



## POLICY REPORT

Report Date: July 2, 2019  
Contact: Gil Kelley  
Contact No.: 604.871.6431  
RTS No.: 12958  
VanRIMS No.: 08-2000-20  
Meeting Date: July 9, 2019

TO: Vancouver City Council  
FROM: General Manager of Planning, Urban Design and Sustainability on behalf of Department Heads  
SUBJECT: A City-wide Plan for Vancouver: Report back on General Planning and Engagement Process

### **RECOMMENDATIONS**

- A. THAT Council approve the general planning and engagement process to create a City-wide Plan as outlined in this report.
- B. THAT the City-wide Planning program involve all relevant City departments, and that a City-wide Plan team be created, under the direction of the General Manager of Planning, Urban Design and Sustainability.
- C. THAT Council direct staff to undertake a rigorous and deep consultation process with residents, businesses, and stakeholders throughout the planning process to scope and guide all the work.
- D. THAT based on the estimated project cost outlined in this report, staff further develop the program directions and annual budgets for 2020 – 2022 to be considered as part of the 2020 and subsequent annual operating budget processes.
- E. THAT Council direct staff to report back at key milestones as indicated in the work plan outlined in this report.
- F. THAT this report be referred for information to the City of Vancouver Park Board, Library Board and Police Board, and to the Musqueam, Squamish and the Tsleil-Waututh Nation Councils, as well as other affected government agencies and authorities including (but not limited to) Metro Vancouver, TransLink, Port of Vancouver, Province of BC ministries, Vancouver Coastal Health and the Vancouver School Board.

## **REPORT SUMMARY**

This report responds to Council's motion of November 14, 2018 which, recognizing the urgency of the housing affordability and accelerating climate change crises, directed staff to report back on a work plan to develop a City-wide Plan informed by equity, accessibility, spatial justice and the right to housing. The Council motion, provided in Appendix A, noted multiple objectives for the City-wide Planning process, including launching a robust and collaborative engagement process with the public. This report seeks Council's approval of a general planning and engagement process for the City-wide Plan. The process is designed to be flexible and adaptive, responding to community feedback received along the way. At this time, staff is seeking Council approve for a program launch into an intense listening first phase. Consideration of the supporting budget would go through annual budget reviews, tailored to the work program as it is revised to reflect the program's adaptive approach. Creating a City-wide Plan that reflects the needs of residents, workers and interested parties through a strategic, long-range vision and plan to guide future change and growth is a key priority of City Council.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

On November 14, 2018 Council approved motion (Appendix A) recognizing the housing and climate change crises and directed staff to:

- Scope a work plan and timeline to co-develop with Vancouver residents, other government partners, and stakeholders for the long-term future of the city and its place in the region.
- Outline the goals and objectives, public engagement process, governance, and resources needed to complete the City-wide Plan factoring in a robust and collaborative engagement process.

Since this time, Council also approved the Climate Emergency Response (April 29, 2019) and framework for the Resilience Strategy (April 23, 2019) which include specific directions to integrate the development of respective policies and actions as part of the City-wide Plan.

The recommendations of this report build on the City of Vancouver's history and legacy of progressive and highly integrated city planning towards creation of healthy, livable, and sustainable communities. Foundational policies that provide a starting point for the City-wide Plan are listed in Appendix B.

## **CITY MANAGER'S/GENERAL MANAGER'S COMMENTS**

Our city will continue to be transformed over the coming decades. A city-wide plan offers us a chance to develop a unified vision, strongly aligned with regional planning initiatives, to guide the choices that are within our control with good information, optimism, foresight and intention. Council's direction is to undertake a city-wide planning program that will determine, with the Vancouver community at-large, what we want Vancouver to become, and how best to address our current challenges like housing affordability, the need to create a more sustainable and equitable future, advancing reconciliation with First Nations, building a strong economy, and a future urban environment with qualities that we desire. Through an inclusive and robust public process, our diverse communities will be invited and supported in imagining the kind of city they want to create for themselves and their children. Building on our tradition of collective wisdom

and action, the City-wide Plan can posit bold ideas and thoughtful strategies to continue to build a vibrant place for our city on this land into the future.

The City Manager recommends approval of the foregoing.

## **REPORT**

### **1. Context**

Vancouver is a dynamic, vibrant and rapidly growing and changing city on the traditional and unceded homelands of the Musqueam, Squamish and Tsleil-Waututh Nations. We have a strong tradition of urban planning, which is in part responsible for our city emerging as an important centre on the global network of innovative, livable cities. Over the past several decades, we have invested in our communities to help build upon the physical, social and cultural fabric of our neighbourhoods. From a renowned waterfront park and seawall system, new community facilities and high quality transit investments, to taking bold steps to support community cohesion and inclusion for the diversity of our residents to thrive, we have made a mark on the map for visitors and residents.

We are also rapidly being transformed by global phenomena that provide both opportunities and threats to the sense of who we are and who we want to be as a city and community.

Vancouver, like other larger urban centres, is facing what the World Health Organization identifies as the three global threats to urban centres: inequities, including higher rates of poverty, a growing gap between rich and poor, and lack of affordability for many residents; climate change affecting human and ecosystem health and existence; and, chronic disease manifesting in physical and mental health challenges.

Many are worried about the future of our city for themselves and future generations. Rapid change and development has caused some residents to be unsure about the future of their neighbourhood and the city, as others may feel increasingly locked out. Over the years, we have developed a number of innovative city-wide strategies, plans, and actions to address these issues. This has resulted in a series of separate, and sometimes competing city-wide topical frameworks and geographically specific plans

Currently, Vancouver does not have an overarching City-wide Plan that sets a broad, integrated vision for the future that addresses key issues holistically and strategically. The only city-wide physical growth plan for Vancouver was created by Harland Bartholomew in the 1920s, almost a hundred years ago under the guidance of the Vancouver Planning Commission at the time. City Council adopted *City Plan Directions* in 1995, which outlined broad policy directions for the central area, neighbourhood centres, community services, the economy and the environment, after a thorough and highly regarded public engagement process undertaken between 1992 and 1995. *City Plan Directions* laid the foundation for a series of city-wide policy plans including the 1997 Transportation Plan and the 2004 Financing Growth policy with ambition to create additional “chapters”. The 1995 *City Plan* also launched a neighbourhood-by-neighbourhood process to create community ‘visions’ and neighbourhood centres. However, the neighbourhood plan process took 14 years to progress, lost momentum, and was eventually redirected into a series of area and community plans, several of which have been completed (Marpole, West End, Downtown Eastside, Grandview-Woodland, Cambie Corridor, etc.).

The area and community plans developed over the past ten years, along with the city-wide strategies (Figure 1) are currently guiding growth and change. However, they do not convey an

overall city-wide vision for the future of Vancouver with a clear sense of our priorities, particularly in light of contemporary challenges. Undertaking a City-wide Plan presents us with a unique opportunity to engage a broad diversity of Vancouver residents, businesses, and civic entities to develop a future vision that unifies us - our major policy directions and clear direction for our city-wide investment and regulatory structures. Moreover and most importantly, the new City-wide Plan effort is a chance to meaningfully and deeply engage all residents, communities, partners - in particular other levels of government, stakeholders and interested individuals in a significant conversation about what kind of a future we want for ourselves, the children and youth in our city, and their children. It is an opportunity to connect and explore, how we strategically get there, considering necessary choices and trade-offs.

**Figure 1: Desired Frame for the new City-Wide Plan**



## **a. Need for a Vision for the Future of Vancouver**

With an estimated population of 631,486 (Census, 2016), the city is under significant pressure to change. Between 1986 and 2016, the city and region have grown steadily with average annual growth rates of 0.85% and 1.8% respectively. This growth has translated into an additional 5,500 or so people calling Vancouver home each year. Based on current estimates in the 2011 *Regional Growth Strategy - Metro Vancouver 2041*, the region is expected to grow by about 830,000 people and add more than 345,000 new jobs by 2040. By 2041, the Regional Growth Strategy anticipates Vancouver is expected to grow by more than 150,000 residents and close to 90,000 jobs. While a growing and changing population presents opportunity, it also puts new pressures on our community facilities, schools, and infrastructure which are aging and in need of investment and/or replacement.

In addition to accommodating and guiding future growth and changing demographics, City Council has expressed key goals and objectives in its original motion and subsequent discussions to guide a city-wide planning effort, including:

- Advancing reconciliation between the City and the Musqueam, Squamish, and Tsleil-Waututh Nations and urban Indigenous communities
- Pursuing reconciliation with our historical past, including traditionally marginalized communities.
- Maintaining Vancouver as a diverse and inclusive community
- Increasing and protecting housing supply that is locally affordable
- Addressing the city's transportation needs
- Growing local jobs in a sustainable and diverse economy
- Enhancing social well-being and local food security
- Improving public amenity provision and cultural vitality
- Rapidly reducing greenhouse gas emissions to help tackle the climate crisis
- Planning for complete neighbourhoods, exploring new housing types and densities
- Enhancing sociable and safe places for people and vibrant livable, well-designed neighbourhoods and shopping streets
- Making connections to the metropolitan region and Cascadia

With multiple goals, a long list of public needs and limited funding, the City must be strategic in setting directions and priorities while seeking partners to help address issues we cannot solve alone.

## **b. Concurrent Updates to Regional Plans to 2050**

Creating a City-wide Plan for Vancouver at this time aligns well with regional planning efforts underway and being initiated. Vancouver is one of 21 Metro Vancouver (Metro) member municipalities, one treaty First Nation, and one electoral area coordinating growth and change in the regional context. Metro intends to update the *Regional Growth Strategy* which advances regional goals around urban development, the economy, environment and climate change, housing and community services, and integrated land use and transportation. Metro is also developing *Climate 2050* intended as the regional response to climate change. TransLink is in the process of developing *Transport 2050*, which will set out the vision, goals, strategies, and key transportation initiatives for Metro Vancouver for the next 30 years.

The updates to these regional plans involve close collaboration with member municipalities and will influence how people live, work, and move around the region. They will also set directions

for regional climate mitigation and adaption strategies. These regional plans will influence Vancouver directly through the expectations they set for the City and indirectly through the expectations they set for other local governments within the region. Vancouver's city-wide planning initiative, which will integrate land-use, transportation, housing, climate action, environment, social and economic policy directions, is a key opportunity to take a leadership role and help shape and respond to the regional picture. In addition, The University of British Columbia will be updating its long range plan, providing a strategic opportunity for planning coordination. The greater the alignment between the City and our regional partners, the more powerful the collective plans will be.

**Figure 2: Vancouver in the context of the metro region**

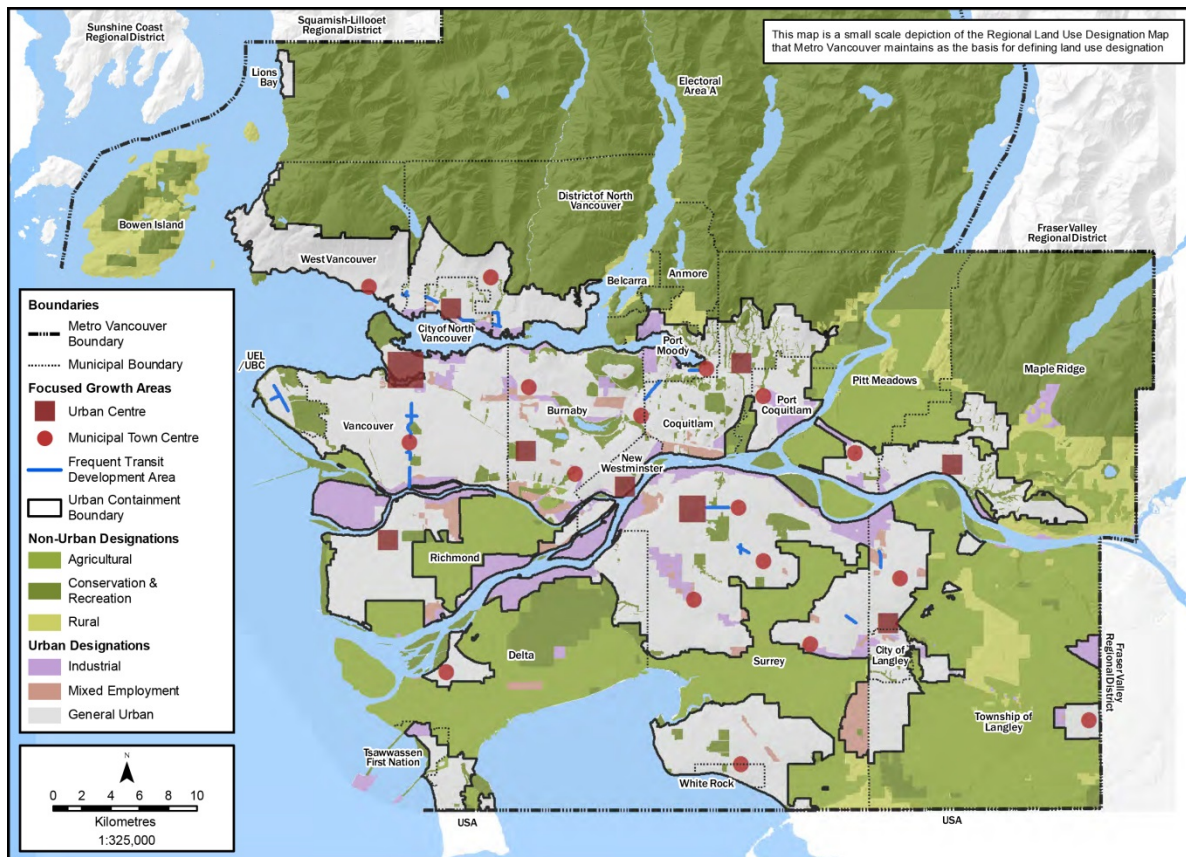


Image source: Metro Vancouver, *Regional Growth Strategy*

## 2. Proposed Scope and Key Opportunities for a City-wide Plan

A City-wide Plan is an opportunity and an invitation to the people who live and work in Vancouver to make a clear statement about their desired future and how challenges are to be met. It is far more than a plan about land use and transportation directions (although those are integral); rather it is proposed to encompass a broad range of policy objectives related to social, economic, environmental and cultural policy perspectives. Appendix C provides a list of best practice examples of recent city plans confronting issues such as affordability, climate mitigation and adaptation, inequity and reconciliation, emerging technology, and the need for priority-setting.

Reflecting early input from City Council at a March 9, 2019 Special Council Meeting, cross departmental workshops of the City Leadership staff team and discussions with other agency representatives and key stakeholders, the following key opportunities for creating a City-wide Plan for Vancouver have emerged. These will help clarify and guide continuing public engagement and allow staff to prepare by conducting the appropriate scope of research and technical work.

#### **a. Key Opportunities in creating a new City-wide Plan for Vancouver**

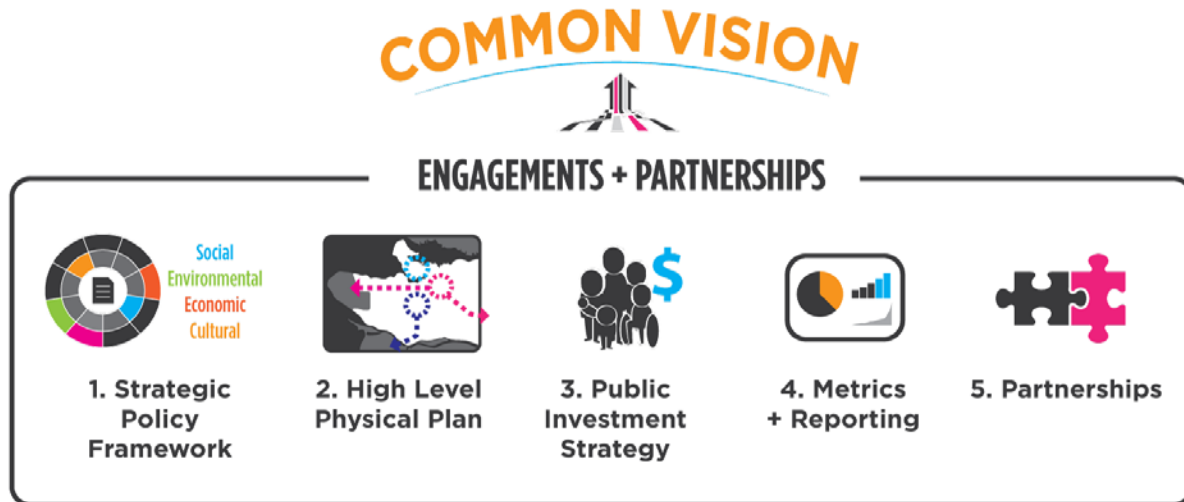
The primary opportunities in the City-wide Plan are to:

1. Create a long-term vision for future generations of Vancouver by:
  - acknowledging the colonial history of Vancouver, and the Musqueam, Squamish and Tsleil-Waututh Nations care and stewardship of this land as a starting point in the conversation of a city-wide plan;
  - broadly engaging residents, workers, employers, institutions, non-profits, civic and neighbourhood groups throughout the city and;
  - asking, *“What kind of city do we want to become over the coming decades, and why?”*
2. Articulate key choices, trade-offs and strategies that will enable realization of this vision.
3. Engage a variety of public and partners to participate in shaping and sharing in the implementation of the vision through action.
4. Align with, and inform, concurrent long-term policy efforts undertaken by other regional agencies.

#### **b. Elements of the City-wide Plan**

The process will work towards a common vision through broad and equitable engagement and partnerships to develop a plan that includes a strategic policy framework, a high-level physical plan, a public investment strategy, key metrics and annual reporting structure, as well as the partnerships needed for successful implementation (Figure 3).



**Figure 3: Elements of the City-wide Plan**

The elements of the plan are briefly described below:

- **A long-term Vision for the future of Vancouver looking out to 2050 and beyond** – taking into account climate change and adaptation, that is developed with extensive engagement using an equity informed approach of all residents, businesses, other governments, agencies, groups and interested parties through informed dialogues.
- **A Strategic Policy Framework** – that integrates the four pillars of sustainability (social, environmental, economic, cultural) and articulates priority goals and directions across a range of topics to support the overall vision. It will identify 'big moves' and strategies across key areas of city-building to support the future urban environment and qualities that Vancouver is seeking to achieve. Participants will engage in deep discussions on priorities and trade-offs related to policy areas such as city and neighbourhood livability, mobility and accessibility, affordable living, protection of natural systems, parks and community amenities, the local economy and community prosperity, social well-being and how we can advance overall equity and reconciliation.
- **A High-Level Physical Plan** – that will indicate generally where the built environment will change (e.g. areas for future additional housing capacity and choice, enhancement of shopping/service areas, the location of employment lands, new and enhanced transportation connections, green/ecological corridors, and where investments may be required for underground infrastructure to service future growth). This framework will coordinate with and integrate concurrent planning for areas such as the Broadway Corridor and Jericho Lands and inform further detailed area planning efforts that flow out of the City-wide Plan.
- **A Public Investment Strategy** – to prioritize and coordinate the required supporting investments in infrastructure and civic amenities, as well as programmatic investments for economic, social, and cultural aspirations. This will be developed with a view to coordinating plan directions with city capital and service planning. Partnerships with Provincial and federal agencies, as well as other organizations will be key to realizing a successful strategy and implementation.



- **Key Metrics and Reporting** – to ensure we are moving towards the city we want, the plan will include a series of key metrics (including a suite of goals, outcomes, indicators and a monitoring framework) as well as a reporting structure to track our successes and short-comings for delivering on our plan's intentions. This will allow the plan to be flexible enough to allow for new innovations and changing circumstances, while retaining the long-term goals of the plan.
- **Partnerships for Implementation** – Recognizing many strategies require efforts and players outside of the City's jurisdiction to achieve success, the City-wide Plan will highlight those required partnerships and the roles and responsibilities we share in achieving our desired outcomes.

### 3. General Public Engagement Approach

A supportable and implementable city-wide plan will require a shared vision for our future that resonates across diverse communities throughout Vancouver. To achieve this, this process will start with listening - deeply and broadly - to the aspirations, hopes, challenges, and ideas of all Vancouverites. The process will build on existing practice of citizen-led, equity-oriented involvement while continually looking for better ways of engaging that addresses the key gaps of traditional outreach.

The draft engagement approach has been created by integrating the key aspirations and ideas shared by Council, inputs from staff across City departments, and community feedback. As per Recommendation C, these key audiences, measures of success, and principles for engagement will be further refined through early public engagement as we adapt the process to respond to community feedback and needs.

A broad overview of engagement activities is included in Appendix E of this report (Planning Program Phases) and an outline of the initial phase of public engagement has been outlined in Appendix D to provide a sense of the scope, scale and reach of the effort.

#### a. Draft Engagement Principles

The draft principles outlined below will help guide the focus and effort of public engagement. These will be further refined during the first phase of planning and engagement.

Based on best practices, feedback from other City processes and from Council at its Special Council meeting on March 9, 2019, engagement for the City-wide Plan will:

- ▶ **Be broad, multi-generational, multi-community and multi-sector.**  
Establish a new bar for community involvement and meaningful engagement by ensuring all voices and perspectives have the opportunity to participate fully in this process.
- ▶ **Build equity into the process to ensure traditionally underrepresented voices are heard, respected, and reflected.**  
While all activities will aim to be broadly inclusive, an open invitation is not always enough. Special effort will be made for targeted engagement that

identifies underrepresented voices, intentionally removes barriers, and ensures a truly representative plan for all who live, work and play here.

► **Take a city-wide perspective that encompasses neighbourhoods, businesses, non-profit organizations and institutions.**

Some opportunities will only be available to us when we think at a city-wide or regional scale. The best possible outcomes will combine this thinking with what matters most at a localized scale. Engagement will need to move between these scales to optimize the outcomes and possibilities for the future.

► **Support community-led conversations and expertise.**

Our city is home to passionate and involved citizens and organizations who contribute daily to making Vancouver better. This plan will partner with, and support these local experts, to leverage their strong relationships, local knowledge, and community expertise as a central driver of engagement for this plan. In this way, the process will be iterative and responsive to community feedback along the way.

► **Be flexible, adaptive, and responsive.**

The consultation program will adapt and respond, as necessary, to address community priorities including any core issues that arise throughout the program.

► **Identify collective values and priorities.**

Arriving at a supportable plan for our future will require identifying common values and principles to guide planning. Arriving at policy directions will require focused conversations on our priorities and the trade-offs necessary to get where we are trying to go. Tools and tactics will be deployed to clarify information on choices.

► **Go to where people are.**

People are busy and engagement will need to meet people where they already are, and where they feel comfortable, trust, and safe to participate. Whether that is while they are accessing essential services, meeting with friends or community members, out enjoying the city, or celebrating at festivals or other events, this process will aim to make it easy for people to participate by going to where they already are.

► **Make particular efforts to engage children, youth and young adults.**

Young people are too often disconnected from meaningful participation in civic life and its decision-making processes. This process will ensure that youth and young adults are brought into the process and that their voices and ideas are reflected with prominence in the outcomes of this work.

► **Ensure many ways to be involved (in-person, digital, surveys, etc.).**

Every phase of engagement will have multiple avenues for getting involved and include a mixture of in-person and digital activities and tools. A variety of media will be used to help communicate key issues, opportunities and options.

► **Be transparent, accessible and fun!**

Imagining a future for a city we can all love should be enjoyable and rewarding. Take every effort to ensure that the activities, events, and engagement tactics bring people together, build community, and are fun! Part of bringing people together will be ensuring that material is clear, concise and visually accessible with a transparent road map for the process.

**b. Key Partners, Collaborators, and Audiences**

*The Whole City is the Audience*

The City of Vancouver is home to over 630,000 people and 425,000 employees, who live, work and play here. Engagement for the plan will aim to reach as many perspectives as possible and be reflective of our city's diverse population. It is our goal to reach all neighbourhoods across the city. While broad public engagement is essential to the development of the City plan, there are some groups and communities that may require focused approaches and different considerations to ensure engagement.

*Gender Equity and Inclusion*

The City of Vancouver, through its Women's Equity Strategy and Trans, Gender Variant and Two-Spirit Action Plan, is committed to making Vancouver a place where all self-identified women, girls and two-spirited people have full access to the resources provided in the city and opportunities to fully participate in the political, economic, cultural and social life of the city. Women and girls comprise a majority of Vancouver residents (51%) but on average have lower incomes, less housing security, more unpaid work, experience far greater rates of poverty and gender based violence and in general have fewer opportunities than men and boys.

*Underrepresented and Equity Seeking Communities*

For many residents, a number of systemic barriers exist that limit their involvement in public dialogue and engagement. These barriers may include access (e.g., a lack of time, family commitments, disability and/or language challenges) or more systemic or structural barriers to participation (e.g., safety to participate in groups, poverty, stigma, racism, and discrimination).

For others, their participation in City processes is markedly low, despite making up a significant share of the population. For example, renter households, which make up 53% of the city, have traditionally been significantly underrepresented in our processes. Engagement for this plan will take an equity-based and proactive approach to building engagement processes that build on recent best practices and reduce as many of these barriers as possible, involving people with lived experience and providing supports as needed to invite all into the conversation.

*Children, Youth and Young Adults*

The UN Convention on the Rights of the Child was unanimously adopted by the General Assembly of the United Nations and is the most widely ratified human rights document in the world. It asserts that children have the right to participate in decisions that affect them; however, young people continue to be largely excluded from meaningful

participation in community decision-making. We are also concerned about young adults and how their voices are reflected in city processes and policies, recognizing younger generations are being “squeezed” and challenged in new ways, resulting in fewer opportunities compared to older generations. Engagement will address this disconnect by building strategic partnerships and supporting broad involvement of our children, youth and young adults who make up 42% of the city’s population under 35.

### *Urban Indigenous Peoples*

Urban Indigenous peoples with many diverse languages, cultures and experiences have come to call Musqueam, Squamish, and Tsleil-Waututh territory home. Listening and learning with them will be essential to a successful plan for all. The City has a Memorandum of Understanding with the Metro Vancouver Aboriginal Executive Council (MVAEC), made up of 25 Indigenous service agencies serving urban Indigenous residents across the city. As just one of the approaches staff will take to ensure deep and broad engagement with this diverse urban community, the proposed budget includes funding for MVAEC to enable full participation and meaningful collaboration in the plan-making process.

### *City Employees*

The City of Vancouver employs over 11,600 people who deliver services, provide expertise, and interact with residents, workers, partners, and visitors on a daily basis. This represents an immense pool of knowledge and experience that will be accessed through the city-wide planning process through internal engagement across the organization.

### *Key Partners and Collaborators*

The engagement approach will also aim at ensuring that key organizational partners and collaborators are involved in this process, and that their voices are reflected in the final products. These groups include:

#### *Musqueam, Squamish, & Tsleil-Waututh Nations*

The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the Musqueam, Squamish, and Tsleil-Waututh People and that each Nation has a rich living culture and history on these lands. Early conversations have been initiated by the Mayor with the Nations’ elected officials, as well as at the staff level to begin to discuss how we can best work together in creating a new City-wide Plan.

These relationships are critical for meaningful and authentic engagement and the City-wide Planning team will commit to resourcing an Indigenous Planner to liaise with the Musqueam, Squamish and Tsleil-Waututh Nations. The proposed budget includes funding for new staff positions for the Musqueam, Squamish and Tsleil-Waututh Nations, as well as funding for MVAEC to enable full participation and meaningful collaboration in the plan-making process.

### *Non-Profit + Community Organizations*

Community leaders across Vancouver provide front line services and supports everyday through grassroots efforts across our city. Recognizing the role these organizations play in creating the kind of city we want to live in, this planning process will provide resources to support them in efforts to reach out and bring in the broad and diverse voices of the city.

### *Intergovernmental + Implementation Partners*

A number of governmental organizations and service providers work with the City to deliver the needed infrastructure, programs, and services that our society expects of good governance (i.e. senior levels of government, health and transit authorities, school boards, etc.). Working with these organizations to share priorities, implementation challenges and opportunities to build a better city and region will be essential to developing and delivering a meaningful and transformative plan.

### *Civic Organizations + Other Stakeholder Groups*

A variety of stakeholder organizations and associations represent a diverse set of interests throughout Vancouver. These organizations often have engaged members with specific concerns or aspirations for the future of our city, and include organizations of businesses, economic sectors, academic institutions, and other special interests across the city.

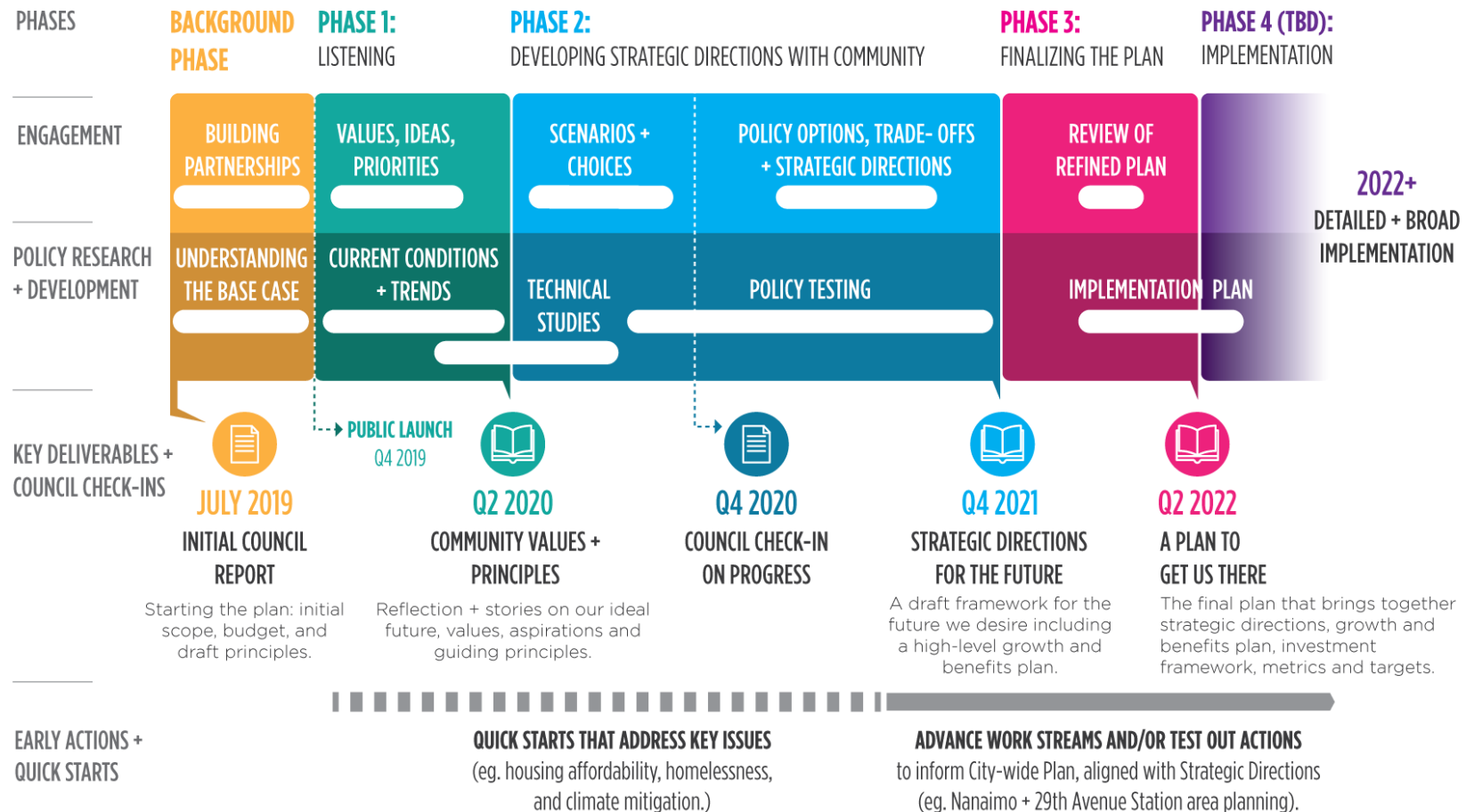
## **4. Planning Program Phases and Deliverables**

Figure 4 illustrates a general planning and engagement process that is anticipated to take about three years (36 months) from Council approval of the planning program to adoption of the City-wide Plan. Starting with a listening phase, the provisional approach is proposed in order to launch the City-wide Plan program, and will be flexible and adapt to respond to community feedback received along the way. In addition to public engagement, technical studies, policy reviews, and modelling are required for the development of the City-wide Plan. The process will be carried out in the following general phases with key deliverables provided to Council at each step:

- **Background Phase Scoping to launch** (present to Q4 2019)
- **Phase 1 Listening** (Q4 2019 – Q2 2020)
- **Phase 2: Developing Strategic Directions with the Community** (Q2 2020 – Q4 2021)
- **Phase 3: Refining and Finalizing the Plan** (Q4 2021 – Q2 2022)
- **Phase 4: Implementation** (Q2 2022+)

Further detail on each phase, including key deliverables is outlined in greater detail in Appendix E.

**Figure 4: Summary of the General City-wide Planning Program Phases**



## **5. Considerations for Existing Policy and Associated Concurrent Policy Initiatives**

The purpose of this section is to provide clarity on the parameters of the planning program, specifically in relation to existing policy, or special considerations and how these influence ‘what’s on (or off) the table.’

### **a. Foundational city-wide policy (see Appendix B)**

There is a strong foundation for a city-wide plan with many existing Council-adopted policies encompassing areas such as a reconciliation framework with First Nations, protection of the environment (Greenest City Plan, Biodiversity Strategy), provision of affordable housing opportunities for a broad range of people (Housing Vancouver), support for healthy and livable communities (Healthy City Strategy), advancing equity for women (Women’s Equity Strategy) and transportation directions (Transportation 2040).

The development of these city-wide policies and strategies entailed extensive public and stakeholder involvement. These plans and strategies will serve as foundational pieces of work to frame the City-wide Plan conversation, and inform policy development as well as priority-setting for the new City-wide Plan (see Appendix B).

### **b. Recently completed area and community plans**

Over the past ten years, the City has completed a number of area plans, with varying levels of detail and scope tailored to the local conditions of each respective area. These plans cover a range of topics including housing, transportation, amenities, parks and public spaces, community well-being, and heritage, etc. They also include detailed land use direction to guide built form change over time. Representative plans include the Cambie Corridor Plan (2018), Northeast False Creek Plan (2018), Joyce Collingwood Station Area Precinct (2017), False Creek Flats Plan (2017), Grandview-Woodland Community Plan (2016), Marpole Community Plan (2014), Downtown Eastside Plan (2014) West End Community Plan (2013) etc.

The creation of these area plans included extensive engagement and community investment. Tens of thousands of people were involved throughout the various planning programs to help shape these plans and create a future vision for these communities. The plans have created a sense of certainty for what to expect in the coming decades – building a momentum of public and private investment. The intent of the City-wide Plan is not to revisit policy directions covered under these plans; however, through the process there will be opportunity to ensure these plans align with the identified values and directions of the new City-wide Plan. Updates and enhancements to various policies and plans may arise in order to improve directions towards the overall vision for the city, or respond to urgent issues and opportunities that arise during the planning process.

### **c. City-wide policies – land use**

There are also a number of city-wide land use policies that have been adopted over the years that will be considered through the City-wide Plan process. While applications under these policies/programs will continue to be considered during the planning process, their long-term applicability will be informed by the City-wide Plan. Examples include: Rental 100; Moderate Income Rental Housing Pilot Program (MIRHPP); and the Affordable Housing Choices Program (AHCP).



#### **d. Community Visions**

Between 1995 and 2010, as a follow-up to the 1995 City Plan, the City developed nine Community Visions to set high level community aspirations for their predominantly single-family neighbourhoods. Visions were intended to provide high level direction for communities for 10-20 years and were to be supported by implementation plans that would follow the adoption of each Vision. Implementation was completed for two areas – the Norquay Village Neighbourhood Centre Plan (2010), and the Kingsway and Knight Neighbourhood Centre: Housing Area Plan (2004).

The Visions provide valuable information about the desires and aspirations of the communities of the day that created them. Given the age and intended lifespan of the Visions, new policy directions will be explored through the City-wide Plan process for these areas.

#### **e. Policy development concurrent to City-wide Plan**

While the City-wide Plan will serve as the City's strategic framework that sets the vision for Vancouver's future, and guide growth and change in the city over the coming decades, concurrent policy programs are also underway. Some are foundational to the City-wide plan, like the Employment Lands and Economy Review, Resilient Vancouver Framework, Equity Framework, Creative City Strategy, VanPlay, Climate Emergency Response, and implementation of the Housing Vancouver Strategy.

Others are geographically defined, time sensitive and complementary to the City-wide Plan, like Broadway planning and the Jericho Lands Policy Statement development. There will be opportunities with these programs to both inform and align with directions from the City-wide Plan.

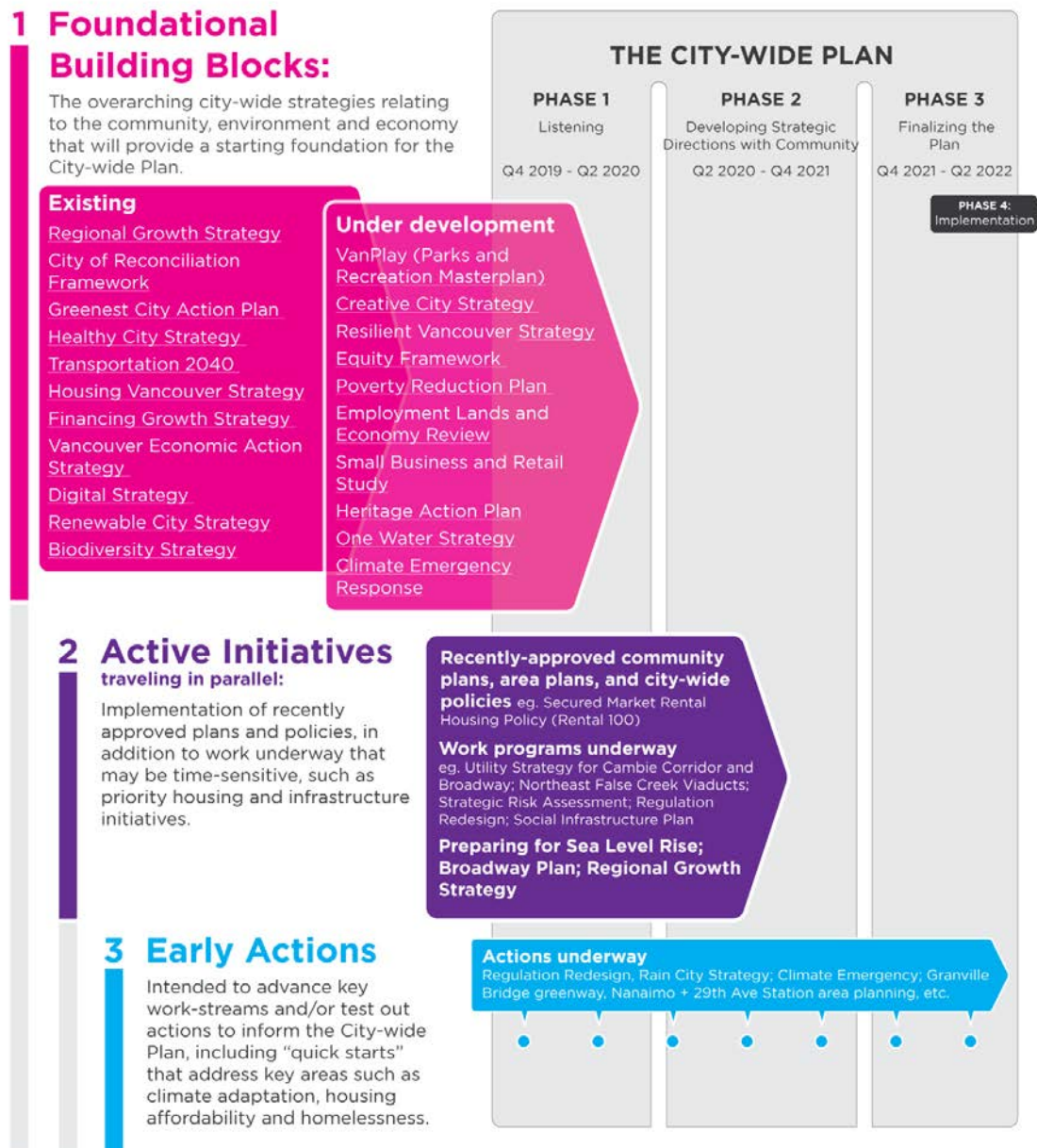
#### **f. Rezoning enquiries during the planning process**

Recognizing the broad scope of the City-wide Plan process, it will be important to continue to advance work on important City objectives such as the housing and climate crises during the planning process through the ongoing implementation of existing approved community / area plans and city-wide policies. These plans continue to deliver new housing, job space, and amenities, and support a more compact urban fabric to help reduce our overall greenhouse gas emissions.

Staff recommend that existing rezoning policies remain in effect during the City-wide Plan process, until such time as specific policies are brought forward to be updated or repealed based on new directions determined as part of the City-wide Plan. This would be anticipated to occur generally towards the end of the planning program, likely in conjunction with the adoption of new policy (e.g. a new City-wide Plan) addressing the areas for which older policy is being updated or repealed to align with new City-wide Plan directions.

**Figure 5: Integration of Existing Council Policies and Plans in Progress\***

\* This chart demonstrates ways that existing and ongoing policy initiatives will inform, and be informed by, the City-wide Plan. It is not comprehensive list of relevant policies and plans. You may find a more comprehensive list of policies in Appendix B.



## 6. Project Office and Program Management

**Recommendation B** is that the City-wide Planning program involve key City departments, and that a City-wide Plan team be created, under the direction of the General Manager of Planning, Urban Design and Sustainability (PDS), which includes appointments from appropriate departments. PDS will provide a staff team to coordinate the City-wide plan initiative.

To be successful, the City-wide Plan needs to be a broadly based program with meaningful involvement of other city departments throughout the process. Staff from key departments including Planning, Urban Design and Sustainability, Engineering, Arts, Culture and Community Services, Park Board, Communications and Engagement, Finance, Resiliency Office and Real Estate and Facilities Management will be assigned to work on the City-wide plan. Staff from Police, Fire and Library Services departments will also participate in planning.

A dedicated cross-departmental project team of approximately 30-35 staff will coordinate and support the engagement and policy development of the City-wide Plan with an additional contingent of staff from all departments involved in a technical team of policy working groups.

The General Manager of PDS and the Deputy Director of Long-Range and Strategic Planning will oversee the cross departmental working group and dedicated project team which in turn reports to a City Manager-led Corporate Leadership Team (Steering committee) and ultimately to City Council. Figure 1 in Appendix F illustrates this structure generally which reflects many major City cross-departmental initiatives thereby enabling experienced, innovative policy thinking across the organization.

## **7. Roles and Responsibilities**

Creating the City-wide Plan will be a collaborative process involving First Nations and urban Indigenous peoples, residents, businesses, regional bodies, civic entities and stakeholders residing in and beyond the city, resource groups such as City advisory bodies, community groups and non-profits, senior levels of government, experts and city staff from many departments. No single group creates the Plan; rather different constituents each play an important role.

**Communities** (residents, tenants, landlords and homeowners, property owners, business owners and employees of local businesses and service agencies): Collaborating with City staff, the community will help identify values, issues, opportunities and actions, priorities, and select preferred options. (Note that the term “community” can refer to members of the geographic community or neighbourhoods, as well as various “communities of interest”.)

**Community Groups** (Community organizations, Business Improvement Associations (BIAs), neighbourhood houses, faith-based organizations, non-profit service providers, co-operatives, and other associations): Help City staff with outreach, identifying issues, opportunities and actions, and the review of policy options. In particular, Community Stakeholders who work with, or advocate for individuals with barriers to involvement will play an important role in helping to reduce these barriers and maximize the reach of this process.

**Government and City/Regional Stakeholders** (Local First Nations government, other senior levels of government and regional bodies, business and other interest-based organizations, universities, academic communities and school boards, port and transit authorities, health authorities, and others): With a purview beyond the geographical boundary of the City of Vancouver, but an interest in the city-wide planning initiative, government representatives and stakeholders will be asked to help City staff with outreach, identifying issues, opportunities and actions, and the review of policy options.

**City Staff Team:** Staff will manage the planning process and collaborate with the community to identify values, issues, opportunities and actions informed by city-wide and regional

policy. Staff will develop policy and draft the plan and convey it to Council for approval. Ongoing support will be provided by representatives from a number of City departments, boards and external government agencies.

**Council Advisory Committees:** Council appointed advisory committees and advisory boards play an important role in the City’s community engagement network. Council Advisory Committees will be engaged throughout the process, to provide input as individual stakeholders and to comment on emerging directions relevant to their mandates.

**City Boards and Agencies:** Civic Boards and Agencies play an important governance role over significant City operations. Park Board Commissioners, Library Board members, and Police Board members will be invited to be "active observers" during the planning process.

**City Council:** City Council provides overall governance oversight of the planning process, allocates resources, and has a key decision-making role in approving plan deliverables through the phases of the process and final approval on the plan, while also being “active observers” during the planning process. Council will also have a role in engaging with the Musqueam, Squamish, and Tsleil-Waututh leadership and with representatives of other governments and agencies.

**Table 1: City-wide plan – General Roles and Responsibilities**

	Manage Process	Outreach	Barrier Reducing Outreach	Values, Issues + Principles	Drafting Policy Options	Policy Testing	Review of Strategic Directions	Drafting the Plan	Review of Draft Plan	Plan Approval
The Community										
Community Groups + Non-Profits										
City/Regional Stakeholders										
City Staff Team										
Council Advisory Committees										
City Boards + Agencies										
Musqueam, Squamish + Tsleil-Waututh (Staff + Council)	To be confirmed through government-to-government meetings									
City of Vancouver Council										

Notes:

- This table outlines general roles associated with different actors; however, the work will likely overlap.
- ❖ indicates Council’s decision-making role in reviewing and approving Plan deliverables at key milestones.

## **IMPLICATIONS**

### **Financial/Budget Implications**

The City-wide Plan program is anticipated to be approximately three years in duration followed by ongoing implementation efforts. It will create a dedicated cross-departmental team of approximately 30-35 staff convened through Planning, Urban Design and Sustainability (PDS), with an additional contingent of staff from all departments involved in a technical team of policy working groups.

Staff capacity will primarily be redeployed from long-range policy planning programs across the organization to focus on the creation of the City-wide Plan given its priority and fundamental role in strategically guiding city-wide priorities, work programs and investments. A number of new positions will also be required to support the robust engagement, integrated policy and associated technical analysis efforts required to achieve the objectives outlined in Council's motion to expedite the development of a City-wide Plan. Significant funding resources will be required to conduct the fulsome engagement program outlined in this report and reflect Council's aspirations. Specific funding is allocated towards enabling meaningful engagement of the Musqueam, the Squamish and the Tsleil-Waututh Nations as well as urban Indigenous populations. Resources are also targeted for effective engagement of the diverse communities and groups outlined in this report with specific funding support to ensure under-represented, systematically excluded and marginalized populations, culturally diverse, children and youth groups can meaningfully participate.

The total incremental cost of the City-wide Plan is estimated to be \$17.9 million for the years 2019 to 2022. This includes approximately \$7.5 million for costs related to the robust consulting and engagement program outlined in this report. Consulting and engagement contracts will be secured early in the process. Other non-salary costs include items such as space, equipment, and IT. The value of staff being redeployed (not considered incremental) to this priority project averages \$2.4 million per year (\$8.4 million over the project) and the cost of new staff required for the City-wide Plan is estimated to average \$2.6 million per year (\$9.2 million over the project), for the years 2019 to 2022.

Funding in the amount of \$3.4 million is required for 2019. This amount will be managed within the current year's operating budget through year to date vacancy savings from delayed hiring, as well as through prioritization of other PDS related project funding to be allocated to this priority. The remaining \$14.5 million required (average \$4.8 million per year) for this plan will be brought forward as part of each year's annual operating budget process. Funding for 2020 activities of the City-wide Plan (Phase 1-2) will be subject to the 2020 budget process and Council approval. Subsequent funding requests will be through 2021 and 2022 budget processes.

Total cost estimates for this plan are comparable to major planning projects within Vancouver and region and other major cities. The City-wide Plan, which includes planning for the City's long-term investments in infrastructure, community amenities, affordable housing, park and open space, etc. to support residents and businesses, is a critical piece of work to guide the health and sustainability of Vancouver and adjacent areas.

## **Environmental Implications**

A city-wide plan that integrates and builds on directions from the recently adopted Climate Emergency Response, Greenest City Action Plan, Renewable City, Transportation 2040 and other environmental sustainability policies represents a once in a generation opportunity for Vancouver to advance its aspiration to be the “greenest” city in the world and carbon neutral before 2050.

## **Social and Cultural Implications**

A city-wide plan that considers the Healthy City Strategy (and related initiatives, including emerging Equity Framework), Housing Vancouver, and the Creative City Strategy, provides an opportunity to identify priorities for affordable living, strong, safe and inclusive communities, cultural and social amenities, as well as opportunities to provide important job space to foster creative capital and a growing economy.

## **Communications**

Effective, accessible and timely communications will be essential in the creation of the City-wide Plan. The PDS and Communication and Engagement departments will work collaboratively as part of the core integrated project team to develop appropriate communication and engagement strategies in line with the draft public engagement principles outlined in this report. Opportunities to coordinate with other policy and planning initiatives (e.g. Climate Emergency Response, Employment Lands and Economy Review, Equity Framework, Broadway and Jericho area planning) will be explored.

## **CONCLUSION**

The recommendations of the report are intended to set the City-wide plan process underway. A general planning process is proposed in order to launch the City-wide Plan program, and will be flexible and adapt to respond to community feedback received along the way. Council’s approval is requested.

\* \* \* \* \*

**Appendix A – Council Motion on “Expediting a City-wide Plan for Vancouver”**

**Expediting a City-wide Plan for Vancouver** (final motion, with amendments included, as passed on November 14, 2018)

**STANDING COMMITTEE OF COUNCIL ON POLICY AND STRATEGIC PRIORITIES**

THAT the Committee recommend to Council

**WHEREAS**

1. The City of Vancouver’s only complete city-wide plan was written by Harland Bartholomew in the 1920s, almost 100 years ago;
2. The City launched a neighbourhood-by-neighbourhood CityPlan process in 1992, which included a robust public engagement process (CityPlan Terms of Reference 1999), but that was stopped before its completion by City Council in 2010;
3. Developing a city-wide plan provides an opportunity to genuinely engage Vancouver residents, businesses and civic entities in a collaborative process to determine what kind of city they want Vancouver to become and how best to tackle key city-wide challenges like housing affordability, densification to accommodate growth and demographic changes in ways that respect and sustain vibrant neighbourhood character, public amenities needed for livability, our city's future economy, more efficient and affordable transportation, and sustainability measures such as energy self-sufficiency and food security measures to tackle accelerating climate change.

THEREFORE BE IT RESOLVED THAT, given the urgency of the housing affordability and accelerating climate change crises, Vancouver City Council direct staff to consult with all Council members and to report back for City Council's approval as early as possible in the first quarter of 2019 on:

- i. The scoping of an expedited work plan and timeline to co-develop with Vancouver residents and stakeholders a city-wide plan that includes urban design considerations, including on a fine-grained scale, and focuses on determining the future of our city including accommodating growth, changing demographics and diversity; pursuing reconciliation; increasing housing that's locally affordable; updating the Transportation 2040 plan; growing local jobs in a



sustainable economy; incorporating social well-being including providing local food security; improving transportation and public amenities; enhancing places for people and vibrant liveable neighbourhoods including local shopping streets; planning for low density residential neighbourhoods; and ensuring our city does its part in tackling the climate crisis by rapidly reducing greenhouse gas emissions;

- ii. The Scoping of an expedited work plan and timeline to co-develop with Vancouver residents and stakeholders a city-wide plan that is informed by equity, accessibility, spatial justice and the fundamental right to housing;
- iii. The goals and objectives of the City-wide Plan;
- iv. The public engagement process for the City-wide Plan;
- v. The governance of the City-Wide Planning process;
- vi. The resources needed to conduct and complete this city-wide plan, including a robust and collaborative public engagement process that should be launched in the Spring of 2019 and that could include neighbourhood planning bodies; and
- vii. Any plans for a future city-wide plan which include measures to protect renters from renoviction, demoviction and gentrification.

## Appendix B – Existing Council Policies and Plans in Progress

# Regional + City Policy Overview

This document provides a high level overview of key strategies that relate to the region and the city, many of which are anticipated to be the foundational building blocks for the City-wide Plan, or may be updated and integrated into the Plan. For ease of reference these have been categorized into policies relating to the community, environment, urban systems and economy, or for those that span multiple categories they have been captured under overarching.

REGIONAL STRATEGIES	Policy Timeframe	Related Work / Notes
<b>Overarching</b>		
<b>Regional Growth Strategy - Metro Vancouver 2040: Shaping our Future (2011)</b> contains strategies to advance five goals related to urban development, the regional economy, the environment and climate change, housing and community amenities, and integrating land use and transportation.	<b>2040</b> (30 Year Strategy, to be updated)	<ul style="list-style-type: none"> <li>• Adopted in 2011 by 21 municipalities, TransLink and adjacent regional districts</li> <li>• The City of Vancouver's Regional Context Statement ODP addresses the five Goals of the Regional Growth Strategy and describes the measures the City of Vancouver has adopted to implement them</li> </ul>
<b>People, culture and communities</b>		
<b>Towards an Urban Aboriginal Housing and Wellness Strategy for Metro Vancouver (2015-2020)</b> responds to the clear need for Aboriginal housing and cultural services across Metro Vancouver.	<b>2020</b> (5 Year Plan, Strategy underway)	<ul style="list-style-type: none"> <li>• Development of a 10-year regional Indigenous housing strategy (upcoming)</li> <li>• Connecting the Dots: Regional Green Infrastructure Network Resource Guide</li> </ul>
<b>2014-2019 Homelessness Partnering Strategy</b>	<b>2019</b> (5 Year Plan)	
<b>Complete Communities Project</b>	<b>Ongoing</b> (various streams)	<ul style="list-style-type: none"> <li>• The Municipal Survey of Child Care Spaces and Policies in Metro Vancouver (2016)</li> <li>• Health Impact Assessment (HIA) of Transportation and Land Use Activities: Toolkit and Guidebook</li> <li>• Transit-Oriented Communities: A Primer on Key Concepts</li> </ul>
<b>Environment</b>		

<b>Ecological Health Framework (2018)</b>	<b>Ongoing</b> (various streams)	<ul style="list-style-type: none"> <li>• Green Infrastructure in Metro Vancouver - Facts in Focus (2015)</li> <li>• Sensitive Ecosystems Inventory for Metro Vancouver 2010-2012</li> <li>• Directions include "Conduct a review of Metro 2040 environmental and climate change policies to inform the next iteration of the regional growth strategy."</li> </ul>
<b>Climate 2050 Strategic Framework (2018)</b> will guide climate change policy and action for Metro Vancouver for the next 30 years. The strategy addresses adaptation (responding to climate impacts) and mitigation (reducing GHG emissions), both of which are necessary complements in addressing climate change.	<b>2050</b> (30 Year Strategy, underway)	<ul style="list-style-type: none"> <li>• Urban Forest Climate Adaptation Framework for Metro Vancouver (2016, updated 2017)</li> </ul>
<b>Urban Forms and Systems</b>		
<b>Regional Food Systems Strategy (2011)</b>	<b>Ongoing</b> (Timeframe not specified)	<ul style="list-style-type: none"> <li>• Regional Food System Action Plan (2016) 2016- 2020 with ongoing actions identified</li> </ul>
<b>TransLink's Regional Transportation Strategy Strategic Framework (2013)</b> sets vision, strategies and goals for a 30-year period. Update underway (see Transport2050).	<b>2045</b> (30 year Strategy, update underway see Transport 2050)	<p>Related work and supplementary documents:</p> <ul style="list-style-type: none"> <li>• Mayor's 10-Year vision (2014) for implementing Regional Transportation Strategy</li> <li>• 10-Year Investment Plans (2017, 2018, and TBD)</li> <li>• Regional Goods Movement Strategy (2017)</li> <li>• Metro Vancouver Mobility Pricing Study (2018)</li> <li>• Port South Shore Trade Area Transport Study (2009, Port of Vancouver)</li> </ul>
<b>Regional Affordable Housing Strategy (2016)</b> advances the goals of the Regional Growth Strategy to provide leadership on housing needs in the Metro Vancouver region.	<b>2040</b> (Aligned with Metro 2040)	<ul style="list-style-type: none"> <li>• Housing and Transportation Cost Burden Study (2015)</li> <li>• Transit-Oriented Affordable Housing Study Phase 1 (2017)</li> <li>• Municipal Measures for Affordable and Diverse Housing (2018)</li> <li>• Transit-Oriented Affordable Housing Study Phase 2 (2019)</li> </ul>
<b>Transport 2050 (underway)</b> - A new 30 year vision for the region, Regional Transportation Strategy.	<b>2050</b> (30 year Strategy, underway)	<ul style="list-style-type: none"> <li>• Next 30 years of transportation, led by TransLink. Consultation has now launched visit <a href="http://transport2050.ca">transport2050.ca</a> for details</li> </ul>

Economy		
<b>Regional Industrial Lands Strategy (underway)</b> is intended to establish a vision for the future of industrial lands across Metro Vancouver to the year 2050, and to provide a set of recommendations to guide a broad range of stakeholder actions to achieve that vision.	<b>2050</b> (30 year Strategy, underway)	<ul style="list-style-type: none"> <li>• Metro Vancouver 2015 Industrial Lands Inventory</li> <li>- Summary Report (2016)</li> </ul>
<b>Economic Strategy for Agriculture in the Lower Mainland (2002)</b>	<b>Ongoing</b>	<ul style="list-style-type: none"> <li>• Agriculture Economic Development Initiatives (2013)</li> <li>• Profile of Metro Vancouver's Agri-Food Industry (2013)</li> <li>• Agriculture Research and Analysis (ongoing)</li> </ul>
CITY OF VANCOUVER STRATEGIES	Policy Timeframe	Related Work / Notes
<b>Overarching</b>		
<b>Regional Context Statement ODP (2013)</b> shows how Vancouver's policies and plans work toward achieving the goals and strategies set out in the Regional Growth Strategy.	<b>Ongoing</b> (to be updated)	<ul style="list-style-type: none"> <li>• Aligns with Regional Growth Strategy - Metro Vancouver 2040: Shaping our Future (2011)</li> </ul>
<b>Financing Growth (2004)</b> - this strategy forms the basis of the City's development contribution system and establishes a city-wide policy for Community Amenity Contributions (CACs) and Development Cost Levies (DCLs).	<b>Ongoing</b> (Long-term finance planning to align with City-Wide Plan)	<ul style="list-style-type: none"> <li>• Community Amenity Contribution Review</li> <li>• Corporate Plan 2019 Priorities include Public-facing dashboard; Baseline Financial Review; Asset Planning, Management and Optimization</li> <li>• 10 Year Strategy and 4 Year Plans to be integrated with City-Wide Plan process</li> </ul>
<b>Resilient Vancouver Strategy (underway)</b> is focusing on understanding the trends, hazards and challenges facing our city and ways to adapt and thrive. The City worked with stakeholders to conduct a Preliminary Resilience Assessment in 2017, as a foundation for the Resilient Vancouver Strategy. The Framework was approved in March 2019. Staff are directed to finalize the Strategy and Implementation Plan. Key findings from research and engagement to be integrated into the development of the City-Wide Plan.	<b>TBD</b> (Framework complete, Strategy underway)	<p>Related work and supplementary documents:</p> <ul style="list-style-type: none"> <li>• Earthquake Preparedness Strategy (2013) - 85% of actions are complete or in progress</li> <li>• Resilient Buildings - the City is working with a Seismic Policy Advisory Committee, 100 Resilient Cities, and a collaboration with Natural Resources Canada and UBC, to advance seismic risk reduction for Vancouver's buildings</li> <li>• Critical Infrastructure Interdependency Analysis</li> <li>• Resilient Neighbourhoods Pilot Program - partnership with 4 neighbourhood organizations</li> <li>• Disaster Support Hubs - launched in 2016, the City has designated 25 Hubs</li> </ul>

<b>VanPlay: Parks and Recreation Services Masterplan (underway)</b> sets a 25-year outlook to guide the future parks and recreation in Vancouver. In 2018 the Park Board approved 10 goals to shape the next 25 years.	<b>2045</b> (25 Year Strategy, underway)	<ul style="list-style-type: none"> <li>• Strategy includes 100-yr vision, 25-yr outlook, and 10-yr implementation plan</li> </ul>
<b>Regulatory Redesign (underway)</b>	<b>TBD</b> (underway)	<ul style="list-style-type: none"> <li>• Report to Council 2019</li> </ul>
<b>People, culture and communities</b>		
<b>Heritage Action Plan (2013)</b> focuses on protecting key heritage resources throughout the City.	<b>Ongoing</b> (Strategy underway)	<ul style="list-style-type: none"> <li>• Heritage Action Plan includes "quick starts", "medium" and "longer-term" actions</li> <li>• Heritage Conservation Program (new incentives include: Heritage Incentive Program; Heritage Façade Rehabilitation Program; Heritage House Conservation Program)</li> <li>• Heritage Action Strategy (work in progress)</li> </ul>
<b>City of Reconciliation Framework (2014)</b> has three foundational components focusing on cultural competency, strengthening relationships with Musqueam, Squamish and Tsleil-Waututh First Nations and urban Indigenous communities, and effective decision making within the City's service provision.	<b>Ongoing</b> (four year work plan and report back to Council every two years on progress and outcomes)	<p>Related work and supplementary documents:</p> <ul style="list-style-type: none"> <li>• Dialogues Project (2011)</li> <li>• City's review of the Truth and Reconciliation Calls (TRC) to Action report (2016)</li> <li>• 2017 City of Reconciliation Update report</li> <li>• Truth-Telling: Indigenous Perspectives on Working with Municipal Governments (2017)</li> <li>• Canada 150+ Program (2017)</li> <li>• Draft protocol Agreement (2018) and Statement of Cooperation (2018) between City of Vancouver and Musqueam Indian Band</li> <li>• Exploring Park Board's Colonial Roots and Current Practices (2018) and Reconciliation Strategies - TRC update (2018)</li> <li>• Indigenous Engagement Framework (underway)</li> <li>• Commemorative place naming (underway)</li> </ul>

<b>Healthy City Strategy (2014)</b> is the City's policy framework for a socially sustainable city, focusing on healthy people, healthy communities, and healthy environments.	<b>2025</b> (10 year Strategy, to be updated)	Related work and supplementary documents: <ul style="list-style-type: none"> <li>• Poverty Reduction Strategy (underway) per Healthy City Strategy goals</li> <li>• Healthy City Strategy - Four Year Action Plan (2015-2018)</li> <li>• Healthy City Strategy Refresh / 2019 Action Plan</li> <li>• Equity Framework (in development)</li> </ul>
<b>Equity Framework (underway) as an action item out of the Healthy City Strategy</b> , will be developed to promote equity and inclusion across City policies and plans.	<b>TBD</b> (underway)	<ul style="list-style-type: none"> <li>• Women's Equity Strategy 2018-2028</li> <li>• Trans* and Gender Variant Inclusion Strategy</li> <li>• Age-friendly Action Plan</li> <li>• Accessible city</li> <li>• Dialogues project</li> <li>• Cultural Competency - staff training</li> <li>• Advisory Committees (including Racial and Ethno- Cultural Equity, LGBTQ2+, urban Indigenous Peoples', Persons with Disabilities, Seniors, Women's, and Children, Youth and Families Advisory Committees)</li> </ul>
<b>Social Infrastructure Plan (underway) - as an action item out of the Healthy City Strategy</b> , a long-range strategic plan for social facilities, services and connections that make up the City's social infrastructure network, including City-supported and City-owned facilities.	<b>TBD</b> (underway)	<ul style="list-style-type: none"> <li>• Report to Council in 2019</li> </ul>
<b>Poverty Reduction Plan (underway) - action item out of the Healthy City Strategy</b> ,	<b>TBD</b> (underway)	
<b>Accessibility Strategy (underway) - action item out of the Healthy City Strategy</b> ,	<b>TBD</b> (underway)	
<b>Creative City Strategy (underway)</b> is a comprehensive plan and vision for culture and creativity in Vancouver.	<b>TBD</b> (underway)	Related work and supplementary documents: <ul style="list-style-type: none"> <li>• Making space for Arts and Culture: Cultural Infrastructure Plan 2018</li> <li>• Special Events Policy update (underway)</li> <li>• Music Strategy (underway)</li> <li>• Nightlife Council (underway) research underway to identify key priorities for a potential nightlife Council</li> </ul>

## Environment

<b>Greenest City Action Plan (2011, update underway)</b> is the City's core sustainability policy, setting the aspiration for Vancouver to be the greenest city in the world by 2020. Greenest City comprises 10 goal areas related to zero carbon, zero waste, and healthy ecosystems. As of 2019, Greenest City will be undergoing a renewal process, to set new targets and actions for the 10 years beyond 2020.	<b>2020</b> (10 year Strategy, to be updated with City-Wide Plan and extended to 2050)	Related work and supplementary documents: <ul style="list-style-type: none"> <li>• Renewable City Action Plan - builds on work of GCAP</li> <li>• Zero Emission Building Plan (2016) is a phased approach to aggressively combat and reduce carbon pollution in Vancouver.</li> <li>• Energy Retrofit Strategy for Existing Buildings (2014) is the City's approach to reducing energy use and carbon pollution in existing buildings.</li> <li>• Zero Waste 2040 (2018) is a long-term strategic vision for the city to achieve zero waste by 2040.</li> </ul>
<b>Coastal Flood Risk Assessment (2012-2018)</b>	<b>2018</b> (work ongoing)	<ul style="list-style-type: none"> <li>• Sea Level Rise Planning update (2018)</li> </ul>
<b>Biodiversity Strategy (2016)</b> , together with the <b>Urban Forest Strategy, Re-Wilding Vancouver</b> , the <b>Integrated Rainwater Management Plan</b> , and the <b>Bird Strategy</b> , presents goals and targets for supporting biodiversity on public and private lands in Vancouver.	<b>Ongoing</b>	<ul style="list-style-type: none"> <li>• Urban Forest Strategy (2018) - sets key priorities for growing and maintaining a healthy and resilient urban forest, and established the goal to increase Vancouver's urban forest canopy to 22%</li> </ul>
<b>Renewable City Strategy (2015)</b>	<b>2015 - 2050</b>	<ul style="list-style-type: none"> <li>• Renewable City Action Plan - builds on work of GCAP</li> </ul>
<b>Climate Change Adaptation Strategy (2018 update)</b> is the City's nationally leading response to the challenge of preparing for a new climate normal. Originally begun in 2012, and with over 50 actions already completed, the 2018 iteration of the strategy lays out a new set of priorities and supporting actions, and new focus areas, including: climate robust infrastructure and buildings, connected and prepared communities, coastal preparedness, and healthy and vigorous natural assets.	<b>2023</b> (next update in 2023)	Related work and supplementary documents: <ul style="list-style-type: none"> <li>• Climate Change Adaptation Strategy is integrated (or to be integrated) into numerous City Strategies. See report for details:  <a href="https://vancouver.ca/files/cov/Vancouver-Climate-Change-Adaptation-Strategy-2018.pdf">https://vancouver.ca/files/cov/Vancouver-Climate-Change-Adaptation-Strategy-2018.pdf</a> </li> </ul>
<b>Rain City Strategy (underway)</b> is focusing on embracing rain as a resource, using green infrastructure on public and private property.	<b>TBD</b> (underway)	
<b>Living Systems Strategy (underway)</b>	<b>TBD</b> (underway)	



<b>Climate Emergency Response (underway)</b> - sets out six “Big Moves” and 53 accelerated actions to guide the City of Vancouver’s work in response to the climate emergency.	<b>2050</b> (includes short, medium and long-term targets, work underway)	
<b>One Water Strategy (underway)</b>	<b>TBD</b> (underway)	
<b>Blue-Green Network (underway)</b> is work related to recent City direction, including watershed revival, refresh of the 1995 Greenways Plan and, a blue connection between False Creek and Fraser River	<b>TBD</b> (underway)	
<b>Urban Forms and Systems</b>		
<b>Transportation 2040 (2012)</b> is a long-term strategic vision for the city that guides transportation and land use decisions, and public investments.	<b>2040</b> (30 Year Strategy)	Related work and supplementary documents: <ul style="list-style-type: none"> <li>• Broadway Subway (design underway)</li> <li>• Granville Bridge Connector (consultation underway)</li> <li>• Congestion Management Strategy (2017)</li> <li>• Moving Toward Zero Action Plan (2016)</li> <li>• Complete Streets Policy Framework (2016)</li> <li>• Active Transportation Promotion and Enabling Plan (2014)</li> <li>• False Creek Flats Rail Corridor Strategy (2008)</li> <li>• Greenways Plan (1995)</li> </ul>
<b>Vancouver Food Strategy (2013)</b> guides actions across the food system from growing food through distribution, access, and managing waste.	<b>2020</b>	<ul style="list-style-type: none"> <li>• Evaluation and monitoring of the Vancouver Food Strategy is based on existing Greenest City targets. Specifically, the over-arching target: Increase city and neighbourhood food assets by 50 per cent over 2010 levels by the year 2020.</li> </ul>
<b>Digital Strategy (2013)</b> is a four-year roadmap to enhance multidirectional digital connections amongst citizens, employees, business, and government.	<b>2016</b>	Four focus areas: <ul style="list-style-type: none"> <li>• Engagement and access</li> <li>• Infrastructure and assets</li> <li>• Economy</li> <li>• Organizational digital maturity</li> </ul>

<b>Housing Vancouver (2017)</b> provides new housing targets based on several core objectives, including retaining the diversity of incomes in the city; shifting current housing production toward rental housing to meet current need; and housing for very low-income households.	<b>2027</b> (10 year Strategy)	Related work and supplementary documents: <ul style="list-style-type: none"> <li>• Making Room and neighborhood centre planning programs (underway, part of City-Wide Plan)</li> <li>• Housing Policy: Rental 100, Affordable Housing Choices, MIRHPP (review and updates underway in 2019)</li> <li>• Vancouver Affordable Housing Endowment Fund (2019)</li> <li>• Increased renter protections</li> <li>• Social Purpose Real Estate Incentive program (upcoming)</li> <li>• SRO revitalization</li> <li>• Other: see <a href="https://vancouver.ca/people-programs/housing-vancouver-action-plan.aspx">https://vancouver.ca/people-programs/housing-vancouver-action-plan.aspx</a> for details</li> </ul>
<b>Vancouver Police Department 2017–2021 Strategic Plan (2017)</b> highlights a number of goals and commitments that will help engage the community, fight crime, and enhance public safety.	<b>2021</b>	<ul style="list-style-type: none"> <li>• Eight overarching Strategic Goals for 2017 to 2021</li> </ul>
<b>Vancouver Public Library Strategic Plan 2017-2020 (2017)</b> sets out goals and actions to ensure everyone in Vancouver is connected to the ideas and information they need to be inspired and thrive.	<b>2020</b>	
<b>Vancouver Fire and Rescue Services Strategic Plan (underway)</b>	<b>TBD</b> (underway)	<ul style="list-style-type: none"> <li>• 5-yr growth plan</li> <li>• 30-yr fire hall location study</li> </ul>
<b>Integrated Utility Planning (underway)</b>	<b>TBD</b> (underway)	<ul style="list-style-type: none"> <li>• Current focus on Cambie Corridor and Broadway Plan</li> </ul>

## Economy

<p><b>Vancouver Economic Action Strategy (2011)</b> focuses on three critical aspects of managing the economy: a healthy climate for growth and economy; support for local business, investment and global trade; and a focus on people.</p>	<ul style="list-style-type: none"> <li>• Ongoing (timeframe not specified)</li> </ul>	<ul style="list-style-type: none"> <li>• Launched by the City of Vancouver and executed by its economic development agency, the Vancouver Economic Commission (VEC).</li> <li>• Includes targets for 2020 such as doubling the number of green jobs, and the number of businesses engaged in green practices</li> <li>• Related work and supplementary documents:</li> <li>• Employment Lands and Economy Review (underway)</li> </ul>
<p><b>Small Business Coordination &amp; Engagement (underway)</b> will communicate City priorities for small business, establish a communications infrastructure to support engagement with the small business community, and ensure alignment between the ~30 small business related initiatives.</p>	<p><b>Ongoing</b> (timeframe not specified)</p>	<ul style="list-style-type: none"> <li>• Small Business Roundtable in Feb 2019</li> <li>• Newly created small business webpage</li> <li>• Small Business Coordination Dashboard to track and coordinate the initiatives</li> </ul>
<p><b>Commercial District Small Business Study (underway)</b> is examining the amount and type of change in small and independent businesses in selected areas of the city and working with key stakeholders to identify potential drivers of change.</p>	<p><b>Ongoing</b> (timeframe not specified)</p>	<ul style="list-style-type: none"> <li>• Specialized research study launched in 2019.</li> <li>• Involves working closely with BIAs in selected study areas.</li> <li>• Study will also recommend key metrics for tracking change in the city's retail areas going forward.</li> </ul>
<p><b>Employment Lands and Economy Review (underway)</b> will result in a long-range land use policy plan to ensure an appropriate supply of land and built space for businesses and jobs is available to support future economic growth.</p>	<p><b>2050</b> (30 year Strategy)</p>	<ul style="list-style-type: none"> <li>• Launched publically in late 2018, the review includes consultation with stakeholders from all of Vancouver's economic sectors, key economic and business groups and surveys of Vancouver's businesses and work force.</li> <li>• The review will provide critical background research for the Citywide through the preparation of job space demand projections and an examination of whether existing land use policies can accommodate anticipated demand.</li> <li>• Additional information about the scope of the review and the methodology for the demand scenarios is available on the project website: <a href="http://www.vancouver.ca/employmentlands">www.vancouver.ca/employmentlands</a></li> </ul>

## Appendix C – Examples of City-Wide Plans

### **The Auckland Plan 2050**

Auckland, New Zealand

<https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/auckland-plan/Pages/default.aspx>

### **Översiktsplan för Stockholm**

Stockholm, Sweden

<https://xn--vxer-loa.stockholm/tema/oversiktsplan-for-stockholm/>

### **Minneapolis 2040**

Minneapolis, Minnesota, USA

<https://minneapolis2040.com>

### **Imagine Boston 2030**

Boston, Massachusetts, USA

<http://boston.gov/imagineboston2030>

### **Amsterdam Vision 2040**

Amsterdam, The Netherlands

<http://www.amsterdam.nl/wonen-leefomgeving/structuurvisie/structural-vision-am>

### **Helsinki City Plan**

Helsinki, Finland

<http://www.yleiskaava.fi/en/city-plan/>

### **OneNYC**

New York, New York, USA

<https://onenyc.cityofnewyork.us/>

### **The Portland Plan**

Portland, Oregon, USA

<https://www.portlandonline.com/portlandplan>

### **Plan Melbourne 2050**

Melbourne, Australia

<https://www.planmelbourne.vic.gov.au/>

### **Atlanta City Design**

Atlanta, Georgia, USA

<https://www.atlcitydesign.com/>

### **TOCore**

Toronto, Ontario, Canada

<https://www.toronto.ca/TOCore>

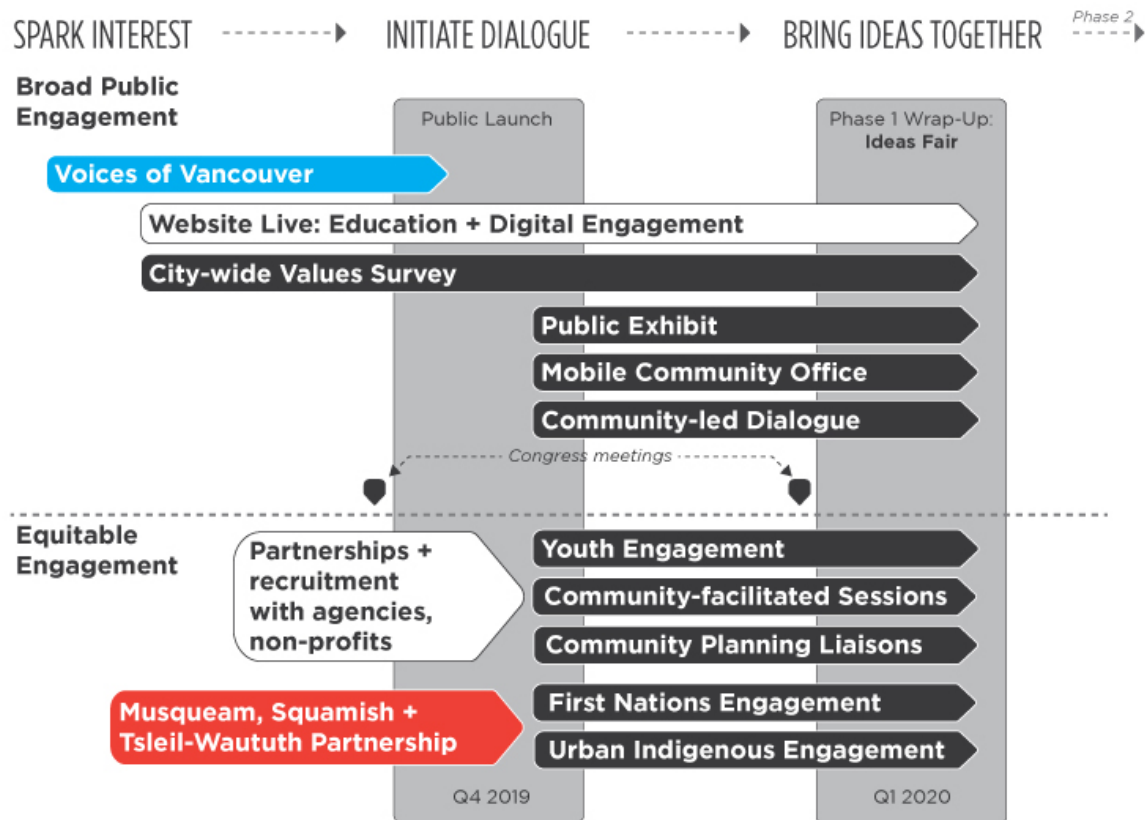
### **The Centre Plan**

Halifax, NS, Canada

<http://www.centreplan.ca/>

Appendix D - Public Engagement Proposals for Phase 1

## PHASE 1: WHAT KIND OF CITY DO WE WANT?



## Appendix E –General Planning Program Phases and Deliverables

Below is an outline of the general planning program phases and key deliverables. The process is structured to be flexible and adaptable as we listen to the public and respond accordingly.

### a. Background Phase (present to Q4 2019)

The background phase of work will allow the staff team to prepare for the City-wide Plan public launch, by refining the communication and engagement plan for the first phase, preparing materials for the public dialogue, and begin early outreach with key potential plan partners and stakeholders.

Purpose, Activities and Deliverables	
<b>Background Phase: Scoping</b>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Build capacity</li> <li>• Establish roles and responsibilities</li> <li>• Early outreach with key potential plan partners and stakeholders</li> <li>• Prepare for launch</li> </ul> <p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>• Initial engagement with Musqueam, Squamish and Tsleil-Waututh Nations to seek input on best ways to work together and potential resource needs</li> <li>• Early outreach with potential project partners and key stakeholders (including Metro Vancouver Aboriginal Executive Council, Metro Vancouver, etc.)</li> <li>• Inter-departmental core team recruitment and office set-up</li> <li>• Background research</li> <li>• Build partnership network and stakeholder lists</li> </ul> <p><b>Deliverables:</b></p> <ul style="list-style-type: none"> <li>• Engagement and communications plan</li> <li>• Materials for public dialogue (including website/digital engagement platform, tool-kits, grant criteria, etc.)</li> <li>• City of Vancouver profile</li> <li>• Background reports on current conditions and trends</li> </ul>

**b. Phase 1: Listening (Q4 2019 to Q2 2020):**

The first phase of the process will involve launching the City-wide Plan engagement process broadly with the public. The main focus of this Phase is to go out and listen to the community - to learn about their values, hopes, aspirations, and what kind of city they want Vancouver to become. An outcome of this phase is to identify a shared set of values and principles to help to evaluate possible directions and trade-offs in future phases.

Purpose, Activities and Deliverables	
Phase 1: Listening	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Listen - deeply and broadly to the spectrum of residents and workers that represent the diversity of the city</li> <li>• Raise public awareness and build interest</li> <li>• Recruit key stakeholders for early and on-going engagement</li> <li>• Seek early input for draft values, principles and issues to be addressed</li> <li>• Identify conditions, trends and issues to inform conversations</li> <li>• Better understand what kind of a city we want to become, and why?</li> </ul> <p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>• Deliver fun, inviting and inclusive launch events. Have a presence in all neighbourhoods, involve youth, assign equity liaisons etc.</li> <li>• Meet with key stakeholder groups (understand how people would like to be involved)</li> <li>• Meet with other partners (regional, senior levels of government, etc.) to discuss needs/aspirations and concurrent related work efforts</li> <li>• Support partnerships with Musqueam, Squamish and Tsleil-Waututh Nations</li> <li>• Establish a space for ongoing dialogue</li> <li>• Review existing policy context relevant to City Plan, including regional, citywide and neighbourhood level policies</li> <li>• Undertake technical analysis and mapping to support scenario development and policy analysis</li> <li>• Share conversations and findings from early engagement (e.g. at an Ideas Fair)</li> </ul> <p><b>Deliverables:</b></p> <ul style="list-style-type: none"> <li>• Identification of key values for exploring scenarios</li> <li>• Background papers on current conditions, trends, assessment of existing plans and policies, gap analysis etc.</li> <li>• Report to Council summarizing public feedback and input on key community values and guiding principles for the process and Plan</li> <li>• Refined engagement plan for future phases</li> </ul>



**c. Phase 2: Developing Strategic Directions with Community (Q2 2020 to Q4 2021)**

The second phase of the City-wide Plan process will build on shared values and principles to identify choices and trade-offs. Scenario planning will be used as a tool in this phase to explore a number of ‘plausible’ futures reflecting potential drivers of change (e.g. climate change, technological shifts, global economies, capital influence, growth projections, etc.) to help guide policy option development. This phase will conclude with the development of draft “big moves” for the City-wide Plan through workshops and dialogues with communities.

Purpose, Activities and Deliverables	
<b>Phase 2: Developing Strategic Directions with community</b>	<b>Purpose:</b> <ul style="list-style-type: none"> <li>• Obtain broad public feedback on plausible future scenarios</li> <li>• Establish priorities and confirm strategic moves</li> <li>• Build on values, trends and plausible futures work to inform and create policy options</li> <li>• Undertake technical studies to support and/or inform emerging strategic directions</li> <li>• Create a draft high-level strategic framework to guide growth and change</li> </ul>
	<b>Activities (to be refined based on feedback in Phase 1):</b> <ul style="list-style-type: none"> <li>• Include specific programming with First Nations, urban Indigenous residents, and other key partners, collaborators and audiences (outlined in b.).</li> <li>• Review future scenarios and preferences with community and stakeholders</li> <li>• Develop policy options (activities could include public workshops, City Circles, and/or ideas competition)</li> <li>• Deliver online engagement activities</li> <li>• Technical studies and testing policy options</li> <li>• Starting ‘Early Actions’ that align with strategic directions to move forward with key initiatives (e.g. Nanaimo and 29th Avenue station area planning for affordable housing, pilot programs for planning in lower-density neighbourhoods, etc.)</li> </ul>
	<b>Deliverables:</b> <ul style="list-style-type: none"> <li>• Public engagement events and activities</li> <li>• Midway check-in with Council to ensure program is on track</li> <li>• Report to Council summarizing scenario development and recommended draft strategic policy directions, including a high-level growth plan</li> </ul>

**d. Phase 3: Refining and Finalizing the City-wide Plan (Q4 2021 to Q2 2022):**

The final phase of creating the City-wide Plan moves from strategic directions into providing more detail on implementation, partnerships, financing and monitoring strategies. These pieces will be synthesized into the final plan for Council's consideration for adoption.

Throughout all phases, Council will be closely involved through regular milestone reports on the process and any changes, scenarios, emerging directions, proposed policies, budget requests, etc. Council will also have extensive opportunities to participate in public and stakeholder engagements.

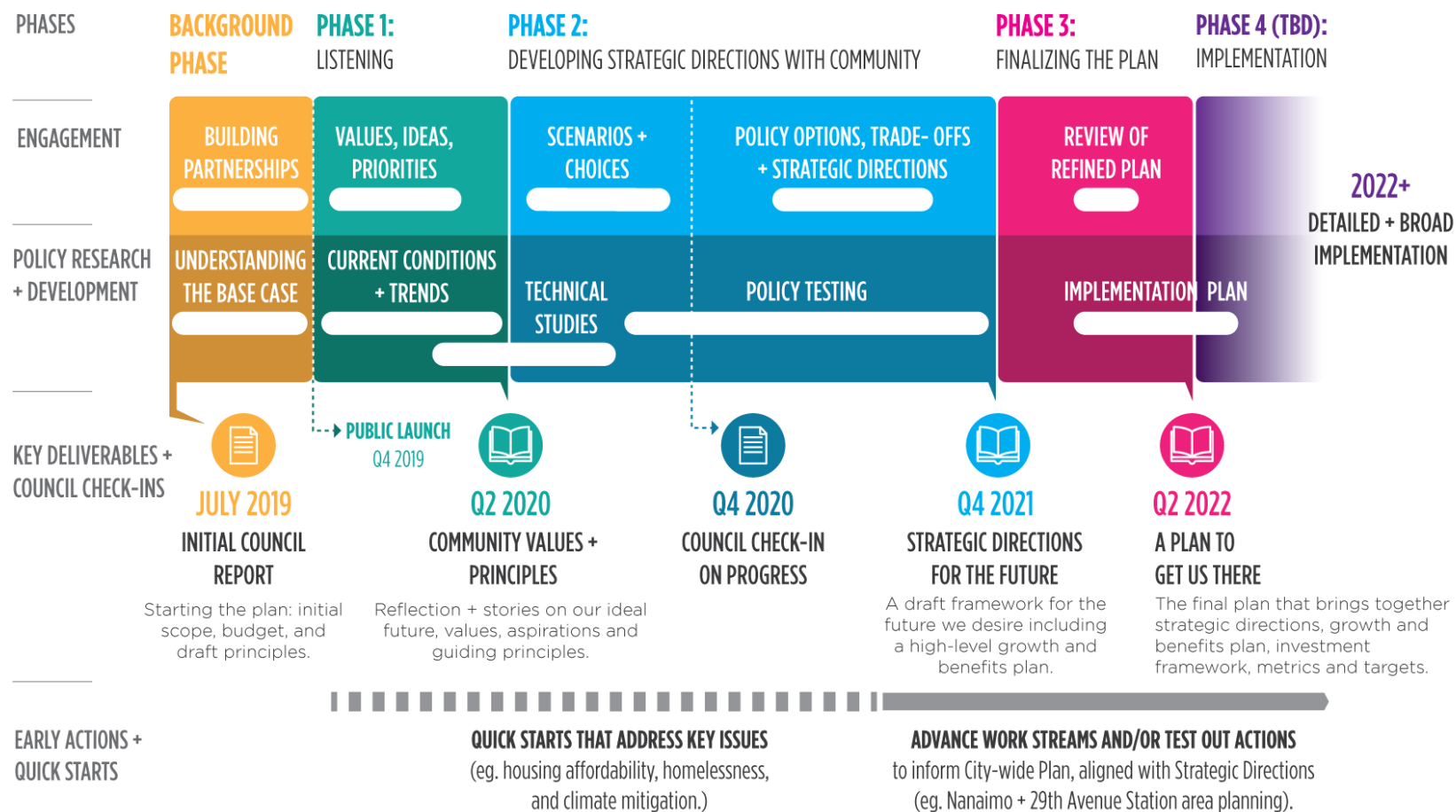
Purpose, Activities and Deliverables	
<b>Phase 3: Finalizing the City-wide Plan</b>	<p><b>Purpose:</b></p> <ul style="list-style-type: none"> <li>• Seek input on the draft plan and make refinements</li> <li>• Develop detail on implementation, partnerships, financing and monitoring strategies</li> </ul> <p><b>Activities:</b></p> <ul style="list-style-type: none"> <li>• Public and stakeholder review of the plan</li> <li>• Input from partners</li> <li>• Further technical analysis and testing</li> <li>• Refine the plan</li> </ul> <p><b>Deliverables:</b></p> <ul style="list-style-type: none"> <li>• Public engagement events and activities</li> <li>• Report to Council on the City-wide Plan, including: <ul style="list-style-type: none"> <li>○ a strategic policy framework</li> <li>○ high-level physical plan</li> <li>○ investment strategy</li> <li>○ partnership agreements</li> <li>○ implementation strategies</li> <li>○ performance and monitoring framework</li> </ul> </li> </ul>

**e. Phase 4 Implementation (to be determined)**

This phase is to be determined, subject to Council approval of a city-wide plan. Should the Plan be approved, it is expected that more detailed work will be needed on an investment strategy, including how to align with capital and service planning in future phases of the plan implementation, including leveraging of partnerships to help deliver on plan goals. There may also be directions for more detailed policy work, guidelines, and area and implementation plans to support the realization of the City-wide Plan, as well as rescinding of out-of-date policies, guidelines, community visions, and area plans.

Implementation will also include monitoring of the plan to track its performance and identify areas where policy enhancements or changes may be needed to achieve the plan's objectives and overall vision. This work would include community involvement where appropriate, and adjustments would be brought back to Council for their consideration and approval.

Figure 1: Summary of the General City-wide Planning Program Phases



## Appendix F – General Project Structure and Reporting Concept

