

# West End Community Plan

## TERMS OF REFERENCE

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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;
- 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

### 1.1. Purpose of this document

This document sets out the Terms of Reference governing the community planning process for the West End. 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 not cover specific considerations around every topic, details on public engagement or how meetings or working groups will operate.

## 2. WEST END CONTEXT STATEMENT

As one of Vancouver's densest communities, the West End is situated between the world-famous Stanley Park, Vancouver's cherished English Bay Beach, and the Central Business District. It is a livable, walkable neighbourhood with a unique mix of land uses, housing types, heritage resources, transportation options, urban character and amenities.

The West End includes a variety of land uses and building forms within established residential areas, the Central Business District, and four shopping and entertainment streets.

The unique characteristics of the West End are defined by the neighborhood's history and heritage, thriving commercial streets, quiet high-density residential areas, extensive and mature landscaping, proximity to Stanley Park and the English Bay Beach, and community festivals throughout the year.

According to the 2011 census, between 2006 and 2011 the West End's population did not increase at all, while the city of Vancouver overall grew by 4.5%.

The West End has a lower unemployment rate than the city overall (5.7% as compared to 6%). However, the median household income is far lower. In 2006 it was \$38,581 in the West End, which was 22.6% less than the city overall (\$47,299).

In 2006, there were 8,710 families living in the West End including 3,535 children who lived at home with parent(s), giving the West End the highest density of children in the city. Seven percent of the West End's population was under the age of 19, compared to 17.9% in the city overall. However, the number of young adults ages 20-39 living in the West End made up almost half of the total population (48.6%), compared to the city overall at 34.5%. A common misconception is that the West End has a very high proportion of seniors living there. In fact, there were 5,080 seniors living in the West End in 2006, making up 11.4% of the West End's population, which is less than the city overall at 13.1%.

The West End has four distinct commercial streets: Alberni, Denman, Davie and Robson Streets. Each street plays a unique role by providing dining, shopping, entertainment

and hospitality services to residents and businesses from the area or region and tourists.

The West End has a number of important and well-used public facilities including three schools (Lord Roberts Elementary, Lord Roberts Annex and King George High School) that are beyond 100% capacity, in addition to the Vancouver Aquatic Centre, West End Community Centre, Joe Fortes Public Library, St. Paul's Hospital, and other local community-serving facilities.

### 3. WEST END PLANNING GEOGRAPHY

The West End neighbourhood is bounded by Stanley Park (west), Burrard Street (east), West Georgia Street (north), and English Bay (south). The study area for the West End Community Plan will include all land in the West End neighbourhood (see Map 1, below).

Map 1: West End Local Area



The resulting planning geography will also respond to local policy directives related to these areas, including:

a. Metro Core Jobs and Economy Land Use Plan (2009) - developed a long term land use policy plan to accommodate the future economy and jobs in the core of Vancouver. In 2009, Council adopted a DODP Rezoning Policy, the Office Conversion Policy and a series of zoning changes affecting the Central Business District, CBD Shoulder and other areas of Downtown. A portion of the Central Business District falls within the West End Community Plan boundary. As such, with this work recently approved by Council, staff recommends that the West End Community Plan not contemplate land use changes within the Central Business District. Public realm improvements in this area, however, will be considered.

b. The Central Area Plan (1991) - balanced employment growth and transportation capacity by putting more residents close to jobs, and concentrating more jobs in areas well served by transit, thereby creating pressure for new residential development opportunities in the Metro Core to accommodate long term residential growth in close proximity to jobs and amenities.

## 4. PRINCIPLES

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

**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 the West End. 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 the West End, 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 the West End 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 public realm improvements and planning attention; and
- **Community Action Projects / Plans** - to address pressing social issues, place-making 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 the West End will include community-wide policy directions that will apply to the whole of the West End. The community-wide policy may maintain existing policy or propose *new* policy. Based on early issue identification with the community (through meetings, focus groups sessions, workshops and surveys, including the 2011 West End Mayor's Advisory Committee survey), and preliminary research undertaken by City staff, the West End Community Plan will focus on five key themes.

- **Housing:** The West End currently has the second highest proportion of rental housing in the City (80% rental). This rental stock is aging (90% built before 1975) and is facing significant ongoing redevelopment pressure. Policy directions on the retention of existing housing stock (i.e. rental housing) and additional or alternative housing options is needed.

Additionally, there is a significant underserved homeless population (82 counted in 2010). 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 maintaining 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.

- **Heritage:** People living in the West End identified heritage resources as being a very important aspect of what defines the unique neighbourhood character. There are currently 121 buildings located in the West End that are on the Heritage Register. A significant number of these are at risk of redevelopment. The Community Plan will prioritize important heritage resources for retention.

Recently, there has been a significant amount of concern related to the trade-offs between retaining heritage resources and the creation of affordable housing in the West End (e.g. Legg Residence). Therefore, direction is needed to guide decisions on the trade-offs between new rental housing and retaining heritage resources.

- **Neighbourhood Character:** The West End neighbourhood is well-known for its unique character and charm. This was confirmed very clearly by residents and business owners/operators through initial community consultation. With significant and likely ongoing development pressure in the West End, direction is needed to ensure new growth respects and builds upon the unique and

cherished elements of the neighbourhood character both in the residential areas and along the commercial streets. The current residential urban design guidelines will be reviewed and potentially revised, and a new set of guidelines will be prepared for the commercial streets (C-5 and C-6 districts).

While the West End enjoys access to a variety of parks and open spaces, there is the opportunity to increase connectivity and walkability between parks and open spaces, and residential and commercial areas throughout the West End allowing greater access to the existing resources. The condition of existing parks and open spaces (ie. mini-parks) will be reviewed to determine whether upgrades are necessary.

- **Local Economy:** The West End plays a key role in providing housing opportunities to support downtown job growth. The downtown is expected to gain between 27,000 to 38,000 new jobs by 2031, however limited housing capacity (approximately 1,000 new units) and diversity exist in the West End. Therefore, additional housing opportunities are needed to support the high concentration of jobs downtown.

Additionally, to support the activity of a viable and vibrant local economy, the objectives of the City's Economic Action Strategy, and the neighbourhood's small and independent businesses, direction is needed to strengthen the character, viability and vibrancy of Davie, Denman, Robson and Alberni.

- **Transportation and Parking:** Currently the West End boasts the highest walk to work mode share of any neighbourhood in the city (40% walk to work). However, given the proximity to the Central Business District, neighbourhood shopping and entertainment streets and local amenities, it could be better. Residents have noted that public realm improvements along Davie, Denman, Robson, and Alberni Streets could help to improve the pedestrian experience and enhance the area.

Parking concerns have been raised by residents, particularly around the lack of available on-street parking (Approximately 6,900 permit parking passes were issued in 2011 whereas approximately 3,500 'Residential Only' permit parking spaces exist). At the same time, private parking facilities have been reported as being underutilized. Collaborating with the City's emerging Transportation Plan Update can help address this issue through a review of the residential permit parking passes issued in this area.

Currently rush-hour regulations exist on Davie, Denman and Robson that remove on-street parking to allow for bus prioritization. A review of the current rush-hour regulations may allow additional on-street parking to increase commercial viability while also providing the opportunity to expand sidewalks and enhance the public realm.

Community-wide policy will support the objectives of both the City's Transportation Plan (and Transportation 2040 update) and the City's Greenest City 2020 mobility targets.

In addition to the five key themes, the West End Community Plan will reference and incorporate aspects of:

- **Public Facilities:** ensuring public facilities can meet the evolving needs of West End residents for the next 30 years. Facilities include: the West End Community Centre, St. Paul's Hospital, Joe Fortes Library, Gordon Neighbourhood House, the Aquatic Centre, Barclay Manor, King George High School, Lord Roberts School, Lord Roberts Annex, and others.
- **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. to meet Council's target of Carbon neutrality by 2020.
- **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 (ie. 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.
- **Safety & Cleanliness:** personal and property safety, block and lane watch programs, problem premises, vandalism, litter and graffiti tagging.

Additional community-wide planning work will also include:

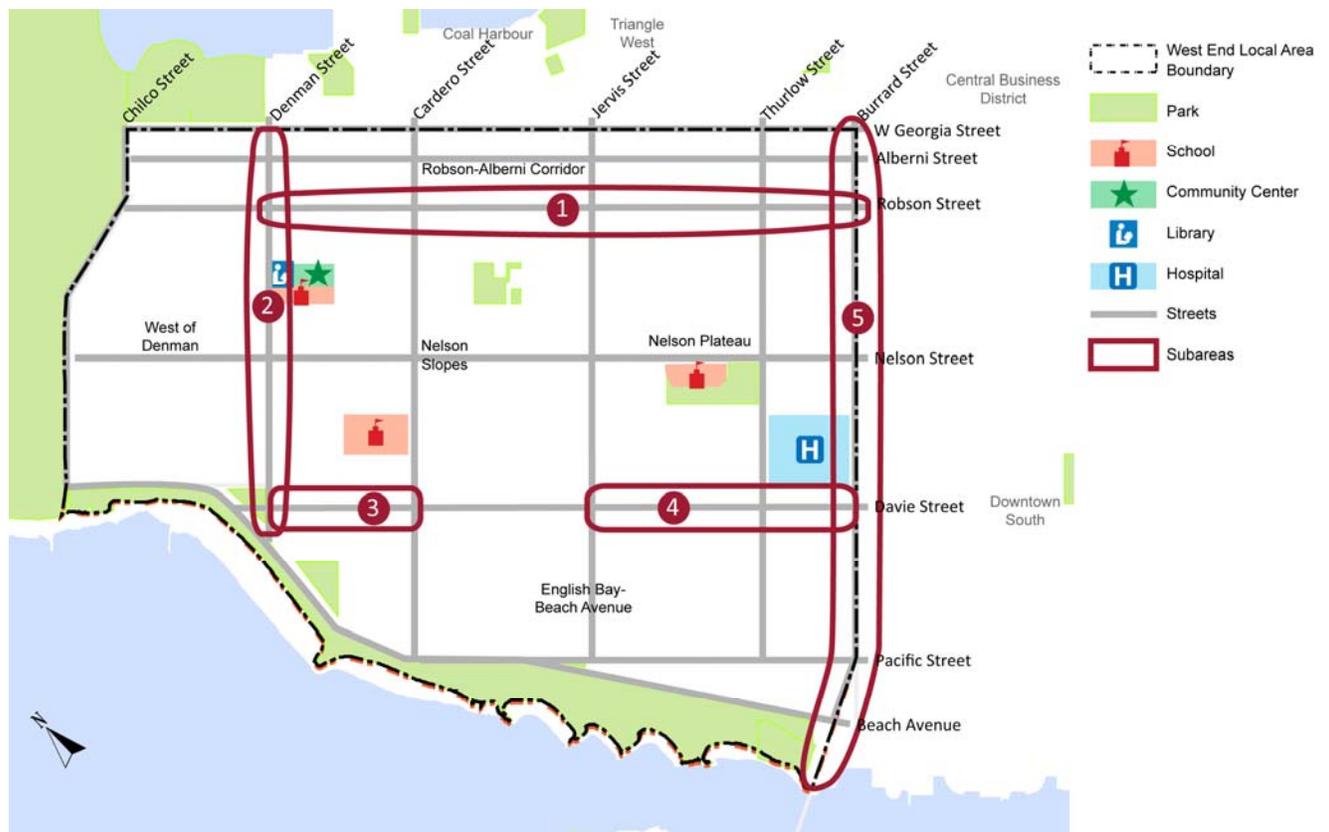
- Directions on land use, height and density in all areas of the West End.
- Directions on public benefits to be achieved as part of the development process.
- Directions for redevelopment of selected key large sites: For key large sites, directions will provide clear guidance on land use, urban design (including building forms and heights), place-making objectives, and potential public benefits (related to future development proposals).

### 5.3 Sub-Area Plans and Policies

Recognizing that certain areas within the West End require additional attention, five sub-areas have been defined. These areas were identified in collaboration with community stakeholders during the January 28, 2012, West End Stakeholders Workshop. The boundaries of the sub-areas are subject to further review and may be

modified as necessary. Additional sub-areas may also be established as the planning process evolves.

Map 2. Sub-areas to be Focused on in the West End



The sub-areas, as shown in the Map 2 above, include:

- **Robson Sub-Area 1:** Robson Street serves as a major regional shopping and entertainment district (Robson Village - Burrard to Jervis), as well as a place for local commercial services, restaurants, bars, hotels and residential (Robson Slopes - Jervis to Cardero; Lower Robson - Cardero to Denman). Planning work will identify opportunities to strengthen the unique character and increase the vibrancy and business viability in the area.
- **Denman Sub-Area 2:** This corridor is considered by many West Enders as the main local commercial and recreational amenity street for the West End. It includes local shopping, restaurants, hotels, the Community Centre, King George High School, Joe Fortes library, and other community serving amenities. It also provides a key pedestrian link between the north and south sides of the downtown peninsula and acts as a 'gateway' into the West End from the north and west. Planning work will identify opportunities to strengthen the unique character and increase the vibrancy and business viability in the area.
- **Lower Davie Sub-Area 3:** The Lower Davie sub-area includes two blocks on Davie Street between Denman and Cardero. It includes a mix of residential, a hotel, local shopping, restaurants and bars, and the #5/6 trolley bus layover area. Specific planning attention will identify opportunities to improve the public realm in this area.

- *Davie Village Sub-Area 4:* This sub-area is made up of three blocks located along Davie Street between Burrard and Jervis. The Davie Village functions as an important entertainment hub for the LGBTQ community as well as a local commercial street for the nearby residents. It includes a diverse assortment of pubs, bars, clubs, restaurants, hotels, and local shopping. The Davie Village also acts as a ‘gateway’ into the West End from the east and south. Planning work will identify opportunities to strengthen the unique character (as a LGBTQ community hub) and increase the vibrancy and business viability in the area.
- *Burrard Street Sub-Area 5:* This sub-area is made up of the portion of Burrard Street located within the West End; extending from English Bay to Georgia Street. Burrard Street is recognized as a key ceremonial street and contains a mix of residential, hotel, limited retail, and office land uses. Planning work will look at options to improve the public realm in a way that celebrates the relationship with the West End, Downtown South, and the Central Business District.

#### 5.4 Community Action Projects / Plans

In addition to community-wide and sub-area planning work, the community plan process 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 West End.

Examples of 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 the West End is expected to take approximately 18 to 21 months to complete and consists of four main phases. The key activities in each phase are described below in Table 1, and summarized graphically in Figure 1.

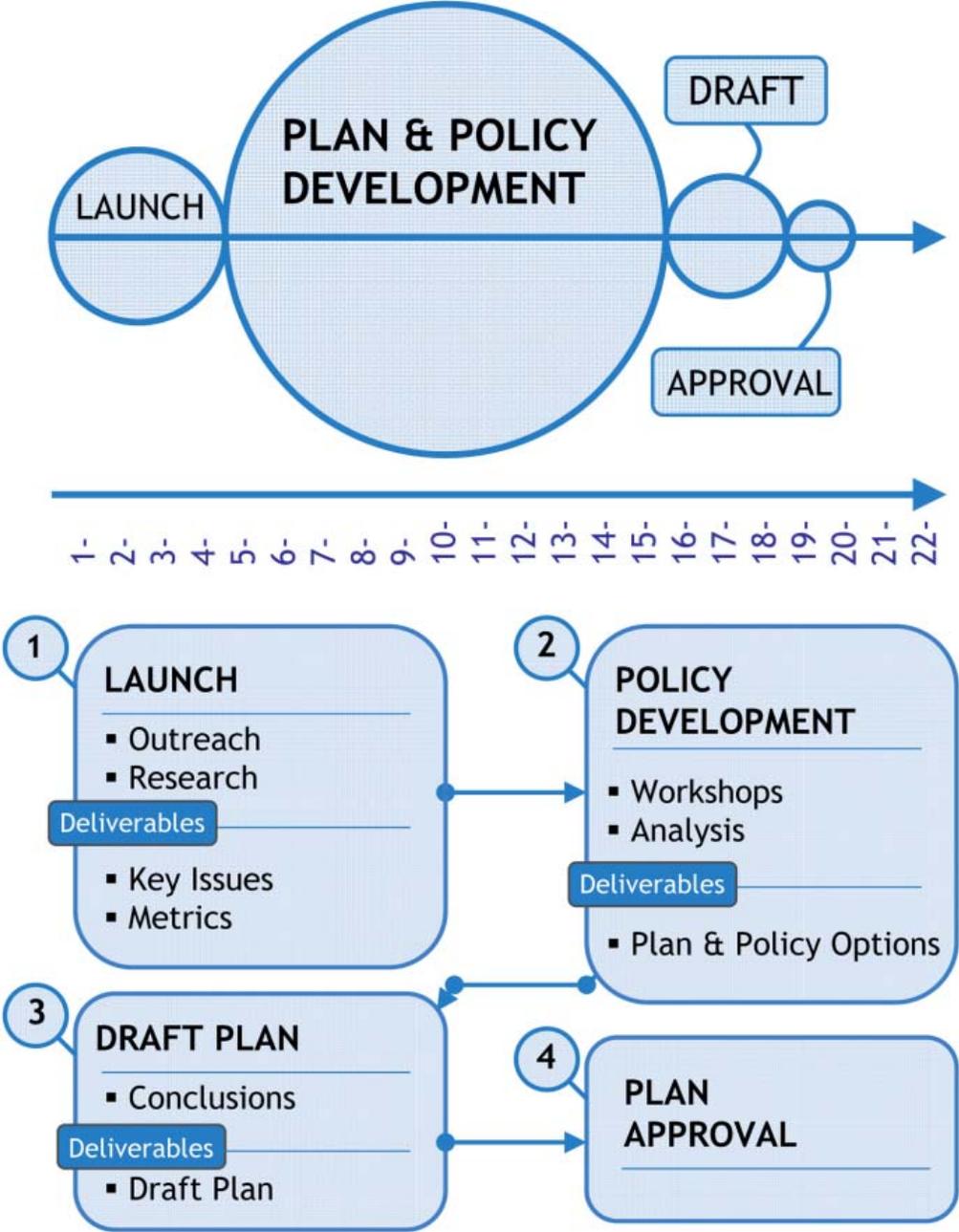
Table 1: Process and Activities

Process Step	Activities
Phase 1: Launch	<p>The first phase of work will consist of:</p> <ul style="list-style-type: none"> <li>• the compilation of relevant city-wide policy</li> <li>• a review of existing research on neighbourhood issues</li> <li>• community discussions on Local Area needs, challenges and opportunities related to the key areas of focus, and</li> <li>• the development of a Local Area Profile.</li> </ul>

	<p>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.</p>
<p><b>Phase 2: Plan and Policy Generation</b></p>	<p><b>Step 2.1 Community-wide Policies</b></p> <p>This part of the program will look at key themes and topic areas. The main steps include:</p> <ul style="list-style-type: none"> <li>▪ generating policy options</li> <li>▪ broad public review of options, leading to refinements</li> <li>▪ staff recommendations regarding the options, and</li> <li>▪ incorporating the policies into the overall community plan.</li> </ul> <p><b>Step 2.2 Sub-area Plans</b></p> <p>The process will involve open meetings and dialogue with stakeholders to collaboratively produce sub-area plans. The main steps include:</p> <ul style="list-style-type: none"> <li>▪ review of existing policy, land use and transportation patterns</li> <li>▪ urban design and economic analysis of options for new development, including alternative land uses</li> <li>▪ examination of potential public benefits and improvements to public spaces</li> <li>▪ identification of public open space opportunities, and</li> <li>▪ opportunities to optimize street design and enhance active transportation and transit service.</li> </ul> <p><b>Step 2.3 Community Action Projects/Plans</b></p> <p>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.</p> <p><u>NOTE:</u> 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.</p>
<p><b>Phase 3: Draft Plan</b></p>	<p>At this stage all the elements of the community plan will be brought together for broad community review. The main steps include:</p> <ul style="list-style-type: none"> <li>▪ preparing a draft community plan that combines the community-wide policies and sub-area plans</li> <li>▪ identification of recommended priorities and other</li> </ul>

	<ul style="list-style-type: none"><li>▪ implementation-related activities, and</li><li>▪ a final broad public review of the draft plan.</li></ul> <p>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.</p>
<b>Phase 4: Plan Approval</b>	<p>At this stage the plan will be finalized and prepared for presentation to Council, including:</p> <ul style="list-style-type: none"><li>▪ modifying and refining the draft plan based on feedback</li><li>▪ staff preparation of a report for Council, and</li><li>▪ 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.</li></ul>

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 the West End 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 the West End (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 (Neighbourhood Champions Network)

- Purpose: To focus specifically on assisting with outreach around the community plan with direct action on their own to ensure the involvement of diverse groups with the process. It could also be formed to engage a particular group of stakeholders, including those that are often under-represented in civic processes: (e.g., youth, seniors, newcomers to the area or others); identify stakeholder groups in the Local Area and determine key contacts and outreach approaches to ensure broad participation.

The Neighbourhood Champions Network (NCN) will be made up of interested community leaders or champions to ensure the diversity of the community is represented in the planning process. The Network creates an open and flexible opportunity for interested citizens to take a part in supporting and improving the engagement process during the West End Community Plan development.

The Network will help City staff:

- identify popular places, ideal dates/times, and even engagement tactics that are likely to be effective in the neighbourhood, especially for hard to reach groups
- offer outreach vehicles (newsletters, contacts list, etc.) to help spread the word about engagement opportunities
- actively encourage community networks to take part in public engagement opportunities

- when possible provide support for people to take part, this can be anything from giving someone a ride to an event to showing someone how to submit an online survey or offering translation services
- take a leadership role by actively participating in public engagement opportunities, and
- help identify and fill gaps in representation.

### Working Groups (Citizen Circles)

- Purpose: Citizen Circles will help identify neighbourhood issues, opportunities and actions that will be used by staff to draft policy options. Citizen Circles will also have the potential to oversee initiatives that might take place during planning if City resources or existing community projects and new volunteer interest allow for this. Examples of possible working groups are:
  - Housing Citizen Circle
  - Heritage Citizen Circle
  - Local Economy Citizen Circle (including shopping areas and retail issues, transportation concerns, etc.)
  - Neighbourhood Character Citizen Circle
  - Transportation Citizen Circle

## 8.2 Decision-Making Authority and Powers of Influence

### 8.2.1 Who Creates the Plan?

Creation of the community plan in the West End will be a collaborative process involving stakeholders residing in the West End, 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 the local area. Collaborating with City staff, the community will help identify neighbourhood issues, opportunities and actions, select preferred policy options, and help encourage and facilitate community outreach.

**Neighbourhood Champions Network:** The Neighbourhood Champions Network (NCN) will be made up of interested community leaders or champions to ensure the diversity of the community is represented in the planning process. The Network creates an open and flexible opportunity for interested citizens to take a part in supporting and improving on our engagement process during the West End Community Plan development.

The Network will help City staff:

- Identify popular places, ideal dates/times, and even engagement tactics that are likely to be effective in the neighbourhood, especially for hard to reach groups;
- Offer outreach vehicles (newsletters, contacts list, etc) to help spread the word about engagement opportunities;
- Actively encourage community networks to take part in public engagement opportunities;
- When possible provide support for people to take part, this can be anything from giving someone a ride to an event to showing someone how to submit an online survey or offering translation services;
- Take a leadership role by actively participating in public engagement opportunities; and
- Help identify and fill gaps in representation.

**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.

**City/Regional Stakeholders:** Stakeholder groups located outside the geographical boundary of the West End but have an interest in the West End planning initiative such as TransLink, 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.

**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 Actors Responsibilities

	Manage Process	Process Check-In & Advice	Outreach	Issues, Opportunities, & Actions	Drafting Policy Options	Policy Testing	Drafting the Plan	Plan Approval
West End	The Community		✓	✓		✓		
	Neighbourhood Champions Network		✓	✓		✓		
	Developers				✓	✓		
	City / Regional Stakeholders		✓	✓		✓		
	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 Neighbourhood Champions Network.

### 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 approaches to meet the broad and diverse people in the Local Area.

**Issues, Opportunities & 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 the West End 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 4);
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 West End;
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; and
9. provide a framework for positive change in the well-being of the West End.

## 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 West End 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 (retail, entertainment, residential, etc.) or other aspects related to the character of the area.

### Pre Launch Meetings and Focus Groups in Local Areas

The following table outlines the various meetings and focus groups that were held as part of the process of refining neighbourhood-specific Terms-of-Reference documents for each of the three communities. A portion of the attendees may have participated in more than one event.

Local Area	Meeting Date	Organization	Attendees
Marpole	November 8, 2011	Tzu Chi Foundation	3
	November 19, 2011	Vancouver School Board	1
	November 22, 2011	SUCCESS Granville	2
	November 22, 2011	Marpole BIA	1
	November 28, 2011	Taiwanese Canadian Cultural Society	5
	December 5, 2011	Marpole Place	1
	December 8, 2011	Cambie Residents Group and Leo Club Members	8
	December 12, 2011	Marpole Family Place	3
	January 8, 2012	<ul style="list-style-type: none"> <li>• Marpole Area Residents Alliance</li> <li>• Marpole BIA</li> <li>• Marpole Oakridge Area Council Society</li> <li>• Marpole Oakridge Community Association</li> <li>• Marpole Oakridge Family Place</li> <li>• Marpole Place</li> <li>• Vancouver Public Library - Marpole Branch</li> <li>• Marpole Heritage Society</li> <li>• The Community and Residents Mentors Association (CARMA)</li> <li>• The Women's World of SUCCESS</li> <li>• Progressive Intercultural Community Services Society (PICS) - Director, Employment Programs</li> </ul>	18
	January 13, 2012	Heritage Vancouver Society	2
<b>TOTAL</b>			<b>44</b>
Grandview-Woodland	November 29, 2011	Grandview-Woodland Service Team - area service providers and community facilities	13
	December 5, 2011	BIAs serving Grandview-Woodland: Commercial Drive, Hastings-Sunrise and Strathcona	3
	January 6, 2012	Aboriginal Serving organizations working	8
	January 9, 2012	UBC School for Landscape Architecture - (undergraduate	7

		students who recently completed a design studio on Commercial Drive and Grandview-Woodland)	
	January 9, 2012	Grandview-Woodland Area Council (GWAC)	35
	January 11, 2012	Purple Thistle - youth collective	5
	January 18, 2012	Newcomer and immigrant serving organizations in G-W	7
	January 19, 2012	Grandview Heritage Committee	11
	January 23, 2012	Community Policing Centres: Commercial Drive CPC and Hastings-Sunrise CPC	4
	January 23, 2012	Grandview-Woodland Area Council (GWAC) - <i>follow-up</i>	30
	January 26, 2012	Arts and cultural organizations serving the neighbourhood	9
	January 27, 2012	Lions Den - senior services	12
<b>TOTAL</b>			<b>144</b>
West End	November 14, 2011	SFU City Program	1
	November 14, 2011	Heritage Vancouver	1
	November 18, 2011	West End Residents Association	1
	November 23, 2011	Robson Street BIA	1
	November 30, 2011	West End Community Centre	1
	November 30, 2011	Barclay Manor	1
	December 1, 2011	St. Paul's Hospital/Providence Health Care	3
	December 2, 2011	West End Seniors Community Planning Table	20
	December 7, 2011	West End BIA	10
	December 9, 2011	West End Seniors Network	1
	December 9, 2011	Heritage Vancouver	1
	December 9, 2011	West End Citizens Action Network	1
	December 15, 2011	Urban Development Institute	3
	January 10, 2012	West End Neighbours	2
	January 10, 2012	West End Neighbourhood Food Network	1
	January 12, 2012	Village Vancouver	1
	January 13, 2012	Hollyburn Properties	10
	January 23, 2012	Vancouver-West End MLA	1
	January 24, 2012	Vancouver School Board	3
	January 28, 2012	<ul style="list-style-type: none"> <li>• St. Paul's Hospital/Providence Health Care</li> <li>• West End Residents Association</li> <li>• West End Citizens Action Network</li> <li>• Robson Street BIA</li> <li>• Heritage Vancouver</li> <li>• Gordon Neighbourhood House</li> </ul>	29

		<ul style="list-style-type: none"> <li>• West End Seniors Community Planning Table</li> <li>• McLaren Housing Society of BC</li> <li>• West End Neighbours</li> <li>• Joe Fortes Branch, Vancouver Public Library</li> <li>• West End Community Centre Association</li> <li>• Urban Development Institute</li> <li>• Downtown Vancouver BIA</li> <li>• Vancouver City Planning Commission</li> <li>• West End Neighbourhood Food Network</li> <li>• West End Seniors Network</li> <li>• Village Vancouver</li> <li>• Lord Roberts Elementary PAC</li> <li>• Robert Lee YMCA</li> <li>• West End BIA</li> </ul>	
	February 3, 2012	Vancouver School Board	3
	February 3, 2012	Robson Street BIA	1
	February 10, 2012	BC Apartment Owners & Managers Association	1
	February 13, 2012	Village Vancouver	1
	February 17, 2012	<ul style="list-style-type: none"> <li>• West End Seniors Community Planning Table</li> <li>• Gordon Neighbourhood House</li> </ul>	3
	February 24, 2012	Heritage Vancouver	1
<b>TOTAL</b>			<b>102</b>

**POLICY ON CONSIDERATION OF REZONING APPLICATIONS AND HERITAGE REVITALISATION AGREEMENTS DURING COMMUNITY PLAN PROCESSES**  
Draft for Council - March 2012

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 Woodland. Once adopted, the policy will apply until such time as the Community Plan is approved by Council.

Preamble	West End	Marpole	Grandview-Woodland
<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><b>Policy 1:</b> 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><b>Policy 2:</b> 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; Metro Core	✓  e.g., rental hsg rate of change; Industrial Lands	✓  e.g., rental hsg rate of change; Industrial Lands
<p><b>Policy 3:</b> 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><b>Policy 4:</b> 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><b>Policy 5:</b> Rezoning applications will be considered for projects involving social and supportive housing (e.g., involving core-need and/or non-profit housing), or community care facilities or group residences.</p>	✓	✓	✓

<p><b>Policy 6:</b> 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><b>Policy 7:</b> Rezoning applications involving heritage retention and heritage revitalisation 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><b>Policy 8:</b> Rezoning applications which seek relief from any of the terms of this rezoning policy may be considered under exceptional circumstances, provided that they substantially advance objectives from city-wide policies and do not constitute a significant increase in the rate of development for the neighbourhood in question.</p>	✓	✓	✓
<p><b>Policy 9:</b> Rezoning applications may proceed in the Cambie Corridor consistent with directions outlined in the Cambie Corridor Plan (approved May 9, 2011). For clarity, this includes 8401 Cambie Street (SW corner of Cambie Street and SW Marine Drive) and 445 SW Marine Drive (Marine Gardens).</p>	N/A	✓	N/A