Marpole Community Plan

TERMS OF REFERENCE

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CITY OF
VANCOUVER

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BACKGROUND

A community plan is a framework to guide positive change and development in a neighbourhood. The plan will outline a combination of long-range and short-term goals for the area as a whole, with more detailed guidelines for specific sub-areas, issues or initiatives.

All community plans work within broader objectives established for the entire city and at the regional and provincial levels. While issues and areas of focus will vary from one community to another, all community plans will look at some or all of the following policy areas: land use, urban design, sustainability, transportation, housing, municipal infrastructure and utilities, parks and open space, community facilities and services, social policy, local economy, heritage, culture, the environment and public safety.

These Terms of Reference were created to reflect a renewed approach to community plans which was developed through a review process involving a broad range of stakeholders and endorsed by City Council in July 2011.

This new approach requires community plans to provide a local neighbourhood response to some of the major challenges facing Vancouver, including:

- over-consumption of scarce resources and the emission of greenhouse gases and other pollutants at unsustainably high levels
- land use patterns and street design that continue to encourage high levels of motor vehicle use and are not supportive of transit oriented development
- unaffordable housing and an insufficient and aging rental stock, limited housing choices and a significant number of homeless
- high incidences of public health problems (obesity, heart disease, mental health concerns), and
- demographic changes, including increasing diversity and an aging population.

The plans and their associated processes also need to address a range of other key issues, including:

- changing service needs and high demand for community amenities with limited municipal resources to respond to the demand
- integrating new developments into existing neighbourhoods
- providing enhanced and creative ways to connect with residents and other stakeholders, and ensure broader participation, and
- creating plans in a more timely and efficient manner.

Responding to these challenges and issues will be major themes of the community plans.

1. INTRODUCTION to the Terms of Reference

Purpose of this document

This document sets out the Terms of Reference governing the community planning process for Marpole. The goal is to provide a clear understanding of the principles guiding the planning work, geography of the planning area, process that will be followed to create the plan, and the key products. The document highlights policy themes to consider and a preliminary identification of local issues and sub-areas of particular concern. It also provides an overview of the key players and their roles within the community plan process.

It does <u>not</u> cover specific considerations around every topic, details on public engagement or how meetings or working groups will operate.

2. MARPOLE CONTEXT STATEMENT

It is believed that Marpole was first inhabited as far back as 3,500 B.C. and was settled by non-natives in the 1860s. Later, the area was connected to other regional destinations by the BC Electric interurban tram line. Today, its unique location on the Fraser River and three bridge connections make it a critical access point, joining Vancouver to the Vancouver International Airport as well as other parts of the Metro Vancouver region.

Over the years, Marpole has experienced many significant changes and challenges. In 1957, the Oak Street Bridge opened, followed by the Arthur Laing Bridge in 1975. Together, these two major transportation projects had a tremendous impact on the neighbourhood, opening up Marpole as a commuter corridor to the growing municipalities south of the Fraser River. This also led to the relocation of the local shopping area from Hudson Street to its current Granville location. More recently, the 2009 opening of the Canada Line and its Marine Drive Station has also contributed to further change in the community. Today, Marpole is divided by five primary arterials: Granville Street, Oak Street, Cambie Street, Southwest Marine Drive, and West 70th Avenue. Large traffic volumes and congestion, combined with minimal accommodation in the public realm, and limited crossing opportunities on these arterials make it difficult and unpleasant to walk to amenities and safely cross these streets.

The housing stock in Marpole is largely composed of low-rise apartments (53%) and single detached houses (35%) with a significant amount of affordable, good quality rental housing which is a valued asset in the community. Approximately 57% of all dwelling units are rented (compared to 52% city-wide).

Marpole's main local shopping area is located on Granville Street, south of West 63rd Avenue. The introduction of the Canada Line will bring a new commercial district around the Marine Drive Station at the intersection of Cambie Street and Southwest Marine Drive. Large-scale retail stores, manufacturers and distributor stores are located along the south side of Southwest Marine Drive and heavy-industry is located along the north bank of the Fraser River, all comprising part of the South Vancouver Industrial Area.

Marpole is a vibrant community made up of long-time residents, families, seniors, newcomers, and students with a current population of 23,832 (2011 census). Between 1996 and 2006, Marpole experienced modest population growth at a rate of approximately 1.0% per year, similar to that of the City as a whole at 1.2% per year. However, it experienced almost no growth between 2006 and 2011 (a total increase of 49 persons over the five year census period, representing an increase of 0.21%), whereas the population of the City increased 4.4% over that same period. One of the most notable changes has been the ethno-cultural composition of the community as many new immigrants, predominantly of Chinese origin, have made Marpole their home. Currently, Chinese is the dominant mother tongue language (41%), followed by English (37%). The city-wide breakdown of those two language groups is 25% and 49% respectively.

Although it has improved over the years, 2006 census data indicates Marpole still has a slightly higher unemployment rate than the rest of the city (6.8% compared to 6%). In 2006, the median household income was $41,125, 13% less than the City overall ($47,299).

Marpole also has many important and well-used community assets, including its parks, a community centre, library, neighbourhood centre, daycare facilities, social services, and four elementary schools (three over 90% capacity and one over 100% capacity), all of which contribute to the valued social fabric of the community. A diversity of housing types and tenures and good bus and rapid transit service are also among the community's assets. While access to the Fraser River is limited today, there is great potential for it to provide a stronger connection to the natural environment for the community.

3.   MARPOLE PLANNING GEOGRAPHY

The Marpole community is bounded by Angus Drive (west), Ontario Street (east), West 57th Avenue (north), and the Fraser River (south) (see Map 1).

Map 1: Marpole Local Area Boundary

3.1 Considerations of Existing Policy

a. Cambie Corridor Plan - Phase 2

The Cambie Corridor Planning Program was designed to maximize the opportunities presented by the introduction of rapid transit infrastructure (the Canada Line), which provided a new and significant north-south connection within the City. The Program was designed to be carried out in three phases:

- Phase One – define corridor and station area planning principles, and create an interim rezoning policy.
- Phase Two – create a policy plan for key sites and arterials along the Cambie Corridor.
- Phase Three – create a policy plan for surrounding transit-influenced neighbourhoods.

Phases one and two are complete and have been integrated into the *Cambie Corridor Plan*, which was approved by Council on May 9, 2011. The Plan includes detailed direction for the future redevelopment of key sites around the Canada Line SkyTrain stations, as well as for sites abutting Cambie Street along the entire corridor. The Plan provides clear land use policy, as well as provisions for public benefits, the public realm, and district energy systems. The integration of land use, built form, transportation infrastructure, energy, affordable housing, and other elements of sustainability will knit the Corridor together in a way that will improve the overall livability and viability of the neighbourhoods along Cambie Street.

The southern portion of the Cambie Corridor study area is within the boundaries of the Marpole neighbourhood. With this work recently completed, revisiting the planning work for the Phase 2 – Core Area sites of the Corridor will not be a part of the Marpole Community Plan program. However, the Cambie Corridor Phase 3 areas south of West 57th Avenue (i.e., within Marpole) will be addressed as part of the Marpole Community Plan. The work in this Phase 3 "transit influenced area" will be informed by the Cambie Corridor Terms of Reference and Phase 2 Plan. This is consistent with the approach endorsed by Council on July 28, 2011 regarding the next community plans.

b. Industrial Lands

In 2006, staff undertook a review of the South Vancouver Industrial Area. The findings of that review confirmed that unique industrial areas such as the South Vancouver Industrial Area are vital for the kind of diverse economic base that will continue to make Vancouver a sustainable, economically resilient city. However, while protecting the industrial land base is important, it is also important to consider other City goals such as supporting investments in rapid transit through higher intensity land uses near transit stations.

In keeping with these findings, on July 29, 2009, Council passed a motion to confirm the retention of the existing industrial zoning in the South Vancouver Industrial Area, except for limited and strategically located lands immediately around the Canada Line Marine Drive Station, where opportunities could be reviewed for non-residential, job intensive uses as part of the Cambie Corridor Planning Program. Accordingly, the area directly south of the Marine Drive Station, between Ash and Yukon Streets, was reviewed during Phase 2 of the Cambie Corridor Planning Program. While mixed use designations have been permitted immediately adjacent to the station, the bulk of the area south of those mixed use sites has been designated as a Mixed Employment Zone, which will allow for non-residential, employment generating intensification (see Map 2).

Map 2: South Vancouver Industrial Area

There are still two remaining sites in the South Vancouver Industrial Area that warrant consideration for higher intensity land use due to their proximity to the Marine Drive SkyTrain Station (see map above). These two sites will be considered for

intensification of non-residential, employment generating uses only. The remainder of the South Vancouver Industrial Area will not be reviewed. This approach is consistent with City goals regarding development around rapid transit investment, and with relevant policies and land use designations in the Metro Vancouver Regional Growth Strategy, endorsed by Council in 2011.

c. Oakridge Langara Policy Statement

The Oakridge Langara Policy Statement was approved by Council on July 25, 1995 and amended on March 10, 1998. It describes general planning principles and policies to guide development and neighbourhood character in the Oakridge/Langara area. The intent of the policy statement is to inform rezoning applications in the study area, providing a framework for Council and the community to guide rezoning decisions.

The policy statement states: "In the event of a rapid transit link to Richmond, evaluate areas around potential station locations to determine whether additional sites should be considered for changes in land use and/or density" (Policy 11.5). With the recent introduction of the Canada Line, evaluating this area through the Marpole Community Plan process is consistent and in accordance with this policy direction.

3.2   Large Sites in the Study Area

In 2009 Council endorsed a planning program for the George Pearson Centre (GPC) / Dogwood Site, located between Cambie Street and Heather Street and between West 57th Avenue and West 59th Avenue. Planning the redevelopment of this site will take place as a separate, but coordinated planning process in the context of the program already endorsed by Council. Where possible and appropriate, the Marpole Community Plan program will coordinate and identify linkages related to infrastructure, servicing, sustainability, and amenities, ensuring strong integration of the GPC site within the broader Marpole community.

3.3   Areas Excluded from the Marpole Community Planning Process

Relationship with Cambie Corridor Plan

As noted in Section 3.1, given recent Council approval, the area covered by the Cambie Corridor Phase 2 - Core Area south of West 57th Avenue (i.e., within Marpole) will not be revisited through the Marpole Community Plan.

Relationship with South Vancouver Industrial Lands

As noted in Section 3.1, in keeping with Council direction regarding the retention of industrial lands (with the exception of strategic 'let-go' sites shown on Map 2), the South Vancouver Industrial Lands area that falls within the Marpole community boundary will not be revisited through the Marpole Community Plan process.

4.   PRINCIPLES

The following principles will guide the community planning process taking place in Marpole.

1. Balance and Responsibility. The community plan will balance the desires, needs and unique quality of each community with its place as part of the City and region. New plans and policies will be consistent with and strive to advance the goals of city-wide plans, policies and initiatives (e.g. CityPlan, Transportation Plan and Update, Housing and Homelessness Strategy, Greenest City Action Plan, Healthy City Strategy, Social Amenities Plan, City-wide Land Use Plan, if underway, etc), while enabling distinctive and creative responses to the issues based on the unique characteristics and conditions of the neighbourhood.

2. Flexibility and Broad Outreach: Residents, property owners and renters, non-profit organizations and other community service groups, landlords/building managers, developers and local businesses will have a broad range of ways to help identify options and create policy. The opinions of community members in the directly affected area and in the wider community will be sought.

3. Inclusivity. An accessible, inclusive process will be used to engage the broadest possible range of people, including those with varying cultural backgrounds, ages, incomes, and tenure in Marpole. The community planning process will also work with local stakeholders and city-wide resources including non-profit organizations and agencies, civic advisory bodies, the academic community, professional designers and developers, and technical experts in public service and local business. Their expertise will help build a strong plan which reflects the community and city-wide goals.

4. Knowledge-Sharing and Collaboration. The Community Planning Program will build and enhance capacity through collaboration in the planning process by: (1) providing the community with information which reflects city-wide challenges and goals as well as information about their community and the technical knowledge and tools to engage in planning activities that will shape the future of the community; (2) by providing city officials with increased understanding of Marpole, the community and its assets and challenges; and (3) by fostering a culture of partnership between stakeholders active in the planning process.

5. Clarity and Transparency. All stages of the community planning process will be open and transparent and all decisions made should have a clear rationale that is available to all members of the community. The planning process and final products will be developed with user-friendly language and graphics. The scope of the plan, the key decision-points, and the role of all participants will be clearly identified. When a final product is ready for approval by City Council, the Planning Department will ensure that Council, before making decisions, is made aware of the range of community opinion, technical documentation, and any other necessary information.

6. Sustainability. City staff and their community partners will work to ensure that related principles of social, environmental, cultural and economic sustainability are woven into both the planning process and its products and outcomes.

7. Action While Planning. Where possible the Community Planning Program will blend process and action - undertaking planning work at the same time as facilitating timely

action on pressing issues and other 'action' opportunities which may emerge. These issues may include matters associated with sustainability, housing and homelessness, public safety, place-making, health, food security, "greenest city" goals, etc.

8. Process Accountability. The community plan will be developed within the approved staff, time, and budget limits and the process will deliver a clearly defined range of products. City staff will be accountable to the community and City Council to facilitate a planning process that is in keeping with the spirit of the principles of this document. Community participants will work collaboratively with one another and City staff.

9. City Capacity and Strengthening Partnerships. Because the City's mandate and resources do not allow it to address all issues arising through a community plan process (e.g. social issues, public transit, delivery of affordable housing, attraction of desired businesses and services, building of new amenities), support will be required from other government agencies and Local Area stakeholders to more thoroughly address these needs. As such, partnership building will be an important part of the Community Planning process.

10. Authority. Participants in the planning process will recognize that City Council is ultimately responsible for approval of proposed plans and policies.

5.   PRODUCTS

5.1   Overview

The community planning program for Marpole will produce the outputs described in the following sections. The delivery of these products will be guided by the core planning team and will require collaborative partnerships with the community, including service providers and organizations, and the participation of staff from many City departments and advisory boards.

The community plan will include:

- **Community-wide Policy** – including direction for all of the key policy areas noted in these Terms of Reference - to guide the long-range future of the Local Area as a whole;
- **Sub-Area Policies and Plans** - to provide more detailed guidance for areas in greatest need of planning attention; and
- **Community Action Projects / Plans** - to address pressing social issues, placemaking initiatives and/or other community development activities that could be undertaken within the timeframe afforded by the community plan process and staffing/budget/volunteer constraints.

5.2   Community-Wide Policy

The community plan for Marpole will develop community-wide policy directions that will apply to the whole of Marpole. The community-wide policy may maintain the existing policy or develop a proposed *new* policy. Based on early issue identification with the community (through public discussions and a workshop), and preliminary research undertaken by City staff, the Marpole Community Plan will focus on five key themes:

- **Land Use, Built Form and Infrastructure:** Marpole has recently experienced significant development pressure – in 2011, over 800 units of residential development were approved. Anticipated further growth will continue to add pressure on the community's network of infrastructure, amenities, and services. The community plan will direct growth to suitable locations (i.e., near shopping and service areas, transit hubs e.g. Canada Line, and other supports for increased density), ensuring there is the appropriate land use mix to support city-wide and local area objectives around housing, transportation, employment and economy, municipal infrastructure delivery, and the provision of amenities and public space. A key part of this work will include clear land use policy and directions regarding desirable built form.

- **Housing:** The affordability and diversity of the housing stock in Marpole has been identified as an important asset by the community. Approximately 57% of all dwelling units in Marpole are rented (compared to 52% city-wide). A significant amount of the community's rental housing stock is aging and reaching the end of its useful life (84% built before 1975). Further, there is a high housing need for low-income families as 47% of family households that rent in Marpole pay more than 30% of their income on housing (compared to 39% of renters city-wide).

  Community-wide policy will respond to housing-related concerns that span the continuum of housing and support the goals and objectives of the City's Housing and Homelessness Strategy (2011). Directions for expanding housing diversity through alternative housing forms in appropriate locations, and addressing affordability through preservation and enhancement of the aging rental housing stock to meet the diversity of needs in the community (e.g., families, seniors, low income households) will be a priority. Opportunities will also be explored to initiate or promote conservation and retrofit programs that will allow for more efficient use of energy in homes, thereby reducing the operational costs associated with housing and improving overall affordability.

- **Transportation and Connectivity:** Marpole is divided by five primary arterials that are part of the Major Road Network (MRN): Granville Street, Oak Street, Cambie Street, Southwest Marine Drive, and West 70th Avenue. These are key regional roadways providing connections for transit, goods movement, and general traffic. Large traffic volumes, congestion, and limited crossing opportunities on these arterials creates significant barriers for walking and getting around in a safe, enjoyable manner. These barriers are particularly problematic for seniors, individuals with mobility challenges, parents with infants and strollers, children, etc. The impact of these mobility impediments are reflected in the overall transportation mode-share, which indicates that Marpole is a relatively car-dependent community (only 33% of trips are made by walking, biking or transit vs. the city-wide average of 41% - 2006 census). The introduction of the Canada Line in 2009 has brought substantial opportunities for improvement in the sustainable mode-share within Marpole, which has yet to be measured.

  Community-wide policy will help advance the goals and objectives of the City's Transportation Plan and Update (aligning with TransLink's Transport 2040) as well as the Greenest City 2020 mobility targets (i.e., make the majority of trips

– over 50% - by walking, biking, or transit). More specifically, directions for improving the environment of the main routes that bisect and bound the community (including directions for appropriate transportation/circulation changes related to development to manage and address increased traffic pressures) improving safety and enhancing pedestrian and cyclist connections will be a key area of focus.

- **Community Amenities and Facilities:** The community amenities and facilities in Marpole are highly valued, well used and contribute to the social fabric of the neighbourhood. However, existing facilities (e.g., Marpole Place, Marpole Family Place, the Marpole-Oakridge Community Centre, the Richard Marpole Branch of the Vancouver Public Library) are aging and in need of either replacement or significant upgrades. With the oldest community centre in the City (built in 1949), replacement of the Marpole-Oakridge Community Centre has been identified as a City priority.

  Planning work can help identify community priorities for programming of a new civic facility, and address other amenity needs in the community required to service a growing population. Policy direction on strategies for funding public amenities will also be provided.

- **Public Realm, Parks, and Greening:** Many of the existing parks are in poor condition (55% of the total park space is considered to be of poor quality compared to 20% city-wide) and access to park space relative to population density is uneven.

  The Fraser River is an important part of the history of the community and represents a key connection to the natural environment. However, there is limited public access to and along the waterfront (only 25% is publicly accessible) and wayfinding signage to existing access points is poor.

  Improvements can be addressed through maximizing the utility of existing park spaces, improving access to and along the Fraser River, and identifying opportunities for creating new and improving existing public spaces, school grounds, views, sidewalks, lighting, public art, parks and plazas.

In addition to the five key themes, the Marpole community plan will reference and incorporate aspects of:

- **Prosperity/Local Economy/Economic Sustainability**: supporting a vibrant local economy and the objectives of the City's Economic Action Strategy. Support for small and independent businesses, the creation of meaningful jobs in the Local Area, the resilience of businesses that primarily serve the community, and pursuing opportunities to mitigate the root causes and effects of poverty on residents.

- **Social Sustainability:** helping communities to respond to their own challenges and opportunities; community services and programs (including employment and training).

- **Green Buildings and Infrastructure:** making buildings healthier in their impact on people and the environment, and seeking opportunities to introduce green

infrastructure such as district energy systems, improved storm water management systems, etc.

- **Environmental Sustainability:** Greenest City Action Plan areas covering relevant themes of the Greenest City program by reducing carbon emissions, addressing zero waste goals and improving overall ecosystem health (i.e., increased community gardens, improved access to nature, etc.).

- **Public Health / Health Sustainability:** strengthening the opportunities for personal and community wellness through a healthy environment (e.g. by addressing the impact of health issues on vulnerable populations, building on opportunities for social interaction, physical activity, access to a variety of transportation and recreation options and to local health services, amenities, and programs). This component will be connected to the City's Healthy City Strategy as it emerges in 2012.

- **Cultural Development:** spaces for cultural creation, production and performance/presentation; sharing information and facilities; linked to the City's cultural planning policies and activities.

- **Heritage:** maintain, enhance or expand existing character and/or heritage areas—based on a Local Area heritage and character area inventory. (This component to be coordinated with Heritage Register Upgrade Program, if underway).

- **Safety & Cleanliness:** personal and property safety, block and lane watch programs, problem premises, vandalism, litter and graffiti tagging.

5.3   Sub-Area Plans and Policies

Based on preliminary work with the community, sub-areas have been identified as locations in need of the greatest planning attention and that are not currently being considered as part of a concurrent planning process. The boundaries of the sub-areas are subject to further review and may be modified as necessary. Additional sub-areas may be established as the planning process evolves.

Map 3: Sub-Areas to be Focused on in Marpole
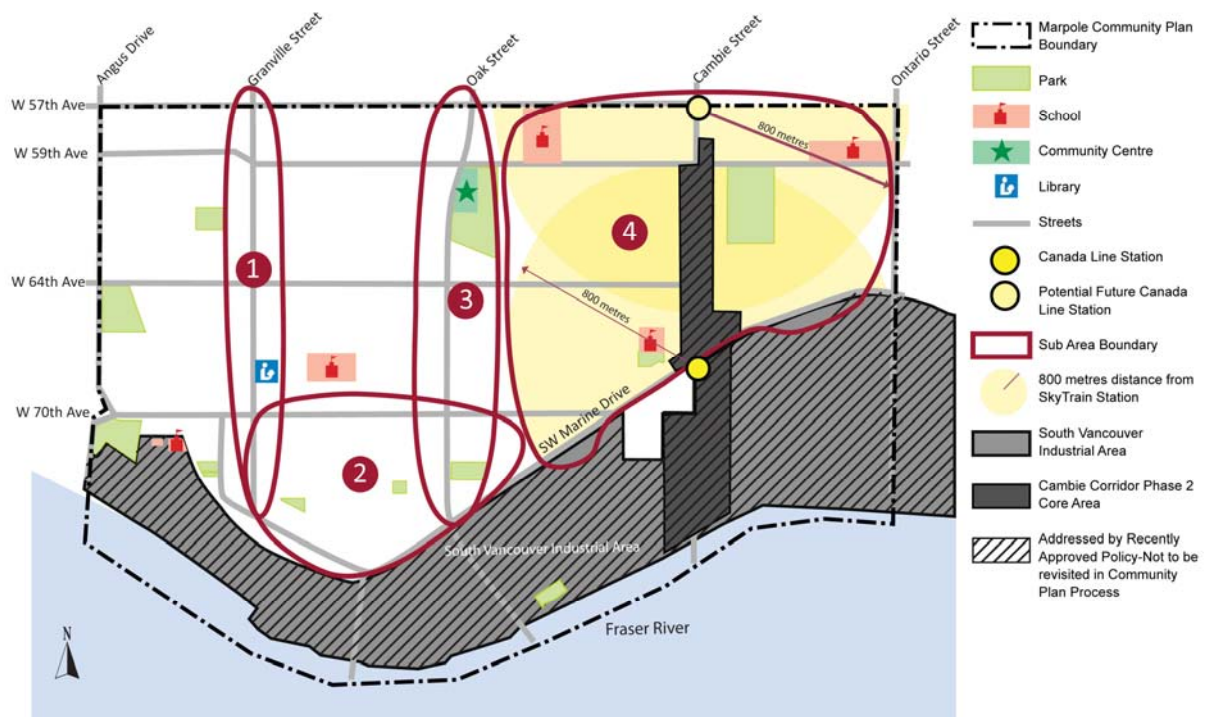
Sub-areas identified to date include:

- *Granville Sub-Area 1*: The southern end of Granville Street serves as the main neighbourhood centre for Marpole, with a variety of shops, services, restaurants, and the Marpole Library. The area north of this main commercial district is a transition zone connecting the recently rezoned Shannon Mews site at the northwest corner of West 57th Avenue, to the Marpole neighbourhood centre located south of West 63rd Avenue. Planning work will explore options for new development and public realm enhancements to reinforce this neighbourhood centre and key arterial street.

- *Lower Hudson Sub-Area 2*: This area was the original commercial centre for Marpole, much of which has been displaced. Today, this area is predominantly characterized by its significant stock of affordable low-rise rental housing and faces unique socio-economic challenges. The presence of First Nations middens makes it a historically significant part of the City and Marpole community. Planning work will explore ways to preserve and enhance the important affordable housing stock and unique character of this area.

- *Oak Sub-Area 3*: Oak Street is a high volume, high speed, six lane arterial with narrow sidewalks and long blocks with limited opportunities to safely cross. It is also part of the Major Road Network, providing a key regional link. The result is a barrier for east—west connectivity, physically dividing the community. Planning will focus on responding to the transportation challenges and exploring alternative forms of development along the arterial.

- *Cambie Sub Area 4:* This area represents a 10-minute walking distance from the two Canada Line stations in Marpole - the existing Marine Drive Station and the future station that will be located at Cambie Street and West 57th Avenue.

While it is widely recognized that people are generally willing to walk five minutes to a minimal level of transit service (i.e. bus stop), research shows that people are willing to walk a greater distance for higher quality, more frequent transit service, such as that provided by the Canada Line. The boundaries of this sub-area are generally consistent with the "Phase 3 – Transit-influenced Area" of the Cambie Corridor Plan. Planning will explore options for new housing types in this predominantly single-family area.

5.4   Community Action Projects / Plans

In addition to community-wide and sub-area planning work, the Community Plan process in each Local Area will look at opportunities for Action while Planning. This could mean undertaking projects to meet various social development, place-making or other community development objectives. If the City is pilot-testing program components in other areas (e.g., active transportation, green design, Healthy City Strategy) then the community plan process may also be an opportunity to locate some of these programs within the three Local Areas.

Examples of some of the key issues that might be tackled through action projects as well as policy development include: neighbourhood identity, community gardens and food security issues, place-making opportunities, social issues and enterprise, etc.

6.   PROCESS

6.1   Program Components

The community planning process in Marpole is expected to take approximately 18 to 21 months to complete and consist of four main phases. The key activities in each phase are described below in Table 1, and summarized graphically in Figure 1.

Table 1: Process and Activities

Process Step	Activities
Phase 1: Launch	The first phase of work will consist of: • the compilation of relevant city-wide policy • a review of existing research on neighbourhood issues • community discussions on Local Area needs, challenges and opportunities related to the key areas of focus, and • the development of a Local Area Profile. The Profile will be based on a variety of data sources and include components such as demographics (e.g. population, age, household income, tenure, etc.), forecasts and demographic changes, housing stock (e.g. type, age, tenure, etc.), assessment of potential change and development under existing zoning, synopsis of existing land use and built form, community service needs, cultural spaces, health indicators, sustainability indicators, social development issues, business activity, and water/sewer/storm infrastructure, etc. Details of the Profile will be provided in the Launch phase.

Phase 2: **Plan and Policy** **Generation**	**Step 2.1 Community-wide Policies** This part of the program will look at key themes and topic areas. The main steps include: • generating policy options • broad public review of options, leading to refinements • staff recommendations regarding the options, and • incorporating the policies into the overall community plan. **Step 2.2 Sub-area Plans** The process will involve open meetings and dialogue with stakeholders to collaboratively produce sub-area plans. The main steps include: • review of existing policy, land use and transportation patterns • urban design and economic analysis of options for new development, including alternative land uses • examination of potential public benefits and improvements to public spaces • identification of public open space opportunities, and • opportunities to optimize street design and enhance active transportation and transit service. **Step 2.3 Community Action Projects/Plans** This part of the program will focus on initiatives to take coordinated action on pressing social issues, placemaking initiatives, community development opportunities and other actions that can be accomplished during the planning process. Some initiatives may be project based (e.g., urban agriculture and community gardens). Others may be more comprehensive explorations of issues and opportunities for community and service providers to pursue. NOTE: Local Area interests and needs, and the availability of staff, volunteers and budget will determine the extent to which new action projects can be undertaken during community planning.
Phase 3: **Draft Plan**	At this stage all the elements of the community plan will be brought together for broad community review. The main steps include: • preparing a draft community plan that combines the community-wide policies and sub-area plans • identification of recommended priorities and other implementation-related activities, and • a final broad public review of the draft plan. In an effort to ensure transparency in the process, staff will endeavour to provide a clear link between the ideas generated in Phase 2, and the recommended policies that are included in the plan, so participants will be able to see how their ideas have been incorporated.

Phase 4: **Plan Approval**	At this stage the plan will be finalized and prepared for presentation to Council, including: ▪ modifying and refining the draft plan based on feedback staff preparation of a report for Council, and ▪ forwarding the draft plan to Council for adoption and to the Park Board and the School Board for consideration of parks and recreation, or education-related matters.

Figure 1: Timeline for Developing a Community Plan
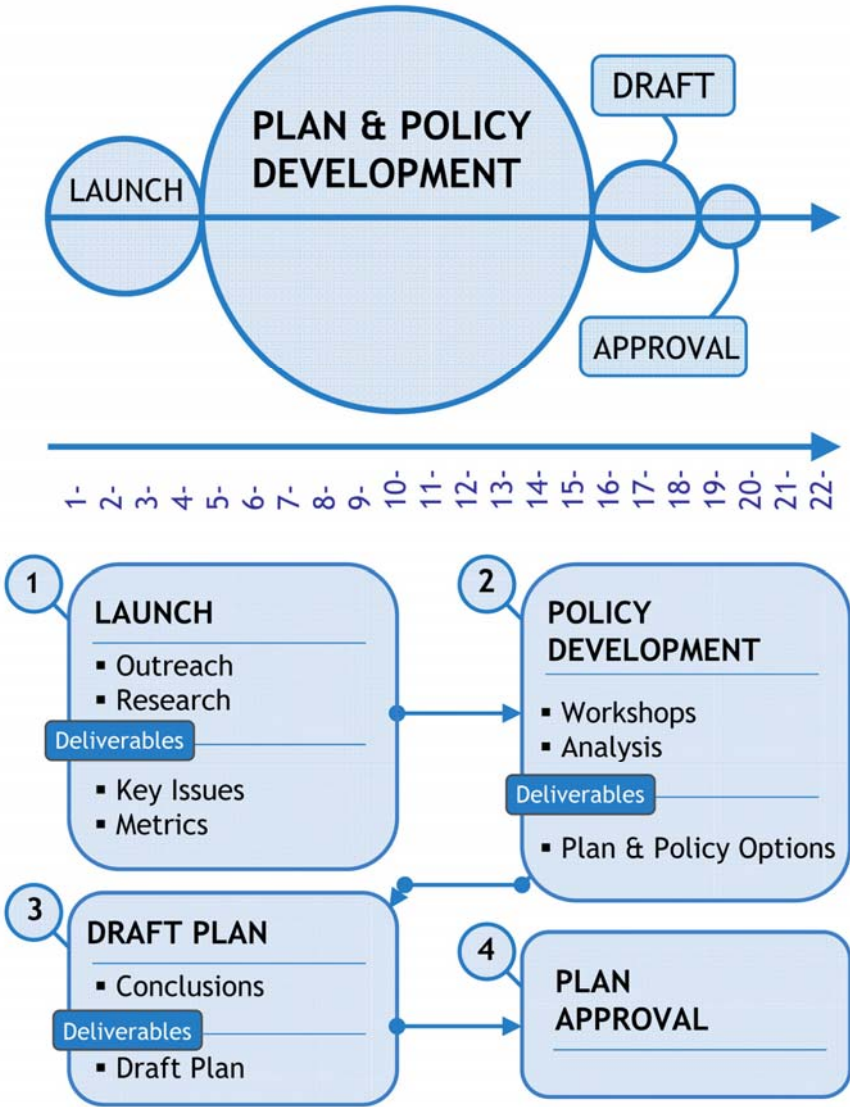
Plan Implementation

City staff will work to ensure a smooth and timely transition from plan development to implementation of the plan. Implementation of the plan will include:

- determining the appropriate mechanisms for ongoing community engagement
- working with the community regarding refinement and further prioritization of implementation activities,
- City-initiated amendments to existing zoning schedules and creation of new zoning/guidelines to further community plan policies,
- site-specific rezoning involving new applications from landowners/developers to change the designation of land in accordance with community plan principles and policies
- ongoing City programs and projects to address community/city-wide objectives, and
- new programs and projects such as a Public Realm Plan, a detailed Public Benefits Strategy (a plan for how to achieve the needed public amenities in a Local Area).

6.2   Schedule Considerations

Section 6.1 provides an overview of the general features of the 18-21-month community planning process. In addition, two further items are referenced below which may impact the timeline.

6.2.1   Interim Reporting to Council

It may be necessary to report to Council during the community planning process to resolve any critical issues or barriers to progress. Interim reporting is likely to affect the plan-making timeline.

6.2.2 Rezoning Enquiries during the Community Planning Process

Rezoning applications can significantly affect the timelines and focus of the planning process. As such, staff will focus primarily on the development of policy for the whole community rather than to site-specific rezoning activities. There are essentially three scenarios with respect to rezoning activity during the planning process:

- Scenario 1 – Rezoning applications, and enquiries which had received a positive written response, submitted prior to Council adoption of the July 28, 2011 Rezoning Policy for Grandview-Woodland, Marpole and the West End (See Appendix A);
- Scenario 2 - Rezoning enquiries that are cleared to proceed to application during the community planning process (under the terms of the Rezoning Policy);
- Scenario 3 – Property owners and developers who may be contemplating a rezoning following the completion of the community plan.

Scenario 1

Rezoning applications made under Scenario 1 will continue to be processed and applicants will be made aware of the community planning process and invited to

participate in it. Existing rezoning applications will continue to be managed by staff in the Current Planning Division and Community Planning staff will only be able to give limited attention to these applications.
Scenarios 2 & 3

Rezoning enquiries made under Scenario 2 (during the community planning process), are significantly limited as a result of the Rezoning Policy. In cases where approval is given for the enquiry to proceed, potential applicants would be expected to begin working with the community before formally submitting a rezoning application. In most cases, it is expected that discussion of site-specific matters will begin after a broader identification of community needs and issues has been completed.

In Scenarios 2 and 3, the role of community planning staff will be to:

- link the proponent with the community through staff's community contact list, and, where relevant, via the appropriate advisory or working groups
- participate in public meetings and/or open houses as technical resources, and
- provide information to applicants on community issues and aspirations regarding the area and site.

Depending on the volume of enquiries/applications, providing this level of service may add time to the projected 18-21 months needed to complete the community plan.

7.   CIVIC ENGAGEMENT & PARTICIPATION

The community planning program will strive to ensure that the public has the opportunity to be involved at many levels throughout the process. The principles outlined in Section 2 identify the importance of outreach and engagement as part of this work. Specific initiatives in Marpole include:

- **Robust outreach to populations who are often under-represented in civic processes**, recognizing that they may have specific participation needs that require support.
- **New tools and technologies to support broader general awareness of (and participation in) the planning process** (e.g., social media, web-based engagement, blogs/vlogs, crowd-sourcing platforms).
- **The provision of clear information** about community planning considerations – including scope (i.e., what is 'on' or 'off' the table), background and technical information, key questions, challenges, trade-offs and potential solutions, etc.
- **Enriched opportunities for participation** through the creation of fun, creative ways to explore issues (e.g. using better venues, collaborating with arts organizations, etc.)
- **Ensuring traditional techniques like workshops and open houses are made dynamic and compelling** (e.g., through use of video, GIS, visualisation, scenario modelling, etc.)
- **A process that ensures that the loudest voices don't prevent others from participating** and being heard and respected. Providing a safe and respectful engagement environment such that people will be able to participate in a way that is comfortable;
- **A straightforward means for community members to see how their input feeds into the planning process.** Ensuring open and transparent

communication about City objectives and staff recommendations, especially when plan proposals have limited community support.

Other opportunities for improved public engagement may include:

- **Facilitation and group decision-making techniques** (if necessary) at key stages to constructively address trade-offs and seek common ground.
- **Use of survey tools selectively 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." Because of these issues, surveys will not be used to directly determine plan content.
- **Maintaining a greater City presence** in Marpole (e.g., through collaboration with the local library or community centre, establishing a desk or regular attendance at the facility).

8. COMMUNITY INVOLVEMENT & PARTICIPANT ROLES

8.1 Options for Advisory Groups

Process Advisory Group

An Advisory Group could be established to ensure the diversity of the community is represented in the planning process. The group will focus specifically on assisting with outreach around the community plan. This could include:
- identifying engagement tactics that are likely to be effective in the neighbourhood
- offering outreach to help spread the word about engagement opportunities
- encouraging people to take part in engagement opportunities
- where possible, providing support for people to take part in engagement opportunities
- when possible, actively participating in engagement opportunities
- helping identify and fill gaps in representation.

Working Groups

Working groups could be established to assist in the identification of policy options pertaining to one or more policy 'themes' and/or sub-areas in Marpole. Groups would also have the potential to oversee 'action while planning' – where City resources, existing community projects or significant new volunteer interest allow for this.

8.2 Decision-Making Authority and Powers of Influence

8.2.1 Who Creates the Plan?

Creation of the community plan in Marpole will be a collaborative process involving stakeholders residing in Marpole, people from resource groups such as City advisory bodies, non-profit organizations and agencies or government agencies , and City staff from several departments. No one group creates the plan; rather, different constituents each play an important part, as outlined below.

8.2.2 Roles and Responsibilities

The Community (residents including tenants, landlords and homeowners, other property owners, business owners, employees of local businesses and service agencies, representatives of neighbourhood associations and voluntary organizations active in Marpole): Collaborating with City staff, the community will help identify priorities, create plan and policy options/directions, and select preferred options. (Note that the term "community" can refer to members of the geographic community, as well as various "communities of interest").

Community Stakeholders (community groups, community centres, Community Policing Centres, BIAs Neighbourhood Houses, faith-based organizations, co-operatives, and other associations): Involvement will depend on the specific issues and initiatives proposed in the process. These groups will help City staff with outreach, identifying issues, opportunities and actions, and the review of policy options.

City/Regional Stakeholders (City-wide non-profit organizations, City advisory committees, academic community): Stakeholder groups located outside the geographical boundary of Marpole but have an interest in the Marpole planning initiative such as TransLlink, Metro Vancouver, Vancouver Coastal Health, and other city-wide and regional agencies. These groups will help City staff with outreach, identifying issues, opportunities and actions, and the review of policy options.

Developers: Developers who are (or expect to become) active in the Local Area will be encouraged to participate in the planning process and afforded the same opportunities as other stakeholders. Developers will also be invited to learn from community members about issues affecting their area and development site, and to provide perspective to the community on the nature of land development and the issues and programming associated with their project(s). As with input from *any* stakeholders, input from developers into the community plan process will be vetted by the community as a whole.

Community Plan Staff Team: Staff will manage the planning process and collaborate with the community to identify clear neighbourhood issues, opportunities and actions informed by city-wide and regional policy. Staff will draft the community plan and convey it to Council for approval. Ongoing support will be provided by representatives from a number of City departments, boards and external government agencies.

City Council: City Council allocates resources for the community planning process and has the final approval on the community plan. Council members, Park Board Commissioners and School Board Trustees will be invited to be "active observers" during the planning processes.

Table 2: Community Plan – General Roles and Responsibilities

Marpole	Manage Process	Process Check-In & Advice	Outreach	Issues, Opportunities, & Actions	Drafting Policy Options	Policy Testing	Drafting the Plan	Plan Approval
The Community			✓	✓		✓		
Process Advisory Group		✓	✓	✓				
Working Groups		✓	✓	✓		✓		
Community Stakeholders			✓	✓		✓		
City / Regional Stakeholders			✓	✓		✓		
Developers				✓		✓		
City Staff	✓		✓	✓	✓	✓	✓	
Council								✓

NOTE: This table outlines general roles associated with different actors; however, the work will likely overlap. For example, members of the community will participate on the advisory group, representatives from other Interest groups might participate in a working group, and developers involved in a current project may participate in a sub-area working group.

8.2.3 Additional Information on Roles

Notes on Roles

Manage the process: Organize the program, manage staff, budgets and schedule.

Process Check-in and Advice: Ensure the community input is respected and provide advice on opportunities for broad outreach and meaningful community engagement.

Outreach: Help tailor and facilitate engagement opportunities and communication approach to involve the broadest possible range of people and interests.

Issues, Opportunities, Priorities & Actions: Help identify key issues and opportunities, key planning areas and community action initiatives for the Local Area.

Drafting Policy Options: Coordinate, analyze and assess input against city-wide and regional policies and create community-wide and sub-area policy options that will be tested and refined.

Policy Testing: Comment and provide advice on how well different options respond to city-wide and regional policies and choose preferred options and/or identify components which require modification.

Drafting the Plan: Prepare a draft plan that compiles community-wide and sub-area plans and policies and share it with the community at large, refining it as needed.

Plan Approval: Formally approve the community plan as a basis for City policies and future actions, and approve action plans and allocation of City resources to implement the plan.

9. DEFINING SUCCESS

An important feature of the community planning process in Marpole will be the way in which success is defined. Considering both the planning process and the longer-term outcomes, a successful community plan would:

1. fulfill the core principles outlined in the Terms of Reference (Section 2);

2. be achieved through broad collaboration between a wide range of stakeholders;

3. be completed within the allocated timeframe and resources;

4. provide a clear sense of direction for the future of the Local Area;

5. be practical and easily implemented;

6. have general community buy-in;

7. help to make the community a better place to live, work and play;

8. have the commitment of the City (and, where appropriate) its partners to tracking its long-term effectiveness;

9. provide a framework for positive change in the well-being of Marpole.

10. GLOSSARY OF KEY TERMS

BIA – Business Improvement Association. BIAs are registered as non-profit organizations under the BC *Societies Act*.

Community – A collection of people, bound together by various customs or beliefs, activities, etc. Can refer to communities of geography (people living in a given area – e.g. the Marpole community), or communities of interest (people united by common interests, but who may otherwise be separated by considerable distance – e.g. the skateboarding community).

Demography – The study of human populations and their characteristics, chiefly through statistical means.

Density – The number of people living in a given area. Typically measured as a total number of individuals per square hectare or square kilometre.

Health (population health, public health, urban health) – Health is defined by the World Health Organization (WHO) as "a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity." According to the Province's Ministry of Health, *public health,* in particular, is characterized by two main focuses: health promotion and disease prevention rather than treatment of diseases and the health needs of *populations* instead of individuals. The concept of *urban health* builds on this by focusing on the health of urban populations, as well as the various determinants of health that affect populations living in urban settings.

Housing Continuum - The housing continuum is the range of housing options available to households of all income levels, from emergency shelter and housing for the homeless to affordable rental housing and homeownership (*Source: City of Vancouver. Housing and Homelessness Strategy*).

Local Area – Term for the City of Vancouver's formally defined neighbourhoods. Local Areas were defined in the 1960s and based in part on historic (post-contact) communities and areas of development.

Median – A statistical "mid-point" or middle value in a list of numbers where half the numbers are above and half below. As a statistical measure, the median is often used in reference to social indicators such as age and income.

Neighbourhood – A geographically-based community that is part of a larger area, district, city or region. Neighbourhoods can have both official and colloquial boundaries. In the City of Vancouver, there are 22 officially designated "Local Areas" – the boundaries of which are often seen to designate "neighbourhoods." However in an informal sense, there are many other geographically-bounded parts of the City that are referred to as "neighbourhoods" but which may not bear any official designation as such.

Population Change – The increase or decrease in the number of people living in a given area over a set period of time. Population change can be reflected as an absolute number or as a percentage change. In Vancouver, population change is usually measured with the assistance of the Canadian Census, which is administered every five years.

Rate of Change Requirements - Currently, the requirements in the Zoning and Development By-law preserves existing rental housing by requiring one-for-one replacement for redevelopment projects involving six or more dwelling units.

Sub-Area – A geographic component of the total Local Area characterized as being sufficiently distinct as to warrant specific policy treatment. Sub-areas may be identified based on a variety of factors – e.g. distinct geography, social or demographic features, prevailing land-use or zoning (single-family dwellings versus multi-family, etc.) or other aspects related to the character of the area.