CITY OF VANCOUVER | 125 YEARS

ADMINISTRATIVE REPORT

Report Date: March 7, 2012
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Meeting Date: March 28, 2012

TO: Planning, Transportation and Environment

FROM: Assistant Director of Planning, Community Planning

SUBJECT: Next Community Plans: Terms of Reference

RECOMMENDATION

A. THAT Council approve three Terms of Reference documents for Community Plan programs in Grandview-Woodland (Appendix A); Marpole (Appendix B); and the West End (Appendix C).

B. THAT Council approve a minor modification to the rezoning policy attached in Appendix E, to reflect Council-approved policy which provides for the consideration of rezonings in the Cambie Corridor Phase 2 Core Area in Marpole.

REPORT SUMMARY

This report conveys Terms of Reference (T-O-R) documents that have been developed for community planning programs in Grandview-Woodland, Marpole and the West End, and outlines some of the key considerations for each area. The T-O-R documents describe the process, timeline and products associated with the development of the community plans, and will act as core reference documents throughout the community plan processes. Upon Council approval of the Terms of Reference, community planning work in the three communities will commence.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

On July 28, 2011, City Council endorsed a new approach to community plans and directed staff to create plans for Grandview-Woodland, Marpole and the West End. As a first step, staff were further directed to develop Terms of Reference to guide the planning process in each of the three Local Areas, in consultation with neighbourhood and city stakeholders.
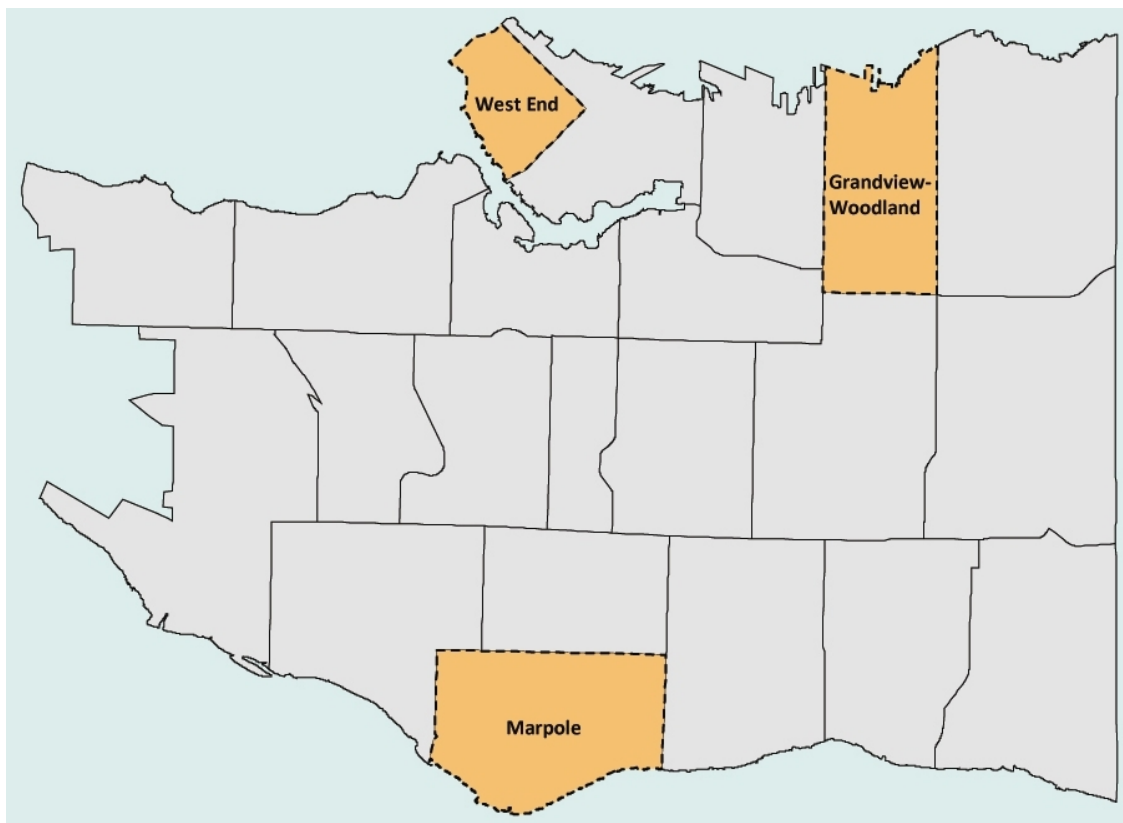
CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Community Services recommends approval of Recommendations A and B.

REPORT:
  Background/Context

A New Approach to Community Plans

On July 28, 2011, staff brought forward a report which recommended moving forward on community plans in Grandview-Woodland, Marpole and the West End.

The report outlined a new approach to the creation of the plans guided by four themes:

Addressing global, regional and city-wide challenges:

- The need for community plans to support efforts to respond to the major global, regional and city-wide challenges facing Vancouver (such as climate change and resource depletion, homelessness, housing affordability, auto dependence, urban health, demographic changes and a resilient economy) while recognizing the need for distinct responses to these issues in accordance with the concept of a city of diverse neighbourhoods.

Community plans will align with city-wide and regional policies, such as the Greenest City Action Plan, Housing and Homelessness Strategy, Transportation Plan, TransLink 10 Year Plan, Transport 2040 (Translink), Vancouver Economic Development Strategy, and Regional Growth Strategy. Emerging policy and directions (e.g. Transportation Plan Update, Healthy City Strategy, Food Strategy, Social Amenities Plan and the Culture Plan), will also be considered and advanced, where possible, at the neighbourhood level.

Where city-wide targets exist (i.e. Greenest City Action Plan, Housing and Homelessness Strategy, Transportation Plan, Joint Child Care Council target for child care spaces), the community plans will work to advance the implementation of these targets at the neighbourhood level.

Shaping development and setting public amenity priorities

- The need for community plans to be more effective in addressing the increasing development pressures in established neighbourhoods by providing clarity about the nature and scale of new development (building forms, heights, land use, etc) while allowing appropriate flexibility for new ideas to emerge during the subsequent development processes.

Community plans will also work towards the effective and financially sustainable delivery of neighbourhood amenities and services, aligned with the 10 Year Capital Plan Strategy. This will be approached through rigorous assessment of community amenity needs, setting priorities based on anticipated financial resources and exploring partnership opportunities.

Enhancing and Diversifying Public Involvement

- The need to continuously improve and rethink approaches and techniques for public engagement in community planning, providing opportunities for broad, diverse and meaningful participation in plan-making so that plans reflect the widest possible range of perspectives.

Quicker, more flexible processes

- The need to deliver plans more quickly and efficiently and to find nimble ways to respond to pressing issues during the plan-making process.

A streamlined process will involve focusing planning attention on the most pressing issues in each community, more integration of topics and steps, and finding ways to take action on pressing issues during the plan-making process, rather than waiting for implementation following plan approval.

Examples of key issues that could be tackled during the process include social issues and social enterprise, food security, community gardens, place-making, etc. In addition, if the City is pilot testing program initiatives (e.g. through Active Transportation, Health City Strategy, etc.) there may be an opportunity to implement initiatives in the three Local Areas.

This new approach provides the City with a unique opportunity to undertake three plans simultaneously and benefit from synergies between the three, including common approaches to issues shared by more than one community (e.g. rental housing, vitality of local shopping areas and urban health issues). Other opportunities include forming a single inter-departmental team comprised of staff from Planning, Engineering, Social Development, Cultural Services, Housing, Parks, Sustainability, and Communications as well as the formation of partnerships with outside agencies and institutions (e.g. Vancouver Coastal Health, Translink, BC Hydro, UBC and SFU).

The success of the new approach will be measured by its ability to provide a framework for positive change focused on City/community priorities and developed through broad and representative outreach.

Process to Develop the Terms of Reference

As a first step in creating a Terms of Reference for the three plans, staff held a stakeholder workshop on October 15, 2011 where representatives from neighbourhood organizations, city-wide non-profits, TransLink, Vancouver Coastal Health, the development community and various City of Vancouver Advisory Groups worked together to develop a general Terms of Reference. The result was a 'core' template that set out:

- community planning principles
- products and policy areas
- planning process and schedule
- definitions of success
- engagement and outreach considerations.

In November 2011, specific components were identified that needed to be refined to create neighbourhood-specific T-O-Rs. These included:

- a Local Area Context Statement
- refinement of Advisory & Working Group options
- neighbourhood-based sub-area identification (preliminary)
- neighbourhood-specific engagement and outreach considerations.

Each of these areas was then worked on in a neighbourhood-specific process. In an effort to tailor the approach to the specific community, a different approach was adopted for each area. In Grandview Woodland staff held a series of focus groups with local service providers, community organizations, youth and seniors. In Marpole and the West End staff met individually with representatives and held workshops to discuss key neighbourhood assets and issues. The specifics of each approach are outlined in Appendix D.

Strategic Analysis *

Community Plan Terms of Reference Contents

The T-O-R documents for the three Local Areas include:

Local Area Context Statement – provides a brief sketch of important neighbourhood features including its location, demographics (population, income, age, etc.), land use, local economy, unique characteristics, and outlines the neighbourhood's role within the larger city and region.

Local Area Planning Geography – outlines the neighbourhood boundaries, sub-areas (areas in need of greatest planning attention), adjacent and overlapping geographies (e.g. port lands, industrial lands, station areas, etc.), and where possible, identifies opportunities for linkages related to infrastructure, district energy, servicing, etc.

Principles – highlights the expectations of the planning process and outputs, including: Flexibility and Outreach, Inclusivity, Knowledge-Sharing and Collaboration, Clarity and Transparency, Balance and Responsibility; Sustainability, Action While Planning, Process Accountability, City Capacity and Strengthening Partnerships, and Authority.

Products – outlines the products to be developed by the staff team in collaboration with community and city-wide stakeholders, focusing on a local neighbourhood response to city-wide and regional challenges. They include:

- Community-wide policy - on land use and built form, housing, transportation, urban health and social issues, economy, culture, heritage, community amenities and services, parks and public realm, green buildings and infrastructure, and public safety. Some of these topics will be major areas of focus while others will receive less attention, depending on the key issues in each community (see the Community Plan Areas of Focus section in this report)
- Sub-area plans - guidance on land use, building form, character, height, density, etc. for selected geographical areas
- Community action projects – on pressing issues e.g. focused on place-making, neighbourhood identity, community gardens, etc.

Process and Schedule – outlines a streamlined process expected to take 18-21 months to complete in four main phases: Launch; Plan & Policy Development; Draft Plan; Plan Approval.

Civic Engagement and Participation – outlines strategies to engage the broadest possible range of people, including those with varying cultural backgrounds, ages, incomes, and tenure; and work collaboratively with partners to deliver a robust plan. This topic is covered further in the section on New Approaches to Outreach and Engagement below.

Community Involvement and Participant Roles – outlines a range of options for stakeholders to participate in the planning process as well as the roles and responsibilities of key participants.

Definitions of Success – key indicators of success include: fulfilment of the core principles, broad participation, completion within allocated timeframe, clear sense of direction, ease of implementation, etc.

Community Plan Approaches to Outreach and Engagement

With respect to public engagement, some key components of the new approach to community plans are to work cross-departmentally to deliver a comprehensive engagement process that addresses multiple city priorities, to provide enhanced and creative ways to connect with residents and other stakeholders, and to ensure broader, more representative participation. The new approach is characterized by the following principles:

Broader and More Representative Outreach

- Ensure that residents (both owners and renters), local businesses, non-profit organizations and agencies, community service groups, landowners and developers all have the opportunity to be involved and engaged in discussion about the future of the community.

- Promote, facilitate and celebrate the involvement of each section of the Local Area's diverse population. Ensure the voice of community members that represent the diversity in the community is heard throughout the planning process.

- Report back on public input quickly and show measurements of representation (e.g. through the tracking of demographics).

Innovative Techniques and Diverse Opportunities for Informed Engagement

- Encourage community participation by providing a broad range of tools, techniques and information to facilitate the exchange of ideas and diverse perspectives. Collaboration will help build stronger partnerships between different stakeholders and provide staff with a greater understanding of the community and its assets and issues.

- Utilize innovative new techniques such as visualizations and multimedia simulations to engage people in a dialogue about the future of their community. Engagement will marry online with in-person feedback channels in a way that is compatible for easy analysis and transparency.

Specific outreach and engagement initiatives will vary by neighbourhood and could include: online surveys and workbooks, the use of video and storytelling, visualization and scenario modeling, podcasted walking tours, interactive workshops and crowdsourcing techniques. Forming partnerships between different stakeholders and city-wide and regional agencies (e.g. UBC Centre for Interactive Research on Sustainability, Emily Carr University of Art and Design, Vancouver Coastal Health, etc.) will be a key element in the delivery of innovation.

Big Picture Perspectives and Community Building

- Build capacity for informed discussion by fostering awareness of the broader city and regional objectives that the community contributes to.
  Provide an opportunity for community members to learn about each other, and build community character, cohesion and civic literacy. Staff and citizens will learn and identify the desires, needs and unique quality that each community can express as part of its place in the city and the region.

In each Local Area the expertise of local stakeholders and city-wide resources including non-profit organizations, civic advisory bodies, the academic community, professional designers and developers and technical experts will help build a plan which balances the unique qualities of each community with its responsibility as part of the city and region.

Community Plan Areas of Focus

This section outlines the following for each of the three Local Areas:

1) Key areas of focus identified through staff research and preliminary discussion with stakeholders, together with relevant policy goals.

2) Geographical sub-areas for detailed planning attention (subject to refinement as the planning process evolves)..

While the plans will maintain a broad, holistic approach – referencing and incorporating aspects of each of the topics identified under *Products – Community-wide Policy* above, the elements of work identified in the following sections will be used to concentrate the planning programs onto the key issues and geographical sub-areas in greatest need of attention. This will enable the plans to focus strategically on City/community priorities, with an emphasis on issues that are within the City's mandate, supported by the necessary research and metrics. The planning processes will develop policy options through broad and representative outreach, focused on the key issues. Local knowledge will be combined with technical analysis and best practice to develop realistic solutions. The objective is to create plans which are clear, robust and aligned with Council priorities, while allowing the necessary flexibility to adapt to unforeseen trends or initiatives that may emerge through their 20-30 year lifespan.

A.   GRANDVIEW-WOODLAND

The Grandview-Woodland neighbourhood is characterized by its diversity and tolerance, strong social and political engagement, and a rich array of heritage buildings. It has an independent spirit that is represented in a number of ways: the mix of local businesses on its high streets (e.g. Commercial Drive and parts of Hastings Street); the high proportion of artist residents (at 5%, about twice as many as the city-wide average); and its many active community groups and local organizations.

Once known as "Little Italy" (after a strong post-World War II wave of Italian immigration), Grandview-Woodland has since changed substantially. Today, with a 2011 population of

27,297, Grandview-Woodland is home to a diverse and ever-changing population. About one in every 10 residents is First Nations or Métis (city-wide Aboriginals account for about 2% of the total population). The neighbourhood is also home to sizeable Chinese, Filipino and Southeast Asian populations. At the same time, the neighbourhood has experienced a low growth rate over the past 40 years. Between 1991 to 2011, the population decreased by 2.7%. In contrast, the population of the city overall has increased by 27.9% over the same period.

In 2006 just over one-third of the neighbourhood's population reported low-income (about 10% higher than the city-wide figure). At that time the median household income was $35,342, 25% less than the city overall. The neighbourhood has a higher proportion of renters than owners (66% of dwellings are rented compared to 52% city-wide) and a large share of one-person households (45.4% compared to 38.6% city-wide).

1. Areas of Focus

- **Housing affordability and options**. Issues identified include the need for sufficient, well-built and affordable stock across the housing continuum, with particular concerns registered about ensuring the availability of affordable rental housing (approximately 66% of occupied dwellings in Grandview-Woodland are rented).

  Community-wide policies that support the goals and objectives of the City's Housing and Homelessness Strategy (2011) are needed, including: looking for ways to provide shelter and supportive housing for the neighbourhood's street-involved homeless population; identifying means to support the provision of quality social/non-market housing stock; exploring options to maintain and increase rental stock without displacing tenants; and increasing the supply and diversity of housing to address concerns around affordability.

- **Transportation.** There is strong interest in improving the environment of the main routes that bisect and bound the community – including Hastings Street, First Avenue, Clark Drive, Broadway and Nanaimo Street, noting that all of these arterials are part of the Major Road Network (MRN), which provides key regional transportation connections for transit, goods movement, and general traffic.

  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. Initiatives that will increase the use of sustainable transportation options will be explored (including streetscape improvements, pedestrian and cyclist improvements, support for further traffic-calming in residential areas, and the review of parking regulations on high streets). Options to reduce the impact of the aforementioned arterials on the community, while maintaining their important role for transit and the movement of goods, will be explored.

- **Social Issues, Urban Health and Safety**. The complexity of social and health-related issues in Grandview-Woodland is growing (e.g. dual diagnosis), as are the effects of poverty and income polarization – including food insecurity, mental health challenges and social isolation. At the same time a number of safety issues have been identified in the neighbourhood: higher than average crime rates, fear of crime around SkyTrain stations, the need for additional lighting and design interventions in north end and

'edge'/industrial areas, and the safety challenges faced by vulnerable populations such as survival sex workers.

Attending to these issues, a number of key amenities and services are found in Grandview-Woodland, including Britannia Community Services Centre, the Aboriginal Friendship Centre and Urban Native Youth Association, REACH Community Health and the Kettle Friendship Centre. However, these services are 'stretched'; in particular, childcare, youth and seniors services (among others) are operating at capacity. Community planning work will identify needed amenities or facilities in Grandview-Woodland, as well as focus on current amenities that are undergoing planning and development work. Where policy directions are created, they will be supported by the necessary financial analysis.

Community planning work will focus on supporting the goals of social sustainability and the City's emerging Healthy City Strategy. In general, social and health-related policies will be directed towards building on opportunities for social interaction, physical activity, access to local health services, amenities, and programs and the creation of a healthy built environment. Policy will further seek to address the impact of social and health issues on key populations, including low-income individuals, members of the Aboriginal community, children and families, seniors and others.

Community planning work will also focus on efforts to reduce the higher-than average levels of crime in Grandview-Woodland, which may involve policy to support the reduction of problem premises and property-related crime, enhanced environmental design & other streetscape improvements to improve natural surveillance and increase crime prevention.

- **Arts & Culture**. Grandview-Woodland plays an important role as part of a cultural 'hub' and features significantly in the local cultural economy.
  Community-wide policy will support the objectives of the City's Culture Plan, focusing on the creation of new studio space while supporting other components of the local arts scene.

- **Heritage and neighbourhood character.** There is considerable interest in Grandview-Woodland's heritage assets, including its residential and retail buildings, its views, and its landscape features.

  Community planning work will seek to balance the desire to maintain aspects of neighbourhood character with the imperatives associated with other planning needs. Specific work may be undertaken to support a heritage and character area inventory of the neighbourhood as well as preparatory work for a more substantial city-wide Heritage Register Upgrade Program, when it is undertaken.

- **Parks, Open Space & Public Realm**. There are several well-used parks in Grandview-Woodland, but the provision and quality of open space in the neighbourhood could be improved. As well, key high streets – in particular Commercial Drive – are important public spaces, both as places of public life and also for their role in supporting the local economy.
  Planning work will seek to address the accessibility of parks (currently 13% of the neighbourhood is more than a five minute walk to greenspace), their quality (20% of

park space is considered to be of poor quality) and the overall provision of park land. Additional work could focus on increasing community gardens, supporting local ecosystem health, the urban forest, and strengthening the character of local streets through the creation of policy options around street furniture, sidewalk enhancement, greenways and plazas.

2.   Sub-Areas

Grandview-Woodland is bounded by Clark Drive (west), Nanaimo Street (east), Broadway (south) and the Burrard Inlet (north).

North Grandview-Woodland Sub-Area 1 – This area has limited services, higher than average numbers of low-income individuals and seniors, and additional safety concerns (such as lack of lighting, survival sex trade work, problem buildings). Community planning work will focus on strengthening the existing multi-family residential area, improving access to retail and other services, and improving safety.

Hastings Street Sub-Area 2 – Planning work will focus on investigating means to better activate the blocks between Semlin Avenue and Clark Drive and will look at opportunities for residential and commercial development, enhancements to local services, public realm improvements, etc.

Commercial Drive Sub-Area 3 – Policy work will focus on supporting local business while ensuring that the street has room to grow; and seeking ways to enhance connectivity to and from the north-end of the neighbourhood between Venables, Hastings and Powell Street.

Broadway/Commercial and VCC-Clark Station Sub-Area 4 – The plan will look at the role and impact of the two rapid transit hubs, the Broadway corridor, and surrounding commercial and residential areas, including opportunities for new development in these highly accessible locations.

B.   MARPOLE

It is believed that the Marpole area was inhabited as far back as 3,500 B.C. and the presence of First Nations middens makes it a historically significant part of the city. It was later settled by non-natives in the 1860s.

Marpole has many important community assets, including its parks, Marpole-Oakridge Community Centre, library, neighbourhood centre, daycare facilities, social services, and several elementary schools, 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 available in the community.

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, 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) and Marpole has a larger share of low income households than the rest of the city (32.2% of the population compared to 26.6% city-wide).

1.   *Areas of Focus*

▪   **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 to the community's network of infrastructure, amenities, and services. The community planning process will help direct growth to suitable locations, 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.

▪   **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. 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 Homeless 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.

▪   **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 create 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. 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 in 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.

2.   *Sub-Areas*

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

The Community Plan will address four sub-areas that have been identified as being in need of
the greatest planning attention.

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 57th Avenue, and the Marpole
neighbourhood centre south of 62nd Avenue. Planning work will explore options for new
development to reinforce this neighbourhood centre and key arterial.

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 will explore ways to preserve and enhance the important
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 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. 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.

C.   WEST END

The West End, one of Vancouver's most densely populated communities, is defined by its diversity, rich history and heritage assets, thriving commercial streets, well established high-density residential areas, walkability, mature landscaping, picturesque setting next to Stanley Park and the English Bay Beach, and vibrant community festivals that take place throughout the year.

According to the 2011 Census, the West End has a population of 44,543. Between 2006 and 2011, the West End experienced no population growth while the city overall grew by 4.5%, however development pressure has increased significantly in recent years. 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. The West End also has a strong young adult population – the number of 20-39 year olds living in the West End make 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 high proportion of seniors living. In fact, seniors comprise just 11.4% of the West End's population, which is less than the city overall at 13.1%.

The West End has a lower unemployment rate than the city overall (5.7% as compared to 6%). However, the median household income in the West End is 18.4% lower than in the rest of the city, which is in part due to the large share of one-person households in the West End (59.1% of the population is living in a one-person household compared to 38.6% city-wide).

The community plan will help strengthen the unique character of the West End, responding to the emerging issues that face this diverse community.

1.   Areas of Focus
In addition to staff research and discussions with neighbourhood stakeholders, the following have been derived from themes which emerged through two community surveys *(2010 – West End Discussion on Community Needs and Affordable Housing; 2011 – West End Mayor's Advisory Committee Community Priorities for the West End)*.

- **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. Further, there is a need for more family-friendly housing to better meet the housing needs of the families with children living in the West End. Directions for expanding housing diversity through alternative housing forms (i.e., larger units, ground-oriented housing), and addressing

affordability through preservation and enhancement of the aging rental housing stock to meet the diversity of needs in the community will be a priority.

Additionally, there is a significant underserved homeless population (82 counted in 2010). The West End Community Plan will align with the goals of the Housing and Homelessness Strategy to identify and address issues across the continuum of housing needs.

- **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).

  The West End also enjoys access to a variety of excellent parks and open spaces including: English Bay and Sunset beaches, Stanley Park, a number of local school and community parks, mini-parks, and other private green spaces that contribute to the community's strong appreciation of greenery. There is the opportunity to increase connectivity and walkability between parks and open spaces, as well as in the 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 exists 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 Streets.

- **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 improved further. Residents have noted that public realm improvements along Davie, Denman, Robson, and Alberni Streets could help 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.

2.   *Sub-Areas*

The West End neighbourhood is bounded by Stanley Park (west), Burrard Street (east), Georgia Street (north), and English Bay (south).

The Community Plan will address five sub-areas that have been identified as being in need of specific planning attention (see map above). They were selected based on their unique character and the need for a more tailored approach when addressing the challenges and opportunities presented in each. These areas are:

- *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 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 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.

Community Plan Rezoning Policy

On July 28, 2011, in conjunction with endorsing a new planning program for the next Community Plan neighbourhoods, Council endorsed a rezoning policy to establish conditions under which new rezonings and heritage revitalisation agreements would be considered while the Grandview-Woodland, Marpole and West End Community Plans were underway. The policy does not address the recently approved Cambie Corridor Plan, which provides clear direction for redevelopment in the Cambie Corridor Phase 2 – Core Area portion of Marpole. For clarification purposes regarding potential rezoning enquiries in this area of Marpole, it is recommended the rezoning policy be amended to include the following:

Policy 9: 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). The new amended policy is included as a draft in Appendix D.

CONCLUSION

Community Plans represent an important component of planning work in Vancouver. New community plans for Grandview-Woodland, Marpole and the West End will reflect the results of a renewed planning process. The Terms of Reference documents developed for each Local Area will act as a core reference document throughout the program, guiding the process and product to positive change in the community.

* * * * *

Grandview-Woodland Community Plan

TERMS OF REFERENCE

March 2012

Planning Department,
Community Services Group
City of Vancouver
453 West 12th Avenue, Vancouver, BC, V5Z 1V4

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

1.1 Purpose of this document

This document sets out the Terms of Reference governing the community planning process for Grandview-Woodland. 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. GRANDVIEW-WOODLAND CONTEXT STATEMENT

The Grandview-Woodland Local Area is found in the north east area of Vancouver and is bordered by Strathcona and Mount Pleasant (to the west), Kensington-Cedar Cottage (to the south) and Hastings-Sunrise (to the east). The Grandview neighbourhood (the "Woodland" part was added in the 1960s) is one of Vancouver's older neighbourhoods.

Early History

The area around present day Vancouver is the traditional territory of Coast Salish peoples. Although specific connections to the Grandview-Woodland area are hard to identify, MacDonald notes that the heavily forested area at the north end of the present day neighbourhood was called *Khupkhahpay'ay*, or 'cedar tree' (p.11).

During the period of early European settlement, key streets, such as Commercial and Victoria Drive began life as skid-roads – a means of dispatching newly felled timber to the Hastings Mill. Although land in the Grandview area had been apportioned and sold as early as the 1870s, the area remained largely unsettled until the completion of the Interurban tram line in 1891, linking Vancouver with New Westminster.

By early 1900s Grandview had a modest population, including members both working class (including "labourers, tailors, carpenters and teamsters," King, p.11) and the more well-to-do. The latter, wealthier land-owners started building the large mansions found to the east of Commercial Drive "briefly [making] a play for Grandview as a genteel up-market alternative" to the affluent West End.

In 1910 Park Drive was officially renamed Commercial Drive. Around this time, residents and businesses in the area started petitioning for a better link to downtown, a call that lasted until 1938 with the extension of First Street and the construction of a Viaduct over the False Creek Flats and into the Downtown. The Grandview neighbourhood has continued to grow and flourish through to the present day.

Present Day

Preliminary Statistics Canada data from the 2011 census place the neighbourhood's population at 27,300, a decrease of approximately 900 persons from the 2006 count. Although age-related data from the 2011 census data is not yet available, previous census profiles developed in 1986 and 2006 reveal decreasing numbers of children aged 0-12 (a decline of 11% from 3,410 to 3,035), youth aged 13-24 (a decline of 22.7% from 4,705 to 3,635) and seniors aged 65 and over (a decline of 3.6% from 3,040 to 2,930). These long-term decreases in population are off-set by an overall increase in the number of individuals aged 25-64 in the same period (up 27.8% from 14,540 to 18,575).

Grandview Woodland has a high-proportion of Aboriginal residents with one in every ten residents identifying as First Nations or Métis (compared to one in every 50 city-wide). The area is considered to be a 'gateway' for members of Aboriginal communities who arrive in Vancouver from other parts of the Province or elsewhere in Canada.

The neighbourhood is home to a diverse and ever-changing population. While the area was once known as "Little Italy" – an identity that still infuses much of the area, a large Cantonese-speaking population can be found in the southeast, while speakers of Tagalog, Vietnamese and Spanish are found residing throughout the neighbourhood.

In 2006, approximately one-third of the neighbourhood's population reported low-income (pre-tax). Concerns about the affordability of the neighbourhood – and in particular the availability of affordable rental accommodation – are among the key concerns that were identified during the preparation of this Terms of Reference. Grandview-Woodland continues to have a higher proportion of renters than owners, (66% of dwellings are rented versus the citywide average of 52%) though the number of rented dwellings in the neighbourhood has seen a modest decline in recent years. Grandview-Woodland is also home to a number of co-op housing facilities.

Built form

Built form in the Grandview-Woodland follows the prevailing land-use categories of industrial, commercial and residential zoning. The industrial area is characterized by 1-2 storey warehouse-style buildings on large lots. Residential built form can be roughly divided into 3-4 storey low-rise multi-family (mostly west of Commercial Drive), and 1-3 storey one-family and two-family residential buildings (largely east of The Drive). A small number of larger apartment buildings and residential facilities can be found scattered throughout the neighbourhood.

Retail areas are slightly more varied. Commercial Drive is the site of a range of 1-4 storey structures. Frontage is notably constrained and older buildings are characterized by an upper-floor bay windows which encroach over the sidewalk. The eastern portion of Hastings has buildings of similar height but with larger frontages.

Heritage

Just over 25% of the dwellings in Grandview-Woodland were built before 1946 (compared to 18% citywide), and many of the original homes – including the larger old mansions – are still present. A substantial number of heritage structures (designated and undesignated) are found within the neighbourhood.

Parks, Amenities and Public Spaces

A number of key public and community spaces can be found in Grandview Woodland. Chief among these is the Commercial Drive area – which was recently named one of the top-ten public spaces in the province (Spacing Magazine, Summer 2011). Grandview-Woodland also has several elementary schools and two secondary schools (currently all schools have a capacity utilization of less than 80%), along with a well used Community Centre (Britannia, built in the 1960s) and library (part of the Britannia facility). Kiwassa Neighbourhood House (located in Hastings-Sunrise) also services residents of the north-east portion of the community.

Several well-used parks are found in Grandview-Woodland, including the recently renovated Grandview Park (at Commercial and Charles) and Victoria Park (Victoria and Grant). Approximately 87% of the neighbourhood is within a 5 minute walk to greenspace.

Shopping

Grandview-Woodland is home to a vibrant retail environment on Commercial Drive and along the eastern portion of Hastings Avenue – both of which contain a large number of 'independents' (i.e. non-chain stores) and locally-owned shops and services. These two commercial areas – supplemented by a smaller number of shops and services on Nanaimo, Broadway, Clark and Victoria - provide the neighbourhood with a variety of options for groceries, clothes, restaurants and cafes.

Transportation

Grandview-Woodland is bisected and bounded by a number of major streets and corridors. Clark Drive to the west serves as a major truck transport and goods movement route, as does Hastings Street. First Avenue is the site of high-volumes of commuter traffic and may potentially be impacted by the expansion of Highway 1. Broadway, to the south, is a major transit thoroughfare, and is also the site (at Commercial) of the busiest transit hub in the City – with two SkyTrain stations and B-Line bus service. A third SkyTrain station (VCC-Clark) is located just west of the neighbourhood.

Industry

Grandview-Woodland has been the site of visible industry since its early days. As logging and timbering opportunities began to disappear, other initiatives sprang up to take their place. Between the 1930s and 1960s industrial and port-related activity at the north end continued to expand southward, connecting into the False Creek Flats. The present day industrial zoned areas in the north and west sides of the neighbourhood play an important role in the local economy. The portlands – now called Port Metro Vancouver – continue to define the working waterfront.

References:

Jak King. *The Drive: A Retail, Social and Political History of Commercial Drive, to 1956.* Vancouver: The Drive Press, 2011

Bruce MacDonald. *Vancouver: A Visual History.* Vancouver: Talon Books, 1992

Spacing Magazine. *Top-10 Public Spaces in Vancouver.* Summer 2011.

3. GRANDVIEW-WOODLAND PLANNING GEOGRAPHY

The Grandview-Woodland local area is bounded by Clark Drive (west), Nanaimo Street (east), Broadway (south) and the Burrard Inlet (north). These are outlined in Map 1.

Map 1: Grandview-Woodland Local Area Boundary
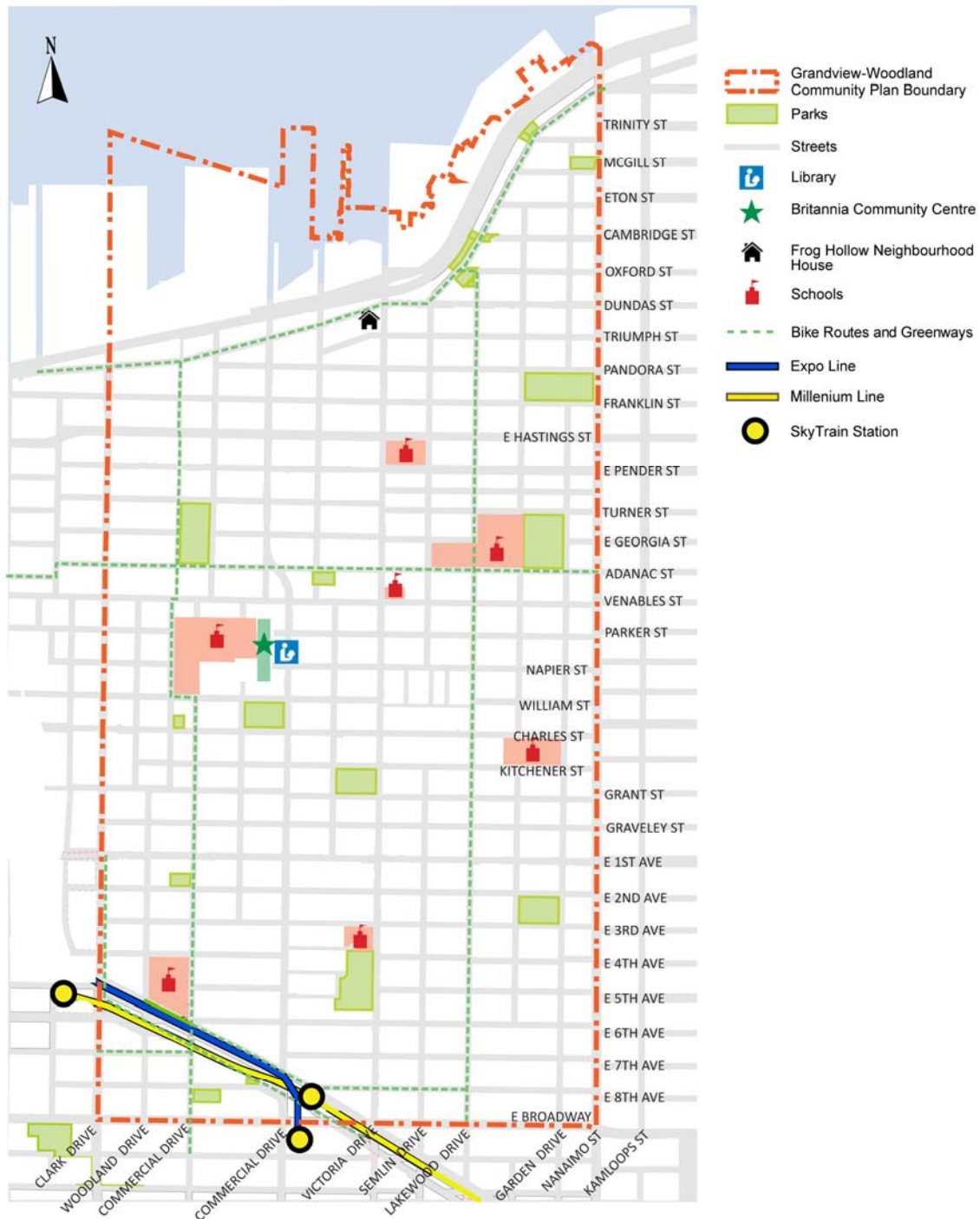
3.1 Planning Area Considerations

The planning process will focus largely on matters within these boundaries, with four exceptions:

(1) **Port Lands** - the process will exclude Port Metro Vancouver lands at the north end of Grandview-Woodland. In general, the Port falls under federal jurisdiction (Transport Canada) and will remain largely outside of the scope of the Community Plan. However portions of the northeast corner of Grandview-Woodland (from Victoria Drive eastward and as far south, in parts, as Franklin Street) are part of the *East Vancouver Portlands Plan* (2007). This plan was co-developed by the City, Port Vancouver and the Burrardview Community Association to resolve long-standing land use conflicts between the Ports and the adjacent residential area. The Grandview-Woodland Community Plan will support the objectives of the Portlands Plan.

(2) **Industrial Lands** – in 2011 the City endorsed the *Metro Vancouver Regional Growth Strategy* which protects the supply of industrial land. In keeping with the tenets of this policy, the Grandview-Woodland planning process will not contemplate land-use planning changes in areas that are zoned M-2, I-1 or I-2. However, these areas may, as part of the planning process, be considered for other planning activities – such as safety and streetscape improvements, etc.

(3) **Transit-oriented Development** - the plan will be aligned to support the goals of transit-oriented development. Significant transit infrastructure is found both at the southern edge of Grandview-Woodland (Broadway & Commercial SkyTrain Stations) and near the south-western edge of the neighbourhood (VCC-Clark SkyTrain Station). As such, planning work may extend beyond the Local Area boundaries. Planning work will incorporate relevant aspects of the *Broadway Station Area Plan* (1987) and TransLink's *Commercial-Broadway Transit Village Plan* (2006), which provide guidance around the impact of transit operations and station design, identify areas for new, higher density residential and commercial development, and investigate the need for community services and amenities in areas around the station;

(4) **Hastings-Sunrise Neighbourhood Centre** – Portions of the Hastings-Sunrise planning area (described in the *Hastings-Sunrise Community Vision*, 2004) overlap with the north-eastern boundaries of Grandview-Woodland. Of particular note, is the Hastings-Sunrise Neighbourhood Centre, covering to the commercial corridor along Hastings Street east of Semlin. Planning work will focus on parts of this neighbourhood centre within Grandview-Woodland.

4.   PRINCIPLES

The following principles will guide the community planning process taking place in Grandview-Woodland.

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 Grandview-Woodland. 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 Grandview-Woodland, 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 **Grandview-Woodland** 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 Grandview-Woodland as a whole;
- **Sub-Area Policies and Plans** - to provide more detailed guidance for areas in greatest need of planning attention;
  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 Grandview-Woodland will develop community-wide policy directions that will apply to the whole of the neighbourhood. Such policy may affirm existing policy directions or develop *new* policy. Based on early issue identification with the community (through public discussions and focus group sessions), as well as preliminary research undertaken by City staff, the Grandview-Woodland Community Plan will focus on the following themes.

- **Housing:** 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). At the neighbourhood level this will include: looking for ways to provide shelter and supportive housing for the neighbourhood's street-involved homeless population (23 individuals

counted in 2010, a high proportion of which were Aboriginal); identifying means to support the provision of quality social/non-market housing stock (60% of which was built before 1975); exploring options to maintain and increase rental stock without displacing tenants; and increasing the supply and diversity of housing to address concerns around affordability (such as apartments, townhouses and other forms of dwelling).

- **Transportation:** 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.

  The neighbourhood is bounded and bisected by several high-volume corridors of importance for general traffic and goods movement, including Clark, Nanaimo, First, Hastings and Broadway. Options to reduce the impact of these streets on the neighbourhood (while maintaining their important role for transit and the movement of goods) will be explored. Alignment with future land-use and transportation changes as a result of the Viaducts and Eastern Core studies, as well as the Highway 1 (Gateway) improvements, will be reviewed. As of the 2006 Census, Grandview-Woodland's mode-share indicates that 50% of travel is undertaken by walking, bike or transit (citywide, the figure is 41%). Efforts to further increase the use of sustainable transportation options will be explored.

- **Cultural Development:** Grandview-Woodland, along with Strathcona and the False Creek Flats, is part of the city's cultural 'hub'. The neighbourhood is home to a significant proportion of artists (5% of the labour force versus 2% city-wide) and businesses involved in the local cultural economy. At the same time, there is a notable shortage of studio, production and performance space. Community-wide policy will support the objectives of the City's Culture Plan, focusing on Council's recent direction to create new studio and production space, while also supporting other components of the local arts scene.

- **Social Issues, Urban Health and Safety:** policy will focus on supporting the goals of social sustainability and the City's emerging Healthy City Strategy. In general, social and health-related policies will be directed towards building on opportunities for social interaction, physical activity, access to local health services, amenities, and programs and the creation and/or enhancement of a healthy built environment. Additional focus will be directed towards current amenities that are undergoing planning and development work, such as Britannia Community Services Centre, REACH Community Health, The Kettle Friendship Centre, the UNYA Youth Centre and the Aboriginal Friendship Centre. Where policy directions are created, they will be supported by necessary needs assessments and financial analysis.

  Policy will further seek to address the impact of social and health issues on key populations (including low-income individuals, members of the Aboriginal community, children and families (Grandview-Woodland has higher than average early childhood and middle years vulnerability), seniors and others. This will also involve identifying options through which the City, other key partners (such as Vancouver Coastal Health and the Province) and neighbourhood can respond to increasingly complex challenges (such as dual diagnosis of addictions and mental health), as well as other concerns that span one or more social determinants of health.

Additional policy work will focus on efforts to reduce the higher-than average levels of crime in Grandview-Woodland (74.4 reported crimes, all type, per 1000 residents, versus 60.4 city-wide). This may involve policy to support the reduction of problem premises and property-related crime, enhanced environmental design & other streetscape improvements to improve natural surveillance and increase crime prevention, and a focus on supporting populations at risk – such as the survival sex trade in the north-end of the community – with addressing sex work through enhanced prevention and safety-related initiatives.

- **Heritage:** Grandview-Woodland has approximately 125 buildings (as well as one park – Grandview – and its cenotaph) listed on the City's Heritage Register. There is considerable interest in the neighbourhood's heritage, including its residential and retail buildings, its views, and its landscape features. Community planning work will balance the desire to maintain aspects of neighbourhood character with the imperatives associated with other planning needs (e.g. around increasing the supply of affordable housing and supporting the local economy). Specific work may be undertaken to support a heritage and character area inventory of the neighbourhood as well as preparatory work for a more substantial city-wide Heritage Register Upgrade Program, (when it is undertaken).

- **Public Realm, Parks, Landscape and Greening:** planning work will identify opportunities to improve Grandview-Woodland's parks and greenspace. Policy will seek to address the accessibility of parks (currently 13% of the neighbourhood is more than a five minute walk to greenspace, while 87% is within this target), their quality (20% of parks are considered to be in "poor" condition – the same as the city-wide figure), and the overall provision of park space (Grandview-Woodland has 0.4 ha of parkland per 1000 residents, versus the city-wide rate of 1.1 ha/1000). Additional work will also focus on increasing community gardens, (and other neighbourhood food assets such as community orchards and other edible landscaping), supports for ecosystem health, habitat creation or restoration, urban forestry and watershed health.

  Broader public realm related policy will also identify means to improve school grounds, street character (residential and commercial, including laneways), the distribution of street furniture, sidewalks and other public pathways, greenways and plazas.

Two other areas will be focused on, though largely in the context of sub-area work, and/or as components of themes already mentioned. These are:

- **Prosperity/Local Economy/Economic Sustainability:** Policy will support a vibrant local economy and the objectives of the City's Economic Action Strategy. This will include support for small and independent businesses (particularly as part of sub-area policy work on Commercial Drive, Hastings Street and Broadway), as well as the manufacturers and other businesses in Grandview-Woodland's industrial areas. Policy will seek to identify mechanisms that will aim to support the creation and retention of meaningful jobs and the overall resilience of businesses that operate in (and serve) the community.

- **Sustainable Design, Green Buildings & Infrastructure:** The creation of policy to guide appropriate land-use mix to support city-wide and local area objectives around housing, transportation, employment and economy (including retail, office, industrial and other service needs), municipal infrastructure delivery, and the provision of public space, etc. In Grandview-Woodland this will involve the creation of policy to support compact, sustainable, urban systems, support for energy conservation and retrofit plans for buildings, the introduction of carbon-neutral green building and design, green infrastructure (e.g. improved storm water and zero-waste management systems or other neighbourhood-scale initiatives).

5.3   Sub-Area Plans and Policies

Recognizing that certain areas within Grandview-Woodland require additional planning attention, four preliminary sub-areas have been defined. These areas were identified in part through stakeholder (focus group) input gathered between November 2011 – January 2012. Additional refinement to the sub-areas was made by City staff in February 2011. Additional sub-areas, or refinements to the present sub-areas may be established as the planning process evolves.

Map 2: Sub-areas to be focused on in Grandview-Woodland
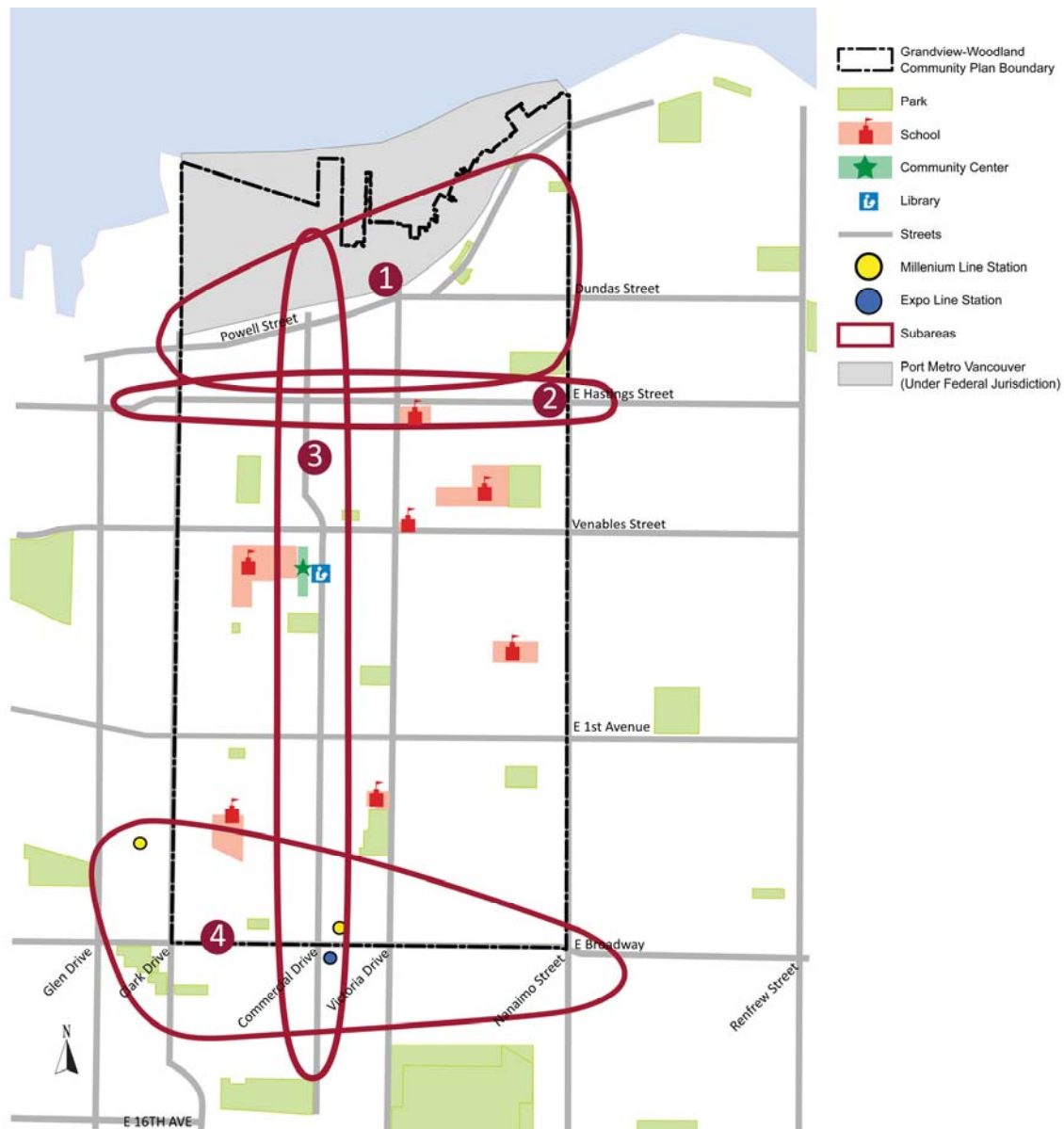
North Grandview-Woodland Sub-Area 1 – From Hastings Street north to the Port. The residential (and adjacent Industrial area) north of Hastings contains a higher proportion of multi-family and rental housing, but has been identified as an area with limited services (both in terms of shops and services, but also social services), higher than average numbers of low-income individuals and seniors, and additional social concerns (such as safety considerations around lack of lighting, survival sex trade work and problem buildings, as well as property crime in and around industrial areas). Sub-area distinctions that separate residential and industrial land use (approximately along Semlin Avenue) will be further investigated. Community planning work will focus on investigating options to strengthen the existing multi-family residential area, improve access to retail and other services, and improve safety.

Hastings Street Sub-Area 2 – An area that could function as a stronger, more vibrant connection between Commercial Drive and Hastings-Sunrise; Sub-area policy will focus on investigating means to better activate the blocks between Semlin Avenue and Clark Street and will look at opportunities for residential and commercial development, enhancements to local services, public realm and streetscape improvements.

Commercial Drive Sub-Area 3 - Policy will focus on two key aspects of work: (1) insulating the core retail section of Commercial Drive (considered a key asset of Grandview-Woodland), supporting local business, exploring ways to maintain the "local" independent feel of the Drive, while ensuring that the street has room to grow; (2) seeking ways to enhance connectivity to and from the north-end of the neighbourhood between Venables, Hastings and Powell Street.

Broadway/Commercial and VCC-Clark Station Sub-Area 4 – The plan will look at the role and impact of the two rapid transit hubs (3 SkyTrain stations), the Broadway corridor, and surrounding commercial and residential areas. Planning work will investigate options to strengthen public investment in rapid transit, enrich the public realm, and identify opportunities for new transit-oriented development in these highly accessible locations.

Where appropriate, sub-area planning will also include:

- Directions on appropriate land use, building form, massing and character, height and density, as well as directions relating to
    - Redevelopment of selected key large sites: (including clear guidance on land use, urban design (including building forms and heights), place-making objectives, and potential public benefits (related to future development proposals).
    - Public benefits to be achieved as part of future development;

5.4   Community Action Projects / Plans

In addition to community-wide and sub-area planning work, the Community Plan process in Grandview-Woodland 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 Grandview-Woodland.

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.

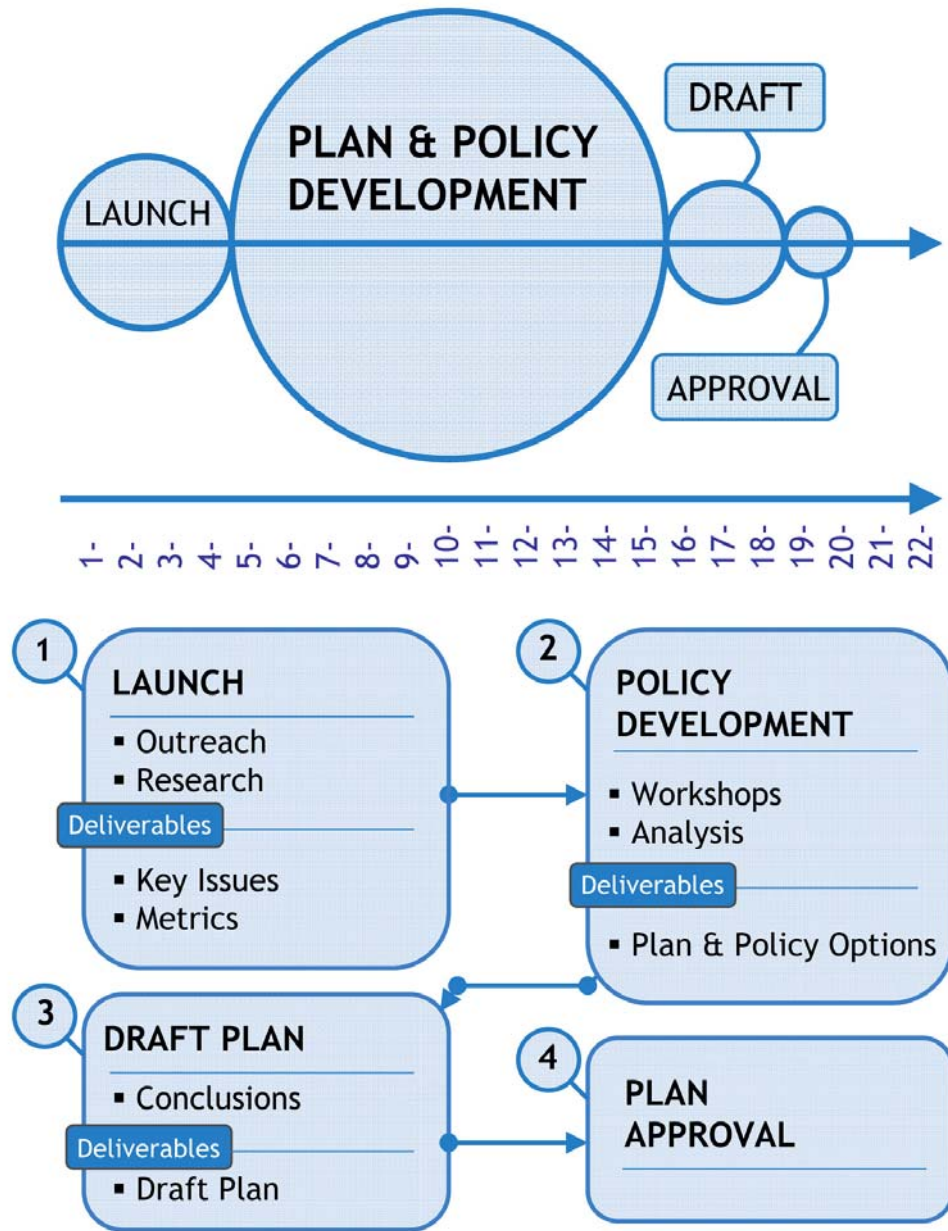## 6. PROCESS

6.1 Program Components

The community planning process in Grandview-Woodland 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 (<u>during</u> the community planning process), are <u>significantly</u> 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 **Grandview-Woodland** 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 Grandview-Woodland (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 (Process Advisory and Civic Engagement / "PACE")

Purpose: To undertake two key functions: (1) at key milestones and phases provide guidance and expertise to staff and the community regarding the community planning process and, as policy is developed, ensure that staff bring forward selected options into the draft plan; (2) identify stakeholder groups in Grandview-Woodland and key contacts, outreach approaches and engagement techniques to use to ensure broad participation; assist with workshop/public event design; and review of draft reports.

If sufficient community interest warranted it, a separate Community Engagement Group could be formed specifically to assist with encouraging diverse community involvement around the plan.

Working Groups

- For policy areas requiring a greater degree of focus, working groups could be set-up to help identify policy options related to planning themes and/or identified sub-areas in Grandview-Woodland. Groups 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 suggested during the development of this Terms of Reference include:

    o Housing Working Group
    o Social Issues Working Group;
    o Arts & Culture Working Group;
    o Heritage Working Group;
    o Food Security Working Group.

Owing to the compressed nature of the planning process, it is anticipated that there will only be an opportunity for a limited number of Working Groups. Not every issue that is identified will result in the creation of a Working Group.

Advisory groups will include broad representation to reflect the diversity of the community and will be brought together with other stakeholders such as landowners, business owners, developers, government agencies, non-profit organizations including health organizations, etc.

8.2   Decision-Making Authority and Powers of Influence

8.2.1 Who Creates the Plan?

Creation of the community plan in Grandview-Woodland will be a collaborative process involving stakeholders residing in Grandview-Woodland, 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 Grandview-Woodland): 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 Grandview-Woodland but have an interest in the Grandview-Woodland 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 Grandview-Woodland 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

Grandview-Woodland	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 Grandview-Woodland.

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 Grandview-Woodland 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 Grandview-Woodland;

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 Grandview-Woodland

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. For example, the "Commercial Drive neighbourhood" refers loosely to an area

near or adjacent to 'the 'Drive', although the specific boundaries are not precisely defined and may or may not match the 'official' Grandview-Woodland Local Area boundaries (which are bisected by Commercial Drive).

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.

Marpole Community Plan

TERMS OF REFERENCE

March 2012

Planning Department,
Community Services Group
City of Vancouver
453 West 12th Avenue, Vancouver, BC, V5Z 1V4

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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 not 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.

<u>b. Industrial Lands</u>

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
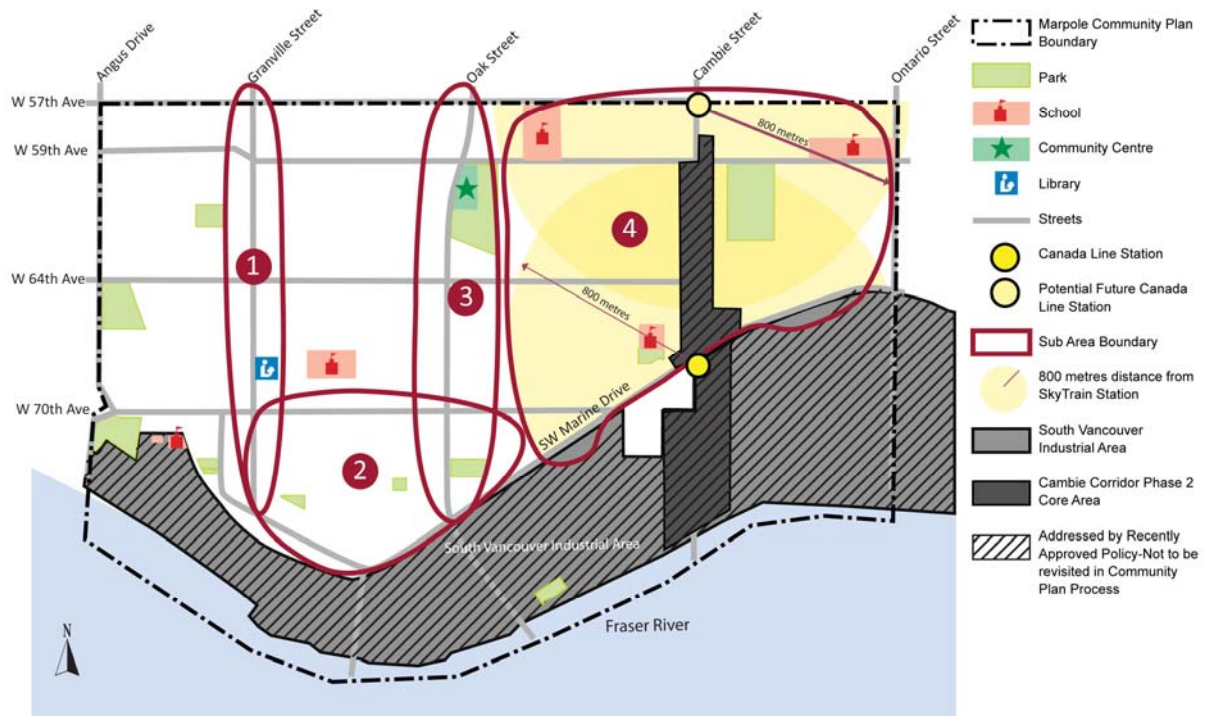
Sub-areas identified to date include:

- *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.
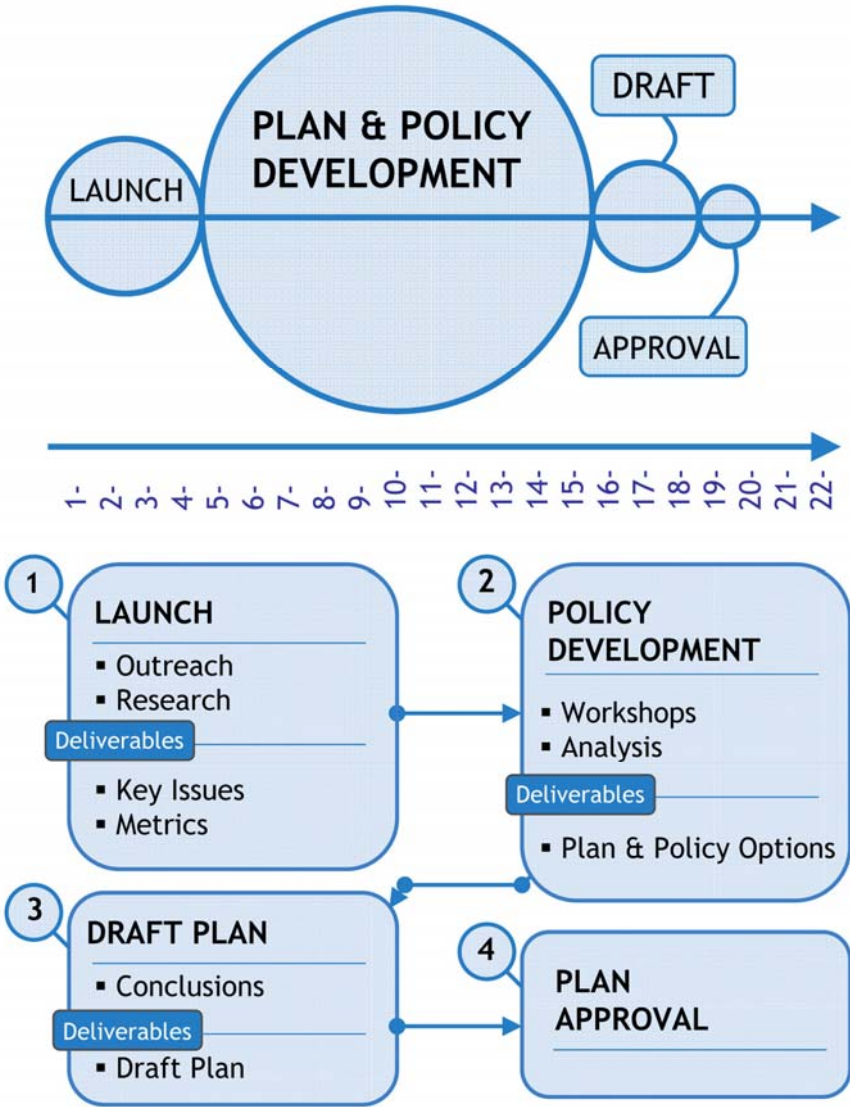
Table 1: Process and Activities

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.

West End Community Plan

TERMS OF REFERENCE

March 2012

Planning Department,
Community Services Group
City of Vancouver
453 West 12th Avenue, Vancouver, BC, V5Z 1V4

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MAPS

TABLES & FIGURES

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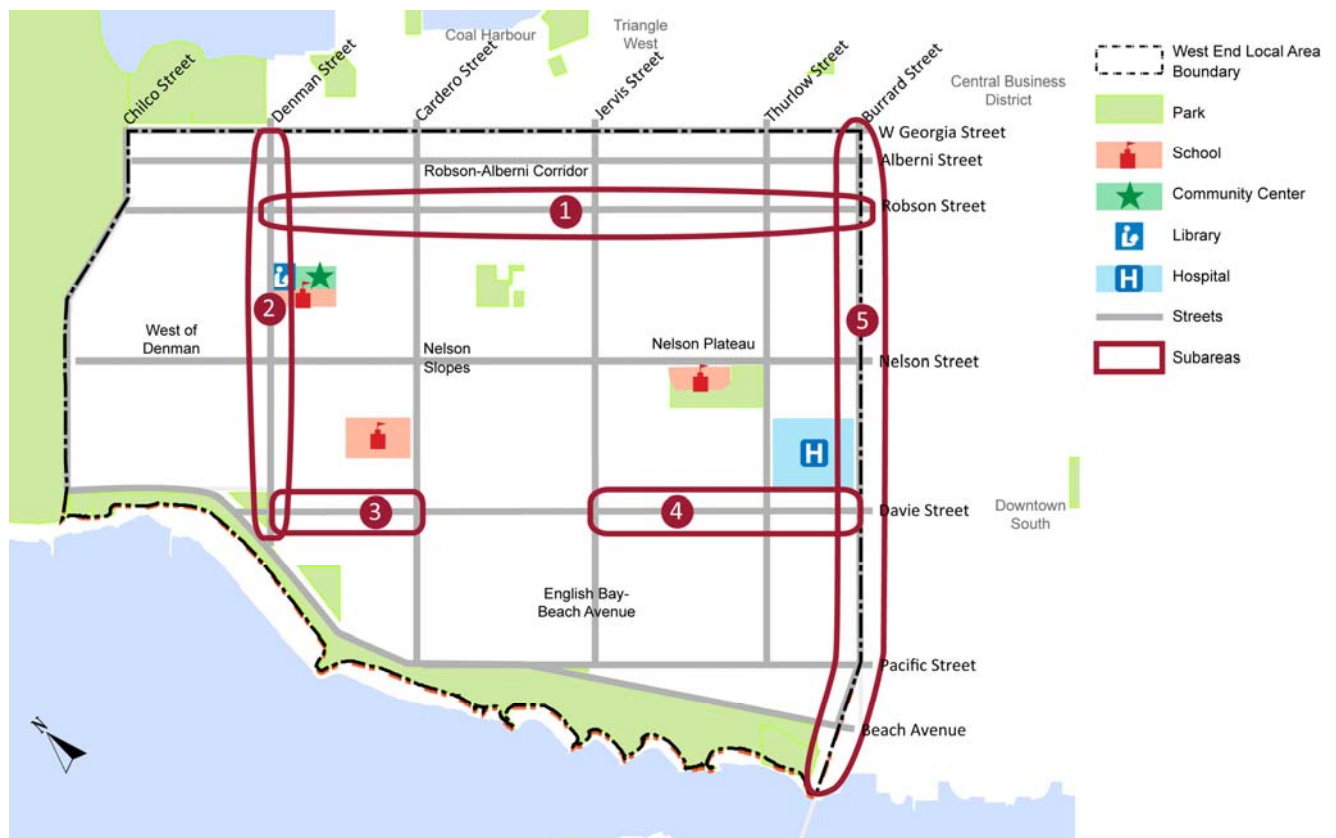
The sub-areas, as shown in the Map 2 above, include:

- *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.

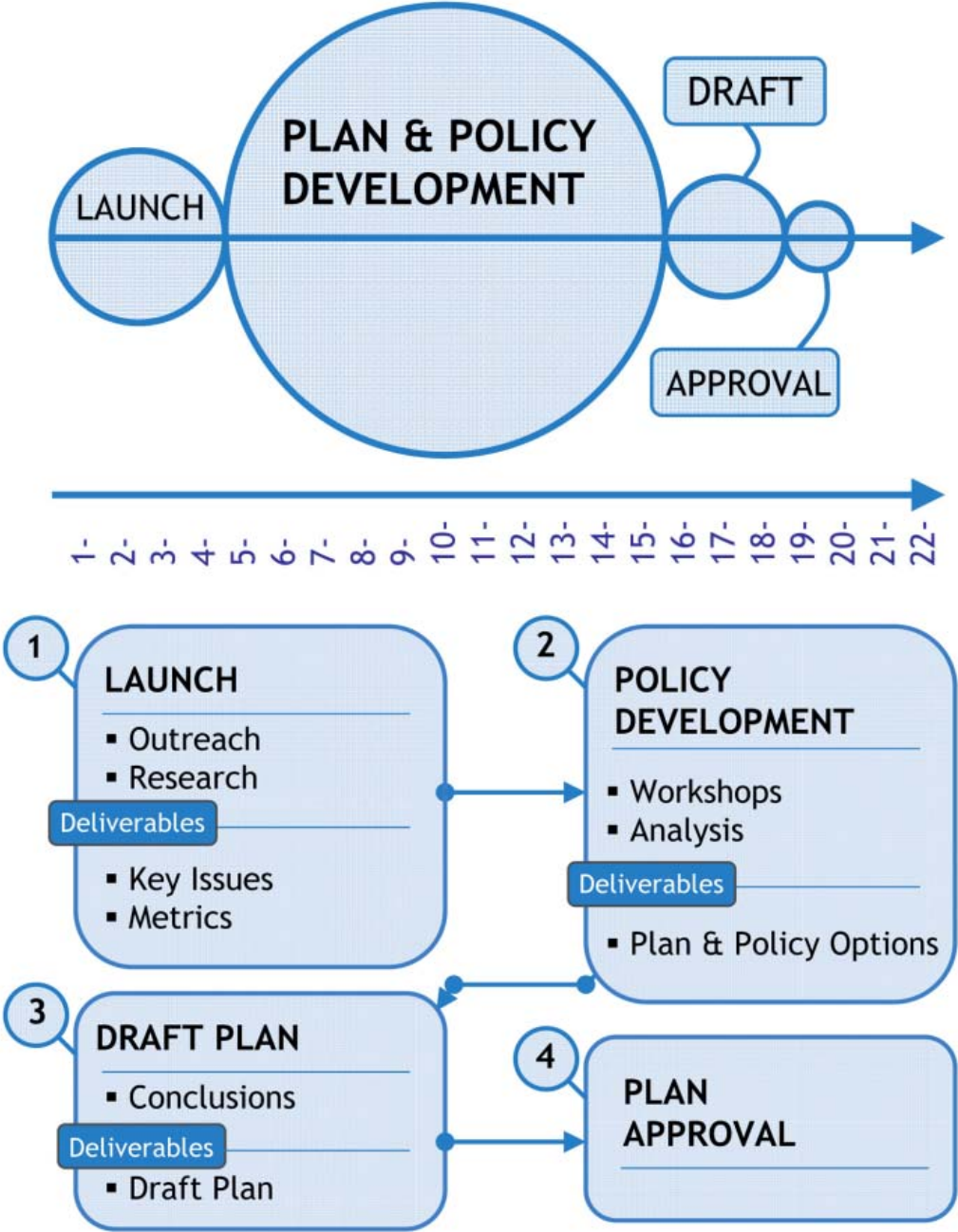Table 1: Process and Activities

Process Step	Activities
Phase 1: Launch	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 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 <u>possible</u> working groups are:
  - o Housing Citizen Circle
  - o Heritage Citizen Circle
  - o Local Economy Citizen Circle (including shopping areas and retail issues, transportation concerns, etc.)
  - o Neighbourhood Character Citizen Circle
  - o 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

West End	Manage Process	Process Check-In & Advice	Outreach	Issues, Opportunities, & Actions	Drafting Policy Options	Policy Testing	Drafting the Plan	Plan Approval
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	• Marpole Area Residents Alliance • Marpole BIA • Marpole Oakridge Area Council Society • Marpole Oakridge Community Association • Marpole Oakridge Family Place • Marpole Place • Vancouver Public Library – Marpole Branch • Marpole Heritage Society • The Community and Residents Mentors Association (CARMA) • The Women's World of SUCCESS • Progressive Intercultural Community Services Society (PICS) – Director, Employment Programs	18
	January 13, 2012	Heritage Vancouver Society	2
TOTAL			**44**
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) – *follow-up*	**30**
	January 26, 2012	Arts and cultural organizations serving the neighbourhood	**9**
	January 27, 2012	Lions Den – senior services	**12**
TOTAL			**144**
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	- St. Paul's Hospital/Providence Health Care - West End Residents Association - West End Citizens Action Network - Robson Street BIA - Heritage Vancouver - Gordon Neighbourhood House	29

		• West End Seniors Community Planning Table • McLaren Housing Society of BC • West End Neighbours • Joe Fortes Branch, Vancouver Public Library • West End Community Centre Association • Urban Development Institute • Downtown Vancouver BIA • Vancouver City Planning Commission • West End Neighbourhood Food Network • West End Seniors Network • Village Vancouver • Lord Roberts Elementary PAC • Robert Lee YMCA • West End BIA	
	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	• West End Seniors Community Planning Table • Gordon Neighbourhood House	3
	February 24, 2012	Heritage Vancouver	1
TOTAL			**102**

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 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.			
	West End	Marpole	Grandview-Woodland
Policy 1: Where, at the time of adoption of this rezoning policy, there is an active rezoning application or where an enquiry has been received, and the applicant has received a written response stating that a rezoning application would be considered, the application will be considered.	✓	✓	✓
Policy 2: Applications will not be considered where Council-approved plans or policies preclude them. If this conflicts with other Council policy (e.g., rental housing rate of change policy vs. heritage retention policy), then this will result in a report to Council for direction (also see Policies 7 and 9).	✓ 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
Policy 3: Applications will be considered for the retention, expansion, downsizing, or reuse of public or non-profit institutional, cultural, recreational, utility, or public authority uses.	✓ e.g., St. Paul's Hospital	✓ e.g., Pearson Hospital	✓ e.g., Britannia Community centre
Policy 4: Rezoning applications will be considered in the cases of housekeeping amendments and minor text amendments to existing CD-1s, which are not related to height or density increases (e.g., altering the mix of commercial uses in an existing building). This would include public consultation and a public hearing.	✓	✓	✓
Policy 5: 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.	✓	✓	✓

Policy 6: Rezoning applications will be considered for proposals involving Neighbourhood Housing Demonstration Projects (i.e., seeking alternative types of housing in Vancouver's single-family neighbourhoods).	N/A	✔	✔
Policy 7: 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).	✔	✔	✔
Policy 8: 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.	✔	✔	✔
Policy 9: 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).	N/A	✔	N/A