



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

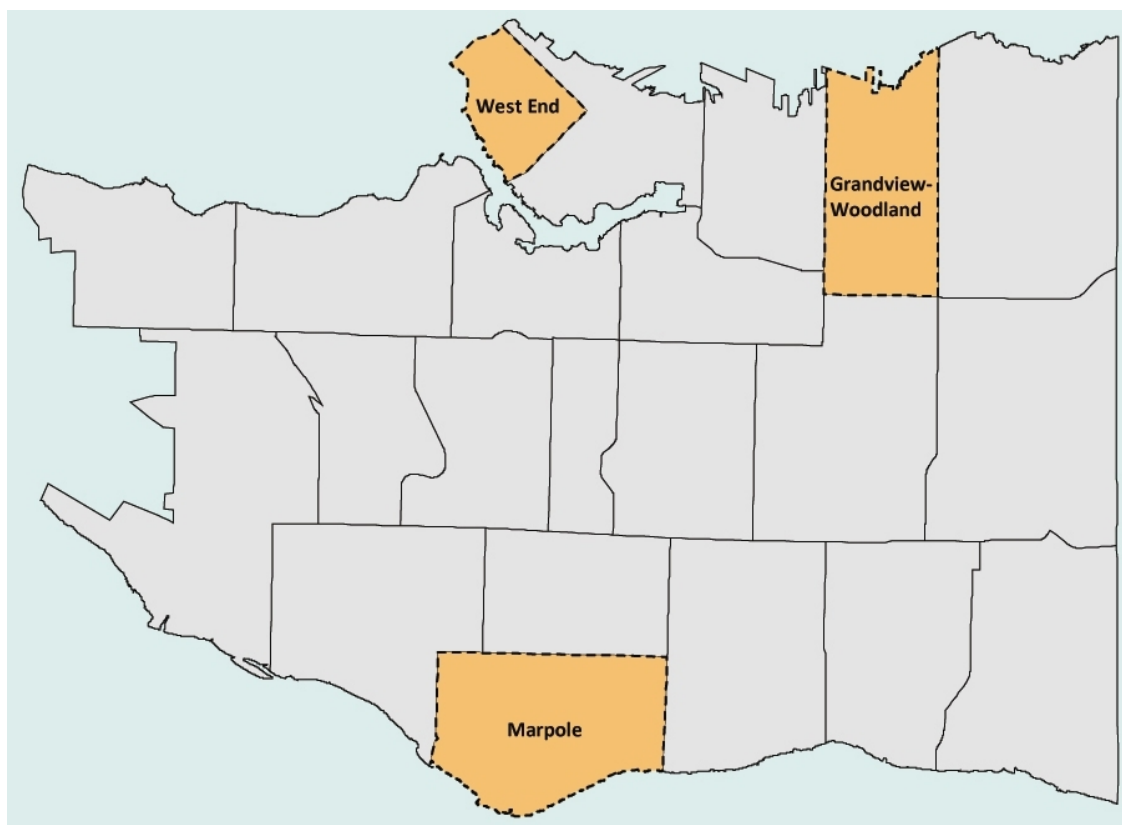
The General Manager of Community Services recommends approval of Recommendations A and B.

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, podcast 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.

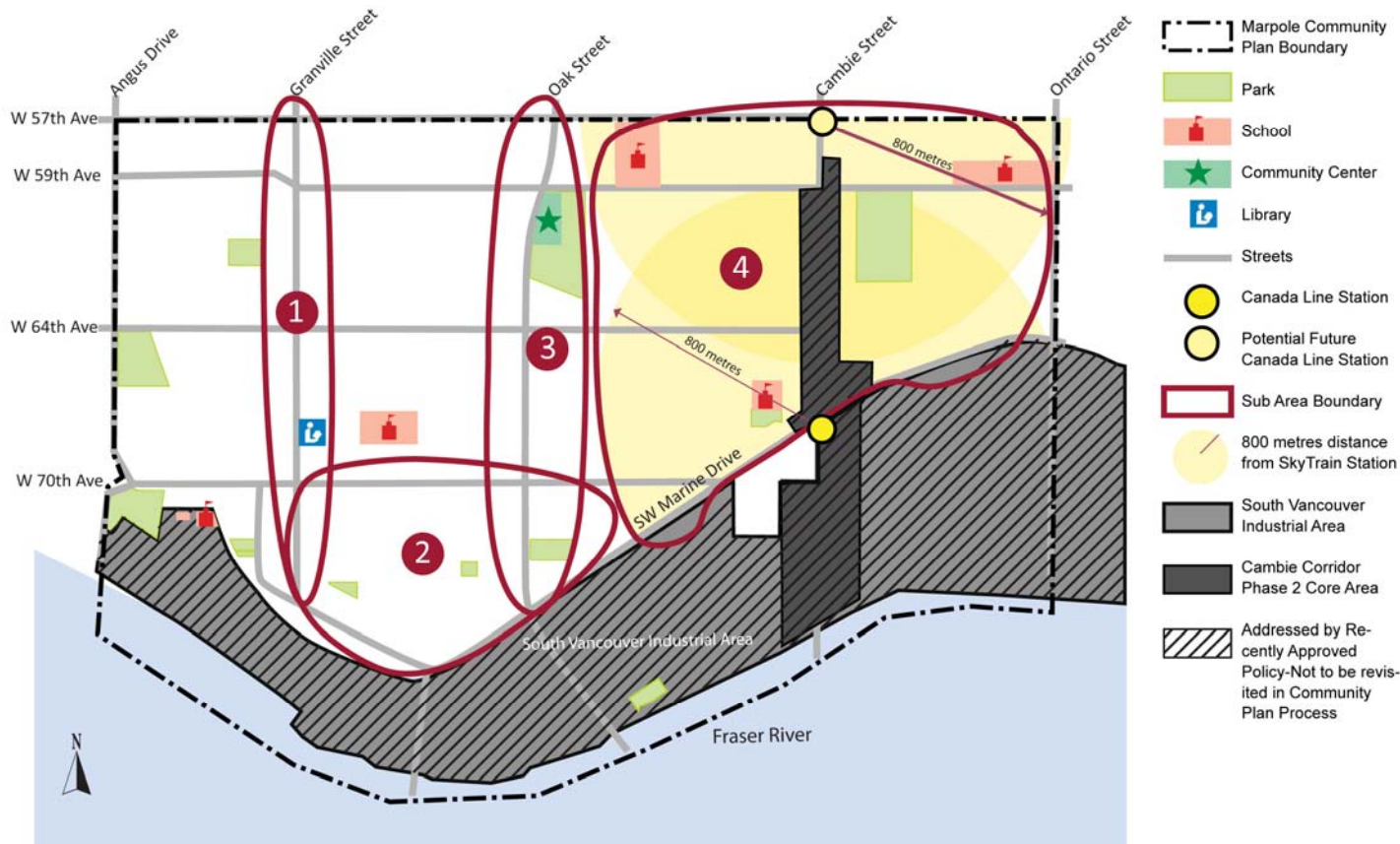
- **Public Realm, Parks, and Greening:** Many of the existing parks are in poor condition (55% of the total park space is considered to be of poor quality compared to 20% city-wide) and access to park space relative to population density is uneven.

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 Jarvis), as well as a place for local commercial services, restaurants, bars, hotels and residential (Robson Slopes - Jarvis 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.

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