouver
 - Hungerford Properties
 - Imagine Engine
 - International Longshore & Warehouse Union
 - Life Sciences BC
 - Livable City Planning
 - Mainframe Studios
 - Mallen Gowing Berzins Architecture (MGBA)
 - MAVI Jeans
 - Microsoft
 - Midas Auto Services
 - MST Development Corporation
 - Music BC Industry Association
 - NAIOP Commercial Real Estate Development Association
 - PCI Developments
 - Pockit Storage
 - Polygon Homes
 - Provincial Health Services Authority
 - Real Estate Board of Greater Vancouver
 - Recycling Alternative
 - Rennie
 - Retail Council of Canada
 - SAP Software Solutions
 - Small Businesses of BC
 - Smith Bros. & Wilson
 - Social Purpose Real Estate Collaborative
 - South Asian Business Association
 - Stantec Architecture
 - Telus
 - The Hive Co-working
 - TRG Commercial Realty
 - TTT Studios
 - United We Can
 - Unite Here Local 40
 - Urban Core
 - Urban Development Institute (UDI)
 - Urban Land Institute (ULI)
 - Urban Manufacturing Alliance
 - Urban Spirit Foundation
 - VanCity
 - Vancouver District Labour Council
 - Vancouver Farmers' Markets Society
 - Vancouver Film Studios
 - Vancouver Regional Construction Association (VRCA)
 - VanEx
 - Wesbild
 - WesGroup
 - WildBrain
 - Woodshop Workers Coop

City Staff

Staff across all departments at the City contributed to the Vancouver Plan, including staff from the following departments:

- City Manager's Office
 - Planning, Urban Design, and Sustainability
 - Engineering Services
 - Arts, Culture and Community Services
 - Board of Parks and Recreation
 - Vancouver Public Library (VPL)
 - Vancouver Economic Commission (VEC)
 - Vancouver Emergency Management Agency (VEMA)
- Vancouver Fire and Rescue (VFR)
 - Finance, Risk and Supply Chain Management
 - Real Estate and Facilities Management
 - Legal Services
 - Intergovernmental Relations - Civic Engagement and Communications (IGR-CEC)
 - Fire and Rescue Services and Emergency Management
 - Real Estate and Facilities Management

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