



REPORT

Report Date: June 22, 2022

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Meeting Date: July 6, 2022

[Submit comments to Council](#)

TO: Standing Committee on City Finance and Services

FROM: General Manager of Planning, Urban Design and Sustainability

SUBJECT: Vancouver Plan: A Long Range Plan to Guide Growth and Change

RECOMMENDATION

- A. THAT Council approve the Vancouver Plan, a long-term land use strategy, generally as attached in Appendix A.
- B. THAT Council receive for information, Population Projections and Employment Forecast, generally as attached in Appendix C.
- C. THAT Council receive for information, Phase 4 – Engagement Summary, generally as attached in Appendix D.
- D. THAT Council endorse the Implementation Scope of Work for the Vancouver Plan, generally as attached in Appendix E.

FURTHER that Council direct staff to proceed with Implementation work with the existing and approved 2022 project budget.

REPORT SUMMARY

The purpose of this report is to present the Vancouver Plan (Appendix A) to Council for review and approval. This report provides:

- A recap on the purpose of the Vancouver Plan and milestones in the planning process
- An engagement summary of Phase 4 of the Vancouver Plan process
- An overview of the Vancouver Plan
- A scope of work for Vancouver Plan implementation

- A selection of Early Actions underway that are advancing one or more of the Plan's Big Ideas

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- Council's Motion to initiate a city-wide plan, directing staff to develop a work plan (November 2018)
- Council approval of City-wide Plan scope and budget (July 2019)
- Council update on Phase 1 engagement activities from November 2019 to March 2020 (March 2020 Report Reference)
- Council update on Vancouver Plan activities post-COVID (June 2020 Report Reference)
- Council endorsement of Vancouver Plan Provisional Goals, direction to proceed with quick start actions and update on Phase 1 Public Engagement (October 2020)
- Council update on Vancouver Plan Phase 2 engagement activities from fall 2020 to spring 2021, updated scope of work and endorsement of quick start actions (July 2021)
- Council received the Housing Needs Report (April 2022)

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The City Manager recommends approval of the foregoing.

Council's direction to staff in November 2018 to undertake the development of a City-wide land use strategy was a fundamental decision point in the evolution of Vancouver's development as the core of the Metro region. Governance of land use constitutes a primary function of local government and serves as the most powerful lever within Council's jurisdiction to address the systemic environmental, social and economic challenges and opportunities that we face as a community. While Vancouver's current framework of land use plans and policies as developed over many decades set the foundation for the city's world-renowned liveability, that planning approach and its outcomes are not suited to the complexity of the current and emerging issues that this and future Councils will be called on to address. The absence of a coherent framework for long-term land use planning sets Vancouver apart from other municipalities in the province and puts at risk efforts to effectively manage the impact of inevitable growth and change. As a unified vision for land use, the Vancouver Plan represents a uniquely-important opportunity for Council to lead Vancouver's future.

On behalf of City of Vancouver staff, we thank the First Nations, urban Indigenous People, equity-denied community members, children and youth, and all residents, business owners and workers who took time to contribute and engage in this process.

REPORT

Background/Context

Vancouver is the economic and cultural centre of a dynamic, prosperous and rapidly growing region. By 2050, Vancouver is expected to add about 260,000 more people for a total population of about 920,000 and up to 210,000 more jobs, for a total of about 638,000. How Vancouver

manages its growth has important implications for its residents, businesses and the region (see Appendix C for technical memos on growth projections).

The Vancouver Plan is a long-range land use plan to guide growth and change for the next 30 years. The Plan proposes a new way of growing by spreading more housing options across all neighbourhoods. In doing so, it sets a course for a more equitable, livable, affordable and sustainable city with a strong economy where people and nature thrive.

Almost 100 years ago, Harland Bartholomew wrote the only complete city-wide land use plan for Vancouver. This plan was led by the Vancouver Planning Commission and was never formally adopted by Council, but had significant influence on shaping the city as we know it today. Since that time, Vancouver has relied on a patchwork quilt of Neighbourhood Visions, Community Plans, Rezoning Policies, Official Development Plans (ODPs) and a variety of city-wide strategies with land use implications to guide growth. Despite all these worthy efforts, many neighbourhoods are left with no clear policy guidance to direct growth or how to pay for the community amenities so sorely needed.

If approved, the Vancouver Plan will become the City's first Council-endorsed, city-wide land use strategy.

The Vancouver Plan provides an opportunity to:

- Provide a unified vision of the city's future land uses that shape economic, transportation, and neighbourhood planning decisions. Clear land use policy direction will show how the city intends to grow and change over the long-term and is a critical step in creating more predictability for residents and certainty for businesses. It will enable the simplification of land use and regulatory processes and streamline development approvals.
- Implement bold Council-approved plans to address the climate and affordability crises "on the ground."
- Align with regional planning initiatives, including *Metro 2050*, Metro Vancouver's new regional growth strategy, and *Transport 2050*, TransLink's new regional transportation strategy.
- Advance Reconciliation, equity and resilience initiatives through land use planning and development decisions.

The Vancouver Plan builds on our many strengths:

- The natural beauty surrounding our city – the mountains, rivers, wetlands and the ocean.
- The natural places within Vancouver, including parks, plazas, beaches, streams and gardens.
- Vancouver's distinct and special neighbourhoods, reflecting its diversity.
- Cherished local businesses and community spaces.
- An eclectic cultural scene and places for social connection.

The Vancouver Plan also addresses our biggest challenges:

- Housing affordability and homelessness.
- The Climate Crisis.
- Lack of access to daily needs in many neighbourhoods by walking or rolling.
- Shortage of affordable childcare and affordability of daily life, in general.
- Feelings of loneliness and isolation.

- Past harms towards the First Nations, urban Indigenous Peoples and equity-denied communities, arising from the city's colonial past and on-going inequities.

Planning Process

In November 2018, Council approved a motion directing staff to initiate a city-wide plan and in July 2019 Council approved the scope and budget for work to begin. The planning process publicly launched in November 2019 and concluded with the public release of the draft Vancouver Plan for feedback, in April 2022.

The project had four phases as illustrated here. An Implementation phase will follow, pending City Council's consideration of the Vancouver Plan.

Partnership agreements were developed with Musqueam, Squamish and Tsleil-Waututh Nations and the Metro Vancouver Aboriginal Executive Council (MVAEC), with funding supports to provide capacity for self-determined involvement. Working together on the Plan, and in further work to come, we hope to strengthen reciprocal relationships with the Nations and Urban Indigenous Peoples, to ensure we move forward together.

Public and Stakeholder Engagement

Between November 2019 and May 2022, staff engaged residents, businesses, groups and organizations through a wide-ranging process that involved over 52,480 engagement touchpoints.

The process was guided by six engagement principles:

- Include all voices
- Advance Reconciliation
- Support community leadership
- Ensure many ways to participate
- Go to where people are, and
- Ensure the process is fun, easy and relevant.



Activities were designed to create a means for all community members to participate. Particular focus was placed on delivering activities accessible to equity-denied communities and youth and supporting participation from people who have often been left out of planning processes.

Staff were challenged to reach and connect with residents and businesses through traditional engagement methods during the COVID-19 pandemic. However, community members adapted quickly and responded well to new methods of on-line and outdoor engagement. Community input deepened staff's understanding of existing inequities, present and future needs, and the importance of trying new things – ultimately shaping the Vancouver Plan community vision.

A summary of the engagement numbers and processes are illustrated below.

PARTICIPATION BY THE NUMBERS

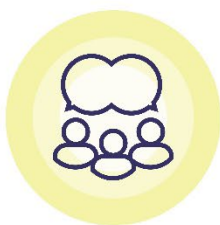
through **four phases of engagement**
from **November 2019** to **May 2022**

Postcards
318,581
mailed

Newsletters
37
newsletters
to up to
2,237
subscribers

VancouverPlan.ca
152,908
page views

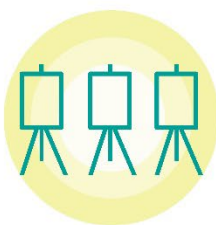
52,480
engagement
contacts
(“touchpoints”)



4 council
workshops
11 councillor
meetings
with community groups

100 youth
workshops
presentations and sessions
for young planners

29 neighbourhood
Charettes,
mapping events
and workshops



Approximately
30 pop-up
engagement
events
in neighbourhoods across the city

36 workshops
and meetings
with Council Advisory committees

119 meetings
with stakeholder organizations and
community groups

185 meetings
and events with
equity denied
community
members
and the organizations that serve
them.



12 online surveys
available in at least
6 languages
Including youth surveys and 2 Ipsos
randomized polls

25,756 survey
responses

5 “Future we want”
online events
(in partnership with
Simon Fraser University)

3 self-guided
walking tours

DIY conversation
kits

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

Aligned with the broader planning process, public engagement unfolded over four phases:

Phase 1 – Listen and Learn

- Included broad questions to get public feedback on “*the city we want.*”
- This phase was designed to identify key assets, issues and opportunities that matter most to people when thinking about the future.

Phase 2 – Identify Key Directions

- Shared draft goals and discussed key topics.
- This phase sought ideas on how to achieve plan goals, including in-depth opportunities to discuss housing, complete neighbourhoods and other key topics.

Phase 3 – Policy and Land Use Ideas

- Presented Foundational Principles, three Big Ideas and three key Areas of Change.
- This phase explored choices and priorities for how the city could grow in key areas of change (Rapid Transit Areas, neighbourhood shopping areas and low-density residential areas) over the long-term.

Phase 4 – Draft and Final Plan

- This phase brought together the results of all previous phases, presenting key land use, built form and urban design directions, along with supporting policies.
- Input received was taken into consideration during the review and preparation of the final Vancouver Plan.

Reports on the first three phases of engagement can be found at vancouverplan.ca/our-process.

Housing Needs Report

In response to increasing concerns about housing costs and the impacts on residents across British Columbia, the BC Provincial government introduced a new 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 developing a development plan, such as the city-wide plan, or when amending a development plan in relation to housing policies of the Council respecting affordable housing, rental housing and special needs housing.

At a public meeting on April 27, 2022, Council resolved to receive a [Housing Needs Report](#) prepared by staff. The report indicates that approximately 86,000 existing households in Vancouver are in need of affordable, suitable or adequate housing. The report also includes a projected increase of approximately 50,000 households (~85,000 people) due to growth in Vancouver's population over 10 years. Housing affordability pressures impact many households, but fall disproportionately on equity-denied groups, including residents who are from Indigenous and racialized communities, seniors, people with disabilities, single-parent households and 2S/LGBTQIA+. These households face increased risk of housing insecurity, displacement and homelessness.

The directions being considered by Council in the Vancouver Plan are well supported by the data and findings within the Housing Needs Report. This has resulted in policies included in the Vancouver Plan that address affordable housing, rental housing and special needs housing.

Increasing the amount of social housing, market and below market rental housing will help meet the housing needs of the diverse range of current and future residents.

Strategic Analysis

This section of the report provides an overview of the Vancouver Plan and feedback on the Draft Plan.

Looking towards 2050

The **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.

Three Foundational Principles are at the centre of the Vancouver Plan and build on approved Council direction. These are:

- **Reconciliation** – Continuing 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** – Advancing 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** - Proactively planning 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 and characterize new ways of growing that reflect community priorities. These are:

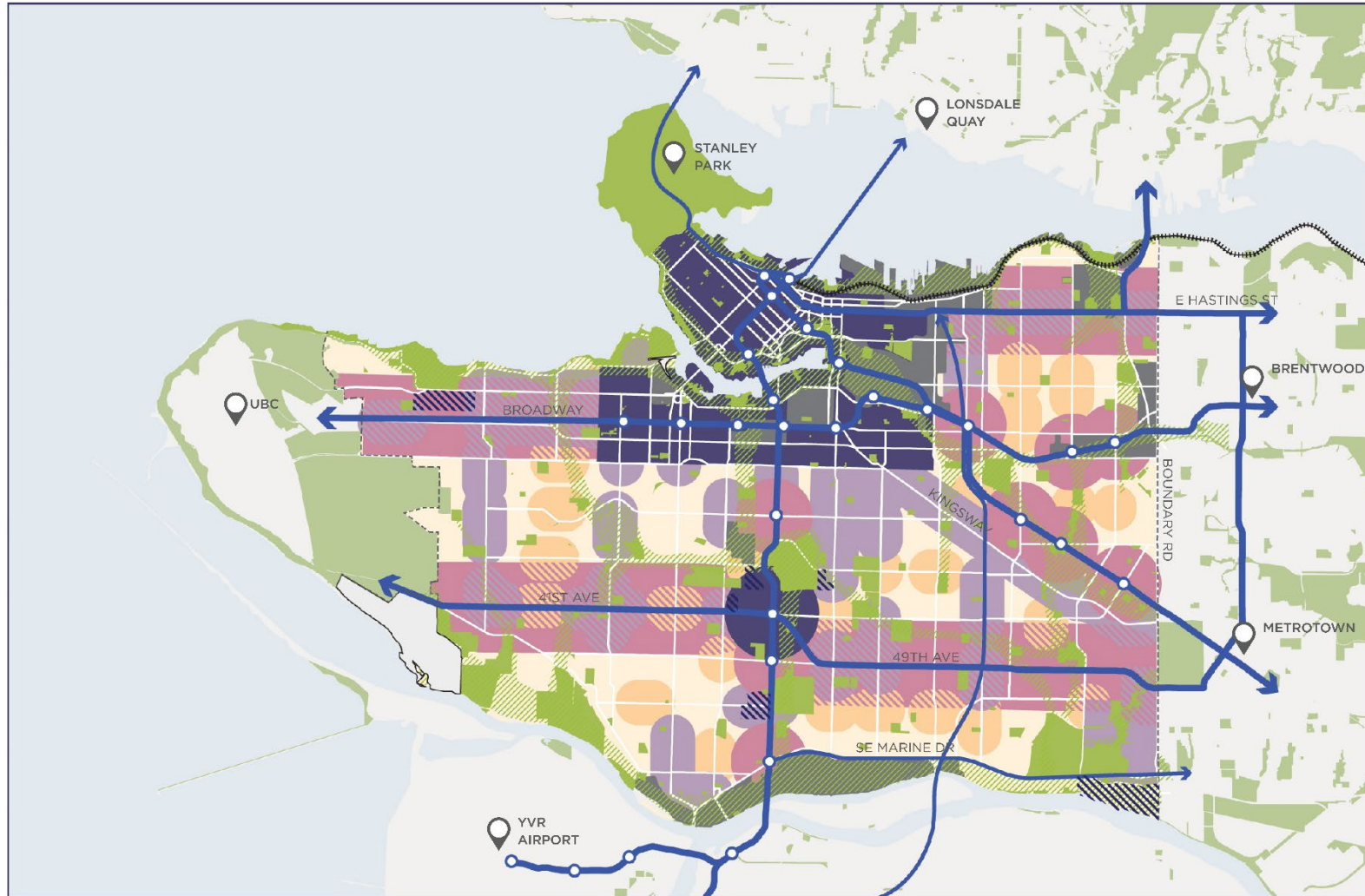
- **Equitable Housing and Complete Neighbourhoods** – Allowing more housing options and opportunities for everyone to choose a livable neighbourhood that meets their needs.
- **An Economy that Works for All** – Protecting and expanding areas for business and employment, and adding more job space to neighbourhoods. 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 transit. Supporting building methods that reduce energy consumption. Protecting and expanding space for nature.

The **Land Use Strategy** sets clear city-wide guidelines that shape neighbourhood level planning to ensure the goals of the plan are achieved:

- Direct new housing to 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 directing growth to prioritize the health, happiness and well-being of residents.
- Encourage more sustainable and inclusive urban living by promoting affordable housing and jobs near transit, and where walking and biking can become the preferred ways of getting around.
- Strengthen existing and support new neighbourhood centres by allowing more homes around clusters of local shops, with flexible work spaces, childcare, public spaces and arts and culture venues.
- Create an integrated network of public spaces, ecological corridors, greenways and active modes of travel (walking, rolling and biking).
- Make space for ecology to function at the site, neighbourhood and city-wide scale.

The Land Use Strategy builds upon key elements of our existing city fabric. The built environment is composed of homes, offices, buildings, parks and open spaces and are connected by movement networks, such as roads, transit corridors and greenways, and served by critical infrastructure for waste disposal, water and energy.



Neighbourhood Types

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

Transportation

- Existing Rapid Transit Station
- Major Transit Network
- West Coast Express

Ecology

- Parks and open space
- Greenspace in other jurisdictions
- Ecological corridor/Ecologically sensitive zones
- Waterbody

First Nations Reserves

- Major Projects sites in progress

For illustrative purposes only. Does not serve as rezoning enabling policy and does not create development rights.

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

The Land Use Strategy map shown above illustrates the type and intensity of change envisioned across Vancouver's diverse neighbourhoods over the long-term. Growth managed in this way will improve housing choice and create more complete, inclusive neighbourhoods across the city.

Metro Core/Broadway

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

Municipal Town Centre

Oakridge is a regionally designated Municipal Town Centre with excellent access to rapid transit, parks and amenities. Centred at 41st Avenue and Cambie Street, this area has undergone a detailed planning process that enables a dense mix of housing and employment 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.

Rapid Transit Areas

Rapid transit areas are within a 10-minute walk of existing or future rapid transit stations. Locating jobs and housing near transit moves the city closer to a zero carbon future, is important for accessibility, and offers financial benefit 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.

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. These shopping streets are generally served by frequent transit routes and often have many small shops that people enjoy – also supporting a diversity of local businesses. As the city grows and changes, these neighbourhoods will include more housing choice with secure options for renters and low to moderate-income families and individuals, on quieter residential streets.

Villages

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

Multiplex Areas

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 have more job space, local-serving shops and services, transportation options and amenities, and more housing diversity will help round out Vancouver's housing choice and move us to a more equitable and resilient city.

Eleven **Policy Areas** were developed to support the overall Land Use Strategy and advance the Foundational Principles and Big Ideas. Each Policy Area includes a Vision Statement, Policy Directions and details. They are:

- Housing
- Economy
- Climate
- Ecology
- Transportation
- Childcare
- Community Infrastructure
- Arts, Culture & Heritage
- Public Space
- Watersheds & Water Resources
- Food Systems

Please see Appendix A (Vancouver Plan) for further content, as well as Appendix B, a reference document containing key data used (Vancouver Plan Supplementary Document: Data, Maps and Graphics).

Feedback on the Draft Vancouver Plan

Between April 5 and May 10, 2022, staff undertook a series of engagement activities focused on sharing and reviewing the draft Plan with members of the public, stakeholders, and government partners. These included:

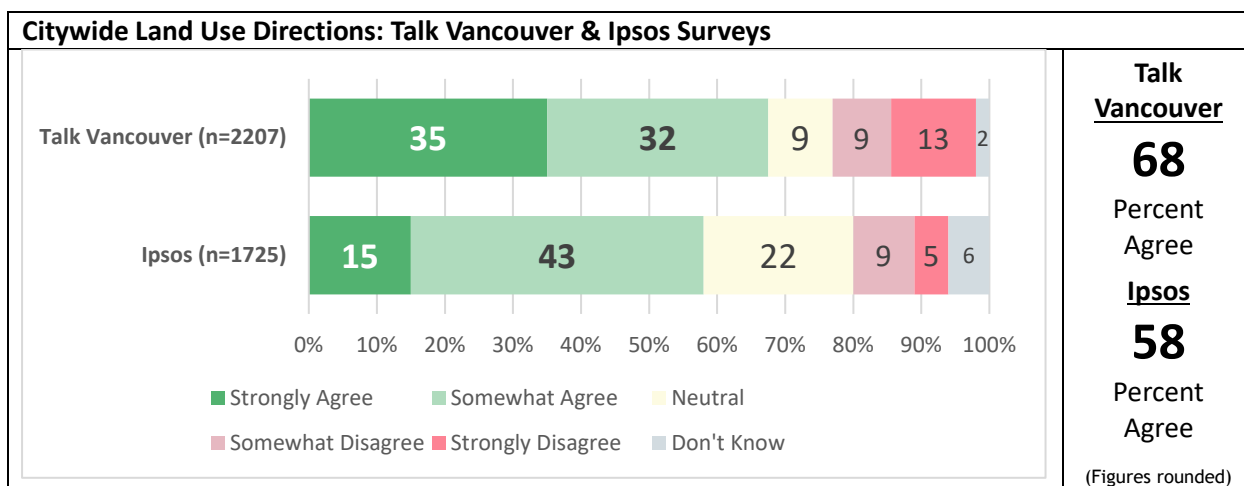
- Talk Van Survey (Eight languages; 2,621 responses).
- Randomized Ipsos poll (Eight languages; 1,725 respondents).
- 10 public information sessions and 13 pop-up events (including eight in neighbourhoods with a high proportion of equity-denied community members).
- 23 stakeholder meetings, including three with Council Advisory Committees, four with non-profit organizations working with equity-denied communities and two with neighbourhood resident associations.
- 19 youth workshops and meetings plus a specialized youth survey (213 responses).

The Talk Vancouver survey and Ipsos poll contained a mix of closed (agree/disagree) and open-ended questions on the core sections of the draft Plan – including the Land Use Strategy, Urban Design Directions, 11 Supporting Policy Areas and two special topics (Multiplex design and Greenways). The Talk Vancouver survey was “opt-in” – meaning anyone with the survey link could provide input – while the Ipsos poll was randomized, with a representative sample size.

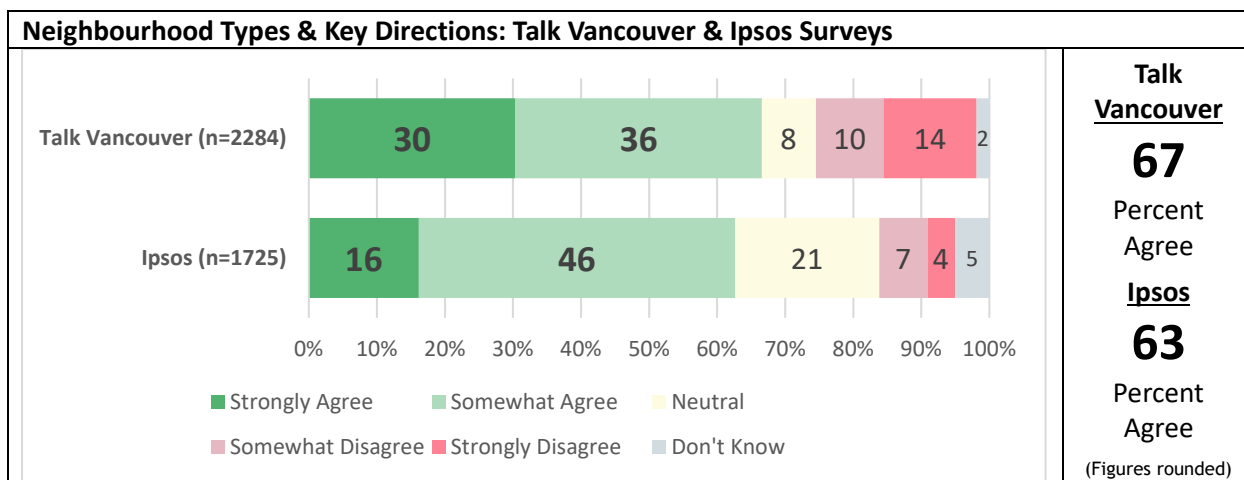
Among the key findings for sections dealing with the **Land Use Strategy**:

- 68% Talk Vancouver respondents, and 58% of Ipsos respondents support the key directions in the city-wide Land Use Strategy.¹

¹ Minor variation between individual survey values and overall levels of agreement occur as a result of rounding.



- 67% Talk Vancouver respondents, and 63% of Ipsos respondents support the key directions related to **Neighbourhood Types** (Neighbourhood Types are noted on page 10 and detailed in Appendix A).

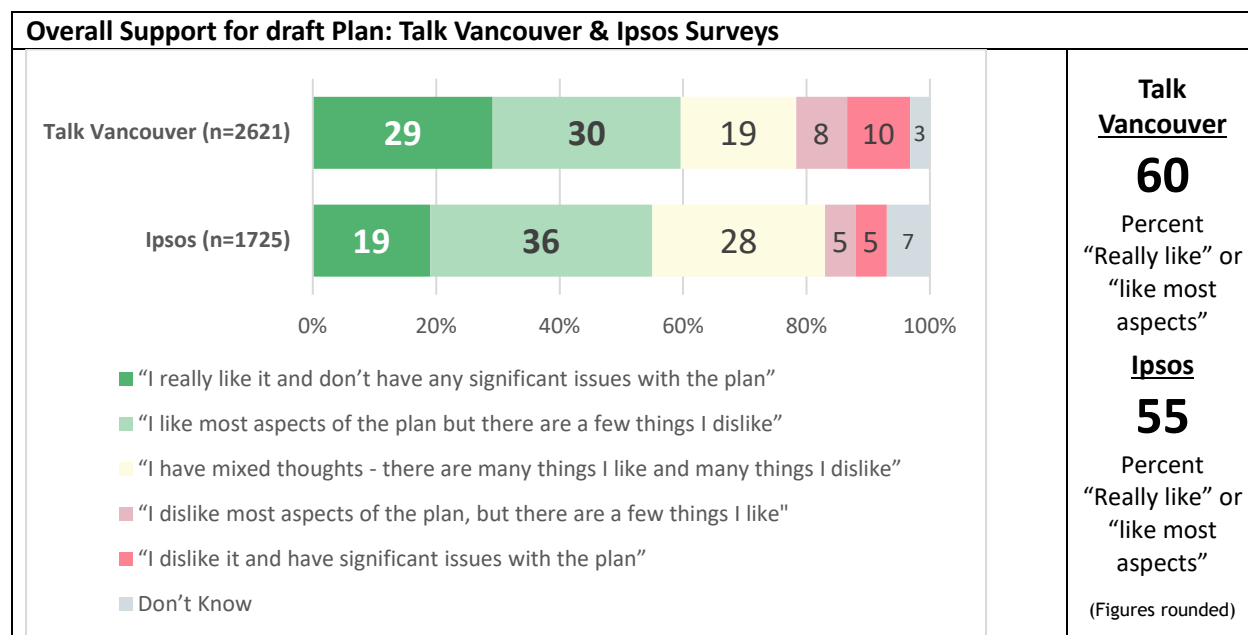


For sections dealing with key **Urban Design** directions of the land use strategy, and **Policy Areas** of the Plan, the majority of respondents in both Talk Vancouver and Ipsos surveys were supportive of the draft directions:

- 69-78% of Talk Vancouver respondents and 59-66% of Ipsos respondents agree/strongly agree with the three areas of urban design policy (City-wide, Commercial Areas, Buildings & Sites)
- 63-80% of Talk Vancouver respondents and 54-62% of Ipsos respondents agree/strongly agree with directions contained in the 11 Policy Areas.²

² A key difference to note between the two surveys is that, across most agree/disagree questions, a larger number of respondents to the Ipsos poll selected a middle or "neutral" response. While the *average* middle value in the Talk Vancouver Survey questions is 9%, in the Ipsos poll it is 23%. This is particularly evident in the questions relating to Supporting Policy Areas.

Finally, in terms of overall levels of support for the draft Plan, 60% of Talk Vancouver survey respondents and 55% of Ipsos respondents indicated they either “really like” or “like most aspects of” the Plan.



Participants shared a diversity of perspectives on the proposed Plan through the surveys, stakeholder meetings and other channels. Feedback can be broadly categorized into the following topics.

- Renewed support for one or more of the Big Ideas or Foundational Principles, and a desire to see the Plan deliver a bold, meaningful response to critical issues such as affordability, climate, and economic well-being.
- Continued support for Complete Neighbourhoods, but concern about the delivery of amenities (schools, open spaces, local retail, and community infrastructure) as part of future growth – and a desire to ensure that any growth occurs equitably.
- Concerns about the impact of the Plan on existing affordability; differing opinions about the suitability of taller buildings in different areas of the city and general support for “Missing Middle” housing and distributed growth; divergent opinions on multiplex areas (geography, degree of change contemplated); a desire to see the City take bolder action to respond to housing challenges.
- Support for the protection of existing job space, including industrial areas; support for local business and entrepreneurs.
- Support for climate change and environmental initiatives, including green buildings, active transportation, greenways, blue-green systems, food systems.
- Concern around limited time for engagement; desire for additional opportunities for future engagement (in implementation phase).
- Questions and concerns related to the look and feel of neighbourhoods, and potential changes to (or loss of) neighbourhood character and identity.
- Questions and concerns about implementation topics – including prioritization of city-wide and neighbourhood planning activities; how boundaries will be defined; delivery of Plan directions at the neighbourhood level, implications for future planning processes.

- Relationship to current and recently approved area plans, as well as areas currently undergoing planning: False Creek South, Jericho and Broadway Plan.

A complete summary report on Phase 4 Public Engagement and Feedback is in Appendix D.

Adjustments between Draft Plan and Final Plan

Given general support for the Draft Plan, most of the changes made to the Final Plan were adjusting for clarity, emphasis, and consistency, minor editorial changes, and fixing errors. Other enhancements were made to improve graphics and better support a connection between Plan directions and implementation. Enhancements include:

Engagement – Part 1 of the Plan now includes Phase 4 engagement details and has been augmented with more information on the extensive engagement program undertaken throughout the entire planning process, highlighting focussed engagement with Indigenous partners, equity-denied groups and youth.

Feature spreads – three feature spreads were added to highlight some key topic areas of interest that arose during the draft Plan engagement. These include: 1) transforming roadscape; 2) multiplex homes; and, 3) roles and responsibilities related to city-building and partnerships necessary for implementation.

Land use strategy technical composite map – this map shows the layering of the critical elements of the land use strategy, together on one map. This map shows the rich detail that will need to be considered when more detailed neighbourhood level planning is undertaken.

Partnerships, roles and responsibilities

Partnerships are essential to achieving the Vision and Plan aspirations. The City will work with senior levels of government to deliver childcare, affordable housing, schools, climate action, transit and supports for mental health and substance use. Successful collaboration will include not only the First Nations, and government agencies but also non-profits, businesses, neighbourhood leaders and residents.

Plan Implementation

Next steps for the Vancouver Plan

Vancouver Plan provides clarity on the long-term vision for city-wide growth and change. This will provide direction on governmental investment and resource allocation to balance the needs of current and future residents and businesses.

City-wide change will require a phased approach. Consideration of a broad range of criteria will include impacts on residents and businesses, provision of needed services, infrastructure and amenities, and ability of deliver meaningful results on the plan's Big Ideas.

Implementation of the Vancouver Plan will entail:

- Aligning, streamlining, or sun-setting existing plans, policies or regulations for city building.
- Developing and implementing new plans and strategies to achieve the outcomes anticipated by the Vancouver Plan. This should include a Land Use Development Plan

which may be similar in content to an “Official Community Plan” in other BC municipalities.

Additional details on the approach to Plan Implementation can be found in Appendix E.

Finally, realizing the City’s future vision can only come at a cost that is affordable to residents and businesses. This will require alignment of all of the City’s tools in the ‘municipal toolkit’ of regulation, municipal finance, advocacy for funding support from senior levels of government and leveraging the important work of non-profits and philanthropic organizations.

Early Actions

Early Actions are projects that are aligned with Vancouver Plan, reflect Council priorities, and are already underway. This includes Broadway Plan implementation and also other initiatives across several city departments. A selection of Early Actions are listed below. These do not represent a comprehensive list of all Vancouver Plan related work, but rather highlight key initiatives. See Appendix F for further details.

- Simplifying Development Regulations and Processes
- Transforming Road Space
- Renfrew and Rupert Station Area Plan
- Multiplexes Pilot
- Advancing Research for the Ecological Network
- Housing Vancouver’s Three Year Action Plan
- Updating Regulations for Home-Based Business
- Updating Regulations to Intensify Industrial Land

Implications/Related Issues/Risk

Financial

As Vancouver continues to grow, strategic, long-term infrastructure and amenity investments are key to enhancing the sustainability and resilience of Vancouver. The Vancouver Plan will provide a key reference and ‘line of sight’ for the City and our many partners such as non-profit organizations, public institutions (i.e., Vancouver School Board), and other levels of government, to optimize service delivery, and planning of major infrastructure and facilities.

Resources for Plan Implementation for 2022 will be funded from the current year budget. Beyond 2022, staff will bring forward resource requests to continue implementation as part of future capital and operating planning processes.

Environmental

Transforming land use patterns is necessary to meet the climate, resilience and livability goals established by the City. The Vancouver Plan integrates and builds upon directions set out in the Climate Emergency Action Plan, Biodiversity Strategy, VanPlay and other key policies that support ecological health and climate action. The land use strategy reflects a strong ecological focus and provides direction towards a more livable, sustainable, resilient future.

Legal

The land use strategy in the Vancouver Plan does not create any development rights. The Vancouver Plan is not rezoning enabling policy. The maps contained in this Plan are illustrative and convey the land use patterns that result from policy within the Plan.

CONCLUSION

This report seeks Council approval of the Vancouver Plan, a city-wide plan to guide the physical growth and change over the next 30 years and beyond. The Plan is the outcome of extensive technical work, interdepartmental collaboration and broad, in-depth community engagement spanning two and a half years.

Vancouver Plan establishes a unified vision for the future land uses 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. It introduces policies to advance Reconciliation, equity and resilience through land use planning.

Subject to Council approval of the Plan, staff will proceed with implementation work. This will include alignment with the Regional Growth Strategy to advance Vancouver Plan as the City of Vancouver's next Regional Context Statement and Land Use Development Plan. Through this work, the City will continue to partner with the First Nations, government agencies, non-profits, businesses, neighbourhoods and residents in the delivery of the Vancouver Plan.

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Appendix A

2050

VANCOUVER PLAN



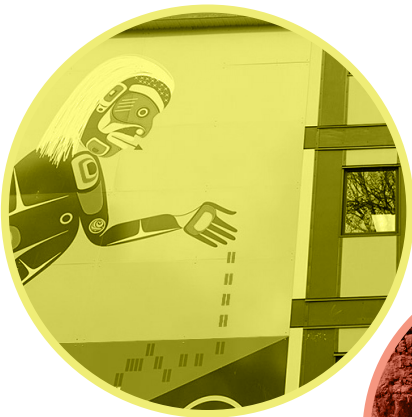
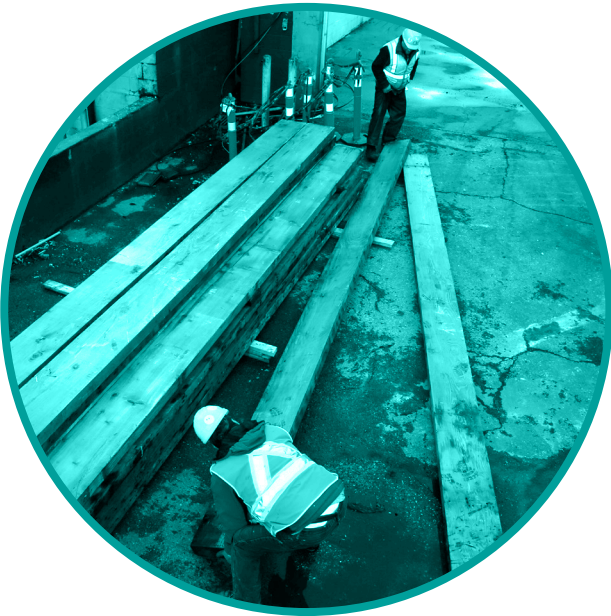
CITY OF
VANCOUVER

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 x̱məθkʷəyəm (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, and arts & culture. The city includes the Province's two largest business districts, Canada's largest port, and a strong retail sector with well-loved shopping streets. 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. 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 hə́łqəmiḥəm and Sḱw̓xwú7mesh speaking Peoples, the xʷməθkʷə́yəm (Musqueam), Sḱw̓xwú7mesh (Squamish) and sə́ilwətał (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 |
xʷməθkʷə́yəm

"We are traditional hə́łqəmiḥəm 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 |
Sḱw̓xwú7mesh Úxwumixw

"Sḱw̓xwú7mesh 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 |
sə́ilwətał

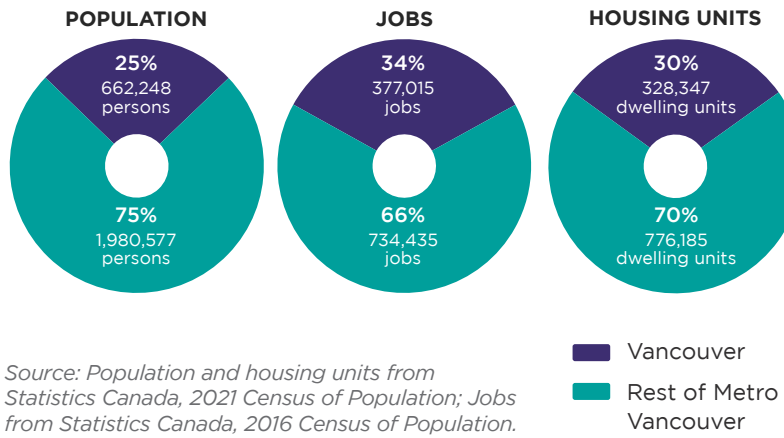
"Tsleil-Waututh First Nation: We are the Tsleil-Waututh Nation, "People of the Inlet." According to archaeological evidence and our oral history, Tsleil-Waututh people have lived in this Traditional Territory for thousands of years. Burrard Inlet sustains us with food, a place to live, spectacular natural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

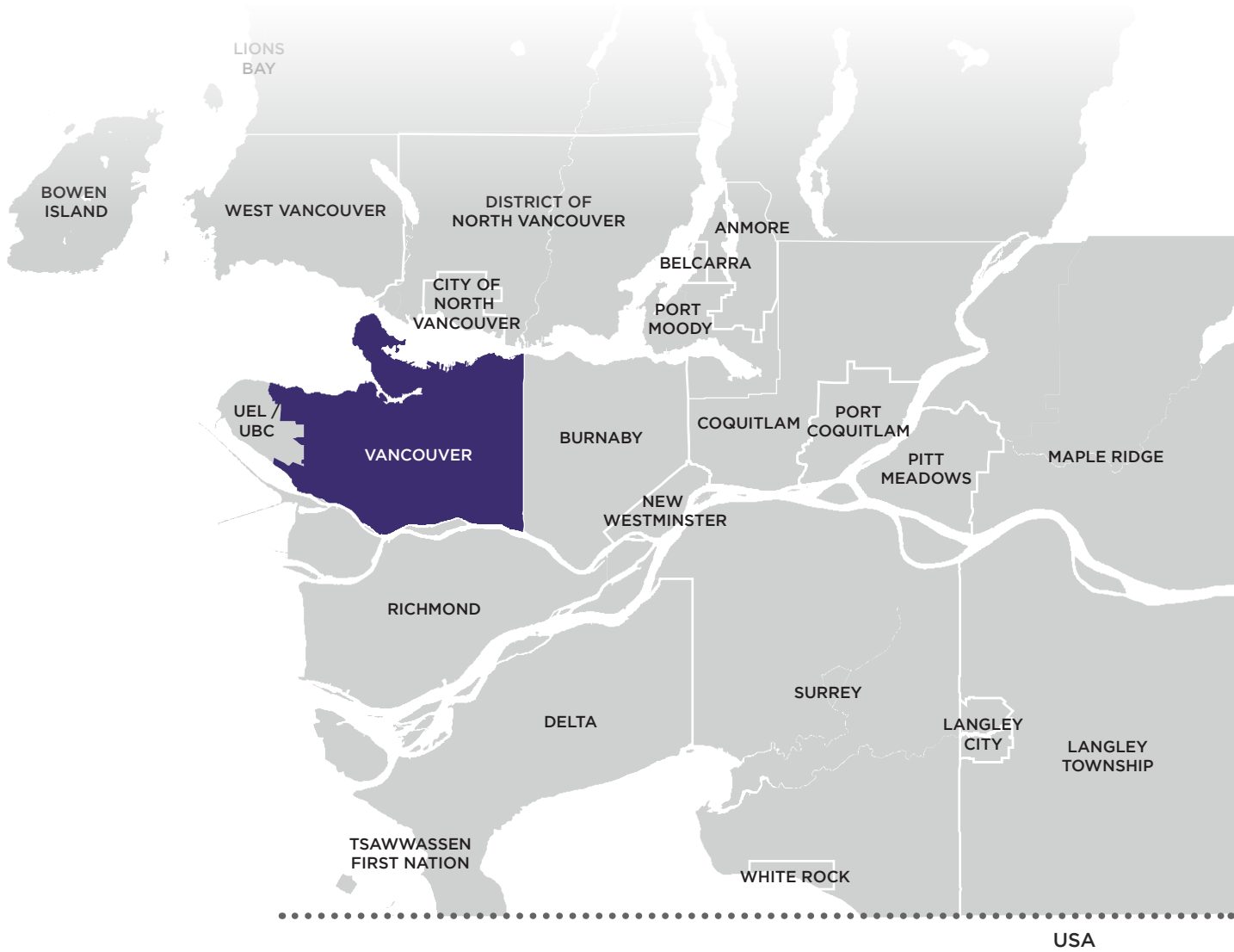
Vancouver is the economic and cultural centre of a dynamic, prosperous and rapidly growing region. The region is anticipated to grow by about a million more people by 2050 with about half a million more jobs and homes. With a population of almost 2.8 million people, Metro Vancouver is the third largest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

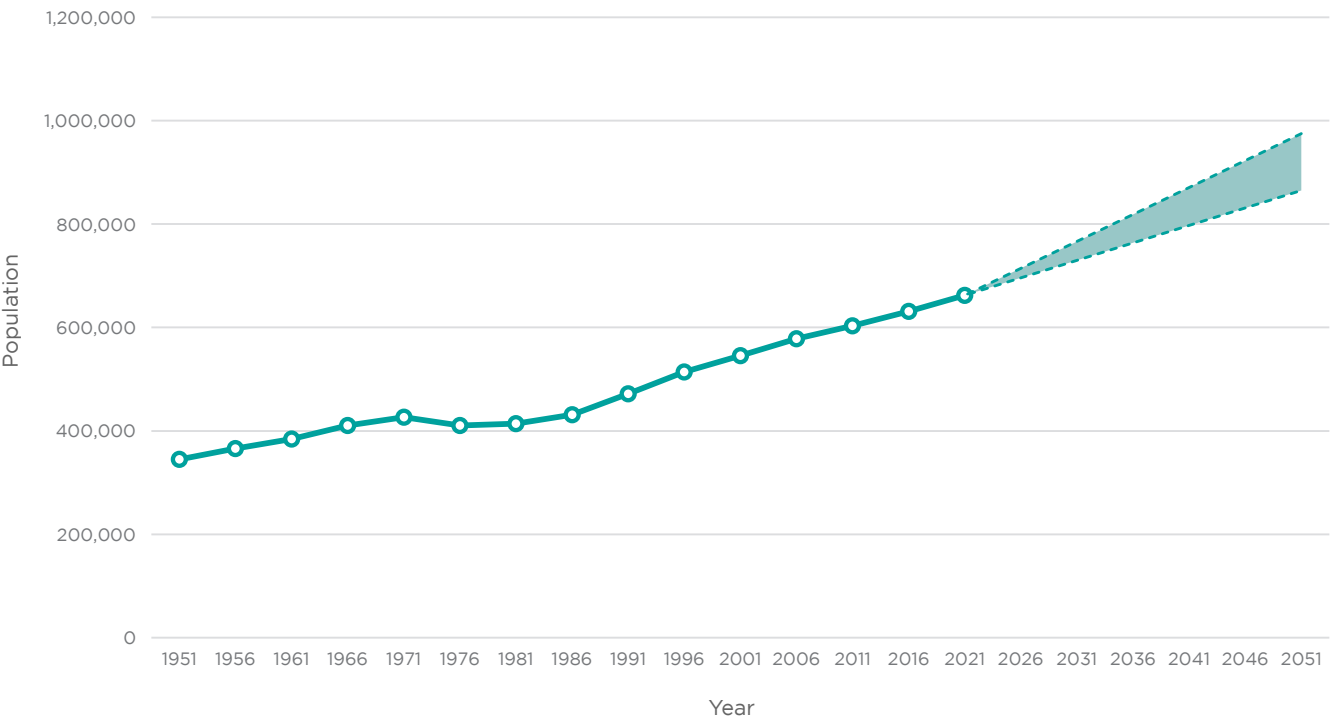
Today, Vancouver is home to 25% of the region's total population, 34% of the jobs and 30% of the total housing units. Vancouver is expected to add about 260,000 more people (for a total population of about 920,000 people) and up to 210,000 more jobs (for a total of about 638,000 jobs) by 2050. How Vancouver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

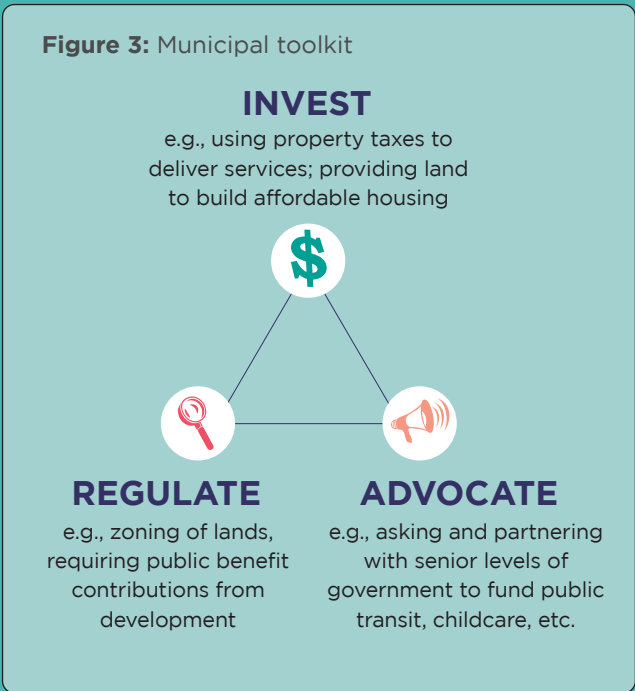
- Regional planning and growth management
- Public transit
- Drinking water and sewage: Regional treatment facilities and major pipelines crossing city boundaries
- Air and water quality monitoring
- Regional health services

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).



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.



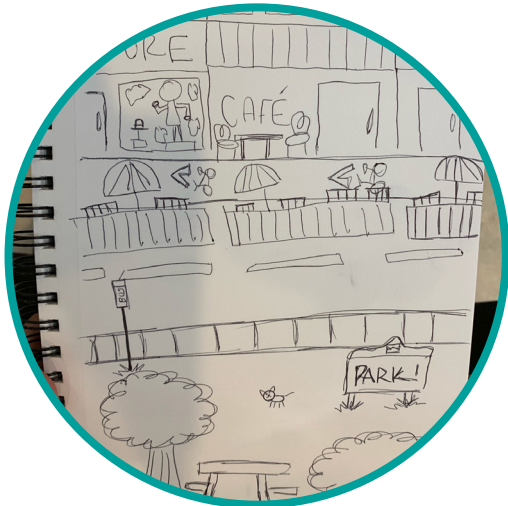
Phase 3 neighbourhood pop-up engagement event, Collingwood Neighbourhood House (Source: City of Vancouver)



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



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

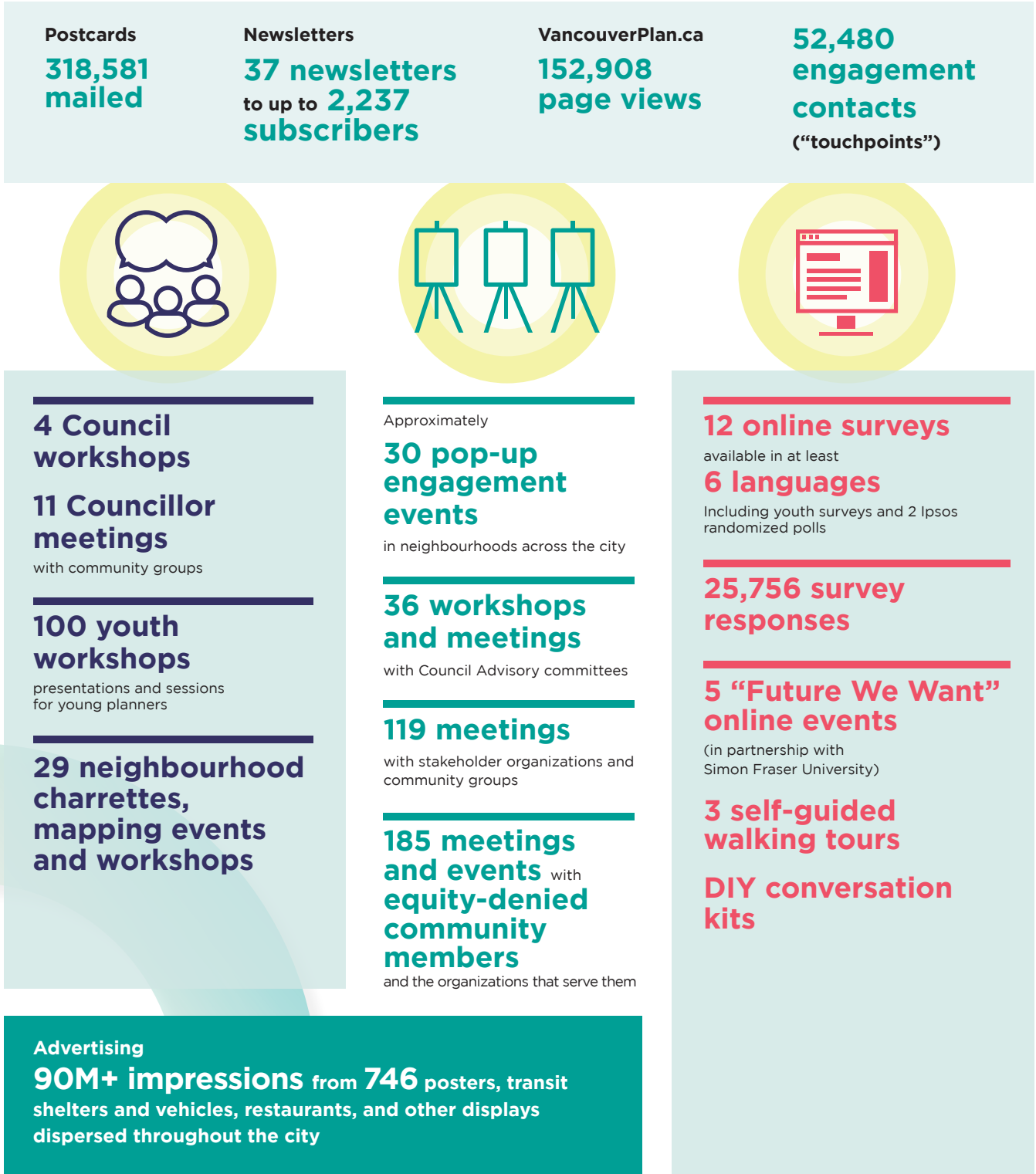


Output from a youth engagement session, Mount Pleasant, August 2021 (Source: Stina Hanson)

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, 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.

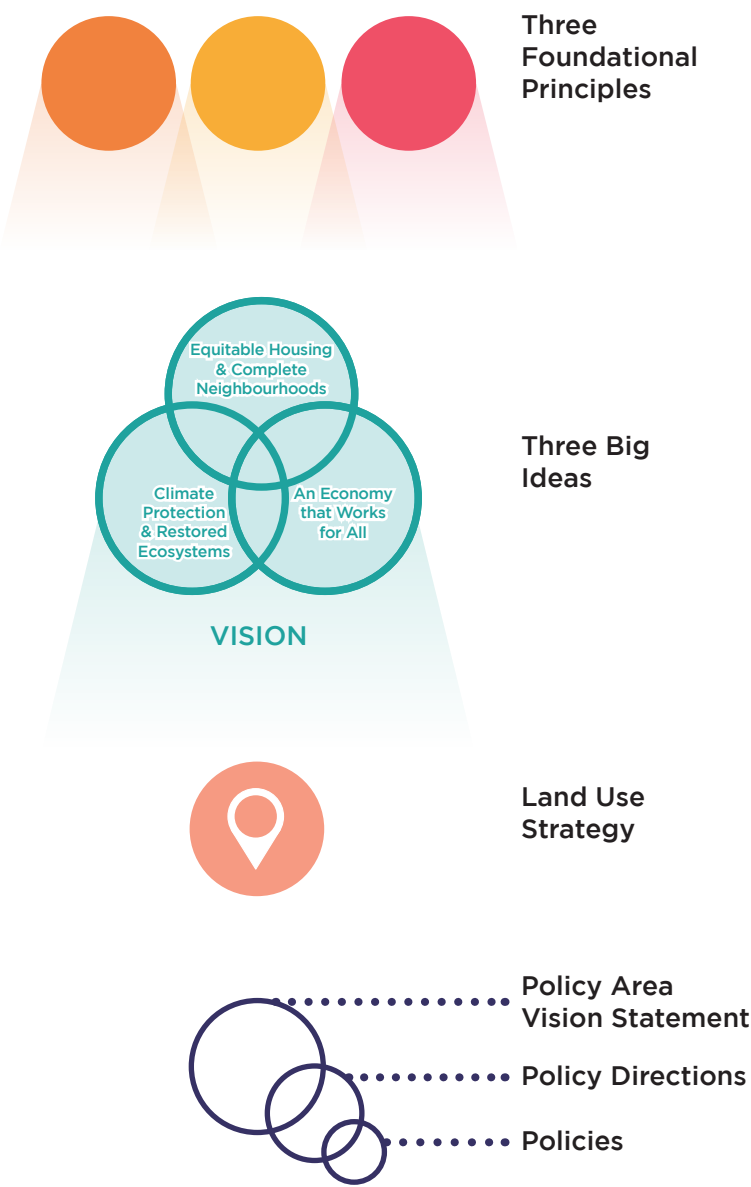
Land Use Strategy: The land use strategy shows how the Plan policies land on the ground. It sets clear city-wide guidelines that will shape area planning in the future, ensuring we achieve our goals at the neighbourhood and city level.

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.

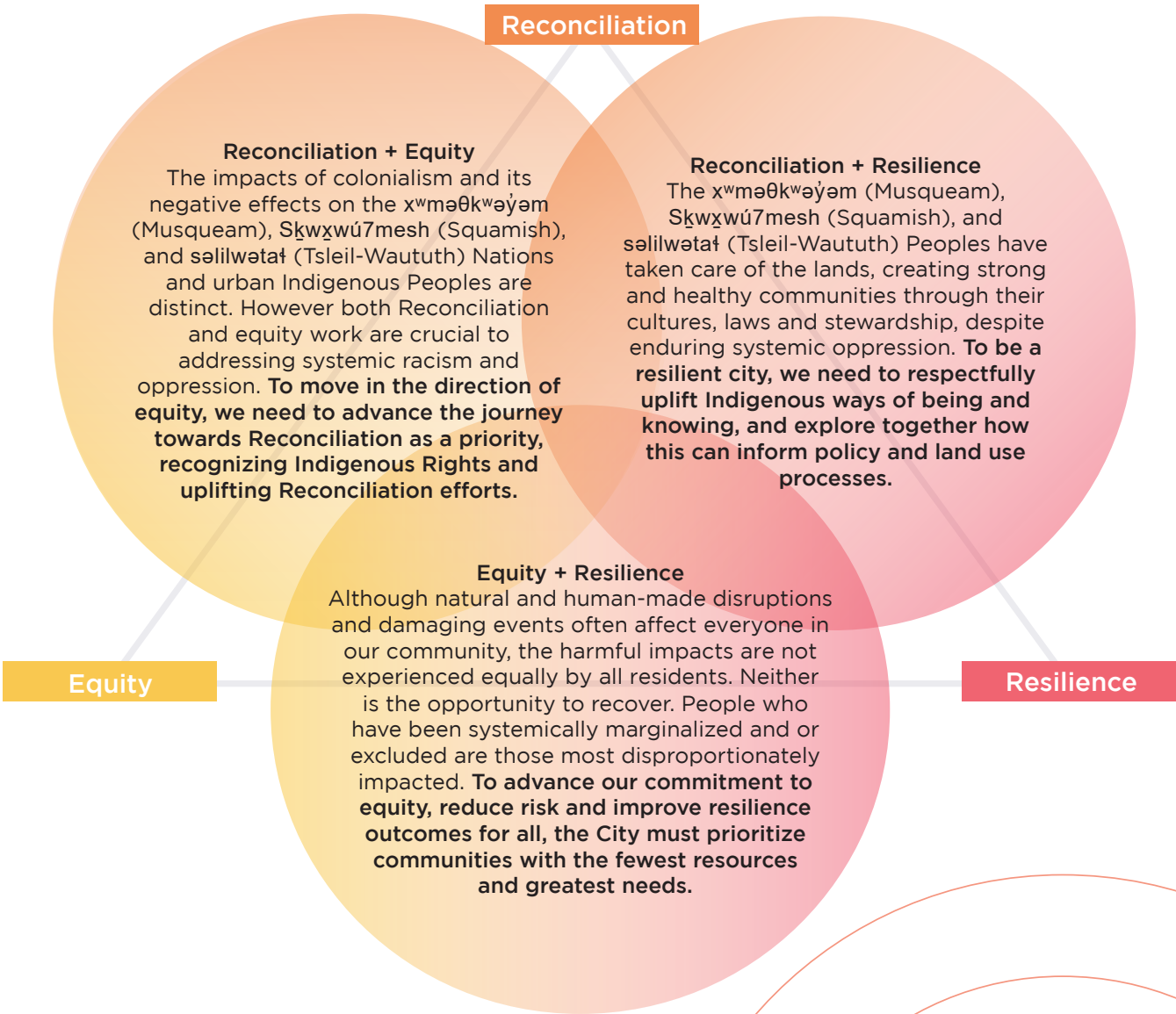


Photos top to bottom: Gathering of Canoes (Source: Pablo Cesar Palma); Mural by Anne Marie Slater, Scott Chan & Coleman Webb (Source: City of Vancouver); Jericho dock during a storm (Source: City of Vancouver)



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 the waterways, and non-human species that previously flourished in these territories. Discriminatory and racist policies like the *Indian Act*, the Residential

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

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

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

- 1. Support xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations’ inherent rights and self-determination.** Musqueam, Squamish, and Tsleil-Waututh Nations have constitutionally protected rights, Aboriginal title and interests within their unceded territory. This commitment means creating more relevant, respectful ways to support the Nations in leadership roles and in land use planning processes. This includes supporting their collective rights and abilities to pursue their political, social, economic, and cultural paths into the future. It means engaging and collaborating with the Nations when developing significant land use policies, and exploring opportunities to align strategies, plans and principles. This requires that City processes and timelines are respectful and aligned with the Nations’ protocols and interests.
- 2. Recognize and support urban Indigenous Peoples.** This means creating more opportunities for urban Indigenous Peoples to participate in the city, with access to opportunities in which they feel safe and have
- 3. Respect and uphold xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) culture and heritage.** This means increasing Musqueam, Squamish, and Tsleil-Waututh visibility and voice on the land by prioritizing and supporting cultural practices, stewardship, and ways of knowing, as guided by the Nations and respecting their protocols.
- 4. 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.

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.



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, 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.

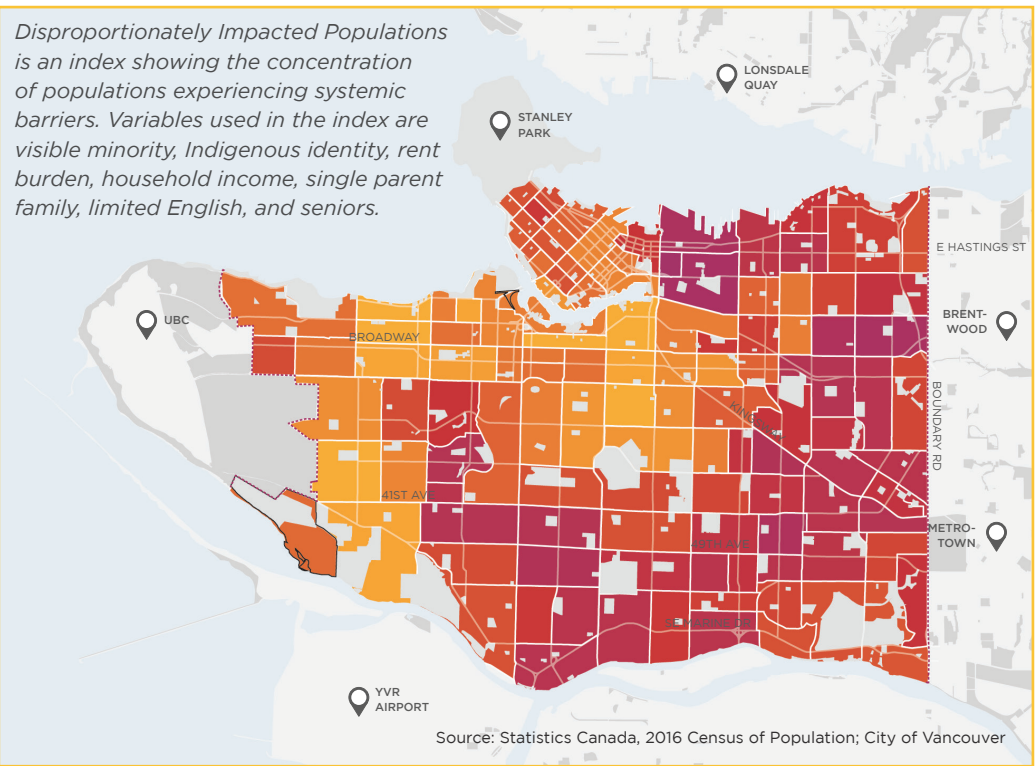
Map 1: Disproportionately impacted populations

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

High concentration
Low concentration

- 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 the 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

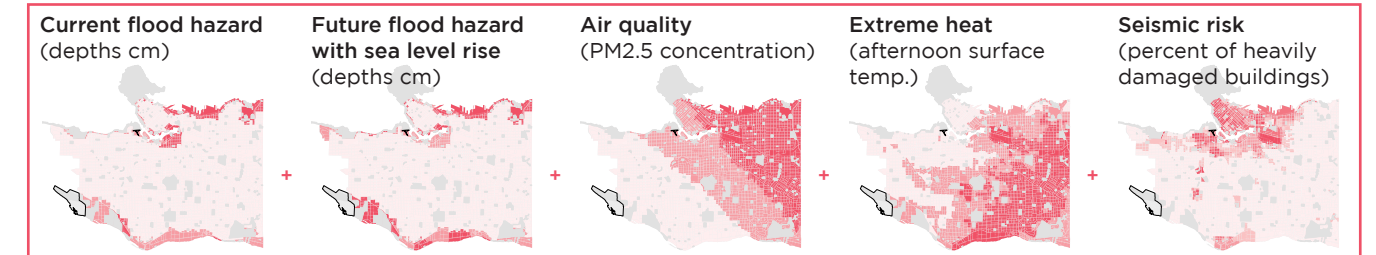
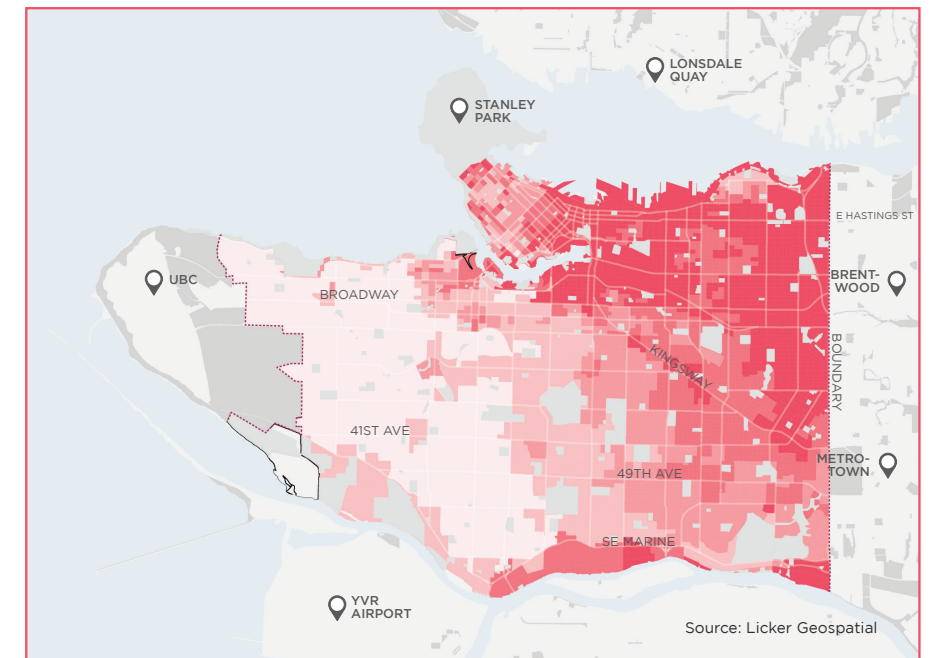
- Enable communities to support each other in surviving, adapting, and thriving in the face of shocks and stresses.** This means building the strength of community connections through land use and urban design. This also includes making sure communities have the infrastructure they need to deliver basic 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

Composite Hazard Score

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

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



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 and 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

- 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.

The Strategy reflects community values and aspirations and will shape conversations

around priority setting for our city investment in the years to come.

The Strategy provides a high level guide for growth and change while also allowing for the flexibility to adapt to changing circumstances. It will be revised and updated at established intervals to incorporate new information and Council direction.

The land use strategy will

- Direct new housing choices to low density residential areas rich in amenities and add opportunities for new amenities and services in areas that are currently underserved.
- Reinforce Vancouver's role as the cultural and economic centre of the region, while managing growth to prioritize the health, happiness, and well-being of residents.
- Encourage more sustainable and inclusive urban living by enabling affordable housing and jobs within an easy walk or roll of transit.
- Strengthen existing and support new neighbourhood centres by incorporating Missing Middle housing into clusters of local shops, flexible work spaces, childcare, public spaces, and arts and culture venues.
- Create an integrated network of public spaces, ecological corridors, greenways and active modes of travel (walking, rolling, and biking).
- Make space for ecology to function at the site, neighbourhood and city-wide scale.





Southeast False Creek (Source: City of Vancouver)

City Building Blocks and Layers

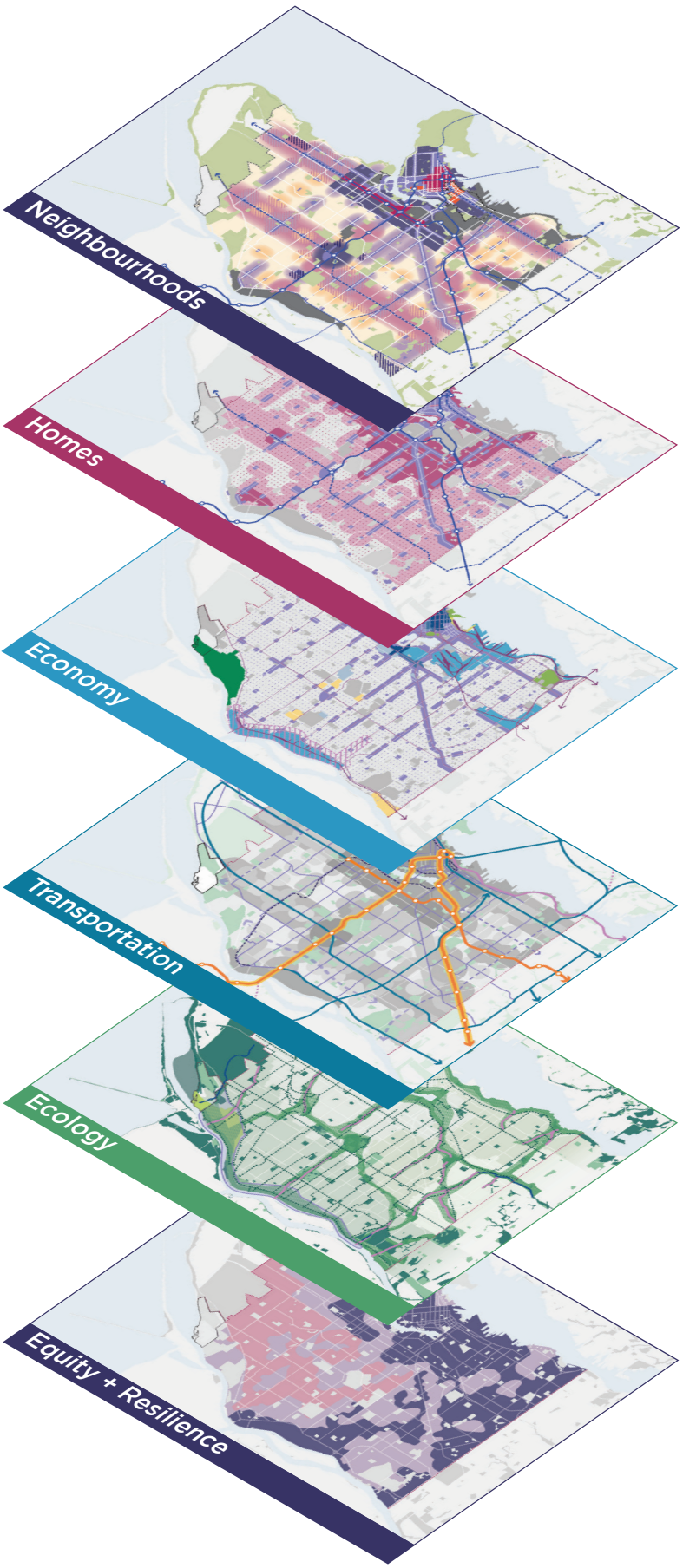
The land use strategy builds upon key elements of the existing urban fabric. The built environment is composed of buildings, streets, plazas, natural open space, parks, and infrastructure.

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 jobs 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 allows 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

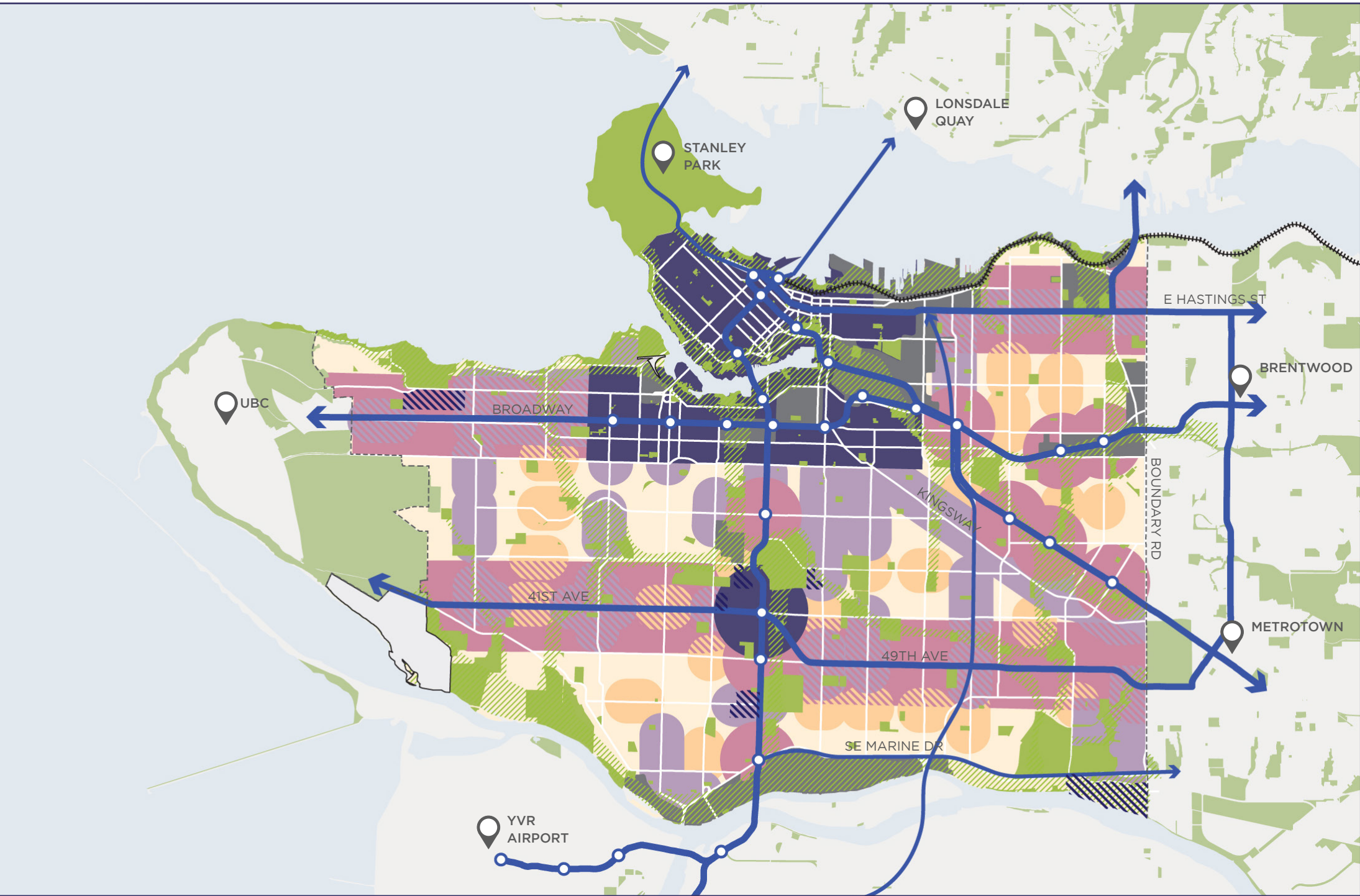
Transportation system offers critical connections for driving, walking, biking and transit between neighbourhoods and to city and regional destinations.



Water Infrastructure

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

Map 3: City building blocks



Neighbourhood Types

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

Transportation

- Existing Rapid Transit Station
- Major Transit Network
- West Coast Express

Ecology

- Parks and open space
- Greenspace in other jurisdictions
- Ecological corridor/Ecologically sensitive zones
- Waterbody

First Nations Reserves

- Major Projects sites in progress

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

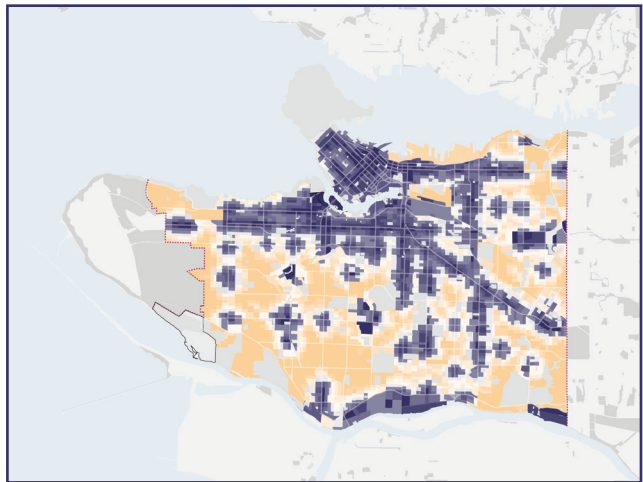
Neighbourhoods | Directions and Policies

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

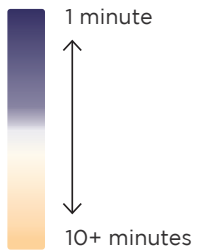
housing options for a diverse mix of people. These neighbourhoods also provide more opportunities for social interaction as people meet and connect on the street, at their favourite coffee shop, local playground and during everyday activities like walking to get groceries. A city of complete neighbourhoods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

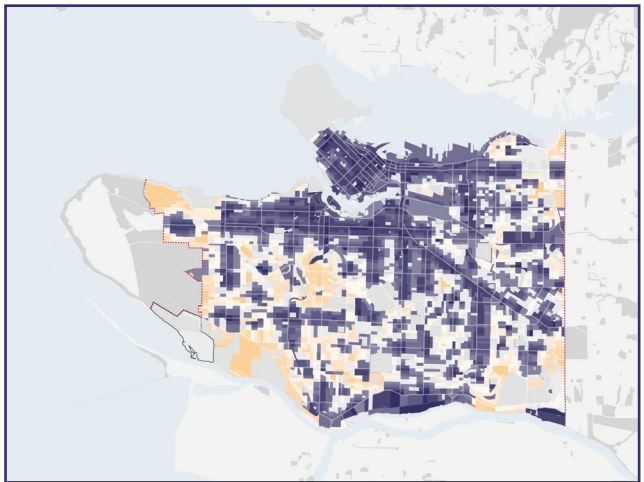


Proximity to at least
40,000 sq ft of retail:



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

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, 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 landscape for their heritage value and significance, with Chinatown and Gastown designated as national historic sites. These areas have existing detailed planning and urban design policy to guide change and development

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.*

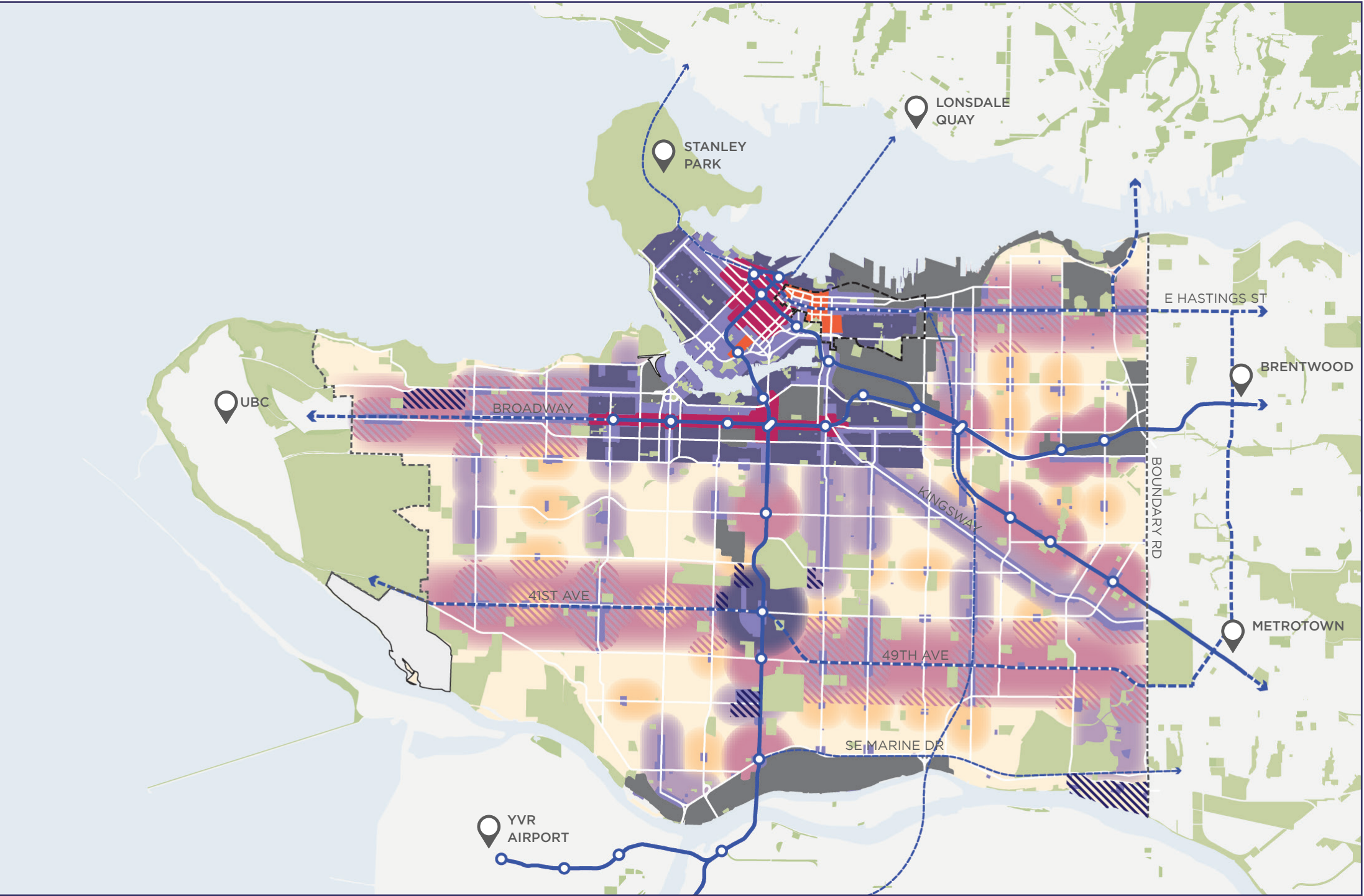
Village: These areas will add shops and services to primarily residential neighbourhoods and add Missing Middle housing nearby. See *Direction L1.7 for more details.*

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

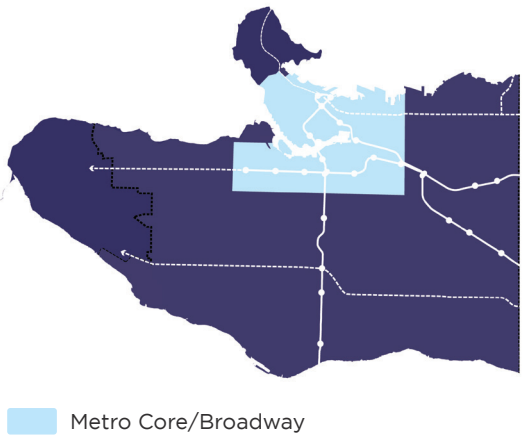


Photo: Marine Building, Metro Core/Broadway, Vancouver
(Source: Michelle Pollard)

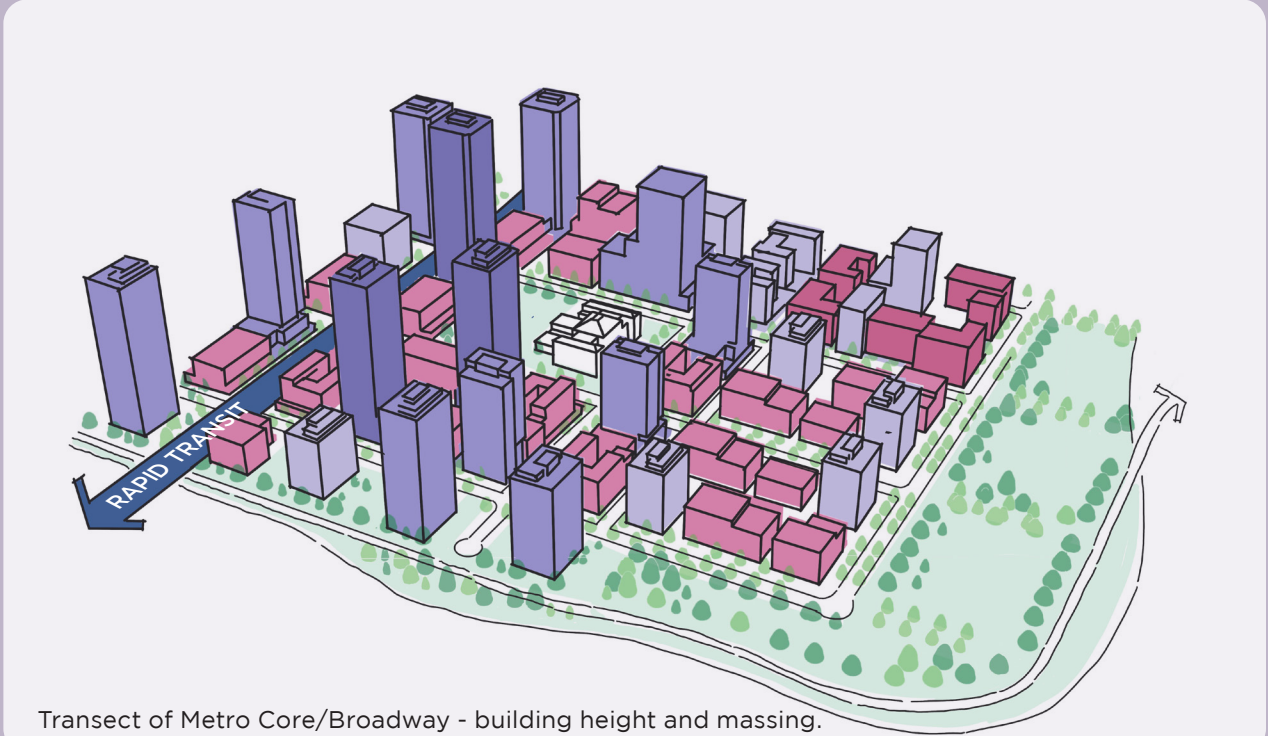
The Metro Core/Broadway area will continue to be the urban heart of the city and region by providing a dense mix of employment lands and uses, including most of the city’s office and hotel towers, large format cultural venues, and commercial uses. The Metro Core/Broadway area includes many of Vancouver’s 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, 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.



Examples of building types in the Metro Core/Broadway



Direction L1.4: Municipal Town Centre


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

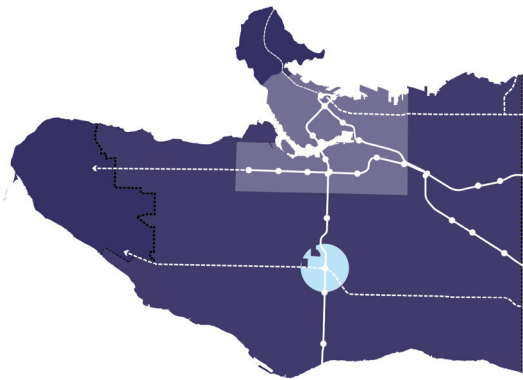


Rendering of Oakridge redevelopment
(Source: Westbank/Henriquez Partners)

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 the town centre park spaces are connected through enhanced walking routes that are pleasant, comfortable, and safe for all. New urban plazas and key community facilities will 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



Transect of Municipal Town Centre - building height and massing.

Direction L1.5: Rapid Transit Areas

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




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 tenure on every block with heights and densities generally decreasing further from the station.
- L1.5.7

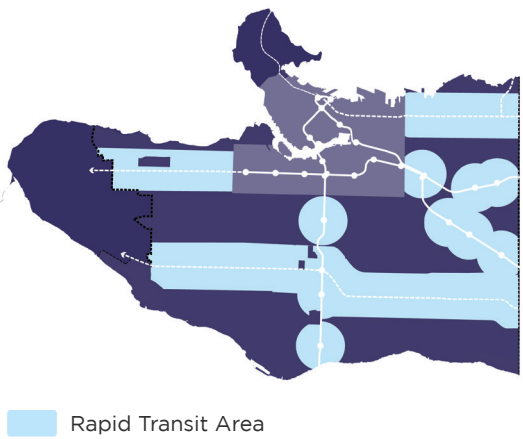
Transit Integration. Give consideration to greater heights and densities to offset the costs and challenges of station-integrated development. Incorporate ample, quality plaza and public space enhanced by walking and biking routes to connect people to the station area.
- L1.5.8

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

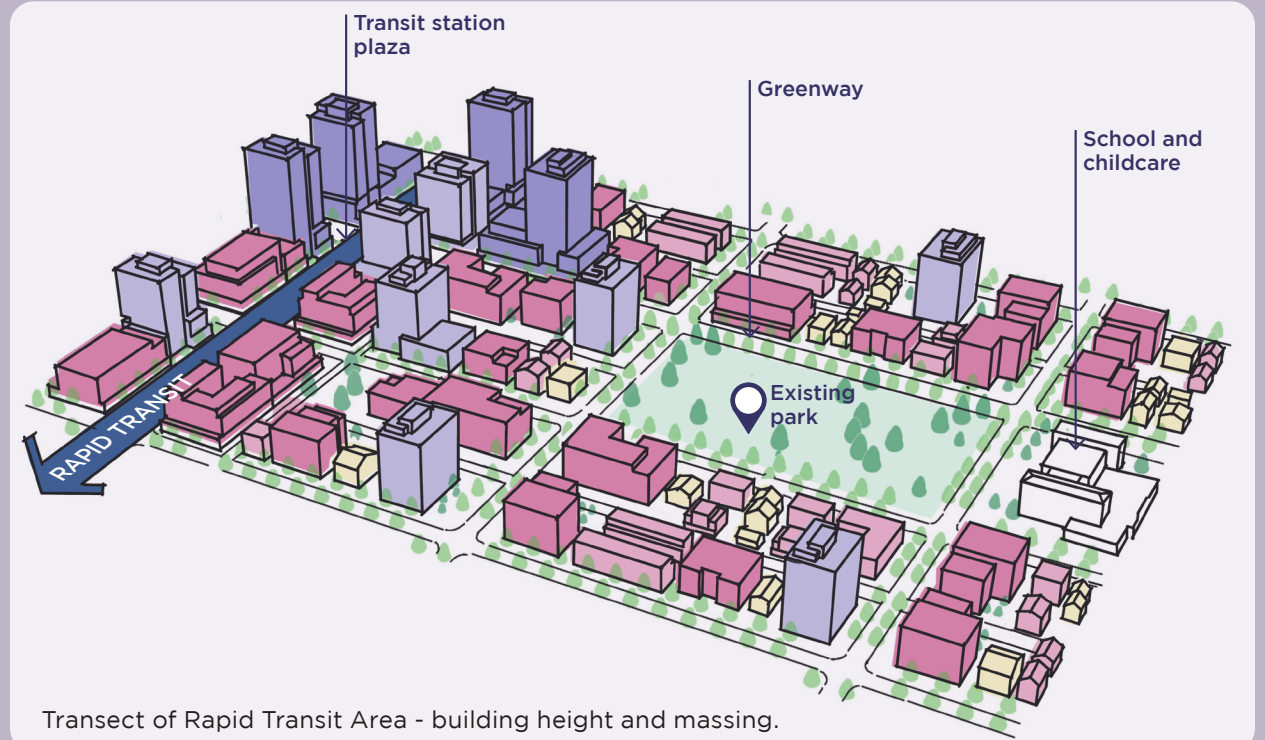


Nature. Ensure parks, open space, streets, and private developments strongly consider ecological function and provide opportunities to enjoy nature with special consideration for durable landscapes that can thrive in high traffic areas.
- L1.5.10

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



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 Boulier)

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. 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


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

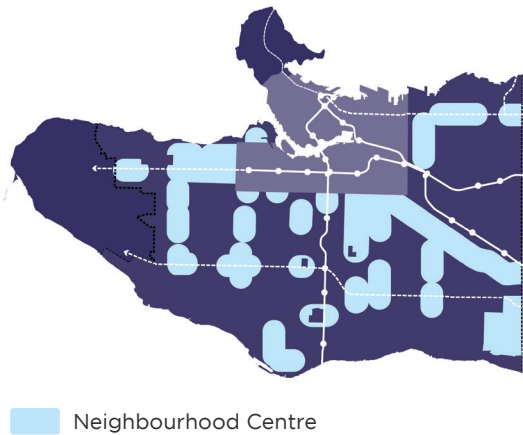
Built Form. Allow for the building heights and densities necessary to deliver rental and social housing while also considering a distributed pattern of growth that allows for smaller towers (~12 storeys) within a block or two of the local shopping street.
- L1.6.7

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



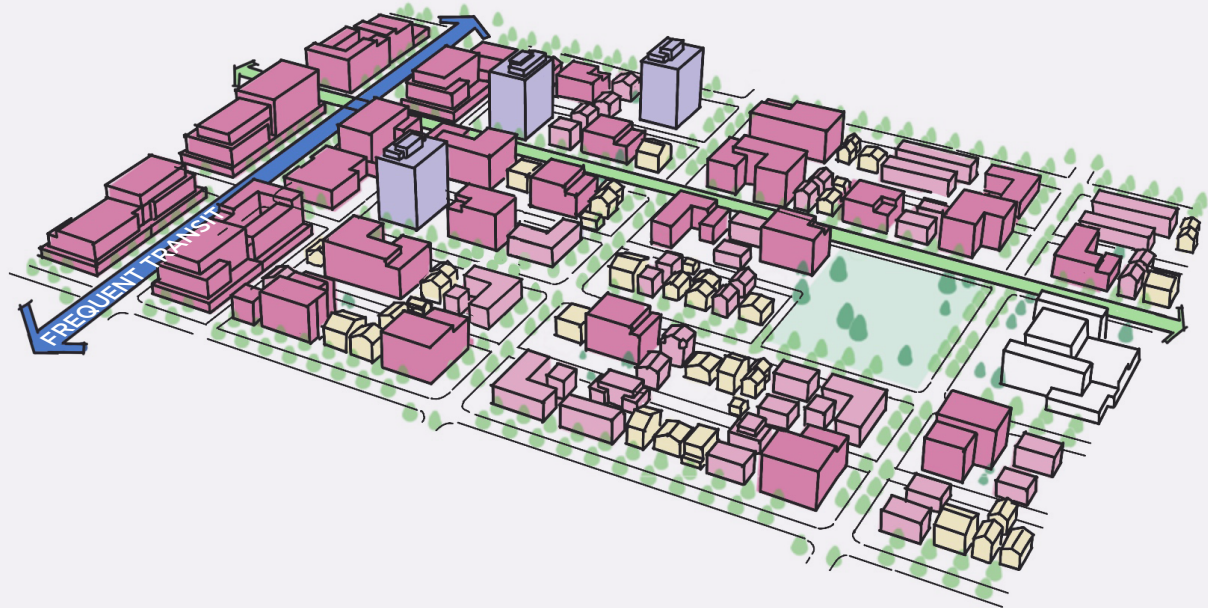
Nature. Explore opportunities to retain trees and preserve native soils wherever possible. Integrate ecological landscaping and function into the design of new private developments.
- L1.6.9

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

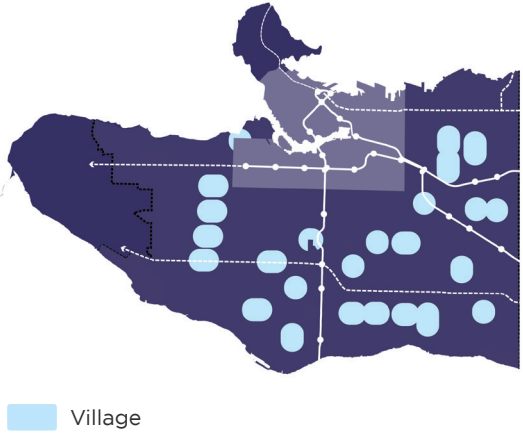


Smaller commercial uses in a Village
(Source: City of Vancouver)

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.

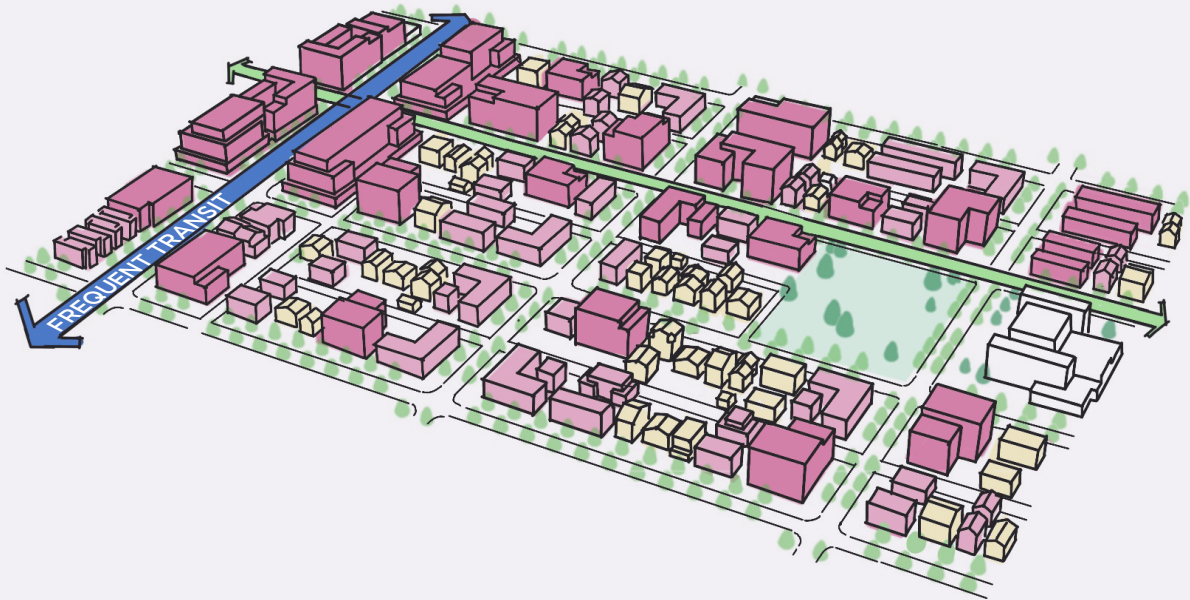
Policies

- 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, 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.



Village

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

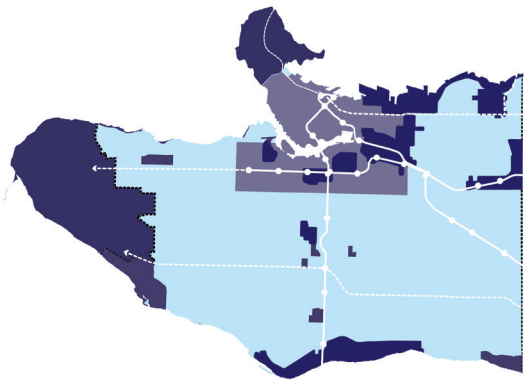


Multiplex building, Grandview-Woodland
(Source: City of Vancouver)

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, 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 at 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 inter-related 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.

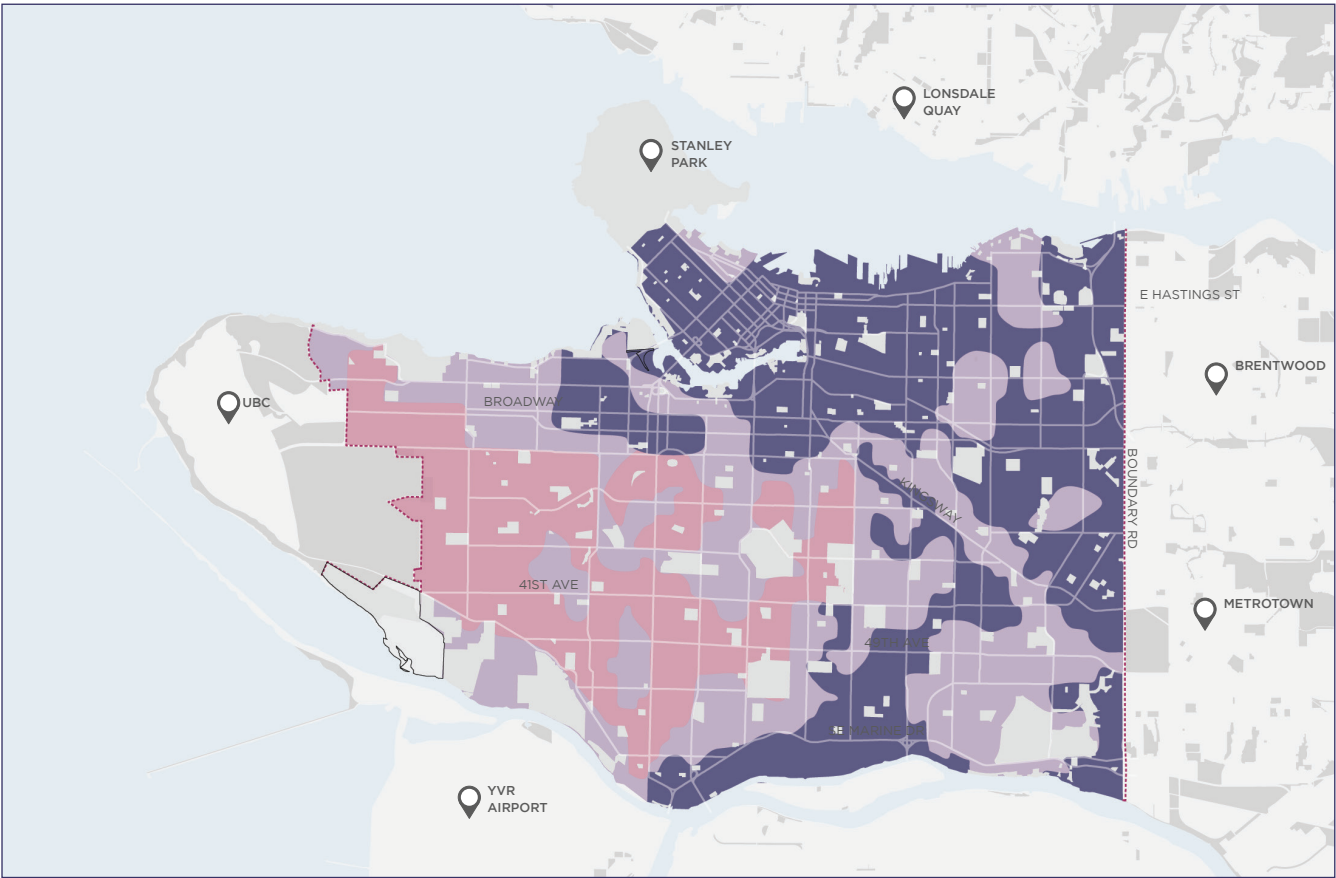
Opportunity Areas: These are areas with less housing choice today and where new residents could be well-supported by existing services and amenities and might experience fewer hazards. These areas generally have two or more of the following characteristics:

- 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, leverage multi-objective strategies and synergies to 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 e communities.

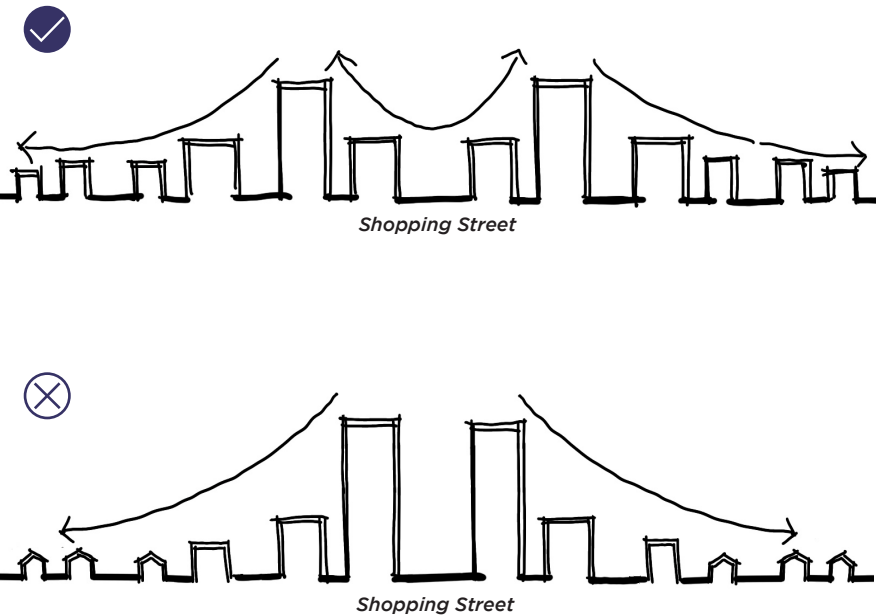
The following high level urban design policies reflect public values of Vancouver: the spectacular natural setting, a healthy urban environment, distinct neighbourhoods, and the ability to connect with others on a daily basis.

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

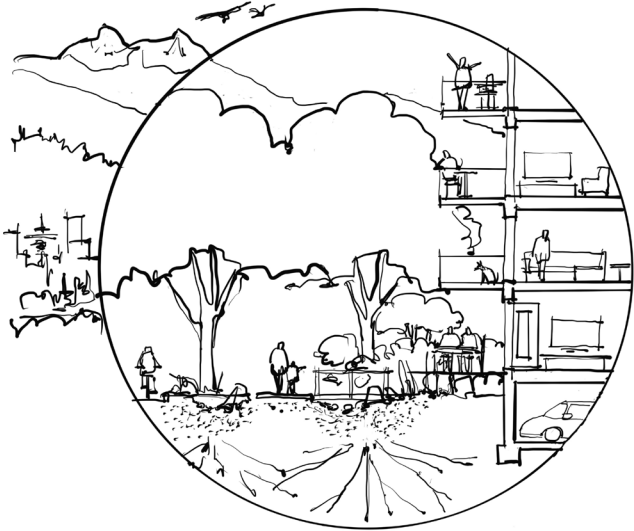
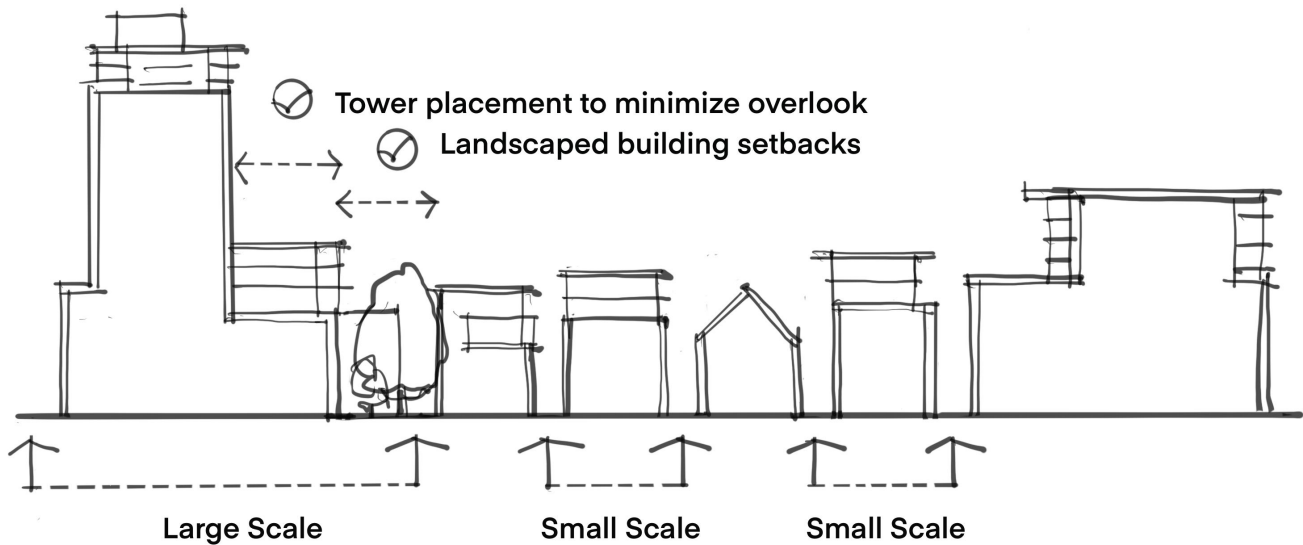


Figure 14: Strategies to successfully integrate both small and large lot developments into an existing neighbourhood



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

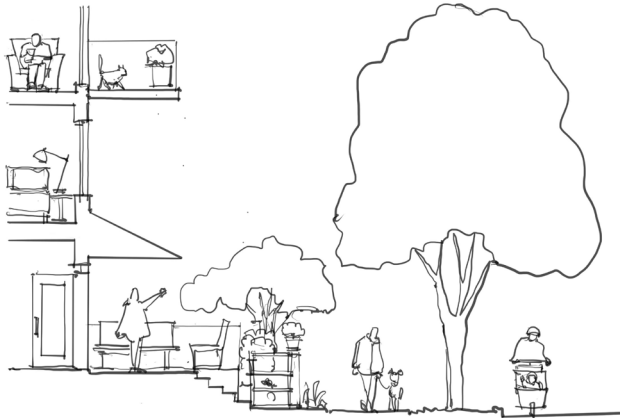


Figure 18: Residential building edges that encourage a more private 'back yard' outdoor space for residents

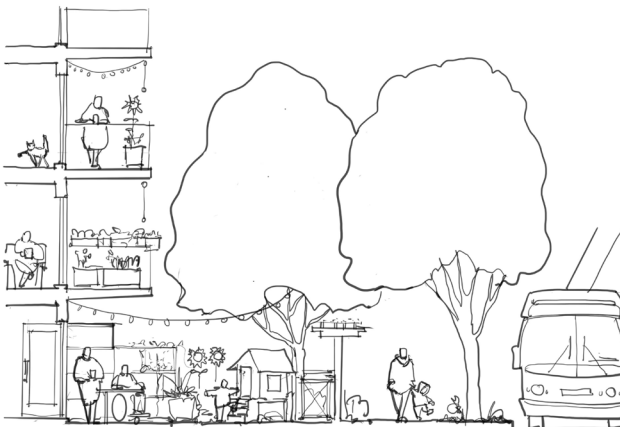


Figure 15: Locate height and shape buildings to minimize shadowing on parks, open spaces and shopping streets

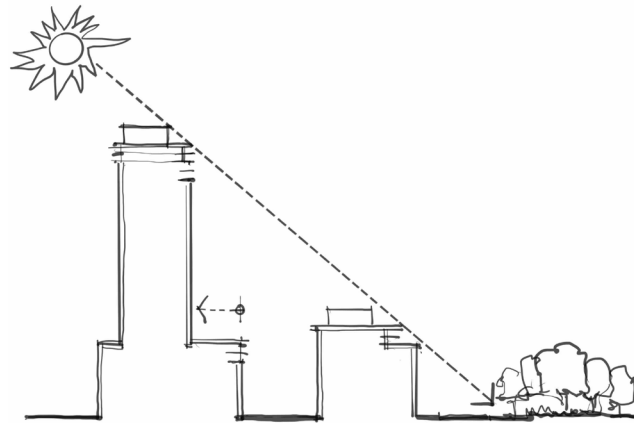
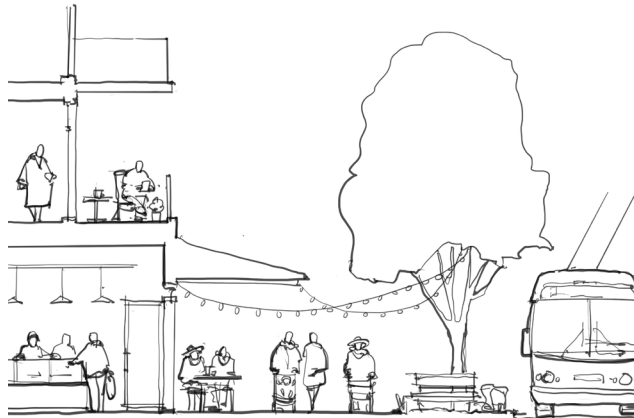


Figure 17: Commercial building edges that encourage a safe and welcoming experience



Direction L2.3: Buildings and Sites

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

Policies

- L2.3.7 Health, well-being and social connection.** Design homes for health, well-being, and social connection by providing access to outdoor spaces, communal spaces, adequate daylighting, ventilation, air filtration, accessibility, and consideration for intergenerational living.
- L2.3.8 Green building.** Ensure green building design that reduces carbon pollution and supports a healthy environment through:
- efficient material, water, and energy use;
 - the capture, retention and infiltration of rainwater;
 - reduced embodied and operating carbon pollution; and
 - design strategies such as parking maximums and enhanced bike storage that encourage walking, biking, and transit use.
- L2.3.9 Seismic performance.** Improve city-wide building seismic performance by promoting enhanced seismic design in new buildings and equitably planning for risk reduction, including building replacement and upgrades in existing buildings.
- L2.3.10 Durability and adaptability.** Detail, design, build, and renovate for durability and adaptability of the built environment to address resilience and future needs.

Figure 19: Provide usable outdoor space for apartments

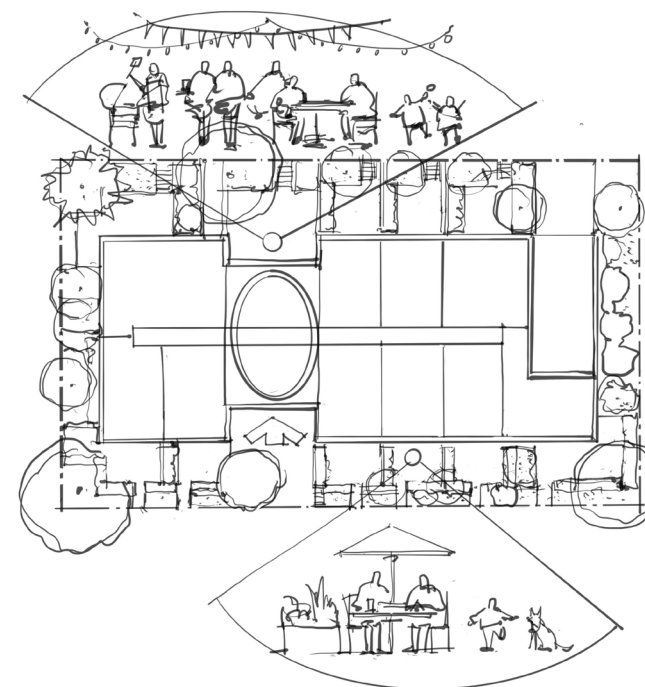


Table 1: Neighbourhood design guidelines

	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, 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 and a wide range of housing options.	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

*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

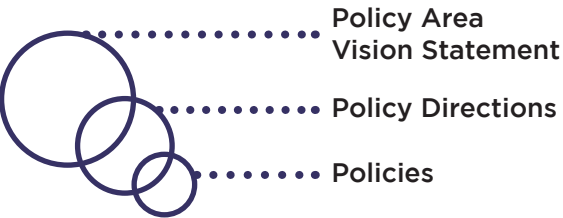
Eleven policy area sections are provided that underpin the overall Land Use Strategy and cover key city building topics. Each section includes a **Vision Statement** that reflects the optimal desired state, **Policy Directions** that identify the broader topics necessary to achieve the Vision, and the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

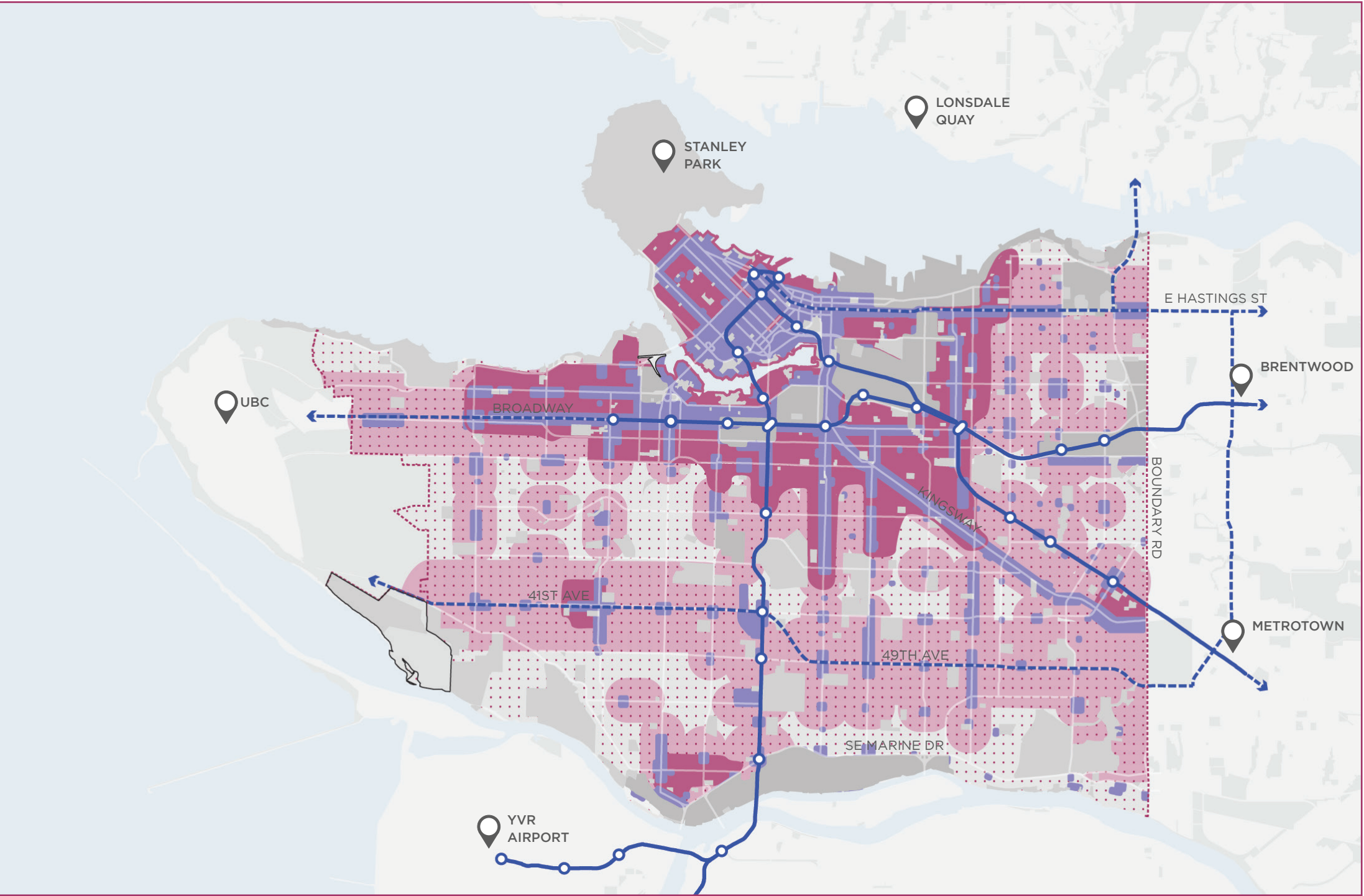
Areas to enable Missing Middle housing: Intensify areas with ground-oriented Missing Middle housing and purpose-built rental housing, including townhomes, multiplexes and other low-rise forms.

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.

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.

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

Direction 1.2: Geographic Equity

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



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)

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.

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

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 1.6: Rental Housing

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



Family at home (Source: iStock photo)

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.

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.

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)



Similar in scale to new houses and duplexes



Modest scale reduces need for major infrastructure



Can fit on a single lot



Homes would typically be 2 and 3 bedrooms to work for families with children and those downsizing from a detached house



Neighbourhoods evolve over time



Reduce hard surfaces to improve water absorption



Opportunity to advance green building design



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, **centre** city. Opportunities for shops, services and employment within neighbourhoods are also a focus of this plan.

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.

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.

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:

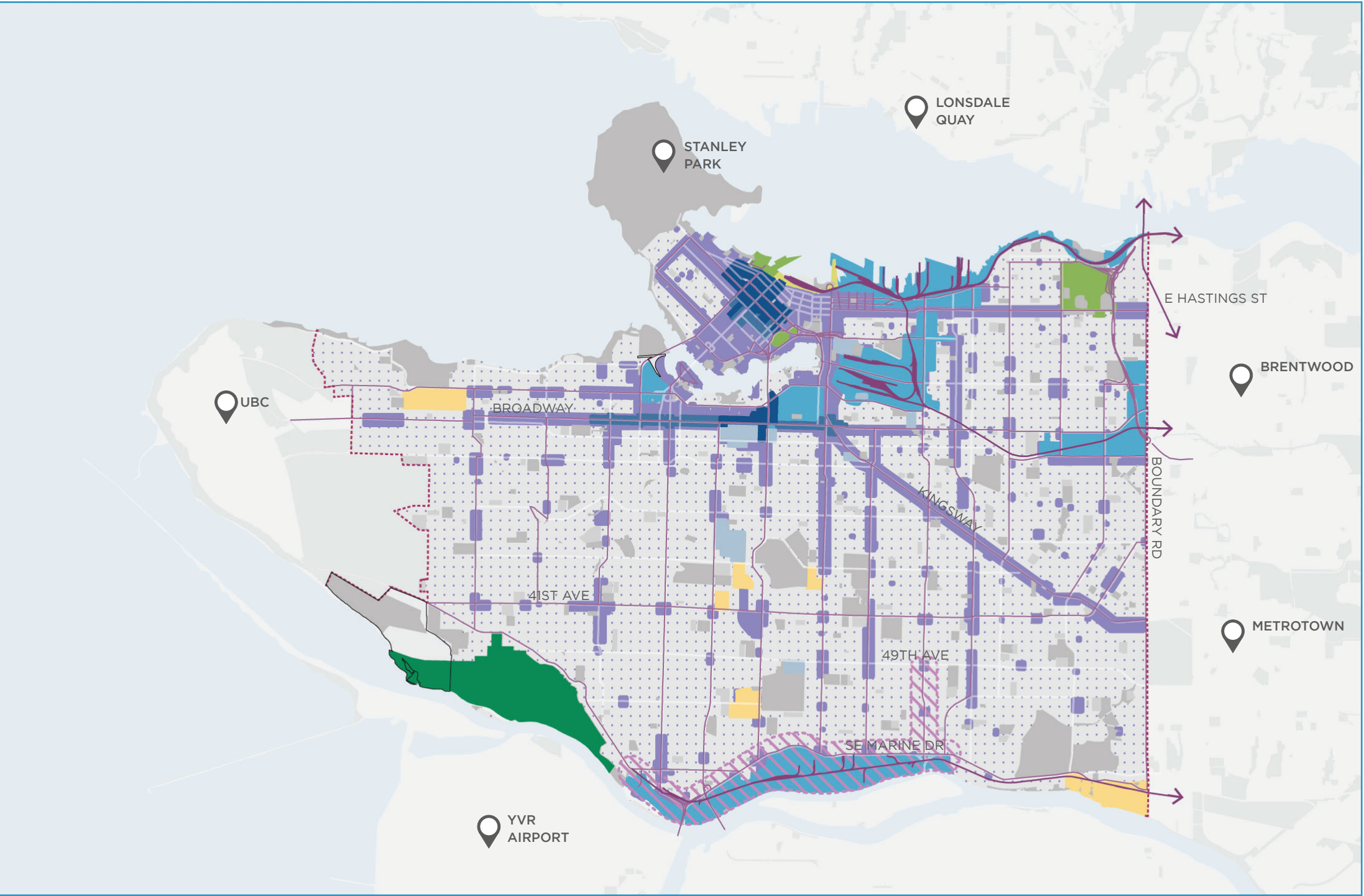
- High Streets + Commercial Hubs:** Mainly mixed-use with street-level shops and residential or office above. Many of these areas serve important social, cultural and economic functions and will be expanded and enhanced in the future. Planning for these areas often requires balancing the need for goods 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 | Areas to prioritize expansion and enhancement | Special study areas | Other employment areas | First Nations Reserves |
| Business District - Central City | High Streets + Commercial Hubs* | Marine Drive and Knight Street Study Area | Major Projects sites in progress | Parks and open space |
| Business District - Secondary | Neighbourhood Employment | Truck Routes | Central Waterfront District | Schools |
| Industrial/Employment | | Rail Corridors | Major Entertainment/Stadiums/Convention Centres | Greenspace in other jurisdictions |
| Campus Institutional | | | Agricultural Land Reserve | 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, (the Nations), as well as supporting equity-denied business owners.
- 2.1.3 Work collaboratively with the Nations to identify opportunities for their frameworks and worldviews to inform economic policy and planning.
- 2.1.4 Advocate 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 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 increasing 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.

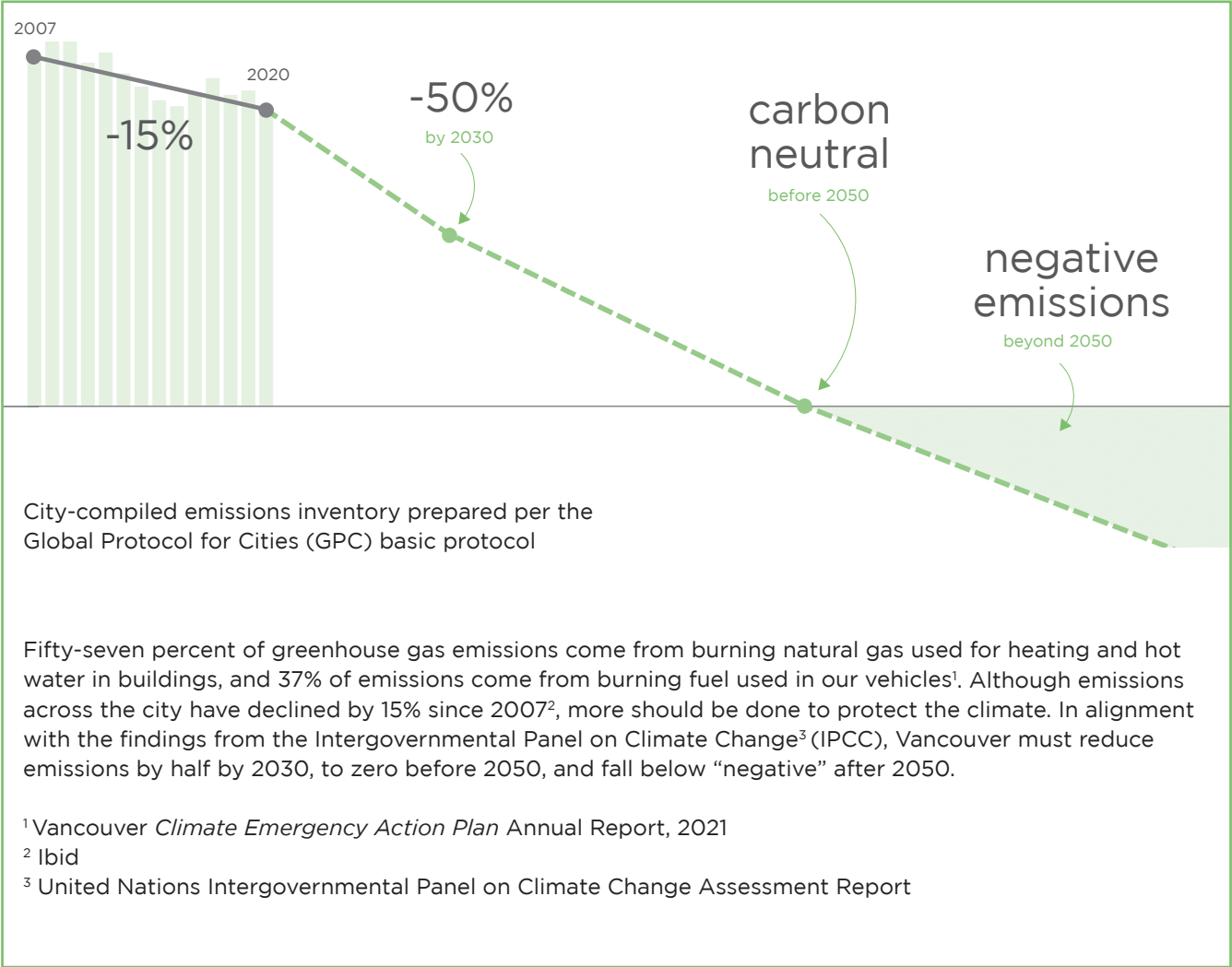
The neighbourhoods in Vancouver where people walk/roll to their daily needs are healthier, more affordable, decrease

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, 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.

Policies

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

Direction 3.3: Climate Change Adaptation

Accelerate actions to build climate resilience

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 səliłwətał (Tsleil-Waututh) Nations to explore innovative ways to mitigate and adapt to a changing climate.
- 3.3.3 Focus on people and communities disproportionately impacted by climate change and environmental degradation in area-based planning 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 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



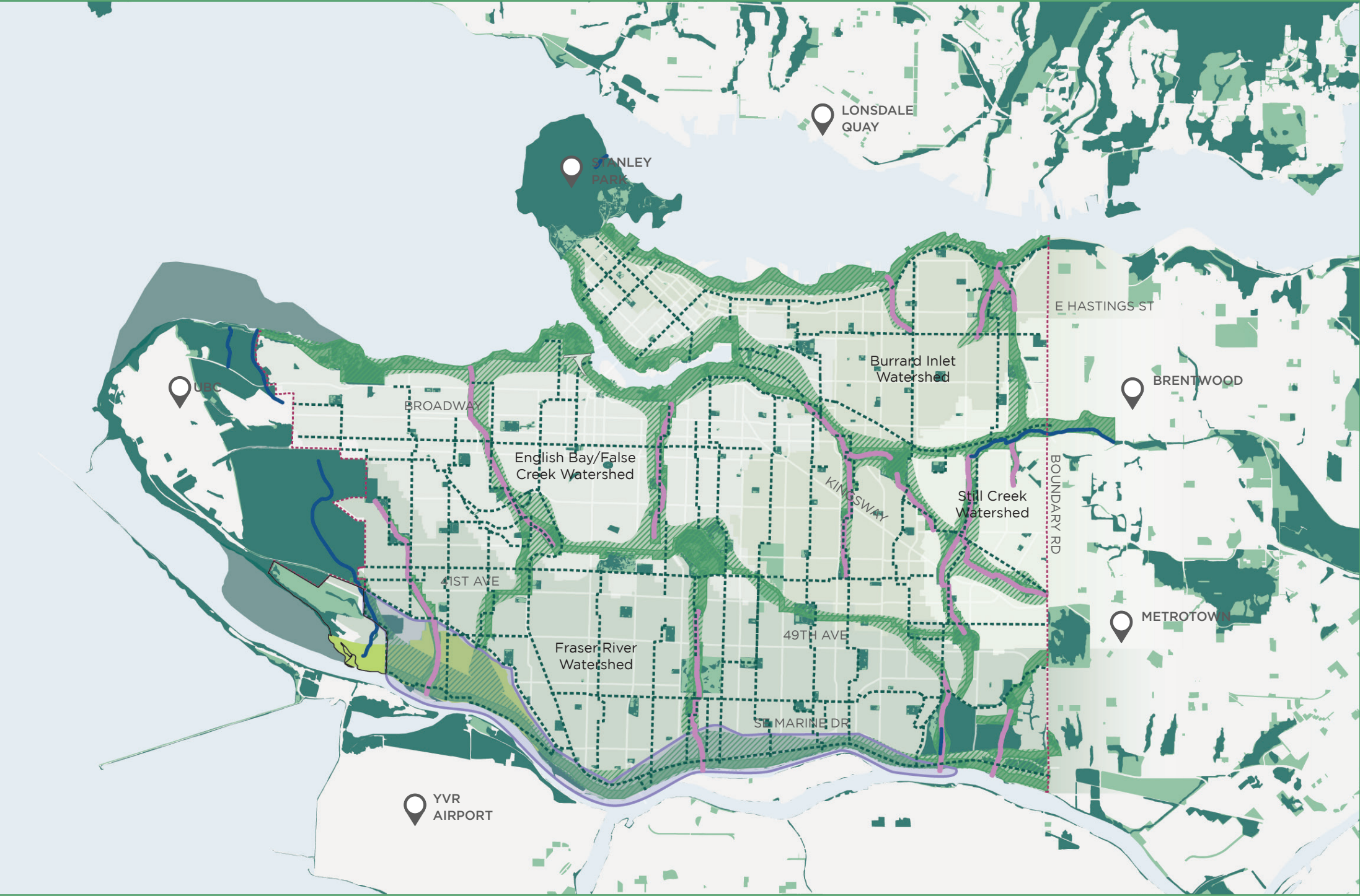
A number of policy documents support Vancouver's ecological health, including: *VanPlay: Parks and Recreation Services Masterplan* (2020), the *Climate Emergency Action Plan* (2020), the *Rain City Strategy* (2019), the *Urban Forest Strategy* (updated 2018), and the *Biodiversity Strategy* (2016). The 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, 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 səliwətaʔ (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, 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 xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations, the community and regional partners to align priorities. We want to ensure a resilient, equitable, accessible, low carbon transportation network that supports a growing city with diverse population needs.

Connection to existing policies



Vancouver Plan directions complement 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.

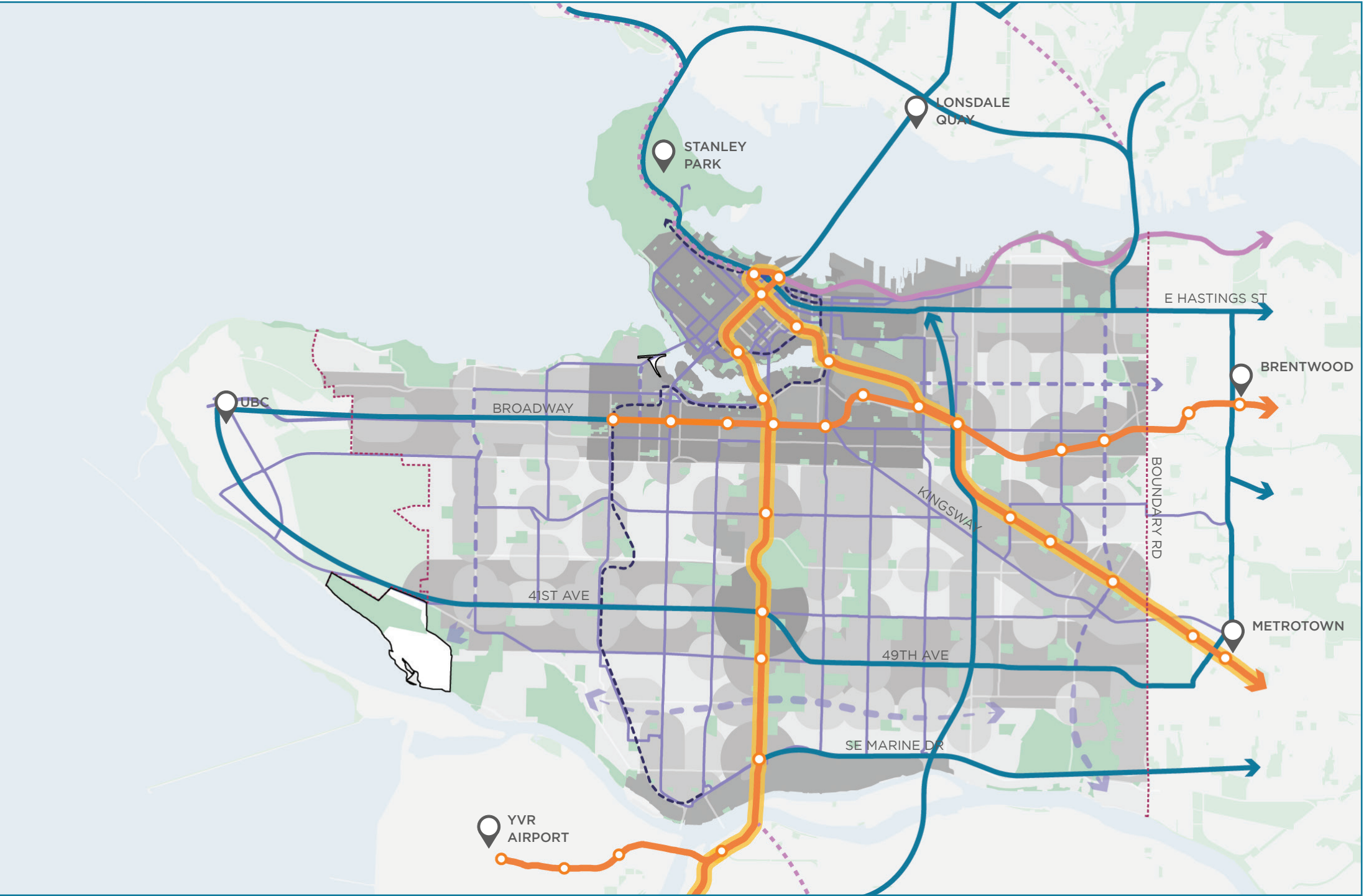
¹Disclaimer: Future transit alignments are conceptual and may change subject to future, more detailed planning. Transit investments rely on funding from TransLink and the Provincial/Federal governments and timelines are not included in this work.

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

²The 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.

³Frequent Transit Network Expansions are subject to review in partnership with TransLink.

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



- Existing Transit**
 - SkyTrain Station
 - SkyTrain Line
 - West Coast Express
 - Frequent Transit Network
- Future Transit**
 - SkyTrain Capacity Relief Measures¹
 - Major Transit Network²
 - Express/Interregional Transit
 - Streetcar Alignment
 - Frequent Transit Network³
- Land Use Strategy**
 - Metro Core/Broadway + MTC
 - Industrial/Employment
 - Rapid Transit Area
 - Neighbourhood Centre
 - Village
 - Multiplex Area
- First Nations Reserves
 - Parks and open space
 - Greenspace in other jurisdictions
 - City 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 across the city, key destinations and enhancing public life.

Key elements of Vancouver's greenways network are:

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

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

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



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

Icons 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)

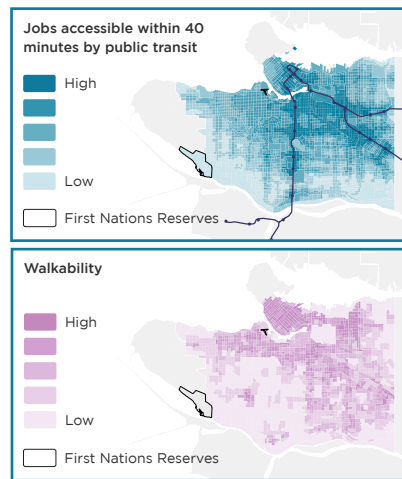
Locating people closer to their destinations and designing buildings oriented towards sustainable travel, makes walking and rolling the easiest and most convenient option for most trips. Allowing a greater mix of uses, including jobs and housing, close to transit increases access to the city, region 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, eliminate minimum parking requirements, limiting parking supply).

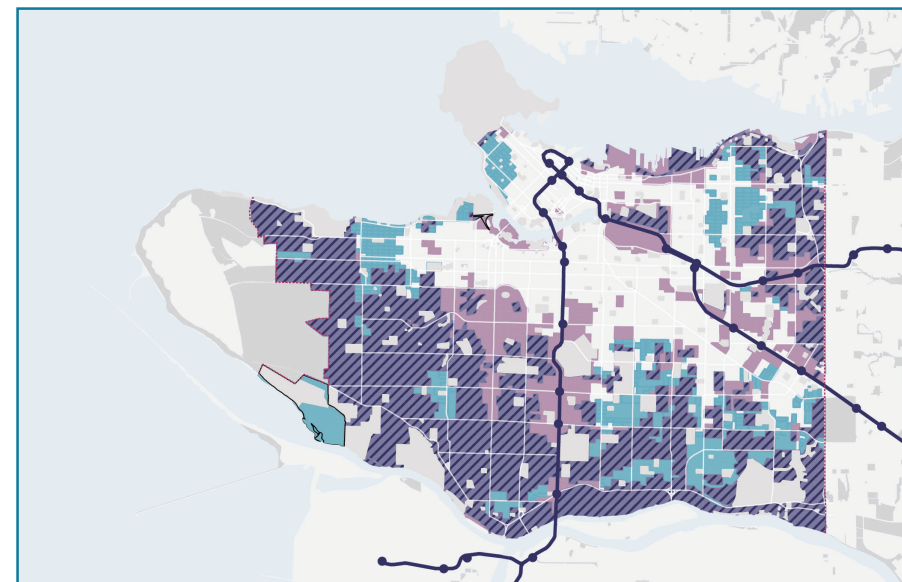
Map 11: Areas with less walkability and lower access to jobs by transit under current conditions

Map inputs:



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

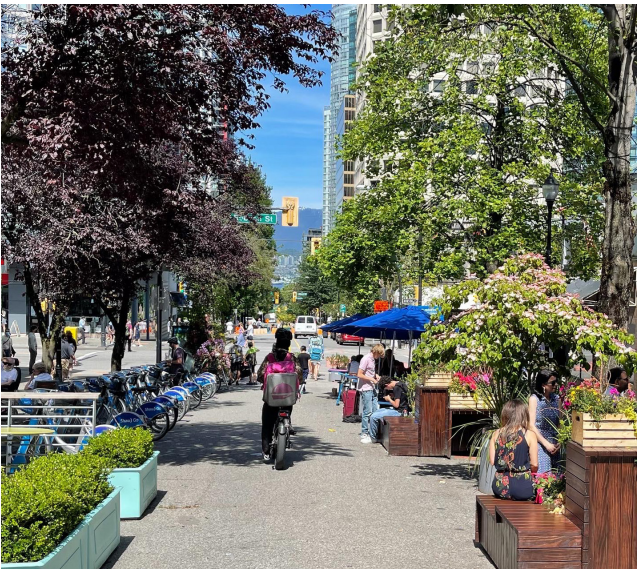
Source: City of Vancouver



- 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 great 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, 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.

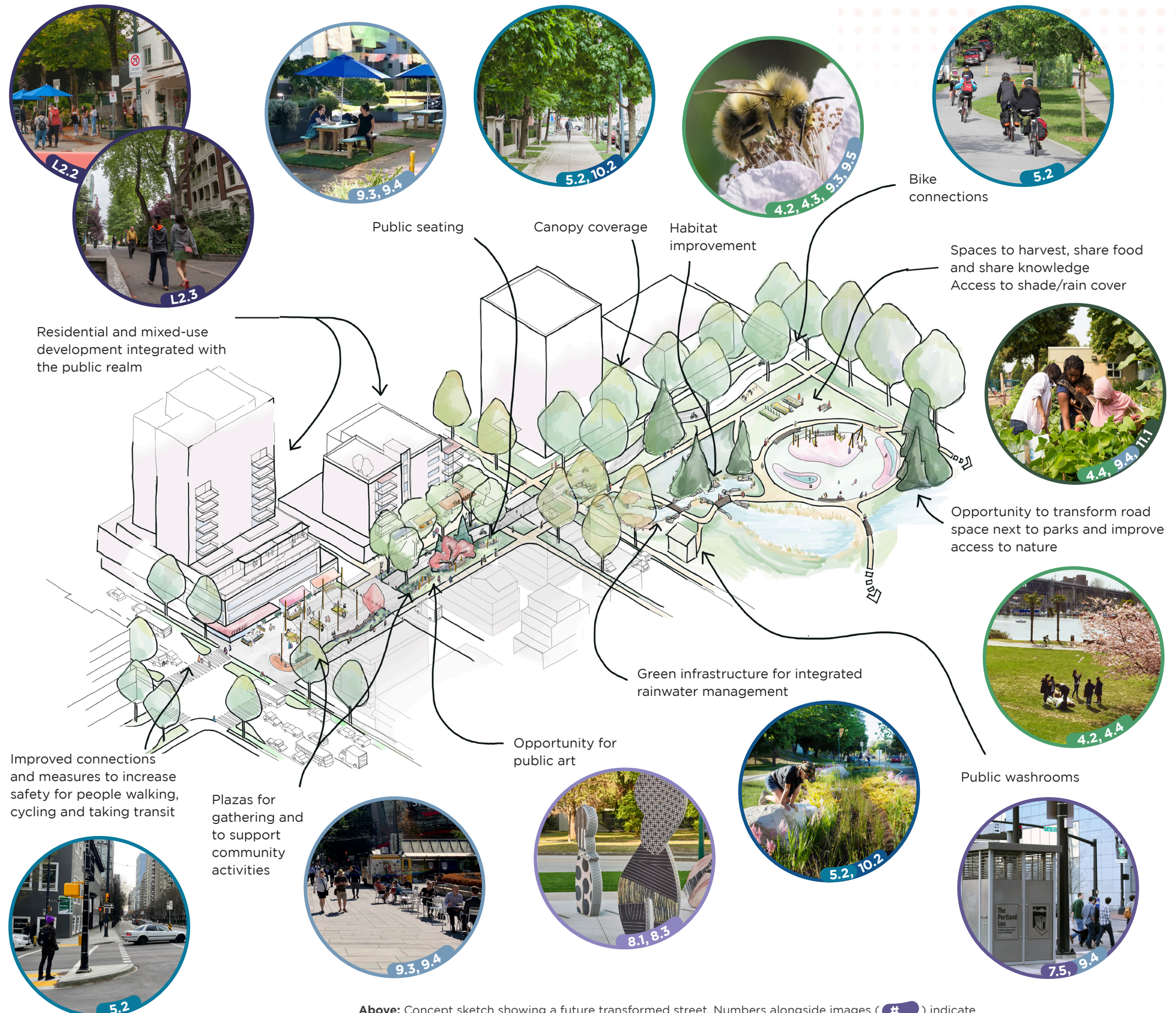
These streets will:

- 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 Boulier)
 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.

Connection to existing policies



Vancouver City Council has twice endorsed the \$10aDayPlan for universal childcare, in 2011 and 2021. 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). **Making Strides: Vancouver's Childcare Strategy** (2022) provides a policy framework and investment strategy to support a universal childcare system.

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.

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: **Spaces to Thrive: Vancouver Social Infrastructure Strategy** (2021), **VanPlay Parks and Recreation Masterplan** (2020), the **Public Washroom Strategy** (2020), **Resilient Vancouver Strategy** (2019), **Vancouver Public Library (VPL) Facilities Master Plan** (2018), and the **Community Centre Strategy** (underway). 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, Evelyne Saller Centre, and The Gathering Place; and
- **NPO-operated and City-supported community infrastructure:** facilities including neighbourhood houses, family places, youth, seniors’ and social service centres, spaces for immigrant-serving organizations, social enterprises, Indigenous healing and wellness centres, food-related infrastructure (such as community kitchens), and other facilities that provide space for community use (such as cultural centres, community halls and places of worship).

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

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.

Policies

- 7.1.1  Ensure growth is supported with community-serving spaces, aligned with the *Spaces to Thrive: Vancouver Social Infrastructure Strategy*.
- 7.1.2  Identify strategic opportunities to make space for new community-serving uses (e.g., within new developments - City-owned and private sites) in areas where known service gaps exist.
- 7.1.3  Centre an Indigenous approach to community infrastructure that honours the relationship to xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliwətał (Tsleil-Waututh) Nations through design, cultural elements and partnerships with urban Indigenous-led service providers.
- 7.1.4  For City-delivered and City-supported 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.

Icons indicate policies that are advancing:

-  Reconciliation
-  Equity
-  Resilience

Direction 7.2: Libraries


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



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

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

Policies

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

Direction 7.3: Community centres and recreational facilities


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



Aquafit class (Source: City of Vancouver)

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)

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

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 səllwəɬ (Tsleil-Waututh) Nations (the Nations) and urban Indigenous Peoples, as well as people from around the world, have instilled Vancouver with qualities, stories, heritage and character that make the city unlike any other.

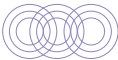
Theatres, studios, cultural centres, public art and plazas enliven Vancouver, while our architectural forms and monuments reflect our identities and histories. The city’s heritage—from oral traditions and rituals to archeological sites, historic areas and buildings—tells a rich and complex story that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

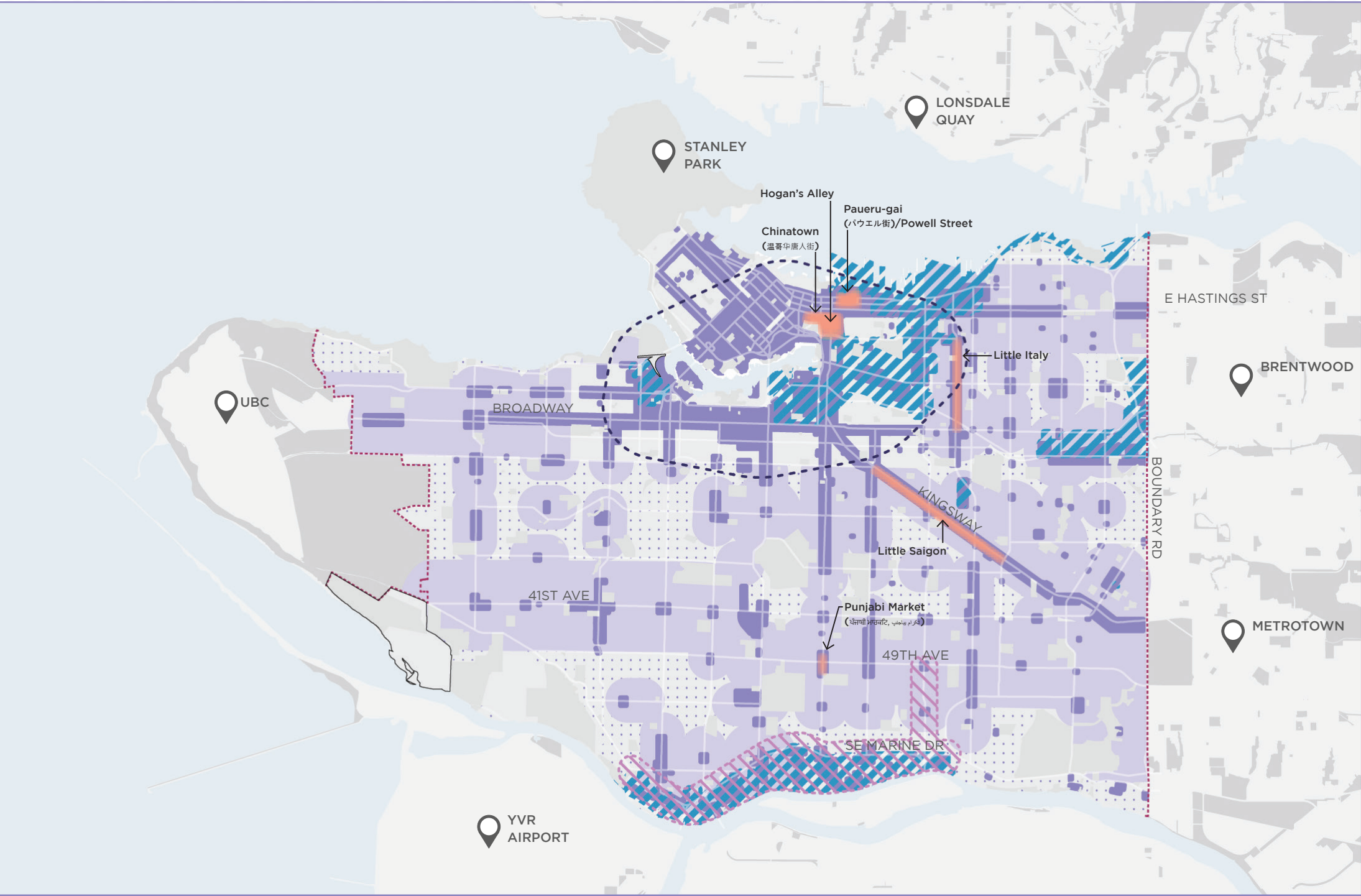
Multiplex Area: Increase opportunities for cultural production and programming in community centres, schools, libraries, and/or outdoor areas. Explore options for arts and cultural production as home-based business.

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

Policies

- 8.2.1  Prioritize, support and make visible the Nations’ cultural spaces, places, and areas of cultural significance, as led by the Nations.
- 8.2.2 Identify arts and cultural districts where there exists a high concentration of arts and 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 hən̓q̓əmi̓ñəm 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 xʷməθkʷəy̍əm (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 hə́ŋqəmiḥə́m 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, Xw'áanag Xwtl'e7énk Square (Source: City of Vancouver)

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

Policies

- 9.4.1 Establish 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 place-making 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 the building of a combined sanitary and stormwater pipe system with limited capacity results in frequent spills of polluted water in our surrounding environment. The cumulative impacts of this harm have reduced or eliminated the 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.

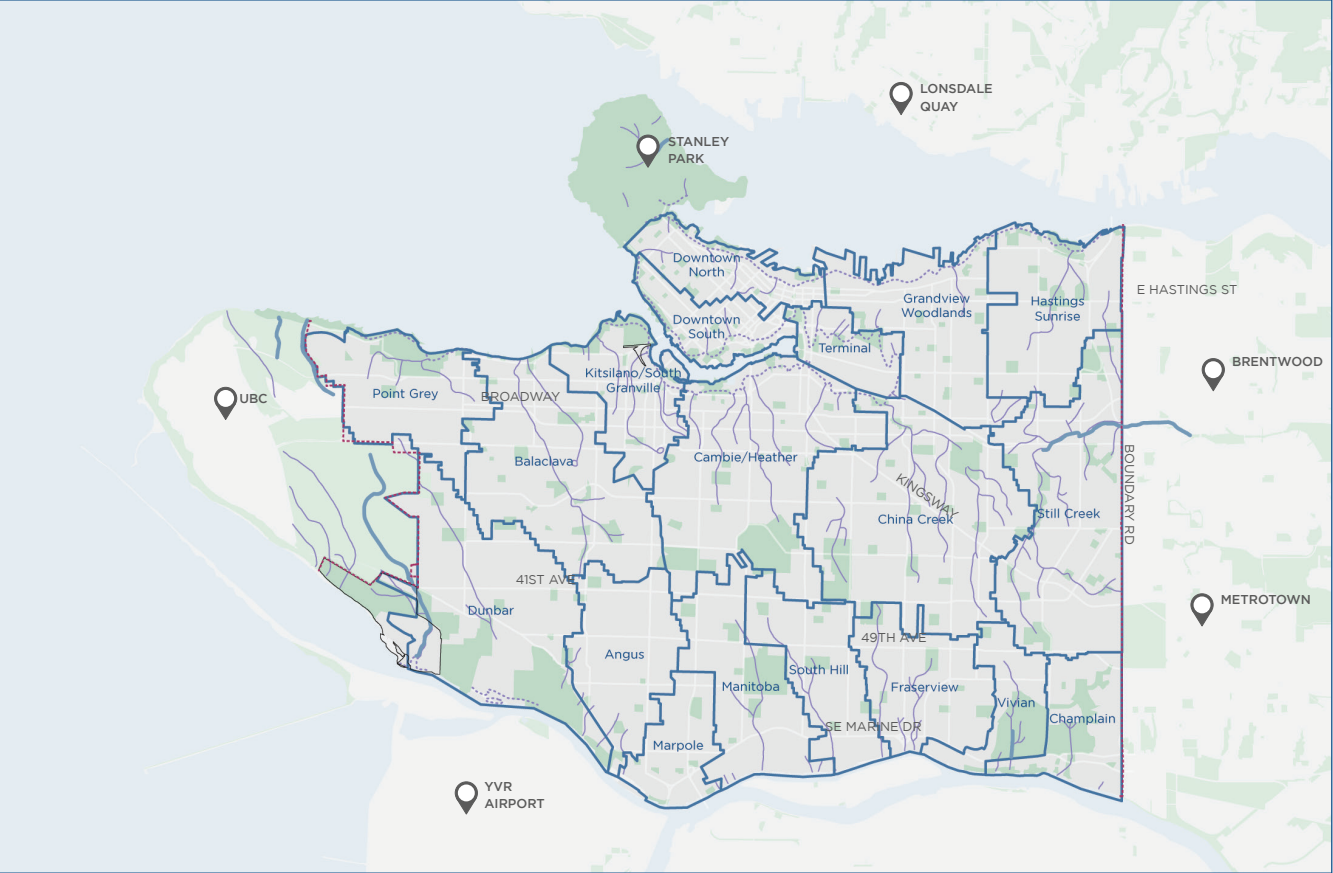
Moving forward, the City will rethink systems and approaches to maximize nature-based solutions, accommodate population growth, respond to pressures of urbanization, water consumption trends, and rising construction costs.

Connection to existing policies



The City's leading water management policies include the **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



- Urban watershed
- Existing streams
- Old streams
- Old shoreline
- First Nations Reserves
- Parks and open space
- Greenspace in other jurisdictions
- City boundary

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

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

The Healthy Waters Plan

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



Hinge Park Wetland (Source: City of Vancouver)

Policies

- 10.1.1 Use a watershed-based planning approach when considering infrastructure investments, land use changes, and servicing growth, 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.

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.

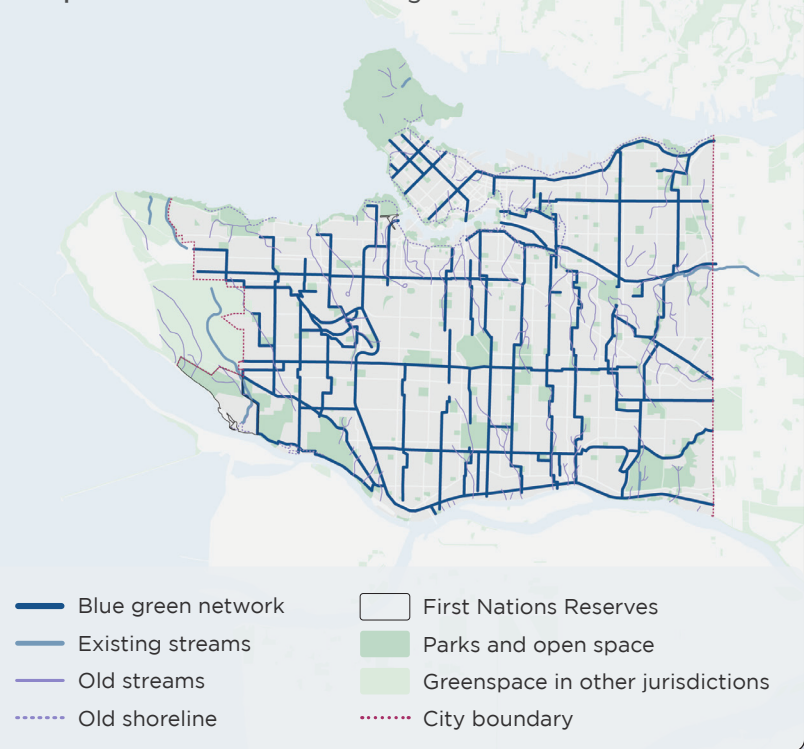
Blue green network

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)

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).

Icons indicate policies that are advancing:

- Reconciliation
- Equity
- Resilience

PART 6: IMPLEMENTATION



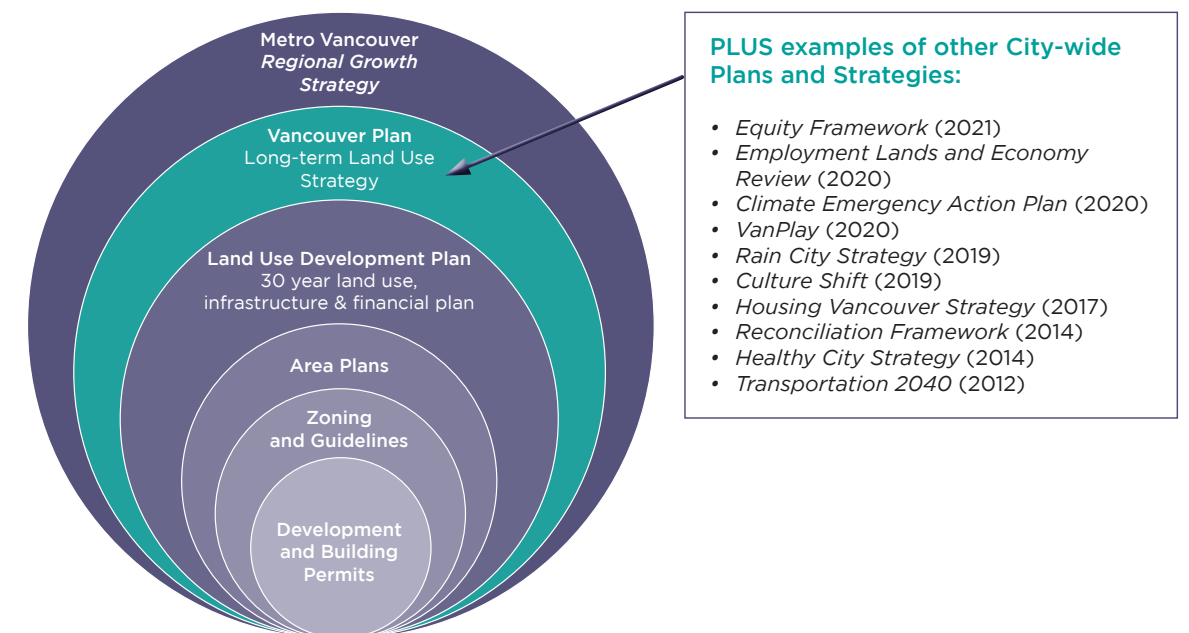
Spring cycling in Vancouver (Source: City of Vancouver)

INTRODUCTION

The Vancouver Plan complements other Council adopted citywide 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 Musqueam, Squamish and 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, 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, such as 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 other changes, 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 Societies Act. Plays an important role in contributing to the success of the community centre network, including by delivering programming and services.
Complete neighbourhoods	Complete neighbourhoods include all of the resources to meet most residents' daily needs – shops, restaurants, flexible work spaces, internet, community services, housing, transit, schools, parks and other features. These highly walkable neighbourhoods support better livability – they have less reliance on cars, support better physical health and provide a range of housing options for a diverse mix of people. These neighbourhoods also provide more opportunities for social interaction as people meet and connect on the street, at their favourite coffee shop, local playground and during everyday activities like walking to get groceries.
Connectivity	Refers to how well people, places or ecosystems are connected within a region, city or neighbourhood.
Cultural Redress Areas	These are Ethno-cultural Community Areas where the City has issued recognition or formal apology with strategic, financial, and/or policy commitments to recognize and address historic and contemporary forms of legislative and municipal discrimination, erasure, and displacement. As of 2022, these areas include Chinatown, Hogan's Alley, Punjabi Market, and Paueru-gai.



Sunset Park bike path (Source: Shannon Mendes)



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

Culture	A set of shared attitudes, values, and practices that define people and places, reflecting the lands, waters, heritages, and histories of the place. Culture includes artistic and creative activity, and the goods and services produced by it.
Daily needs	Daily needs refers to resources that people typically need access to more than once a week. Examples include shops, restaurants, work spaces, internet, community services, housing, transit, schools and parks.
Decolonization	Decolonization is the process of surfacing the colonial assumptions, narratives and beliefs that individuals hold and that are embedded in the City's ways of operating, and beginning to dismantle and reshape these structures.
Development Cost Levies (DCLs)	DCLs are paid by property developers based on square footage of most new developments. DCLs are an important source of revenue for City facilities such as parks, childcare facilities, social housing and engineering infrastructure.
Drainage system	A system of gutters, pipes, drains or catch basins, and green rainwater infrastructure that together manage urban rainwater runoff.
Ecological network	The interconnected system of natural spaces across the city, composed of both terrestrial and marine areas. Large natural spaces, called hubs, are the critical part of the ecological network.
Ecosystem services	The benefits living things obtain from ecosystems. These include food and water, flood and disease control, spiritual and recreational benefits, and supporting services that maintain the conditions for life on Earth.
Empty Homes Tax	An annual tax on the assessed property value of empty or under-utilized properties in the City of Vancouver. The goal of the Empty Homes Tax is to incentivize the rental of residential properties in order to increase the city's housing supply.
Equity-denied groups	Equity-denied groups are those who have been excluded from the design of current societal, governmental and legal systems, and whom face marginalization and discrimination as a result of that exclusion. These groups are some of the most underserved in our community because of these systemic barriers and include: people who identify as Indigenous, Black people and people of African descent; people of colour and racialized people; 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 and 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 Cooperatives Association Act that provides housing to its members. Most housing co-ops in Vancouver are non-profit co-ops. These non-profit co-ops are included under the definition of social housing.
IBPOC	IBPoC is a contemporary term that refers to Indigenous, Black and People of Colour.
Industrial areas	Areas with uses accommodated typically in low-rise industrial-type buildings generally within employment-only areas. These involve activities related to production, distribution and repair with opportunities for office-based employment in upper floors. In many cases, these businesses support other businesses within the city and broader region, or may be more trade-enabling in nature. Residential uses are not permitted on these lands.
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	Social housing is rental housing in which: at least 30% of the dwelling units are occupied by households with incomes below housing income limits, as set out in the “Housing Income Limits” table published by BC Housing; it is owned by a non-profit corporation, a non-profit co-operative association, or by or on behalf of the City, the Province of British Columbia, or Canada; and it is secured by a housing agreement or other legal commitment. (As defined in City of Vancouver Zoning & Development Bylaw). Within this plan, social housing is used as a general term that also includes supportive housing and non-profit co-op housing; these types of housing also meet the definition of social housing underneath the Zoning & Development Bylaw.
Special Market Area	Commercial area of particular importance to an ethno-cultural community (e.g., Punjabi Market). See also ‘Ethno-cultural Community Areas’.
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 surface, 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.

LAND USE TECHNICAL COMPOSITE

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, and the Transportation map/ existing Bus Rapid Transit.

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.



ACKNOWLEDGEMENTS

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 (MVAEC)

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)• Simon Fraser University (SFU): SFU Public Square, Semester in Dialogue Program, SFU 350• University of British Columbia (UBC): Campus Planning, UBC School of	<ul style="list-style-type: none">• Architecture + Landscape Architecture (SALA), School of Community and Regional Planning (SCARP), CAPACity, Centre for Community Engaged Learning, School of Public Policy and Global Affairs• Langara College: Applied Planning Studio• 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• Retired Planners and former City of Vancouver staff• UN Association of Canada• Urbanarium• Vancouver Public Space Network (VPSN)	

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
 - 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 Binnars' 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
 - Lu'Ma Native Housing Society
 - Progressive 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
 - Sustainabiliteens
 - 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

Vancouver Neighbourhood and Resident Groups

- 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
- 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

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

Vancouver City Council

Mayor Kennedy Stewart

Councillors:

Rebecca Bligh, Christine Boyle, Adriane Carr, Melissa De Genova, Lisa Dominato, Pete Fry, Colleen Hardwick, Sarah Kirby-Yung, Jean Swanson, Michael Wiebe



CITY OF
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Vancouver
Plan

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Appendix B

VANCOUVER PLAN

SUPPLEMENTARY DOCUMENT:

DATA, MAPS AND GRAPHICS

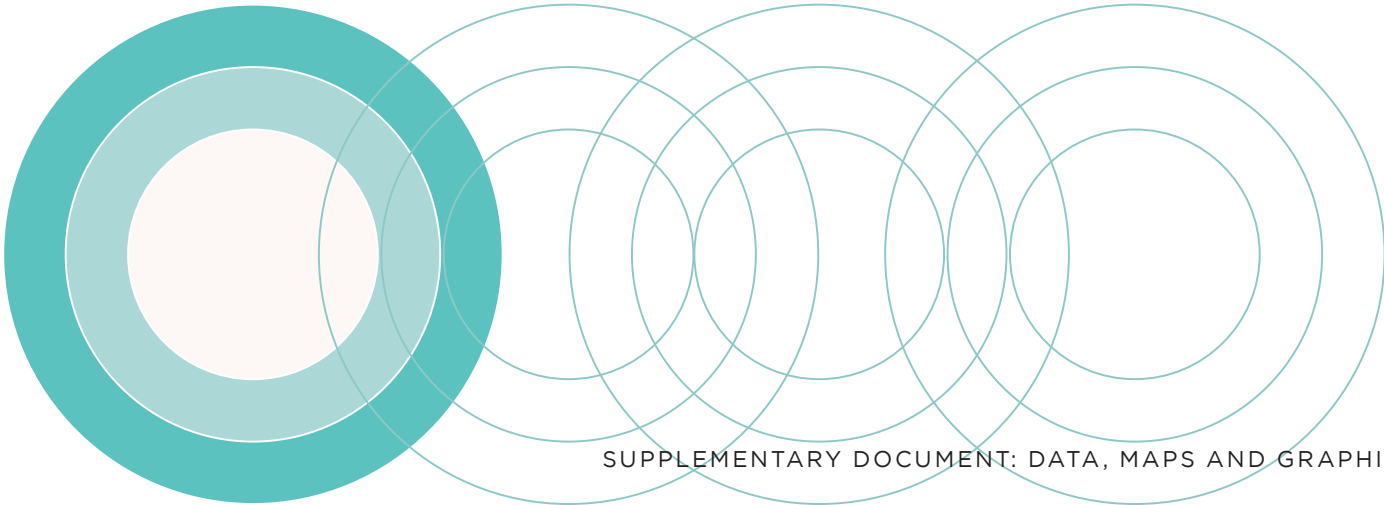
**Acknowledging the unceded homelands of the
xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and
səlilwətał (Tsleil-Waututh) Nations**

This place is the unceded and ancestral homelands of the hə́ŋqəmiḥə́n and Skwxwú7mesh speaking Peoples—the Musqueam, Squamish and Tsleil-Waututh Nations—and has been traditionally stewarded by them since time immemorial.

This document relies on various sources of data. Given the negative impacts of ongoing dispossession of Indigenous Peoples’ lands, colonialism and the lasting impacts of Canada’s Residential School system, the current data on Indigenous populations does not provide a complete picture. More work needs to be done to address data gaps, collect disaggregated data and better plan for the needs of Indigenous populations. The Census and other governmental data sources need to be supplemented with other sources of

knowledge within Indigenous communities to fully understand challenges and needs.

The maps in this document use boundaries derived from municipal boundaries, Census geographies, local areas, and others. While rich and comprehensive data sources are available within these boundaries, they often reinforce colonial practices. While looking at these maps, remember that these lands continue to be occupied by settlers, and Indigenous Peoples face ongoing dispossession and colonial violence. Despite systematic and institutional efforts to eradicate their communities and cultures, the resilience, strength, and wisdom of Musqueam, Squamish and Tsleil-Waututh have allowed them to revitalize their languages and cultures, and exercise sovereignty over their lands.



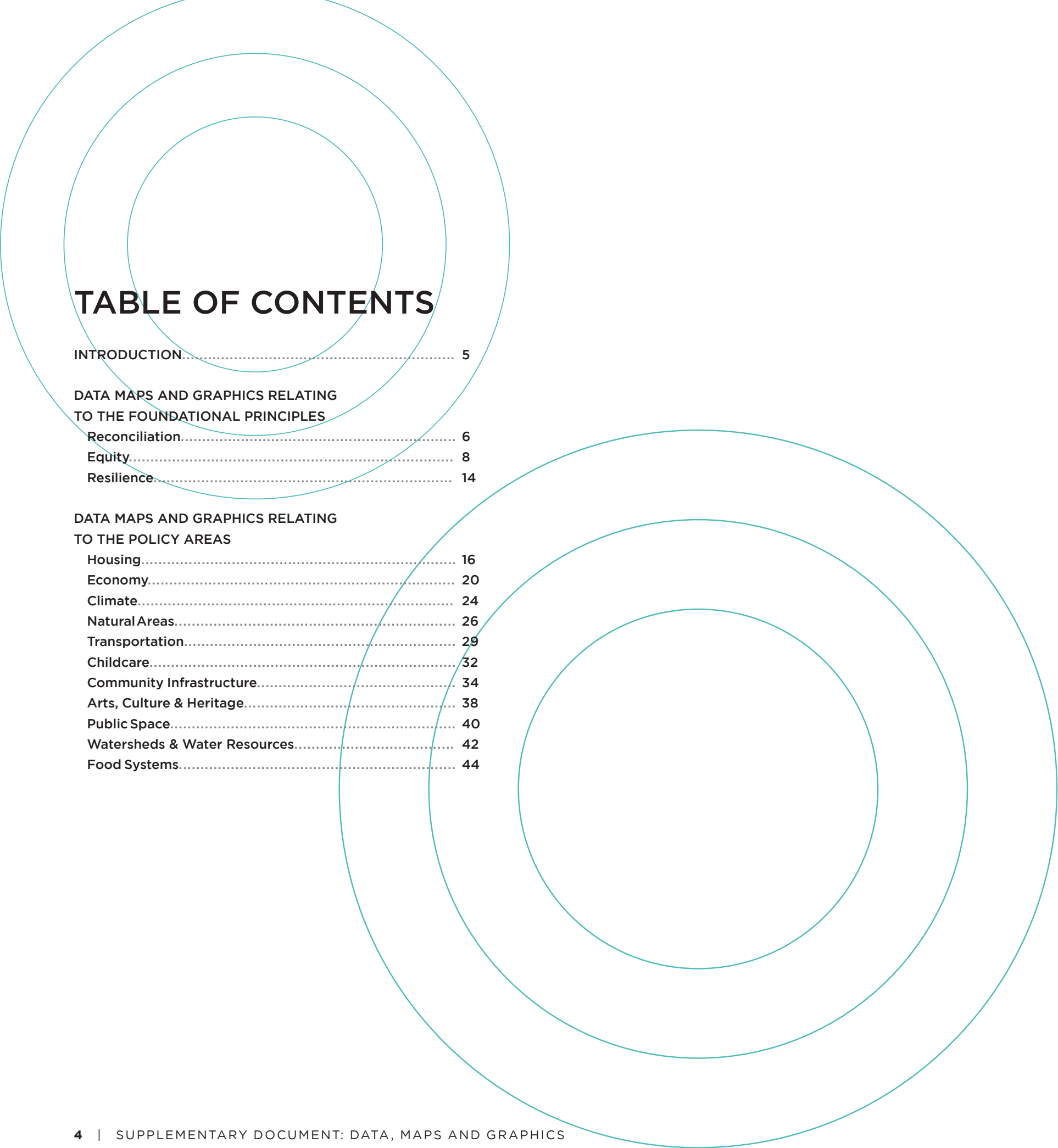


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INTRODUCTION

Purpose of this supplementary document

Directions in the Vancouver Plan were created using several inputs, including engagement, approved Council policy, technical analysis and data. This document highlights some of the key data inputs used. This data helps identify what is working well, and what is not working well. It has directly influenced policies and directions in the Plan. Its purpose is to help the reader better understand the topics

covered in the Vancouver Plan and to draw connects from data to policy.

Icon indicates a related direction. For example:

Related Direction:

1.1 Housing Need

A growing and changing city

Like all cities, Vancouver is constantly evolving. The data used in this document represents a moment in time and uses the data that was available at the time of publishing. As the city grows and changes, data can quickly become out of date. Notably, much of the data used here was collected before the COVID-19 pandemic.

In the future, existing data sets will be updated and new data sets will become available. In particular, new Census 2021 data will become gradually available through 2022 and 2023. Please continue to check in on the Vancouver Plan and other City of Vancouver planning processes for updated data as it becomes available.

A note on data

Quantitative data sources are important tools for building knowledge and understanding. However, they also leave a lot of information out. Additionally, people’s identities are multi-dimensional, intersectional and subjective, but any method of quantifying identities at a population level must impose categories. Creating these categories is neither neutral nor value-free, and risks being reductive, stigmatizing and exclusionary.

This document draws from a number of data sources, including the Census. There are a number of important topics not included in the Census or other available data sets, such as ability, sexual

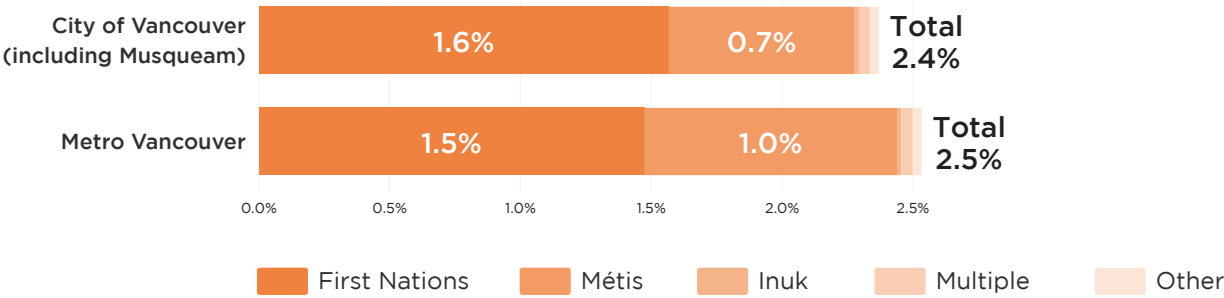
orientation, wealth, or health. Readers are encouraged to supplement the Census and other data sources with the lived experiences of individuals, which can offer a more complete picture than a statistical understanding of the city.

The Musqueam community, geographically located in the southwest part of the city, is included within the boundaries of the City of Vancouver, but is administratively self-governing. Some statistical data for Musqueam is included in the Dunbar-Southlands local area, but it is not included in Census information published for the City of Vancouver Census subdivision, unless otherwise noted.

RECONCILIATION

People with Indigenous identity make up 2.4% of the population in Vancouver.

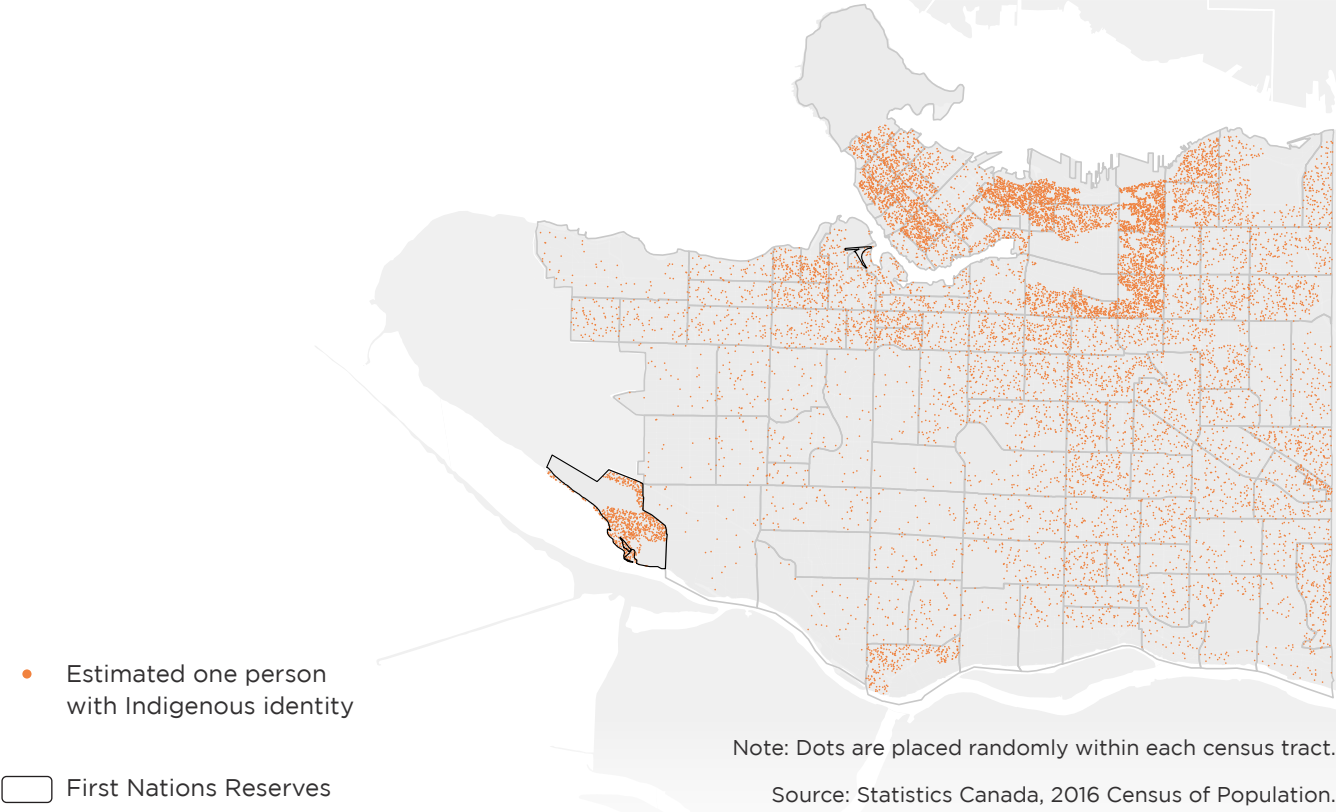
Graph: Population with Indigenous identity, including Musqueam, 2016



Source: Statistics Canada, 2016 Census of Population.

People with Indigenous identity are concentrated in some parts of the city.

Map: Population with Indigenous identity, including Musqueam, 2016

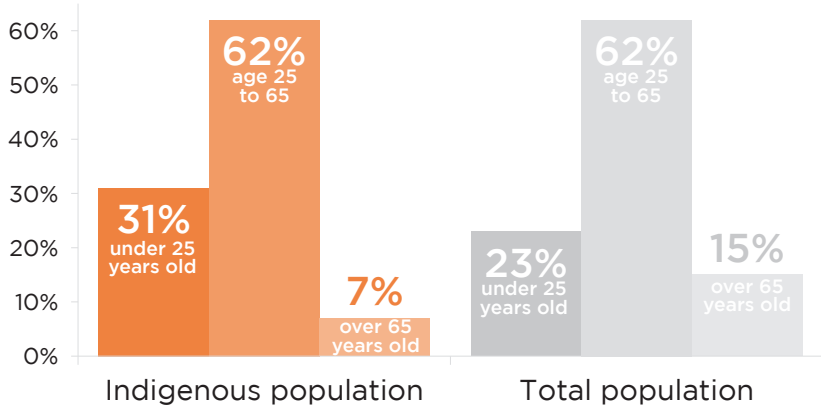


Indigenous Peoples population is growing faster and is younger than the non-Indigenous population.

Infographic: Growth of Indigenous population and total population, 2006-2016



Graph: Age of Indigenous population and total population, 2016



Source: Statistics Canada, 2006 and 2016 Census of Population.

These are some organizations, services and/or facilities focused on supporting and providing health, social, community services to urban Indigenous communities.

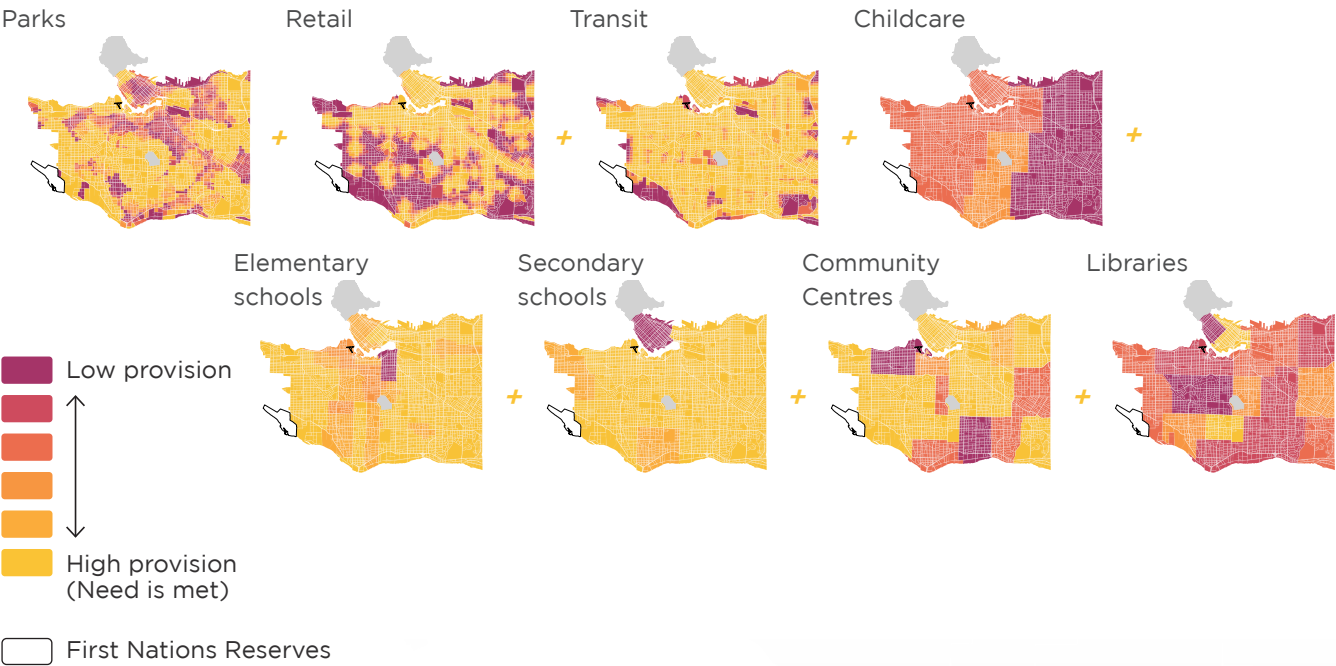
Map: Indigenous-focused organizations, services and facilities



EQUITY

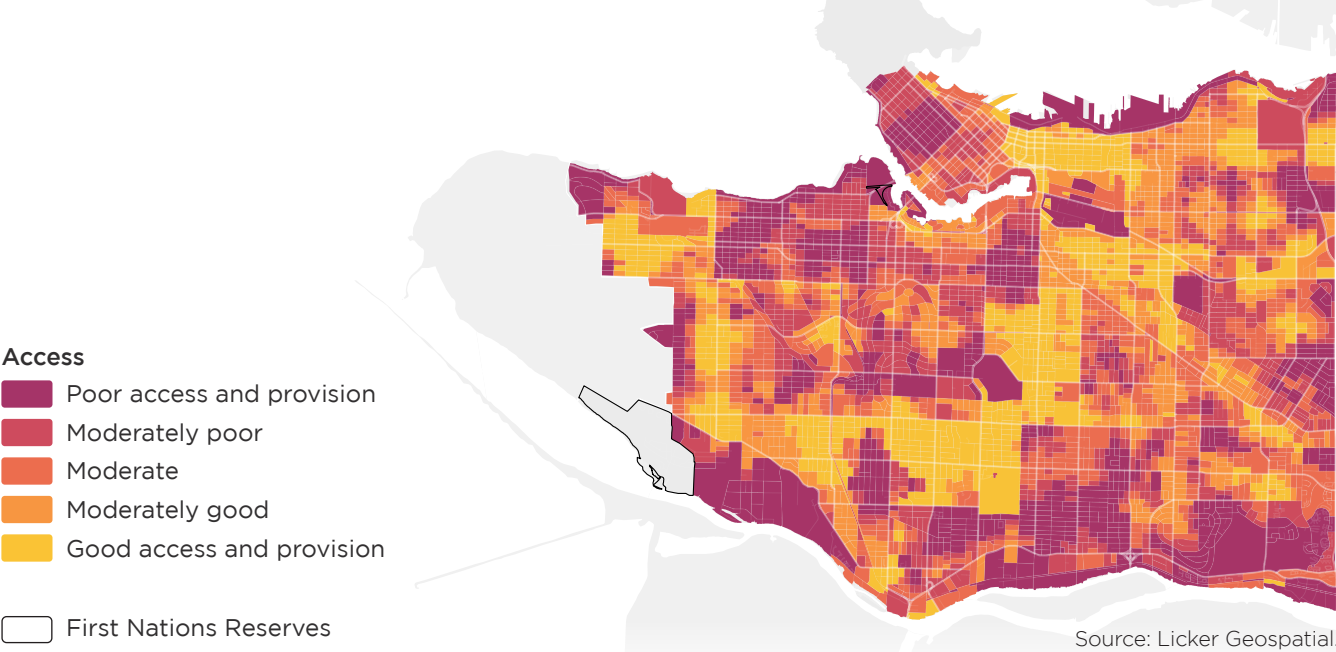
These are eight commonly used services and amenities. Some parts of the city are better served than others.

Map: Eight commonly used services and amenities



Access to amenities and services is measured by combining the eight maps above.

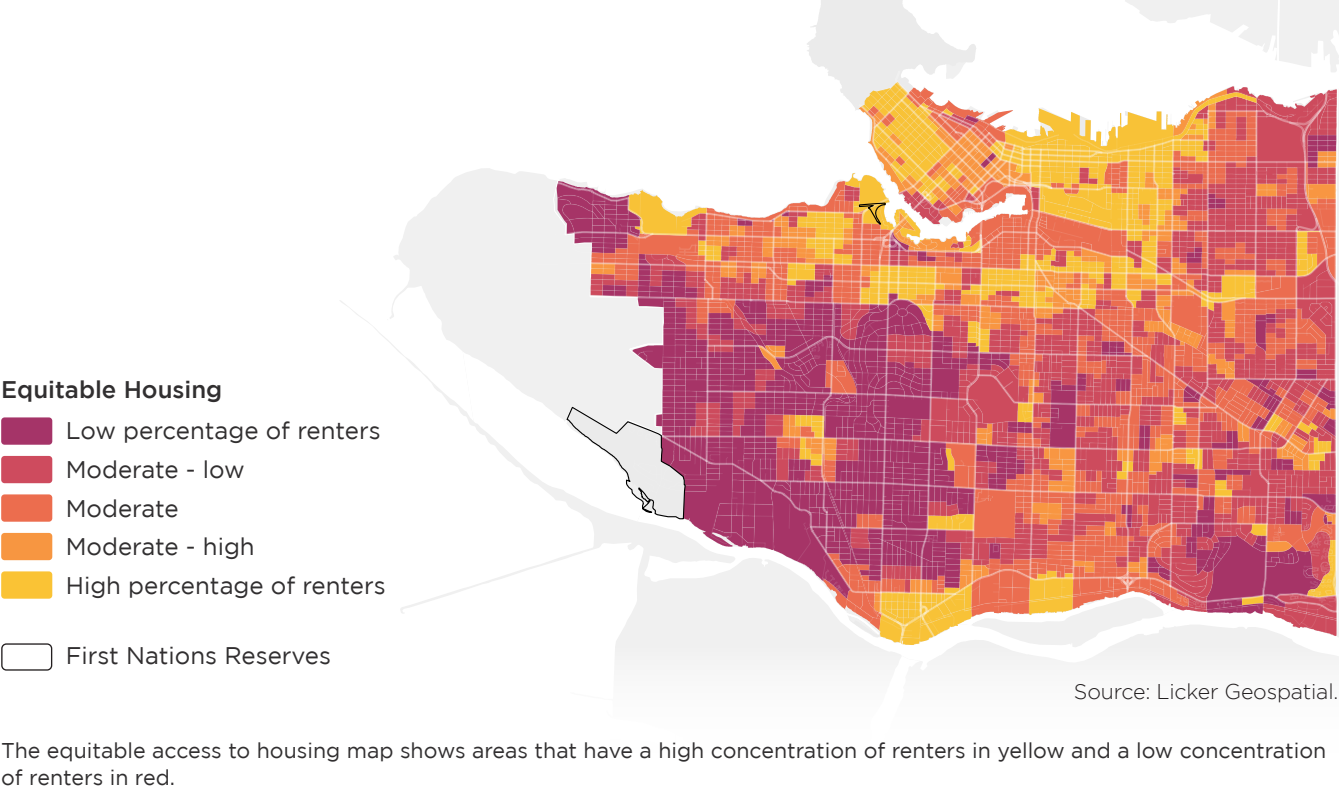
Map: Access to amenities and services, block level



The equitable access score is a relative score considering the following: childcare capacity by neighbourhood, school catchment capacity (secondary and elementary), areas close to rapid and frequent transit, areas close to retail (>40,000 sq.ft.), square footage per resident for neighbourhood community centres and libraries, and park space per 1000 residents in a 10-minute walk. Measures were normalized where having a met need resulted in a score of 1 for that criterion and unmet needs decayed in magnitude from the met need threshold.

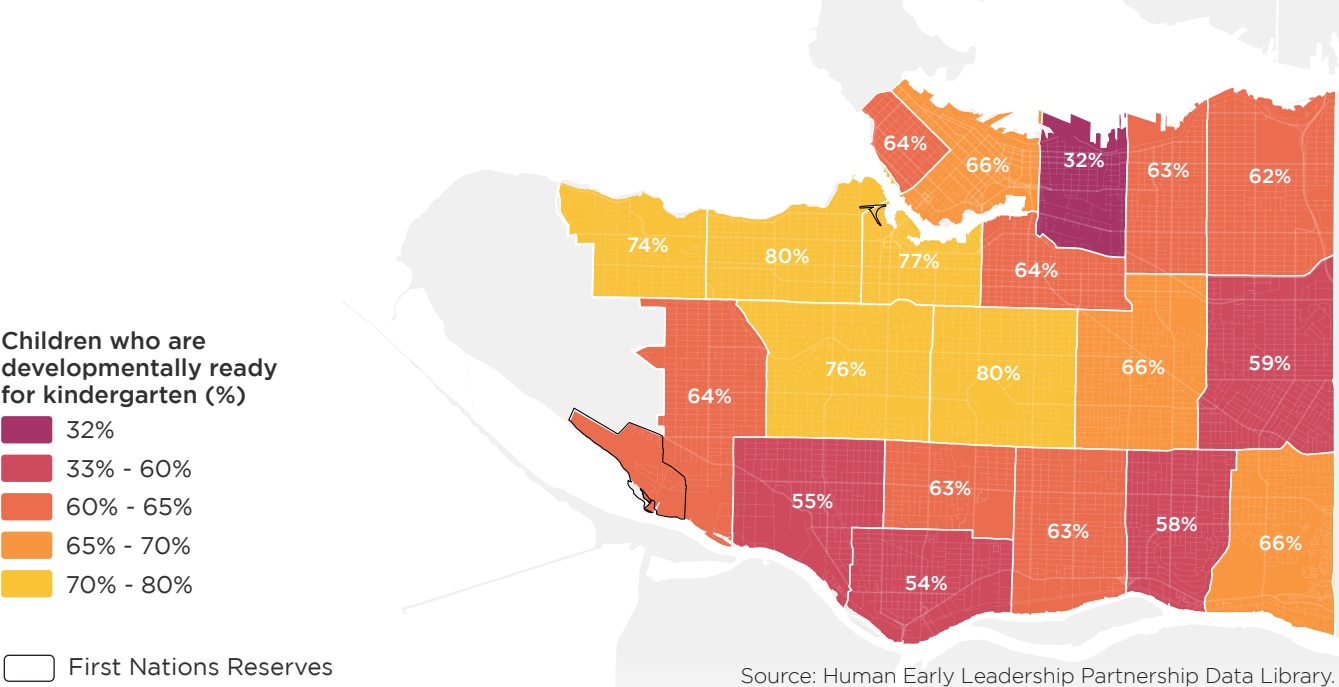
Renters are excluded from many parts of the city.

Map: Equitable access to housing, block level



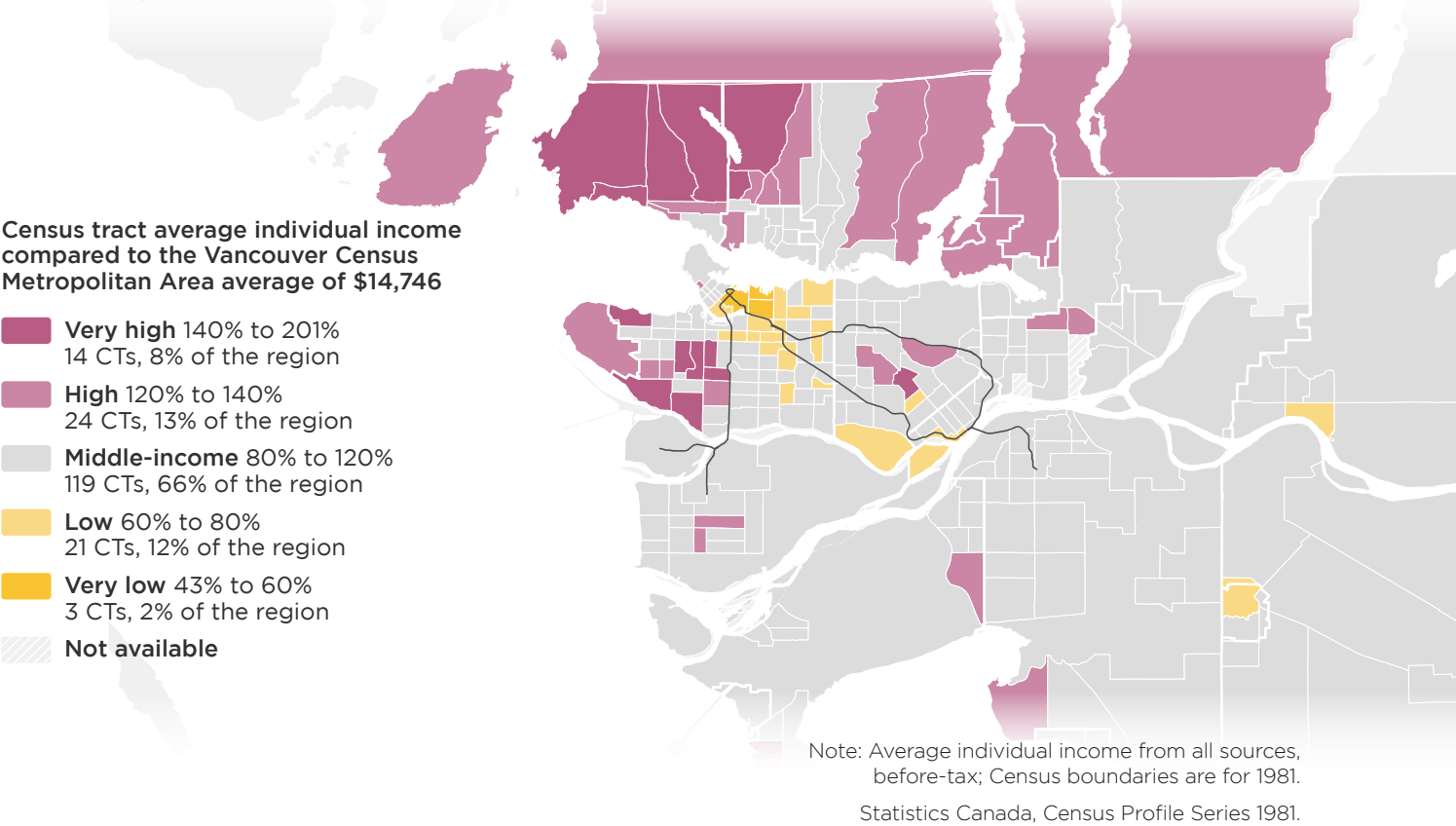
Children in Vancouver’s north-west neighbourhoods are more likely to be developmentally ready for school.

Map: School readiness, local area

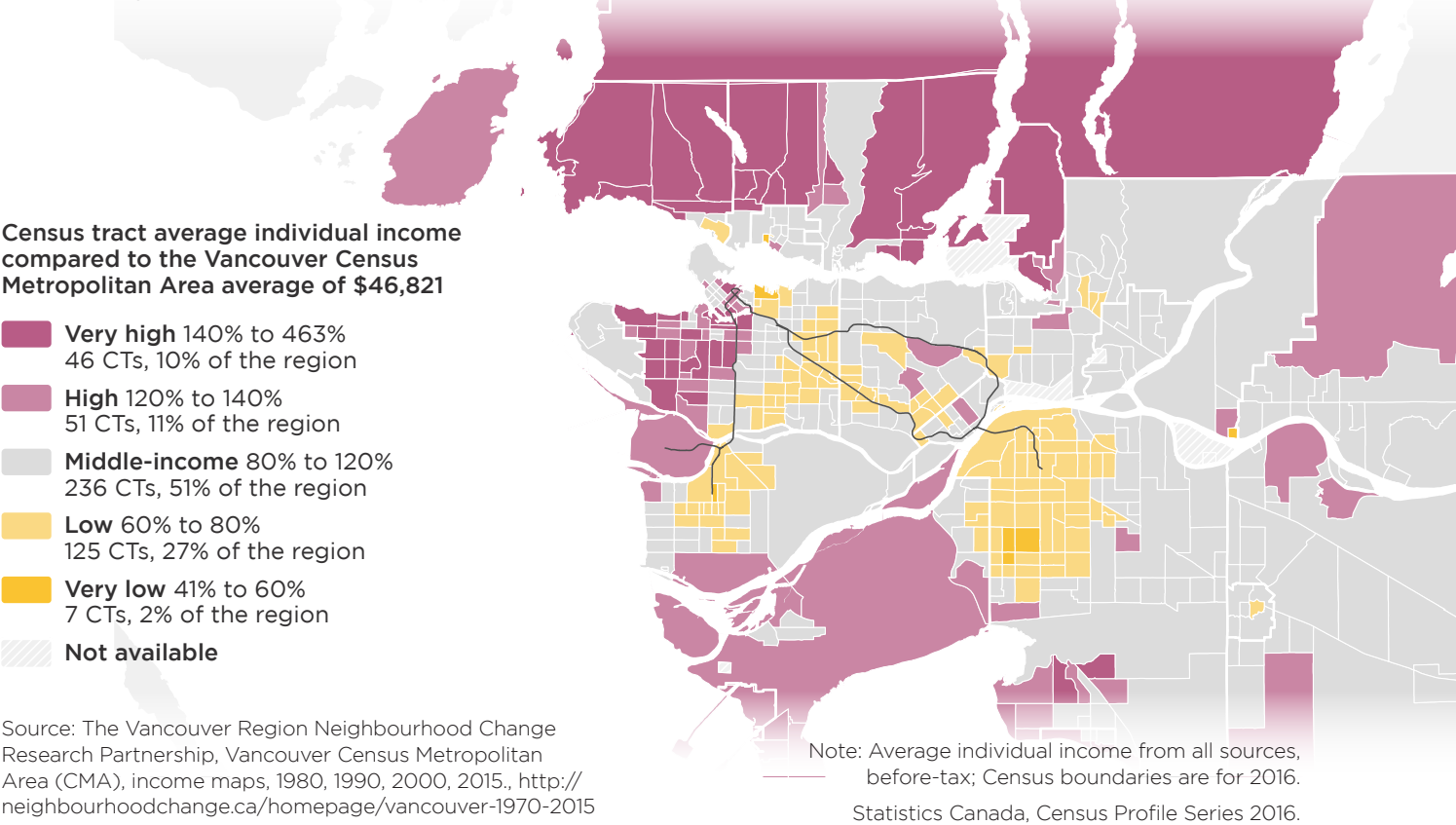


Low-income populations have moved across the region over time.

Map: Average individual income, census tract, 1980



Map: Average individual income, census tract, 2015



Vancouver is one of the most diverse cities in the world.

Infographic: Average individual income, census tract, 1980



**52%
RACIALIZED POPULATIONS**

Visible minority groups make up the majority of the city. The most common visible minority population groups are Chinese, South Asian and Filipino.



**42%
IMMIGRANT POPULATION**

The most common places of birth for immigrants in Vancouver are China, the Philippines and Hong Kong.



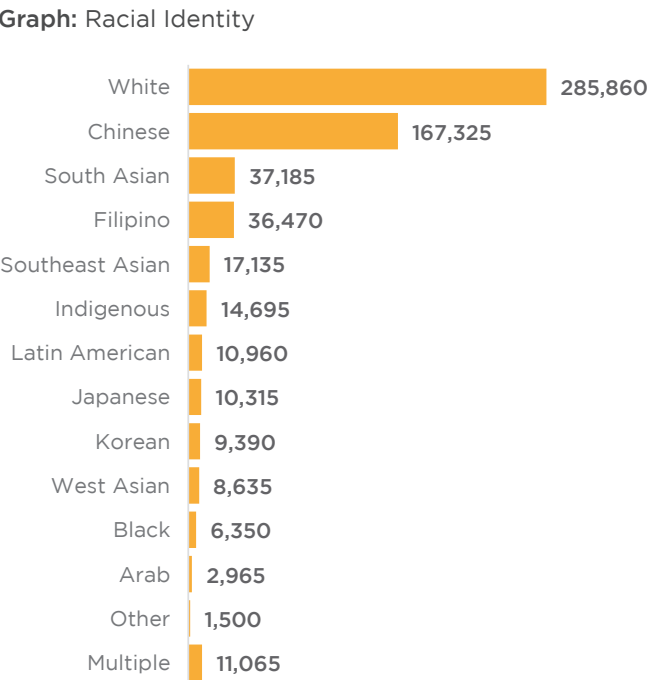
**46%
SPEAK A NON-ENGLISH
MOTHER TONGUE LANGUAGE**

The original languages of the area now called Vancouver are *hən̓q̓əmi̓n̓əḥ* and *Skwxwú7mesh*. Today, the most common non-English mother tongue languages are Cantonese, Mandarin and Tagalog.

Source: Statistics Canada, 2016 Census of Population.

The term “racialized populations” is used to describe data that is derived from the Census category titled “visible minority.” It is recognized that the use of the “visible minority” category in the Census makes large generalizations about communities that are vastly different.

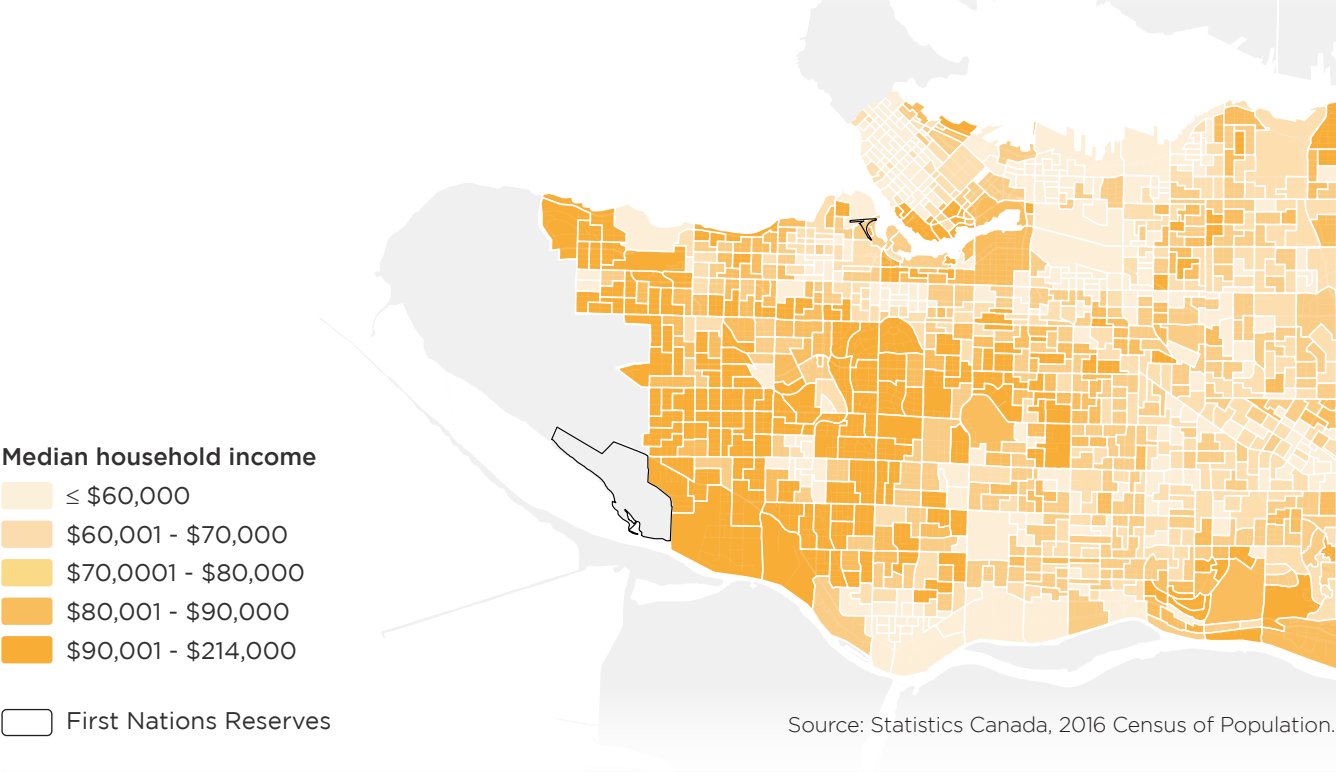
About 46% of the City of Vancouver’s population are identified as white. The city houses about 167 thousand Chinese residents, 37 thousand South Asian residents and 36 thousand Filipino residents.



Source: Statistics Canada, 2016 Census of Population.

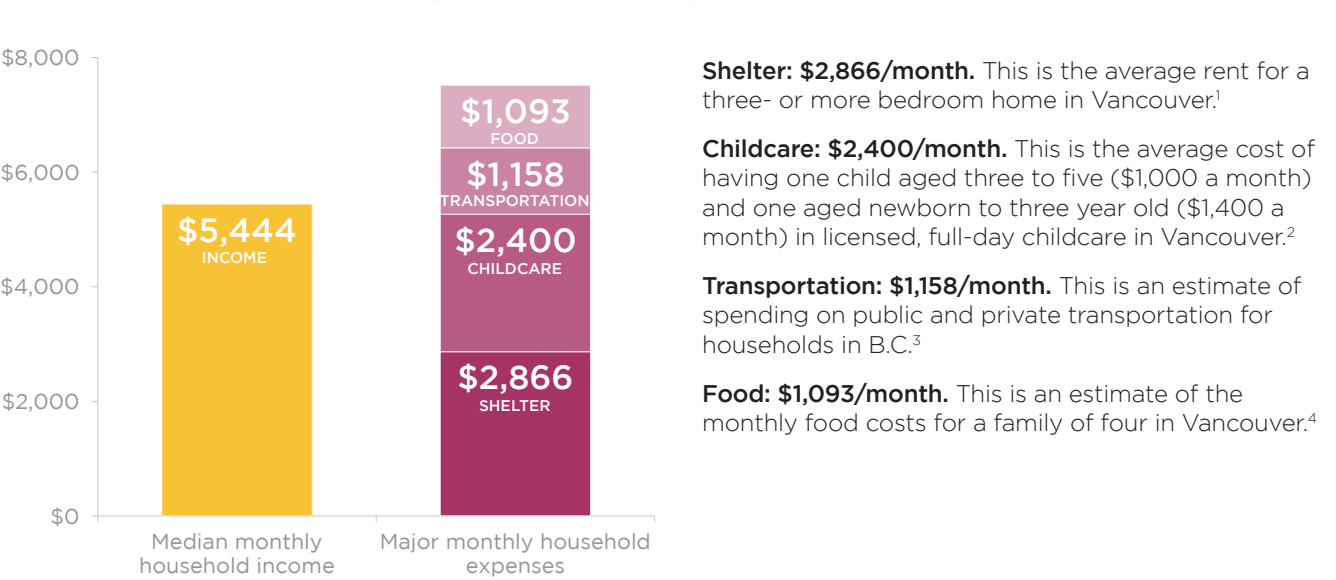
Incomes are unevenly distributed across the city.

Map: Median household income, dissemination area, 2015



Major household expenses leave little to spare.

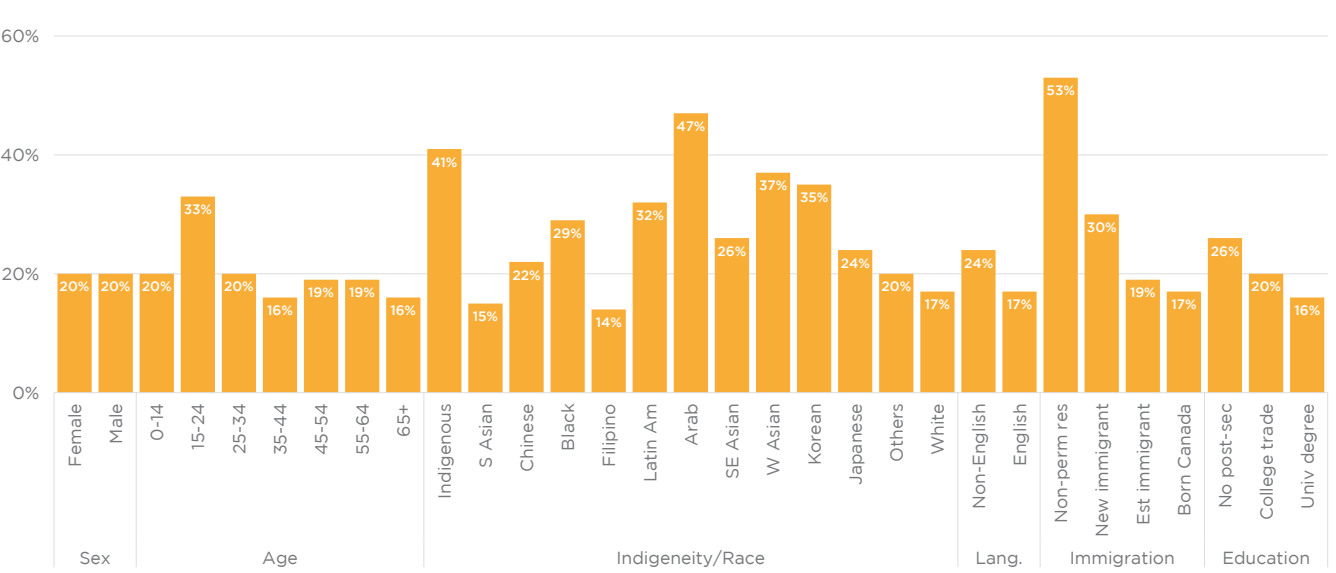
Graph: An estimate of major monthly expenses for a family of four



1 Canadian Housing and Mortgage Corporation, 2021.
2 Childcare Fee Review – West Coast Child Care Resource Centre, 2019.
3 Statistics Canada, Household Spending in BC, 2017.
4 BC Centre for Disease Control.

Systems of oppression can mean that some groups experience poverty at higher rates.

Graph: Poverty rate by indicated demographics

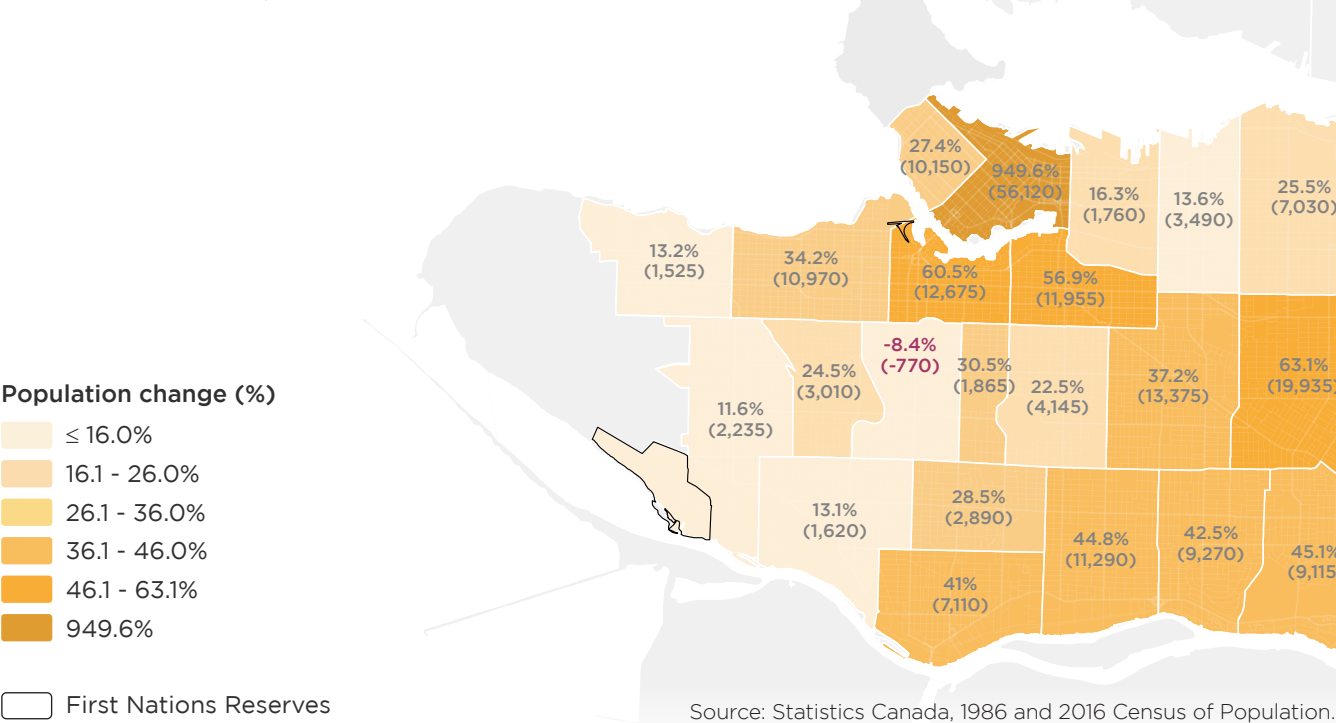


Source: Statistics Canada, 2016 Census of Population.
Target group profile accessed through Community Data Program.

Poverty does not strike randomly: inadequate income to meet basic needs correlates with other systems of oppression and inequity. In Vancouver, Indigenous and Black residents are much more likely to experience poverty than other residents. Newcomers have higher poverty rates than established immigrants or Canadian-born residents.

Growth has been unevenly distributed in the city.

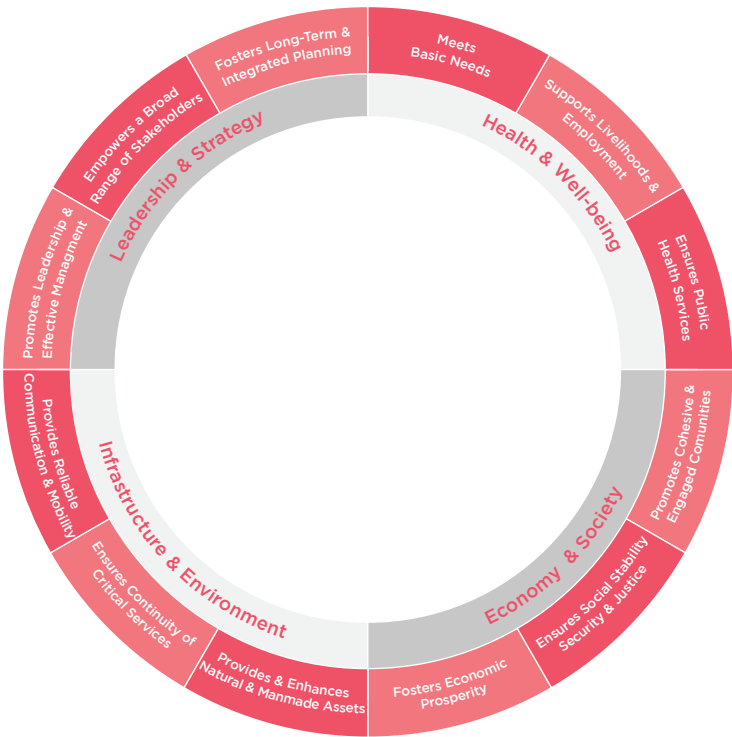
Map: Population change from 1986 to 2016, local area



RESILIENCE

Resilience is multi-dimensional.

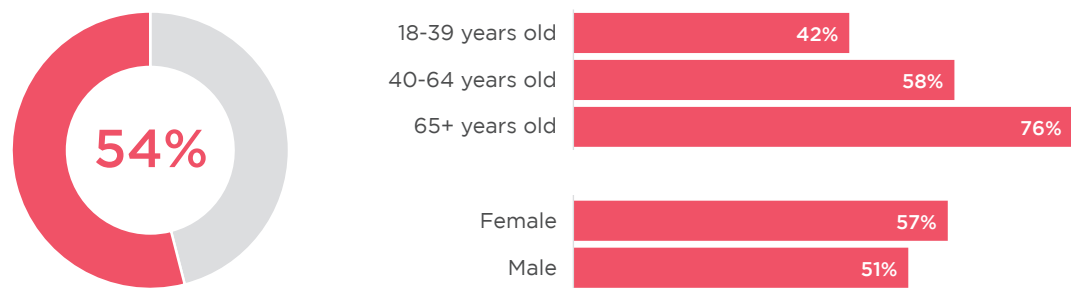
Graph: The City Resilience Framework



Source: City Resilience Index, Arup.

Only 54% of Vancouver residents have a strong sense of community belonging.

Graph: People who report a strong sense of community belonging



Source: My Health, My Community, 2014.

In this survey, people were asked to identify as male, female, transvariant or transgender, or prefer not to answer. The number of transvariant or transgender was too low to report out.

The 2019 land value of buildings and properties in Vancouver’s floodplain is:

\$28.6B

Source: City of Vancouver; BC Assessment 2019.

Over two thirds of Vancouver buildings were built prior to 1990 and over half prior to 1974, meaning a majority of buildings potentially vulnerable to damage in an earthquake.

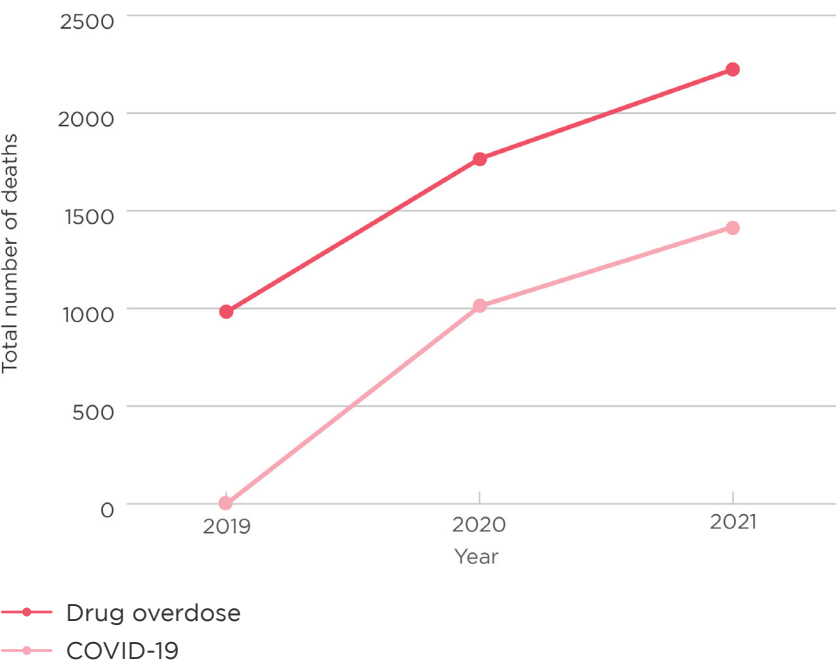
Infographic: Proportion of buildings built before 1990 and 1974:



Source: City of Vancouver, Seismic Risk Reduction for Existing Buildings, 2021.

While a direct comparison cannot be made as the situations differ, drug overdose deaths have risen alongside COVID-19 deaths.

Graph: Drug overdose and COVID-19 deaths over time

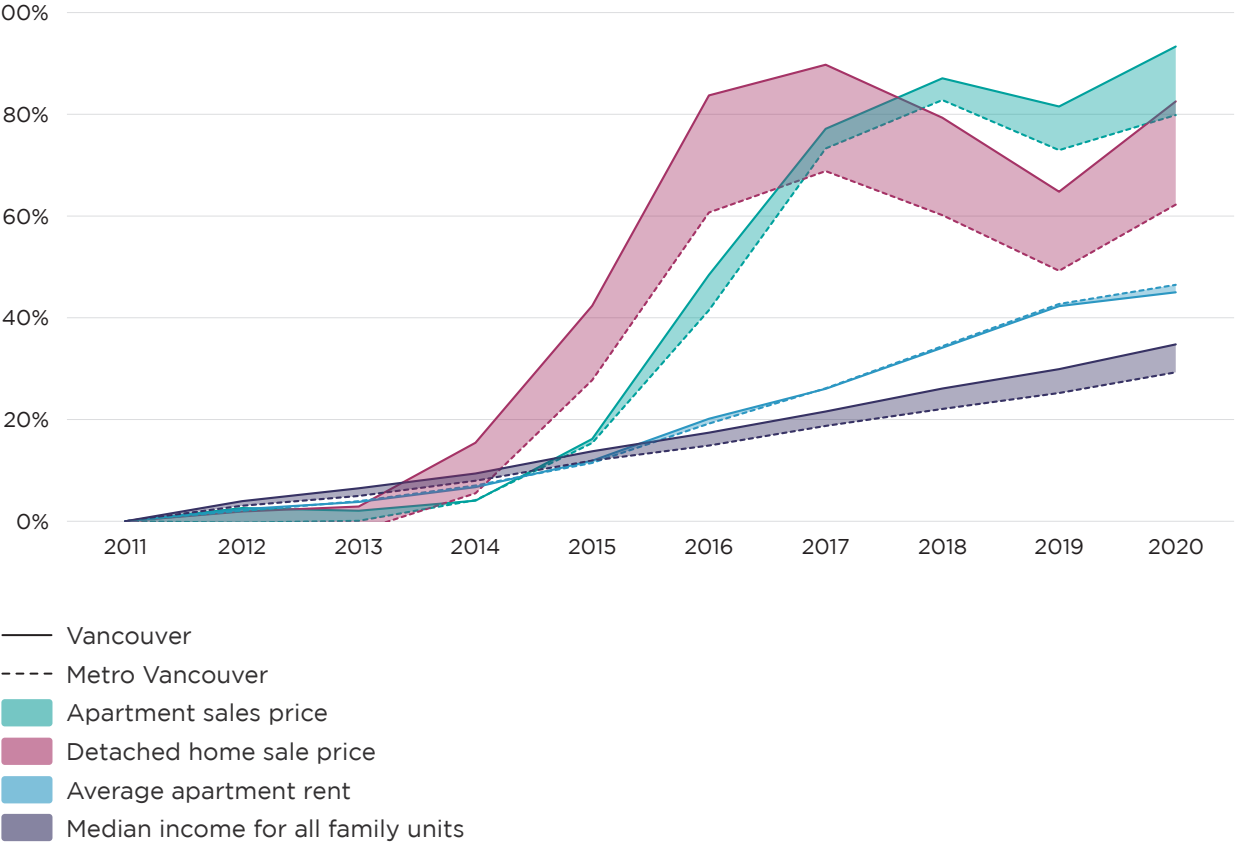


Source: BC Coroners Service report: Illicit Drug Toxicity Deaths in BC January 1, 2011 – December 31, 2021, p4; BCCDC, British Columbia (BC) COVID-19 Situation Report Week 1: January 3 – January 9, 2021, p9; BCCDC, British Columbia (BC) COVID-19 Situation Report Week 52: December 26- January 01, 2022, p7.

HOUSING

Incomes have not increased at the same pace as housing costs.

Graph: % Change in housing costs and median income, 2011-2020



Note: 2020 income data is a projection based on 2019 data adjusted as per average annual CPI.

Source: Sales Prices drawn from benchmark prices from MLS Home Price Index in October of each respective year. CMHC 2020 Rental Market Report, Statistics Canada Income Statistics Division, Taxfiler Median income is shown for all family units.

Related Direction:

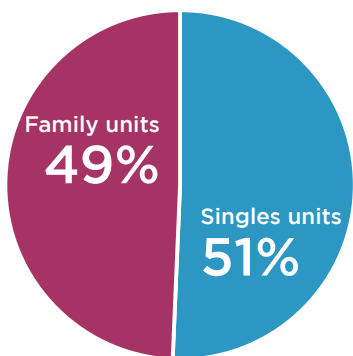
1.1 Housing Need

In 2016, 29% of renter families and 8% of owner families deemed their housing unsuitable, typically meaning there are too few bedrooms. Since the approval of Housing Vancouver in 2017, 50% of housing units approved have been family sized (2+ bedrooms).

Related Direction:

1.2 Geographic Equity & Housing Diversity

Graph: Approved housing* by unit type since Housing Vancouver Strategy 2017



* Apartment, infill, and townhouse forms

Source: City of Vancouver Development Permit System, 2021.

Rental housing options are unevenly distributed across the city.

Map: Purpose-built market rental housing as a % of all purpose-built market rental housing in Vancouver, local area, 2020

Total purpose-built market rental units in Vancouver:
72,300

% Purpose-built market rental

- 0%
- 1% - 4%
- 5% - 9%
- 10% - 14%
- 15% - 19%
- 20% - 24%
- More than 24%

First Nations Reserves

Related Direction:

1.2 Geographic Equity & Housing Diversity

Note: Calculated as a percentage of the total purpose built market rental units in Vancouver.

Source: City of Vancouver, Purpose-Built Market Rental Inventory, 2020.

Social, supportive, and co-op housing options are unevenly distributed across the city.

Map: Social, supportive, and co-op housing units as a % of all social, supportive, and co-op housing units in Vancouver, local area, 2020

Total social, supportive, and co-op housing units in Vancouver:
27,732

% Social, supportive, and co-op housing

- 0%
- 1% - 4%
- 5% - 9%
- 10% - 14%
- 15% - 19%
- More than 20%

First Nations Reserves

Related Direction:

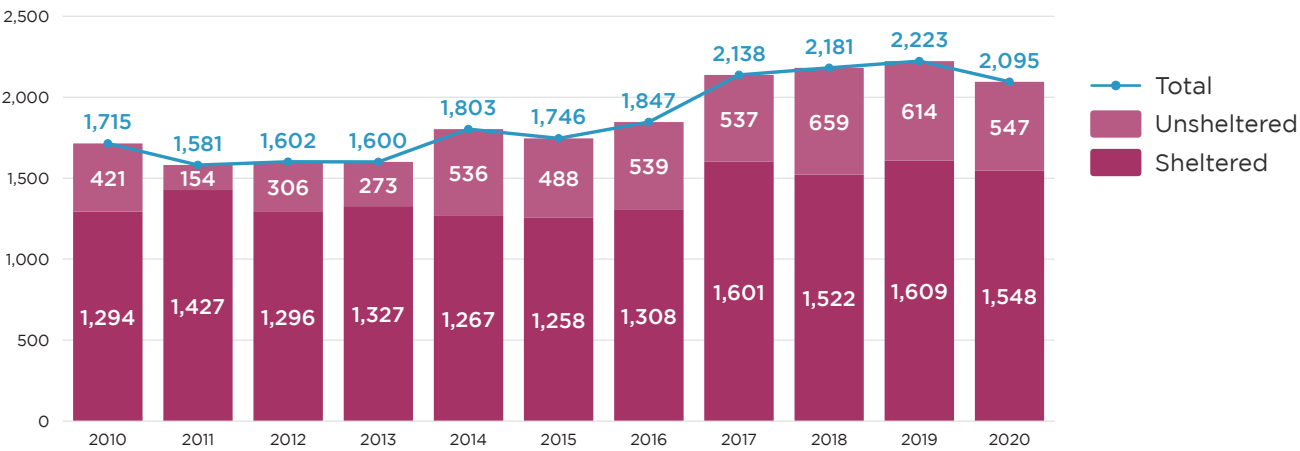
1.2 Geographic Equity & Housing Diversity

Note: Calculated as a percentage of the total social housing units in Vancouver.

Source: City of Vancouver, Non-Market Inventory 2020.

Homelessness has gradually increased over time; over 2,000 people were without a home in 2020.

Graph: Sheltered and unsheltered homeless population trends, 2010-2020



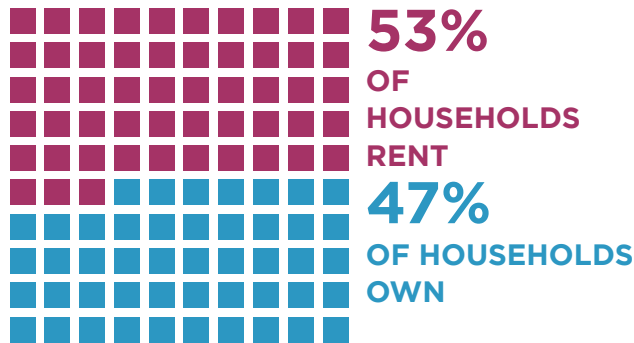
Source: City of Vancouver Homeless Counts.

Related Direction:

1.3 Homelessness

Over half of Vancouver households rent their home. Renters tend to have a lower median income than people who own their home.

Graph: Renter and owner households



MEDIAN INCOME OF RENTER HOUSEHOLDS
\$50,250

MEDIAN INCOME OF OWNER HOUSEHOLDS
\$88,431

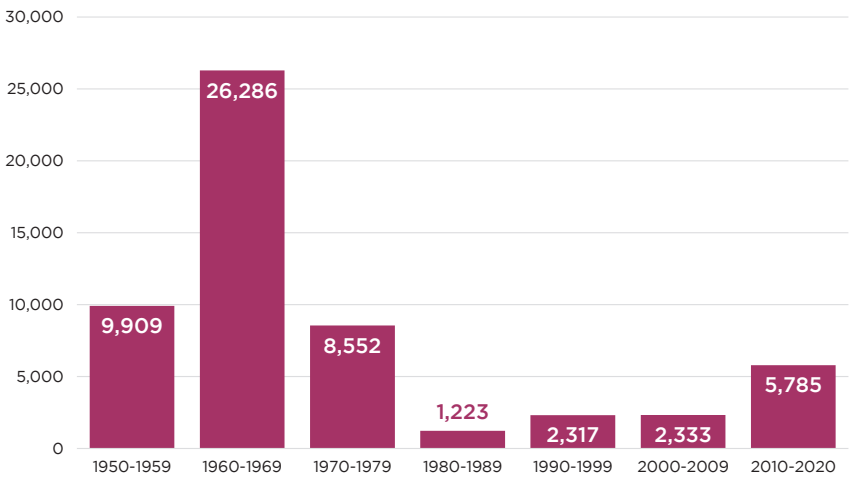
Source: Statistics Canada, 2016 Census of Population.

Related Direction:

1.6 Rental Housing

There has been limited new construction of secure, purpose-built rental in recent decades, with a modest increase in construction only in recent years. Over 80% of Vancouver's purpose-built rental housing was constructed prior to 1980; it is both in high demand and in need of renewal.

Graph: Completed secured rental housing units by decade of construction in Vancouver



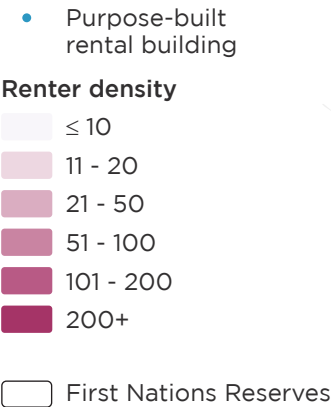
Source: City of Vancouver, Purpose-Built Market Rental Inventory, 2020.

Related Direction:

1.6 Rental Housing

Purpose-built rental buildings and renter populations are concentrated in the downtown and midtown areas and on some arterials.

Map: Renter density, dissemination area, 2016



Related Direction:

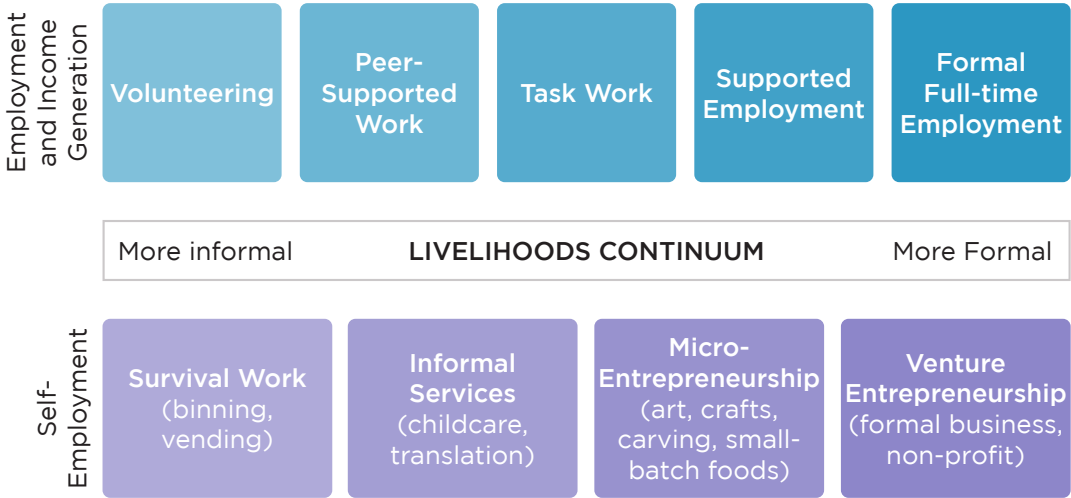
1.6 Rental Housing

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

ECONOMY

People make their living in different ways.

Infographic: Livelihoods continuum



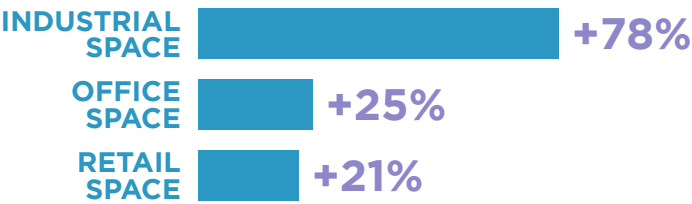
Related Directions:

- 2.3 Affordable Spaces
- 2.4 Local-Serving and Small Businesses
- 2.6 Shared Prosperity

Source: City of Vancouver.

Vancouver experiences very high demand for industrial space - vacancy is at an all-time low, and rents have increased.

Graph: Increase in net asking rents from 2015 to 2022



Related Directions:

- 2.2 Industrial/Employment Areas and Business District
- 2.3 Affordable Spaces
- 2.4 Local-Serving and Small Businesses

Source: CoStar.

About 50% of jobs are on 10% of the land. Job growth is expected to continue with projections showing the need to accommodate up to 210,000 more jobs by 2051.

Map: Job-only land

Source: Statistics Canada, 2016 Census, and City of Vancouver, Employment Lands and Economic Review, 2020, Hemson Consulting 2022.

- Job-only land
- First Nations Reserves

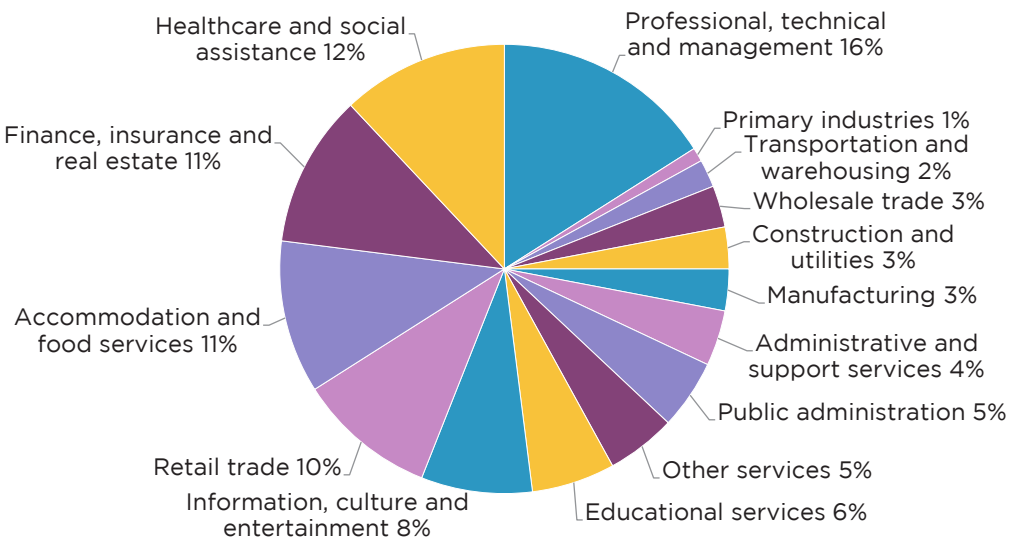
Related Directions:

- 2.2 Industrial/Employment Areas and Business Districts
- 2.3 Affordable Spaces

Source: City of Vancouver.

Vancouver has a diverse and resilient economy, with no single sector accounting for more than 16% of total jobs.

Graph: Distribution of jobs in Vancouver, 2016



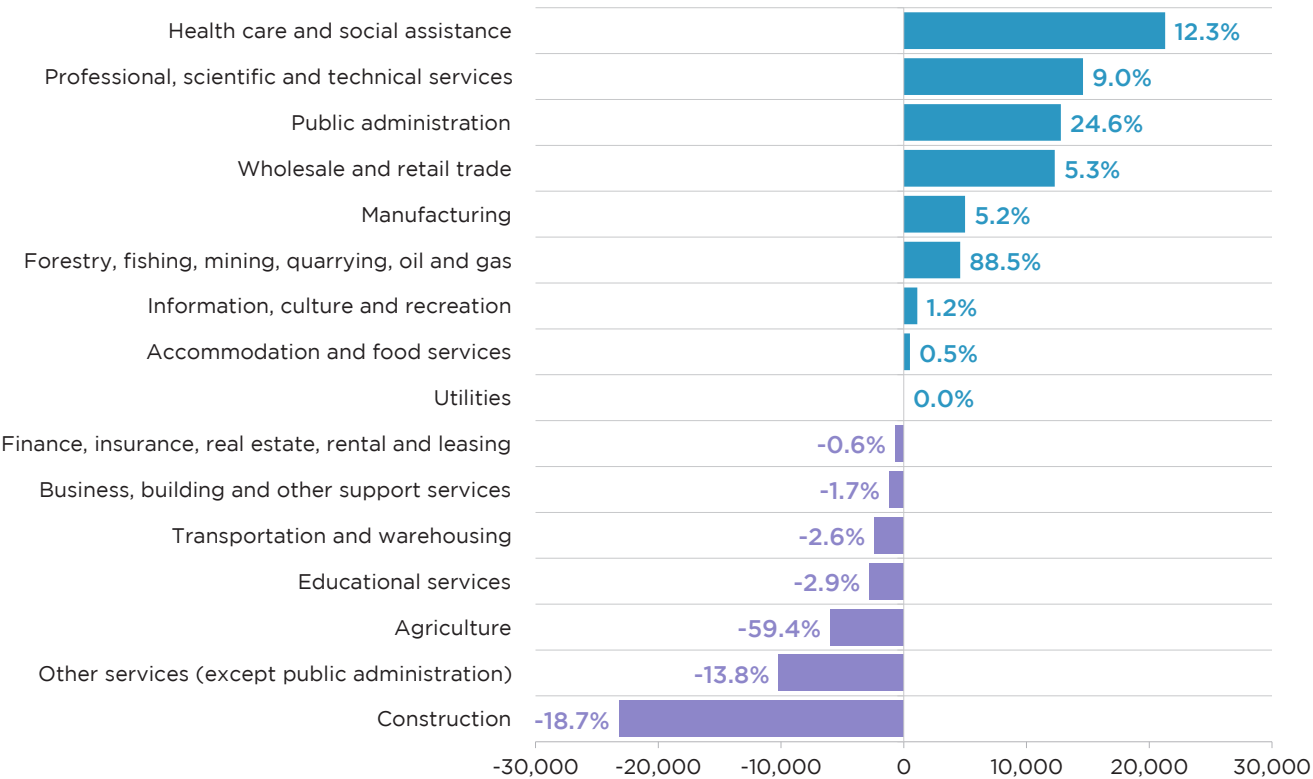
Related Directions:

- 2.1 Regional Core
- 2.6 Shared Prosperity

Source: Statistics Canada, 2016 Census of Population.

Impacts of the COVID-19 pandemic on the Metro Vancouver job market.

Graph: Change in employment from September 2019 to September 2021, Metro Vancouver



Related Directions:

- 2.1 Regional Core
- 2.6 Shared Prosperity

Note: The "Other Services" sector is largely comprised of jobs in personal services such as hair salons.
Source: Statistics Canada - Labour Force Survey.

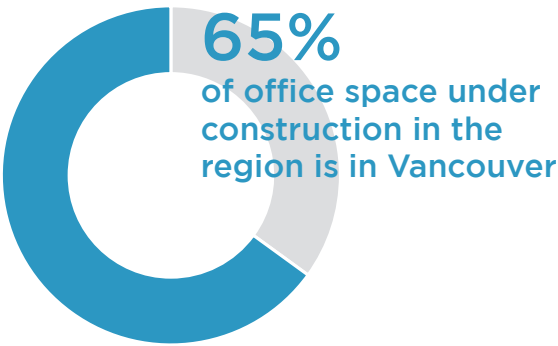
Impact of the COVID-19 Pandemic on the Metro Vancouver job market

COVID-19 led to some shifts in Vancouver’s economy. Jobs in Construction, Personal Services and Education are still at a lower level compared to pre-pandemic while jobs in Health Care, Tech, Public Admin and Wholesale have increased. We are also seeing a surge in demand for light industrial space to support the rise in e-commerce and on-shoring of warehousing and manufacturing to protect against supply chain disruption. For retail storefronts, City field work shows a shift towards convenience goods and services in storefront spaces and a shift away from comparison goods (CoV Retail Inventory, 2021). The number

of retail tenants offering an e-commerce platform doubled during the pandemic, but 77% of retailers indicated that in-store shopping is still their preferred model (Colliers, 2021). For office, reductions in demand due to work from home are partly offset by the need for additional space for social distancing but also to drive collaboration, creativity and efficiency. Relative to other markets, Vancouver continues to have a strong office market and we will see continued demand from growth driven especially by the high tech and its supporting sectors (CBRE, 2021).

Vancouver is the largest regional job centre and the preferred location for many employers, accounting for approximately 65% of office space under construction in winter 2021.

Graph: Office space under construction in the region, winter 2021



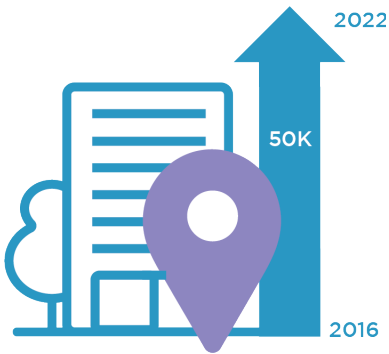
Source: Colliers Office Market Report, 2021.

Related Directions:

- 2.1 Regional Core
- 2.2 Industrial/Employment Areas and Business Districts

The City has approved space for approximately 50,000 office-based jobs since 2016 and the City continues to see strong interest in construction of job space across the city.

Infographic: Number of office-based spaces approved by the City of Vancouver since 2016



Source: Colliers International, City of Vancouver, Employment Lands and Economic Review, 2020.

Related Directions:

- 2.3 Affordable Spaces
- 2.5 Removing Barriers

A large number of Vancouver workers commute from outside the city. While some choose more sustainable modes, many travel by car, increasing emissions and contributing to traffic congestion.

Infographic: Jobs held by workers commuting from outside the city



Related Directions:

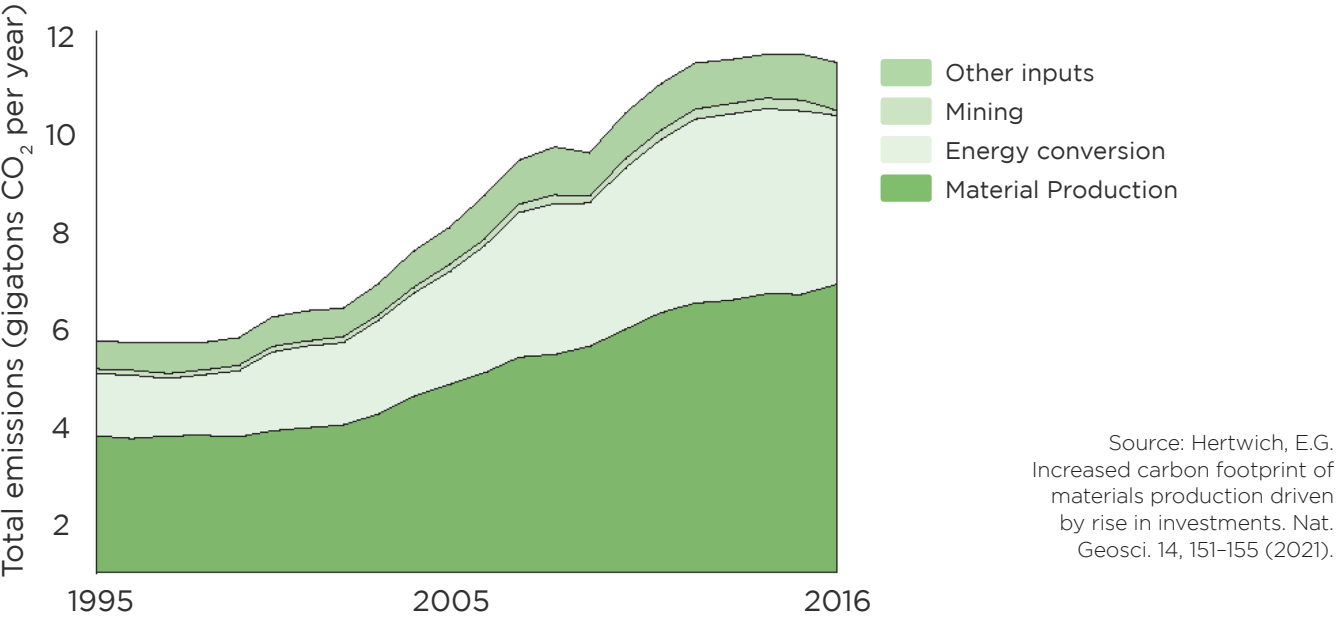
- 2.1 Regional Core
- 2.4 Local-Serving and Small Businesses

Source: Statistics Canada, 2016 Census of Population.

CLIMATE

Globally, GHG emissions from material production have been rising.

Graph: GHG emissions from global material production

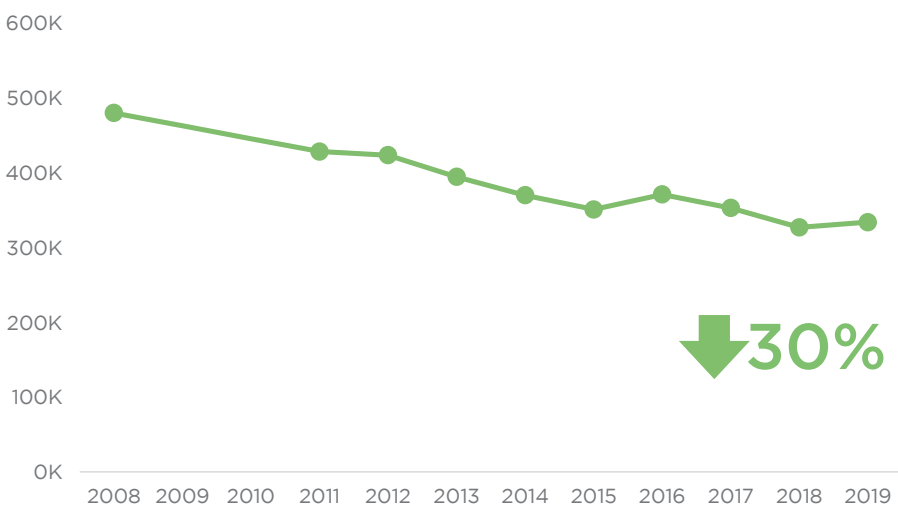


Related Direction:

3.1 Eliminate Carbon Pollution

We have made great progress towards reducing solid waste in Vancouver.

Graph: Annual solid waste disposed to landfill or incinerator (tonnes)



Related Direction:

3.2 Encourage Zero-Waste

Without flood management measures in place, areas in green are vulnerable to flooding due to a major storm and 1 meter of sea level rise.

Map: Floodplain

A floodplain is a lowland area that is susceptible to flooding from an adjoining watercourse, ocean, lake or other body of water. Vancouver’s floodplain is defined as the area vulnerable to flooding due to a major flood event (1:500 year storm or 0.2% AEP) and 1 meter of sea level rise.

- Floodplain
- First Nations Reserves

Related Direction:

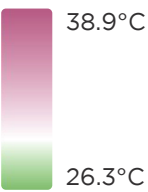
3.3 Climate Change Adaption

Source: City of Vancouver.

Heat can have deadly impacts. Some parts of the city experience more impacts from heat than others.

Map: Urban heat

Afternoon area wide predictions
Temperature 3-4pm



- First Nations Reserves

Related Direction:

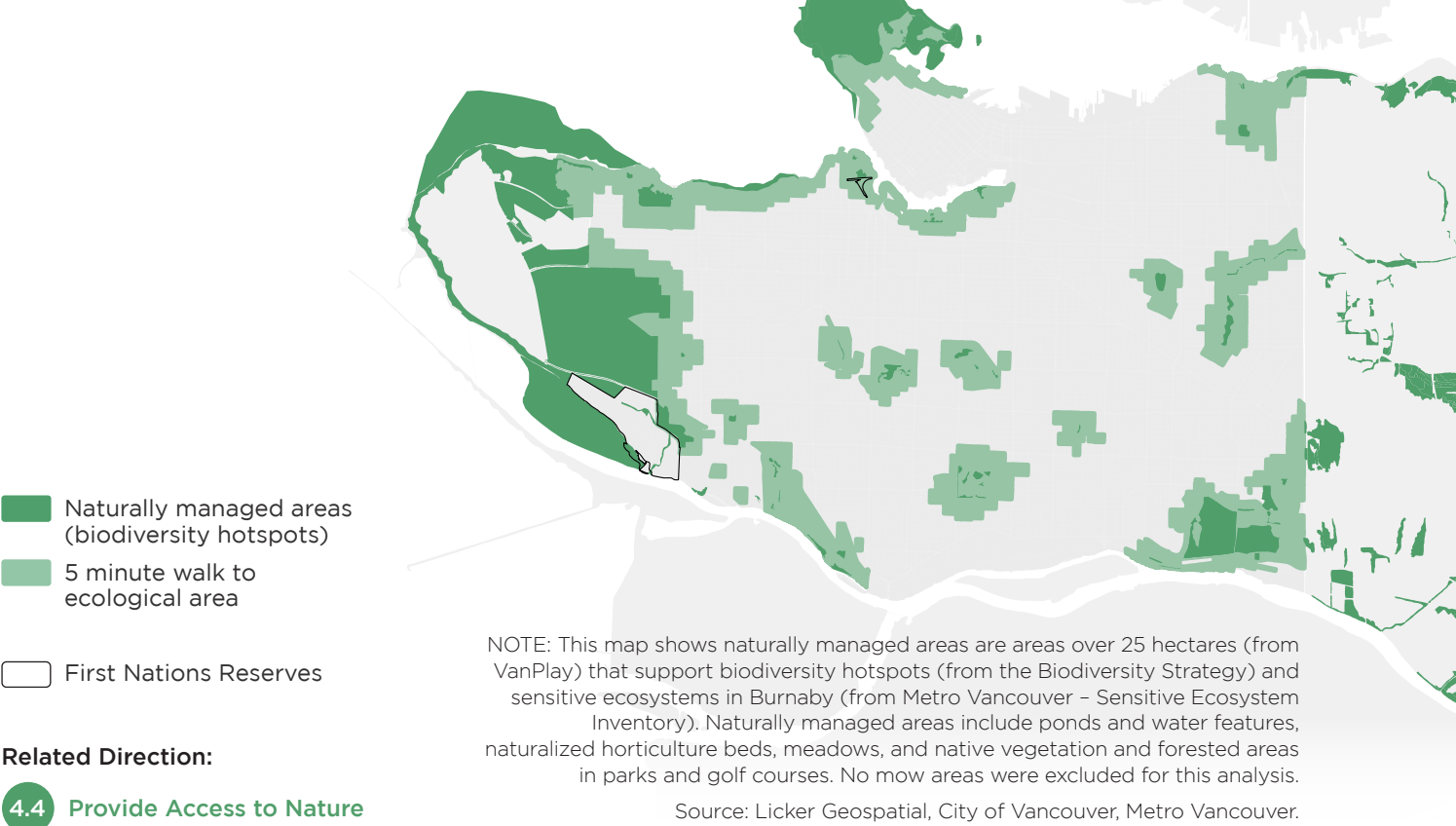
3.3 Climate Change Adaption

Source: CAPA Strategies Heat Watch campaign August, 2020.

ECOLOGY

Access to nature contributes to physical and mental well-being.

Map: Areas close to naturally managed areas (biodiversity hotspots)

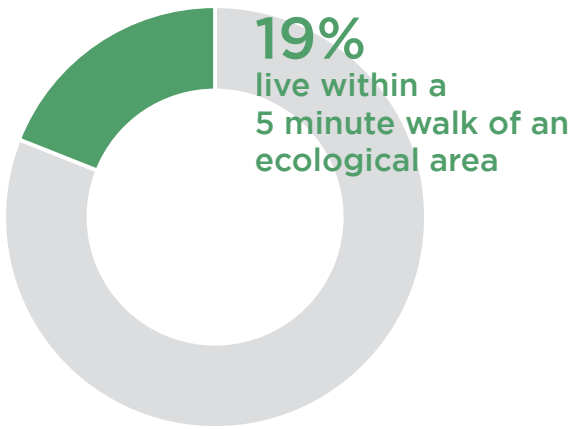


Related Direction:

4.4 Provide Access to Nature

Only about 1 of 5 people in Vancouver can easily walk to naturally managed areas (biodiversity hotspots).

Graph: People close to naturally managed areas (biodiversity hotspots)



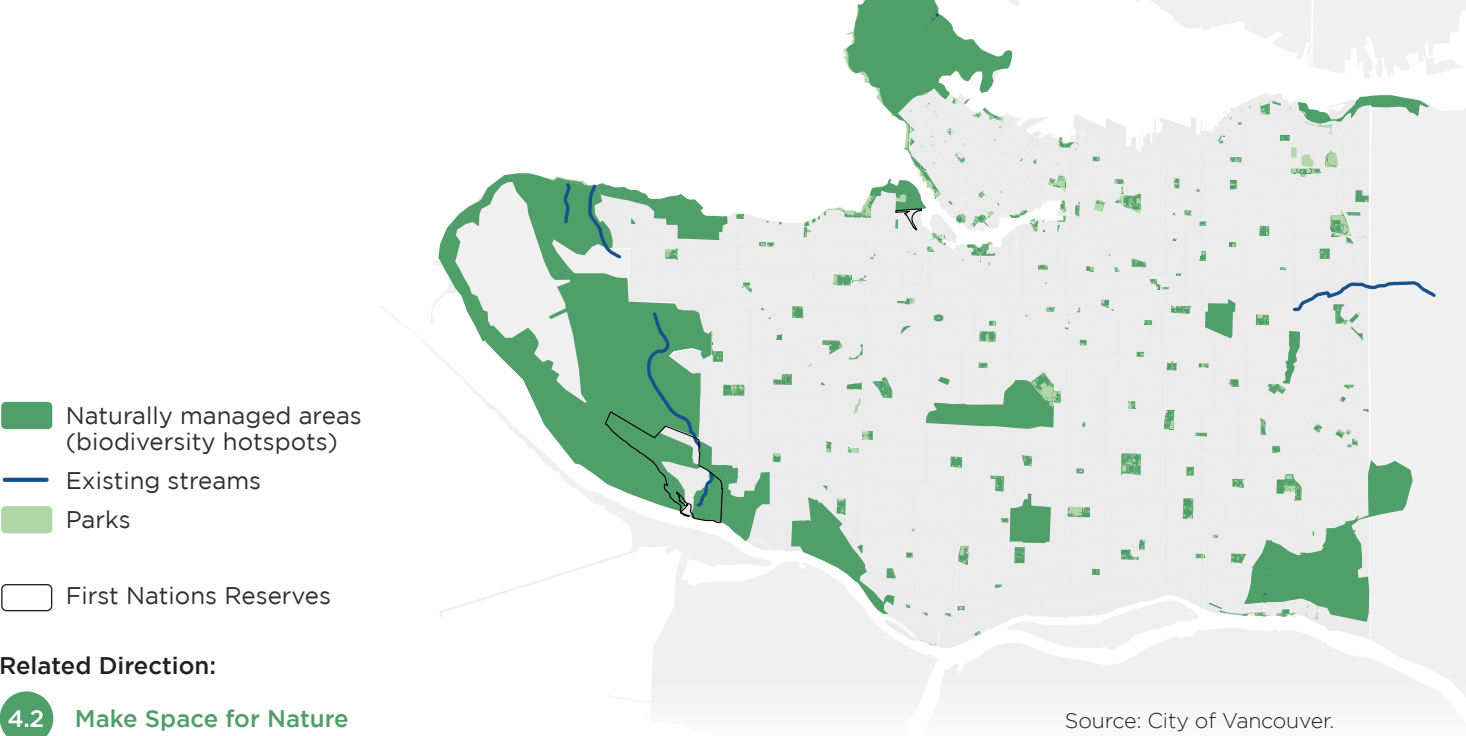
Related Direction:

4.4 Provide Access to Nature

Source: Licker Geospatial.

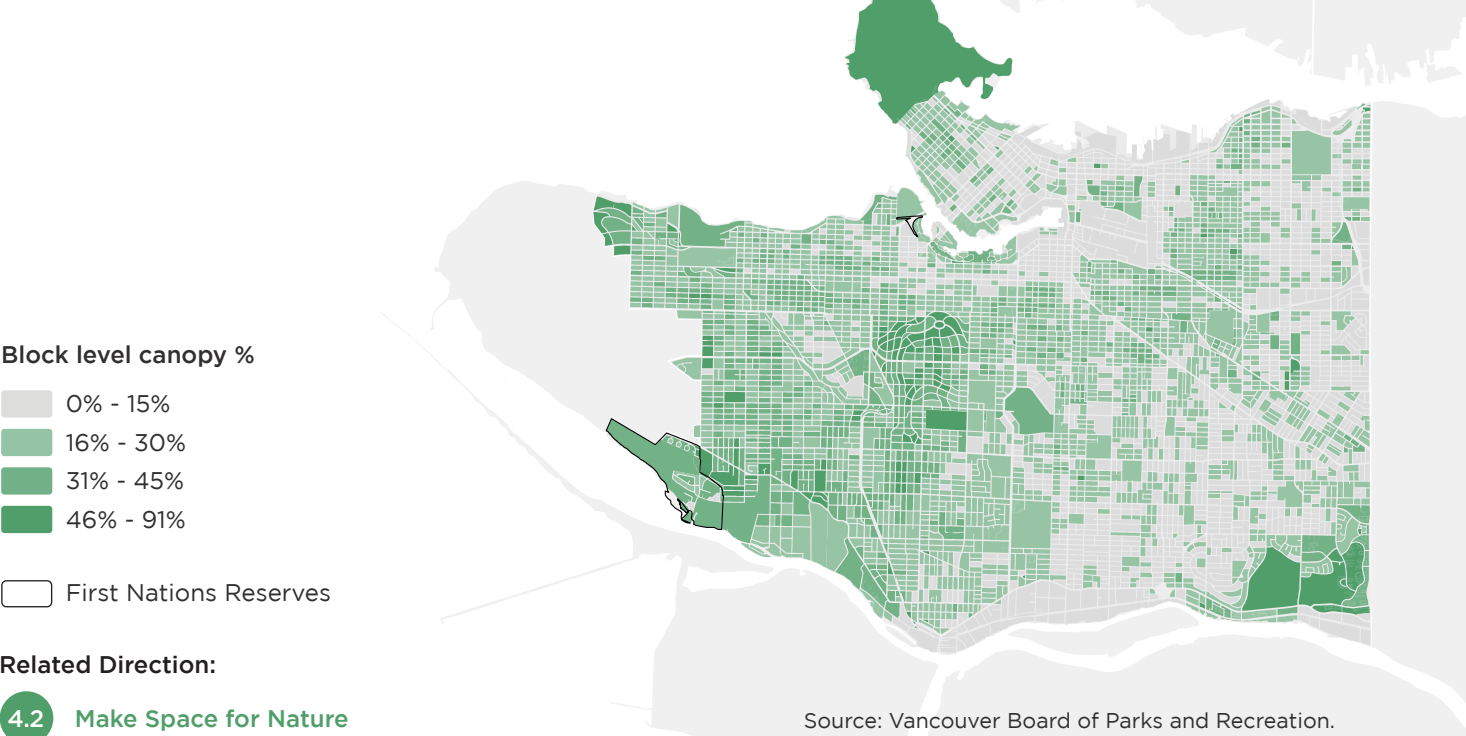
The majority of the city’s existing natural areas are fragmented and isolated.

Map: Existing ecological network



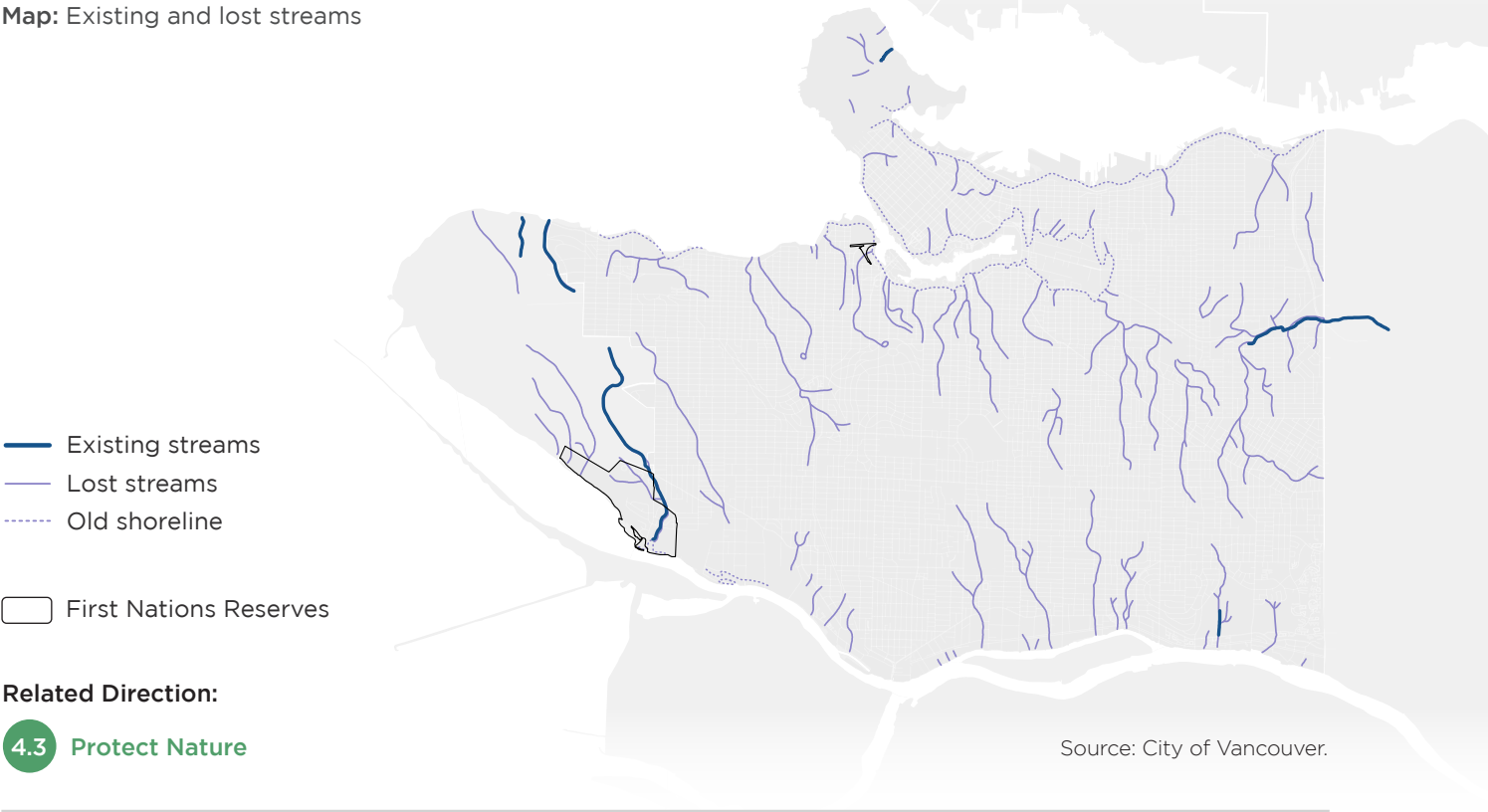
Some parts of the city benefit from high canopy cover while other parts lack canopy cover.

Map: Canopy cover, block level



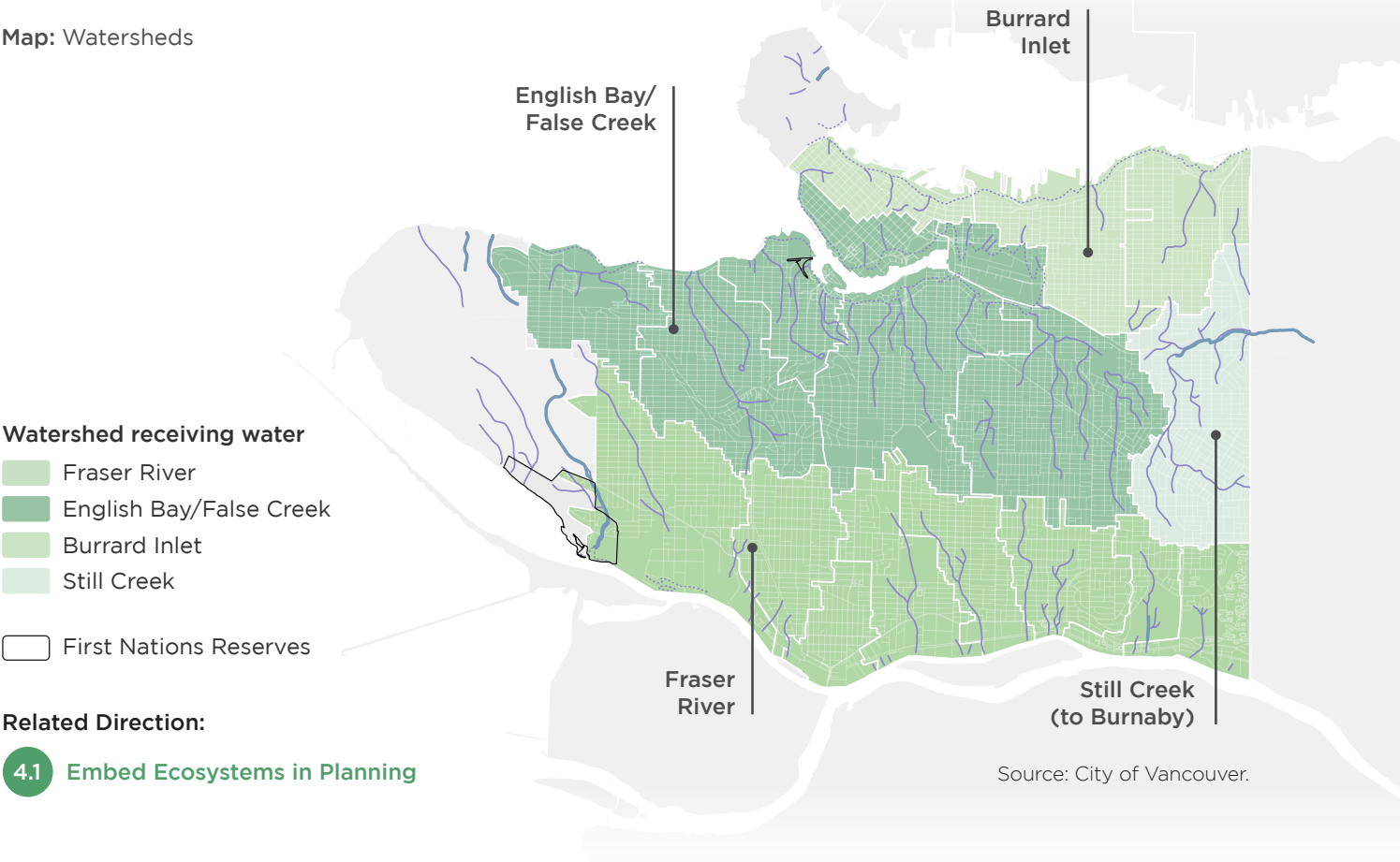
Only nine kilometres of Vancouver’s estimated 105 km of streams remain today.

Map: Existing and lost streams



Watershed based planning helps to ensure a focus on ecosystems.

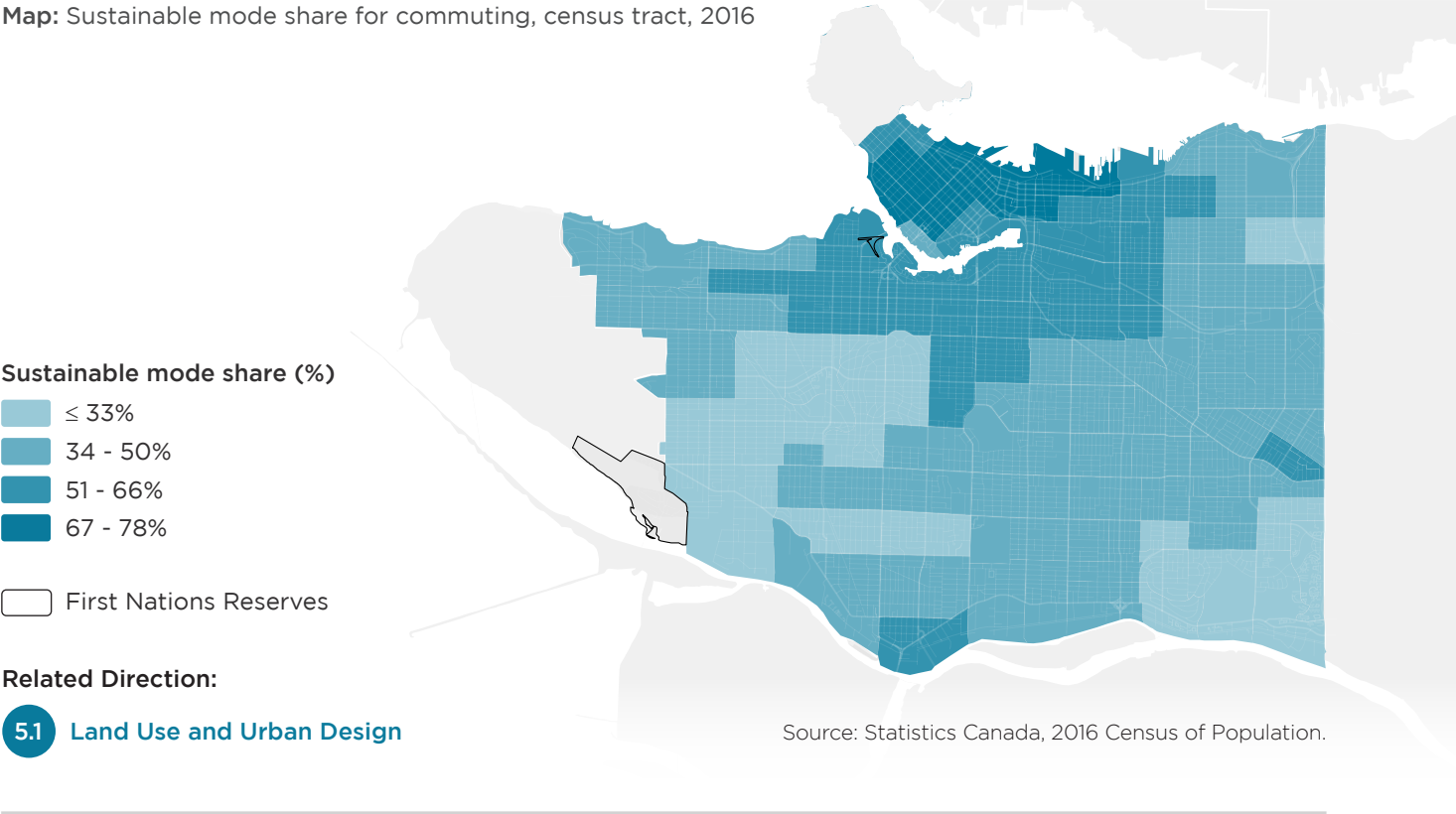
Map: Watersheds



Transportation

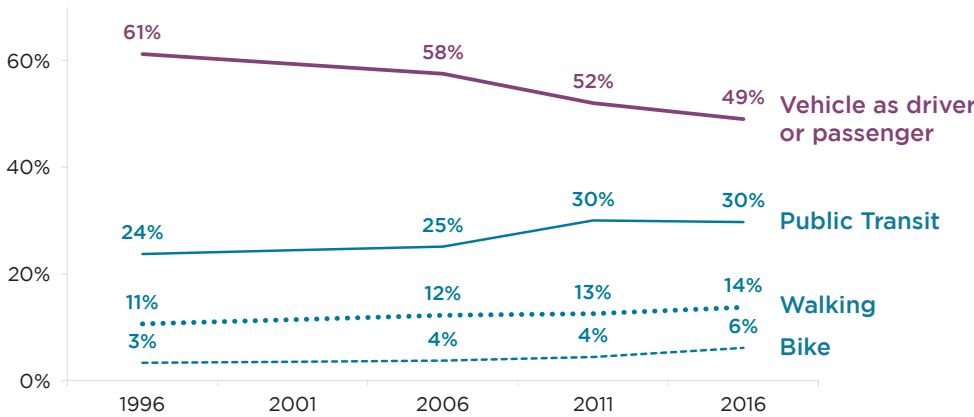
Sustainable commutes are trips to work made by walking, biking or taking transit. Sustainable commutes are most common downtown and in the Broadway corridor for the employed residential population.

Map: Sustainable mode share for commuting, census tract, 2016



Sustainable commutes are becoming more common.

Graph: Mode share for employed population for commuting, 1996-2016



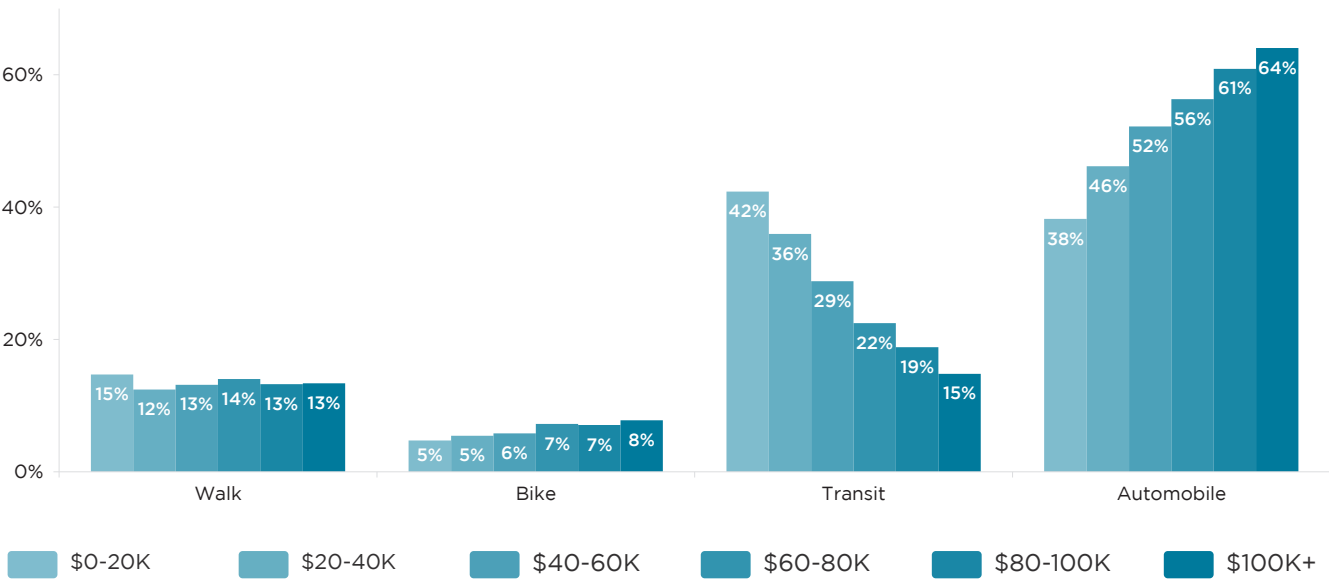
Related Direction:

5.2 People First Streets

Source: Statistics Canada, 1996, 2006 and 2016 Census of Population; 2011 National Household Survey (NHS) Profile. Data from 2001 is not displayed due to a transit strike during the 2001 census collection period that impacted the results.

Taking transit to work is most common for people with the lowest incomes. Driving a car is the most common for people with the highest incomes.

Graph: Commuting mode share by income group, 2015



Related Direction:

5.3 Future Planning

Source: Statistics Canada, 2016 Census of Population.

Over 80% of roadsapce is dedicated to vehicles. Very little roadsapce is left over for transit, walking and bikes.

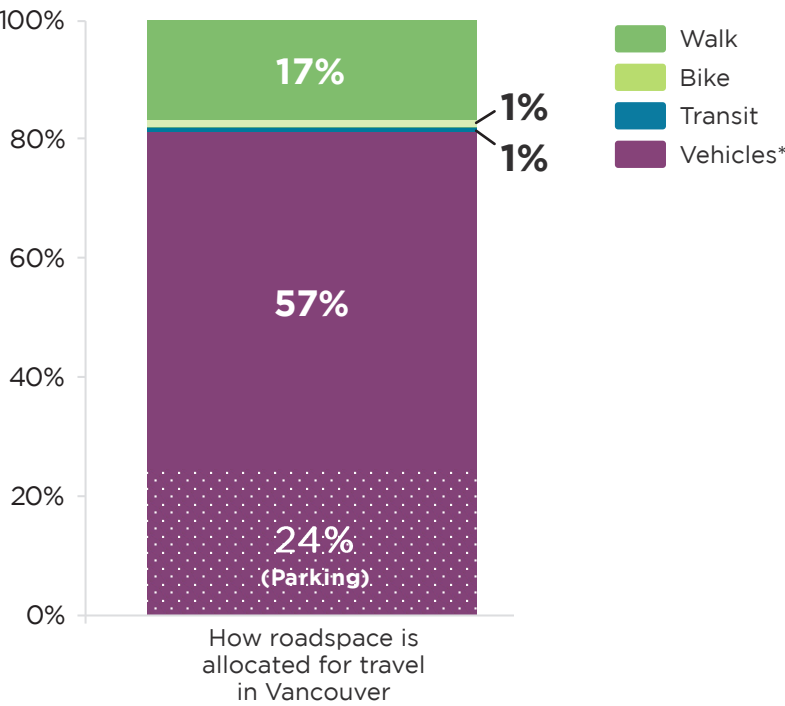
* The 81% portion of the traversable street dedication is shared between multiple vehicle modes including goods movement and service vehicles, as well as vehicle parking space. The shared use portions of transit and bike mode, are also captured here. The account includes laneways.

Source: City of Vancouver

Related Direction:

5.2 People First Streets

Graph: Roadsapce allocation



Walkability is highest in the Metro Core and in East Vancouver.

Map: Walkability, block level

Walkability can mean different things to different people. A person's experience walking can vary widely based on factors such as physical abilities and whether we choose to walk or are forced to because of lack of access to a car or transit. A person's experience can also be impacted by things like air pollution, traffic noise and street trees, or how sociable or safe we feel.

Walkability



First Nations Reserves

Related Direction:

5.1 Land Use and Urban Design

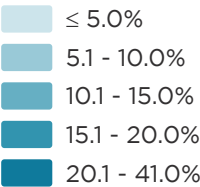
Walkability index input parameters: street connectivity (density of intersections), land use mix, residential density, commercial floor area ratio, presence of sidewalks, and sidewalk conditions.

Source: City of Vancouver.

Many people who live in and around downtown walk to work.

Map: Mode share for commute to work by walking, local area, 2016

Mode share for commute to work by walking



First Nations Reserves

Related Direction:

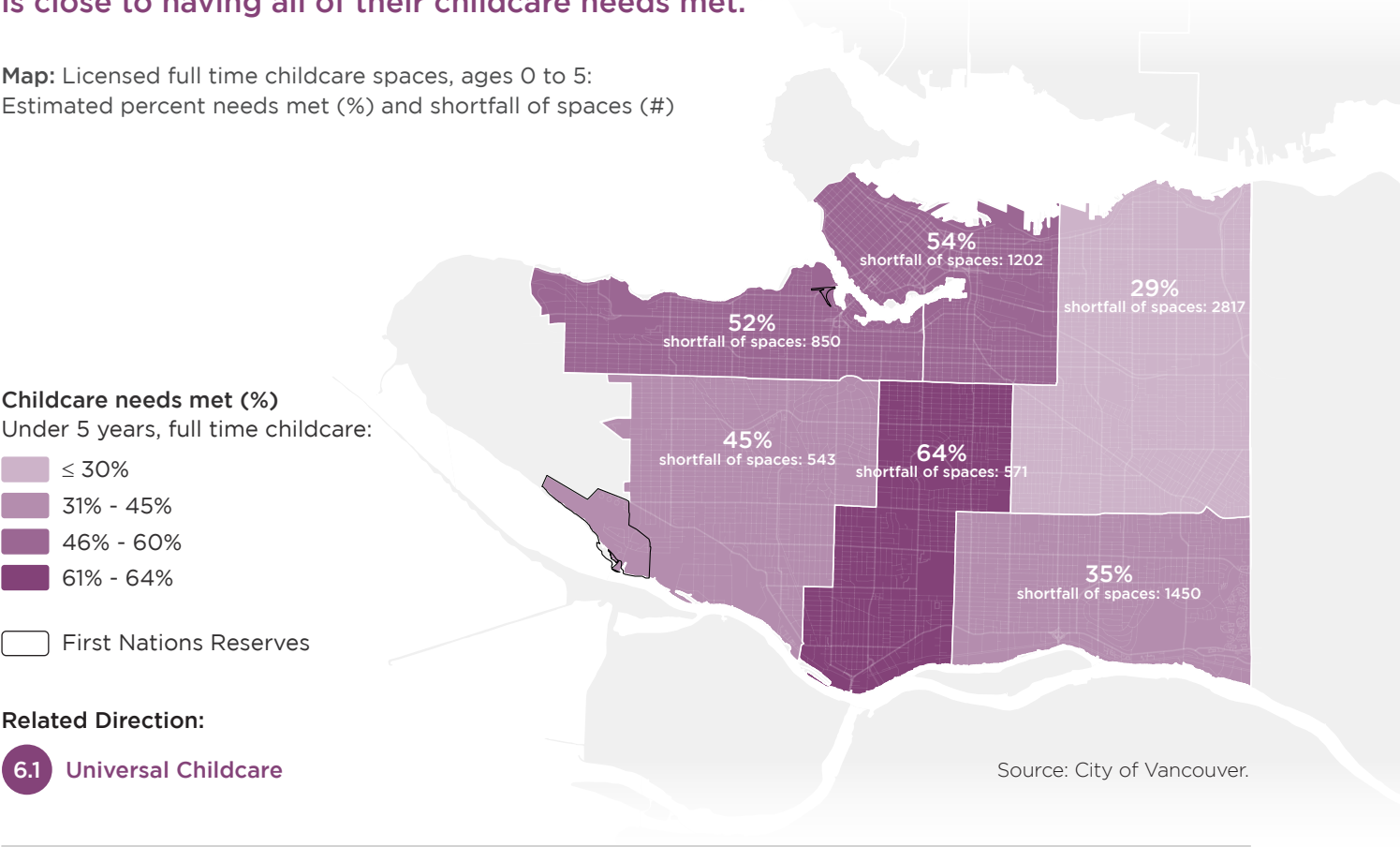
5.1 Land Use and Urban Design

Source: Statistics Canada, 2016 Census of Population.

CHILDCARE

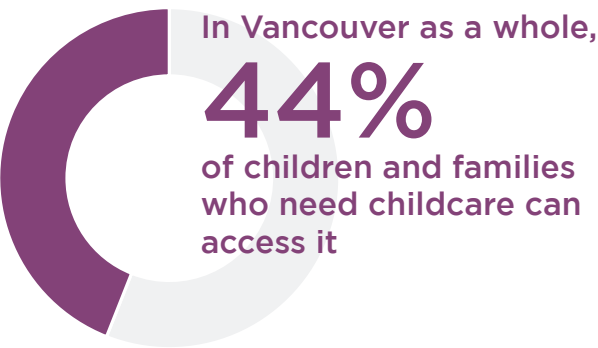
Some neighbourhoods are better served than others. However, no neighbourhood is close to having all of their childcare needs met.

Map: Licensed full time childcare spaces, ages 0 to 5:
Estimated percent needs met (%) and shortfall of spaces (#)



Less than half of childcare needs are met in Vancouver.

Graph: City-wide estimated percent needs met of
licensed full time childcare spaces, ages 0 to 5



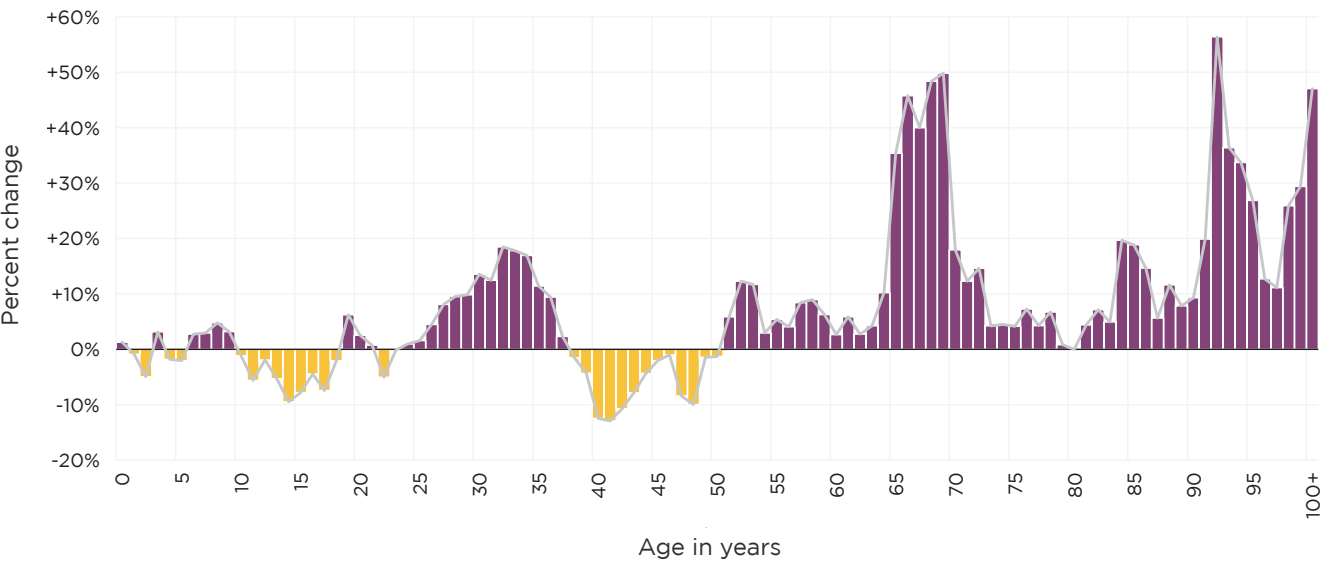
Source: City of Vancouver.

Related Direction:

6.1 Universal Childcare

Overall, the population in Vancouver grew between 2011 and 2016. However, some younger and middle aged groups decreased.

Graph: Population change 2011-2016
Rate of change in City of Vancouver population by age



Related Direction:

6.1 Universal Childcare

Source: Statistics Canada, 2016 Census of Population; 2011
National Household Survey (NHS) Profile.

In Vancouver, 65% of
children are developmentally
ready for kindergarten, while
35% are not.

Our experiences as children and youth
affect our development and health
throughout life. We need a safe home,
nutritious food, supportive relationships,
and opportunities to learn and connect.

Related Direction:

6.1 Universal Childcare

Graph: Children who are developmentally ready for kindergarten



Source: Human Early Leadership Partnership Data Library.

COMMUNITY INFRASTRUCTURE

These facilities are dedicated for social services and offices, operated in City-owned spaces, senior government facilities, or private and commercially-owned spaces.

Map: Social-serving community infrastructure

This map shows the locations of social service centres and offices of social nonprofits.

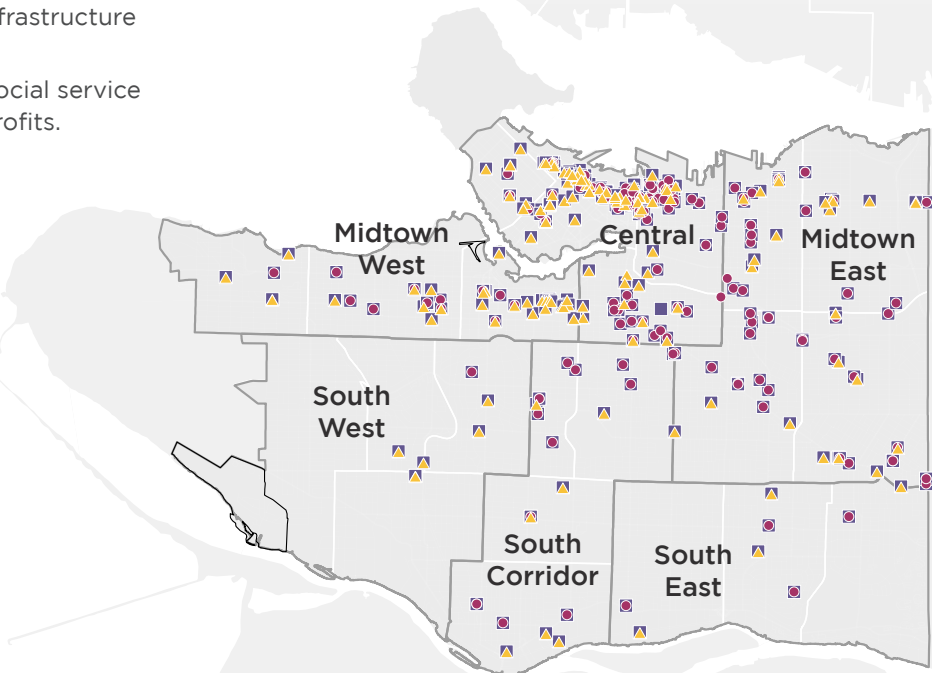
Social-serving community infrastructure

- Social service spaces
- Local-serving broad-reach non-profit organizations
- ▲ Equity-serving specialized non-profit organizations
- Network area boundaries

□ First Nations Reserves

Related Direction:

7.1 Community-serving spaces



Source: City of Vancouver.

Neighbourhood houses are vital to social-serving community infrastructure in Vancouver. They are multi-serving non-profit organizations that have a long-standing provision of services to local and equity-denied populations.

Map: Neighbourhood houses

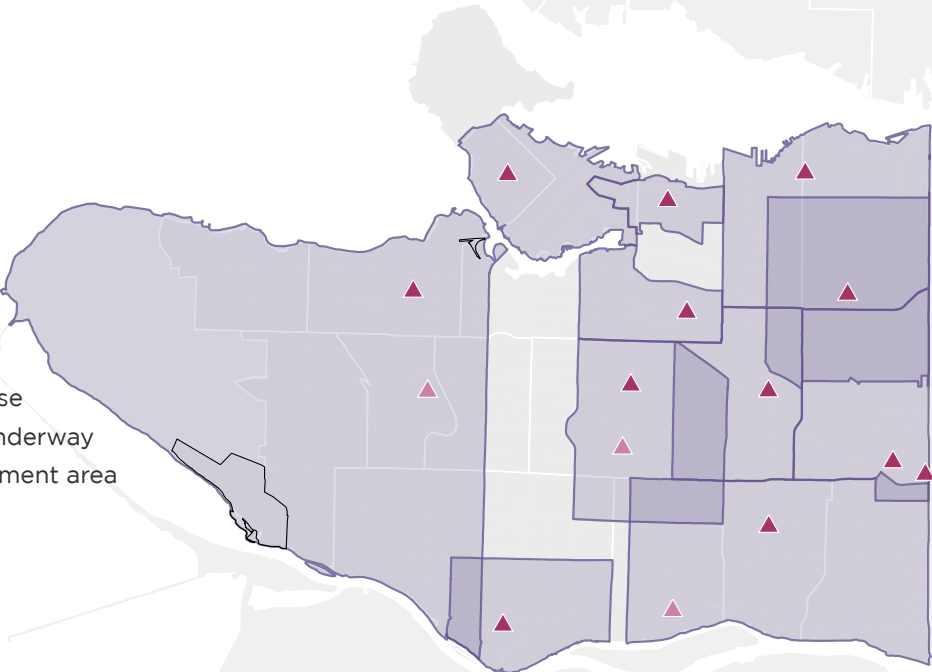
Neighbourhood houses

- ▲ Existing neighbourhood house
- ▲ Capital project planned or underway
- Neighbourhood house catchment area

□ First Nations Reserves

Related Direction:

7.1 Community-serving spaces



Source: City of Vancouver.

Community-serving spaces (CSS) are occasional and affordable spaces that could be made available within a larger facility for community groups and organizations to host their own social or cultural programs.

Map: Community-serving spaces

CSS are primarily within places of worship and non-profit owned locations, such as community halls, legions, and cultural centres.

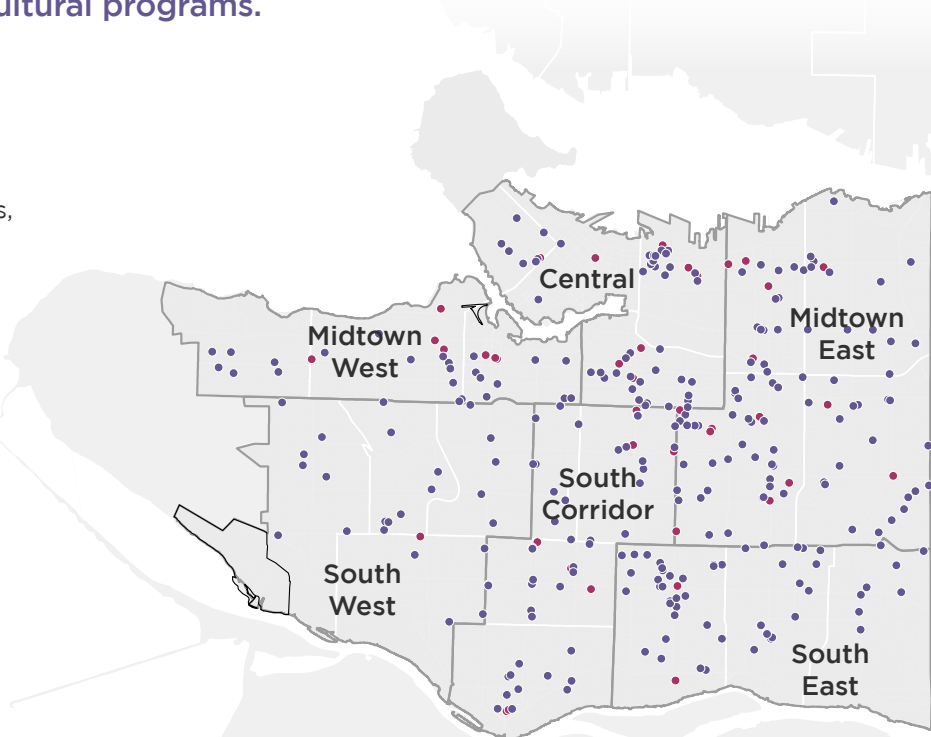
Community serving spaces

- Non-profit owned
- Place of Worship owned
- Network area boundaries

□ First Nations Reserves

Related Direction:

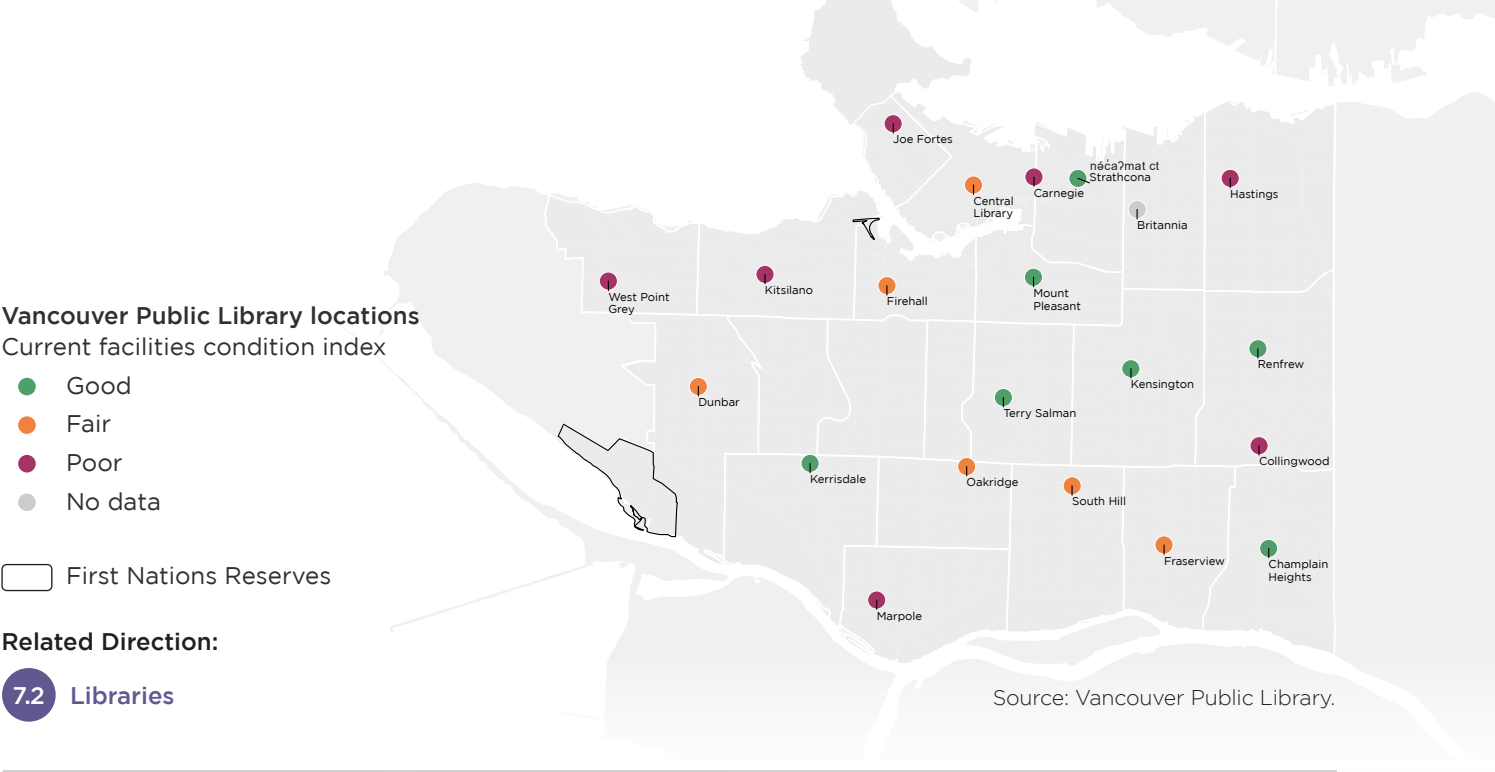
7.1 Community-serving spaces



Source: City of Vancouver.

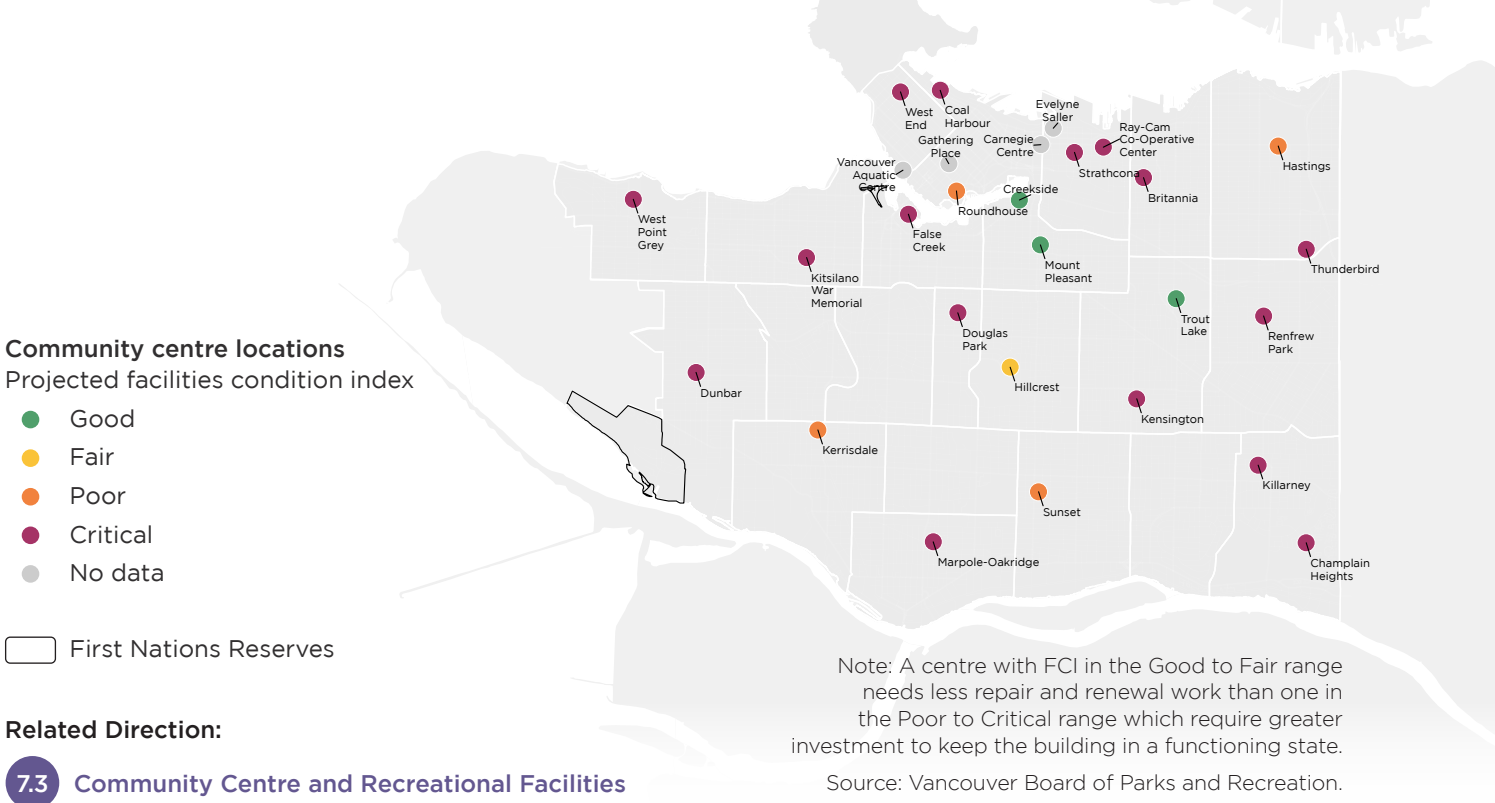
While some libraries are currently in good condition, others are in poor condition.

Map: Vancouver Public Library: Current facilities condition index



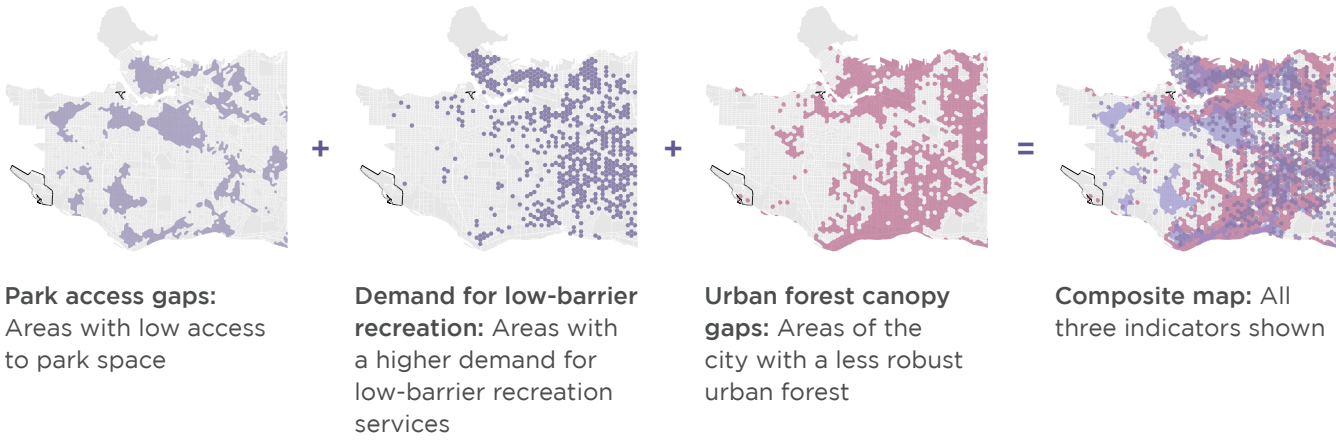
Many valued Community Centres will be in critical condition in the near future.

Map: 2026 projected community centre facility condition index



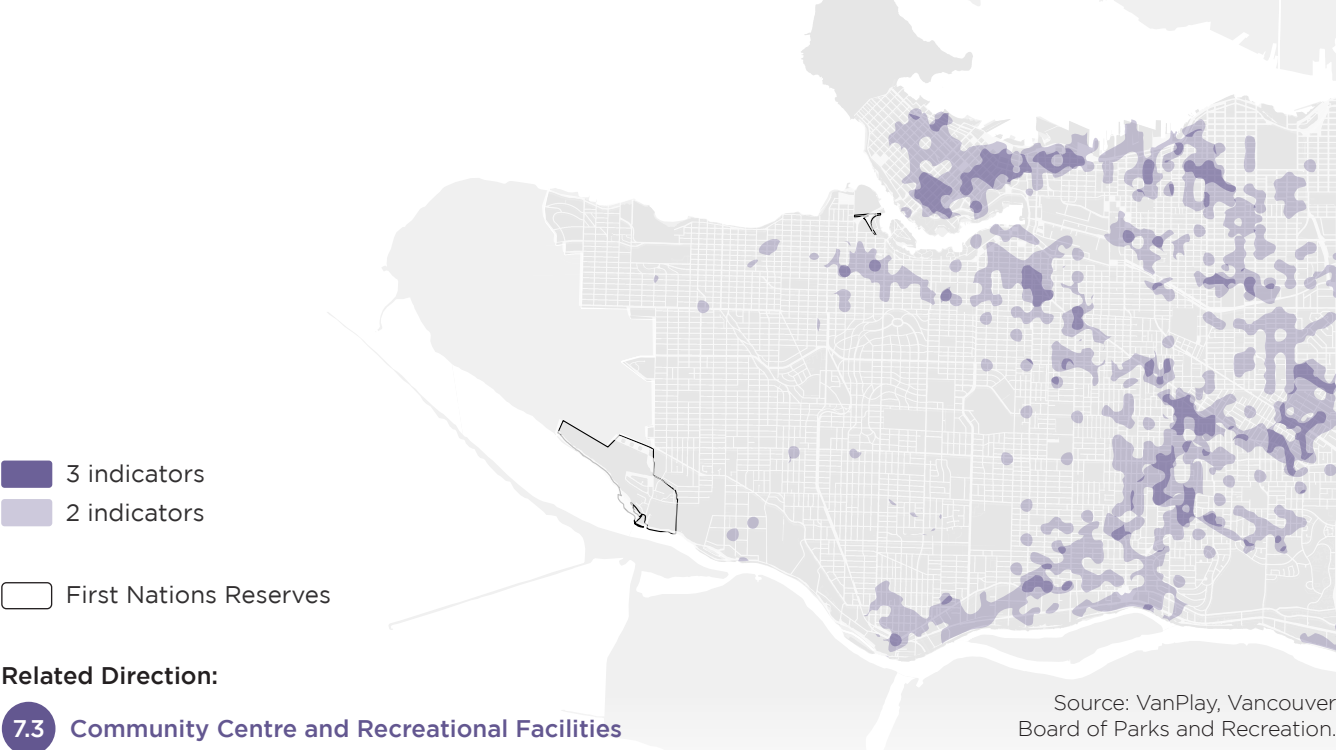
VanPlay is the Park Board's Parks and Recreation Services Master Plan, 2020. In VanPlay, three indicators were used to highlight underserved areas and determine Equity Initiative Zones.

Map: Equity Initiative Zones indicators



The Initiatives Zones highlights historically underserved areas, so that projects, programs and resources can be focused geographically. The intent is to use this as one tool for setting priorities.

Map: Equity Initiative Zones

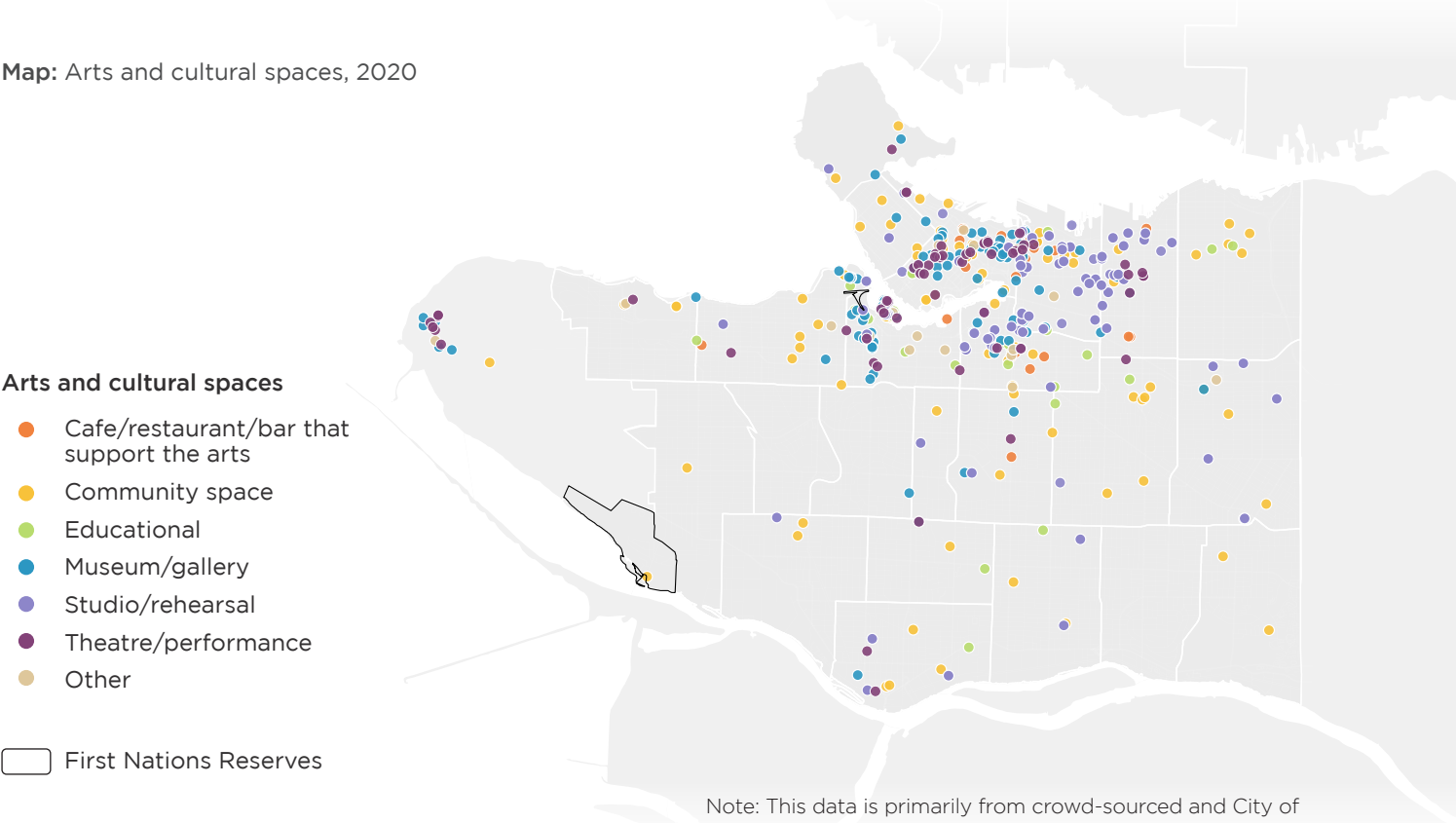


Related Direction:
7.3 Community Centre and Recreational Facilities

ARTS, CULTURE & HERITAGE

Arts and cultural spaces are important places of expression, production and community building. Some neighbourhoods have higher concentrations of these spaces than others.

Map: Arts and cultural spaces, 2020



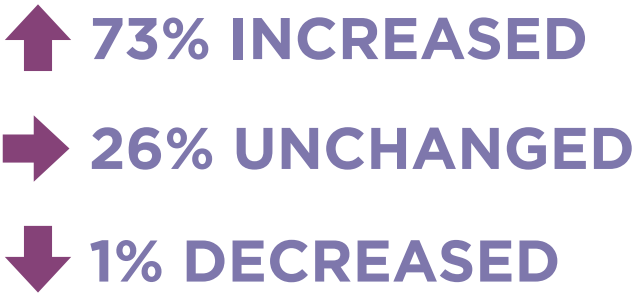
Related Direction:

8.2 Arts and Cultural Spaces

Most artists report that their work studio rent has increased dramatically in over a five year period.

Infographic: Change in artists' work studio rent

Artists were asked "how has your rent changed over a five-year period?"



Source: Eastside Culture Crawl Society, 2019.

Related Directions:

8.2 Arts and Cultural Spaces

Many arts and cultural spaces are vulnerable.

Graph: Vulnerability of cultural spaces



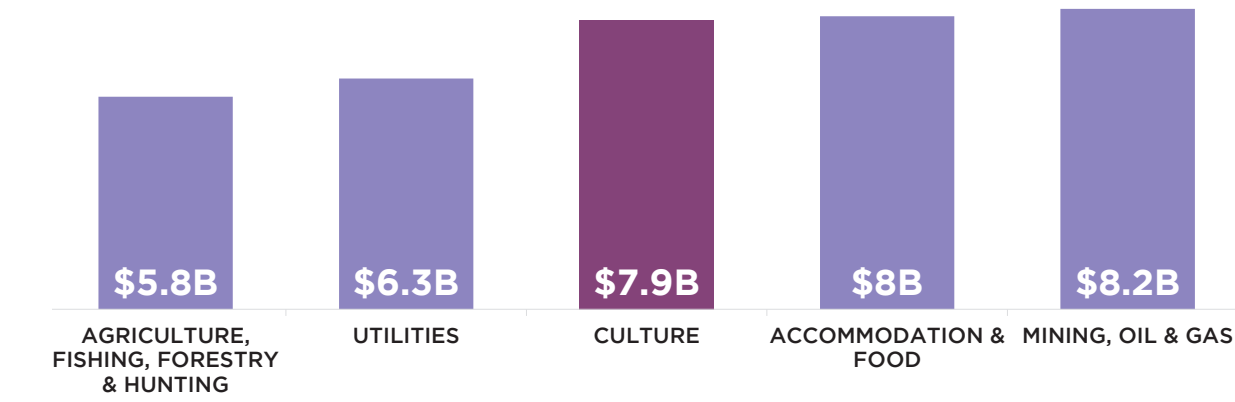
Related Directions:

8.2 Arts and Cultural Spaces

Source: AMS Planning & Research Corp., 2018.

Arts and cultural workers contribute 7.4% of British Columbia's real Gross Domestic Product (GDP) – more than mining, forestry and fisheries combined.

Graph: Economic impact of the cultural sector in B.C.



Related Direction:

8.1 Arts and Culture Focus

Source: Conference Board of Canada, 2007.

PUBLIC SPACE

Many of us enjoy parks but there are gaps in access to parks.

Map: Park access gaps

Areas with less than .55 park ha / 1,000 people and/or no park access within a 10-minute walk. This mapped indicator shows areas of the city with low amounts of park space per person.

- Low park access
- Parks and open space
- First Nations Reserves

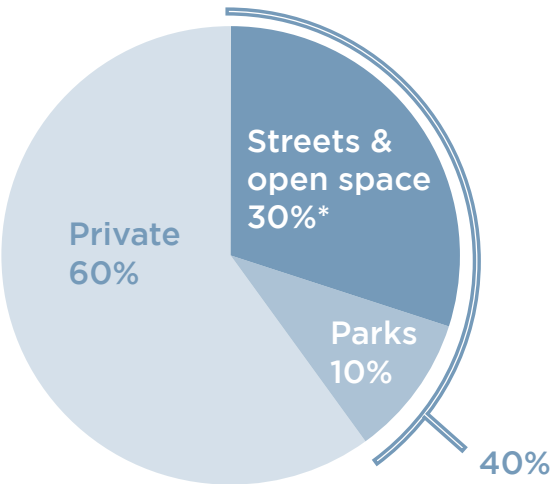
Related Direction:

9.2 Inclusive Public Life

Source: Park Board park data + 2041 Population Projections + Park Provision Study (Including all Park Board parks except for destination parks, golf and Arbutus Greenway).

Streets, open space and parks make up approximately 40% of Vancouver’s land area.

Graph: Public space



Related Direction:

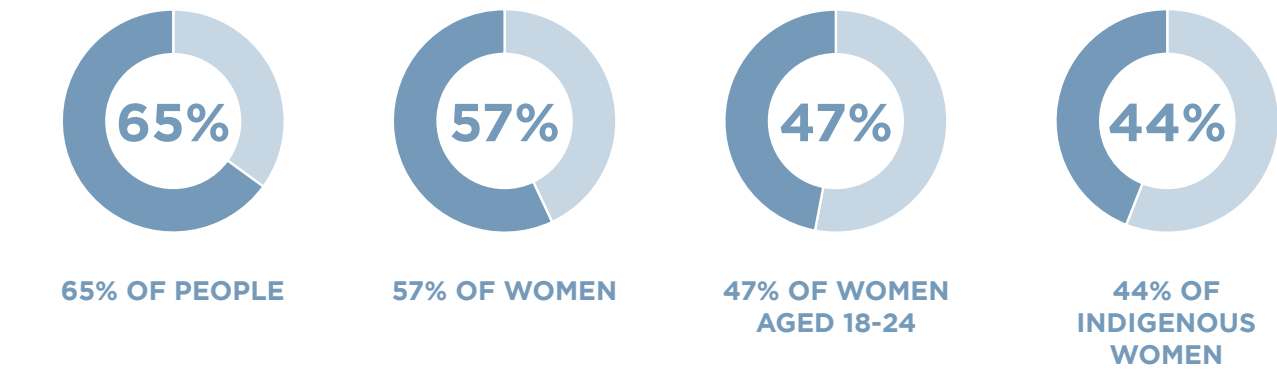
9.5 Nature, Ecology & Resilience

*streets take up the majority of the 30% represented and open space only a small fraction

Not everybody experiences public space in the same way.

Graph: Perception of safety

WHO FEELS SAFE WALKING ALONE AT NIGHT IN VANCOUVER?



Related Direction:

9.4 Universal, Safe, All-season Design

Source: My Health, My Community.

Many different types of activities take place in public places.

Map: Public spaces (on street-right-of-way)

- Public spaces (street-right-of-way)
- Parks and open space

Public Space Typologies

- Plaza
- Community garden
- Neighbourhood greenway
- Neighbourhood plaza
- Parklet program
- Sidewalk widening
- Social service

- First Nations Reserves

Related Direction:

9.3 Grow and Enhance the Network

This map includes public spaces managed by Engineering Street Activities. It mostly consists of stewardship agreements with community groups on Engineering Street Right-of-way with few exceptions. This map does not include gathering spaces without stewardship agreements or active programming facilitated by Street Activities or Privately Operated Public Spaces (POPs).

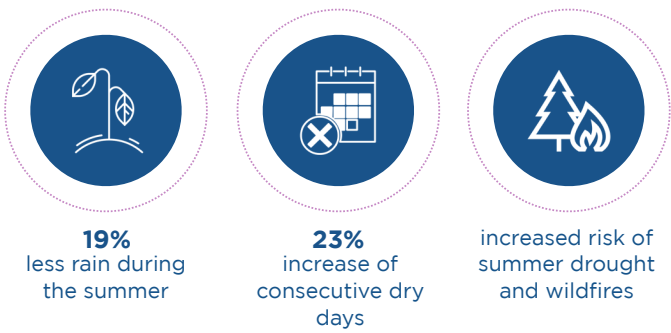
Source: City of Vancouver.

WATERSHEDS & WATER RESOURCES

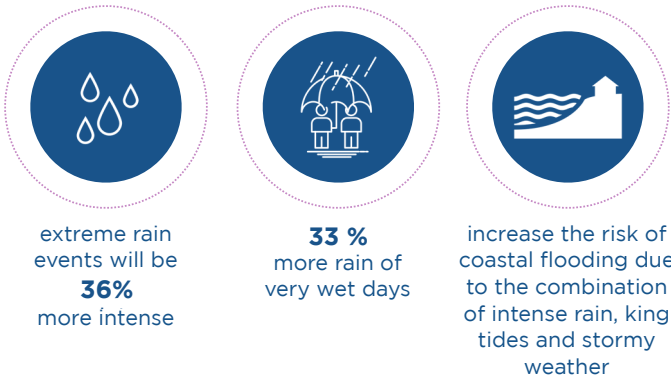
Climate change comes with consequences to our water systems.

Infographic: Climate change impacts by 2050

Prolonged Dry Periods in Summer



Changes in rainfall patterns



Too little water due to summer droughts and decreasing rain limits the recharge of the region's drinking water supply, and negatively impacts our ecosystems Too much water from rising sea levels,

storm surges, and more frequent and intense rain storms increase the risks to critical infrastructure, property and natural systems, and contribute to the pollution of our aquatic ecosystems.

Related Direction:

10.2 Manage Water on Boulevards, Sidewalks, and Streets

Source: The Pacific Climate Impacts Consortium, City of Vancouver Climate Impacts Summary.

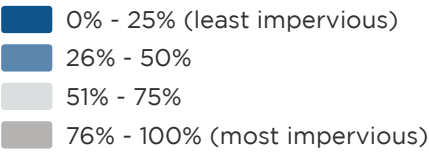
Note: These statistics compare 2050 to the 1971-2000 baseline.

Retaining pervious areas helps to prevent localized flooding, cool local environments, clean rainwater runoff, and reduce the volume of water entering the sewer system.

Map: Impervious area

Impervious area: Impervious surfaces are paved areas, roofs, and other hard surfaces that do not allow for rainwater to soak into the ground.

Impervious area



First Nations Reserves

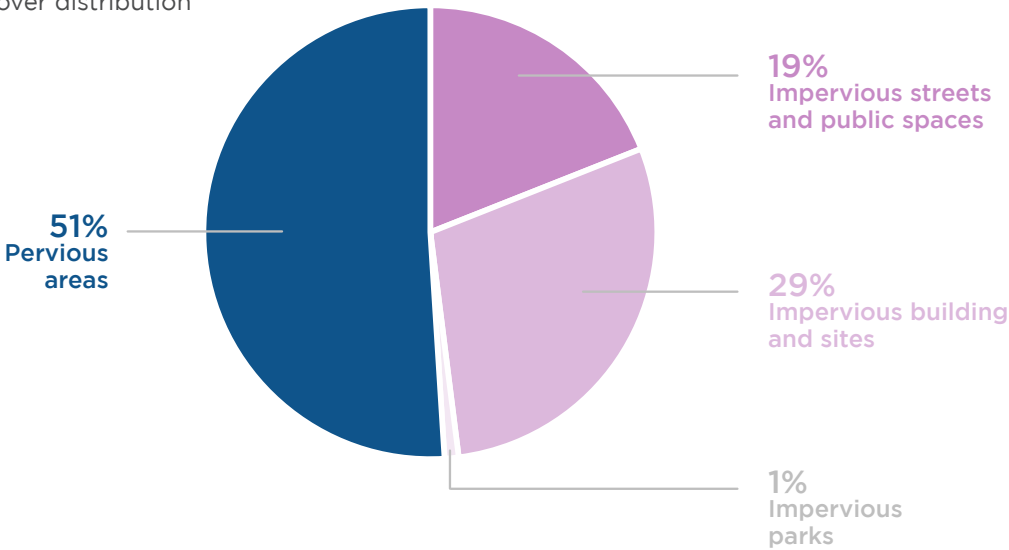
Related Direction:

10.2 Manage Water on Boulevards, Sidewalks, and Streets

Source: City of Vancouver.

Vancouver, like other urban areas, is characterized by a high degree of imperviousness.

Graph: Vancouver pervious and impervious land cover distribution



Related Direction:

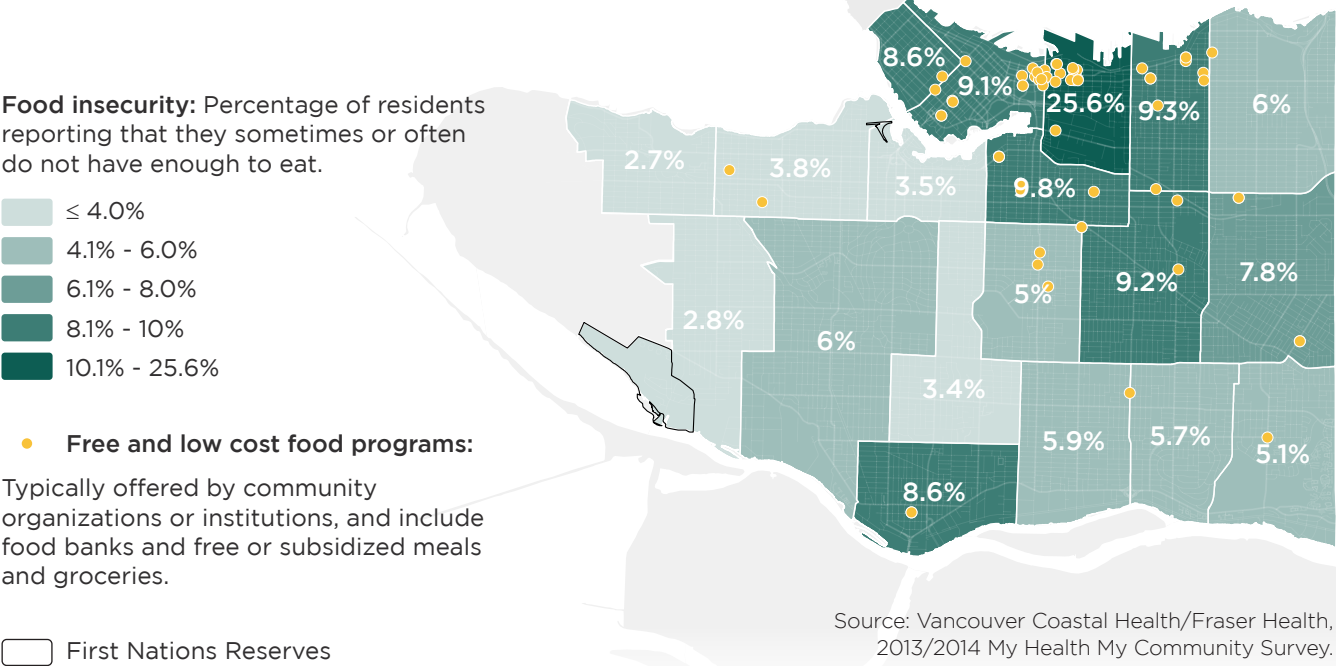
10.3 Make Space for Water in Buildings and on Sites

Source: City of Vancouver.

FOOD SYSTEMS

Access to food is a basic human right and defining element of day-to-day life.

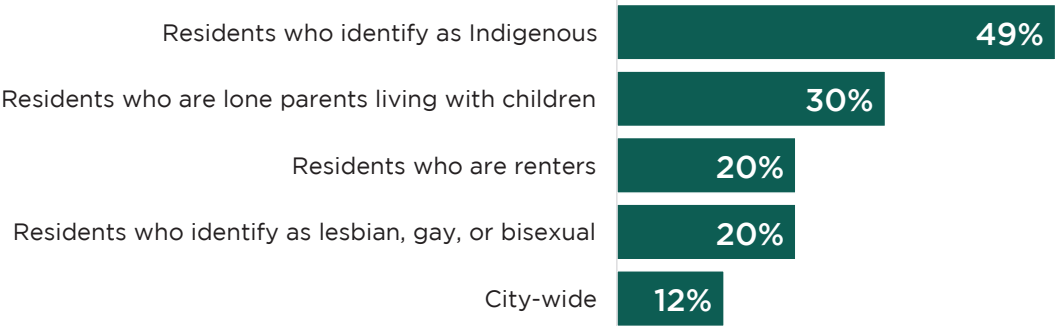
Map: Food insecurity



Related Direction:

11.1 Equitable and Resilient Food System

Food insecurity rates are higher than average for many equity-denied population groups



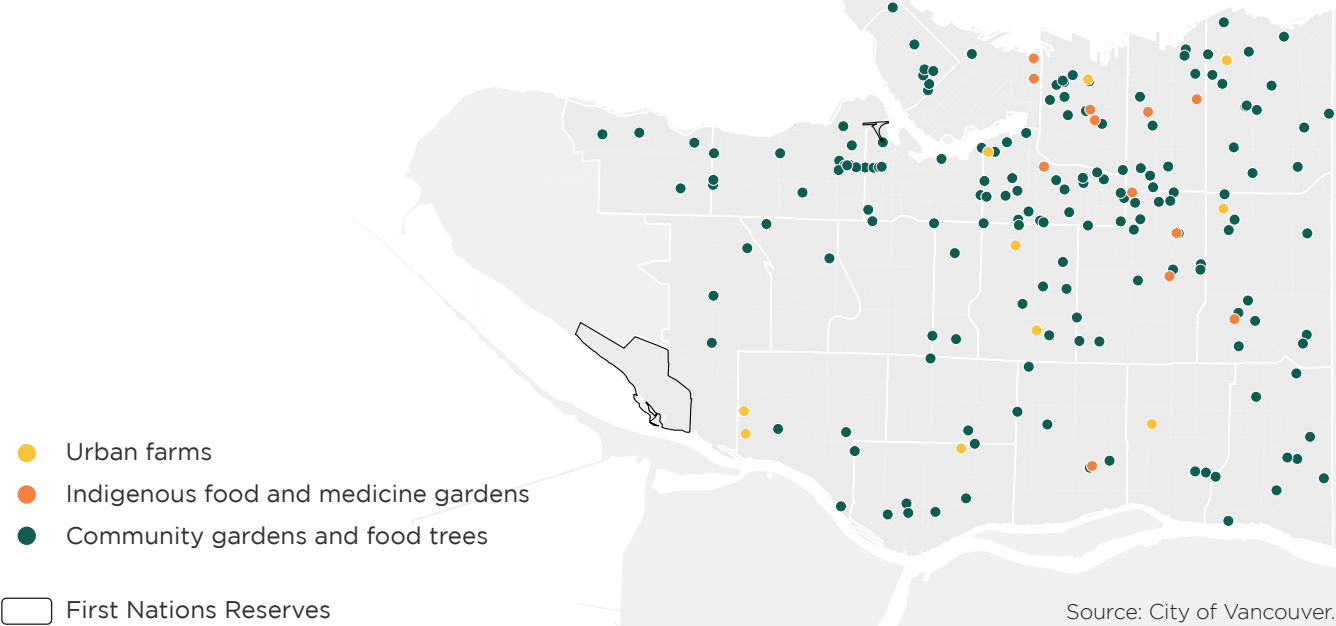
Related Direction:

11.1 Equitable and Resilient Food System

Source: Statistics Canada, 2017/2018 Canadian Community Health Survey public use microdata file.

Growing food in the city improves resilience, contributes to the local economy, and provides opportunities for residents to connect with each other and the land.

Map: Places where food is grown



Related Direction:

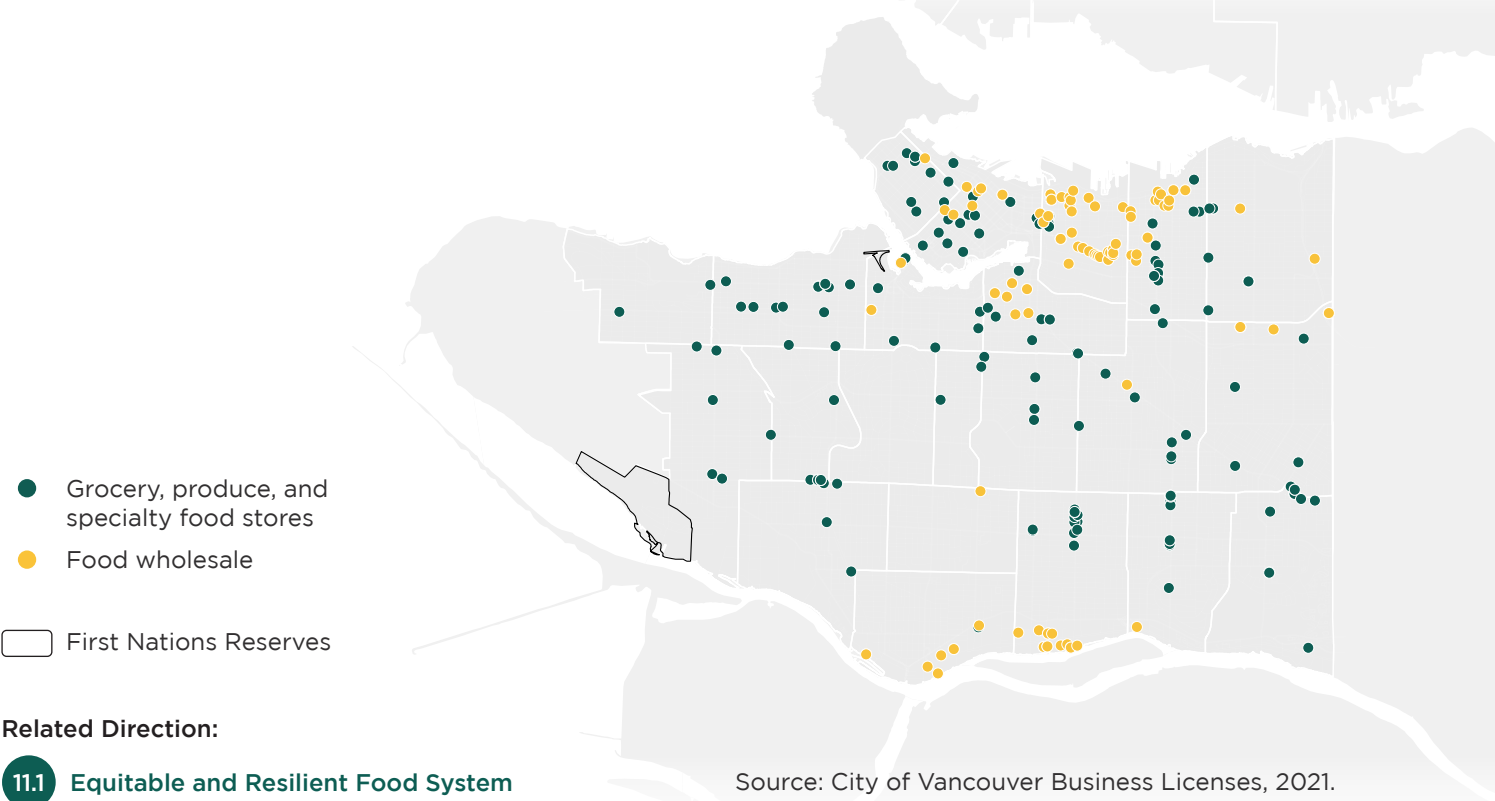
11.1 Equitable and Resilient Food System

Not all residents living close to food growing spaces are able to access them. Most community gardens in Vancouver have long waitlists to access a plot. The City and Park Board have supported community and Indigenous food and medicine gardens on public land, but the overall land allocation is very small compared to other uses. For example, urban agriculture only accounts for about 0.4% of total

park land and there is only one urban farm on City land. As the City densifies, residents have less access to private yards so publicly accessible food growing spaces are becoming more critical. Urban farmers also face challenges securing land and permits, and urban farms have been in decline, falling from 15 farms in 2013 to about 9 farms in 2021.

Approximately 78% of the provincial food supply flows through Metro Vancouver,¹ which makes the food supply chain businesses and infrastructure in our city and region critical for both local and regional food security and resilience.

Map: Food supply chain



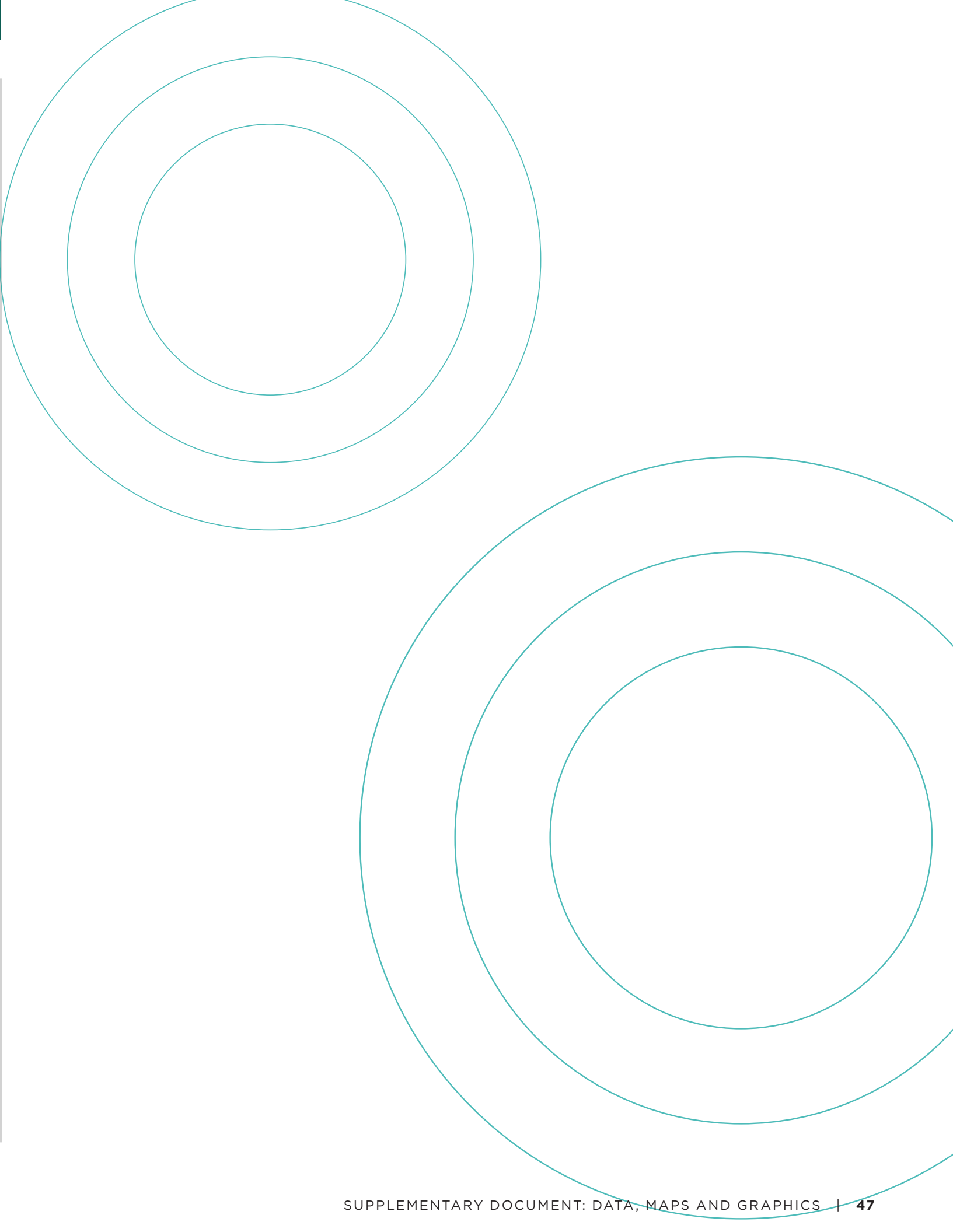
Related Direction:

11.1 Equitable and Resilient Food System

Critical food supply chain businesses include food wholesalers, grocers, and specialty food stores, as well as others not mapped above such as food processors, waste handlers, farmers markets, urban farms, restaurants, and other retailers that sell food products. Some of these important businesses face challenges to their viability including risk of displacement. Vancouver Plan’s equitable and

resilient food system directions aim to align our land use planning approaches to better support these critical food system functions, so that Vancouver residents - and surrounding communities - are better able to withstand shocks and stressors.

1 Metro Vancouver, 2020 Food Flows in Metro Vancouver Report.





Appendix C - Population Projections and Employment Forecast - Consultant Technical Memos

As part of the Vancouver Plan process, the City of Vancouver hired Andrew Ramlo, demographer and Vice President Advisory of rennie, to develop a demographic modeling framework to project various population scenarios for the City to 2050. The City also hired Hemson Consulting to update the Employments Lands and Economy Review (ELER) jobs forecasts to align with the updated population scenarios prepared by Andrew Ramlo of rennie. The following memos describe the methodologies and technical details of those projections.

Population Projections

While most of the population model is built on Census or CMHC data, City staff provided some key information to the consultant in the form of a development forecast (to 2031). This development forecast was sourced from the City's POSSE permit system, analysis of past development trends and conversations with major projects staff. It includes:

- Active development permit and rezoning applications currently in the system and anticipated to complete by 2031;
- Trend assumptions for lower-density developments such as laneway homes, duplexes and townhouses that have shorter application times and are not yet in the system; and
- Completion assumptions for major projects based on status of the project.

Employment Forecast

Following previous work completed as part of the Employment Lands and Economy Review (ELER) in 2020, the City of Vancouver retained Hemson Consulting to update the forecast of jobs and associated demand for employment space to align with the three new population growth scenarios prepared by Andrew Ramlo of rennie. The technical memo summarizes the assumptions incorporated in the employment forecast update, and compares the results to relevant scenarios from the original ELER forecasts prepared in 2020.

What does this mean for the Vancouver Plan?

Planning for different possible futures is one way the Vancouver Plan is creating a more resilient citywide plan. From this work (methodology detailed below), we know the City of Vancouver could reach a population of approximately 865,000 to 975,000, and up to 210,000 more jobs by 2050. While the actual population and jobs in 2050 will depend on factors external to the City, such as federal immigration targets, and internal to the City, including this and successive Council's decisions on factors such as new housing and jobs space enabled, we need to plan ahead. Planning for these projections, whether reached in 2050 or in a successive year, will allow us to:

- Better understand the long-term need for various population-serving amenities and services and plan for how the City and other government partners can deliver these;
- In particular, plan for major infrastructure investments, including utilities and transit;
- Support climate action by directing more growth towards locations with better access to jobs and services using sustainable transportation modes (transit, cycling, walking);
- Better accommodate the City's growing workforce, creating options so residents can live and work in Vancouver;

- Continue to plan for and enable more affordable housing options to support low and moderate-income families and individuals to remain in the city; and
- Anticipate continued high immigration and migration to the region, and plan to accommodate newcomers by ensuring appropriate housing, amenities and services.

Consultant Memo on Population Projections – 2050

MEMORANDUM

March 23, 2022

TO: City of Vancouver Staff

FROM: Andrew Ramlo
rennie

SUBJECT: Vancouver Plan 2050 Population Projections Technical Background

Given our historical role in conducting regional and city-wide projections, rennie (formerly Urban Futures) was asked to develop an approach to considering the population implications of various future housing scenarios for the City of Vancouver over medium- and longer-term planning horizons. The scope of this work entailed developing a data set and modeling framework that could consider the demographic implications of both future housing additions in the City, as well as changes in the City's existing population and housing stock.

Within this scope, it is important to state the purpose of developing such outlooks. Projections are forward looking statements of potential outcomes given a set of specific assumptions, and are not predictions of a particular future state. While predictions are concerned with future certainty, projections look at how possible changes in a set of variables could shape directions of change in future years.

For long-range planning purposes, it is important to test a range of assumptions and scenarios to determine the desirability of a future state. Recent changes to federal immigration targets provide one example of a potential changing trend or assumption that could have significant impacts on the future state. A significant increase in Canada's dependency ratio (the number of seniors and youth relative to its working aged population) prompted increases to federal immigration targets in 2017 to support labour force growth.

Background

Demographic projections can be developed in many different ways. Regional projections are typically developed through a component cohort survival approach, accounting for the various components of migration (international/domestic), along with births, deaths, and aging on an age and sex-specific basis. Statistics Canada, BC Stats, Metro Vancouver, and rennie all employ this approach to develop region-wide population projections. It is important to note that while the Metro Vancouver modeling of the 2050 regional population projection uses this approach, it does not directly account for any municipal policy changes that may enable a greater number of housing units within the development forecast, except as reflected by past trends.

Sub-regional (City or municipal) demographic projections can be developed in a similar component manner through the allocation of migrants to sub-regions, but can also take a capacity approach and be built up from the capacity of new housing, as reflected through the development forecast, and the existing housing stock to accommodate current and future

populations. This approach would account for more up to date data on new housing enabled by policy and community plans. Recent changes to the Cambie Corridor provides one example which may not yet be fully reflected in housing datasets.

While Metro Vancouver takes the component approach to arrive at their sub-regional projections (i.e., allocating migrants to sub-regions), for the purposes of the Vancouver Plan projections the capacity approach, utilizing a development forecast to 2031, was taken. Future housing was first allocated and then occupied, along with the aging, mortality and mobility of the City's existing residents to arrive at future outlook for the scale and composition of the City's population. This approach is valuable as it allows a municipality to consider planning policies in the context of net new housing additions, specifically with respect to how the amount and composition of housing in the city impacts the scale and composition of residents who are able to remain and move to the city in the coming years.

For both regional and local projections, it is also important to recognize the broader demographic context within which they are conducted. As mentioned above, since 2017 the Federal government has moved national immigration targets upwards from 250,000 annually to an expected 411,000 this year (2022). These immigration targets were recently updated and extended (on Feb. 14th 2022) and are now targeting 431,000 in 2022, 447,000 in 2023 and 450,000 in 2024.

While these new immigration targets are to compensate for the general aging of the post War Boom (now aged 55-74) into retirement nationally, the implications of these new targets are not felt equally across the country. With the Lower Mainland region representing about 60% of the province's population, it typically receives between 80% and 90% of BC-bound immigrants. Shifts in federal immigration policy therefore have disproportionate impacts on higher immigrant receiving communities such as Metro Vancouver.

General Methodology

The evaluation of the impact of future housing scenarios on the demography of the City was structured around a community lifecycle approach. This approach accounts for the demographic implications of both net new additions to the City's housing stock, as well as the vital lifecycle changes (aging, births, and deaths) and mobility of the City's existing population on an age and sex basis in future years.

Accounting for this series of events over the course of one year culminates in the description of the size and composition of the resident population and its housing stock at the end of a year which, in turn, becomes the starting population and housing stock for the next year's iteration of the model. This iterative annual process provides the metrics for describing the near- and long-term impacts of vital forces, mobility, and net housing additions on the future size and composition of the City's resident population.

Data used for the development of the model included household mobility data from Statistics Canada (propensity to move/not move and average number of persons per unit by age, sex and structure type), vital statistics data from BC Vital Statistics, and future housing scenario data from the City of Vancouver. An example of the persons per unit factors used in the analysis are illustrated below. These factors were based on a custom tabulation of 1-year mobility status data from the 2016 Census, adjusted by the recently released total persons per household data from the 2021 Census. In addition to these person per unit factors, a custom tabulation of the age and sex distribution of mover and non-mover households formed the basis of determining

the size and composition of residents in each of the different housing types (again adjusted for recent changes in total persons per unit data from the most recent 2021 Census).

Figure 1: Persons per Unit Factors

	Estimated 2021 Occupants	Mover Households*
Ground Oriented Owner	3.1	2.9
Ground Oriented Rental	2.6	2.5
Apartment Owner	1.8	1.7
Apartment Rental	1.6	1.6

Source: based on 2016 Census custom tabulation of 1-year mobility status, adjusted for total 2021 Census persons per dwelling counts

Outline of Scenarios Projected

For this project, three future housing scenarios were modeled from 2020 to 2031 and further to 2050. It is important to note that the exact timing of the housing scenarios does not influence the overall 2050 population projection, as long as all additional units are realized by 2050. The details of each housing scenario were provided to rennie, and are as follows:

Scenario 1 (City's development forecast to 2031 and Metro Vancouver's high housing scenario from 2032 to 2050 to account for growth beyond 2031):

- This scenario assumes completion of the City's 2020 to 2031 development forecast of 50,750 net new homes by 2031 (4,600 average annual housing additions).
- Past year 2031, growth continues in line with Metro Vancouver's 2050 high housing allocations for the City (+15% version, 43,800 net additional homes, averaging 2,300 net housing additions/year).

Scenario 2 (City's development forecast to 2031 and return to average net housing additions from past 5 years between 2032 and 2050):

- In addition to the development forecast of 50,750 net additional homes over the next decade, this scenario assumes that beyond 2031 average building completions are maintained at levels seen over the past 5-years and continue annually to 2050 (81,396 net additional homes, averaging 4,284 homes/year).

Scenario 3 (City's development forecast plus achieving objectives set out in the City's working draft housing needs assessment to 2031 and Metro Vancouver's high housing scenario 2032 to 2050):

- In addition to the development forecast of 50,750 homes, this scenario increases housing delivery to 109,900 homes to year 2031 to address housing need as identified in the City's provincially-mandated Housing Needs Assessment.
- Note that the Needs Assessment (see attached document) identified 85,950 existing Vancouver households in need as of the 2016 Census. This scenario aims to accommodate existing households in need in newly approved housing over to 2031, with housing roughly affordable at 30% of incomes as reported in the Census; 26,800 of these households are

addressed by rental and non-market housing in the City's existing development forecast.³ This leaves 59,150 additional homes needed above the existing development forecast, for a total of 109,900 homes to 2031.

- Past year 2031, growth continues in line with Metro Vancouver's 2050 high housing allocations for the City (+15% version, 43,800 net additional homes, averaging 2,300 net housing additions/year).

Completion of the units indicated in Scenario 3 may be less likely to be achieved over a short timeframe due to the development sector capacity, City approval processes, and limited senior government funding. However, as indicated above, the 2050 output from the model is not impacted if the housing scenarios are achieved in aggregate by 2050. For example, if a portion of units from the existing development forecast are delayed beyond 2031, the population yield from those units will simply be shifted into the year the units are available for occupancy.

Scenario Outputs

In addition to the housing scenarios presented above, detailed data on household occupancy and mobility were obtained from the most recent Census and, along with data on fertility and mortality from Vital Statistics, represented the range of data used to generate future population scenarios for the City to 2031 and beyond to 2050. The output from each scenario are as follows:

Scenario 1 (City's development forecast to 2031 and Metro Vancouver's high housing scenario from 2032 to 2050 to account for growth beyond year 2031):

- This scenario results in the City adding 173,300 residents between 2020 and 2050, growing to **863,300 residents by 2050**. This would see the City grow by 25% over the next 30 years, or at an average annual pace of 0.7%. By 2050 the City of Vancouver would represent **22% of Metro's 2050** regional population of 3.84 million (down from 25% in 2021) under this scenario.

Scenario 2 (City's development forecast to 2031 and return to average housing additions from past 5 years between 2032 and 2050):

- This scenario results in the City adding 227,100 residents between 2020 and 2050, growing to **917,200 residents by 2050**. This would represent a 33% increase from 2020's population (growing at an average annual pace of 1.0%). The City would represent a **24% share of the regional population** by 2050 under this scenario.

Scenario 3 (City's development forecast plus achieving objectives set out in the City's Housing Needs Assessment to 2031 and Metro Vancouver's high housing scenario 2032 to 2050):

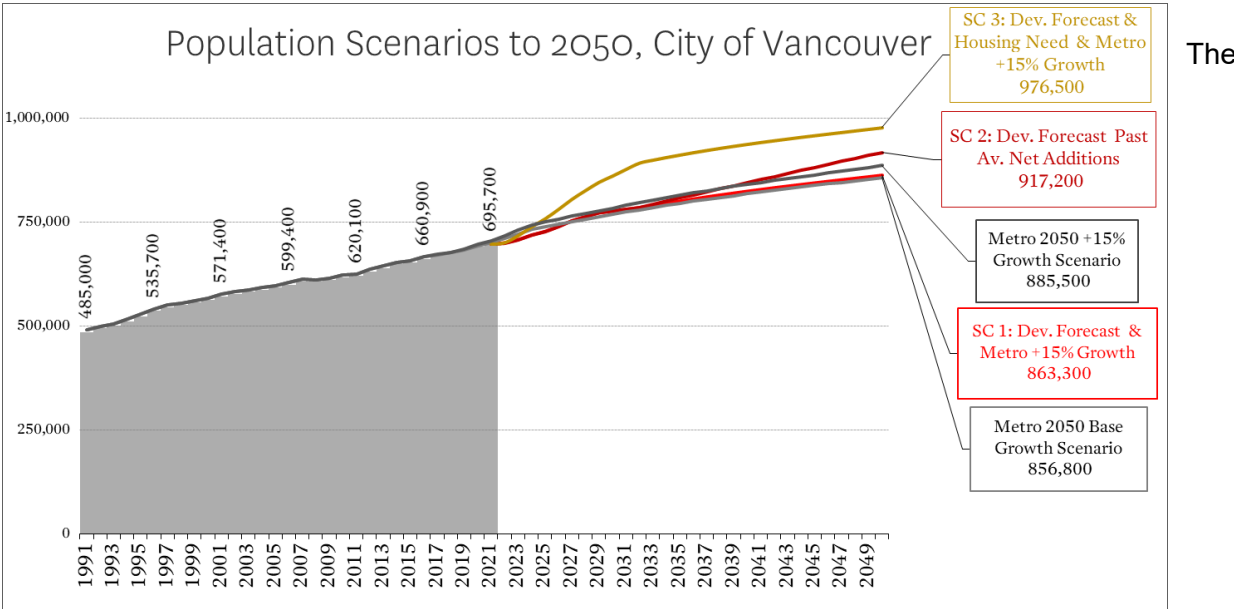
- This scenario results in the City adding 286,400 residents between 2020 and 2050, growing to **976,400 residents by 2050**. The City would grow by 42% under this scenario (or at an average annual pace of 1.21%). This scenario would see the City hold its current share of the **regional population at 25%** by 2050.

³ The housing needs aspect of this scenario took the approach that a household being identified as "in need" required a new home. In one regard, this would free up a unit within which another household could be accommodated. In another, other strategies to meeting housing need that may not require adding another home would be possible (i.e., achieving a better match for those who are over housed to free up existing homes). More work is being done by the City and Rennie to further consider this through the Housing Needs Assessment.

Metro Vancouver 2050 Scenarios:

- The Metro 2050 regional plan anticipates the City of Vancouver adding 164,500 residents between 2020 and 2050 as a base scenario. They also developed a higher growth scenario (+15%) that would see 189,200 additional residents from 2020 to 2050. This would see the City grow to between **857,000 and 885,000 residents by 2050**. These two Metro 2050 scenarios would see City grow in the range of 24%-27% to 2050 (0.7%-0.8%% per annum), with its regional representation falling to between 22% and 23% by 2050.

Figure 2: Comparing Population Scenarios to Past Growth



average annual population increase resulting from these scenarios, in both persons per year and percentage per year are detailed in the following table.

Figure 3: Annual Population Increase (persons and rate) by Scenario

City of Vancouver	1986 – 2021 Census Historical Average	2020 - 2050 Scenario Projections			
		<u>Scenario 1</u>	<u>Scenario 2</u>	<u>Scenario 3</u>	<u>Metro</u>
		Development Forecast & Metro 2050 +15% Growth Scenario	Development Forecast & Past Decade Av. NET Completions	Development Forecast +Housing Needs Assessment & Metro 2050 +15% Growth Scenario	Metro 2050 +15% Growth Scenario
Average annual population increase (persons, #)	6,350	5,800	7,600	9,500	5,500
Average annual population increase (rate, %)	1.1%	0.7%	1.0%	1.2%	0.7%

Conclusions and Further Considerations

What the modeling showed was a future City of Vancouver population ranging from 863,300, to 976,500 residents by 2050. When considered alongside Metro Vancouver's scenarios, this results in a range of 856,800 to 976,500 residents by 2050.

As indicated above in the purpose/scope for this work, the output from this modeling was limited to the demographic implications of the aging and change in the City's existing residents and additions to it given future housing scenarios. With that said, a host of other non-demographic implications potentially emerge from the range of outlooks.

- A greater diversity of housing opportunities, specifically those targeted through the higher Housing Needs Assessment Scenario would provide greater support for housing availability and affordability and a wider diversity of population groups to situate within the City.
- This in turn would also provide a greater range of housing opportunities for workers to support growth in the City's economy.
- While the Housing Needs Assessment Scenario's objective is to better accommodate the City's residents within its housing stock, the magnitude of population additions from this scenario will also have implications for other aspects of the City, from expansion of neighbourhood community services to transportation infrastructure.
- Future scenarios where the City accommodates a declining share of regional growth will also have specific implications for the City's future. For example, within the context of a growing regional population, a lower level of housing additions would likely further constrain housing availability and affordability in the City, and result in fewer opportunities to accommodate a diversity of population groups. Further to this, the City's ability to accommodate a growing and diversifying workforce would also be constrained relative to other scenarios that accommodated a greater number (and diversity) of net new homes.

Finally, it is important to note that national immigration targets increasing to more than 450,000 nationally by 2024 could see upwards of 55,000 to 60,000 immigrants situate annually within Metro Vancouver over the next decade. With 2021's target of 400,000 immigrants well within sight, conversations about *if* federal immigration targets will be achieved need to refocus towards **how and where** both new immigrants and interprovincial migrants will be accommodated within the region and the City.

Consultant Memo on Employment Forecast – 2050

MEMORANDUM

May 3, 2022

TO: City of Vancouver Staff

FROM: Russell Mathew, Hemson Consulting
Adam Mattinson, Hemson Consulting

SUBJECT: Vancouver Plan 2051 Employment Forecast Update

Following from previous work on the Employment Lands and Economy Review (ELER), the City of Vancouver requested Hemson Consulting to prepare an update to the forecast of jobs and associated demand for employment space to reflect three new growth scenarios that the City is considering as part of its analysis for the proposed City of Vancouver Plan.

These new employment scenarios assess the implications for employment of three new population projections prepared by Andrew Ramlow of rennie. The population projections are based on the impacts of three future housing scenarios for the 2020 to 2050 period, provided to rennie by the City.

This memorandum summarizes the assumptions incorporated in the employment forecast update, and compare the results to relevant scenarios from the original ELER published in February 2020, along with the September 2020 update published in the response to the COVID-19 pandemic.

Forecast Method and Approach

The ELER employment forecasts published in 2020 are partly outlooks for regional economic and employment activity. More so, these forecast scenarios are varying outlooks for the concentration of regional economic and employment activity within the City of Vancouver in its economic function as the central city of a broader economic region. To this end, the original ELER employment forecasts were prepared based on draft projections of regional population and employment prepared by Metro Vancouver, as part of Metro 2050, the update to the Regional Growth Strategy. The regional population outlook is closely tied to the economic outlook.

Regional population growth, which is mainly the result of in-migration, only occurs if there are sufficient long-term employment opportunities for those participating in the labour force. The relationship is not one way, population growth itself creates employment opportunities in the economic region and the city, both in the provision of services to the growing population and in new arrivals offering skillsets otherwise in short supply in the labour force, including entrepreneurship. The economic opportunities in the region and City are spread across a range of jobs in different sectors, employment types, education and skills, compensation, and location.

i. Land-Use Based Employment Categorizations Used for the Forecast

The employment forecast scenarios consider various factors based on historical and emerging trends to project the number of regional jobs split amongst four land-use based categories:

- **Major Office:** employment uses occurring in free-standing office buildings of 20,000 square feet or greater or the office component of mixed-use developments. Firms and organizations in this category typically seek good transportation and transit access as well as other amenities in order to maximize their ability to draw from the regional labour force. As a result, the vast majority of major office employment is distributed amongst a few major concentrations in the region; the largest of which by far is Vancouver's Central Business District. Office jobs under a hybrid model which include both working from home and reporting to a regular office for one or more days per week are also included in this category.
- **Population Related – Commercial:** This category includes employment activities that primarily serve the local resident population, along with some regional population serving uses (like major malls) and tourism-related uses. Uses include retail, services, restaurants, small offices and hotels. Businesses in this category can be accommodated in a range of built forms, including standalone shops, malls, and mixed-use buildings, often as the main floor of commercial and residential buildings.
- **Population Related – Institutional:** Like other population-related uses, activities in this group typically serve the local and regional population. They are distinct in their land needs in that they tend to require larger sites, buildings or campuses, and often planned for separately from other population-serving uses. Most institutional employment is contained in schools, post-secondary education, hospitals, government buildings, police, fire and ambulance stations and places of worship. Other more specialized uses such as the Canadian Armed Forces facilities, correctional centres and museums may be major employers in some communities.
- **Industrial Areas:** Employment in uses accommodated in industrial-type buildings, nearly all of which, in an urban environment, are in employment areas. These often involve activities related to Production, Distribution and Repair, which are often not compatible adjacent to or mixed with sensitive uses, such as residential. The economic role of these businesses includes those that support other businesses within the city and broader region as well as those more trade-enabling in nature. Examples of employment uses include factories, logistics, storage and distribution, wholesaling, vehicle and equipment repair facilities, film and media production, and a range light industrial business park uses.

A fifth **Footloose/Work at Home** category is also considered, representing employment activity that is either based at home, or does not typically report to a specific place of work⁴, such as many construction workers or taxi and truck drivers. Employment in these categories does not directly create demand for additional floor space in any of the other four categories, but does tend to induce some demand. This induced demand is captured within the floor space per worker trends of each of the other employment land use categories. For example, taxi and ride-

⁴ Office workers that are working 'hybrid' in-office and work from home schedules are not considered to be part of this category, as these jobs are still considered tied to a regular place of work for at least some part of the week.

share drivers creating demand for auto-repair services, or construction workers creating demand for construction equipment retailers.

The jobs in each of these land categories are comprised of shares from different employment sectors, as classified by the North American Industry Classification System (NAICS). The share of total forecast regional employment in each of these categories is then allocated down to Vancouver, informed by historic sectoral trends and forecast scenario assumptions. Once the local employment level for each land use-based category is established, assumptions for employment space needs (expressed as Floor Space per Worker, or FSW) are used to estimate the total floor space demand by category, based on a review of sectoral occupancy trends.

ii. ELER 2020 Forecasts and rennie's Current Population Forecast Scenarios Are Informed by Metro Vancouver's Regional Population Forecasts

Hemson's 2020 ELER forecasts and the population scenarios recently prepared by rennie are both informed by regional population projections prepared by Metro Vancouver. However, these two sets of City of Vancouver forecasts rely on different versions of the Metro Vancouver outlook. In 2020, Hemson had linked its forecasts to Metro's 2019 draft growth forecast scenarios to 2050.

Metro Vancouver subsequently released an updated forecast in April of 2021. The population scenarios prepared for the City of Vancouver by rennie also consider the updates 2021 Metro Vancouver projections as a key input to their long-term growth outlook. The updated Metro forecasts also involve an updated regional employment forecast, with a somewhat higher regional employment result. The differences between the regional forecast population figures are detailed in Table 1.

Table 1: Different Between Regional Population Projections for Forecast Base

YEAR	2016	2021	2031	2041	2051
Metro Draft Projection, 2019 (used as a base for 2020 ELER City Forecasts)	2,571,200	2,755,600	3,120,500	3,417,900	3,676,400
Metro Revised Projection, 2021 (used as an input for the 2022 City population projections)	2,593,200	2,807,500	3,244,200	3,595,600	3,836,800

Source: Metro Vancouver

To account for this change, and to explore projected job space under the City's new 2050 population scenarios, the ELER work has been revised upwards to match the updated regional population projections. In adapting the regional employment estimates to match the population change, we have assumed the shares of regional employment by economic sector remain the same as the 2019 draft forecasts as there was no clear reason to suggest a different outlook for these broad sectors.

Hemson Employment Forecast Scenarios are associated with the Population from the City's Three Housing Projection Scenarios

Hemson's assignment related to this memorandum is to update the employment forecasts to adjust for the local population projected in each of the three population scenarios prepared by rennie for the City of Vancouver. The population scenarios projected a population of approximately 865,000 to 975,000 by 2050, with a mid-point of 920,000.

For more details on the City's 2050 population projections, please refer to the Vancouver Plan 2050 Population Projections Technical Background memorandum prepared for the City by rennie.

Key Assumptions for the employment forecast scenarios

In adapting the ELER forecasts to reflect the local population projected in each of the three scenarios prepared by rennie, Hemson conducted an assessment of assumptions used in the three employment scenarios considered as part of the September 2020 update to the ELER:

Medium Impact / Medium Growth (MI/MG) (Reference) Scenario:

- Building on the same principles of the original pre-pandemic reference forecast, this scenario was developed around the trends understood to be most likely given the data and trajectory of change at the time of publication.
- The scenario assumed the economy would gradually return to something close to business as usual, while requiring some increased restrictions that would slow the rate of recovery in the near term. A slightly depressed long-term employment outlook and some sectoral shifts were assumed as a result, specifically a slower recovery for commercial and tourism-related jobs compared to other sectors.

Low Impact / High Growth (LI/HG) Scenario:

- This scenario assumed reduced near-term impact from the pandemic with a more optimistic set of assumptions regarding employment growth and concentration within the City.
- This was most notably assumed to be tied to continued strength in the tech sector, with a more optimistic outlook for the recovery of the commercial and tourism-related sectors between now and 2026 – though it would still take some time for these sectors to see growth rates return to the pre-pandemic norms.
- Footloose and work from home was also assumed to grow as a result COVID, though at a reduced rate when compared to the other post-pandemic scenarios.

High Impact / Low Growth (HI/LG) Scenario:

- This scenario took a more conservative outlook to both the time it would take for local economic activity to recover through and following the pandemic, while considering factors that could limit the demand for employment space in the post-pandemic period.
- A less optimistic outlook for commercial, tourism and office jobs and space reflects a more gradual recovery and increased headwinds to both job growth and space demand needs.

In the time since the September 2020 forecasts were published, elements of each scenario have come to pass in terms of trends in the wake of subsequent waves of the virus.

- Despite subsequent waves of the virus, high-level employment data from the Statistics Canada Labour Force Survey, suggest overall job numbers have recovered in line with the more optimistic scenarios, with British Columbia being the first province in Canada to reach pre-pandemic levels of employment by August of 2021.
- Different employment sectors have recovered at varying rates, with accommodation and food services still lagging, while other office-based employment has shown significant growth – a fact that can partially be attributed to the relative ease at which these jobs were able to transition to work-from-home.

- That said, work-from-home and the push for increased hybrid working arrangements in many office-based places of work has slowed the return to the office, and may continue to effect the demand for future office space over the near and longer-term.

Based on the relatively robust employment recovery demonstrated in BC in the time since the preparation of the September 2020 forecast updates, Vancouver would appear to be on pace with the Low Impact / High Growth scenario. However, a number of lingering pandemic-related issues that have hindered recovery in certain sectors and slowed the return to in-person office activity, along with the concerns of forthcoming economic headwinds due to rising inflation and interest rates, suggest that the growth outlook for both jobs and space may be somewhat less optimistic. As such, the Medium Impact / Medium Growth scenario was chosen as the most reasonable baseline for updating the employment forecasts against the City's updated growth scenarios, after updating the 2021 starting point to reflect the recent rate of recovery.

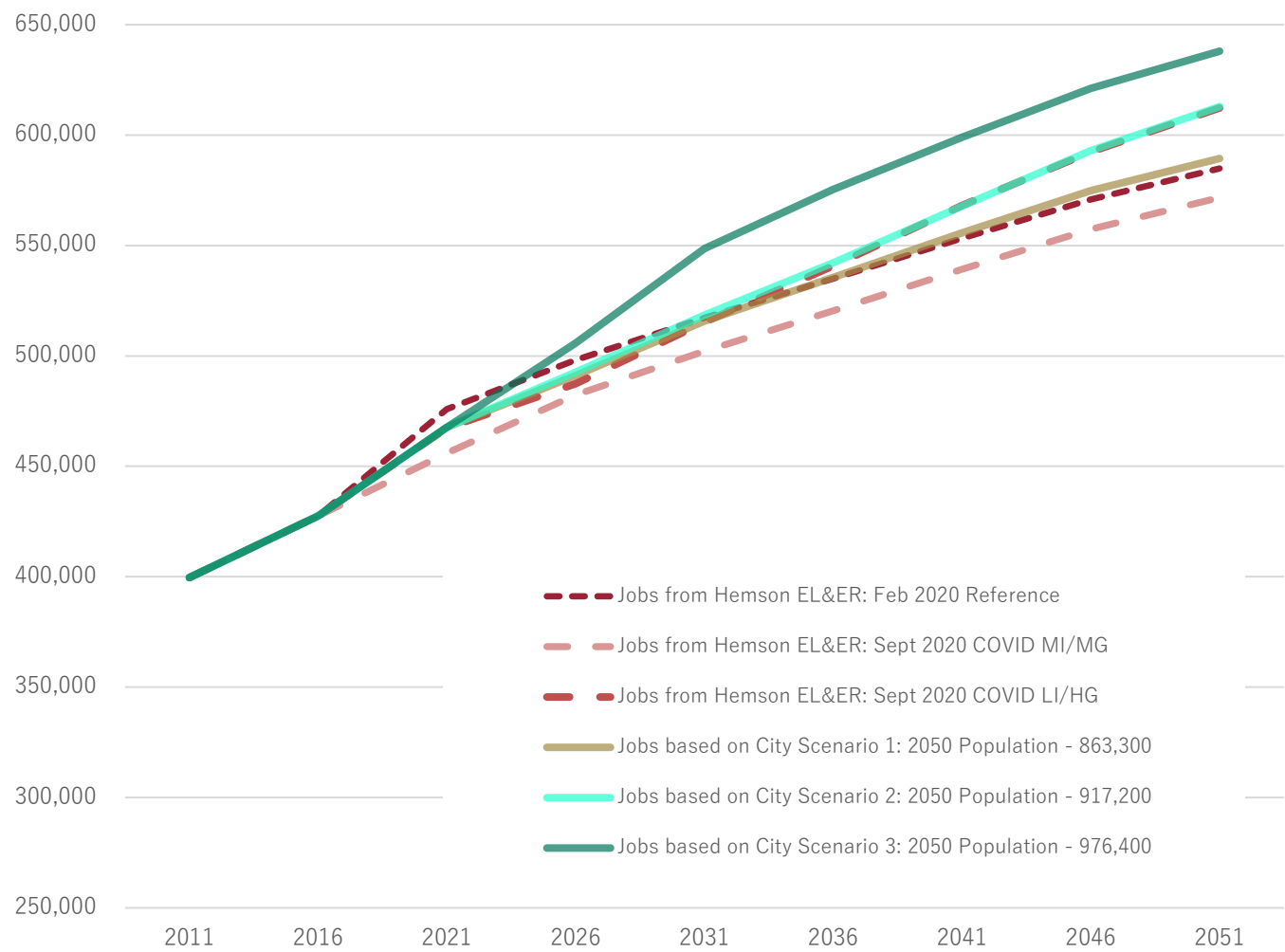
In Hemson's updated employment forecasts, allocations from the regional level down to the City of Vancouver level were adjusted for the land-use-based employment categories, with Population-Related employment being the most significantly influenced by the change in local population. Jobs in these categories include retail and a range of commercial services as well as institutional uses that are, as the category name suggests, closely linked to the number of local residents. Major Office jobs also follow the labour force, which is reflected in the increased share of regional population being concentrated within Vancouver. Jobs in the Footloose / Work from Home category also scale with local population. Only Industrial Area employment, whose growth is primarily influenced by the availability of land, is not expected to vary significantly with changes to local population.

On the employment space demand side of the forecast, floor space per worker (FSW) assumptions used in the ELER 2020 MI/MG scenarios continued to be a sound basis for non-residential space forecasts.

Forecast Scenario Results and Comparisons

The resulting forecast outputs in terms of total employment are shown in Figure 1 and Table 2. All scenarios start at a baseline of 427,500 jobs in 2016, based on employment data from the 2016 Census.

Figure 1: Employment Scenario Comparisons - Total Employment



Source: Hemson Consulting Ltd., rennie

Table 2: Employment Scenario Comparisons - Total Employment

SCENARIO	2016	2021	2031	2041	2051
Hemson EL&ER: Feb 2020 Reference	427,500	475,900	517,200	553,300	584,900
Hemson EL&ER: Sept 2020 COVID MI/MG	427,500	456,000	502,100	539,300	571,700
Hemson EL&ER: Sept 2020 COVID LI/HG	427,500	467,600	515,300	568,100	612,300
Based on City of Vancouver Scenario 1: 2050 Population - 863,300	427,500	467,600	515,700	555,800	589,400
Based on City of Vancouver Scenario 2: 2050 Population - 917,200	427,500	467,600	518,500	567,900	612,900
Based on City of Vancouver Scenario 3: 2050 Population - 976,400	427,500	467,600	548,600	599,000	638,000

Source: Hemson Consulting Ltd., rennie

The three new employment forecast scenarios are compared against three forecast scenarios from the ELER in 2020, for context, specifically:

February 2020 ELER Reference Forecast

- This scenario represented what was considered to be the most likely scenario based on prevailing trends at the time, assuming they had generally persisted. This scenario had employment in Vancouver growing from 475,900 jobs in 2021 to 584,900 jobs in 2051 (a growth of 109,000).
- This scenario would require 36.4 million square feet of net additional employment floor space across all land use categories over that time.
- Due to this forecast not anticipating the onset of the COVID-19 pandemic, the starting point in 2021 is higher than other scenarios. However, the overall growth rate in following years is more muted in the absence of the period rapid growth associated with the recovery from the pandemic.
- Footloose and Work at Home employment growth was expected to remain in line with historic rates, growing with local population by 11,800 jobs between 2021 and 2051, to a total of 71,400 (12% of all jobs).

September 2020 ELER Update - Medium Impact / Medium Growth Scenario (MI/MG)

- This scenario assumed a middle ground of pandemic-related effects that would linger through the recovery period and beyond. It assumed a lower starting point in 2021, because the recovery from the pandemic recession was still underway.
- Employment in this scenario was forecast to grow from 456,000 jobs in 2021 to 571,700 jobs in 2051 (growth of 115,700), with more overall growth than the pre-pandemic forecast.
- Due to the effects of the pandemic and changing floor space needs, this scenario resulted in a forecast demand for 27.5 million square feet of net additional space.

- Footloose and Work at Home employment growth was expected to increase and stabilize over time, growing by 20,400 jobs between 2021 and 2051, to a total of 85,000 (15% of all jobs).

September 2020 ELER Update - Low Impact / High Growth Scenario (LI/HG)

- This scenario took a more bullish stance on the prospects for employment through and following the pandemic, particularly within Major Office and Population-Related Employment.
- Employment in this scenario assumed a marginally higher starting point in 2021 resulting from a more rapid rebound from the pandemic, starting at 467,600 jobs and growing to 612,300 jobs in 2051 (growth of 144,900).
- This scenario would require 40.5 million square feet of net additional space, largely on account of increased demand for office and tourism-related commercial activity.
- Footloose and Work at Home employment was expected to increase similar to the MI/MG scenario, but would be slightly outpaced by strong growth in other sectors, growing by 22,000 jobs between 2021 and 2051, to 86,400 total (14% of all jobs).

Due to the relatively strong economic recovery demonstrated by BC since 2020, each of the updates to reflect the rennie population projections assume Vancouver will be starting out with a total job count of 467,600 (in line with the Low Impact, High Growth scenario). However, subsequent employment growth for 2021 to 2051 is calibrated against the Medium Impact / Medium Growth scenario, chosen on account of the lingering effects of the pandemic, along with economic headwinds in the face of rising inflation. This baseline regional growth scenario was then adjusted to reflect the population change identified in each of the City's housing scenarios, as prepared by rennie:

Scenario 1: 863,300 Residents by 2050

- Results in a forecast of 589,400 jobs by 2051 (growth of 121,800 from 2021).
- This equates to demand for 33.4 million square feet of net additional employment space between 2021 and 2051.

Scenario 2: 917,200 Residents by 2050

- Results in a forecast of 612,900 jobs by 2051 (growth of 145,300 from 2021).
- This equates to demand for 39.8 million square feet of net additional employment space between 2021 and 2051.

Scenario 3: 976,400 Residents by 2050

- Results in a forecast of 638,000 jobs by 2051 (growth of 170,400 from 2021).
- This equates to demand for 46.7 million square feet of net additional employment space between 2021 and 2051.

In all scenarios, Footloose and Work from Home employment as a share of total employment was expected to grow with population at a rate similar to the MI/MG scenario, representing nearly 15% of total jobs by 2051 (up from 12% of total jobs in 2016).

Additional details on employment and floor space demand by sub-category are appended to this memorandum.

Conclusions

The population growth in the first two scenarios prepared for the City is forecast to result in overall employment and employment space demand somewhere in line with the pre-pandemic ELER reference forecast and the more optimistic Low Impact / High Growth pandemic update scenario. The bulk of this employment growth would be driven in both Commercial and Office related employment, but also in Institutional, and Footloose and Work from Home (which would not create direct demand for additional floor space).

Scenario 3, which models achieving the objectives set out in the City's housing needs assessment, would result in a much higher equivalent job and floor space demand outlook. The overall job growth anticipated would result a total employment even greater than the most optimistic pre-COVID scenario prepared as part of the ELER work (Alternative Scenario B – 636,200 jobs by 2051). However, due to the lingering impacts of the pandemic on office occupancy patterns and FSW trends, the forecast demand for overall employment space would be somewhat less at only 46.7 million square feet of net additional space needed between 2021 and 2051.

Overall, this scenario projects that total employment in Vancouver will increase by 210,500 jobs between 2016 and 2051 (427,500 to 638,000). This equates to demand for an additional 54.5 million square feet of employment space over that time (144.9 million square feet to 199.4 million square feet).

The amount of growth contemplated between 2021 and 2031 in this scenario is significant, and may be difficult to achieve given the challenges and limitations facing the delivery of both housing and employment space in the near term. However, if the growth were spread out over the longer forecast period post-2031, it is still possible the City could realize the total employment growth by the 2051 forecast horizon – assuming it were likewise successful in delivering the necessary housing stock to support such growth.

DETAILED FORECAST

Employment and Floor Space Need based on City of Vancouver Scenario 1: 2050 Population of 863,300 Residents

Employment Category	2011	2016	2021	2026	2031	2036	2041	2046	2051
Major Office	117,700	124,500	138,200	145,200	152,300	159,000	165,900	172,500	177,600
Population-Related	182,900	202,700	213,300	225,500	238,000	246,900	255,700	263,800	269,800
Institutional	59,400	60,200	65,200	68,700	72,300	75,200	78,400	81,400	83,500
Commercial	123,500	142,500	148,100	156,800	165,700	171,700	177,300	182,400	186,300
Hotels	8,200	8,900	8,500	8,900	9,400	9,900	10,400	10,900	11,300
Other Tourism	18,000	24,900	23,700	24,700	26,200	27,500	28,800	30,100	31,100
All Other Commercial	97,300	108,700	115,900	123,200	130,100	134,300	138,100	141,400	143,900
Industrial Areas	51,700	48,000	51,300	52,200	53,000	53,900	54,700	55,600	56,400
Footloose / Work at Home	47,300	52,300	64,800	68,300	72,400	75,800	79,500	82,900	85,600
Total Employment	399,600	427,500	467,600	491,200	515,700	535,600	555,800	574,800	589,400

Employment Category	11-16	16-21	21-26	26-31	31-36	36-41	41-46	46-51	16-51
Major Office	6,800	13,700	7,000	7,100	6,700	6,900	6,600	5,100	53,100
Population-Related	19,800	10,600	12,200	12,500	8,900	8,800	8,100	6,000	67,100
Institutional	800	5,000	3,500	3,600	2,900	3,200	3,000	2,100	23,300
Commercial	19,000	5,600	8,700	8,900	6,000	5,600	5,100	3,900	43,800
Hotels	700	(400)	400	500	500	500	500	400	2,400
Other Tourism	6,900	(1,200)	1,000	1,500	1,300	1,300	1,300	1,000	6,200
All Other Commercial	11,400	7,200	7,300	6,900	4,200	3,800	3,300	2,500	35,200
Industrial Areas	(3,700)	3,300	900	800	900	800	900	800	8,400
Footloose / Work at Home	5,000	12,500	3,500	4,100	3,400	3,700	3,400	2,700	33,300
Total Employment Growth	27,900	40,100	23,600	24,500	19,900	20,200	19,000	14,600	161,900

Employment Category	2016	2021	2026	2031	2036	2041	2046	2051
Major Office	32,940	34,400	37,750	39,290	40,700	42,140	43,470	44,400
Population-Related	83,100	88,690	93,420	97,430	100,490	103,450	106,060	107,810
Institutional	22,130	24,730	25,800	26,880	28,110	29,470	30,760	31,730
Commercial	60,970	63,960	67,620	70,550	72,380	73,980	75,300	76,080
Hotels	9,440	9,940	9,970	10,110	10,460	10,790	11,100	11,300
Other Tourism	8,380	8,880	9,070	9,430	9,690	9,930	10,160	10,260
All Other Commercial	43,150	45,140	48,580	51,010	52,230	53,260	54,040	54,520
Industrial Areas	28,870	29,590	30,300	30,990	31,710	32,410	33,150	33,860
Footloose / Work at Home	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Non-Residential Space (000s sq.ft.)	144,910	152,680	161,470	167,710	172,900	178,000	182,680	186,070

Employment Category	16-21	21-26	26-31	31-36	36-41	41-46	46-51	16-51
Major Office	1,470	3,350	1,540	1,410	1,440	1,330	930	11,460
Population-Related	5,590	4,730	4,010	3,060	2,960	2,610	1,750	24,710
Institutional	2,600	1,070	1,080	1,230	1,360	1,290	970	9,600
Commercial	2,990	3,660	2,930	1,830	1,600	1,320	780	15,110
Hotels	500	30	140	350	330	310	200	1,860
Other Tourism	500	190	360	260	240	230	100	1,880
All Other Commercial	1,990	3,440	2,430	1,220	1,030	780	480	11,370
Industrial Areas	720	710	690	720	700	740	710	4,990
Footloose / Work at Home	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Non-Res. Space Growth (000s sq.ft.)	7,770	8,790	6,240	5,190	5,100	4,680	3,390	41,160

Source: Hemson Consulting Ltd., based on population projections provided by rennie

DETAILED FORECAST

Employment and Floor Space Need based on City of Vancouver Scenario 1: 2050 Population of 863,300 Residents

Employment Category	2011	2016	2021	2026	2031	2036	2041	2046	2051
Major Office	117,700	124,500	138,200	146,600	154,900	162,700	170,900	178,700	184,700
Population-Related	182,900	202,700	213,300	225,500	238,000	248,800	260,700	272,300	281,500
Institutional	59,400	60,200	65,200	68,700	72,300	75,600	79,500	83,300	86,200
Commercial	123,500	142,500	148,100	156,800	165,700	173,200	181,200	189,000	195,300
Hotels	8,200	8,900	8,500	8,900	9,400	9,900	10,400	10,900	11,300
Other Tourism	18,000	24,900	23,700	24,700	26,200	27,500	28,800	30,100	31,100
All Other Commercial	97,300	108,700	115,900	123,200	130,100	135,800	142,000	148,000	152,900
Industrial Areas	51,700	48,000	51,300	52,200	53,000	53,900	54,700	55,600	56,400
Footloose / Work at Home	47,300	52,300	64,800	68,400	72,600	76,800	81,600	86,400	90,300
Total Employment	399,600	427,500	467,600	492,700	518,500	542,200	567,900	593,000	612,900

Employment Category	11-16	16-21	21-26	26-31	31-36	36-41	41-46	46-51	16-51
Major Office	6,800	13,700	8,400	8,300	7,800	8,200	7,800	6,000	60,200
Population-Related	19,800	10,600	12,200	12,500	10,800	11,900	11,600	9,200	78,800
Institutional	800	5,000	3,500	3,600	3,300	3,900	3,800	2,900	26,000
Commercial	19,000	5,600	8,700	8,900	7,500	8,000	7,800	6,300	52,800
Hotels	700	(400)	400	500	500	500	500	400	2,400
Other Tourism	6,900	(1,200)	1,000	1,500	1,300	1,300	1,300	1,000	6,200
All Other Commercial	11,400	7,200	7,300	6,900	5,700	6,200	6,000	4,900	44,200
Industrial Areas	(3,700)	3,300	900	800	900	800	900	800	8,400
Footloose / Work at Home	5,000	12,500	3,600	4,200	4,200	4,800	4,800	3,900	38,000
Total Employment Growth	27,900	40,100	25,100	25,800	23,700	25,700	25,100	19,900	185,400

Employment Category	2016	2021	2026	2031	2036	2041	2046	2051
Major Office	32,940	34,400	37,750	39,650	41,410	43,240	44,940	46,180
Population-Related	83,100	88,690	93,370	97,320	101,150	105,360	109,400	112,460
Institutional	22,130	24,730	25,800	26,880	28,260	29,880	31,480	32,760
Commercial	60,970	63,960	67,570	70,440	72,890	75,480	77,920	79,700
Hotels	9,440	9,940	9,970	10,110	10,460	10,790	11,100	11,300
Other Tourism	8,380	8,880	9,070	9,430	9,690	9,930	10,160	10,260
All Other Commercial	43,150	45,140	48,530	50,900	52,740	54,760	56,660	58,140
Industrial Areas	28,870	29,590	30,300	30,990	31,710	32,410	33,150	33,860
Footloose / Work at Home	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Non-Residential Space (000s sq.ft.)	144,910	152,680	161,420	167,960	174,270	181,010	187,490	192,500

Employment Category	16-21	21-26	26-31	31-36	36-41	41-46	46-51	16-51
Major Office	1,470	3,350	1,900	1,760	1,830	1,700	1,240	13,240
Population-Related	5,590	4,680	3,950	3,830	4,210	4,040	3,060	29,360
Institutional	2,600	1,070	1,080	1,380	1,620	1,600	1,280	10,630
Commercial	2,990	3,610	2,870	2,450	2,590	2,440	1,780	18,730
Hotels	500	30	140	350	330	310	200	1,860
Other Tourism	500	190	360	260	240	230	100	1,880
All Other Commercial	1,990	3,390	2,370	1,840	2,020	1,900	1,480	14,990
Industrial Areas	720	710	690	720	700	740	710	4,990
Footloose / Work at Home	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Non-Res. Space Growth (000s sq.ft.)	7,770	8,740	6,540	6,310	6,740	6,480	5,010	47,590

Source: Hemson Consulting Ltd., based on population projections provided by rennie

DETAILED FORECAST

Employment and Floor Space Need based on City of Vancouver Scenario 2: 2050 Population of 917,200 Residents

Employment Category	2011	2016	2021	2026	2031	2036	2041	2046	2051
Major Office	117,700	124,500	138,200	148,100	157,600	166,500	176,000	185,100	192,100
Population-Related	182,900	202,700	213,300	234,200	258,300	270,600	279,800	288,200	294,300
Institutional	59,400	60,200	65,200	70,600	76,700	80,500	83,800	87,000	89,200
Commercial	123,500	142,500	148,100	163,600	181,600	190,100	196,000	201,200	205,100
Hotels	8,200	8,900	8,500	8,900	9,400	9,900	10,400	10,900	11,300
Other Tourism	18,000	24,900	23,700	24,700	26,200	27,500	28,800	30,100	31,100
All Other Commercial	97,300	108,700	115,900	130,000	146,000	152,700	156,800	160,200	162,700
Industrial Areas	51,700	48,000	51,300	52,200	53,000	53,900	54,700	55,600	56,400
Footloose / Work at Home	47,300	52,300	64,800	71,400	79,700	84,400	88,500	92,300	95,200
Total Employment	399,600	427,500	467,600	505,900	548,600	575,400	599,000	621,200	638,000

Employment Category	11-16	16-21	21-26	26-31	31-36	36-41	41-46	46-51	16-51
Major Office	6,800	13,700	9,900	9,500	8,900	9,500	9,100	7,000	67,600
Population-Related	19,800	10,600	20,900	24,100	12,300	9,200	8,400	6,100	91,600
Institutional	800	5,000	5,400	6,100	3,800	3,300	3,200	2,200	29,000
Commercial	19,000	5,600	15,500	18,000	8,500	5,900	5,200	3,900	62,600
Hotels	700	(400)	400	500	500	500	500	400	2,400
Other Tourism	6,900	(1,200)	1,000	1,500	1,300	1,300	1,300	1,000	6,200
All Other Commercial	11,400	7,200	14,100	16,000	6,700	4,100	3,400	2,500	54,000
Industrial Areas	(3,700)	3,300	900	800	900	800	900	800	8,400
Footloose / Work at Home	5,000	12,500	6,600	8,300	4,700	4,100	3,800	2,900	42,900
Total Employment Growth	27,900	40,100	38,300	42,700	26,800	23,600	22,200	16,800	210,500

Employment Category	2016	2021	2026	2031	2036	2041	2046	2051
Major Office	32,940	34,400	37,750	40,020	42,110	44,340	46,460	48,030
Population-Related	83,100	88,690	97,050	105,870	110,240	113,220	115,830	117,520
Institutional	22,130	24,730	26,520	28,520	30,090	31,500	32,880	33,900
Commercial	60,970	63,960	70,530	77,350	80,150	81,720	82,950	83,620
Hotels	9,440	9,940	9,970	10,110	10,460	10,790	11,100	11,300
Other Tourism	8,380	8,880	9,070	9,430	9,690	9,930	10,160	10,260
All Other Commercial	43,150	45,140	51,490	57,810	60,000	61,000	61,690	62,060
Industrial Areas	28,870	29,590	30,300	30,990	31,710	32,410	33,150	33,860
Footloose / Work at Home	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Non-Residential Space (000s sq.ft.)	144,910	152,680	165,100	176,880	184,060	189,970	195,440	199,410

Employment Category	16-21	21-26	26-31	31-36	36-41	41-46	46-51	16-51
Major Office	1,470	3,350	2,270	2,090	2,230	2,120	1,570	15,090
Population-Related	5,590	8,360	8,820	4,370	2,980	2,610	1,690	34,420
Institutional	2,600	1,790	2,000	1,570	1,410	1,380	1,020	11,770
Commercial	2,990	6,570	6,820	2,800	1,570	1,230	670	22,650
Hotels	500	30	140	350	330	310	200	1,860
Other Tourism	500	190	360	260	240	230	100	1,880
All Other Commercial	1,990	6,350	6,320	2,190	1,000	690	370	18,910
Industrial Areas	720	710	690	720	700	740	710	4,990
Footloose / Work at Home	n/a	n/a	n/a	n/a	n/a	n/a	n/a	n/a
Total Non-Res. Space Growth (000s sq.ft.)	7,770	12,420	11,780	7,180	5,910	5,470	3,970	54,500

Source: Hemson Consulting Ltd., based on population projections provided by rennie

Appendix D

2050

VANCOUVER PLAN

PHASE 4 ENGAGEMENT SUMMARY

June 2022



CITY OF
VANCOUVER

Vancouver
Plan



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LAND ACKNOWLEDGEMENT

Acknowledging the unceded homelands of the Musqueam, Squamish and Tsleil-Waututh Nations

This place is the unceded and ancestral homelands of the hə́ŋqəmiḥəm and Skwxwú7mesh speaking peoples, the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliwətał (Tsleil-Waututh) Nations (the Nations), and has been traditionally stewarded by them since time immemorial.

Recognizing the lives, cultures, languages, and peoples of this land, the Vancouver Plan seeks to build on our commitment as a City of Reconciliation.

Working together with the Nations on the Plan, and in further work to come, we hope to strengthen reciprocal relationships with each of the three Nations to ensure we move forward together.



Seawall and Slhxi7lsh rock at Xwáyxway (Stanley Park) (Source: Mike Benna)



Phase 4 weekend information booth (Source: Tanya Fink)

EXECUTIVE SUMMARY

On April 5, 2022 the City of Vancouver released the draft Vancouver Plan. The result of over two years of public engagement and technical work, the Plan sets out a long-term strategy for growth and change to 2050 and beyond.

Between April 5 and May 10, 2022 staff undertook a series of outreach and engagement activities focused on raising awareness around the Plan and its contents, and testing key aspects of the draft document with the community. These included:

- Talk Vancouver survey (eight languages; 2,621 responses)
- Randomized Ipsos poll (eight languages; 1,725 respondents)
- Ten public weekend information sessions and 13 weekday pop-up events (including eight in neighbourhoods with a high proportion of equity-denied community members)
- 23 stakeholder meetings, including four with Council Advisory Committees, three with non-profit organizations working with equity-denied communities and two with neighbourhood resident associations
- 19 youth workshops and meetings and a specialized youth survey (213 responses)

The combined activities generated approximately 23,970 engagement touchpoints with the

community. Several of the events and activities were designed and delivered with equity denied groups and other communities that have often been excluded from planning processes. These aimed to better include under-represented voices, including youth, in the Vancouver Plan activities.

A concurrent engagement process was also undertaken with xʷməθkwəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations, as well as urban Indigenous organizations. These dialogues are not included in this report.

The main intake mechanism for community feedback was the Talk Vancouver survey, which contained a mixed of closed (agree/disagree) and open-ended questions on the core sections of the draft Plan – including the Land Use Strategy, Urban Design Directions, 11 Supporting Policy Areas, and two special topics (Multiplex design and Greenways). The survey formed the basis for an additional Ipsos randomized poll, youth engagement activities and other engagement work.¹

¹ The Talk Vancouver survey was designed and delivered as an opt-in questionnaire, meaning that it was available to anyone who wished to participate. The survey further allowed participants to customize the survey to answer some or all of the topics depending on their preference. The Ipsos survey required participants to answer all questions related to city-wide land-use, neighbourhood types, urban design directions, and the overall perspective on the Plan, along with a randomly selected set of seven of the 11 policy topics.

Key Findings

Input from the survey and other engagement mechanisms reveal support for all areas of the draft Vancouver Plan. The following provides an overview, by section, of the key learnings.

City-Wide Land Use Directions

The Land Use Strategy in the draft Plan begins with three high level directions intended to make neighbourhoods more equitable, complete, and resilient.

- 68% of Talk Vancouver survey participants ($n=2,207$) and 58% of Ipsos poll respondents ($n=1,725$), and 68% of youth survey respondents ($n=206$) agreed or strongly agreed with the 3 key directions contained in the City-wide Land Use Strategy.

Neighbourhood Types

The Vancouver Plan survey tested support for key directions associated with six “Neighbourhood Types” generalized directions for different neighbourhood that include policies related to land-use, housing, jobs, building form, nature, public realm and other topics.

- 67% of Talk Vancouver respondents ($n=2,284$), 63% of Ipsos respondents ($n=1,725$), and 81% of youth survey respondents ($n=201$) agreed or strongly agreed with the key directions associated with the six Neighbourhood Types.

Urban Design Directions

- 69-78% of Talk Vancouver respondents ($n=1,787-2,086$), 59-66% of Ipsos respondents ($n=1,725$), and 70-78% of youth respondents ($n=195-204$) agreed or strongly agreed with the three areas of Urban Design policy (City-wide, Commercial Areas, Buildings & Sites) Policy Areas.

Supporting Policy Areas

The majority of respondents in Talk Vancouver and Ipsos surveys were supportive of the draft directions for 11 supporting policy areas (including housing, transportation, public space, and other topics):

- 63-80% of Talk Vancouver respondents ($n=924-1,997$) and 54-62% of Ipsos respondents ($n=1,092-1,105$) agree/strongly agree with directions contained in the 11 Policy Areas.^{2,3}

Special Topics

Two special topics were explored through the Phase 4 engagement process. These are connected with Council approved initiatives – multiplex housing and greenways – that are both concurrent to, and part of, the Vancouver Plan process.

- 80% of Talk Vancouver respondents ($n=1,378$) and 56% of Ipsos respondents support the expansion and intensification of the greenways network;
- 45% of Talk Vancouver respondents ($n=1,406$) think that new multiplex buildings should allow basements, while 32% think they should be built without basements (i.e. above ground). For the Ipsos poll, the numbers were similar: 49% and 28% respectively; however,
- 52% of Talk Vancouver respondents support reduced parking requirements for new multiplex housing, while 33% are opposed. In the Ipsos poll, these numbers are essentially reversed: with 29% supporting reduced parking requirements and 47% opposed.

Overall Support for the Plan⁴

Survey participants were invited to share their perspective on the draft Plan as a whole.

- 60% of Talk Vancouver respondents ($n=2,621$) and 55% of Ipsos respondents ($n=1,725$) said they “really like” or “like most aspects” of the Plan.
- Both surveys recorded a larger number of neutral responses for this question: 19% for Talk Vancouver, and 28% for Ipsos.

Key Feedback Themes

Participants shared a diversity of perspectives on the proposed Plan through the surveys, stakeholder meetings and other channels. Feedback can be broadly categorized into the following topics.

- Renewed support for one or more Big Ideas or Foundational Principles, and a desire to see the Plan deliver a bold, meaningful response to critical issues such as affordability, climate, economic well-being.
- Continued support for Complete Neighbourhoods but concern about the delivery of amenities (schools, open spaces, local retail, and community infrastructure) and other features with future growth – and a desire to ensure that future growth occurs equitably.

² One key difference to note between the Talk Vancouver and Ipsos surveys is that, across most agree/disagree questions, a larger number of respondents to the Ipsos poll selected a middle of “neutral” response. While the *average* middle value in the Talk Vancouver Survey questions is 9%, in the Ipsos poll it is 23%. This is particularly evident in the questions relating to Supporting Policy Areas.

³ A smaller number of youth respondents provided input on policy questions. Here, levels of support were between 66-68% ($n=63-66$). Special Topics were not included as part of the youth survey.

⁴ A smaller number of Youth survey respondents provided input on this question. Of those that provided input, 83.0% ($n=65$) “really like” or “like most aspects” of the Plan.

- Concerns about the impact of Plan on existing affordability; differing opinions about the suitability of taller buildings in different areas of the city and in general; general support for Missing Middle housing and distributed growth; divergent opinions on Multiplex Areas (geography, degree of change contemplated); a desire to see the City take bolder action to respond to housing challenges.
- Support for the protection of existing job space, including industrial areas; support for local business and entrepreneurs.
- Support for climate change and environmental initiatives, including green buildings, active transportation, greenways, blue-green systems, food systems.
- Concern around limited time for engagement; desire for additional opportunities for future engagement (in implementation phase).
- Questions and concerns related to the look and feel of neighbourhoods, and potential changes to (or loss of) neighbourhood character and identity.
- Questions and concerns about implementation topics – including prioritization of city-wide and neighbourhood planning activities; how boundaries will be defined; delivery of Plan directions at the neighbourhood level, implications for future planning processes.
- Relationship to current and recently approved area plans, as well as areas currently undergoing planning: False Creek South, Jericho and Broadway Plan.



Phase 4 Weekend information booth, Coal Harbour
(Source: Tanya Fink)



Phase 4 Pop-up material transport
(Source: Stina Hanson)



Phase 4 draft Vancouver Plan Public Transit Advertisement
(Source: Megan Kaptein)

PART 1:

INTRODUCTION



Summer in a Vancouver Park (Source: Alison Boulter)

1.0 INTRODUCTION

On April 5, 2022, the City of Vancouver released the draft Vancouver Plan, the result of over two years of engagement work, urban design and technical analysis. The draft Plan sets out long-term directions to guide growth and change in Vancouver.

The release of the draft Plan marked the beginning of Phase 4 engagement activities. Work on the Plan unfolded over three previous phases:

- **Phase 1 – Listen & Learn**
(Fall 2019 – September 2020)
- **Phase 2 – Identifying Key Directions**
(October 2020 – July 2021)
- **Phase 3 – Policy and Land Use Ideas**
(August 2021 – November 2021)
- **Phase 4 – Draft and Final Plan**
(December 2021 – June 2022)

Building on Previous Phases of Engagement

Aligned with the broader planning process, public engagement unfolded over four phases and was guided by a series of six engagement principles:

1. Including all voices;
2. Advancing reconciliation;
3. Supporting community leadership;
4. Ensuring many ways to participate;
5. Going to where people are;
6. Ensuring the process is fun, easy and relevant.

Activities across the four phases sought to create a means for all community members to

participate, and used a variety of approaches and methods, including:

- Engagement with Musqueam, Squamish and Tsleil-Waututh First Nations, and urban Indigenous organizations
- Workshops and meetings with Council Advisory Committees, stakeholder organizations and community groups
- A variety of online surveys
- 29 neighbourhood workshops, “pop-up” engagement events and information sessions in neighbourhoods across the city – including many that were co-designed with, and delivered to, equity-denied groups and organization that serve them
- Youth workshops, presentations and sessions for young planners
- Additional broad-based engagement tools and activities such as DIY Conversation Kits, online dialogue events and self-guided walking tours

Public participation in the Vancouver Plan process was encouraged through addressed mail, postcards, newsletters, posters and tri-pillar displays, transit advertising and social media advertising; supporting communications via Shape Your City, the vancouverplan.ca webpage and social media.

Phase 1 activities posed broad questions that elicited public feedback on the city we want. Participants identified the key assets, issues and opportunities that mattered the most when thinking about the future – input that was then used to inform draft goals and general directions that were explored in **Phase 2**. This second phase also provided a more in-depth opportunity to discuss housing, complete neighbourhoods and other topics. Input received from the first two phases helped provide shape to the three foundational principles, three

Big Ideas, and three key Areas of Change, which in turn were tested through an extensive array of **Phase 3** engagement activities. Details on previous engagement work can be found at vancouverplan.ca.

Staff assembled and completed the various components of the draft Plan between December 2021 and March 2022, after which **Phase 4** engagement focused on testing the draft document with particular focus on key land use and urban design directions along with supporting policies.



*Phase 3 Carnegie Centre Pop-up session poster
(Source: Tanya Fink)*



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



Phase 4 Weekend information booth, Coal Harbour
(Source: Tanya Fink)

2.0 WHO WE TALKED TO

Between April 5 and May 10, 2022, staff undertook a variety of different engagement activities with the public at large, stakeholder groups and equity-denied communities and the organizations that serve them.

The combined activities generated approximately 23,970 engagement touchpoints with community members. The following section provides an overview of the different activities, including Talk Vancouver and Ipsos surveys, stakeholder meetings, public information sessions and pop-up events and initiatives for youth and equity-denied groups. Where demographic information was gathered on participants – via Talk Vancouver and Ipsos surveys – it has been included in the relevant sections that follow.

Engagement with xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations (MST)

Throughout Phase 4, City staff met with xʷməθkʷəy̍əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations' Staff (MST) to share the draft Plan and seek their input. Input from each Nations has

helped shape the final Vancouver Plan, and we aim to continue building a working relationship with each Nation. As noted above, engagement with Musqueam, Squamish and Tsleil-Waututh, along with Metro Vancouver Aboriginal Executive Council (MVAEC) is being conducted through a separate but parallel process. The results of these discussions are not part of the present document, but will be reflected during the Implementation Phase of the project.



Engagement with Equity-Denied Groups

As in the other phases, staff put special effort into engaging with equity-denied groups across the city during Phase 4. Equity-denied groups are people who face systemic barriers to equal access, including participation in public processes, and discrimination. These groups are some of the most under-served and marginalized in our communities because of the barriers they face, and include: people who identify as Indigenous including xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliwətaʔ (Tsleil-Waututh), and urban Indigenous people; Black people and people of African descent; people of colour and racialized people; people with disabilities; people who live with mental health challenges; deaf and hard of hearing people; LGBTQ2+ and gender diverse people; people with low incomes; refugees, newcomers and undocumented people; minority language communities; women and girls; or youth and seniors.

To support the participation of equity-denied groups, the Vancouver Plan team collaborated with partner organizations such as neighbourhood houses, DTES organizations and the Carnegie Community Centre to host community engagement sessions and pop-up activities. Staff delivered other pop-up engagement activities in areas of the city where there is a high proportion of equity-denied groups. Staff held additional stakeholder meetings with a number of organizations that work with represented equity-denied groups.

The results of these various activities are incorporated into the key findings in section 3.0. For previous engagement results with equity-denied groups, visit <https://vancouverplan.ca/our-process/>



Phase 3 Pop-Up Session, Carnegie Centre (Source: Tanya Fink)

3.0 METHODS & APPROACH

Talk Vancouver Survey (2,621 responses)

The main engagement tool utilized for Phase 4 was an online survey delivered on the City's Talk Vancouver platform between April 5 and April 27, 2022. The survey tested two key aspects of the draft Vancouver Plan – the Land Use Strategy and the Supporting Policies. There were also additional questions on two special topics (multiplex housing and greenways), as well as overall support for the Plan. In total, the survey contained 20 agree/disagree or multiple choice questions, and 19 open-ended questions. Agree/disagree questions tested levels of support for key policy directions, while open-ended questions allowed participants to provide further details on their support/non-support for different policy topics. Each question also allowed participants to access additional information

on the Plan through a series of hyperlinked documents and webpages. In addition, participants could customize key aspects of the survey, choosing which topics (in both Land Use and Supporting Policy areas) that they wished to answer.

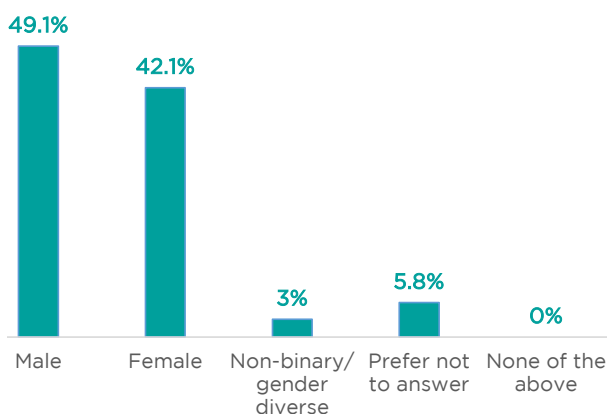
The survey was available in eight languages: English, Traditional Chinese, Simplified Chinese, Punjabi, Vietnamese, Tagalog, French and Spanish. Survey links were distributed to subscribers of the Talk Vancouver platform, and could be accessed directly through the vancouverplan.ca website. Advertising materials, including the Phase 4 information boards, postcard and supplemental advertising, encouraged direct participation through hyperlinks and QR codes. Paper copies of the survey were also available at public outreach sessions.

Survey Demographics

Participants were asked to respond to a series of questions to provide more information on their demographic identity. Depending on the question, between 2,571 and 2,621 participants provided a response:

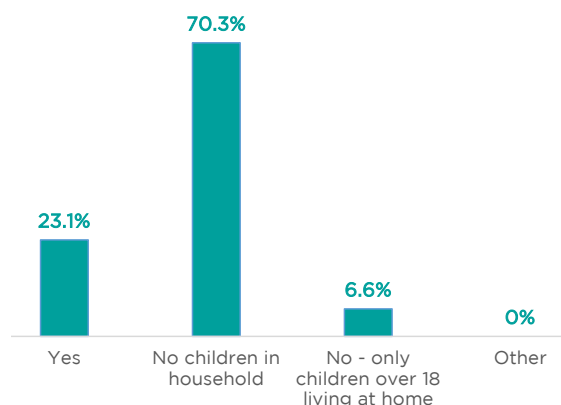
Gender

Almost half of the survey respondents were men. Another 42% were women.



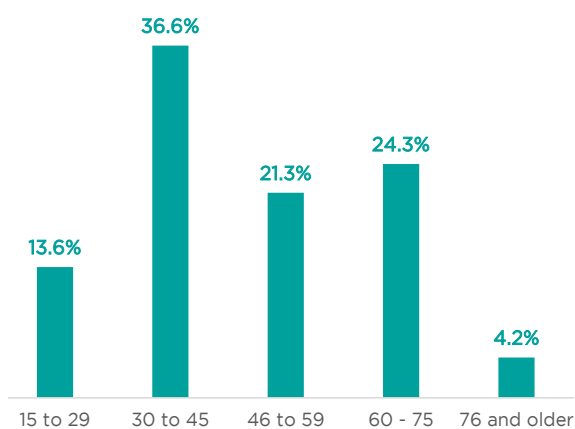
Children under 18 living at home

A significant proportion of respondents (70.3%) have no children in their household.



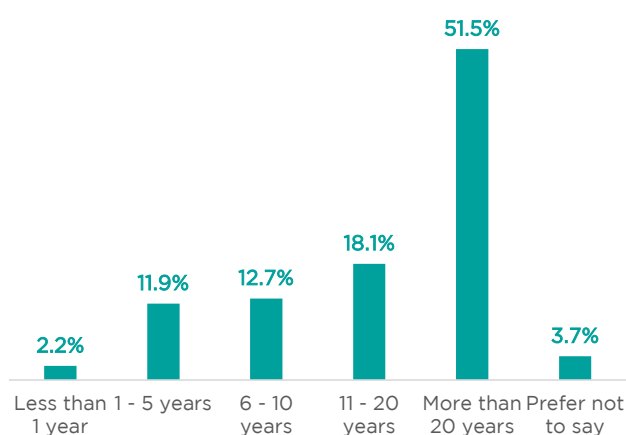
Age

People aged 30-45 accounted for one third of survey responses.



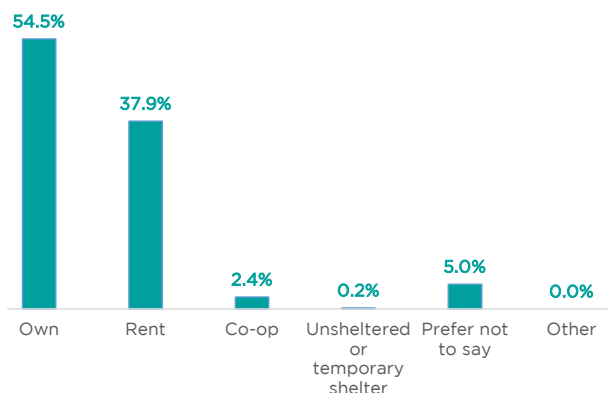
Length of time in Vancouver

Over half of the survey respondents (51.5%) have lived in Vancouver more than 20 years.



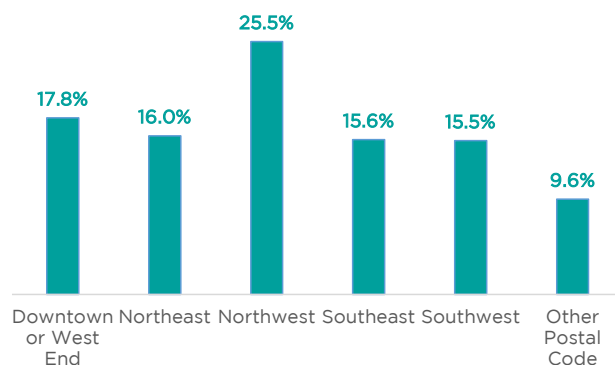
Housing Situation

Over half of survey respondents (54.5%) own their home, versus 37.9% who rent.



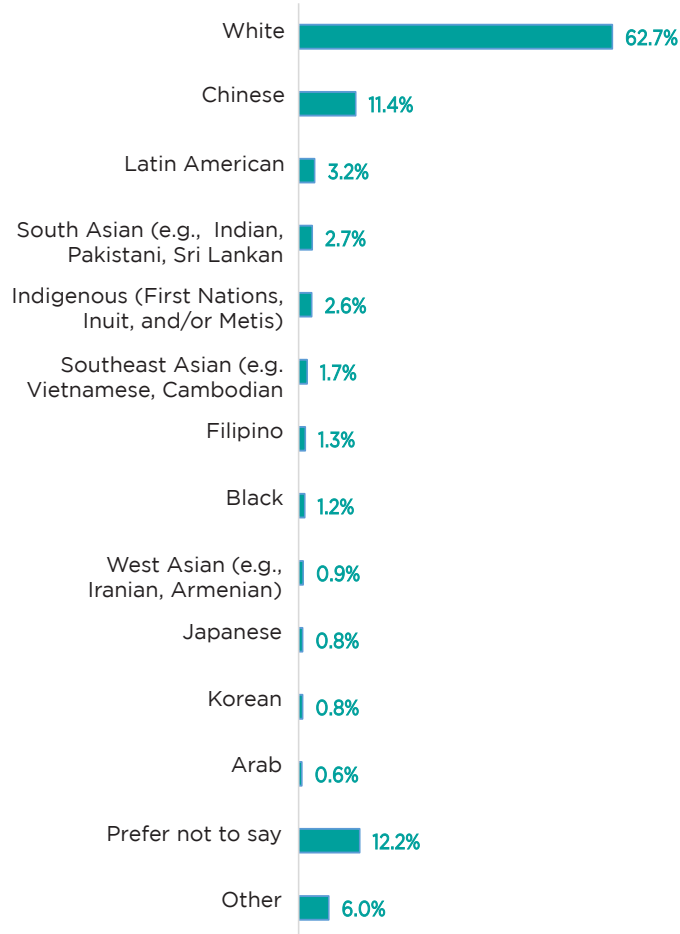
Geography (Postal Code Roll-up)⁵

One in four survey respondents lives in the northwest portion of the city.



Ethnocultural Identity

Almost two-thirds of survey respondents (62.7%) identify as white.



Phase 4 Weekend information booth, Robson Square
(Source: Elijah Sabadlan)

⁵ Northeast refers to areas north of 16th Ave and east of Main St. Northwest refers to areas north of 16th Ave and west of Main St. Southeast refers to areas south of 16th Ave and east of Main St. Southwest refers to areas south of 16th and west of Main St.

Randomized Ipsos Survey (1,725 responses)

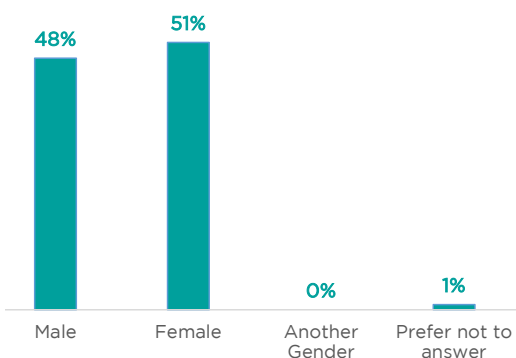
A randomized Ipsos survey was conducted between April 25 and May 15, 2022. The Ipsos poll was structured in a similar fashion to the Talk Vancouver survey, with 20 agree/disagree questions and supporting information for different policy topics. There are two key differences to note:

1. Unlike the Talk Vancouver survey, no customization of the Ipsos survey was possible. Respondents were required to answer all Land Use questions, as well as a question on overall support for the Plan. For questions related to the 11 supporting policy areas respondents were randomly assigned 7 topics – which ensured that the sample size of respondents for each policy area was consistent. The two special topics (multiplex housing and greenways) were bundled with their related policy areas (housing and transportation, respectively).
2. Where the Talk Vancouver survey had one open-ended question for each topic area, the Ipsos poll contained only one open-ended question at the end of the survey.

The Ipsos poll was conducted in the same eight languages as the Talk Vancouver survey, and had a sample size of 1,000 for English-language participants, and 100 each for Traditional Chinese, Simplified Chinese, Punjabi, Vietnamese, Tagalog, French and Spanish. Final data was weighted to ensure that the gender/age and neighbourhood distribution reflects that of the actual population in Vancouver according to the most recent Census data, and a language weight was also applied. The survey recorded a total of 1,725 completions. Based on this sample size, the overall poll is accurate to within 32.7%, 19 times out of 20, of what the results would have been had all adult Vancouver residents been polled.

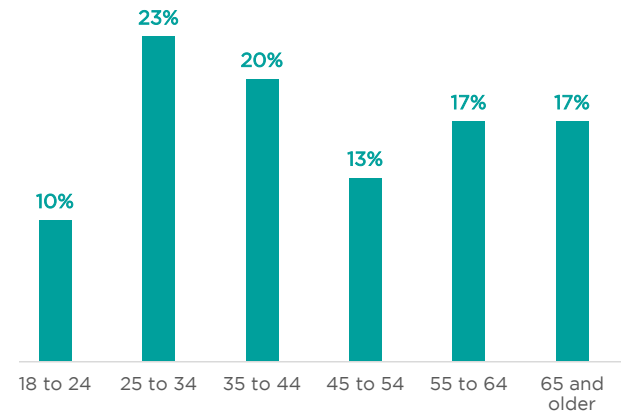
Gender

Just over half of Ipsos survey respondents identify as female, while another 48% identify as male.



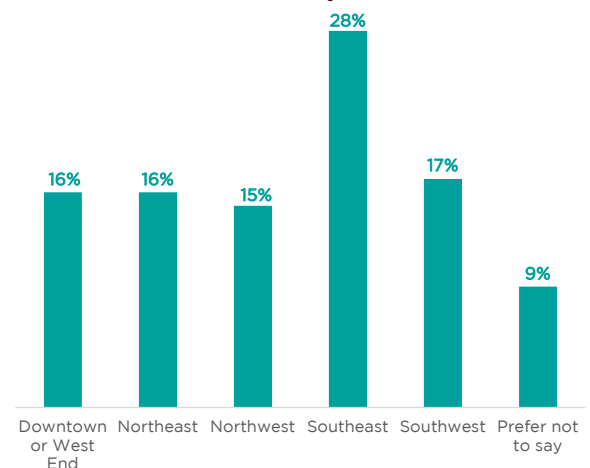
Age

Almost a quarter of Ipsos survey respondents are between the ages of 25 - 34.



Geography

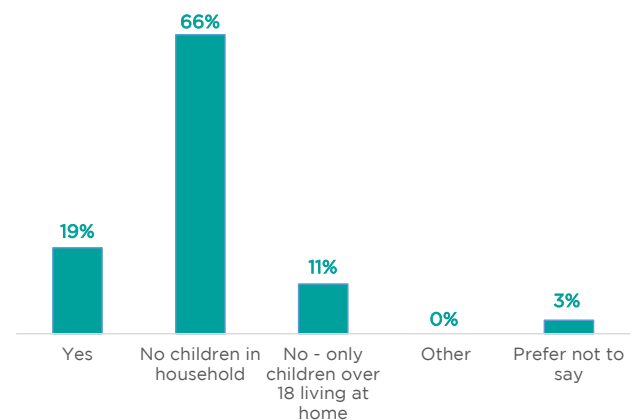
Over a quarter of Ipsos survey respondents reside in the Southeast area of the city.



For more detail on how the sub areas are defined, see the Geography definitions contained in the preceding section (on Talk Vancouver survey demographics).

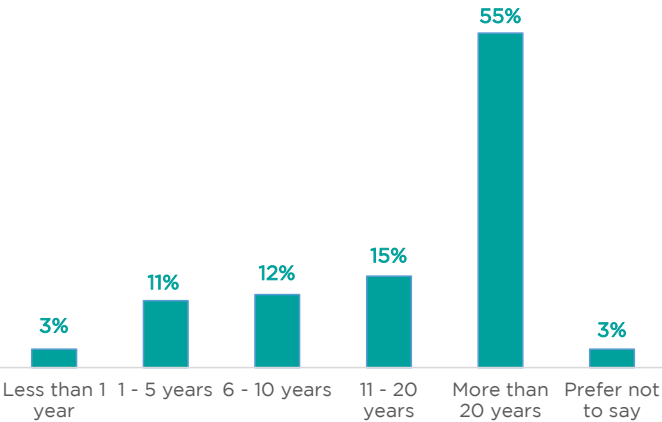
Children under the age of 18 living at home

A significant proportion of respondents (70.3%) have no children in their household.



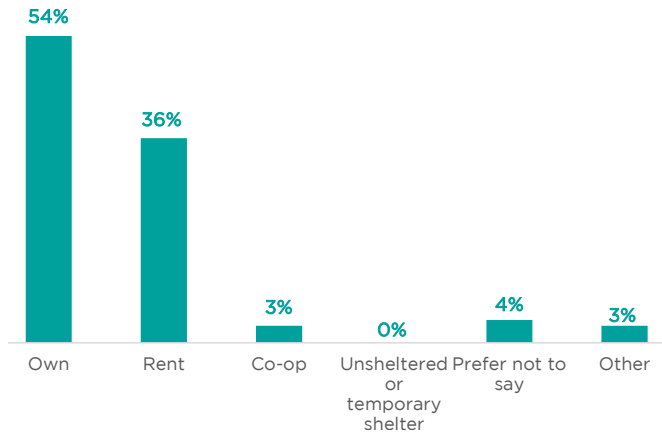
Length of time in Vancouver

Unlike the Talk Vancouver survey, the Ipsos survey was only available to those respondents who indicated that they lived in Vancouver.



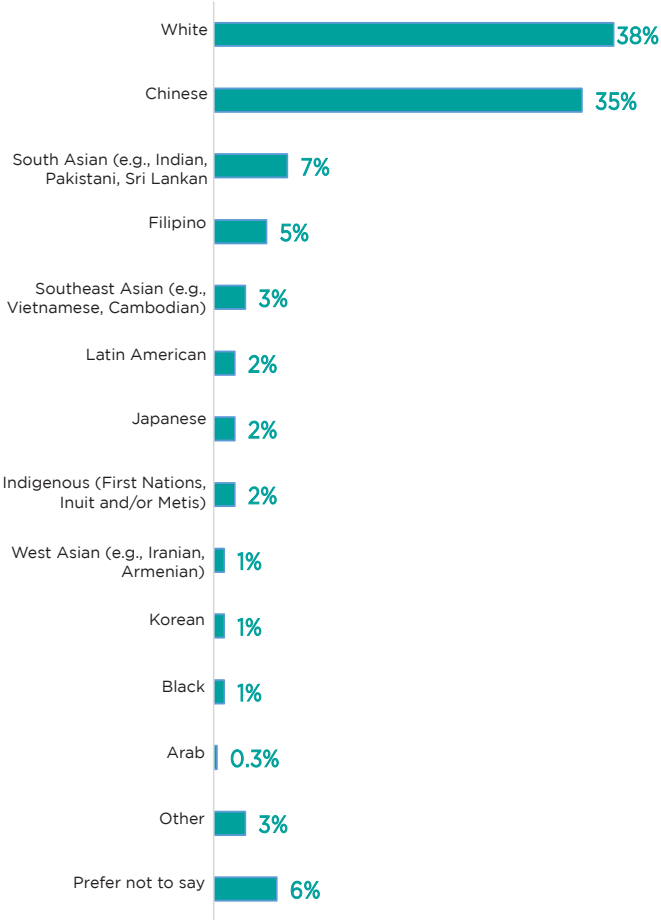
Housing Situation

Over half of the Ipsos respondents own their home. These figures are roughly similar to those from the Talk Vancouver survey.



Ethno-Cultural identify

Over a third of survey respondents in the Ipsos poll identified as white, and roughly another third identified as Chinese. Compared to the Talk Vancouver Survey, the Ipsos poll shows a greater degree of overall ethno-cultural diversity amongst respondents.



Phase 4 Weekend Information booth, Robson Square (Source: Andrew Pask)

Information Sessions and Pop-up Events (23 Events)

A series of 20 information sessions and pop-up sessions were held during April, 2022. These sessions were designed to create awareness of the draft Vancouver Plan and opportunities to provide feedback. In addition, a staff team was available to answer questions.

Information sessions were full day events that were held in public spaces with high volumes of foot traffic. Sessions featured information boards, and postcard hand-outs. A key focus of these sessions was getting the word out, with smaller staff teams dispatched to neighbouring areas (including Yaletown, Cambie and Broadway, Denman and Davie, Science World, Marine Gateway, Waterfront Station, and Burrard Station).



Phase 4 Weekend information booth, Robson Square
(Source: Elijah Sabadlan)

Session	Location	Dates	Engagement Touchpoints
1 - 3	Robson Square	April 8, 9 and 10	~5,500
4 - 7	Seawall - Olympic Village	April 15 - 18	~5,700
8 - 9	Seawall - English Bay	April 22 and 23	~2,700
10	Seawall - Coal Harbour Community Centre	April 24	~1,800
Total:			~15,700

Table 1 - Full Day Information Sessions



Phase 4 Weekend information booth, Coal Harbour
(Source: Andrew Pask)



Phase 4 Youth Survey Poster
(Source: Andrew Pask)

Pop-up sessions were shorter sessions, usually 2-3 hours in length. Many were held at key transit stations during peak hours. While information sessions took place in prominent central locations, pop-up sessions were delivered in a variety of neighbourhoods throughout the city. Part of the intention was to ensure a broader geographic distribution of events, though the relative number of hourly participants in many of these locations tended to be lower.

Eight pop-up sessions (marked with an “**”) took place in neighbourhoods with a high proportion of equity-denied group members. The session at the Carnegie Community Centre also utilized specially designed engagement materials, and featured additional low-barrier supports (including food and an honorarium) to facilitate the participation of community members. Details on the specific findings associated with the Carnegie and Cedar Cottage sessions can be found in section 4.3.5.

Pop-Up	Location	Date	Engagement Touchpoints
1, 2	Broadway - Commercial Station (2 sessions)*	April 11	~500
3, 4	Vancouver City Centre/Granville Station (2 sessions)	April 12	~1,000
5	Joyce Collingwood Station and Collingwood Neighbourhood House*	April 13	~250
6	Champlain Square*	April 14	~50
7	River District Town Centre	April 14	~50
8	Arbutus Greenway (at West 41 st Avenue)	April 19	~50
9	Maple Street Public Space (at West 4 th Avenue)	April 20	~75
10	Chinatown Memorial Plaza*	April 20	~150
11	Carnegie Community Centre*	April 20	~160
12	Victoria Drive and Fraser Street (between East 41 st and East 49 th Avenues)*	April 21	~100
13	Cedar Cottage Neighbourhood House*	April 27	~30
	Total		~2,565

Table 2 - Pop-Up Information Sessions



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



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

Stakeholder Meetings and Feedback

In addition to the broader outreach activities outlined thus far, the engagement team also delivered a series of meetings with a number of stakeholder organizations. Stakeholder organizations also shared feedback through the Talk Vancouver survey and written correspondence.

City staff facilitated 23 online stakeholder meetings with organizations across Vancouver. Those involved included other municipal boards, other government agencies, sectoral representatives, advocacy groups, various community groups, institutional organizations, Council Advisory Committees, business and economic stakeholders, environmental advocates, developers, non-profit housing operators and renter serving organizations, and others. A complete list of participating organizations and

groups can be found at the end of this report.

Sessions focused on sharing information on the draft Vancouver Plan policy directions and land use strategy. City staff presented an overview of the material, followed by opportunity for discussion, questions and answers. Participating organizations were further invited to take the Vancouver Plan survey or submit additional correspondence following the meeting if they had further comments to provide.

Additionally, over 600 stakeholder organizations were advised by email of the Phase 4 materials and invited to share their feedback through the survey and draft Plan. Across internal and external stakeholder meetings, 8 sessions (marked with an “**”) were held with organizations working with equity-denied groups.

Session	Stakeholder(s)	Date
1	Council Advisory and Committees - Joint Session #1(*) Open to all Advisory Committees and included: <ul style="list-style-type: none"> • Children, Youth and Families Advisory Committee* • Women's Advisory Committee* • Urban Indigenous Peoples Advisory Committee* • Civic Asset Naming Committee • Senior's Advisory Committee* • Renters Advisory Committee* • Arts and Culture Advisory Committee • Persons with Disabilities Advisory Committee* • 2SLGBTQ+ Advisory Committee* 	April 11, 2022
2	Chinatown Legacy Stewardship Group*	April 12, 2022
3	Council Advisory and Committees - Joint Session #2(*) <ul style="list-style-type: none"> • Transportation Advisory Committee • Vancouver City Planning Commission • Urban Design Panel • Chinatown Historic Area Planning Commission* • First Shaughnessy Advisory Design Panel • Gastown Historic Area Planning Committee • Vancouver Heritage Commission 	April 19, 2022
4	Renters Advisory Committee*	April 20, 2022
5	Children, Youth and Families Advisory Committee	April 21, 2022
6	Vancouver Board of Parks and Recreation	May 2, 2022
Total:	18 Advisory Committee Groups	~40 Attendees

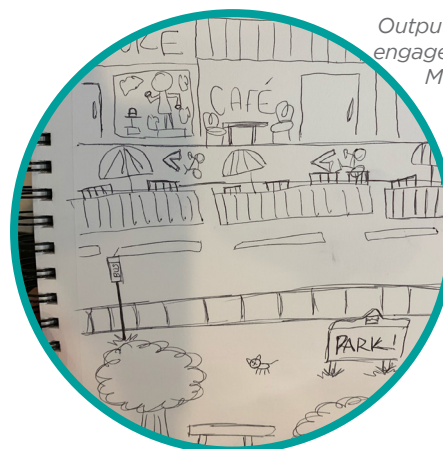
Table 3 - Internal Stakeholders - City of Vancouver

Session	Stakeholder Organization(s)	Date
1	Urban Development Institute	April 7, 2022
2	Non-Profit Housing Providers	April 11, 2022
3	Regional Associates and Greater Vancouver Board of Trade - including regional organizations (TransLink, Metro Vancouver, Vancouver School Board, Vancouver Coastal Health, Port of Vancouver, Vancouver Airport Authority, Vancouver Economic Commision), and local universities and post-secondary institutions (UBC, SFU and Emily Carr)	April 11, 2022
4	Non-Profit Sector Representatives*	April 12, 2022
5	Economic Stakeholders (Employment Lands and Economy Review and others)	April 12, 2022
6	Business Improvement Association (BIA) Partnership	April 13, 2022
7	Environmental and Sustainability Organizations	April 14, 2022
8	Neighbourhood House Community Navigators - Session 1*	April 18, 2022
9	Neighbourhood House Community Navigators - Session 2*	April 19, 2022
10	Neighbourhood Resident Groups - Session 1	April 20, 2022
11	Intergovernmental Roundtable Groups (including other municipalities and regional organizations)	April 21, 2022
12	Neighbourhood Resident Groups - Session 2	April 21, 2022
13	Vancouver District Parents Advisory Council (DPAC)	April 21, 2022
14	Metro Vancouver	April 26, 2022
15	Real Estate Board of Greater Vancouver	May 5, 2022
16	Vancouver School Board Leadership Table	May 6, 2022
17	BC Housing	May 10, 2022
Total		-660 Participants

Table 4 - External Stakeholders

In addition to the Stakeholder meetings and presentations, additional input from stakeholder organizations was received through the following means:

- Written Correspondence: 18 letters and emails
- Phase 4 Survey: 37 survey completions⁶



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

⁶ While the Phase 4 survey was anonymous, respondents who provided input on behalf of a group or organization were given the option of identifying themselves.

Youth Workshops and Survey

As part of Phase 4, a specialized program of engagement was developed to give children and youth the opportunity to learn about the draft Vancouver Plan and share their feedback. Activities built on the relationships developed over the previous three phases of the Vancouver Plan's "Young Planners" program and "closed the loop" with groups and organizations that have been involved with the process since it began in late 2019. Through this multi-faceted program City staff recorded 524 engagement interactions in Phase 4.

Age-appropriate events and activities included⁷:

- Youth survey (213 participants)
- 14 youth information sessions (233 participants)
- Young Planners Program youth facilitator information and wrap-up session (ten participants)
- Post-secondary partnership with City Studio/Langara College (20 participants)
- Two in-classroom sessions at Eric Hamber Secondary School (48 participants)

Combined, these provided Vancouver's youngest residents a range of opportunities to learn about the draft Vancouver Plan and provide their feedback on the overall Plan and its components (the Land Use Strategy and supporting policy chapters).

Engagement activities were designed around the City's broader draft Vancouver Plan engagement program and primarily focused on informing participants about the draft Plan and giving them an understanding of the parts of the plan covered by the Youth Survey. This gave children and youth the opportunity to consider the draft Vancouver Plan as a whole and critically consider the Land Use Strategy, its supporting key directions and the various policy chapters. Given the focus on the draft Vancouver Plan, this phase of engagement prioritized education and information sharing and as such did not include the same types of interactive workshops and activities as previous phases of child and youth engagement. The results are primarily embodied in the youth survey responses.

Youth Program	Date	Participants
South Vancouver Neighbourhood House	April 4	10
Kitsilano Community Centre Youth Council	April 5	12
South Vancouver Neighbourhood House	April 8	15
False Creek Community Centre Jr Youth Council	April 8	6
Trout Lake Community Centre Youth Council	April 8	55
Champlain Heights Community Centre Youth Volunteer Orientation	April 9	13
South Vancouver Neighbourhood House	April 9	20
South Vancouver Neighbourhood House	April 11	15
Marpole-Oakridge Community Centre Youth Council	April 13	10
City-Wide Youth Council	April 13	17
Mt Pleasant Community Centre Jr/Sr Youth Councils	April 22	10
Hastings Community Centre Youth Council	April 23	30
West End Community Centre Youth Council	April 27	11
Douglas Park Community Centre Youth Council	April 27	9
Total:		233

Table 5 - Youth Workshops



Phase 4 Youth engagement activities, Mount Pleasant, (Source: Stina Hanson)

⁷ Additional resources and activities were available via the Vancouver Plan [Young Planners website](#).

Written Correspondence

In addition to the input received through the aforementioned channels, the Vancouver Plan team also received 35 electronic submissions – letters and emails – from the broader public. These were reviewed as part of the broader Phase 4 feedback.

Other input - Social Media

The City utilized four social media channels to promote the Vancouver Plan – Facebook, Instagram, LinkedIn and Twitter. While these channels were not promoted as a means to provide input, 93 comments were received in response to the promotional posts. These have been reviewed as part of the overall Phase 4 input.

Limitations

COVID-19

As with earlier phases of engagement, public outreach activities for Phase 4 took place during the COVID-19 pandemic. The Vancouver Plan team recognizes that this affected participation in a number of ways: by creating barriers to actual involvement in public activities, and by virtue of the fact the pandemic generated a variety of stressors for community members – including impacts on mental and physical health, and social and economic well-being.

In spite of the challenges faced by COVID-19, staff were able to hold a number of in-person public events in the form of information sessions, pop-ups and youth engagement meetings. Appropriate precautions were taken, and the events proved to be popular with the public.

Duration and focus of engagement period

Building on the extensive work of the previous engagement phases, Phase 4 activities lasted just over one month and utilized a more selective array of engagement tactics than in earlier phases. Where previous activities took a more dialogic approach – identifying and refining key pieces of the Plan – this

phase was focused on testing levels of agreement with how the components of the Plan had been assembled. As a result, the process was more succinct and focused, involving a narrower range of engagement tactics.

Reaching equity-denied groups

Throughout the Vancouver Plan process, participants from equity-denied groups provided feedback on the City of Vancouver's engagement practices and efforts to reach and include equity-denied groups. Key suggestions for improvement, included:

- Engage earlier in processes to ensure more fulsome opportunity to shape plans.
- Utilize existing input first, rather than 're-asking' questions through subsequent processes.
- Consider using a weighted response for feedback from those who are part of marginalized groups.
- Ensure a better connection between the City and equity-denied communities – with more accessibility, accountability and follow-up on the results.
- Use more and better methods to reach equity-denied communities, including employing peer workers, going to the places where people are already engaged and adequately compensating people for their knowledge and expertise. This phase of engagement did not reach enough people from equity-denied groups.

While the Vancouver Plan team endeavored to connect with different equity-denied groups as part of the Phase 4 process, it is important to acknowledge that there is always more work that needs to be done to ensure an equitable engagement process. To that end, the results of the engagement process with equity-denied groups reflect a snapshot of participant perspectives, and should not be taken as a representative assessment of the city's equity-denied communities. The City of Vancouver is grateful for the people who did participate in spite of difficult circumstances. The City continues to seek ways to improve its engagement practices by centering and integrating equity in all land-use planning processes.

Equity-denied groups



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

PARTICIPATION BY THE NUMBERS

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

Postcards

318,581
mailed

Newsletters

37 newsletters
to up to **2,237**
subscribers

VancouverPlan.ca

152,908
page views

52,480

engagement
contacts
("touchpoints")



4 Council
workshops

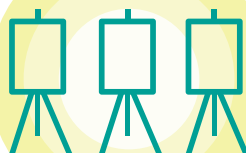
11 Councillor
meetings

with community groups

100 youth
workshops

presentations and sessions
for young planners

29 neighbourhood
charettes,
mapping events
and workshops



Approximately

30 pop-up
engagement
events

in neighbourhoods across the city

36 workshops
and meetings

with Council Advisory committees

119 meetings

with stakeholder organizations and
community groups

185 meetings
and events with
equity-denied
community
members

and the organizations that serve them



12 online surveys

available in at least

6 languages

Including youth surveys and 2 Ipsos
randomized polls

25,756 survey
responses

5 "Future We Want"
online events

(in partnership with
Simon Fraser University)

3 self-guided
walking tours

DIY conversation
kits

Advertising

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

Figure 1: Vancouver Plan engagement participation

PART 4:

WHAT WE HEARD



Phase 3 Neighbourhood pop-up engagement event at Brewer's Park
(Source: Tanya Fink)

The following section identifies key findings from each of the activities undertaken as part of the Phase 4 engagement process.

4.1 TALK VANCOUVER SURVEY

The main engagement mechanism for Phase 4 activities was the Talk Vancouver survey. The survey was promoted through a variety of ways, including Talk Vancouver and Vancouver Plan mailing lists, social media promotions, transit advertising, Phase 4 presentations, and through postcards and information boards at pop-up engagement events and information sessions.

The survey contained 20 closed (agree/disagree and multiple choice) questions related to key aspects of the draft Plan and 19 open-ended questions. The open-ended questions were intended to provide participants with a means to explain their response (i.e., level of agreement or disagreement) with a given topic.

All questions were opt-in, and participants could customize the survey to answer some or all of the topics depending on their preference. Key findings from the survey are reported below. Open-ended questions have been themed and coded. For the sake of brevity, only the main responses associated with each question are reported here, along with their frequency of response.

4.1.1 Land Use Strategy - Overview

A core component of the Vancouver Plan is a Land Use Strategy, which will provide important guidance for how land will be used in the city – for housing, jobs, ecology, transportation and more. The Strategy:

- Sets out key directions for city-wide land use;
- Defines different types of areas in Vancouver, and sets out how they will grow and change over the coming years; and,
- Details urban design policies for the overall form of the city, commercial areas and individual buildings and sites.

The Talk Vancouver survey contained 10 questions on aspects of the Land Use Strategy (five agree/disagree, five open-ended). Participants could select the topics they wished to provide input on, or could skip ahead to the supporting policy questions. Topics included:

- City-Wide Land Use Directions
- Neighbourhood Types and Key Directions
- Urban design policies – Overall form of the city
- Urban design policies – Commercial areas
- Urban design policies – Buildings and sites

Each of these five sections provided a summary of associated aspects of the draft Plan, including high-level policy directions. Hyperlinked materials allowed participants to review the full text of the Plan and all associated policies, should they wish.

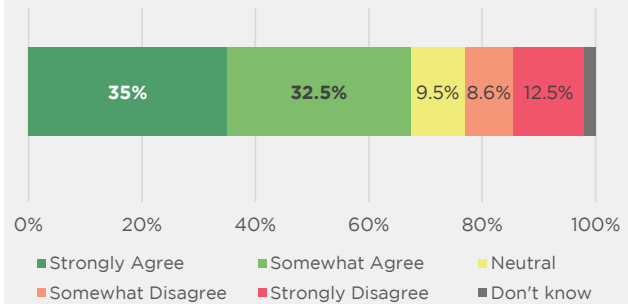
4.1.2 City-Wide Land Use Direction

The Land Use Strategy in the draft Plan begins with three high-level directions that are intended to make neighbourhoods more equitable, complete and resilient, improving people's ability to access key needs across the city, while ensuring that future growth builds on the strengths that currently exist in each neighbourhood.

1. Enable more housing choice, jobs, services and amenities in neighbourhoods throughout the city so that most daily needs can be met close to home.
2. Direct growth in a way that considers the unique assets and opportunities of Vancouver's diverse neighbourhoods, such as transit investments, local shopping areas and employment districts.
3. Ensure future public investments, and the benefits and costs of growth and change, are distributed more equitably among Vancouver neighbourhoods and help reduce our risk from any number of shocks and stresses.

Respondents were asked to indicate whether they agree or disagree that “the high-level directions for city-wide land use will meet the needs of Vancouver now and into the future.”

Graph 1: Percent agreement with high-level directions for city-wide land use



67.5% AGREE

(N=2,207)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions were “missing anything.” A total of 1,054 respondents provided feedback. The most common responses were:

- More housing is needed – general comment (n=128)
- Affordable housing is a priority/needed (n=126)
- Dislike increased housing density (n=82)
- Concerns about development leading to loss of character, neighbourhoods, and heritage (n=76)
- Dislike high rises / prefer to reduce height of new buildings (n=48)
- Like the focus on walkability, active transportation and reduced reliance on vehicles (n=44)
- More amenities will be needed – especially schools, and also medical facilities, covered outdoor spaces, bike parking and EV stations, sport and recreation facilities (n=40)
- Increased density is needed to support housing (n=40)
- Need for more green space and parks (n=36)



Figure 2: Land Use Strategy Map (Source: TalkVan Survey)

4.1.3 Neighbourhood Types

The draft Vancouver Plan describes six Neighbourhood Types and presents general policies associated with each. The six types are:

1. **Metro Core** (including downtown peninsula, and central Broadway) – The principal centre of business, employment, cultural and entertainment activity for the city and the region. Also an area with significant housing, including affordable and non-market rental homes.
2. **Municipal Town Centre (Oakridge)** – An important centre for housing, employment, amenities, and services.
3. **Rapid Transit Areas** – Areas that are within a 10 minute walk of a rapid transit station or corridor (SkyTrain or Canada Line Station or rapid bus).
4. **Neighbourhood Centres** – The areas in and around existing local shopping streets.
5. **Villages** – The areas in and around smaller commercial areas and community hubs.
6. **Multiplex Areas** – These will allow smaller-scale Missing Middle ownership housing (single detached up to multiplexes), with opportunity for secured rental buildings, local serving shops and services and opportunities for home based businesses.

For each of the six Neighbourhood Types, the draft Vancouver Plan advances a Key Direction. Each area also has additional policies (not shown here) related to housing, jobs, building form, nature, public realm and other topics. The six key directions are:

1. **Metro Core** (including downtown peninsula, and central Broadway)

Key Direction: Continue to reinforce Metro Core's role as the principle centre of business, employment, cultural and entertainment activity for the city and region by updating and implementing detailed neighbourhood plans and policies.

2. **Municipal Town Centre (Oakridge)**

Key Direction: Ensure this area continues to transform to become a more inclusive, mixed-use centre with significant housing and jobs space.

3. **Rapid Transit Areas**

Key Direction: Reinforce these areas as 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.

4. Neighbourhood Centres

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

5. Villages

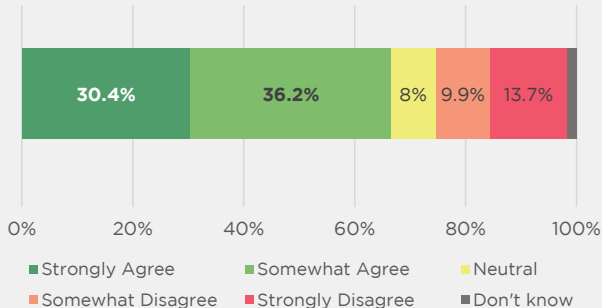
Key Direction: Enhance these lower density residential neighbourhoods by adding shops, services and housing choice to provide more complete, inclusive and resilient neighbourhoods.

6. Multiplex Areas

Key Direction: Support the evolution of our low density residential areas to enable smaller-scale Missing Middle housing (including multiplexes) across the city, respecting the local character of our neighbourhoods, while adding housing choice, local serving shops and services and opportunities.

Respondents were asked to indicate whether they agree or disagree that “the Key Directions associated with the different Neighbourhood Types will help meet the needs of Vancouver now and into the future.”

Graph 2: Percent agreement with key directions for Neighbourhood Types



66.5% AGREE

(N=2,284)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions were “missing anything.”

A total of 1,149 respondents answered this question. While most of the answers were more general in nature (i.e., an unspecified location), a smaller number focused on one or more of the six neighbourhood types. Key “general” topics included building height and density, greenspace, housing supply and housing affordability.

Building height and density

- Like increased housing density / need greater density (n=102)
- Concerns about impact of development - loss of character, neighbourhood or community (n=40)
- Dislike increased housing density (n=34)
- Dislike high rise buildings (n=30)

Greenspace

- More greenspace is needed (n=46)

Housing supply

- Need more housing for the Missing Middle / like inclusion of missing middle in the plan (n=28)

Housing Affordability

- Affordable housing is needed / low income housing is a priority (n=84)

Where a neighbourhood type was specified, the key topics were as follows:

Metro Core

- Dislike tall buildings in the Metro Core (n=10)
- More greenspace and trees needed in the Metro Core (n=6)
- Concerns about loss of character in the Metro Core (n=4)
- Dislike increased housing density in the Metro Core (n=4)
- Need more housing in the Metro Core (n=2)
- Affordable housing needed in the Metro Core (n=2)
- Need more childcare in the Metro Core (n=2)

Municipal Town Centre / Oakridge

- Oakridge is unaffordable and exclusive (n=8)
- Dislike tall buildings in Oakridge (n=2)
- Concerns about loss of character in Oakridge (n=2)

Rapid Transit Areas

- Like increased housing density in Rapid Transit Areas (n=10)
- Concerns about loss of character in Rapid Transit Areas (n=6)
- Dislike increased housing density in Rapid Transit Areas (n=2)
- Need more housing in Rapid Transit Areas (n=2)

Neighbourhood Centres

- Dislike tall buildings in neighbourhood centres (n=12)
- More greenspace and parks needed in neighbourhood centres (n=4)
- Would like increased housing density in neighbourhood centres (n=2)
- More recreational facilities needed in neighbourhood centres (n=2)
- More schools needed in neighbourhood centres (n=2)

Villages

- Reduce the number of single family houses to increase housing density* (n=36)
- Would like increased housing density in Villages (n=34)
- Want to keep single family homes and areas* (n=26)
- Concerns about loss of character in Villages (n=22)
- Would like increased housing density in low density residential areas* (n=14)
- Dislike tall buildings in residential areas* (n=10)
- Dislike tall buildings in Villages (n=10)
- Affordable housing needed in Villages (n=10)
- Build taller in Villages (n=2)
- Dislike increased density in Villages (n=2)
- More recreational facilities needed in Villages (n=2)
- Need more childcare in Villages (n=2)

Note: The term "Villages" is not specified in comments marked with an "*"; however, this is inferred based on the broader nature of the feedback.

Multiplex Areas

- Like multiplexes (n=36)
- Would like more multiplexes (n=32)
- Dislike multiplexes - apartments are needed (n=22)
- Dislike multiplexes (general comment) (n=16)
- Multiplexes should be taller (n=16)
- Concerns about loss of character in Multiplex Areas (n=12)
- Prefer no single family homes in Multiplex Areas (n=4)
- Multiplexes will not make housing more affordable (n=4)
- More greenspace needed in Multiplex Areas (n=2)

4.1.4 Urban Design Policies

The Vancouver Plan sets out a series of high-level urban design policies that are intended to support an overall vision to "create equitable and resilient built environments within each neighbourhood that distinguish identity, encourage social connections, and build better communities."

Urban design policies touch on three key areas:

- Overall Form of the City
- Commercial Areas
- Buildings and Sites

The survey provided an overview of the key policies associated with each, and invited respondents to indicate their level of agreement, along with other feedback.

4.1.4.1 Overall Form of the City

Key policies include:

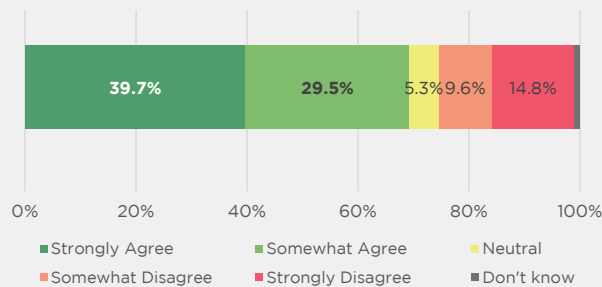
- Locate taller forms of development close to transit stations and shopping areas, and off busy streets (to reduce health impacts)
- Encourage more distributed patterns of growth by allowing more low and midrise buildings across more areas
- Provide for an array of distinct neighbourhoods at different scales
- Allow for a mix of building types and tenures on every block
- Create a connected network of parks, open spaces and walking/biking routes



Draft Vancouver Plan Illustration (Source: City of Vancouver)

Respondents were asked to indicate whether they agree or disagree that “the urban design directions for the overall form of the city will meet the needs of Vancouver now and into the future.”

Graph 3: Percent agreement with urban design directions for overall form of the city



69.2% AGREE

(N=2,086)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the urban design directions for overall form of the city were “missing anything.” A total of 1,008 respondents answered this question. The most common responses were:

- Dislike high rise buildings / prefer low to midrise (n=234)
- Like the proposed network of open spaces, the walking and biking routes, and reduced reliance on cars (n=76)
- In favour of increased housing density (n=74)
- Like idea of mix of building types on every block / reduce zoning restrictions to allow greater diversity of buildings and mix of uses (n=60)
- Dislike idea of mix of building types on every block (n=58)
- Concerns that development will lead to loss of community, character or neighbourhoods (n=50)
- Dislike increased housing density (n=34)
- Would prefer to disperse housing density into other, low density areas (n=30)

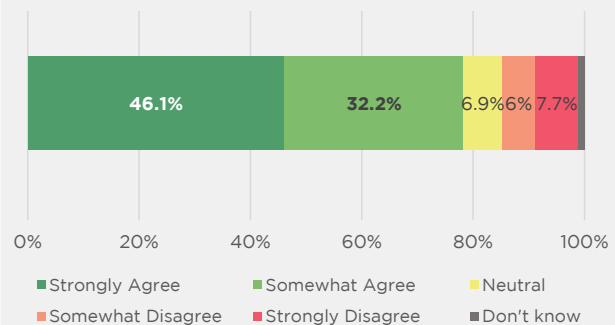
4.1.4.2 Commercial Areas

Key policies include:

- Allow adequate sunlight on shopping streets
- Provide small storefronts to promote walkability and more affordable spaces
- Provide weather protection and covered places
- Create safe and welcoming shopping streets through active ground floor uses and public realm features
- Ensure that shopping streets on busy arterials are safer, healthier and more comfortable

Respondents were asked to indicate whether they agree or disagree that “the urban design directions for commercial areas will meet the needs of Vancouver now and into the future.”

Graph 4: Percent agreement with urban design directions for commercial areas



78.3% AGREE

(N = 1,787)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the urban design directions for commercial areas were “missing anything.” A total of 744 respondents answered this question. The most common responses were:

- Not concerned about sunlight on commercial streets (more important on residential streets) - shade is good (n=114)
- Like car-free spaces (n=74)
- Concerns about rents and taxes for small business - unaffordability and unsustainability (n=70)
- Plan for weather protection is good (n=60)
- Want more outdoor spaces, e.g., plazas and patios for sitting, gathering, and dining (n=52)
- Would like more commercial space and stores off major streets and arterials (n=48)
- Need to encourage and support small businesses (n=48)
- Include, or have more, green spaces, e.g., parklets (n=36)

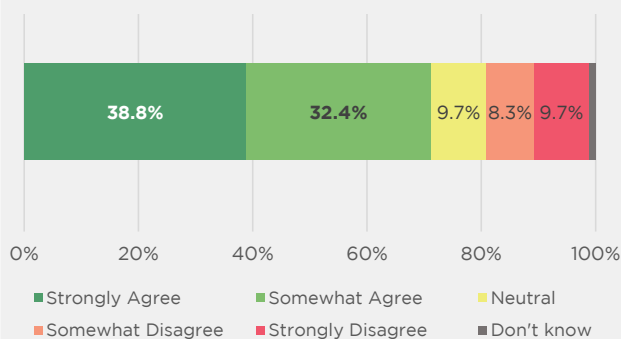
4.1.4.3 Buildings and Sites

Key policies include:

- Ensure building and site design provide space for nature, reflect local landscapes and celebrate views
- Encourage development to reflect the unique values and living histories of the Musqueam, Squamish, Tsleil-Waututh and urban Indigenous Peoples, and equity-denied communities
- Facilitate small lot, incremental development where feasible and appropriate
- (For larger developments) ensuring complementary design that softens the transition between new and existing buildings
- Design buildings to create safe, comfortable sidewalks, plazas, and open spaces
- Protect solar access to parks, schools, shopping streets and other outdoor open spaces during key times of the day and year
- Design homes to support health, well-being and social connection
- Ensure green building design that reduces carbon pollution and supports a healthy environment
- Improve city-wide building seismic performance
- Design, build and renovate buildings for durability and adaptability over time

Respondents were asked to indicate whether they agree or disagree that “the urban design directions for buildings and sites will meet the needs of Vancouver now and into the future.”

Graph 5: Percent agreement with urban design directions for buildings and sites



71.2% AGREE
(N=1,973)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the urban design directions for buildings and sites were “missing anything.” A total of 853 respondents answered this question. The most common responses were:

- Lower the height of new buildings / dislike high rises (n=94)
- Green infrastructure is important / more emphasis needed – e.g., green energy, solar panels, rainwater management, use of natural materials in construction (n=88)
- The plan doesn’t address housing affordability (n=76)
- Need stronger commitment to MST leadership and involvement (n=60)
- Reduce regulations, red tape, permitting requirements (n=52)
- Shadows are not an issue, especially in parks - shade is good (vs. 26 emphasized importance of solar access) (n=48)
- Would like more green space, parks and trees (N=46)
- Need more emphasis on climate change resilience in building design – e.g., against flooding, extreme heat, earthquake (n=42)
- More amenities needed, e.g., EV charging, schools, community centres, childcare, seating (n=40)
- Plan should reflect the diversity of the whole local population (n=40)

4.1.5 Key Policies – By Topic

The second section of the survey invited participants to share their feedback on up to 11 supporting policy areas and two special topics contained in the Plan.⁸ As with the previous section, each policy question included a summary of the topic, including vision statement, along with the high-level policy directions found in the Plan. A link was provided so that participants could also review the full text of the policy chapter in question and all associated policies.

Participants were able to indicate the topics they wished to provide feedback on (indicating their choices on a randomized list), or skip the section if they wished. Table 6 summarizes the number of responses received for each.

Topic	Number of Responses
Housing	1,997
Transportation	1,644
Public Space	1,499
Special Topic: Multiplexes	1,406
Special Topic: Greenways	1,378
Community Infrastructure	1,335
Climate	1,268
Arts, Culture, Heritage	1,138
Economy	1,112
Ecology	1,026
Food Systems	1,020
Watershed/Water Resources	992
Childcare	924

Table 6 - Number of Survey Responses by Topic

⁸ As part of the Phase 4 survey, two special topics were included: greenways and multiplex housing. Both of these programs are the subject of separate Council motions. While being advanced through the Vancouver Plan program, they are also considered as potential 'quick start' activities, and the survey questions are intended to help gather additional input to advance work on these programs.

4.1.5.1 Housing

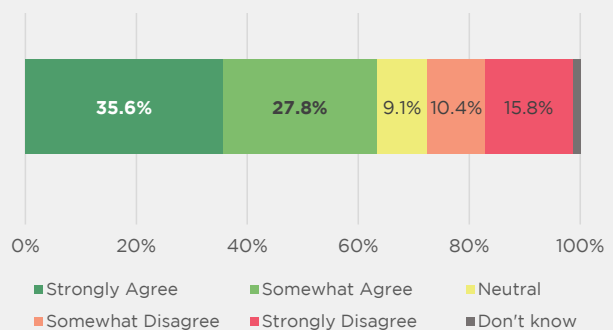
Adequate housing is a fundamental human right, and yet our current housing system is not meeting the needs of Vancouver's current or growing population. The Vancouver Plan takes an equity-based approach in order to prioritize housing for those who need it most, including by encouraging more secured rental and social housing. It further focuses on more family appropriate and Missing Middle options, including ownership, so families can choose to stay in the city. This will result in more inclusive and affordable neighbourhoods across the city.

The Vancouver Plan has seven policy directions for Housing:

1. Plan for and accommodate existing and future housing need.
2. Ensure opportunities for inclusion of low and moderate-income households and diversify the housing stock across all residential areas.
3. Address homelessness by ensuring every person has access to permanent secure housing with a range of diverse supports.
4. Significantly increase the supply of social and supportive housing and support the growth of the community housing sector.
5. Work with Indigenous partners to support Indigenous housing models and wellness.
6. Become a city for renters that provides more secure rental housing options, and mitigates displacement.
7. Continue to address speculation and take steps to promote equitable treatment of renters and homeowners.

Respondents were asked to indicate whether they agree or disagree that the policy approach for housing will meet the needs of Vancouver now and into the future?

Graph 6: Percent agreement with housing policies



63.4% AGREE

(N=1,997)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for housing were “missing anything.” A total of 1,152 respondents answered this question. The most common responses were:

- Affordable housing is a priority – need below market, low income housing, rent caps and developer incentives to supply these (n=190)
- Housing options should include cooperative housing and options for affordable ownership (n=138)
- Inclusion of homeless people in the plan is important; homeless people need intensive support, supported housing and support services to address causes of homelessness (n=96)
- Need to address speculation – this is a priority (n=90)
- Social and supported housing are needed (n=46)
- Simplify permit process, cut red tape, loosen zoning restrictions (n=40)
- Dislike subsidized housing focus - everyone needs housing (n=36)

4.1.6.1S – Housing – Special Topic: Multiplexes

To further the Vancouver Plan, Council has also directed staff to advance a new housing option in Residential One-Family Zones (RS) that could allow up to six units on a lot. This is expected to result in the creation of a new “multiplex” option in some or all RS zones.

Multiplex housing – is a building, typically on one lot, that includes three or more dwelling units, each with separate entrances. Because the cost of the land is shared over more units and the multiplex units are smaller, they provide homes that cost less than a detached house or duplex

As part of early work to advance multiplexes, City staff have identified the following preliminary objectives:

- Allow building designs that meet the needs of a range of household sizes and types, including families with children.
- Allow for more flexibility in design and a simpler permitting process.
- Seek opportunities to achieve further affordability by delivering some of the homes as affordable home ownership (AHO) units, or by requiring builders to make a payment to the city to help fund other affordable housing projects or amenities.

The survey provided two questions to allow respondents to share their feedback on key aspects of the proposed multiplex option.

4.1.6.1S (A) – Multiplex Basements

The majority of detached houses and duplexes in RS zones today include basements. There are some benefits and challenges that come with this:

Benefits:

- By partially sinking the basement below ground, overall building height is limited;
- Basement levels often include secondary suites which provide lower cost rental housing;
- Basement suites provide rental income to the home owner.

Challenges:

- Basement suites are less livable as they have limited natural light and limited views to the outdoors;
- Stairs are required to access each floor of the building;
- Basements require significant excavation and site disturbance making it difficult to retain existing trees;
- Extra concrete construction required for basements increases greenhouse gas pollution.

One alternative that is being explored is whether multiplexes should be built entirely above-ground. This means there would be no basement, the ground floor entrance would be level with the ground and all three floors are built above the ground. A small increase in height may be needed.

Participants were asked to choose which of the following statements best described their thoughts on basements in multiplexes.

“I think multiplexes should allow basements”	45.5%
“I think multiplexes should be built without basements (i.e., above ground)”	31.8%
“I don’t know”	9.2%
Something else (please specify):	13.6%

Table 7 - Percent responses on basements in multiplexes

**45.4% THINK
MULTIPLEXES SHOULD
ALLOW BASEMENTS**
(N=1,406)

Participants were then invited to explain why the selected the choice they did. A total of 699 respondents completed this question. The most common responses were:

- Allow basements in new multiplexes – they are necessary to increase housing density, and are more affordable, but make them more livable (e.g., with more light) (n=258)
- Prefer multiplexes without basement apartments - build taller instead, or use basements for underground parking, utilities, or storage (n=242)
- Parking is needed at multiplexes (n=30)
- Dislike multiplexes (n=26)
- Like multiplexes (n=20)

4.1.6.1S (B) – Multiplex Parking

It won't be possible to have an on-site parking space for all units in a multiplex because space is needed to provide room for other features like trees, bicycle parking, garbage facilities and electrical boxes.

Currently, the City only requires one on-site parking space for a house with a secondary suite and a laneway house (i.e., 1 on-site parking space for 3 homes). Exploring new multiplexes provides an opportunity to reassess parking requirements.

Participants were asked to choose which of the following statements best described their thoughts on parking reductions.

"I support reduced parking for new multiplex housing"	51.8%
"I oppose reduced parking for new multiplex housing"	33.0%
"I don't know"	7.6%
Something else (please specify):	7.6%

Table 8 - Percent responses on parking reductions for new multiplexes

51.8% SUPPORT
REDUCED PARKING
(N=1,406)

Of note, this was the one area where overall direction from Talk Vancouver survey respondents differed from those of the Ipsos poll. In the Ipsos poll, 47% of respondents opposed reduced parking allowances (vs 29% support).

Participants were then invited to explain their selection. A total of 685 respondents answered this question – 374 expressing support for reduced parking, and 300 expressing opposition to reduced parking. The top reasons for each choice are as follows:

Support reduced parking for new multiplex housing:

- Agree with reduced parking - encourage other modes, e.g., transit, bike, car share, Uber (n=66)
- Agree if there is transit nearby (n=54)
- Agree – remove all parking (n=50)
- Agree – will discourage reliance on cars (n=42)

Opposed to reduced parking for new multiplex housing:

- Parking is needed – for all residents, by seniors and people with disabilities, and for driving to (or for) work (n=148)
- Will have negative impact on street parking / there is not enough street parking (n=104)
- Oppose reduced parking (general comment or one off) (n=24)
- Transit is not efficient (n=16)

4.1.6.2 – Economy

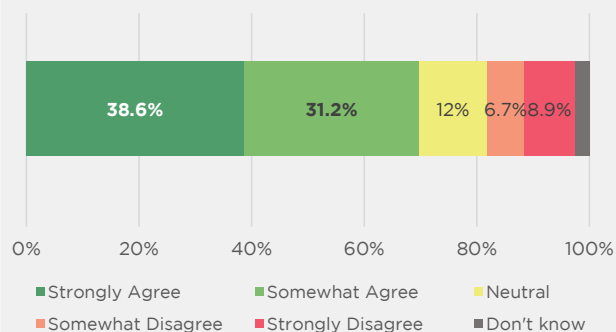
Vancouver is a globally recognized hub for many sectors including tech, film/television, climate solutions, life sciences, tourism and arts and culture. The city is also home to Canada's largest port, has two of the Province's largest business districts and supports a robust retail sector with well-loved shopping 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, while others are struggling to hire and retain workers due to a lack of affordable housing and childcare.

The Vancouver Plan has six main policy directions for economy:

1. Help Vancouver continue to thrive as the regional job centre by building on our economic strengths and welcoming value-aligned investment, workers and employers.
2. Protect and expand industrial/employment areas, business districts and campus institutions and the diversity of jobs and activities they support.
3. Support and create affordable economic spaces to address displacement and foster entrepreneurship.
4. Encourage a diverse and accessible mix of local-serving and small businesses and jobs in every neighbourhood that enable communities and culture to thrive.
5. Create a supportive business environment by updating City regulations to remove barriers and improve access to City services for everyone.
6. Advance accessible and equitable economic opportunities for Vancouver's diverse residents – prioritizing people most often excluded.

Respondents were asked to indicate whether they agree or disagree that “the policy approach for economy will meet the needs of Vancouver now and into the future.”

Graph 7: Percent agreement with economy policies



69.8% AGREE

(N=1,112)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for economy were “missing anything.”

A total of 449 respondents answered this question. The most common responses were:

- Support small businesses – reduce taxes, ensure affordable spaces/rents and reduce zoning restrictions for small business (in residential spaces) (n=142)
- Need affordable housing for employees, close to work and in industrial areas (n=38)
- Agree with the plan to remove barriers and red tape (n=32)
- Protect and have more industrial areas (n=28)
- Need jobs with fair wages / living wage (n=22)

4.1.6.3 – Climate

Our planet is warming and its climate is changing. In Vancouver, we are already seeing increasing air pollution from forest fires, deadlier heat waves and destructive flooding. While every person is impacted by climate change, these impacts are not experienced equally.

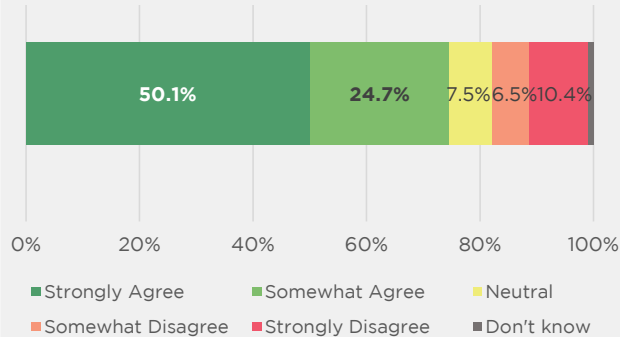
The neighbourhoods in Vancouver that already connect where people live to their daily needs are healthier, more affordable, decrease dependence on driving and enable the use of more environmentally friendly (low-carbon) energy sources. However, the majority of communities in Vancouver currently do not have access to these benefits. Systematic changes to our city are underway but we need to accelerate this work to be successful.

The Vancouver Plan has three main policy directions for climate:

1. Advance and accelerate actions to eliminate carbon pollution.
 - (e.g., reducing vehicle dependence, supporting low carbon building construction)
2. Advance zero-waste practices that support sustainable consumption.
 - (e.g., encouraging the share, repair, reuse and recycling of goods and resources)
3. Accelerate actions to build climate resilience.
 - (e.g., supporting efforts to adapt to the impacts of climate change – including drought, flooding, sea level rise, extreme heat events and poor air quality)

Participants were asked to indicate whether they agree or disagree that “the policy approach for climate will meet the needs of Vancouver now and into the future.”

Graph 8: Percent agreement with climate policies



74.8% AGREE
(N=1,268)

Respondents were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for climate were “missing anything.” A total of 601 respondents answered this question. The most common responses were:

Carbon Pollution – Vehicles

- Encourage green and active transportation, to reduce reliance on vehicles (n=54)
- Discourage reliance on vehicles – provide disincentives, charges, reduced parking and encourage remote working (n=34)
- Dislike the focus on reduced car access – people need to use cars, including people with disabilities (n=28)

Carbon Pollution – Construction

- Need for green infrastructure in buildings and use of natural materials in construction – provide incentives to developers (n=34)
- Need for more housing in the city, to encourage less commuting and less development outside of the city (n=28)
- Need for green energy in buildings – provide incentives to developers (n=24)

Zero Waste (e.g., recycling)

- Need more recycling facilities with simpler, clearer guidelines (n=22)
- More action needed to reduce use of plastic and cups, e.g., tax on cups and bags (n=18)
- Encourage resource sharing and recycling of equipment, furniture, etc. (n=10)

Climate Resilience

- Agree with climate resilience plan – need to adapt to climate change (n=22)
- Need sustainable food system and community gardens to grow food (n=14)

Greenspace

- Need more green spaces and natural green areas (n=20)
- Encourage rooftop gardens – provide incentives (n=14)
- Increase tree canopy, plant and maintain trees, and end deforestation (n=12)

4.1.6.4 – Ecology

Vancouver's local ecology includes its parks, streams and waterways, urban forest, natural areas, biodiversity hotspots and the many diverse species that inhabit these areas. It also includes the processes that connect all these things.

Through colonization and development over time, almost all of Vancouver's original natural landscape has been destroyed. Once a vast array of forests, streams, meadows and wetlands, stewarded by local Nations, Vancouver's ecosystems have been disrupted over the past few centuries. We are now at a critical point in planning for Vancouver's future to correct our trajectory and our approach.

The Vancouver Plan has four main policy directions for ecology:

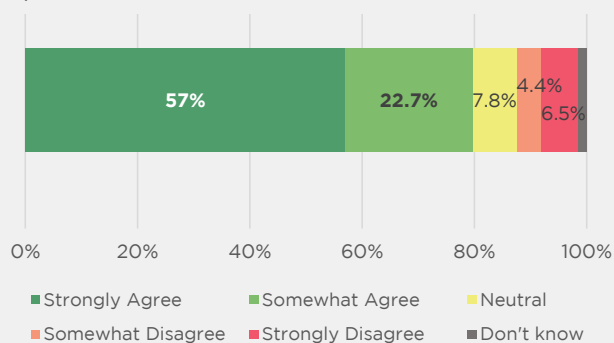
1. Support the health of Vancouver's ecosystems as an integral part of planning, urban design, and city building.
2. Identify, rehabilitate, and connect ecological systems in Vancouver.
 - (e.g., ensuring enough connected space for the water system or species habitat)
3. Protect ecosystems and manage growth around them.
 - (e.g., developing tools to preserve ecosystems, manage growth around sensitive habitats and protect natural assets)
4. Increase and ensure equitable access to nature.
 - (e.g., creating ways for more people to access nature both geographically, by distance, and socially, through learning spaces and programs).

Respondents were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for ecology were "missing anything." A total of 346 respondents answered this question. The most common responses were:

- Agree with the Ecology vision/policies (n=42)
- Increased housing density and high rises will undermine goals for ecology - development destroys green space and habitats (n=42)
- Access to nature is a priority (n=32)
- Grow trees and plants - replace and maintain trees, develop more tree canopy, encourage planting in yards and control invasive species (n=30)
- Housing is a priority - build upwards to protect natural areas / urban expansion protects natural areas (n=24)
- Concerns about plastic packaging, littering, noise and light pollution (n=24)
- Clean up and restore False Creek wetland, urban waterways and restore streams (n=22)

Participants were asked to indicate whether they agree or disagree that "the policy approach for ecology will meet the needs of Vancouver now and into the future."

Graph 9: Percent agreement with ecology policies



79.7% AGREE
(N=1,026)

4.1.6.5 – Transportation

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. The City has long prioritized affordable, healthy and low carbon ways to get around; however, many people continue to face travel barriers.

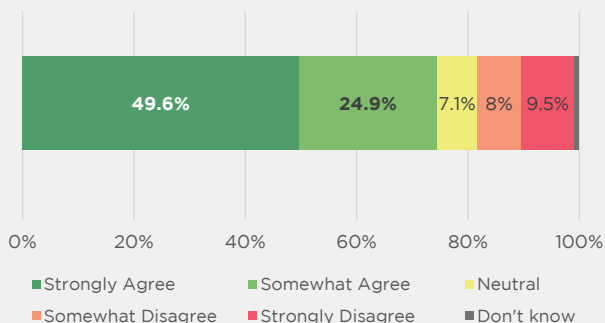
More neighbourhoods need shops and services closer to home, with safe and comfortable streets and greenways, and better access to frequent transit. We also a need to better serve diverse community needs and address inequities in service provision, safety, universal accessibility, greenery and dignified travel.

The Vancouver Plan has three main policy directions for transportation:

1. Enable safe and comfortable walking, biking and transit through land-use and urban design.
2. Create people first streets by transforming road space to support population growth and the changing needs of residents and businesses.
3. Accelerate planning for an equitable and sustainable transportation future for people and goods.

Respondents were asked to indicate whether they agree or disagree that “the policy approach for transportation will meet the needs of Vancouver now and into the future?”

Graph 10: Percent agreement with transportation policies



74.5% AGREE

(N=1,644)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions were “missing anything.” A total of 808 respondents answered this question. The most common responses were:

- Need to improve public transit - more frequent and reliable transit, rapid transit, extend SkyTrain and light rail, have more bus routes and lanes (n=269)
- Dislike reduced vehicle access – cars are needed by commuters, seniors, people with disabilities, families and for deliveries (n=118)
- Try to discourage cars – encourage car share, transit and active transportation; and offer disincentives, e.g., charging, tolling, congestion or gas taxes, no free parking or reduced parking (n=102)
- Would like more bike paths / separated bike lanes (vs. 27 who disagree) (n=67)
- Like the People First streets concept and the focus on active transportation (n=62)
- Like the plan for improved bike infrastructure / need to improve infrastructure, routes and bike parking (n=35)
- Like car free spaces or reduced vehicle volume, and want more (n=32)
- Need to improve conditions for walking – e.g., plant trees, improve air quality, covered areas, wider sidewalks (n=30)

4.1.6.5S – Transportation – Special Topic: Greenways

Greenways are high quality active transportation, recreation and public space corridors that support walking, biking and rolling for people of all ages and abilities and identities. They form a city-wide network across the City’s diverse neighbourhoods and provide access to key destinations such as parks, schools and community spaces. They also provide opportunities for reconciliation, community building and stewardship, improved natural systems and public life.

The City is currently undertaking a “greenways refresh” process to renew planning for these important spaces. As part of this work, two key directions are being explored:

1. Transitioning greenways from car-lite to car-free corridors in order to increase opportunities for public space uses (e.g., plazas, parklets, safer spaces for walking/rolling and biking).
2. Expanding the network, so that all residents live within a 5-minute walk of a Greenway.

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

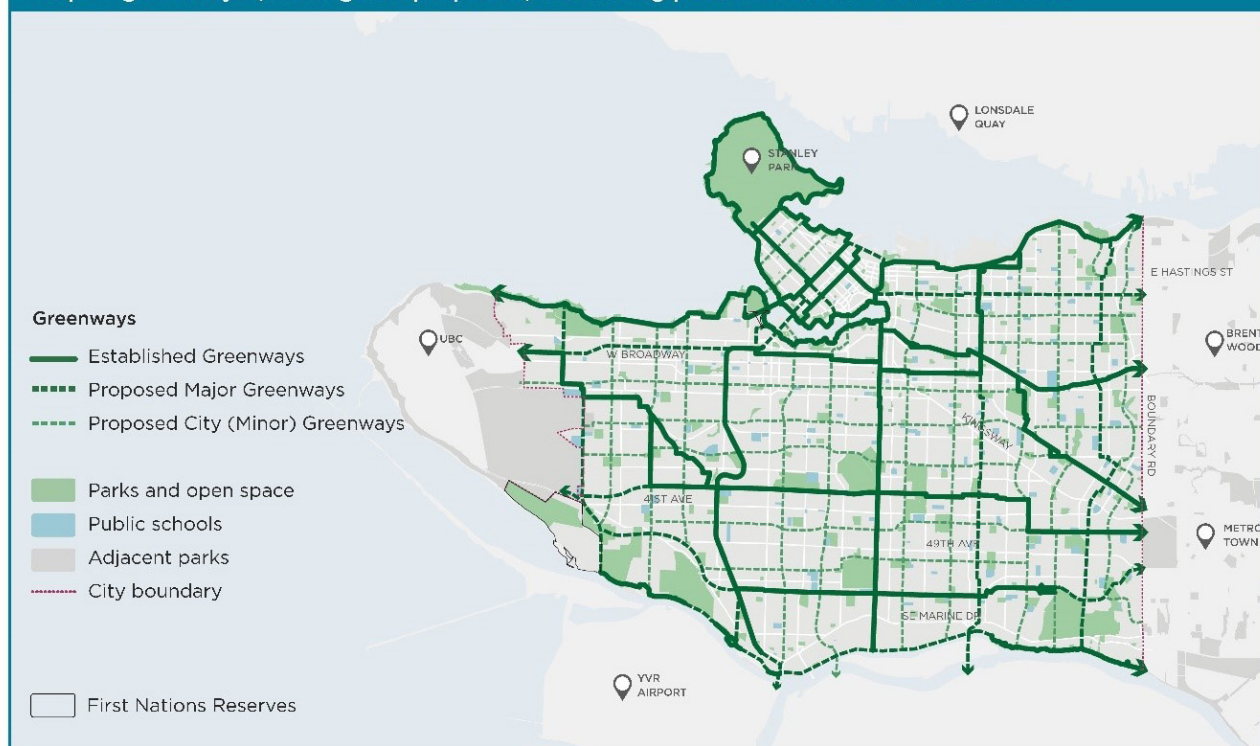
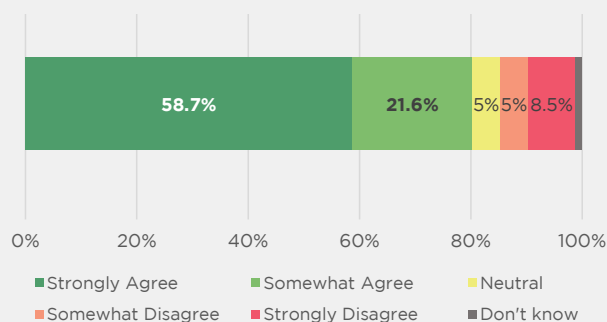


Figure 3: Greenways Map (Source: TalkVan Survey)

Respondents were asked to indicate whether they agree or disagree that “the policy approach for greenways will meet the needs of Vancouver now and into the future.”

Graph 11: Percent agreement with greenways



80.3% AGREE

(N=1,378)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the directions for greenways were “missing anything.” A total of 606 respondents answered this question. The most common responses were:

General Support

- Like the Greenways Plan (general comment) (n=148)

Transitioning Greenways from Car-lite to Car-Free Corridors

- Dislike plan for car-free corridors – cars are needed (n=60)
- Like the plan for car-free corridors (n=56)
- Like car-lite but not car-free corridors (n=20)

Public Space Uses

- Would like Greenways to have less paving and more natural greenspace – trees, plants, flowers, gardens, community gardens, parklets (n=46)

Walking, Rolling, Biking

- Prefer separated bike lanes / want more bike paths / like the bike paths proposed (n=40)

Expand the network so that all residents live within a 5 minute walk of a Greenway

- More Greenways are needed, including East Van, South East and the West End (n=36)
- Expansion is not needed / unnecessary for all residents live within a 5-min walk of a Greenway (n=22)
- Better connections and routes are needed (n=18)
- Expansion may negatively impact traffic – traffic planning needed (n=16)
- Like the idea that all residents live within a 5-min walk of a Greenway / like the extension (n=12)

4.1.6.6 – Childcare

Access to quality, licensed childcare and early learning improves health outcomes for children throughout their lives. It enables families to live in the city, and is critical to a thriving, healthy and stable economy. 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. Childcare is a responsibility of senior governments – but the City can continue to leverage land use planning tools, investments and partnerships to support and advance this system.

The Vancouver Plan has one main policy direction for childcare:

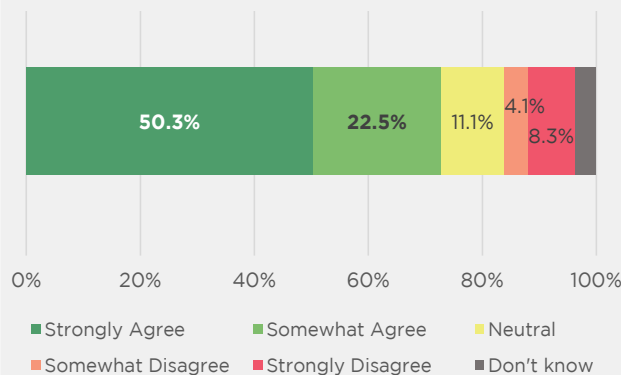
- 1. Expand, support and retain not-for-profit operated childcare spaces alongside planning for housing and jobs, as part of complete neighbourhoods.
 - (e.g., planning for a diversity of childcare facilities, integrating childcare in suitable areas of the city, ensuring facilities are designed to support healthy child development)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions were “missing anything.” A total of 312 respondents answered this question. The most common responses were:

- More childcare is needed / like the plan for more childcare (n=75)
- More affordable childcare is needed (n=51)
- Need for convenient childcare space – e.g., in residential developments, close to home or work, at work places (n=36)
- Ensure safety and quality – with play space, licensing and culturally appropriate facilities (n=36)
- Consider daycare space on school properties (n=33)
- Childcare doesn’t have to be non profit – consider public and private (n=18)

Respondents were asked to indicate whether they agree or disagree that “the policy approach for childcare will help meet the needs of Vancouver now and into the future.”

Graph 12: Percent agreement with childcare



72.8% AGREE

(N=924)

4.1.6.7 – Community Infrastructure

Community infrastructure plays an essential role in the lives of Vancouver residents, providing access to the activities, services and supports people need to stay healthy, engaged and connected throughout life. Some community services are operated and delivered by the City, such as libraries and community centres. Other services, are delivered by non-profit and community partners. 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.

The Vancouver Plan focuses on two types of community infrastructure:

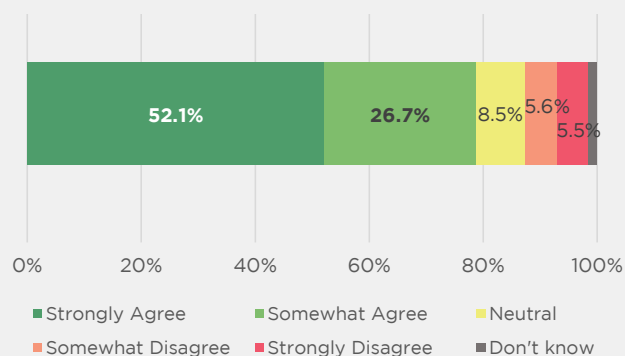
- **City-delivered community infrastructure:** the Vancouver Public Library, community centres and recreational facilities (in partnership with Community Centre Associations); and
- **Non-profit operated and City-supported community infrastructure:** (for example) Social-serving organizations including neighbourhood houses, family places, youth, seniors' and social service centres

The Vancouver Plan has five main policy directions for community infrastructure:

1. Deliver and support community-serving spaces across all neighbourhoods to meet population growth and changing needs, prioritizing underserved communities.
2. Maintain and enhance access to library spaces that are welcoming and enable residents to engage with information, ideas, and each other.
3. Ensure community centres and recreational services continue meeting the needs of all communities.
4. Enable more social and community uses through co-location, shared spaces and use of underused or vacant spaces.
5. 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.

Respondents were asked to indicate whether they agree or disagree that “the policy approach for community infrastructure will meet the needs of Vancouver now and into the future.”

Graph 13: Percent agreement with community infrastructure



78.8% AGREE

(N=1,335)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for community infrastructure were “missing anything.” A total of 493 respondents answered this question. The most common responses were:

- Washrooms are important / like the plan for enhanced washrooms (n=62)
- Community centres need upgrading and improving / new or larger centres are needed (n=47)
- More facilities will be needed to accommodate increased density, e.g., sports and recreation, arts and culture (n=46)
- Libraries are important / need more libraries / expanded library services / upgrading needed (n=32)
- More schools are needed (n=20)
- Concerns about use of facilities by homeless people, drug users, and people with mental health problems (n=20)
- In favour of plan for community centres / community centres are important (n=18)
- Like the plan for shared spaces (n=18)
- Like idea of having showers for homeless people / need additional services, e.g., charging stations and shelter from rain (n=18)
- Need for increased safety and maintenance at facilities, e.g., lighting in parks, clean up public facilities (n=16)

4.1.6.8 – Arts, Culture, and Heritage

Vancouver is home to world-renowned artists, diverse cultural traditions and industries, and a flourishing music scene. We are also at the centre of Indigenous cultural resurgence. The city’s heritage — from oral traditions and rituals to archeological sites and buildings — tells a rich and complex story that is Vancouver.

At the same time, artistic and cultural communities face increasing costs, limited incomes, loss of production and presentation spaces, and restrictive regulations. If left unchecked, staying in Vancouver will become untenable for most artists and cultural workers and the City will see an unprecedented loss of space for arts and culture.

The Vancouver Plan has three main policy directions for arts, culture, and heritage:

- 1. Embed arts and culture in city building.
 - (e.g., including a focus on art and culture approaches within infrastructure and community planning)
- 2. Expand and support spaces to produce, present and experience arts and culture.
 - (e.g., spaces such as art and rehearsal studios, outdoor performance venues, museums and galleries)
- 3. Integrate Indigenous and equity-denied groups’ perspectives and approaches into arts, culture and heritage policy and projects.

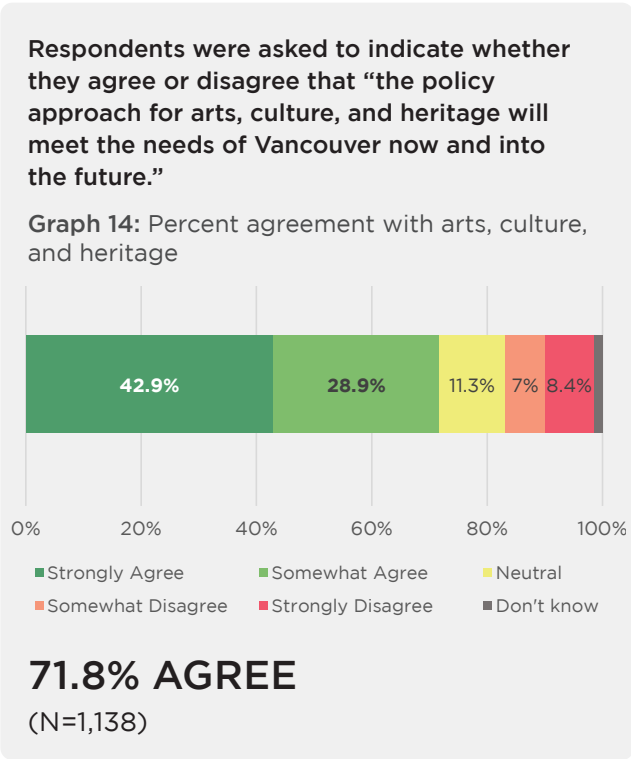
Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions were “missing anything.” A total of 425 respondents answered this question. The most common responses were:

Integrate Indigenous and Equity-Denied Groups’ Perspectives and Approaches

- Integrate all perspectives and approaches, and include other equity denied groups, so the plan is representative of the population (n=62)

Expand and Support Spaces to Produce, Present and Experience Arts and Culture

- Need more, and affordable, spaces for artists to work (n=76)
- Would like more outdoor spaces, venues, performances, community events – reduce permit requirements and red tape (n=48)
- Need more affordable and accessible venues, across the city – e.g., free spaces for artists to perform, museums, theatres and music venues (n=36)
- Support local community groups and non profit arts organizations, and informal arts activities (n=20)



4.1.6.9 – Public Space

Vancouver's plazas, parks, streets, paths and beaches make the city a vibrant place to live. These outdoor public spaces are where we gather, explore and connect. But, as Vancouver continues to grow, demands on our public space network will also increase. Public space must accommodate many different, sometimes competing uses – with limited space and resources. To stretch public dollars as far as we can, we will need to be innovative and strategic in how public space is delivered.

The Vancouver Plan has six main policy directions for public space:

1. Support xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations to take a leading role in shaping public spaces.
2. Promote an inclusive public life, by prioritizing underserved areas and equity-denied communities.
3. Grow and protect the public space network, to provide ample, high quality public spaces and robust connections across all neighbourhoods.
4. Create universally accessible and safe public spaces that are dignified and comfortably accommodate all people, throughout the day and across all seasons.
5. Ensure the public space network supports the city's social and ecological resilience.
6. Build and invest in community partnerships, fostering broader participation and social connection and promoting resilient, community-led stewardship of public spaces.

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for public space were “missing anything.”

A total of 565 respondents answered this question. The most common responses were:

Support xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations to take a leading role in shaping public spaces.

- Prefer a partnership or collaboration, not a leading role, and the plan needs to include other groups in shaping public spaces, to be representative of the population (n=111)

Public Space and Connections

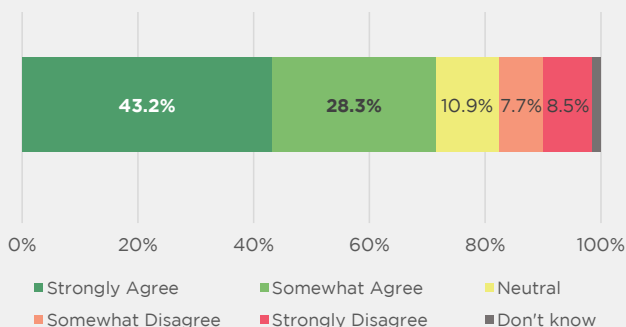
- Outdoor public space and plazas are important, and more are needed, across the whole city – prioritise people over vehicle access (n=69)
- Other amenities wanted – e.g., washrooms, farmers markets, food vendors, water stations, dog parks, seating and benches (n=56)
- Concerns about use of spaces by homeless people and use of drugs (n=26)
- Need to maintain and clean up existing and new public spaces and parks (n=24)
- Like the all seasons plan – covered spaces are needed (n=23)
- Public safety is a priority (n=19)

Social and Ecological Resilience

- Retain green spaces, and have more parks, natural green spaces and trees (n=74)

Respondents were asked to indicate whether they agree or disagree that “the policy approach for public space will meet the needs of Vancouver now and into the future.”

Graph 15: Percent agreement with public space



71.5% AGREE

(N=1,499)

4.1.6.10 - Watershed/Water Resources

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

Urban development over the past two centuries has disrupted the water cycle, degraded natural systems and eliminated important natural assets. While our current water and sewer systems generally meet the practical needs of our city today, they limit our ability to meet the challenges ahead.

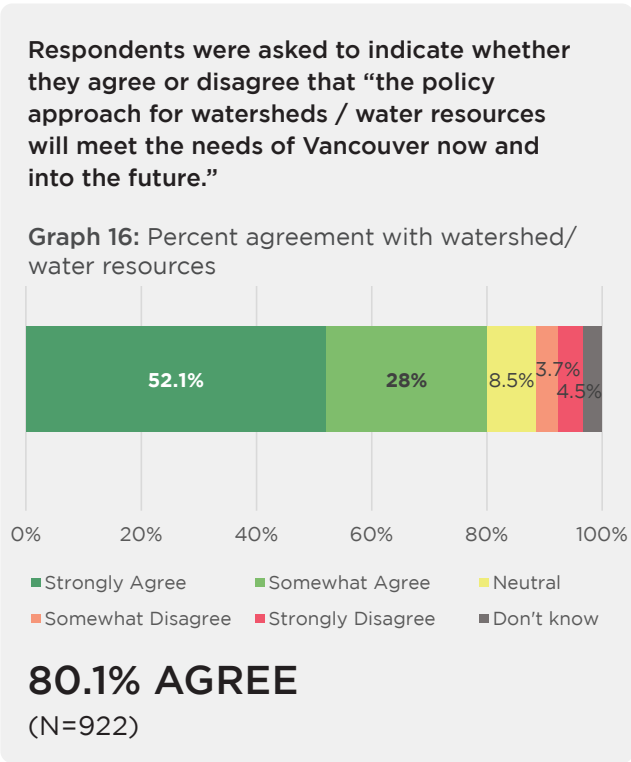
A watershed planning approach recognizes that healthy water systems are important for a thriving urban environment and all forms of water are interconnected.

The Vancouver Plan has three main policy directions for watersheds / water resources:

- 1. Take a holistic approach to managing all our water resources and improving the health of the aquatic environment.
- 2. Manage water on public property to address climate change risks and achieve associated co-benefits.
 - (e.g., enhancing ecosystems and public spaces)
- 3. Manage stormwater and optimize drinking water use on private property.
 - (e.g., supporting green rainwater infrastructure, water-adaptive public spaces, building-scale drinking water conservation)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for watersheds/water resources were “missing anything.” A total of 311 respondents answered this question. The most common responses were:

- Important to restore watersheds, waterways and daylight streams (n=53)
- Like the stormwater plan / promote rainwater storage and collection at private residences (n=43)
- Include water management in building design, and reduce water wastage in private properties – e.g., through education, charges and law enforcement and water meters (n=25)
- Encourage and incentivise grey water recycling and use (n=24)
- Consider restrictions for lawn watering and discourage lawns at private residences (n=18)
- Like the plan for separate sewer system / sewer upgrade (n=16)
- Encourage use of permeable surfaces (n=16)



4.1.6.11 – Food Systems

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.

In Vancouver, the City's role in land use planning and development provides an opportunity to work toward a more just and sustainable food system aligned with principles of resilience, equity, and reconciliation.

The Vancouver Plan has one main policy direction for food systems:

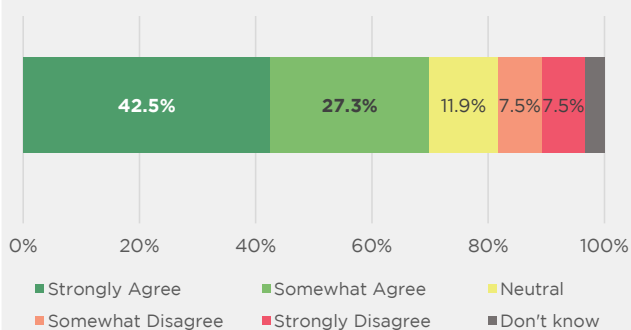
1. Support the development of an equitable and resilient food system.

This means:

- Taking a holistic approach to sustain and grow food supply chains
- Supporting community-based food initiatives in an equitable and resilient way
- Leveraging development to create spaces to celebrate, grow and share food
- Increasing access to food and supporting the local food economy

Respondents were asked to indicate whether they agree or disagree that “the policy approach for food systems will meet the needs of Vancouver now and into the future.”

Graph 17: Percent agreement with food systems



69.8% AGREE
(N=1,020)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the policy directions for food systems were “missing anything.” A total of 431 respondents answered this question. The most common responses were:

Access to food and support local food economy

- Would like more farmers markets (n=84)
- Encourage local grocery stores, diverse food vendors and food carts (n=29)
- Support local farms and protect agricultural land from development (n=23)
- Encourage the prioritisation of locally sourced food (n=17)
- Protect and plant fruit trees and shrubs (n=15)

Spaces to grow and share food

- Against plans for growing food in the city – consider it impractical or unnecessary, and some concerns about the use of pesticides and single use vehicles for food deliveries. (n=54)
- In favour of plans to grow food in the city – e.g., through vertical farming, rooftop gardens and backyards or convert lawns (n=51)

Support Community Food Initiatives

- Like community gardens (n=39)
- Consider other initiatives, e.g., community allotments, community gardens in parks and green spaces, indoor farming, community kitchens and offer grants for community gardens (n=14)

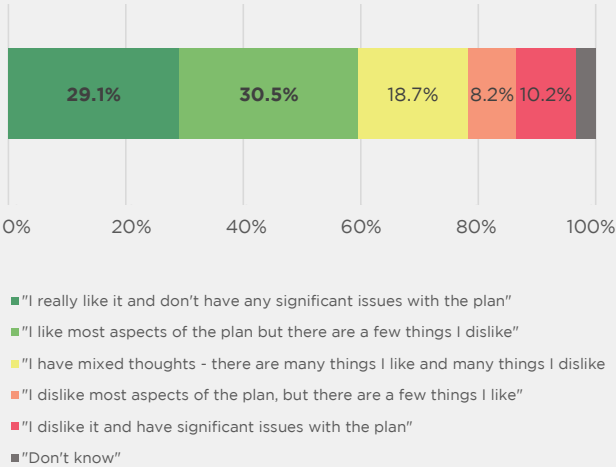
4.1.7 The Overall Plan

The previous questions provided an opportunity for you to weigh in on specific aspects of the Vancouver Plan. Again, we realize it is a lot of information to consider, but we would like to capture your overall opinion of the plan.

Respondents were asked: “Overall, which of these statements best reflects your thoughts about the proposed Vancouver Plan?”

Respondents were asked: “Overall, which of these statements best reflects your thoughts about the proposed Vancouver Plan?”

Graph 18: Percent agreement with overall Plan



**59.6% “REALLY LIKE” OR
“LIKE MOST ASPECTS”**
(N=2,621)



4.2 IPSOS SURVEY

The following section provides a summary of the key findings from the Ipsos poll conducted as part of Phase 4 engagement activities. As noted, the Ipsos poll asked the same agree/disagree questions as the Talk Vancouver survey⁹; however, unlike the Talk Vancouver survey, the Ipsos poll only provided one open-ended question at the end of the survey.

In general, poll results show overall support for the draft Land Use Strategy (including key directions, neighbourhood types and urban design policies) and supporting policy areas, albeit with lower overall values than in the Talk Vancouver survey. In addition, two key observations should be noted:

1. A greater number of respondents in the Ipsos poll selected a middle, or “neutral” response for

the different questions. Where the average middle value in the Talk Vancouver Survey questions was 9%, in the Ipsos poll was 23%.

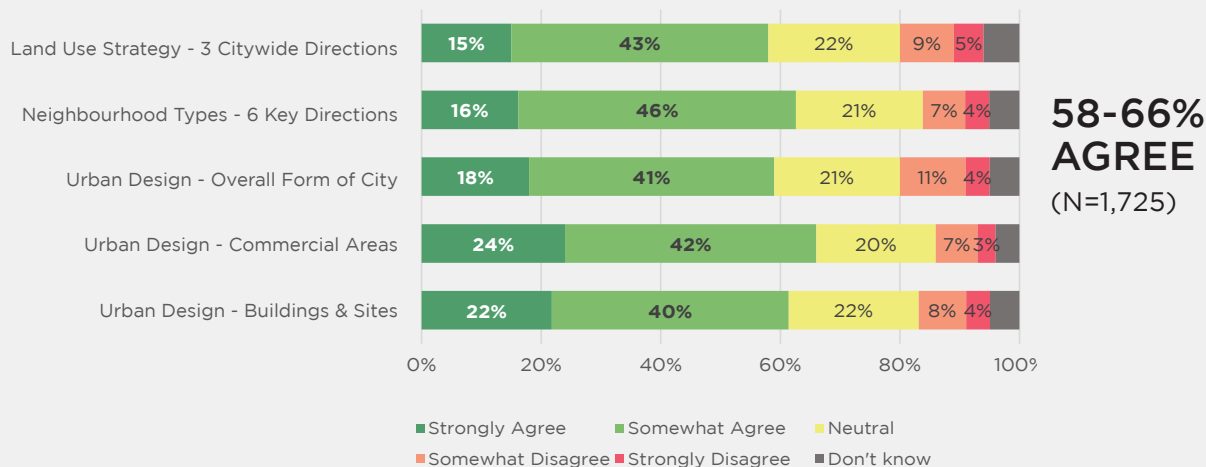
2. A smaller proportion of Ipsos respondents indicated that they somewhat disagree or strongly disagree with the given topics. The average value of disagreement was 13% in the Ipsos survey vs 17% Talk Vancouver. Importantly, in both surveys, the levels of disagreement with given topics remains low – ranging between 8-26% (Talk Van) and 9-22% (Ipsos).

The full wording of each question can be found in section 4.1. A separate report, prepared by Ipsos and outlining their survey findings, is available at vancouverplan.ca.

4.2.1 Land Use, Neighbourhood Types, Urban Design Directions

Between 58-66 percent of Ipsos respondents agreed with the proposed policies outlined in the sections dealing with Land Use Strategy, Neighbourhood Types and Urban Design.

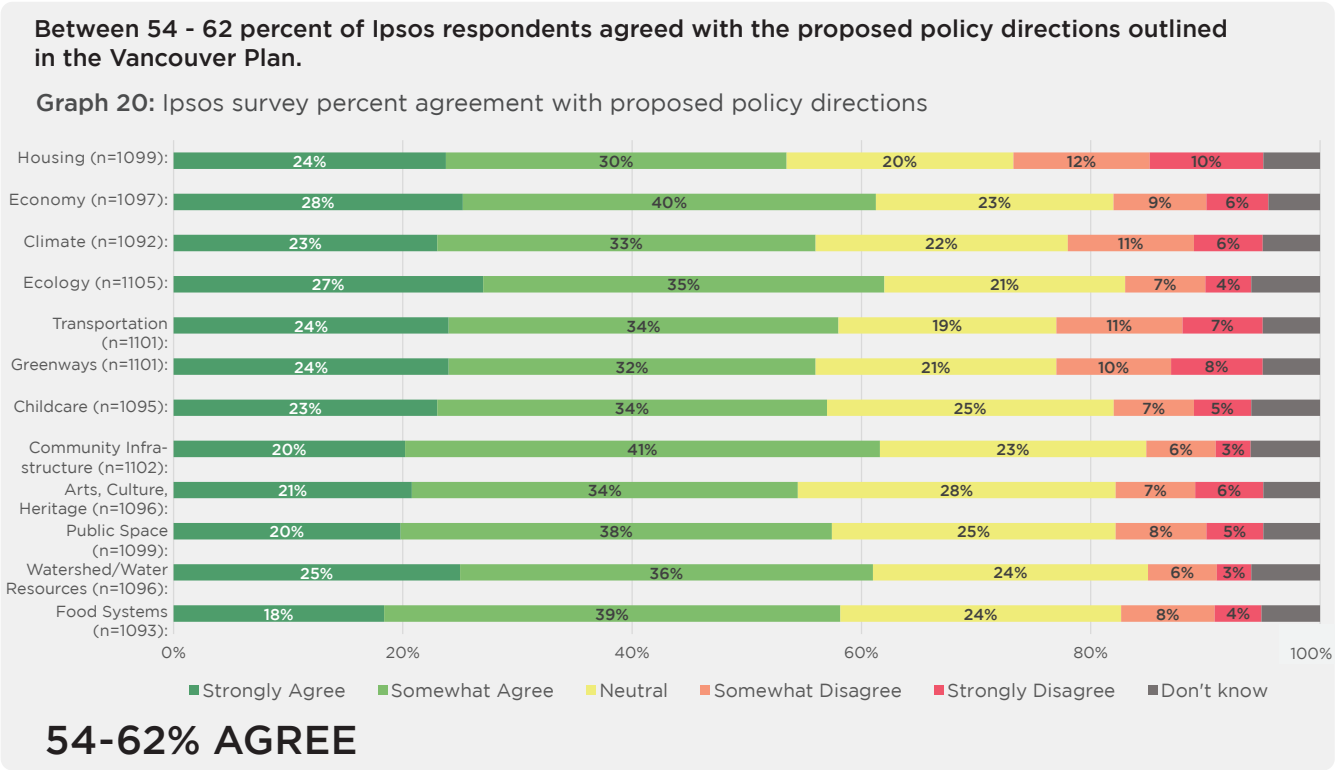
Graph 19: Ipsos survey percent agreement with Land Use Strategy, Neighbourhood Types and Urban Design directions.



⁹ For the two questions on multiplex housing, Ipsos respondents were not given the option of providing their own response under the “Something else” category.

4.2.2 Supporting Policies

Ipsos respondents were randomly assigned seven of the 11 supporting policy areas. The two special topics (multiplexes and greenways) were bundled with Housing and Transportation respectively. Depending on the particular topic, between 54 and 62% of respondents agreed with the proposed directions outlined in the Vancouver Plan.



4.2.2 Special Topic: Multiplex

The multiplex topic allowed participants to share their perspectives on two key design questions. Here, the majority of respondents indicated that they think multiplexes should allow basements (49%) and opposed reduced parking requirements for new multiplex housing (47%). Of note, this latter finding differs from the results of the Talk Vancouver survey, where more participants supported reduced parking allowances.

Participants were asked to choose which of the following statements best described their thoughts on basements in multiplexes.

"I think multiplexes should allow basements"	49%
"I think multiplexes should be built without basements (i.e., above ground)"	28%
"I don't know"	20%
Something else	4%

Table 9 - Percent responses on basements in multiplexes

49% THINK MULTIPLEXES SHOULD ALLOW BASEMENTS
(N=1,099)

Participants were asked to choose which of the following statements best described their thoughts on parking reductions.

"I support reduced parking for new multiplex housing"	29%
"I oppose reduced parking for new multiplex housing"	47%
"I don't know"	18%
Something else	6%

Table 10 - Percent responses on parking reductions in multiplexes

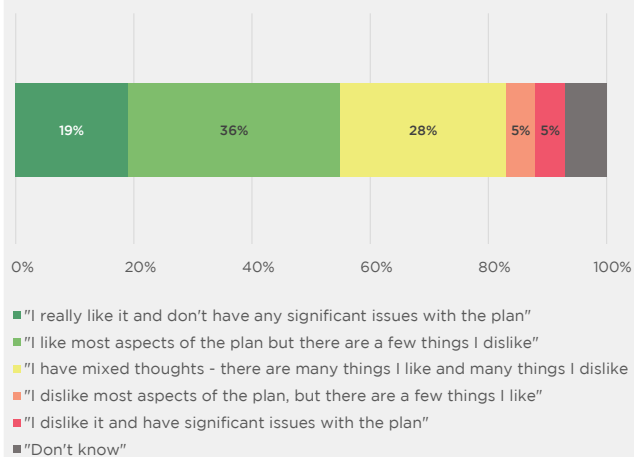
29% SUPPORT REDUCED PARKING
(N=1,099)

4.2.3 Overall Plan

The majority (55%) of Ipsos participants “really like” or “like most aspects” of the Plan. A sizeable number (28%) indicated their thoughts were more mixed. Only 10% of respondents indicated that they dislike most or all of the Plan.

Respondents were asked: “Overall, which of these statements best reflects your thoughts about the proposed Vancouver Plan?”

Graph 21: Ipsos survey percent agreement with overall Plan



**55% “REALLY LIKE” OR
“LIKE MOST ASPECTS”**
(N=1,725)

4.2.4 Additional Comments

At the conclusion of the survey, participants were asked whether they had “any other comments about the proposed Vancouver Plan.” One quarter (25%) of respondents (430 participants) provided a response, and a diverse array of topics were identified. The key topics were:

- Improve housing / affordable housing (7%, or ~120 responses)
- Unsure about feasibility of Plan/how it will be implemented (5%, or ~86 responses)
- Improved transportation infrastructure/traffic/roads/parking (3%, or ~52 responses)
- Increase focus on climate/environment (3%, or ~52 responses)

4.2.5 General Conclusions

The Ipsos summary identifies three key take-aways from the survey:

- Residents generally support the tested elements of the Vancouver Plan.
- While overall agreement with each area is somewhat tempered, relatively few disagree with anything that is proposed.
- One notable exception is the approach to multiplexes, with residents demonstrating an overall preference for allowing basements and against reduced parking.





Phase 4 Weekend information booth, Coal Harbour (Source: Tanya Fink)

4.3 STAKEHOLDER INPUT

City staff held 23 meetings with stakeholder groups, including internal stakeholders (such as City Advisory Groups or the Park Board) and community stakeholder groups (such as local non-profits, neighbourhood associations, developers, business associations and others). Staff also received 55 pieces of correspondence.

Comments and questions covered a wide array of topics, with a considerable number focusing on the relationship between the Vancouver Plan and existing or concurrent policies (including area plans), phasing and priority setting, and how the Plan will be implemented. There were also a number of questions seeking clarification on Plan policy, additional information on key concepts (e.g., multiplex housing), and clarity around how areas would change. While many stakeholder groups supported the draft Vancouver Plan and/or particular topics, questions and concerns were also identified relating to the look and feel of neighbourhoods, affordability, the perceived “boldness” of the plan (i.e. too bold or not bold enough), and the overall livability of the city.

4.3.1 General Feedback from Stakeholder Meetings and Correspondence

Alignment with other Plans and Agencies

- **Alignment with other Plans:** A number of groups, in particular other regional institutional agencies, noted a strong positive structural alignment between the Vancouver Plan and their key policies and frameworks. This included TransLink, Metro Vancouver, Vancouver Coastal Health and the Vancouver School Board. Groups noted the importance of working together to align efforts across the region.
- **Collaborative Partnership:** A number of institutional agencies noted support for collaborative planning and indicated a desire to continue to partner with the City on further projects, e.g., transportation planning, schools, infrastructure.

Affordable and Accessible Housing

- **Additional Housing Opportunities:** Housing and affordability remained one of the key areas of interest in discussions on the plan. Participants from a range of groups sought to understand how new affordable housing opportunities would be delivered through the Plan. There was general support for more equitable distribution of housing across the city, and avoiding displacement of existing renter households. A number of groups stated they would like to see more opportunities for accessible and affordable housing across the city, as there is a critical

shortage now and there will be an even greater shortage in the future as the population grows and ages.

- **Opportunity to Deliver New Social Housing:** There was a general desire to see more flexibility for social and supportive housing projects, so that these can be feasibly delivered in all neighbourhoods. Some stakeholders questioned whether heights and densities could be higher, particularly in the Multiplex Areas, in order to support more social and rental housing in these areas. Other groups questioned the need for increased density and higher building forms.
- **Delivering Affordable Housing:** Staff heard from housing partners that the cost of developing social housing is a significant challenge for the sector. The importance of partnerships with other levels of government and in securing more funding for social housing, as well as income, rental and Persons with Disability assistance programs was reinforced. Non-profit housing providers were highly supportive of opportunities to streamline the development process, stating that pre-zoning is one of the most important actions the City can take.
- **Definition of Affordable Housing:** Some stakeholder groups questioned the City’s existing definition of social housing and stated a desire to see more affordability. There was also interest in understanding how the City is going to prioritize people disproportionately impacted by the housing crises (e.g., seniors, persons with disabilities, low-income artists, Indigenous Peoples and 2S/LGBTQIA+ people).
- **Multiplex Housing:** A number of participants were interested in the Multiplex Areas, in terms of both the definition and the design parameters of the housing typology being explored, and the implementation timeline. Stakeholders were generally supportive of adding more dense and diverse housing options to existing low-density areas. Some groups suggested that the Multiplex Areas should include other forms of missing middle housing (e.g. townhouse and low-rise apartments).
- **Housing and Population Projections:** Some stakeholders sought to better understand how the City has been factoring in anticipated population growth, and how the City will know whether housing needs are being met as the Plan is implemented.
- **Concerns of Displacement:** A number of groups noted concerns about residential displacement and/or ‘renovictions.’ Many people, including seniors, live in older rental apartment buildings that are affordable due to the building age or length of tenancy. Some stakeholders expressed concerns that if these buildings are redeveloped, residents will be displaced with nowhere to go.

There was general support to protect older, more affordable rental buildings, particularly in areas such as the Broadway Corridor.

Long-term Implementation

- **Achieving the Vision:** A number of groups were interested in understanding how the Plan will be operationalized, noting that many components seem aspirational. There were also concerns of its viability given local opposition to change and other factors, such as rising land values. Staff noted that the next step of the process would be to bring forward an implementation strategy with sequencing that will lay out what pieces would be delivered first.
- **Future Council Direction on the Plan:** A number of participants were interested to understand the degree to which future Councils will be able to weigh in on the Plan. Additional questions were raised related to renewing and updating the Plan.
- **Understanding the Implementation Mechanisms:** There was an interest to understand how the Plan could be implemented via regulatory tools, such as an ODP (Official Development Plan). Staff clarified that future implementation work would indicate how growth and change will be phased, identify key implementation tools such as zoning changes and rezoning policies, and that area planning will likely be needed to get to more detailed zoning changes. The Plan intends to make more predictable zoning changes and to make it easier to understand what policies are applicable to an area.
- **Level of Detail on the Maps:** Some participants had specific site questions and wanted to know if a more detailed map was available. Staff noted that this is a land use strategy and the boundaries, like neighborhood centres, are fuzzy on purpose, as more detailed work is required.
- **Achieving Equitable Results:** Some participants expressed concerns that, while they liked the proposals, policies alone will not guarantee equitable results. There was a desire to understand how the foundational principles can guide the prioritization of future planning and investment as part of the next step of the implementation strategy.
- **Neighbourhood Hierarchy:** Some participants wanted to understand how the neighbourhoods on maps align with existing neighbourhood centres and retail areas. Staff explained that the Vancouver Plan sets a citywide structural vision for the city in terms of different scales of neighbourhoods and that future, more detailed area planning will ensure attention to the local context.
- **Neighbourhood Character and Heritage:** A few groups raised questions about the impact of the Plan on the current look and feel of neighbourhoods. Others wanted to understand how heritage, including both tangible and non-tangible assets, would be managed through the Plan.



Phase 3 Pop-up Plus Session, Strathcona Community Centre (Source: Jaidhi Gohil)

Transportation Alignment

- **Integrating Land Use and Transportation:** A large number of groups commented how they were glad to see the land use and transportation alignment as a key part of the land use strategy and the future growth of the city. Some were curious to understand the transportation mode being proposed for the 41st /49th Avenue corridor. Staff note that this has been identified as a high-capacity corridor, and that the City is working with TransLink to study this further.
- **Transportation Issues:** Some groups were interested to know whether the Plan addressed transportation, traffic or accessibility issues. Staff noted that these are big considerations of the Plan as it looks to focus density near rapid transit.

Community Plans Integration

- **Aligning with Community Plans and Other Policies:** A number of groups were interested to understand how the Plan aligns with the more recent community plans and what impact it might have on them. Staff will be looking at all the plans and policies but that the Vancouver Plan would complement, not supersede the more recent community plans and that modifications may be needed.
- **Integrating with the Broadway Plan:** A number of groups sought information as to how the Vancouver Plan and the Broadway Plan are aligned. The two projects are proceeding in tandem; however, in general, the Broadway Plan provides more area-specific detail, whereas the Vancouver Plan provides a more high-level, city-wide focus.

Supporting Neighbourhood Commercial Space and Retail

- **Supporting Local Businesses:** Stakeholder participants noted general support for economic policies laid out in the draft Plan; however, a number expressed a desire to see more support for businesses across all neighbourhoods and fine-grained retail in commercial areas. It was noted that certain parts of the city are seeing a high level of businesses close due to unaffordability of commercial space. In general there was support for that distributing new housing (i.e. development opportunities) off of existing commercial streets will help take the pressure off arterials and lead to less commercial displacement.

Protecting Industrial Lands and Goods Movement

- **Employment Lands:** There was general support for protecting industrial lands. While the Vancouver Plan seeks to modernize employment

land policies, increased flexibility should not allow residential uses on industrial lands with exclusive employment opportunities.

- **Industrial Lands and the Ecology Vision:** A small number of groups asked for clarification about the ecology overlay in the industrial lands, noting that some of Vancouver's key job spaces were located in areas of flood risk and that there is a need to build resilience into infrastructure.
- **Goods Movement:** There was strong support of the continued recognition of the port and the importance of goods movement. The viability of rail corridors and truck routes for commercial and industrial goods movement needs to be ensured.

Ecological Vision and Green Space

- **Achieving the Ecological Vision:** Many groups recognized that the Plan includes a bold ecological vision and were interested in understanding how it might be achieved. Several implementation approaches were identified, including opportunities in City-owned parks, or through the reallocation of road space, or through land acquisition. This is a long-term approach in the expansion of the greenways.
- **Balancing Density and Parks:** Some participants wanted to know whether the Plan identifies enough new park and open space areas to accommodate the new population and density being accommodated.

Engagement

- **Short Engagement Period:** Some groups felt the engagement period in Phase 4 was short and that additional time for review would be helpful.

4.3.2 Key Topics – Council Advisory Committees

The following is a summary of the questions and comments posed at key sessions.

Council Advisory Committees, Heritage and Design Panels – Session 1

April 11, 2022

Children, Youth and Families Advisory Committee (*), Women's Advisory Committee (*), Transportation & Accessibility Sub-Committee, Urban Indigenous Peoples Advisory Committee (*), Civic Asset Naming Committee, Arts and Culture Advisory Committee, Vancouver Food Policy Committee, Seniors' Advisory Committee (*), Persons with Disabilities Advisory Committee and Accessibility Task Force (*), 2SLGBTQ+ Advisory Committee (*), Renters' Advisory Committee (*)

Key Topics:

- **Climate Solutions:** Interested in understanding what climate solutions mean at a local level.

- **Reconciliation:** Interested in understanding how Reconciliation will be visible through the Plan and how the City has been working with the Nations to achieve this.
- **Retail Mix:** Concerned about the retail gentrification in the neighbourhoods.
- **Long-term Implementation:** Concerned about how enabling policies would achieve equitable results and help us determine where to prioritize investment.
- **Affordable and Accessible Housing:** Interested to understand how the City will measure affordable housing, both in terms of supply and accessibility. There is a critical shortage (current and projected) of affordable and accessible housing; expressed support for multi-generational housing; encouraged the City to review the definition of affordable housing.
- **Inclusion:** Pleased to see a fair amount of change in this version of the draft plan and recognized that Vancouver has a significant and growing ageing community; interested in understanding whether any gender-based analysis has been undertaken.
- **Aligning with other Plans:** Wanted to know how the Vancouver Plan aligned with other community plans and policies, including the Broadway Plan.

Council Advisory Committees, Heritage and Design Panels – Session 2

April 19, 2022

Vancouver City Planning Commission, Urban Design Panel, Transportation Advisory Panel, Vancouver Heritage Commission, Gastown Historic Area Planning Committee, First Shaughnessy Advisory Design Panel

Key Topics:

- **View Cone Policy:** Sought clarity on how the Vancouver Plan supports the established View Cone Policy.
- **Retail Space:** Concerned that in certain parts of the city there is high level of turnover due to unaffordability of commercial space.
- **Need for Park Space:** Asked questions about how the Plan will identify new park and open space areas to accommodate the new population and density coming in.
- **Broadway Plan:** Asked questions about how the Vancouver Plan and Broadway Plan would align.
- **Multiplex Housing and Livability:** Asked questions about how this multiplex housing would be serviced; expressed some accessibility concerns for housing options without elevators; made suggestions around minimum unit sizes for more livable units and to increase the livability for families in higher building forms.
- **Population Growth:** Asked questions about how we are tracking the influx of people into the city and their demographics.
- **Future of Work:** Asked questions about how

the Plan will address concerns regarding job automation and the replacement of entry-level labour jobs.

- **Cultural Neighbourhoods:** Expressed concern that neighbourhoods should have cultural amenities, like opportunities to see live music.
- **Bold Vision:** Suggested that the Plan needs to be bold and the City should ask for ten times the amount of things they think will be achieved.

Renters Advisory Committee (*)

April 20, 2022

Key Topics:

- **Council Direction and Implementation:** Interested to understand how the next Council will be able to shape the Plan if approved; expressed a desire to better understand how the Plan will be implemented across all neighbourhood types and how areas of the city will be prioritized.
- **Neighbourhood Types:** Interested to understand the difference and reasoning for Neighbourhood Centres and Transit Areas on the maps. Requested clarification on the multiplex design parameters; interested to see how feasible it would be on single-family lots. Expressed desire to see Village and Multiplex Areas combined and to allow up to six storeys everywhere enabling rental and social housing in these areas.
- **Affordable Housing in other parts of the City:** Requested to see more modular supportive housing and social housing across the city, outside the DTES; called for assertive renter-tenancy laws.
- **Indigenous Land Trusts:** Encouraged the exploration and inclusion of Indigenous Land Trusts.
- **Community Plans and Development Process:** Questioned the role of the Plan in larger context of community and area planning. Expressed general support for the Vancouver Plan to reduce the need for rezonings and to simplify the development system.
- **Environmental Assessment:** Sought to better understand how the Vancouver Plan considered carbon emissions in determining different ways to grow; supported more housing in the city as it supports reduced emissions from commuters and is better for the region.

Children, Youth and Families Committee (*)

April 21, 2022

Key Topics:

- **Overall draft Vancouver Plan:** Expressed general support for the draft Plan; asked questions related to implementation of policy; expressed desire to see accessibility and universal design more prominently.
- **Equity Commitments:** Concerned about how child and youth voices will be included in future land use and planning activities.



Phase 2 Conversation Kit Mapping Activity
(Source: City of Vancouver)

- **Housing:** Expressed general support; encouraged stronger commitment to ensure multi-family housing is appropriate for children and youth (specifically the inclusion of outdoor and play space).
- **Transportation:** Expressed general support; encouraged more references to children and youth as a specific user group; expressed emphasis on safe routes to schools.

Chinatown Legacy Stewardship Group (*)

April 12, 2022

Key Topics:

- **Affordability:** Questioned the distribution of low-density multiplex opportunities; expressed concern about loss of affordable rental walk-ups, particularly in Broadway Plan area.
- **Heritage:** Concerned about heritage deconstruction (e.g., Fairmont Building) and the process for salvaging heritage materials and loss of older buildings.

4.3.3 Key Topics – Vancouver Board of Parks and Recreation

Vancouver Board of Parks and Recreation

May 2, 2022

Key Topics:

- **Sustainability:** Questioned how the City will achieve the ecological vision; interested to understand how the expediting of sewer remediation works was progressing; interested to understand the planning for our industrial lands, which are the most at-risk for flooding.
- **Community Plans:** Expressed support for the direction of the Plan and interested to understand how it integrates with the some of the more recent community plans; interested to understand how the Plan might impact vacant sites similar to the one to the south of the Cambie Street Bridge.
- **Retail:** Interested in understanding how the Plan will support community-based businesses.

4.3.4 Key Topics – External Stakeholder Organizations

Urban Development Institute

April 7, 2022

Key Topics:

- **Multiplex Definition:** Sought clarification on the definition of multiplex; staff clarified that it is up to six units on a single lot.
- **Engagement Period:** Not opposed to tight schedules but expressed concerns around length of engagement period.
- **Impact on Rezoning:** Questioned how this Plan will be used in implementation and be turned into a rezoning policy.

- **Building Design Specifics:** Concerned that the Plan does not contain specifics of the built form.
- **Implementing Higher-Level Directions:** Interested to understand how some of the other policy directions integrate into the Plan.
- **Inclusion of Housing Targets:** Requested that the City include housing targets in the Plan.
- **Multiplexes and affordability:** Expressed a desire to go further with new housing opportunities in Multiplex Areas.
- **Greenways:** Sought clarity on how the greenways will be created.
- **Residential in Industrial Lands:** Noted that there is a ban on residential in employment lands; however, the Metro RGS allows residential within 200 metres of stations.

Regional Associates

April 11, 2022

Session included: BC Housing, BC Hydro, Greater Vancouver Board of Trade, Destination BC (Formerly Tourism Vancouver), Emily Carr University of Art and Design, FortisBC, Metro Vancouver, TransLink, University of British Columbia, Vancouver Airport Authority, Vancouver Coastal Health, Vancouver Economic Commission, Vancouver Fraser Port Authority and Vancouver School Board.

Key Topics:

- **Plan Alignment:** Expressed broad support for the Plan, particularly the alignment of the transportation and economy, support for growth and transit-oriented focus; liked how the Plan provides more predictability for neighborhoods. Many institutional agencies

would like to continue to partner with the City on implementation; suggested that the City does not enable excuses for limited change as Vancouver is one of the lowest density cities in Canada.

- **Formalized ODP:** Sought clarity about the timeline to produce the ODP and higher resolution maps.
- **Industry and Goods Movement:** Interested to understand how the City would protect goods movement, retain industrial lands, and align the industrial and ecological visions.
- **Health Benefits:** Suggested that the City should highlight its framework for urban health, consider stronger linkages to equity-denied groups, promote the role of public spaces and civic facilities in emergency response, and childcare.
- **Adjacent Jurisdictions:** Suggested that the City recognize adjacent jurisdictions more in the Plan (e.g., in the maps, school planning, etc.).

Economic Stakeholders (Employment Lands and Economy Review and others)

April 12, 2022

Key Topics:

- **Land Use Strategy:** Sought clarity on how the Plan is prioritizing high streets and commercial hubs; questioned how the Marine Drive Special Study area appears on the map.
- **Equitable Housing:** Expressed support for equitable housing in other parts of the city; suggested that it appears that only high-density housing is proposed only in the DTES and Downtown; questioned the housing tenure being proposed.
- **Industrial Areas:** Suggested that industrial policies should include the circular economy and green jobs as a key to inclusive employment; recommended the inclusion of a fourth principle around a strong economy.
- **Integration with other Plans:** Interested to understand how the Vancouver Plan integrates with the Employment Lands and Economic Review (ELER) work; questioned how the policies in this new Plan will be integrated/reconciled with existing plans; questioned how existing policies will be integrated in the implementation phase.
- **Working with Partners:** Asked whether investment in transit will be a requirement for the Vancouver Plan; questioned whether it aligns with TransLink's regional goals and building transit as areas develop; interested to understand how the City have been working with Metro Vancouver in terms of their pending long-term growth plan.
- **Land Speculation:** Asked about what sort of tools during implementation phase will be used to stop upwards pressure on land prices.
- **Climate Change:** Liked the focus on climate change but would like to see direct references to mitigation.



Phase 4 draft Vancouver Plan Poster
(Source: Megan Kaptein)



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

BIA (Business Improvement Association) Partnership

April 13, 2022

Key Topics:

- **Commercial Affordability:** Sought clarity on whether affordability includes commercial affordability as well.
- **Industrial Lands:** Asked about whether there a growth plan to zone/create more industrial lands; inquired whether there are plans to locate more industrial lands along rail and shipping routes, and create more transit hubs near industrial jobs.
- **Green Spaces, Larger Park-like Spaces:** Asked whether there is there a plan to grow the softscape green space (not bike lanes or hardscape plaza/mini parks).
- **Low-income/social housing:** Expressed interest in more details around location planning for low income/social housing.
- **Existing Community Plans:** Asked about which point in this process the City will need to look at integrating the existing community plan (e.g., the DTES Plan); questioned how the BIAs will be involved in shaping this integration process and the overall implementation plan; asked if the Vancouver Plan will supersede existing community plans.

- **No residential in Industrial:** Expressed support for no residential uses in industrial areas.
- **Citywide Funding:** Asked about whether community amenities will be funded on a city-wide basis, or if it is contingent on what is happening in the individual communities.
- **Rezoning:** Questioned whether the adoption of this Plan will stop the one-off rezonings and actions that occur without consideration of area plans.

Environmental and Sustainability Organizations

April 14, 2022

Key Topics:

- **Multiplex Areas:** Asked how the City will ensure multiplex zoning stays at the core of the work during implementation.
- **Support for the Plan:** Expressed overall support.
- **Current Climate Issues:** Found the Plan to be future-focused. Interested to understand how it impacts the climate right now; asked how the City will avoid gentrification as a side effect with the greenways.
- **Equitable Active Transportation:** Asked about how the City will ensure active transportation network and prioritize underserved communities as it builds out things like greenways.

Intergovernmental Roundtable Groups (incl. other municipalities and regional organizations)

April 21, 2022

Key Topics:

- **Plan Implementation:** Discussed phasing components including sequencing of infrastructure, transit delivery; servicing, coordination with transportation upgrades over time, and the differential in school and community centre capacity.
- **Industrial Lands:** Expressed support for the emphasis on the importance of industrial lands, including the modernization, intensification and expansion of industrial areas.
- **Housing Affordability:** Interested to understand the terminology around housing and the relationship to federal programs, including funding programs for social housing; staff explained that the Housing Vancouver Strategy details the relationship to regional needs and approaches.

Vancouver District Parent Advisory Council (DPAC)

April 21, 2022

Key Topics:

- **Reconciliation:** Asked about the relationship of the Plan to Heather Lands, Jericho, Seḥákw.
- **Schools:** Asked about how schools were being incorporated into the Plan policies; suggested that the population projections could highlight the need for more schools; enquired about the relationship between Vancouver Plan and

VSB Long-term Facilities and operational plan; concerned with the condition of some schools, including seismic upgrades to schools and school closures.

- **Equity:** Questioned the provision of amenities; access to greenspace; resilience and impact of shocks and stressors.
- **Housing and Building Form:** Asked about building heights along with the delivery of amenities in tandem with growth; mentioned their concern around displacement, along with the need for supportive and affordable housing; asked about the role of co-ops; discussed the need for housing for intergenerational families along with the requirements for multifamily housing; discussed the relationship between seismic upgrades and accessibility requirements.
- **Engagement Process:** Expressed the importance of ensuring input from residents; expressed support for DPAC engagement.
- **Ecological Vision:** Shared support for the greenways and open space.

Real Estate Board of Greater Vancouver

May 5, 2022

Key Topics:

- **Area Planning:** Discussed future area planning; sought clarity on the relationship between the Vancouver Plan and recently approved and ongoing plans including Broadway Plan, False Creek South Plan, Waterfront Hub and Rupert-Renfrew Station Area Plan.
- **Transportation:** Asked about the role of 41st/49th Avenue corridor for transit and the potential future development in this area; asked about other bus rapid transit opportunities across the city.
- **Complete Neighbourhoods and Active Transportation:** Inquired about how the Arbutus Corridor was being reflected in the Plan; asked about the proposed changes to greenway network.
- **Greenspace:** Asked about the plans for stream daylighting and rainwater management.
- **Development process:** Expressed concerns about obstacles to development; asked for an update of the review of development process; asked for an update on the City-initiated C-2 zoning for rental; asked about how DCL and CAC would change as a result of the Plan, in particular within the Broadway Plan area.
- **Social Housing:** Asked about locational considerations for social housing across the city.
- **Multiplex Housing and other Missing Middle:** Asked whether there would be areas for fee-simple row housing; townhouses; enquired about the minimum frontage for multiplexes.
- **Office and Retail Space:** Inquired about the proposed potential incentives to create more office and retail space as part of complete neighbourhoods; asked about how some of the ideas from the Employment Lands and Economy



Phase 3 Engagement Materials
(Source: Tanya Fink)

Review would be brought forward through the Plan, including the need to grow our retail/commercial supply.

4.3.5 Key Topics – Neighbourhood Resident Associations

Neighbourhood Resident Groups – Session 1

April 20, 2022

Key Topics:

- **Complete Neighbourhoods:** Sought clarity on how the Plan defines complete neighbourhoods.
- **Maps and Illustrations:** Asked about the characterization of building types.
- **Proposed Land-Use and Building Forms:** Expressed concerns about relationship to growth projections, building heights and changes in low-density areas; questioned how the City will ensure growth will take place in an equitable fashion.
- **Neighbourhood types:** Sought clarity on overlapping neighbourhood ‘types’; asked about the relationship between shopping areas and transit areas; asked about how their boundaries would be defined during implementation; sought more definition about how areas like Jericho and Kitsilano would change with regard to transit; highlighted that False Creek South is a distinct part of the Metro Core.
- **Implementation:** Expressed the need to ensure the Plan has “teeth”; suggested a structured decision-making process to guide implementation; called for more transparency around decision-making.
- **Relationship to Existing and Proposed Neighbourhood Plans:** Sought clarity on the

connection to the Broadway Plan; expressed concern around Broadway directions with regard to building heights, the potential for displacement, controls around affordability; sought clarity on Jericho planning boundaries and integration with recently approved plans; sought clarity on the connection with the future False Creek South planning process.

- **Economic Policies:** Concerned about local production and the loss of industrial lands; expressed the need to support local workers.

Neighbourhood Resident Groups – Session 2

April 21, 2022

Key Topics:

- **Connection to Existing and Proposed Neighbourhood Plans:** Asked for clarification on the relationship between Vancouver Plan and Broadway Plan; False Creek South planning process, and previous neighbourhood Vision policies, including Dunbar.
- **Neighbourhood Types:** Asked about the relationship of the Plan to existing neighbourhoods; asked about the representation of distinct neighbourhoods (e.g. Upper Kitsilano) and what changes were being proposed (e.g. neighbourhood centres transit area, proposed building types, etc.); expressed concern that the variability within each areas was not apparent; expressed concern that typological approach homogenizes existing neighbourhoods; highlighted importance of local context.
- **Watershed Planning:** Sought clarification on the relationship in the Plan to False Creek area and the broader blue-green network.

Phase 3 Young Planner Design Studio
(Source: ELK Planning)



- **Land Value:** Inquired how the City will deal with the rising cost of land; sought clarity on implications for Plan implementation; noted the relationship to infrastructure planning.
- **Foundational Principles:** Expressed the importance of the role of livability and affordability; supported the connection to Reconciliation, Equity, and Resilience.
- **Plan Implementation:** Asked about the impact of the Plan on future rezoning policies; noted that there is a legacy of past rezoning and land-use planning; asked about the role of CACs to support local neighbourhoods; asked about the opportunity for incrementalism and phase implementation; concern about speculation and about spot rezonings.
- **Engagement Process:** Expressed the importance of involvement by neighbourhood associations in current and ongoing planning engagement processes.
- **Housing and Building Types:** Concerned about higher buildings (in particular tower forms), missing middle housing, and land assemblies; expressed importance of ensuring family-friendly housing is accessible for all people, including those with disabilities and seniors; concerned about displacement of renters and lack of tenant relocation supports.
- **Local Economy:** Expressed desire for local stores instead of corporate chains; reiterated the importance of ensuring access to daily needs (such as greengrocers).

4.3.6 Key Topics – Equity-Serving Organizations and Groups

A special emphasis in the stakeholder sessions was put on connecting non-profit organizations who serve equity-denied groups. As noted above, outreach included meetings with Council Advisory Committees and City-initiated groups who represent a variety of communities, including youth, seniors, women, urban Indigenous, racial and ethno-cultural groups, persons with disabilities, people experiencing food insecurity and others.

In addition, staff also met with various non-profit organizations who work with equity-denied groups. For these sessions, a similar approach was taken involving a presentation and series of discussion questions. Key themes raised included: the need for more affordable housing, more equitable and effective community engagement, overcoming the gap between different neighbourhoods and their access to services and amenities, and accountability. The impacts of growth and change on disproportionately impacted residents – including displacement and rising land values – were also a matter of significant concern.

Specific feedback from the key stakeholder meetings is outlined below:

Non-Profit Housing Providers

April 12, 2022

Key Topics:

- **Multiplexes Direction:** Sought to understand if the Multiplex Areas the same idea as the Mayor's project about six-plexes; called for the density proposed to be higher to support more affordable housing.
- **Transportation Issues:** Questioned how the Plan would address transportation and traffic issues.
- **Affordable Housing Partners:** Expressed support for the City to work with other partners to develop affordable housing, especially for the bottom half of the affordability spectrum; expressed concern that if funding is not there for redevelopment, some sites might languish.
- **Community Plans:** Interested to understand the relationship between the Plan and the hierarchy of other community plans, especially the support of social housing (e.g., South False Creek).
- **Enabling Six-Storey Units for Social Housing:** Expressed a desire to have additional implementation policies that allow up to 6-storeys for social housing in key zones (i.e., not rezoning) to support financial and construction feasibility.
- **Social Housing Definition:** Concerned that existing definition of affordable housing is unclear, and creates problems.
- **Financial Viability:** Noted that even with freehold land, it is becoming difficult to develop anything below market (financing is thin); additional approaches are needed for investment into social housing.
- **Property Taxes:** Mentioned that an increase in property taxes decreases the cash flow available for projects, especially in the first few years. This is potentially a missed opportunity for funding future investment in affordable housing.

Non-Profit Organizations (NPOs) Meeting

April 12, 2022

Key Topics:

- **Services and Amenities:** Some participants wanted to know whether the Plan provided details on the provision, prioritization and future location of amenities and services.
- **Difference between Outcomes of CityPlan and the Vancouver Plan:** It was noted that many of the directions in the Vancouver Plan are similar to the earlier CityPlan, which took a long time to develop and limited development. They wanted to understand how the Vancouver Plan would do better.
- **Discrimination for Sex Workers and Accessing Housing:** A participant noted that they would like to see changes to land use policies and regulations that have caused the exclusion of sex workers in the past and an increase in access to housing for sex workers going forward.

- **Conflict between Citywide Plans and Priorities in Local Planning:** There was a question about how priorities would tie into local planning regulations when they conflict with the larger goals. For example, they recognize that density is needed but questioned how the Plan will allow the building of mixed-use communities when most commercial areas are on car-dependent roads.
- **Need to Include Youth:** Some participants noted the Plan lacks substantive language relative to youth – both stable and vulnerable youth.
- **Conflict between Car-dependence and Complete Neighbourhoods:** There was a comment that it will be hard to build mixed-use, complete neighbourhoods when most commercial space is on car-dependent roads
- **Engagement process:** Asked about the legacy of Navigator process and how the inputs received show up in the Vancouver Plan; asked about the approach to public engagement and accessibility for Phase 4 and as the Plan is rolled out (particular interest in translation of materials); expressed support for a continued equity focus during engagement in future phases, including planning for children and youth, digital literacy and accessibility (e.g. for engagement materials); advocated for the need to adequately resource engagement activities to ensure participation of equity-denied groups; City staff mentioned the role of Chief Equity Officer in the City and how this work was progressing.
- **Transportation:** Enquired about the prioritization of role of active transportation (bike lanes and walking) versus commuting via other means (South Van has a high proportion of car commuters); asked about transportation options for working class commuters and workers; enquired about the alignment to TransLink's regional planning and whether it would be rapid bus on 41st/49th Avenue
- **Affordability:** Expressed concerned about the rising cost of living and cost of housing.
- **Housing options for people experiencing homelessness:** Expressed concern with the increasing numbers of visible homelessness, as well as those in a precarious state and at-risk of homelessness.

Community Navigators Meetings Neighbourhood House Community Navigators – Session 1 and 2 (*)

April 18-19, 2022

As part of earlier phases of the Vancouver Plan, the City developed a “Community Navigator” and “Scenario Navigator” program with a number of Neighbourhood Houses and non-profit organizations. These organizations worked with equity-denied groups and helped to facilitate their participation in the overall planning process. During Phase 4, City staff met with some members of these groups to share the draft Plan and seek feedback. An overview of the comments received is presented below.



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

4.4 EQUITY-FOCUSED POP-UP EVENTS

In Phase 4, several pop-up events were held around the city in order to raise awareness of the Draft Plan. Two of these events featured specially designed content, and were designed to gather feedback from community members. An overview of key findings from these events is outlined below.

DTES Resident Session - Carnegie Centre - Drop-in

April 20, 2022

Key Topics:

- **Foundational Principles (Reconciliation, Equity, Resilience):** Expressed support for Reconciliation, Equity, Resilience, which was seen as very important to our future work in local government. Agreed that we need to pay attention to them as they are a benefit to the city; expressed support for more opportunities for connection and collaboration (i.e. avoid division, exclusion, discrimination, and classism); expressed support for the care for future generations and keeping heritage and culture alive, along with building resilience against shocks and stresses.
- **Equitable Housing and Complete Neighbourhoods:** Expressed support for more affordable, suitable and adequate housing across the city; expressed support for more complete neighbourhoods with access to transit, washrooms, showers, garbage cans, green space; highlighted the need for more safety.

- **An Economy that Works for All:** Endorsed more inclusive job and training opportunities and support for small business and industrial areas.
- **Climate and Restored Ecosystems:** Expressed support for more trees, greenspace, climate protection and conservation, along with support for more public transit and less pollution.
- **Engagement Process:** Encouraged staff to provide better notification about city planning – all the content must be shared equally; suggested that planners need to explain their decisions and what the Plan means for everyday DTES residents; included a request for more multicultural information; noted an appreciation for the staff coming to the community and sharing information.

Cedar Cottage Neighbourhood House – Drop-in community information session

April 27, 2022

Key Topics:

- **Civic Facilities:** There were a number of questions about how the Plan might impact civic facilities like the Cedar Cottage Neighbourhood House redevelopment.
- **Parks:** There were questions about how the City is working with the Park Board and the long-term maintenance of outdoor facilities (e.g., the recently upgraded Brewer's Park).
- **Resilience:** Some attendees asked about the resilience approach within the Plan and what that might mean for their neighbourhood



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

4.5 YOUTH WORKSHOPS AND SURVEY

Each phase of Vancouver Plan public engagement has featured activities and programs designed to prioritize and advance equity through the inclusion of equity-denied or traditionally under-represented communities, including children and youth. Phase 4 activities included:

- Youth Information Sessions (14 Sessions; 233 participants)
- Youth survey (213 participants)
- Young Planners Program Youth Facilitator Information and Wrap-Up Session (10 participants)
- Post-secondary partnership with City Studio/Langara College (20 participants)
- Two in-classroom sessions at Eric Hamber Secondary School (48 participants)
- Young Planners website with a range of educational materials and activities (275 page views)

4.5.1 Youth Workshops and Survey

Phase 4 included 14 youth-focused information sessions with 233 participants. As in previous phases, the Vancouver Plan partnered with Community Centres, and Neighbourhood Houses to deliver these in-person sessions, with youth staff at partner organizations providing important logistical and operational support.¹⁰

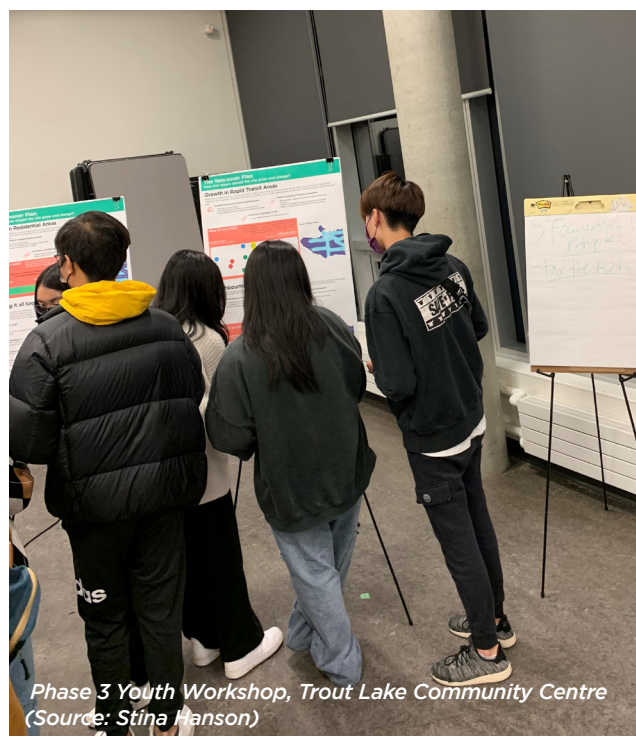
Information sessions included an overview of the Vancouver Plan public engagement process and a presentation on the draft Vancouver Plan highlighting the 2050 Vision and Land Use Strategy (including the Urban Design Vision and corresponding policies), along with a recap of the three Big Ideas.¹¹

The group discussion portion of each session was more open-ended in nature, and participants were invited to share feedback and questions on the topics that were of most interest. In some instances, other engagement activities were also used.¹²

In addition to group discussion, each information session included time for participants to complete the youth survey.

A number of topics were prominent across several information sessions:

- **Housing:** The availability and affordability of housing; relationship of new housing to existing neighbourhoods; multiplex housing
- **Transportation:** In particular, the role of rapid transit on Broadway and 41st/49th Avenue Corridor
- **Ecological Vision:** Support for open space and ecological vision; impact and concern around climate change
- **Equity and Indigenous Decision-making:** Support for the directions that strengthen equity and reconciliation.



¹⁰ In two instances scheduling conflicts required staff from the South Vancouver Neighbourhood House, an organization that has been involved in the process since Phase 1, to run the Information Session. Vancouver Plan staff provided a detailed facilitation guide, activity description, and session materials and also held a mini-training session with Neighbourhood House Staff.

¹¹ Phase 3, *Policy and Land use Ideas*, focused on the Three Big Ideas, which allowed these sessions to focus on concepts, particularly urban design, which were new and unfamiliar to many session participants.

¹² A Though all organizations had participated in a previous phase of Vancouver Plan public engagement, some specific programs were new to the project. For these sessions the introduction included additional information about the Vancouver Plan, results from previous phases of engagement and a neighbourhood drawing activity. The drawing activity incorporated the "Official Urban Design Sketchbook", a customized sketchbook that has been part of the Vancouver Plan child and youth engagement program since Phase 1. Over 900 sketchbooks have been distributed to Young Planners program participants so far.

Key Topics from individual sessions are outlined below:

South Vancouver Neighbourhood House (Session 1)

April 4, 2022

Key topics:

- **Housing:** Support for housing affordability.
- **Neighbourhood Centres:** Support for proposed Neighbourhood Centres (in particular Victoria Drive).

Kitsilano Community Centre Youth Council

April 5, 2022

Key Topics:

- **Housing:** Concern for future housing affordability and whether the draft Plan can make a difference; tension between preserving neighbourhood character and the need to increase housing options and diversity.
- **Transportation:** Questions around future congestion pricing; transportation options and support for transit expansion like the Broadway SkyTrain.

South Vancouver Neighbourhood House (Session 2)

April 8, 2022

Key Topics:

- **Housing:** Support for policies that try to improve affordability.

False Creek Community Centre Jr Youth Council

April 8, 2022

Key Topics:

- **Broadway Plan:** Questions around the Broadway Plan and further SkyTrain development.
- **Neighbourhood Amenities:** Desire for more amenities in the neighbourhood (e.g., a pool and ice rink).

Trout Lake Community Centre Youth Council

April 8, 2022

Key Topics:

- **Housing:** Questions around housing affordability and the draft Vancouver Plan housing policies.
- **Youth Employment:** Concern that the Plan is missing a reference to youth employment opportunities.

Champlain Heights Community Centre Youth Volunteer Orientation

April 9, 2022

Key Topics:

- **Transit:** Support for future rapid transit proposed for South Vancouver.

- **Ecological Vision:** Support for new green spaces and the Ecological Vision,
- **Affordable Housing:** Support the need for housing policies focused on affordability.

South Vancouver Neighbourhood House (Session 3)

April 9, 2022

Key Topics:

- **Ecological Vision:** Support for the Ecological Vision.
- **Housing:** Housing issues and understanding housing diversity.

South Vancouver Neighbourhood House (Session 4)

April 11, 2022

Key Topics:

- **Reconciliation:** Support for Indigenous decision-making.
- **Ecological Vision:** Support for the Ecological Vision and climate change-related policies.

Marpole-Oakridge Community Centre Youth Council

April 13, 2022

Key Topics:

- **Transportation:** Concern that the transportation improvements are not sufficient; desire for commitment to further expansion of the SkyTrain system.
- **Housing:** Support for more housing options; concerns that the draft Plan may not be able to improve housing affordability.
- **Community Infrastructure:** Calls for the connection of the new community centre to the proposed SkyTrain expansion; questions around how new neighbourhoods may be created in this process.

City-Wide Youth Council

April 13, 2022

Key Topics:

- **Engagement process:** Discussed the promotion of the youth survey and youth information sessions.

Mt Pleasant Community Centre Jr/Sr Youth Council

April 22, 2022

Key Topics:

- **Ecological Vision:** Discussion about the Ecological Vision and proposed policies to help protect the environment.

Hastings Community Centre Youth Council

April 23, 2022

Key Topics:

- **Rapid Transit:** Questions about the future of the Hastings Neighbourhood, specifically with the inclusion of new rapid transit along Hastings Street.

West End Community Centre Youth Council

April 27, 2022

Key Topics:

- **Reconciliation:** Questions around how Indigenous decision-making has shaped the draft Plan and how it will be incorporated into the implementation phase.

Douglas Park Community Centre Youth Council

April 27, 2022

Key Topics:

- **Housing:** Discussion around multiplexes and how these new housing options could be implemented across the city.

4.5.2 Draft Plan Youth Survey

The Phase 4 Youth Survey was hosted on the Young Planners website from April 5-27, 2022. 213 children and youth responded to the survey.¹³ The survey invited feedback on the Land Use Strategy including the Neighbourhood Types, Urban Design Directions and Key Priorities, and the policy chapters. The survey was broken into two main sections with the first containing ten questions on the Land Use Strategy, while the second included 13 questions on the policy chapters and the overall draft Vancouver Plan. The draft Plan-specific questions used a combination of likert-scale and open-ended questions. The survey's final section included four optional demographic questions.

Unlike previous youth surveys, where content and questions were based upon the main engagement questions, but modified to be more appropriate for children and youth (through simplified language and the addition of images), these questions were identical to the main survey. The draft Plan directions and policies were not edited or adjusted, allowing children and youth to consider the same materials as other participants. This decision, however, did make this survey longer and required participants to comprehend concepts and language that were less age-appropriate than in previous phases. For participants who completed a survey as part of a Youth Information Session, Vancouver Plan

or program staff were available to help explain unfamiliar concepts or terms and part of the session's presentation was devoted to discussing aspects of the draft Plan that were new to this phase, specifically the Land Use Strategy and its components.

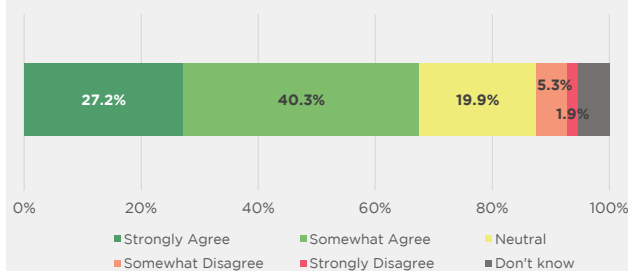
The functionality of the Youth Survey platform did not allow respondents to choose which policy sections they wanted to provide comments on. Instead, respondents were given an option, after they had completed the first section of the survey, of either providing input on the policy sections or going straight to the final demographic section.¹⁴ 34% of respondents chose to provide input on the policy sections and the overall draft Plan. These results can be seen in the responses to questions 12-24.

4.5.2.1 Land Use Strategy

The Youth survey began by inviting respondents to consider the Land Use Strategy and its components, Neighbourhood Types and Urban Design. Each question included an introduction that provided context and a description of the topic, direction or policy. For the Neighbourhood Types question a map was included that illustrated each type within the city and provided a description of what could be allowed in each one. Likert-scale questions were used to determine respondents levels of agreement with the directions proposed and respondents were able to tell us why they agreed or disagreed with the directions or policies and anything they felt was missing. For each question a link to the relevant draft Plan section was included, allowing respondents the option to learn more before answering.

Question 1: Respondents were asked to indicate whether they agree or disagree that “the high-level directions for city-wide land use will meet the needs of Vancouver now and into the future.”

Graph 22: Percent agreement with high-level directions for city-wide land use



67.5% AGREE
(N=206)

¹³ This analysis considers only the responses from children and youth (those 25 years of age and under). An additional 10 responses were received from older participants that are not included in this summary.

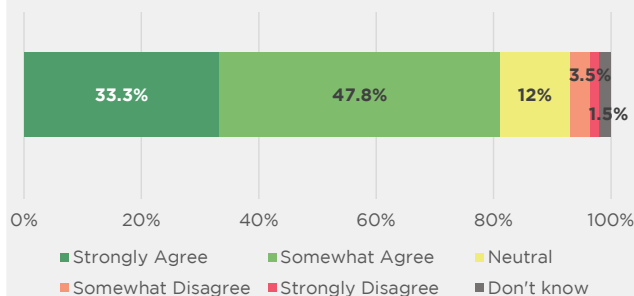
¹⁴ Previous phases of child and youth engagement considered aspects of the policy topic areas in significant detail, which led to the decision to focus comments on the new materials introduced by the draft Plan, the Land Use Strategy.

Participants were then invited to explain why they agreed/disagreed, and whether they felt the high-level directions for city-wide land use were “missing anything”:

- Reasons for agreement: More housing options, like seeing there is a plan for growth, believe this will accommodate new immigrants to Vancouver, support walkability, believe directions will be sustainable and will provide job opportunities.
- Missing specific references to the environment and green infrastructure and to employment opportunities for youth and young adults.
- Concerns that the directions will not deliver housing affordability or sustainability and over the neighbourhood types given to specific areas.

Question 3: Respondents were asked to indicate whether they agree or disagree that Key Directions associated with the different neighbourhood types will meet the needs of Vancouver now and into the future?

Graph 23: Percent agreement with Key Directions



81.1% AGREE

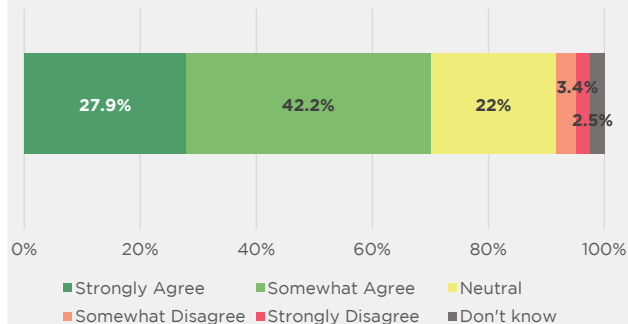
(N=201)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the Key Directions for the different Neighbourhood Types were “missing anything”:

- Reasons for agreement: support a second municipal town centre, support different approaches for each neighbourhood type, like the idea of complete neighbourhoods, hoping for increased housing choice and accessibility and expanding Rapid Transit Areas.
- Missing specific references to wellness, accessible services and community gathering spaces and clarity about what specific areas could look like in the future.
- Concerns that this will not address housing affordability and questions about how to balance growth while maintaining neighbourhood character and uniqueness.

Question 5: Respondents were asked to indicate whether they agree or disagree that the Urban Design Directions for the overall form of the city will meet the needs of Vancouver now and into the future?

Graph 24: Percent agreement with Urban design Directions for the overall form of the city



70.1% AGREE

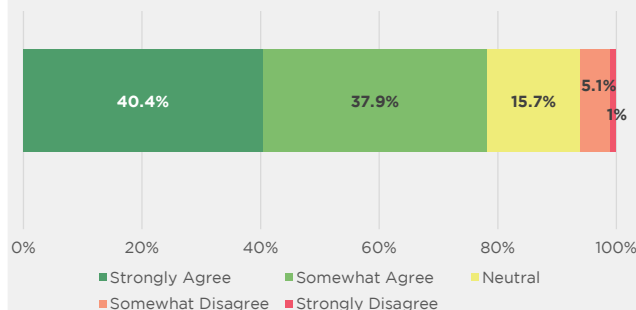
(N=204)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the Urban Design Directions for the overall form of the city were “missing anything”:

- Reasons for agreement: new parks and cycling paths, variety of building types and heights.
- Missing specific references to public safety and how things like public art and public spaces will be funded.
- Concerns that this is not enough to address housing affordability and may make housing more expensive, over the aesthetic and environmental impacts of tall buildings and the land use strategy and the neighbourhood types given to specific areas.

Question 7: Respondents were asked to indicate whether they agree or disagree that the Urban Design Directions for the commercial areas will meet the needs of Vancouver now and into the future?

Graph 25: Percent agreement with Urban Design Directions for commercial areas



78.3% AGREE

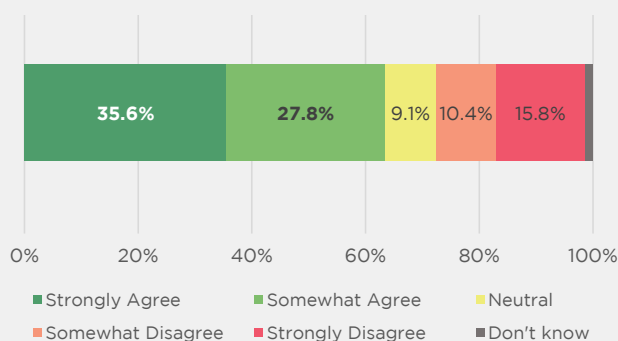
(N=198)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the Urban Design Directions for commercial areas were “missing anything”:

- Reasons for agreement: support for covered public spaces, walkability, public safety, additional trees and access to sunlight, a greater commitment to new greenspaces and more concentrated high-streets and more public garbage and recycling bins.
- Missing an emphasis on accessibility for persons with disabilities, commitments to removing on-street parking to improve walkability and programs for property-tax relief for business owners.

Question 9: Respondents were asked to indicate whether they agree or disagree that the Urban Design Directions for buildings and sites will meet the needs of Vancouver now and into the future?

Graph 26: Percent agreement with Urban Design Directions for Buildings and Sites



78.3% AGREE
(N=198)

Participants were then invited to explain why they agreed/disagreed, and whether they felt the Urban Design Directions for buildings and sites were “missing anything”:

- Reasons for agreement: support for seismic upgrades, green building design, the connections with MST, Indigenous public art.
- Missing timing for when and how the policies will be implemented, improved accessibility for persons with disabilities, requirements for all new buildings to have play spaces, and requirements for sound-proofing of multi-family buildings.
- Concerns that protecting solar access means some neighbourhoods will not have to accommodate new housing types and that some areas needing additional support (like Chinatown) will not be prioritized.

4.5.2.2 Key Policies by Topic

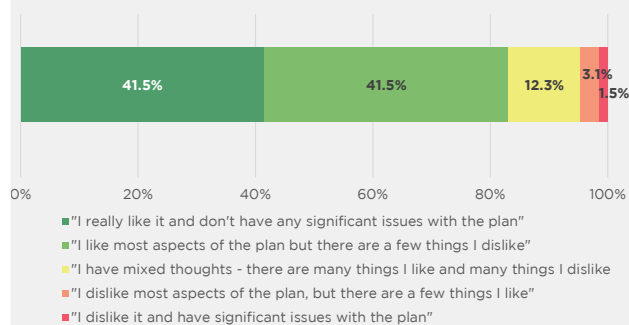
In the next set of questions, respondents were given the option to consider the draft Plan's key policies by topic area. While the main survey allowed respondents to choose which policy areas they wanted to respond to, the youth survey platform asked whether respondents wanted to provide feedback on the key policies or to go to the demographic section of the survey. For each policy topic a vision statement, context and background information, and the main policy directions were provided. For each question a link to the relevant policy section of the draft Plan was included, allowing respondents the option to learn more before answering. 33% (77 respondents) wanted to answer questions on the key policies, while 64% (136 respondents) went to the end of the survey (see Graph 28 on page 62 for responses on key policies).

4.5.2.3 The Overall Plan

Respondents who had answered questions about both the Land Use Strategy and the key policies were asked two final questions on the overall Plan and any other observations or things they felt were missing.

Question 23: Respondents were asked to indicate which statement best reflected their thoughts about the proposed Vancouver Plan?

Graph 27: Percent agreement with the overall Plan



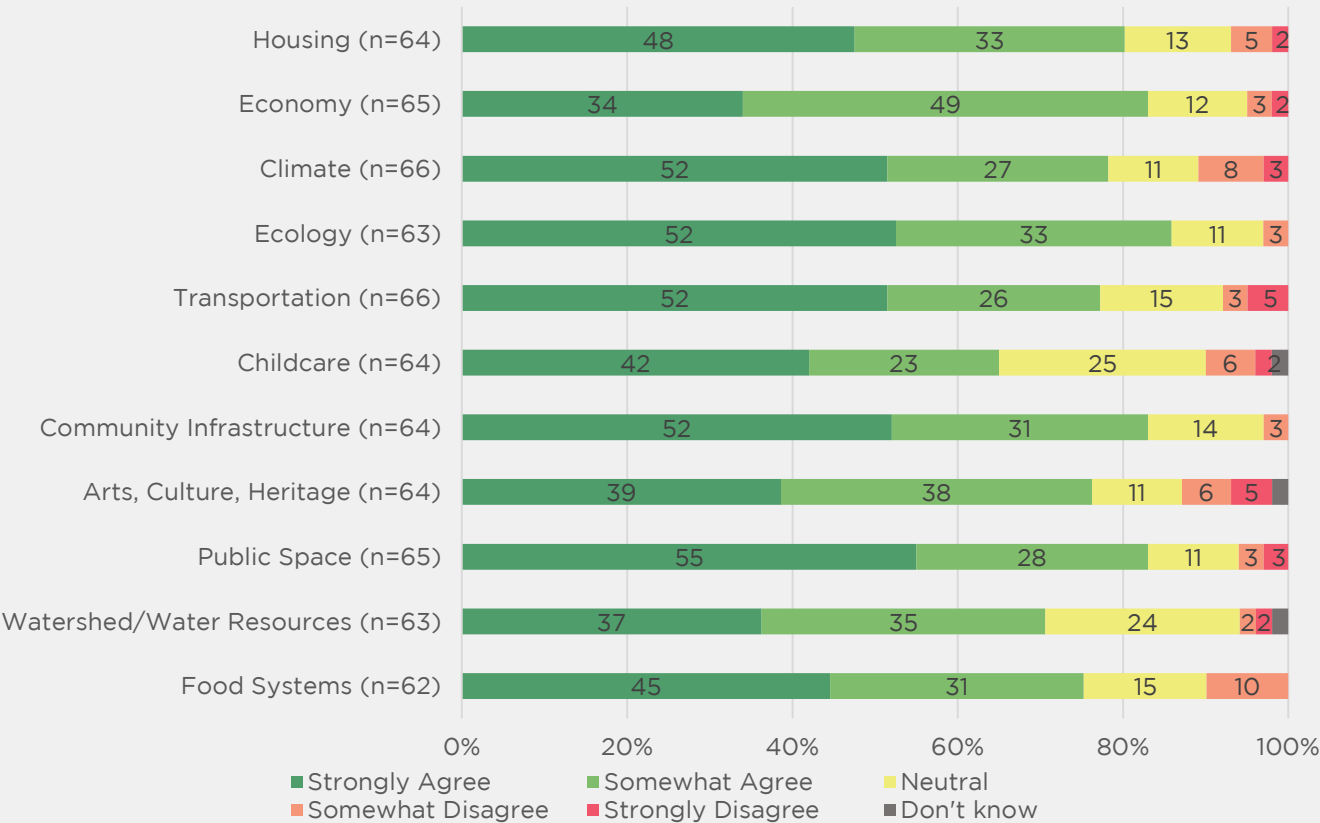
83% AGREE
(N=65)

Participants were invited to explain why they agreed/disagreed, and whether they felt the Vancouver Plan was “missing anything”:

- Reasons for agreement: Believe the draft Plan has something for everyone.
- Missing implementation details on how various aspects of the draft Plan will be realized, requirements for green and play spaces in multi-family developments, references to Indigenous representation and commitments to protecting cultural districts (like Chinatown).

Questions 12 - 22: Respondents were asked to indicate whether they agree or disagree that the Key Policies for each topic will meet the needs of Vancouver now and into the future?

Graph 27: Percent agreement with the Key Policies for each topic area



65-85% AGREE

4.5.2.4 Demographics

A short series of demographic questions were asked to better understand who was participating in this stream of Vancouver Plan engagement.¹⁵

- The average age of respondents was 16.8 years old. 6% of respondents were aged 13 and under, 83% were between 14 and 18 years of age and 11% were between 19 and 25 years of age.
- 54% of respondents identified as female, 39% identified as male, 2% identified as non-binary/gender diverse, and 3% preferred not to provide their gender identity.
- Respondents were also asked to identify their main ethnic origin, or that of their ancestors. 36% of respondents identified as Chinese, 30% of respondents identified as White, 5% of respondents identified as South Asian, 4% of respondents identified as Latin American or Southeast Asian, while 2% of respondents identified as Black or Japanese. 6% of respondents identified as Other while 4% of respondents preferred not to say.



Phase 4 Youth Facilitator outreach, Robson Square
(Source: Stina Hanson)

¹⁵ Owing to the smaller overall survey results, disaggregated data for the youth survey questions is not available.

4.5.3 Other Youth Sessions and Partnerships

The **CityStudio** program remained a key partner in Phase 4, by promoting the various Vancouver Plan public engagement opportunities to their network of university students and facilitating a class collaboration on the draft Vancouver Plan and youth engagement with a second year Langara College geography class (GEO2275).

Twenty students participated in a session that explored the draft Housing Policy Directions, and ways that youth can be part of public engagement by exploring connections between civic literacy and civic engagement. As a class project, the students developed “Vanopoly” – a board game designed to teach children and youth about different housing types and tenures which allowed them to explore various ways of developing a city or neighbourhood. The game was centred around Big Idea 1: Equitable Housing and Complete Neighbourhoods and asked participants how to best design a city or neighbourhood so that all residents were surrounded by a similar level of “completeness.”

Students were also given an information presentation on the draft Plan, encouraged to complete a survey and invited to join Vancouver Plan staff at public information sessions in order to gain experience with in-person public engagement and share their understanding of the draft Vancouver Plan with other young people. Throughout the process, the key themes provided by the students included:

- Overall support for the draft Vancouver Plan and the Land Use Strategy with particular support for the options provided by the Rapid Transit Areas and the Ecological Vision.
- The Housing Policy Directions are key to the future of so many youth and young adults. Efforts to ensure these demographics are aware of the draft Vancouver Plan and these policies in particular are really important.
- The connection between civic literacy and civic engagement was surprising for some students, in particular the complexity of the affordable housing issue and the gaps in resources specifically dedicated to engaging children and youth.

The **Young Planners Design Studios** were a key part of previous phases of Vancouver Plan child and youth engagement. The sessions featured three groups, each led by a team of youth facilitators and paired with an architect or urban designer who provided graphic support to visualize the conversation.

In Phase 4, ten former youth facilitators were invited to participate in the final digital studio session. They had the opportunity to build on their previous ideas and provide feedback on both the draft Vancouver Plan and the overall child and youth engagement program. Key findings that emerged from that session included:

- Overall support for the draft Vancouver Plan, specifically how the Plan was constructed around the “Big Ideas”. Youth facilitators believe Big Idea 1: Equitable Housing and Complete Neighbourhoods and Big Idea 3: Climate Protection and Restored Ecosystems are key for the future of Vancouver and it will be key to see how both can work together as the Plan is implemented;
- Support for the 2050 Vision, particularly the reference to Vancouver as being both inclusive and resilient;
- Support for the expansion of the transportation system, and prioritization of rapid transit options in South Vancouver during the Plan implementation phase;
- Concern that the draft Plan is missing specific policies to address the impacts from major infrastructure or development projects (like noise or road closures);
- The youth-specific outreach has been key to their participation in the Vancouver Plan process;
- Support a youth engagement program that includes peer-to-peer opportunities that are supported by experts. Particularly liked the format of the Young Planners Design Studios where they were able to draw on the expertise of architects and designers and felt supported throughout the process.

In addition to this online session, youth facilitators were invited to join Vancouver Plan Staff at the public information booth sessions where they were able to gain experience with in-person peer-to-peer public engagement.

The **Vancouver School Board** was also a key partner throughout the Vancouver Plan process. In Phase 4, Vancouver Plan staff led two in-classroom sessions with the Marketing 11 class at Eric Hamber Secondary. Students learned about Young Planners Program and how its youth-focused materials were developed, and had an opportunity to learn about the draft Vancouver Plan and complete the Youth Survey.

4.6 LETTERS AND EMAILS

As part of Vancouver Plan Phase 4 engagement from January 2022 to May 2022, City staff received 35 responses through the Planning Together email inbox regarding the draft Plan.

The key topics included:

- **Impact on Zoning:** A number of individuals were interested to understand how the Vancouver Plan might affect their property and what new types of developments and increased density would be permissible in residential areas, particularly the Multiplex Areas.
- **Next Steps:** A number of people wanted to know what the next step for the draft Vancouver Plan would be, including the date it is scheduled to go to Council.
- **Increased Density, Growth, and Population Estimates and Growth:** There were some questions about the projected population growth in Vancouver and how this was being determined as part of the Plan. There were also concerns with the densification of the city and what taller

buildings and growth would mean for livability.

- **Climate Analysis:** There were remarks about how the City needs a risk and mitigation analysis, particularly given the enormous disaster risks and the climate emergency. There was a follow-up comment about the need to think about clean infrastructure (e.g., domestic EV charging) and to further explain how the Ecological Corridors would be developed.
- **Oakridge-MTC Definition:** There was a question about the Oakridge-MTC area and what design character and new transit modes are being planned for this area.
- **Housing Tenure:** There was a comment about ensuring people have the option to own and not just rent in the city.
- **Accessibility:** There were calls to embed accessibility into design (e.g., the public realm).
- **Future Impact of Technology:** There was a comment about the need to think about the impact of technology on our daily lives and how this might shift in the future.

4.7 SOCIAL MEDIA

Phase 4 activities were promoted through different social media channels, including Facebook, Twitter, LinkedIn and Instagram. While these channels were not directly used to solicit feedback on planning matters, comments were received on several of the posts. Staff monitored commentary and provided responses to questions where needed.

A total of 93 comments were noted across the four channels. Of these, the main topics focused on lack of housing availability, the high cost of living, concerns about unaffordability, concerns around densification, concerns about implementation and the need for additional plans and by-laws, the cost of the plan, and the upcoming election. Not all of the topics were directly related to the Vancouver Plan process.



Phase 4 draft Vancouver Plan Social Media Ad
(Source: Arthur Ruiz)

5.0 STAKEHOLDER LIST

Stakeholder List Overview

The following is a list of the other municipal boards, regional entities, various community groups, institutional organizations, Council Advisory Committees, Business Improvement Associations, developers, non-profit operators, and other groups City staff directly connected with in Phase 4.

Further to this, City staff sent several hundred groups email updates on the draft Vancouver Plan and asked them to participate in the survey.

Stakeholder List

Other Municipal Agencies

- Vancouver Board of Parks and Recreation (VPB)
- Vancouver School Board (VSB)

Council Advisory Groups

- 2SLGBTQ+ Advisory Committee
- Arts and Culture Advisory Committee
- Children, Youth and Families Advisory Committee
- Chinatown Historic Area Planning Committee
- Civic Asset Naming Committee
- Chinatown Legacy Stewardship Group
- First Shaughnessy Advisory Design Panel
- Gastown Historic Area Planning Committee
- Persons with Disabilities Advisory Committee
- Racial and Ethno-Cultural Equity Advisory Committee
- Renters Advisory Committee
- Seniors' Advisory Committee
- Transportation Advisory Committee
- Urban Design Panel
- Urban Indigenous Peoples' Advisory Committee
- Vancouver City Planning Commission
- Vancouver Food Policy Council
- Vancouver Heritage Commission
- Women's Advisory Board

Regional Associates

- BC Housing
- BC Hydro
- City of Richmond
- Destination BC
- Emily Carr University of Art and Design
- FortisBC
- Great Northern Way Campus Trust (GNWCT)
- Greater Vancouver Board of Trade
- Infrastructure Canada
- Metro Vancouver
- Simon Fraser University
- TransLink
- UBC
- Vancouver Airport Authority
- Vancouver Coastal Health
- Vancouver Economic Commission
- Vancouver Fraser Port Authority

Equity-Denied, Non-profit Operators and Youth Groups

NPO Meeting Groups:

- BC Housing
- Abundant Housing Vancouver
- African Descent Society BC
- Aunt Leah's Place
- BC Coalition of Experiential Communities
- Carnegie Centre
- Catalyst Community Developments Society
- Coalition of Peers Dismantling the Drug War
- Connective
- Covenant House
- The Crisis Intervention and Suicide Prevention Centre of British Columbia
- The Dugout Drop-In Centre
- East Side Family Place
- Equitas
- Frog Hollow Neighbourhood House
- HUB Cycling
- Marpole Oakridge Family Place
- McCreary Centre Society
- MOSIAC
- Multicultural Helping House Society
- PACE Society
- Stanford Housing Society
- VanCity Community Foundation
- Vancouver Cohousing
- Vancouver Second Mile Society
- WAVAW Rape Crisis Centre
- West Coast Family Centres Society
- West Side Family Place

Community Navigators:

- Mount Pleasant Neighbourhood House
- Cedar Cottage Neighbourhood House
- Collingwood Neighbourhood House
- DTES Neighbourhood House
- Kitsilano Neighbourhood House
- Kiwassa Neighbourhood House
- South Vancouver Neighbourhood House

Stakeholder Survey Responses:

411 Seniors Centre

Pop-Up Session Partners:

- Carnegie Community Centre
- Cedar Cottage Neighbourhood House
- Collingwood Neighbourhood House

Youth Groups:

- CityHive
- South Vancouver Neighbourhood House
- CityStudio
- Langara College
- Eric Hamber Secondary School
- Youth Councils from the following Community Centres: Champlain Heights, City-Wide Youth Council, Douglas Park, False Creek, Hastings, Kitsilano, Marpole-Oakridge, Mt Pleasant, Trout Lake, West End

Economic Stakeholders – ELER EAG plus additional stakeholders

- | | |
|--|--|
| <ul style="list-style-type: none"> • Aquilini Development • BC Poverty Reduction • BC Tech Association • BCTA • Black Business Association of BC • BOMA • Brook Pooni • Buy Social Canada • ConWest • Eastside Culture Crawl Society • Exchange Inner-City • Greater Vancouver Gateway Society • Hungerford Properties • International Longshore & Warehouse Union • PCI • Rennie • Retail Council of Canada • Telus • TRG Commercial Realty • Urban Development Institute | <ul style="list-style-type: none"> • Urban Land Institute • Vancity • Vancouver District Labour Council • Vancouver Farmers Markets Society • Vancouver Regional Construction Association |
|--|--|

Business Improvement Associations (BIAs):

- Collingwood BIA
- Yaletown BIA
- Marpole BIA
- Downtown Vancouver BIA
- South Granville BIA
- Kitsilano Fourth Avenue BIA
- Downtown Vancouver BIA
- Hastings North BIA
- Cambie Village BIA
- Fraser Street BIA
- West End BIA
- Strathcona BIA

Housing Groups

- | | |
|---|---|
| <ul style="list-style-type: none"> • Aquilini Development • Abundant Housing • Affordable Housing Societies • BC Non-Profit Housing Association • Brightside Community Homes Foundation • Catalyst Community Developments Society • Community Land Trust | <ul style="list-style-type: none"> • Co-op Housing Federation of BC • LPA Development & Marketing Consultants • Lutheran Manor Society of Vancouver BC • M'akola Housing Society • Mount Pleasant Neighbourhood House • New Commons Development • Terra Social Purpose Real Estate |
|---|---|

Environmental Advocacy Groups

- | | |
|--|--|
| <ul style="list-style-type: none"> • BC Sustainable Energy Association • Climate Smart • Open Tech • Radicle Balance | <ul style="list-style-type: none"> • 5T Sports • Switch It Up BC • Student Energy • Wilderness Committee |
|--|--|

Neighbourhood Associations and Parent Advisory Councils

- | | |
|--|---|
| <ul style="list-style-type: none"> • District Parent Advisory Council (DPAC) • Coalition of Vancouver Neighbourhoods (CVN) • Dunbar Residents Association • False Creek South Neighbourhood Association • Norquay Residents | <ul style="list-style-type: none"> • Upper Kitsilano Residents Association • West Kitsilano Residents Association • West Point Grey Residents Association • West Southlands Residents Association |
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Appendix E: Vancouver Plan Implementation Scope of Work

In July 2021, Council approved an updated scope of work for the Vancouver Plan, which included moving work on key implementation components to future work. Plan Implementation includes critical steps to align the City's policies and programs in advancing the Plan.

This scope of work provides an overview of the key tasks, deliverables, and phases of work that staff will undertake to advance implementation of the plan. Budget and resource needs beyond 2022 will be included as part of future capital and operating budget planning processes.

Scope

The scope of Plan Implementation includes two key streams of work:

- 1) **Land Use Development Plan:** The Vancouver Plan provides an overarching land use framework under which the Department of Planning, Urban Design & Sustainability (PDS) will work with other key partners to align existing plans, policies and programs into a cohesive, unified Land Use Development Plan similar to other BC municipalities.

This work will include the following key components:

- An updated Regional Context Statement that supports the Regional Growth Strategy,
- Creation of additional reference maps, including a City-wide Generalized Land Use Designations map communicating zoning and rezoning enabling policy,
- A Phasing Plan that indicates areas of growth and change that will advance over the next 10 years with a higher level outlook to 2050. This Phasing Plan will recommend sequencing based on Plan criteria, with consideration given to infrastructure capacity, economic modeling and financial testing,
- Guidelines for future small area planning work that provide guidance on content and process,
- A Monitoring Approach with city-wide targets (e.g., housing, employment space, ecological & social needs targets),
- Recommended process for updating and refreshing the Plan in step with the Regional Growth Strategy and Census.

Simplifying the City's land use planning framework and regulations is a core function of Vancouver Plan implementation. Key tasks and deliverables associated with this stream of work are outlined below.

Embedding the Plan's commitments to Reconciliation, equity, resilience and the environment will be a critical part of the implementation of Vancouver Plan.

- 2) **Advancing Vancouver Plan Policies & Directions:** City-building is supported by all City departments and the successful implementation of the Plan will depend on work programs advancing across the organization. During Plan Implementation, each department will assess the feasibility, timing, and prioritization of work on Vancouver Plan policies, and determine how this work will be incorporated within work programs, beyond those that are already being advanced through Early Actions.

Beyond the work items above, if approved by Council Vancouver Plan will inform work plan prioritization and investment choices to ensure that these continue to be financially sustainable and affordable.

Key Tasks & Deliverables

Key implementation tasks and deliverables associated with the review of existing plans, policy, and programs for alignment with the Vancouver Plan, along with the development of a Land Use Development Plan, are described below.

1 – Implementation Initiation (estimated duration 6-12 months)

- Implementation phase and project set-up
- Research:
 - Best practice research, criteria and methodology for the development of the Land Use Development Plan
 - Research legal requirement and charter provisions necessary to achieve a Land Use Development Plan
- Review of Plans, Policy, Programs:
 - Establish process to assess, amend or repeal plans and policies as necessary to align with Vancouver Plan
 - Create a new GIS-based land use and zoning repository, to inform development of a City-wide Generalized Land Use Designations map
 - Undertake a high-level city-wide infrastructure assessment to identify capacity, gaps and preliminary costs
 - Draft Monitoring Approach, including a data needs assessment and draft city-wide targets
- Engagement with Musqueam, Squamish and Tsleil-Waututh Nations:
 - Ongoing work with the host Nations to identify areas of cultural/heritage significance and seek input on implementation approach (throughout Implementation Phase)

2 – Technical Analysis & Early Engagement (estimated duration 12-18 months)

- Development of the City-wide Generalized Land use Designations map
- Identification of areas with specific development requirements and development of additional reference maps (e.g., Ecologically Sensitive Zones, Hazardous Areas, Heritage/Cultural Areas)
- Draft updated Regional Context Statement
- Testing Phasing Plan criteria & data analysis, including infrastructure assessment and financial testing of potential growth areas
- Testing of Draft Monitoring Approach, including testing draft targets and linkages to area planning

3 – Public Engagement & Draft Land Use Development Plan (estimated duration 12-18 months)

4 – Continued Plan Implementation, Monitoring and Plan Updates (ongoing)

Appendix F: Selection of Early Actions

This appendix presents an overview of a number of Early Actions, highlighting work underway to support implementation of the Vancouver Plan. These are projects that are aligned with Vancouver Plan directions that have already been initiated. They reflect progress on all three of the Plan's Big Ideas and represent work across several different City departments.

Simplifying Development Regulations and Processes

Action

Continue efforts to simplify, clarify and consolidate plans, policies and regulations and to improve the development process.

Background

The City's regulatory framework (plans, policies and regulations) are the tools to implement City Council directions and development processes are how they are implemented. The regulatory framework and development processes are being reviewed and updated to make improvements through initiatives such as Regulation Redesign and Development Process Redesign. This work will also seek to confirm the appropriate legislative tools required to ensure infrastructure and public benefits can be achieved.

Timeline and Process

This work is being delivered through various coordinated corporate projects by Development, Building and Licenses, Engineering Services, and Planning, Urban Design and Sustainability which are currently underway. Industry and public engagement opportunities will inform changes to regulations and/or processes that will be brought to Council.

Alignment with Vancouver Plan

Vancouver Plan and the future city-wide **Land Use Development Plan** will provide the overall structure to align existing plans, policies and programs

Transforming Road Space

Action

Reallocate road space to transform valuable public asset (streets) to make space for people to gather, walk, bike, as well as for reliable transit, water management and habitat corridors.

Background

On May 27, 2020, Council directed staff to identify opportunities throughout the city to reallocate road space to people-focused public space, with a goal of transforming at least 11% of the current (2020) road space.

Timeline and Process

The transformation of road space work is ongoing with several projects already implemented (e.g., slow streets pilot and neighbourhood plazas), and will continue over the long term. Opportunities for reallocation of road space will be identified as part of area planning and in coordination with other relevant initiatives at the City, including the greenways program, blue green network development, ecological corridors work and transit priority measures.

Alignment with the Vancouver Plan

Transforming road space is a key component of Vancouver Plan Direction 5.2 (People First Streets) and advances the Plan's Big Idea #3 (Climate Protection and Restored Ecosystems) by making space for public space, sustainable travel, nature, habitat and water management infrastructure. All aspects of this work includes a commitment to working with the Nations and urban Indigenous populations, prioritizing equity and creating a more resilient city by diversifying the use of the street for gathering and sustainable travel.

Renfrew and Rupert Station Area Plan

Action

Develop a land use plan for the area around Renfrew and Rupert SkyTrain stations to consider how to add more housing choice, add jobs on employment lands, protect and rehabilitate Still Creek, manage flood risk, explore opportunities to add a neighbourhood resilience lab, childcare, arts and cultural space and make it easier to walk, cycle or roll in the area. Additional priorities are expected to emerge during the planning process. Key subareas include the SkyTrain station areas, Still Creek and the Grandview-Boundary Employment Lands.

Background

In November 2021, Council directed staff to initiate a planning process for the area. In early 2022, Council approved interim policies to manage speculation and limit rezonings while planning is underway.

Timeline and Process

Public engagement will launch in May 2022, with an anticipated draft plan in early 2023 and a final plan in mid-2023. The planning process will also include development of an interim policy for managing flood risk.

Alignment with the Vancouver Plan

This will be the first area plan developed as an implementation action of Vancouver Plan and will be significantly shaped by the land use guidance for Rapid Transit Areas and the need to protect and intensify existing employment lands. The area plan will further all three Big Ideas: equitable housing and complete neighbourhoods, an economy that works for all, and climate protection and restored ecosystems. The area plan will support the Vancouver Plan's Foundational Principles through actions such as working with the Nations and their affiliates on

development opportunities to advance Reconciliation, and, prioritizing rental and affordable housing and addressing flood risk associated with Still Creek.

Multiplexes Pilot

Action

Develop regulations and processes to provide an opportunity to build townhouse-type homes on single lots and provide more options for moderate to high-income family households.

Background

On several occasions over the last few years, Council identified exploring Missing Middle Housing as a specific item to be advanced through Vancouver Plan. In January 2022, Council passed a motion (Making Home: Housing For All of Us) directing staff to explore ways to add up to 6 units on a lot (multiplexes) on RS zoned lots.

Timeline and Process

Staff provided a memo to Council in April 2022 that outlined a work program to explore a range of technical issues and trade-offs, industry and public engagement, and to explore regulatory options of where and how multiplex could be introduced, along with financial testing. To free up capacity in the permitting system for a new option and make processing permits of all types more efficient, it is necessary to simplify the RS regulations concurrently with the introduction of multiplexes.

Alignment with Vancouver Plan

As part of the Vancouver Plan engagement over the past two years, Missing Middle Housing has received strong support from the public. Creating new options that will provide more homes on a single lot will make it possible for more households to live in more neighbourhoods across the city, and help to create more complete and equitable neighbourhoods; this is one of the Vancouver Plan's three Big Ideas, and aligns with the Plan's Foundational Principle of Equity. The technical work to establish the size, shape and construction of new multiplexes will explore ways to include some homes that are accessible, further advancing housing equity and accessibility for those with mobility challenges.

The creation of a new proposal for multiplexes will consider design options that could reduce greenhouse gas pollution from construction, making our city more resilient to climate change. The creation of a new multiplex option will also consider ways to improve resilience to major rain events, by limiting impacts on the sewer system where the system is nearing capacity. Resilience from storm events could be further improved through new building designs and sewer connections.

Advancing Research for the Ecological Network

Action

Refine the city-wide ecological network through greater analysis of water flows across the city at a watershed scale, as well as soil conditions, plant and animal species. Develop an inventory of Vancouver's current ecological assets (e.g., streams, wetlands, natural areas, trees, soils and species), and the ecosystem services they provide (e.g., clean air, improved water quality, temperature regulation, habitat, food, cultural practices and others). This inventory will serve as an ecological baseline to help further inform the ecological network and identify targets for improvement.

Identify setbacks and other regulatory policies for development in close proximity to existing and future environmentally sensitive areas of the ecological network.

Background

Building on the Biodiversity Strategy, Urban Forestry Strategy, VanPlay Parks and Recreation Master Plan (and the Connected Healthy Network), the Climate Emergency Action Plan and the pending Healthy Waters Plan, this early start action is the next step in advancing a healthy ecological network city-wide.

Timeline and Process

Over the next 12-16 months, staff in partnership with the Nations and, with input from stakeholders, academic institutions and the public, will collect data and develop an inventory of ecosystem services, refine the city-wide ecological network, establish ecologically sensitive zones and identify regulatory changes required to establish protections for natural areas.

Alignment with Vancouver Plan

Refining the city-wide ecological network and identifying regulatory approaches to support this network over the long-term advances Vancouver Plan's Big Idea #3 (Climate Protection and Restored Ecosystems) and advances all three Foundational Principles. For Reconciliation, this work applies Indigenous principles of land-based stewardship while providing opportunities to collaborate with the Nations to understand their aspirations and priorities for key ecological regions. For Equity, a connected and city-wide ecological network increases access to nature so that the benefits are more equitably distributed for all residents. For Resilience, natural assets such as waterways and urban forestry and access to natural areas build social and physical resilience to shocks and stresses, including those brought about as a result of climate change.

Housing Vancouver's Three-Year Action Plan

Action

Develop a new three-year housing action plan that identifies new actions necessary to continue progress towards Housing Vancouver. The new plan will include policies and programs that focus on meeting the housing needs of seniors, families, and actions towards more equitable housing options, including a strategy to strengthen partnerships.

Background

In 2017, Council approved Housing Vancouver, a citywide housing strategy, along with a three-year action plan to 2021. With over 120 actions, the three-year action plan directed work to improve livability and affordability. Many of these actions are now underway or complete, including the Empty Homes Tax, short-term rental regulations, temporary modular housing, the social housing or rental tenure program (SHORT) and the moderate-income rental housing pilot program (MIRHPP).

Timeline and Process

Staff will begin scoping the update in mid-2022. The update will include research, analysis, and consultation with sector stakeholders. Staff are targeting to bring this work to Council in fall of 2023.

Alignment with Vancouver Plan

The new Housing Vancouver three-year action plan will identify actions to advance the Vancouver Plan principles and policies. This includes strengthening partnerships to meet existing and future housing need, improving multi-family housing options to meet the needs of diverse households and minimizing displacement of renter households when planning for growth and by renewing and reinvesting in buildings without displacement, along with other directions. These actions will advance the Vancouver Plan's Foundational Principles of equity and resilience, including making all neighbourhoods more inclusive and minimizing displacement.

Updating Regulations for Home-Based Business

Action

To update and modernize home-based business regulations to enhance economic opportunities for all residents along the livelihood spectrum. This includes changing home-based business regulations to allow for a wider range of activities, such as personal services (e.g., massage therapist), teaching/tutoring, sales, film production, small-scale manufacturing or urban agriculture, while including considerations for parking/car traffic/deliveries, safety/security, clients/employees, noise and smell, signage and neighbourhood fit.

Background

In October 2020, Council adopted the Employment Lands & Economy Review Phase 2 Report which included a direction to update home-based business regulations.

Timeline and Process

Staff continue to receive feedback on the need to consider regulatory changes to enhance home-based business opportunities. Background research and project scoping work continues and, subject to confirmation of resources through the 2023 budget, staff will complete project scoping, undertake engagement, and report back to Council in 2023.

Alignment with Vancouver Plan

This initiative will advance Big Idea #2, An Economy that Works for All, as well as the Foundational Principles, most notably Equity - making all neighbourhoods more inclusive, and making it easier for people to meet their needs close to home. Specifically it also directly addresses Economy Policy 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.”

Updating Regulations for Industrial Land

Action

Conduct technical analysis as well as architectural and economic testing to further refine the policy and regulatory changes identified in a November 2021 memo to Council outlining the emerging Industrial Lands Modernization and Intensification Framework. The specific scope of activities will be subject to approval of related work items in the 2023 budget process. If approved, staff can begin bringing forward further by-law amendments for implementation in 2023 and 2024.

Background

The Employment Lands and Economy Review (ELER) Phase 1 report, presented to Council in November 2019, identified the viability of city-serving industrial businesses as a key challenge area for the city's economy. Phase 2 of the ELER in Oct of 2020 put forward four key directions for consideration through the Vancouver Plan process related to industrial lands:

- Protect Industrial Lands for Employment Use
- Enable Balanced Industrial Intensification
- Facilitate the Right Users in the Right Spaces
- Monitor, Report and Coordinate Industrial Change

These were included in Appendix G of the Vancouver Plan Update and Early Start Actions Report to Council in July of 2021. The Early Start Actions also included a policy framework for regulating self-storage in industrial areas.

Staff undertook focused engagement in the fall of 2021 to develop these directions into a series of incremental changes to the City's land use policies and regulations that will further facilitate intensification and support employment growth in Vancouver's industrial lands over the long term. The stakeholder engagement is documented in Appendix A of the November 2021 [Memo](#)

to Council (referenced under Action above), and the initial scope of the policy and regulatory changes are outlined in Appendix C of the same Memo to Council.

Since the Memo to Council, staff have continued to advance actions to support industrial modernization and intensification of the city's industrial lands. Actions to date include Council approval of the Marine Landing Guidelines in December 2021, Council approval of new regulations to limit self-storage uses in industrial zones in April of 2022, economic testing for specific hybrid uses in upper level industrial spaces and review of updates to the Industrial Development Criteria Bulletin.

Alignment with Vancouver Plan

This work supports the Foundational Principles of Equity and Resilience in the Vancouver Plan, as industrial lands are often home to a diversity of employment opportunities, including lower barrier employment. City-serving industrial businesses also provide key business support functions to other businesses in Vancouver such as food distribution, waste collection, last-mile logistics, cleaning and repair. Locating these functions centrally and in close proximity to key commercial and residential areas reduces costs and greenhouse gas emissions, enhancing the overall resilience of the city's economy and its ability to adapt in the face of shocks such as global supply chain disruptions. The intensification of industrial lands aligns with the land use policy directions of the Vancouver Plan while also advancing Big Idea 2: An Economy that Works for All.