



ADMINISTRATIVE REPORT

Report Date: July 15 2011  
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Meeting Date: July 28, 2011

TO: Standing Committee on Planning and Environment

FROM: Director of Planning, in consultation with General Manager of Engineering Services, General Manager of Parks and Recreation and General Manager of Community Services

SUBJECT: Vancouver's Next Community Plans

**RECOMMENDATION**

- A. THAT Council endorse the approach outlined in this report to guide planning in the next Community Plan neighbourhoods.
- B. THAT Council direct staff to begin Community Plan programs in Grandview-Woodland, Marpole and the West End;  
  
FURTHER THAT Council approve the additional funding necessary to undertake all three plans concurrently, as outlined in the Financial Implications section of this report and detailed in Appendix C, subject to the 2012 budget process.
- C. THAT Council approve the rezoning policy attached in Appendix B to establish the conditions under which new rezonings and heritage revitalisation agreements will be considered while the Grandview Woodland, Marpole and West End Community Plan programs are underway.

**GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services supports the recommendations.

**CITY MANAGER'S COMMENTS**

The City Manager recommends approval of the foregoing.

## *COUNCIL POLICY*

Local Area Plans program (1977 - 1995)  
CityPlan (adopted 1995)  
Community Visions program (1996 - 2010)  
Mount Pleasant Community Plan (adopted 2010)  
Greenest City 2020 Action Plan (2011)  
Transportation 2040 (underway)  
Housing and Homelessness Strategy (underway)  
Economic Development Strategy (underway)

## *SUMMARY*

Vancouver has a long history of community planning, dating back to the Local Area Plans created between 1974 and 1995, through the Community Visions program (1998-2010) and up to the recent completion of the Mount Pleasant Community Plan, the first of the Local Area Plans to be updated. Council's desire to embark on a new series of up to three community plans concurrently provides an opportune moment to review and recommend improvements to the City's approach to community planning in light of current challenges and opportunities.

Prior to undertaking this review, staff updated an analysis first carried out in 2006 to assess which areas with older plans were most in need of a revised community plan, using criteria and associated statistical indicators to measure planning need as objectively as possible. The new assessment used the criteria developed through an extensive engagement of community groups in 2006, updated the statistical indicators with the latest available data, and added some new indicators to reflect recent Council policy (e.g. Greenest City goals such as availability of urban agriculture). The analysis found that Grandview-Woodland, Marpole and the West End ranked highest in terms of planning need.

Through our own review, the use of an external consultant and input from a broad range of community stakeholders, staff has developed a renewed approach to community plans with the following general themes in mind:

- The important role that community plans must play in supporting efforts to respond to the major global, regional and city-wide challenges facing Vancouver (such as climate change, homelessness, housing affordability, transportation planning, demographic shifts, economic development, etc) while recognising the need for distinct responses to the issues in accordance with the concept of a city of diverse neighbourhoods.
- The need for community plans to be more effective in addressing the increasing development pressures in established neighbourhoods with the right balance of clarity and flexibility, and in planning for efficient and financially sustainable delivery of neighbourhood amenities and services.
- The need to continuously improve and indeed rethink approaches and techniques for public engagement in community planning, providing opportunities for broad, diverse and meaningful participation in plan-making so that plans reflect the widest possible range of perspectives.
- The need to deliver plans more quickly and efficiently, and to find nimble ways to respond to pressing issues during the plan-making process.

Reflecting the findings of the review, a general Terms of Reference for the next generation of community plans will be developed to provide a framework that can be tailored to the specific issues identified within neighbourhoods at the outset of each program. Appendix B contains a proposed policy setting out the circumstances under which new rezonings and heritage revitalisation agreements would be considered during the creation of the next community plans. This approach is consistent with past practice but has been updated to reflect policy development since the last community planning program (Mount Pleasant).

With respect to resourcing, the report indicates that although two plans could be undertaken concurrently using existing staffing and consultant budgets, Staff note that this would be challenging given current workloads and affect staff's ability to respond to other Council requests that may emerge. An estimated \$562.1K of net additional costs in staffing and consultant fees will be needed to undertake three plans concurrently. Staff note that this expenditure would not only allow for three concurrent plans, but it would also enable a more appropriate staff approach to all three plans.

Finally, the report concludes with a brief discussion of the relationship between the community plans and other planning programs, most notably the potential new initiative to embark on a city-wide plan.

### **PURPOSE**

The purpose of this report is to:

- Summarise the results of an assessment of the priority order among neighbourhoods in need of community planning, as requested by Council in April 2010.
- Outline a comprehensive renewal of the City's approach to the preparation of community plans to improve their effectiveness in both process and outcomes, which will form the basis of a new Terms of Reference which can be adapted to the specific planning needs of individual neighbourhoods.
- Identify the implications of undertaking community plans in up to three neighbourhoods at once, including impacts on finances, staffing and other planning programs, as requested by Council in November 2010.

### **BACKGROUND**

#### **What is a Community Plan?**

Successful community plans provide a clear but flexible framework to guide positive change and development within an existing neighbourhood. Community plans operate within the context of policy objectives established at the provincial/regional and city-wide scales and typically involve a combination of long-range policy and shorter-term, more detailed guidance for specific areas, issues or initiatives.

While not all community plans are comprehensive in scope, they are holistic exercises which cover a broad range of issues, including: land use, urban design, transportation, housing, parks and open space, community facilities and services, local economy, heritage, culture, the environment, and public safety. They are not intended to be rules, but rather "living" documents providing vision and clarity while also allowing for interpretation and change over time in the face of new information, challenges and opportunities.

In keeping with their broad scope, community plans also involve a wide variety of participants in their creation and implementation, including the local community (residents, community groups, landowners, etc), non-profit organisations, numerous City departments and affiliates, senior government departments and agencies (e.g. Translink, BC Housing, Vancouver Coastal Health, Metro Vancouver), and the development industry.

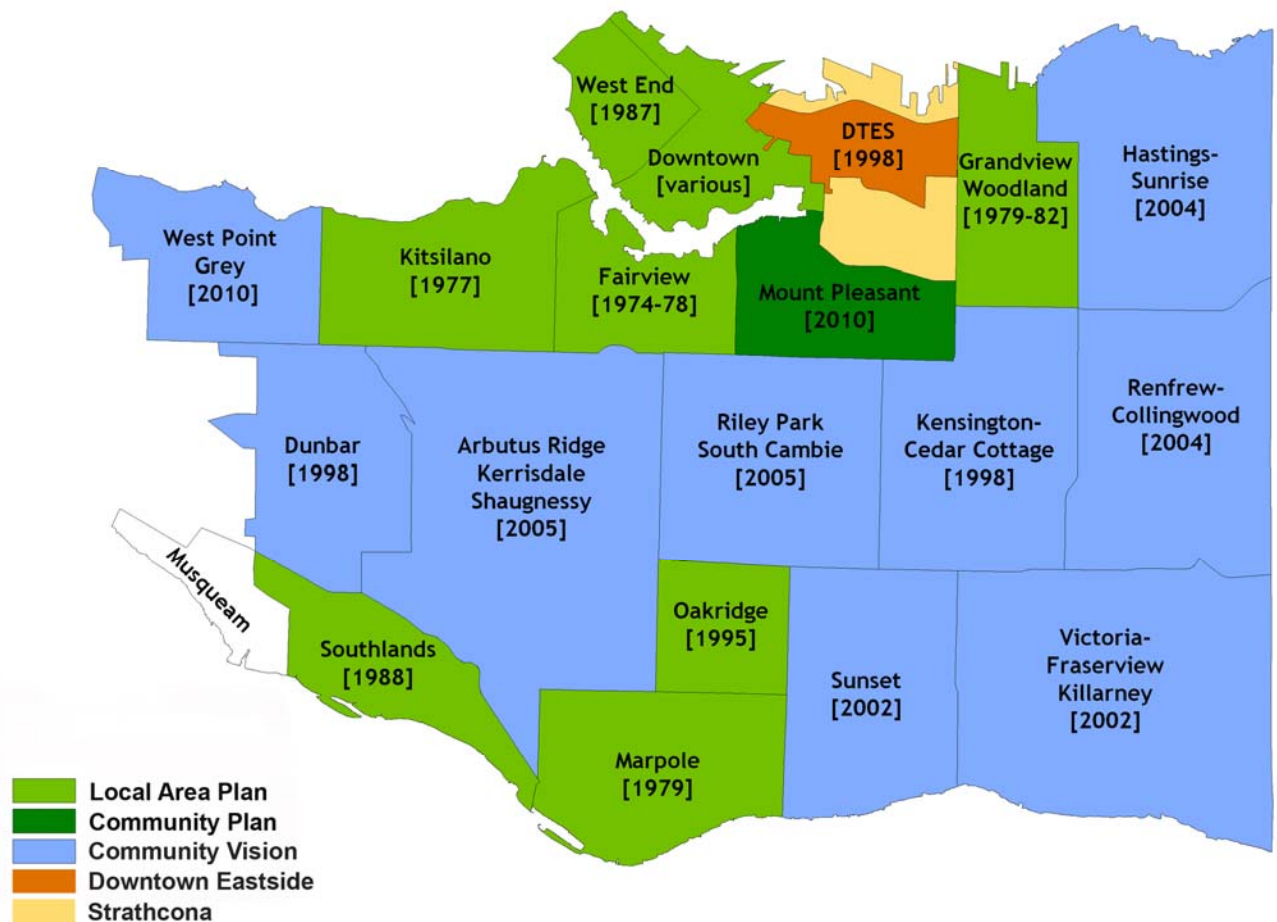
### **Vancouver's Community Planning History**

From the mid-1970s to the early 1990s, City Council supported a series of community planning programs to create Local Area Plans for the inner-city neighbourhoods - West End, Downtown, Kitsilano, Fairview, Mount Pleasant, Grandview-Woodland - as well as other areas including Oakridge, Marpole, and Southlands (see Figure 2). These programs involved close collaboration between staff and communities over an extended time period (typically 3 - 5 years) and resulted in comprehensive plans or topic-based policy statements addressing specific issues for each neighbourhood.

In 1995, Council adopted CityPlan, a comprehensive city-wide policy framework which established a broad set of city-building 'directions' to guide City programs, policies and actions over a twenty year period. CityPlan led to the Community Vision program (1998-2010), which aimed to translate these directions to the neighbourhood scale within the largely single family communities where little or no previous planning had been undertaken (see Figure 1). The last of the nine Visions (West Point Grey) was adopted by Council in September 2010.

In 2006, Council directed staff to begin updating the older community plans while introducing CityPlan directions and emerging City and regional policy on topics such as transportation, housing, the environment and social issues. The first of these updated plans - for Mount Pleasant - was adopted by Council in November 2010. Most recently, the Cambie Corridor planning program has been underway since 2009 to plan for growth and change around Canada Line stations across several neighbourhoods, with Phase II of the program recently completed. Staff are also currently engaged in a land use and urban design plan for Central Broadway. Finally, local area planning is being undertaken in the Downtown Eastside involving a more specialised program team and dedicated resources.

Figure 1: Local Planning Areas in Vancouver



### Assessing Priorities for Community Planning

In 2005, when the City was facing increasing requests for neighbourhood planning in the areas with older community plans, it sought to develop a rational approach to prioritise local area planning activities. At that time, the Planning Department worked with representatives from those communities to develop criteria and associated statistical indicators to assist in assessing planning need. That process led to Mount Pleasant being identified as the highest priority for an updated community plan.

In 2010, again in response to multiple requests from communities for planning, Council directed staff to assess planning need in the remaining communities with older plans and report back with recommendations on priorities. In reviewing the neighbourhoods that were on the list to receive updated plans, staff noted that substantive planning had occurred or was on-going in two of the areas:

- A large portion of Oakridge is subject to the Cambie Corridor planning program,
- Downtown has had recent planning, including the Metro-core Jobs and Economy Study (2008), the Downtown View Corridor and Capacity Study (2010) and policy for Northeast False Creek.

In addition, staff noted that Southlands is a semi-rural area with a small population and little pressure for change. These three communities were therefore omitted from the list of neighbourhoods to be considered for community planning.

In the fall of 2010, staff invited the same community groups (including neighbourhood organisations, local schools, community centres and neighbourhood houses) that helped to determine planning need in 2005 to assist with reviewing and updating the criteria and indicators to be used in the assessment of priorities, focusing on the remaining five communities on the list to receive an updated plan - Fairview, Grandview-Woodland, Kitsilano, Marpole and the West End.

The review resulted in minor changes to the original criteria, as well as some changes to statistical indicators, such as dropping those where updated data was not available, combining indicators to eliminate duplication, and adding indicators to reflect new Council policy (e.g. for community gardens, access to green space). The revised criteria used in the updated analysis are shown in Table 1 below, together with some examples of the indicators. More information on the background and methodology for the analysis is contained in Appendix A.

**Table 1: Criteria and Indicators for Assessing Community Planning Priorities**

Criteria	Examples of Indicators
1. Development Pressures	<ul style="list-style-type: none"> <li>• % population growth ('01-'06)</li> <li>• Total area of rezonings</li> </ul>
2. Community Cohesion	<ul style="list-style-type: none"> <li>• % population that moved ('01-'06)</li> <li>• Child vulnerability</li> </ul>
3. Recreational and Social Services	<ul style="list-style-type: none"> <li>• Functional floor area of community centres per 1000 pop.</li> <li>• # community garden plots per 1000 pop.</li> </ul>
4. Quality of Life	<ul style="list-style-type: none"> <li>• Total crimes per 1000 pop.</li> <li>• % population living in low income households ('06)</li> </ul>
5. Appropriate and Affordable Housing	<ul style="list-style-type: none"> <li>• % households spending 30% or more of income on rent</li> <li>• % change in rental payments ('01-'06)</li> </ul>
6. Community Heritage and Character	<ul style="list-style-type: none"> <li>• Number of heritage buildings per net acre</li> <li>• Street trees per net acre</li> </ul>
7. Traffic and Transportation	<ul style="list-style-type: none"> <li>• % of population more than 400m from transit</li> <li>• Length of greenways/bikeways by area</li> </ul>

Applying the criteria and indicators resulted in the following scoring of the communities being considered for planning.

**Table 2: Priority Scoring of Neighbourhoods for Community Planning**

Neighbourhood	Overall Score
Grandview-Woodland	64%
Marpole	61%
West End	59%
Fairview	56%
Kitsilano	54%

Each of the three communities judged most in need of planning had high scores in different areas, reflecting their unique contexts and physical/social attributes and issues:

- Grandview-Woodland scored highly across a range of social indicators. It had the highest proportion of low-income and single-parent households, the highest unemployment rate and the highest proportion of households that spend over 30% on rent. It also recorded the highest crime rate per 1000 people.
- Marpole scored highly on indicators measuring development pressure. It had by far the highest amount of area (sq. ft.) in rezoning applications of any of the five communities and the second highest population increase behind the West End. Corresponding to this high proportion of newcomers is the highest population without basic English or French of the five communities.
- The West End had the highest population growth overall, particularly reflecting growth on the edges of the local area in Triangle West and along Burrard Street. It also had higher scores in certain social indicators - proportion of low-income households, child vulnerability - and a high proportion of renters.

It's important to note that any assessment of this kind inevitably has some limitations, given that communities are complex, dynamic entities, the analysis can only provide a snapshot in time (generally using past data), use of statistics is limited to available sources and prone to a margin of error and subjectivity, and a quantitative assessment cannot capture everything that is important in a neighbourhood.

For these reasons, staff believe that the close results (within 5 percentage points) between the top three communities are insufficient to determine a true and defensible ranking - they could in fact be characterised as a functional "three-way tie". However, in reviewing and updating the analysis, both staff and community representatives recognized its value as a tool in assessing planning need. Staff conclude that the scores represent a reasonable and objective basis on which to determine priorities for the allocation of planning resources.

## DISCUSSION

### Community Planning Program Renewal

Recognising that the complex policy environment in which land use planning now occurs will require future community plans to integrate issues from a number of perspectives, staff have structured the renewed approach to community plans under the following key themes:

- Major global, regional and city-wide challenges, and the roles that community plans can and should play in addressing them.
- Neighbourhood-level challenges, including managing and shaping new development, and the delivery of amenities and services.

- Process issues, including the challenges of improving public engagement and delivering plans which are nimble, responsive and efficient.

New Terms of Reference for the next community plans will reflect this general framework, which can be tailored to the specific planning needs (e.g. priority issues, geographical areas of focus) within individual neighbourhoods identified at the outset of each process.

The staff review of the City's approach to community plans was assisted and supplemented by:

- A best practice review carried out by an external consultant.
- Focus groups with community participants in the Mount Pleasant plan process as well as current and past practitioners in planning and city-building.
- A broad stakeholder workshop involving representatives from neighbourhood-based community groups, non-profit organisations, City advisory committees, and Provincial agencies.

The results of these consultations are summarised at: [www.vancouver.ca/nextplans](http://www.vancouver.ca/nextplans)

### 1. Global, Regional and City-wide challenges

Vancouver faces a convergence of global, regional and city-wide challenges which collectively threaten our environment, economy, livability and long-term sustainability. The key challenges, and the relevance of community plans to them, are briefly summarised below:

- *Climate change and resource depletion:* Vancouver's ecological and carbon footprints indicate that we are consuming resources and emitting greenhouse gases at unsustainably high levels.
  - Community plans can play a role in addressing these issues by helping us move towards more energy efficient patterns of development at the neighbourhood scale.
- *Housing and homelessness:* Vancouver's existing housing stock (both for rent and sale) is increasingly unaffordable, supply of some much-needed housing types is lacking (e.g. purpose-built rental, ground-oriented family housing), and a significant number of people are homeless or at risk of homelessness.
  - Community plans can promote housing supply to help moderate prices, diversify the housing stock to meet identified needs, and support the delivery of affordable housing and social services for the homeless.
- *Auto-dependence:* Much of the city is still too auto-dependent as a result of separated and lower density patterns of land use, and street design which still favours the car, and we have not yet begun to feel the effects of peak oil, which will fundamentally affect how we move around.
  - Community plans can help to create compact and complete communities which reduce the need to travel and facilitate sustainable forms of transportation (walking, biking, transit).
- *Urban health:* We face major public health issues such as obesity and heart disease which are in part related to a sedentary lifestyle connected to urban patterns. Access to nature via parks and green space is uneven across the city, as is the availability of local food resources.

- Community plans can facilitate walking and cycling through improved urban design, enhance indoor and outdoor recreational opportunities, and support the delivery of local food resources such as community gardens.
- *Demographic shifts:* The city's population continues to grow and age, the disparity between rich and poor widens (both financially and geographically), and we will need to continue to increase our services for new immigrants.
  - Community plans can respond by identifying places to accommodate new household types and needs (e.g. seniors housing and services), responding to pressing social issues, and planning for settlement services.
- *Economic development:* While Vancouver's economy is relatively strong, the unemployment rate continues to be significantly higher than five years ago, local service jobs are impacted by a variety of global and regional trends, while more traditional resource and manufacturing sectors continue to face challenges resulting from changing market conditions and the demand for cheap labour and resources.
  - Community plans can support local economic development initiatives and Council approved economic development principles, leading to economic diversification, job creation, and the larger transition to forms of employment that are cleaner and greener.

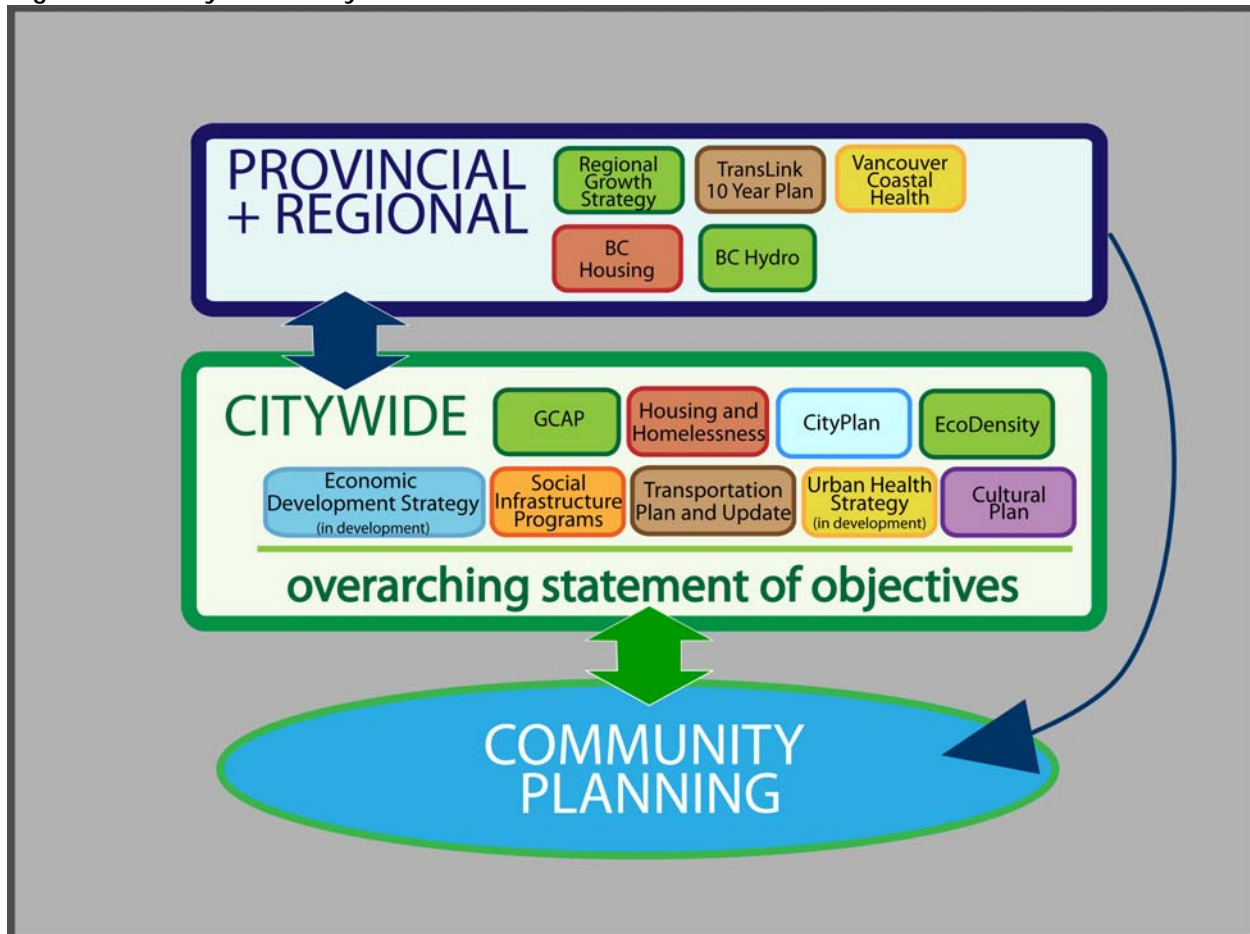
Identifying these significant challenges should not deflect from Vancouver's past and ongoing record of progressive city-building nor its enviable reputation as one of the most livable cities in the world. Rather, they represent key areas of focus and a spur to continuously seek new opportunities to respond to them, including through the next generation of community plans.

In the context of these major challenges, it's important to recognise that community plans operate within a policy hierarchy which runs from the provincial/regional level, through city-wide policy, down to the neighbourhood scale (see Figure 3). Provincial government policies and programs, such as those developed by BC Housing, and regional initiatives like the Regional Growth Strategy and Translink's 10 Year Transportation Plans, are directly relevant to neighbourhood planning. At the same time, the City continues to develop key city-wide policies contained within a variety of documents: the recently approved Greenest City Action Plan, the Urban Health Strategy, Transportation 2040, Housing and Homelessness Strategy, and Economic Development Strategy.

Together, these various policies lay out an over-arching set of goals and objectives, many of which are aimed at tackling the major challenges identified above. A primary role of community plans is to translate these policies to the neighbourhood scale, including identifying and seeking to resolve the tensions that sometimes arise in the process. As such, it is important that community plans are consistent with the higher-order policy objectives, embracing and sharing responsibility for tackling the major challenges, while remaining true to the unique features and elements of our diverse neighbourhoods.

In order to bring greater clarity to the city-wide policy context guiding the next community plans, staff will distil from existing Council-adopted policy documents (CityPlan, Greenest City, EcoDensity, Housing and Homelessness Strategy, Economic Development Strategy, etc) a set of draft city-wide principles to inform the community plan programs. These will be discussed with each community undergoing a community plan at the outset of the program, and may evolve as new city-wide policy initiatives are advanced.

Figure 2: Policy hierarchy



The policy hierarchy discussed above does not imply that each neighbourhood must adopt a uniform approach to the major challenges or take a literally equal share of responsibility for any given issue (e.g. a proportion of city-wide population growth or affordable housing). Such an approach would be too simplistic and would ignore the cherished diversity of Vancouver's neighbourhoods. Within the framework set by the higher-order policies each neighbourhood can and should have a distinct, and yet still meaningful and responsible response to the challenges, reflecting a variety of factors like location, existing conditions (housing and land use mix, built form, heritage, natural features, demographics etc), community priorities and locally specific issues. Indeed, approaches developed at the community plan level may serve to inform city-wide policy development.

Given the scale and pace of change affecting Vancouver, it is inevitable that provincial / regional and city-wide initiatives will continue to evolve, and that cycles of neighbourhood planning will not perfectly match this evolution. Community plans should aim to be resilient frameworks for the management of change but they cannot and should not be seen as rigid blueprints. In the past, the potential impact of future policies, programs and projects has understandably given rise to concern within neighbourhoods. Future community plans will therefore be explicit about how new city-wide initiatives or projects that emerge after the plan-making process will be addressed, with a commitment to neighbourhood-level

consultation on the merits of a particular initiative against established city and community goals (e.g. sustainability, affordability).

#### **City-wide Plan - A first step**

Community plans operate within a policy hierarchy which includes provincial/regional and city-wide policy. It is also evident that planning at multiple geographical scales simultaneously is critical to tackling the challenges facing the city and addressing new issues as they emerge. In this context, staff notes that there are compelling reasons to begin work on a city-wide land use and physical plan in the near future. These reasons include:

- The statutory requirement to provide the City's response to the new Regional Growth Strategy (known as a Regional Context Statement) within two years of adoption of the strategy.
- The need to coordinate land use planning with other city-wide initiatives which are either recently completed or ongoing, such as the Transportation Plan 2040, Housing and Homelessness Strategy, Greenest City Action Plan, Economic Development Strategy, etc.
- The desire to create, for the first time, a coherent physical plan for the whole city to provide a clear and resilient framework to guide land use and development decisions.

Staff anticipate reporting to Council in early 2012 with a proposed strategy for the preparation of a city-wide plan, including information on the recommended scope of work, timing, and resourcing. Staff would ensure that such a program is carefully coordinated with ongoing community planning initiatives, including the next community plans, and that all planning at different scales informs and aligns with each other. As noted above, as a first step towards this coordination staff will distil from existing Council-adopted policy documents (CityPlan, Greenest City, EcoDensity, etc) a set of draft city-wide principles to guide the next community plans. It is anticipated that these principles would be considered and possibly enhanced as an early phase in the city-wide plan process.

## **2. Neighbourhood-level challenges**

The second set of challenges addressed in this review of community planning involves specific issues arising within neighbourhoods: concern over development pressure, and the delivery of neighbourhood amenities and services.

### **Addressing development pressure**

There is significant and increasing concern within several of the city's established neighbourhoods over the nature and scale of proposed new development. This is to be expected as the city's population continues to grow and change (requiring new and more diverse housing supply), and as we move towards more compact, complete communities to enable people to live and work in close proximity.

Concern typically arises over rezoning applications which seek additional height and density beyond the existing zoning, often within a policy context which is dated or unclear, and in some cases directly questioning the existing policy. Robust, up to date community plans are a valuable tool in helping to address this concern because they provide an opportunity to get ahead of development pressure and shape the future of a neighbourhood prior to applications

being considered. On the other hand, plans will never remain completely up-to-date, and must also be flexible ("living") documents that can respond to new ideas and challenges.

There are a number of areas where community plans can be more effective in dealing with development pressures, including:

- Focussing effort on the anticipated areas of change within the neighbourhood and establishing clear parameters on the key issues like land use, built form, public realm improvements and community amenity priorities. Plans should strive for clarity about what is fixed and what is flexible, but avoid being overly prescriptive, recognising that more detailed work will be required on a site-by-site basis to determine the precise make-up of a particular development project.
- Bringing together the broadest possible range of interested parties (community groups, local residents, landowners, developers, public agencies, health services, etc) and perspectives within the plan-making process to shape proposals and resolve disagreements, so that subsequent development processes (e.g. rezonings) are more predictable and satisfactory for all parties.
- Given that it is impossible for a time-limited community planning process to anticipate every future idea or proposal that might emerge, plans should establish explicit processes to determine whether (and how) proposals which were not anticipated, or which significantly challenge plan policies, should be considered. This should include neighbourhood consultation on the merits or otherwise of the proposal against established city and community plan goals.

The City's established practice is to limit the types of new rezoning applications which will be considered during the creation of a community plan so as not to pre-empt or divert the planning program with rezonings which seek to set new directions or preclude options in a neighbourhood. This is expected to be a significant issue in the West End and Marpole in particular, where recent rezoning volumes have been high. Staff recommend that this practice be continued.

Appendix B contains a proposed policy setting out the circumstances under which new rezonings and heritage revitalisation agreements would be considered during the creation of the next community plans. These circumstances include projects involving public or non-profit institutional, cultural, or recreational uses, non-market housing, or heritage retention, as well as minor housekeeping amendments. It should also be noted that applications that have already been submitted and enquiries that have received a written response prior to the adoption of the rezoning policy will continue to be processed.

### **Delivering neighbourhood amenities and services**

Community plans have an important role to play in planning for the provision of new (and enhancement of existing) public amenities to support complete, healthy and sustainable communities as they grow and change. A broad range of public amenities and benefits needs to be considered, such as community centres, cultural facilities, childcare centres, libraries, neighbourhood houses, affordable housing, parks and the public realm, police and fire facilities. These amenities are typically delivered and operated by the City, senior levels of government, non-profit organisations, or a combination. The City's primary source of funding for public amenities is tax-supported capital funds (through the Capital Plan), supplemented

by development-related contributions (Development Cost Levies and Community Amenity Contributions - in cash or in kind) and senior government funding/grants.

The increasing scope (e.g. affordable and rental housing, district energy systems, etc) and cost of public amenities requires creativity and integration of planning to support the City's efforts to deliver amenities that maintain and enhance our livability in a manner which is financially sustainable. Moving forward, community plans can help with this through a process which will:

- Identify amenity needs through a combination of rigorous analysis (Community Amenity Needs Assessments) and neighbourhood discussions about local priorities. The goal should be to prioritise needs in the context of anticipated funding sources, rather than produce a "wish list".
- Promote efficient use of scarce resources - most notably funding and land - by exploring innovative new ways to deliver amenities e.g. through physical co-location of services in multi-use facilities, partnerships with other levels of government, the private sector and non-profit organisations.
- Contain robust public amenity strategies, including mechanisms to improve linkages between amenity priorities identified within the community plan and the City's Capital Plan cycles and other funding sources (e.g. DCLs and CACs), supported by financial analysis to assess the capacity of new development to contribute to public benefits.

### **3. Evolution of civic engagement**

Council has provided clear direction regarding the need to enhance and diversify public engagement in community planning, and the desire to deliver plans more quickly and create processes which are nimble and responsive to pressing issues.

#### **Enhancing and diversifying public engagement**

Effective public engagement is a foundation of good community planning: it enables the sharing of knowledge and understanding about city-wide and neighbourhood issues, builds capacity within communities, enables well-informed decision-making, and helps to ensure adopted plans have general buy-in from the community. The City faces some significant issues around public engagement in community planning, including:

- Strong desire within neighbourhoods for deeper, more meaningful engagement in plan preparation and implementation.
- Achieving common ground among the variety of interests involved in the creation of plans is challenging, time-consuming and sometimes unsuccessful, leading to frustration for some parties.
- Processes can be dominated by a narrow demographic or "communities of interest" which may not reflect the City's diversity (in income, ethnicity, language, culture, age, housing tenure, etc), so broadening participation is crucial to creating plans which respond to the widest possible range of perspectives.

- Engagement exercises can be dry and inaccessible, partly due to the complexity and technical nature of city-building issues.
- Approval of contentious plans, policies or proposals can fuel tensions among some engaged citizens, especially when poorly communicated or explained.

There are no simple or comprehensive solutions to these challenges, however they can be better addressed in the next generation of community plans through a number of approaches and techniques, such as:

1. Building community capacity in many ways, including through clear, accessible and jargon-free explanation of city-building topics, challenges and potential solutions.
2. Introducing new tools and technologies to support broader participation (e.g. social media, web-based engagement, translation services, improved accessibility for those with disabilities).
3. Refreshing traditional techniques like workshops and open houses to make them more dynamic and compelling (e.g. through use of video, visualisation)
4. Using facilitation and group decision-making techniques at key stages to constructively address trade-offs and seek common ground.
5. More open and transparent communication about City objectives and staff recommendations, especially when plan policies have limited community support.
6. Strategic use of new methods to reach under-represented sections of the community (e.g. youth).
7. Encouraging neighbourhood advisory groups to include broader representation to reflect the diversity of the community, and bringing together a range of stakeholders such as landowners, developers, government agencies, and non-profit organisations.
8. Strengthening opportunities for representative input by providing a safe engagement environment (and a variety of tools and methods) that will allow people to participate in a way that is comfortable; working to ensure that the loudest voices don't prevent all voices from participating and being heard and respected.
9. Selective use of survey tools to gauge community support, noting the difficulty of capturing the complexities and trade-offs involved in plan-making, limited sample sizes, and the challenges experienced in some past processes such as ballot stuffing and "coaching". Noting these issues, the intention is not to use surveys to directly determine plan content.

### **Quicker, more nimble processes**

The preparation of recent community plans (e.g. Mount Pleasant) has typically taken approximately 3 years. This plan preparation phase is followed by implementation, which is an ongoing process over many years involving a smaller staff complement as well as participation from many of the external stakeholders involved in the creation of the plan.

Faced with the rapid pace of change in the city, high demand for community planning and limited resources, there is a desire to deliver plans more quickly and efficiently. This is a major challenge, considering that the range of topics covered by community plans continues to become broader and more complex and public expectations for engagement in processes are rising. It is also clear from experience that creating well-considered plans which have support from the community requires adequate time to properly address the difficult issues.

Nevertheless, in reviewing the City's approach to community plans staff have identified a number of improvements which should lead to shorter timelines (approx 21 months) and plans which are more responsive without compromising plan or process quality. This can be achieved by:

1. Developing new and more effective engagement techniques.
2. Looking for efficiencies and synergies with other City initiatives by linking to those programs and avoiding duplication.
3. Making process steps less linear, with more steps undertaken in parallel and greater integration of topics covered.
4. Focussing on the most pressing issues in each community, based on consideration of Council and neighbourhood priorities.
5. Facilitating action on pressing issues during the plan-making process, rather than waiting for the implementation phase. This was successfully piloted in Mount Pleasant, with various social development projects completed on unemployment and homelessness, and could be extended to other initiatives such as public realm and transportation improvements where staff resources and implementation funding is available.

### **Staffing and Resources**

In November 2010, Council requested that staff report back on the implications of undertaking up to three additional community plan processes, including potential impacts on finances, staffing and other ongoing planning programs. In order to respond, staff undertook a review of each of the departments involved in the creation of community plans to ascertain current resource capacity and needs. This review was focussed on finding efficient ways to deliver a high quality of service in both process and plan products within the context of the renewed approach to community plans outlined in this report, including the estimated 21 month timeline.

Each community plan will be lead by a core team of dedicated staff, supplemented by subject experts from various city departments and agencies to address specific issues at various points within the program (e.g. youth, seniors and multi-cultural engagement, affordable housing, homelessness, culture, food policy, urban health, active transportation, parking, libraries, communications, etc). In addition, specialist consultants will be required in certain areas, such as financial analysis, facilitation, heritage, etc.

Staff believes that there is an ability within existing resources to undertake two community plans concurrently, however this will be challenging given current workloads and affect staff's ability to respond to other Council requests that may emerge. It will require that the core

staff team is free of other priorities to focus on the community plans, and necessitate careful coordination and scheduling to ensure that subject experts are available to contribute when required. Should that not be the case, the timelines for completion of the plans will likely be impacted. At this stage it is estimated that the consultancies necessary to complete two plans can also be covered from existing annual budgets.

In order to undertake a third plan concurrently, additional staff will be required to supplement those departments where resources are expected to be under greatest pressure - Planning (Central Area Division), Housing and Parks. Table 3 shows the additional staff needed in those departments to supplement the existing resources and carry out a third plan. In addition, the Planning Department's annual consultant budget will need to be augmented.

**Table 3 - Additional staff required to undertake three community plans**

Department	Staff Level / Role	FTE
Planning	PII - Program lead	1.0
	P Ass - Program assistant	1.0
Housing	PII - Housing planner	0.5
Parks	PII - Parks planner	0.5
<b>TOTAL</b>		<b>3.0</b>

Should Council wish staff to proceed with the Grandview-Woodland, Marpole and West End community plans concurrently (Recommendation B), the net additional cost in staffing and consultancies is estimated to be \$562.1K over the plan-making period (see Financial Implications and Appendix C). Staff note that this expenditure would not only allow for three concurrent plans, but it would also enable a more appropriate staff approach to all three plans. If Council approves Recommendation B, staff notes that it will take some time to assemble (and hire) the teams necessary to carry out the three community plans and to prepare for the programs themselves. The precise timing of the start-up of the three programs will therefore vary depending on the availability of staff and the time taken to undertake the necessary preparatory work.

### Relationships to other Planning Programs

#### Cambie Corridor Planning Program

On May 9, 2011, Council approved Phase 2 of the Cambie Corridor Plan. At that time, Council also directed that:

- staff proceed with plan implementation including work on a public realm strategy, district energy strategy, utilities servicing strategy, and comprehensive public benefits strategy; and
- Phase Three of the Cambie Corridor Planning Program proceed, coordinated and integrated with other community planning exercises.

Staff has initiated work on a public realm strategy, district energy strategy, utilities servicing strategy, and comprehensive public benefits strategy, with a planner dedicated to undertaking these tasks and coordinating with other departments as applicable.

With regards to the Phase 3 areas, for the area north of 57<sup>th</sup> Avenue, planning will be initiated following completion of the implementation work listed above. For the Phase 3 areas south

of 57<sup>th</sup> Avenue (i.e. within Marpole), it is recommended that this area be addressed as part of the Marpole Community Plan. In both instances, the work in these "transit influenced areas" will be informed by the Cambie Corridor Terms of Reference and Phase 2 Plan.

### Neighbourhood Centres

In the Fall of 2010, Council approved the Norquay neighbourhood centre plan, and staff continue to work on various implementation activities such as the creation of zoning schedules for new housing types and a public benefits strategy. The city-wide plan program outlined above provides an opportunity to efficiently establish some overall principles regarding each of the city's neighbourhood centres and subsequent priorities for future planning.

### FINANCIAL IMPLICATIONS

The total additional program costs to undertake a third plan are estimated to be \$629.5K. The estimated pro-rated costs (3 months) in fiscal 2011 for salary and fringe benefits for 4 temporary positions (3 FTE - subject to classification by the GM of Human Resources) is \$67.4K and can be funded within the existing CSG operating budget.

The 2012 and 2013 salary and fringe benefit costs are estimated at \$404.5K (18 months). Public consultation and consultancies are estimated to be \$157.6K over an 18 month period in fiscal 2012 and 2013 for a total of \$562.1K of additional funding (\$416.3K in 2012; \$145.8K in 2013). The source of funds for fiscal 2012 and 2013 funds will be reviewed subject to the 2012 operating budget process.

Table 4 - Summary Program costs by year

		2011 (3 mo.)	2012 (12 mo.)	2013 (6 mo.)	2011-13 (21 mo.)
Planning	Planner II	25,340	101,380	50,690	177,410
Planning	Planning Assistant III	16,720	66,880	33,440	117,040
Housing	Planner II	12,670	50,690	25,350	88,710
Parks	Planner II	12,670	50,690	25,350	88,710
	<i>Salary &amp; F/B</i>	<i>67,400</i>	<i>269,640</i>	<i>134,830</i>	<i>471,870</i>
	<i>Public Process &amp; Consultancies</i>	<i>0</i>	<i>146,650</i>	<i>11,000</i>	<i>157,650</i>
	<b>Total Program costs</b>	<b>67,400</b>	<b>416,290</b>	<b>145,830</b>	<b>629,520</b>

### CONCLUSION

This report identifies that Grandview-Woodland, Marpole and the West End are the highest priorities for a community plan program based on an updated assessment of community planning needs among neighbourhoods with dated plans. The report also recommends a renewed approach to community plans in light of current challenges and opportunities. Finally, the report seeks Council approval of the additional resources required to undertake planning in these three communities at the same time.

\* \* \* \* \*

## SUMMARY OF 2010 PLANNING NEED SCORING PROCESS

### 1. Review of Criteria and Indicators

In October 2010 staff held a workshop to review and update the 2005 criteria and indicators with the help of community representatives from five communities: Fairview, Grandview-Woodland, Kitsilano, Marpole and the West End. A number of general principles guided this work, including that indicators should:

- be based on data that is reliable, and available for each community;
- be consistent with the intent of the criteria;
- provide clear direction on the need for planning;
- avoid duplication; and
- not directly contradict City-wide policies and priorities.

The review work resulted in combining/dropping criteria and indicators to avoid double-counting, amending indicators to more accurately reflect the criteria intent, and adding some indicators to reflect new Council priorities, new data or updated targets (for example, adding # community garden plots/1000 people). Following are the highlights of the changes:

- **Criteria 7 - Existence and Relevance of a Plan** was shifted from a criteria to an indicator under Criterion 1 Development Pressures.
- **Indicator 1.5 - Total Area of Residential Rezoning**s has been changed to include commercial and industrial floorspace added through rezonings. The new indicator is 1.5 Total Area of Rezoning.
- **Indicator 3.7- Area of Schools by child population** has been added as a new indicator.
- **Indicator 5.4 - Average Rental Payments** has been changed to 5.4 - Percentage change in Rental Payments 2001 - 2006.

### 2. Final Criteria and Examples of Key Indicators

The final selection criteria are based on relevant, available and comparable measures of planning need. The full list of criteria and key indicators is shown below.

#### CRITERION 1: Development Pressures

1.1	Population growth (%), between 2001 to 2006
1.2	New residential units, '06-09 as a % of '06 stock
1.3	Population density
1.4	Total Area of Rezoning (sq ft. of proposed development in rezonings)
1.5	Age of general community plan(s)

#### CRITERION 2: Community Cohesion

2.1	Population that moved (%) between '01 and '06
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2.2 Child Vulnerability (% kindergarten kids at risk) - Wave 3 (2008)

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2.3 Single parent families as % total families, '06

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2.4 Population without basic English or French (%) '06

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**CRITERION 3: Recreational and Social Services**

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3.1 Local park area per 1000, '06

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3.2 Functional floor area of community centres/1000 population

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3.3 Existing childcare spaces as a per cent of total need, 2005

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3.4 # Community Garden plots per 1000/people

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3.5 # Public Art installations per local area

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3.6 Percentage of population living more than 400m from green space

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3.7 Availability of schools by child population

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**CRITERION 4: Quality of Life**

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4.1 Total crimes per 1000 (including violent and property crimes), '09

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4.2 Unemployment rate '06

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4.3 Population living in low income households (%) '06

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**CRITERION 5: Appropriate and Affordable Housing**

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5.1 % non market housing, 2005

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5.2 % households spending 30% or more of income on rent, '06

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5.3 % rental housing, 2005

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5.4 Percentage change in Rental Payments, 2001-2006

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**CRITERION 6: Community Heritage and Character**

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6.1 Number of heritage buildings per net acre

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6.2 Share of city jobs, 2006

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6.3 Share of city housing units, 2006

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6.4 Street trees per net acre '04

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**CRITERION 7: Traffic and Transportation**

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7.1 Total arterial street length multiplied by 24 hour traffic count divided by net land area, 2004

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7.2 Length of greenways and bikeways/net area

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7.3 Number of injury/fatality traffic accidents/net area

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7.4 % of population more than 400m from transit

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### 3. Scoring Methodology

Based on input from the community consultations, the seven criteria were equally weighted. Each criterion includes several indicators using different types of measurements. To ensure equal weighting of the criteria, and to ensure comparability of different types and sets of data, the following methodology was used:

- Data was taken from the best available source, including information from Statistics Canada, City departments (including Engineering, Planning, Social Development), established research bodies from public, academic and non-profit organizations (including the UBC Human Early Learning Partnership, Metro Vancouver Homeless Count, *etc.*).
- Data was inputted for each of the local areas on 43 indicators.
- For each indicator, the result for each local area was given a percentage score relative to the highest result.

For example, length of greenways and bikeways/net area is one of four indicators under Criterion 7. In the example below, the results from two local areas are given. Traffic counts on major arterials were highest in Community 2, so results for all other local areas are calculated as a percentage of this score.

Local Area	Km of Bikeways/Greenways per acre of community	Relative Scoring Calculation	% score
Community 1	1.2	$= (\text{Km of Bikeways/Greenways per acre} / \text{Highest score}) \times 100\%$ $= (1.2 / 5.9) \times 100\%$	20%
Community 2 (highest score for this indicator)	5.9	$= (\text{Km of Bikeways/Greenways per acre} / \text{Highest score}) \times 100\%$ $= (5.9 / 5.9) \times 100\%$	100%

- For each indicator, the local area(s) with the greatest need for planning attention was represented by a percentage score of 100%, and lesser need was represented by lower percentage-scores.
- For each criteria, the percentage-scores of all indicators for a local area were summed up, and averaged across the number of indicators.

#### 4 .Summary of Criteria Scores and Overall Scoring

	Overall Score	Rank	Criterion 1	Criterion 2	Criterion 3	Criterion 4	Criterion 5	Criterion 6	Criterion 7
			Development Pressures	Community Cohesion	Recreational and Social Services	Quality of Life	Appropriate and Affordable Housing	Community Heritage and Character	Traffic and Transportation
Grandview-Woodland	64%	1	34%	88%	75%	72%	74%	59%	87%
Marpole	61%	2	42%	80%	62%	83%	75%	52%	92%
West End	59%	3	48%	67%	48%	52%	84%	66%	75%
Fairview	56%	4	41%	61%	70%	52%	75%	58%	77%
Kitsilano	54%	5	42%	57%	52%	39%	78%	69%	79%

**POLICY ON CONSIDERATION OF REZONING APPLICATIONS AND HERITAGE REVITALISATION AGREEMENTS DURING COMMUNITY PLAN PROCESSES**

Draft for Council - July 2011

The table below sets out a proposed policy to govern consideration of rezoning enquiries and applications, and heritage revitalisation agreements, during the Community Plan programs for the West End, Marpole, and Grandview Woodlands. Once adopted, the policy will apply until such time as the Community Plan is approved by Council.

	<b>West End</b>	<b>Marpole</b>	<b>Grandview Woodlands</b>
<p>Preamble</p> <p>The following rezoning policy is based on the principle of not pre-empting or diverting the community planning program with rezonings which set new directions or preclude options in a neighbourhood.</p>			
<p>Policy 1: Where, at the time of adoption of this rezoning policy, there is an active rezoning application or where an enquiry has been received, and the applicant has received a written response stating that a rezoning application would be considered, the application will be considered.</p>	✓	✓	✓
<p>Policy 2: Applications will not be considered where Council-approved plans or policies preclude them. If this conflicts with other Council policy (e.g., rental housing rate of change policy vs. heritage retention policy), then this will result in a report to Council for direction (also see Policies 7 and 9).</p>	✓  e.g., rental hsg rate of change;	✓  e.g., rental hsg rate of change; Metro Core; Industrial Lands	✓  e.g., rental hsg rate of change; Metro Core; Industrial Lands
<p>Policy 3: Applications will be considered for the retention, expansion, downsizing, or reuse of public or non-profit institutional, cultural, recreational, utility, or public authority uses.</p>	✓  e.g. St. Paul's Hospital	✓  e.g. Pearson Hospital	✓  e.g. Britannia Community centre
<p>Policy 4: Rezoning applications will be considered in the cases of housekeeping amendments and minor text amendments to existing CD-1s which are not related to height or density increases (e.g. altering the mix of commercial uses in an existing building). This would include public consultation and a public hearing.</p>	✓	✓	✓
<p>Policy 5: Rezoning applications will be considered for projects involving social and supportive housing (e.g., involving 30% core-need and/or non-profit housing), or community care</p>	✓	✓	✓

facilities or group residences.			
<p>Policy 6: Rezoning applications will be considered for proposals involving Neighbourhood Housing Demonstration Projects (i.e., seeking alternative types of housing in Vancouver's single-family neighbourhoods).</p>	N/A	✓	✓
<p>Policy 7: Rezoning applications involving heritage retention and heritage revitalization agreements will be considered. If this conflicts with other Council policy (e.g., rental housing rate of change policy vs. heritage retention policy), then this will result in a report to Council for direction (also see Policies 2 and 9).</p>	✓	✓	✓
<p>Policy 8: Rezoning applications which seek relief from any of the terms of this rezoning policy may be considered <u>under exceptional circumstances</u> once reported to Council for direction.</p>	✓	✓	✓

<u>Vancouver's Next Community Plans - Financial Implications</u>						3 months	12 months	6 months	21 months	
	Pay Grade/ Pay Band	2011 Step 3 Rate	3 Months	Benefits @ 20%	TEMP FTE	Total 2011 costs	Total 2012 costs	Total 2013 costs	Total 2011- 2013 costs	
<b>Planning</b>										
	Planner II	GR 31	84,481	21,120	4,220	1.0	25,340	101,380	50,690	177,410
	Planning Assistant III	GR 21	55,737	13,930	2,790	1.0	16,720	66,880	33,440	117,040
<b>Housing</b>										
	Planner II	GR 31	84,481	21,120	4,220	0.5	12,670	50,690	25,350	88,710
<b>Parks</b>										
	Planner II	GR 31	84,481	21,120	4,220	0.5	12,670	50,690	25,350	88,710
<i>Total Salary &amp; Fringe Benefits</i>		<i>309,180</i>	<i>77,290</i>	<i>15,450</i>	<i>3.0</i>	<i>67,400</i>	<i>269,640</i>	<i>134,830</i>	<i>471,870</i>	
<i>Total Consultancies</i>						<i>0</i>	<i>146,650</i>	<i>11,000</i>	<i>157,650</i>	
<b>Total Costs</b>					<b>3.0</b>	<b>67,400</b>	<b>416,290</b>	<b>145,830</b>	<b>629,520</b>	