

# Grandview- Woodland Community Plan

## TERMS OF REFERENCE

March 2012

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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 not 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

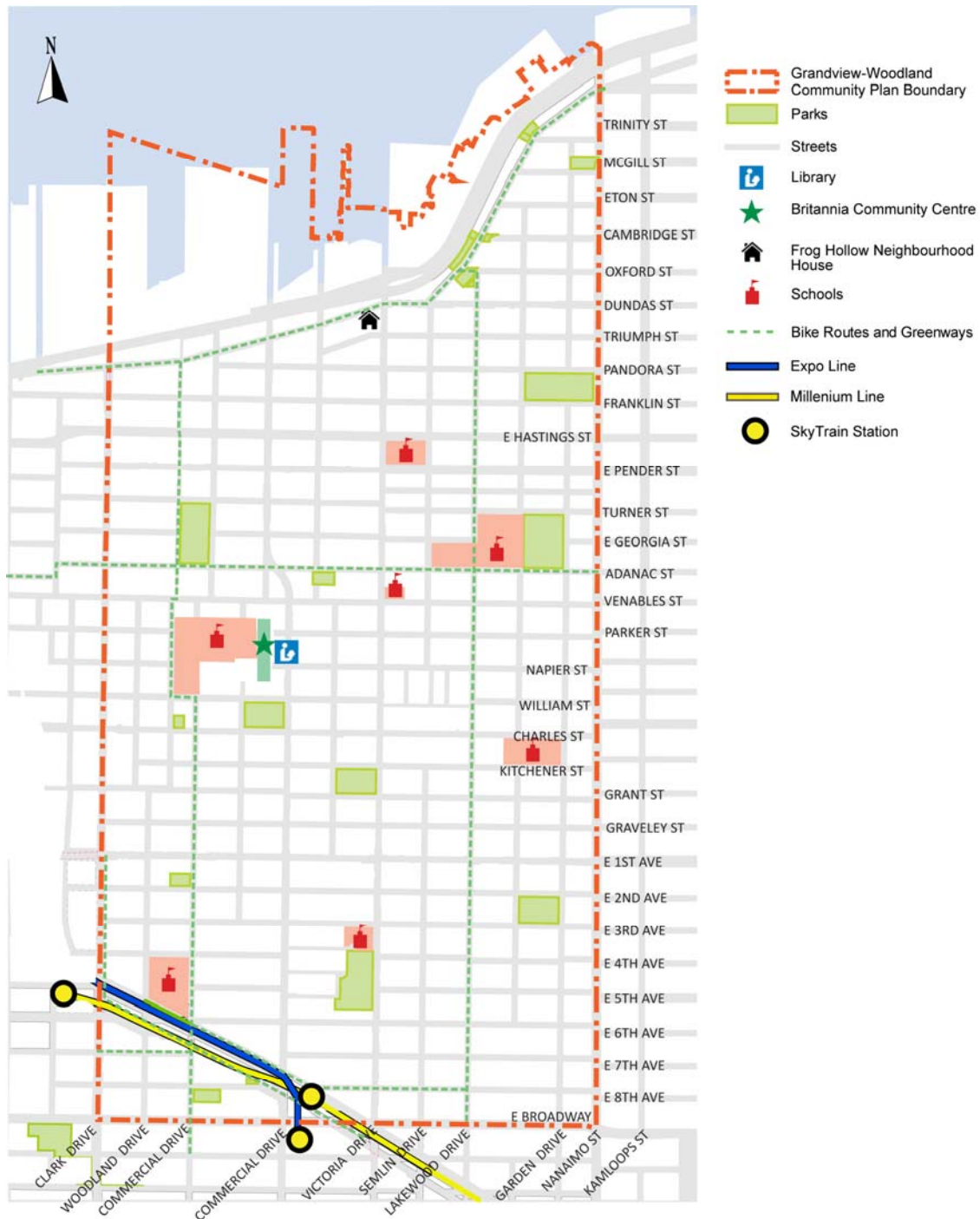
Bruce MacDonald. *Vancouver: A Visual History*. Vancouver: Talon Books, 1992

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:

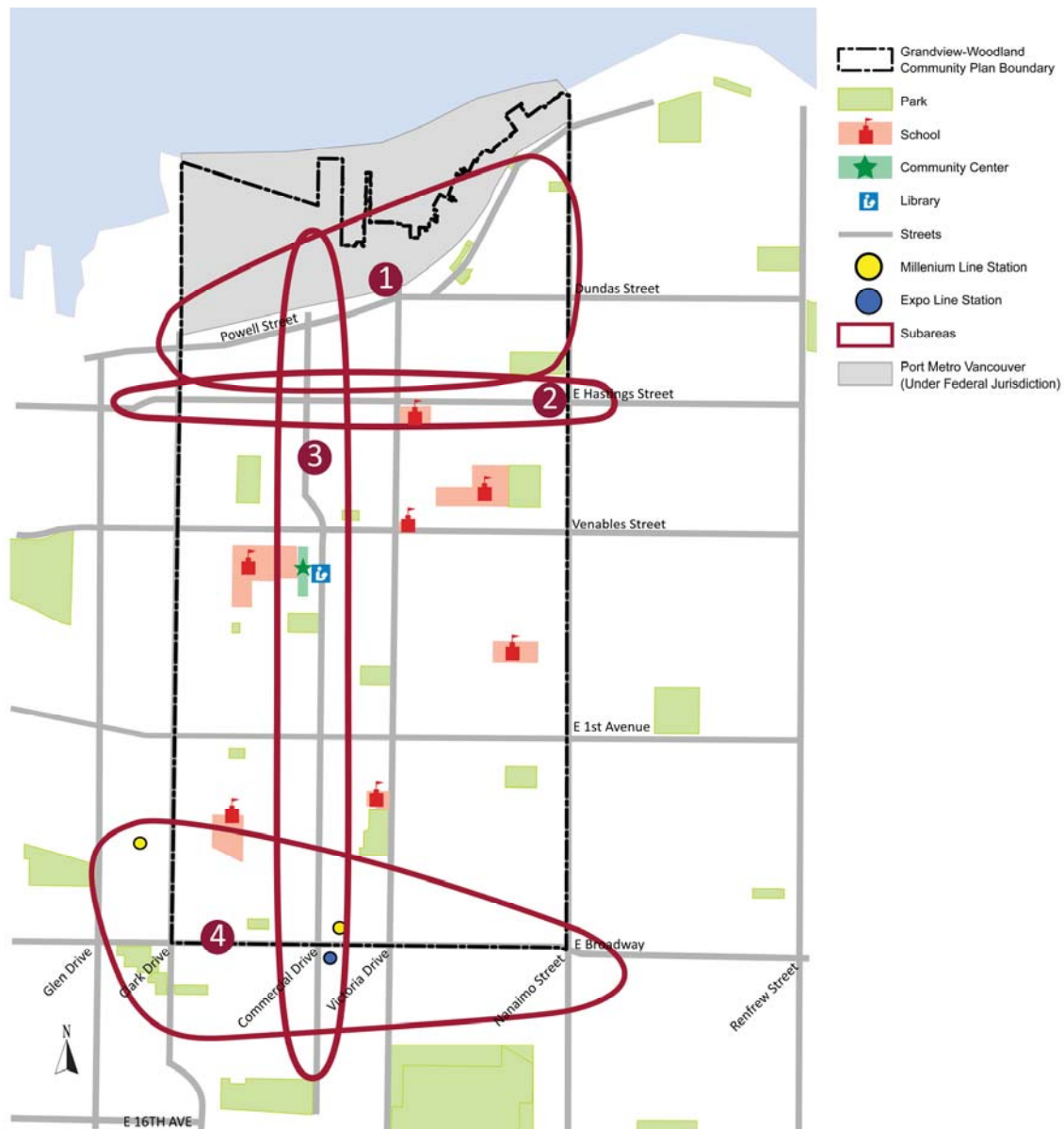
- **Prosperity/Local Economy/Economic Sustainability:** Policy will support a vibrant local economy and the objectives of the City's Economic Action Strategy. This will include support for small and independent businesses (particularly as part of sub-area policy work on Commercial Drive, Hastings Street 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.

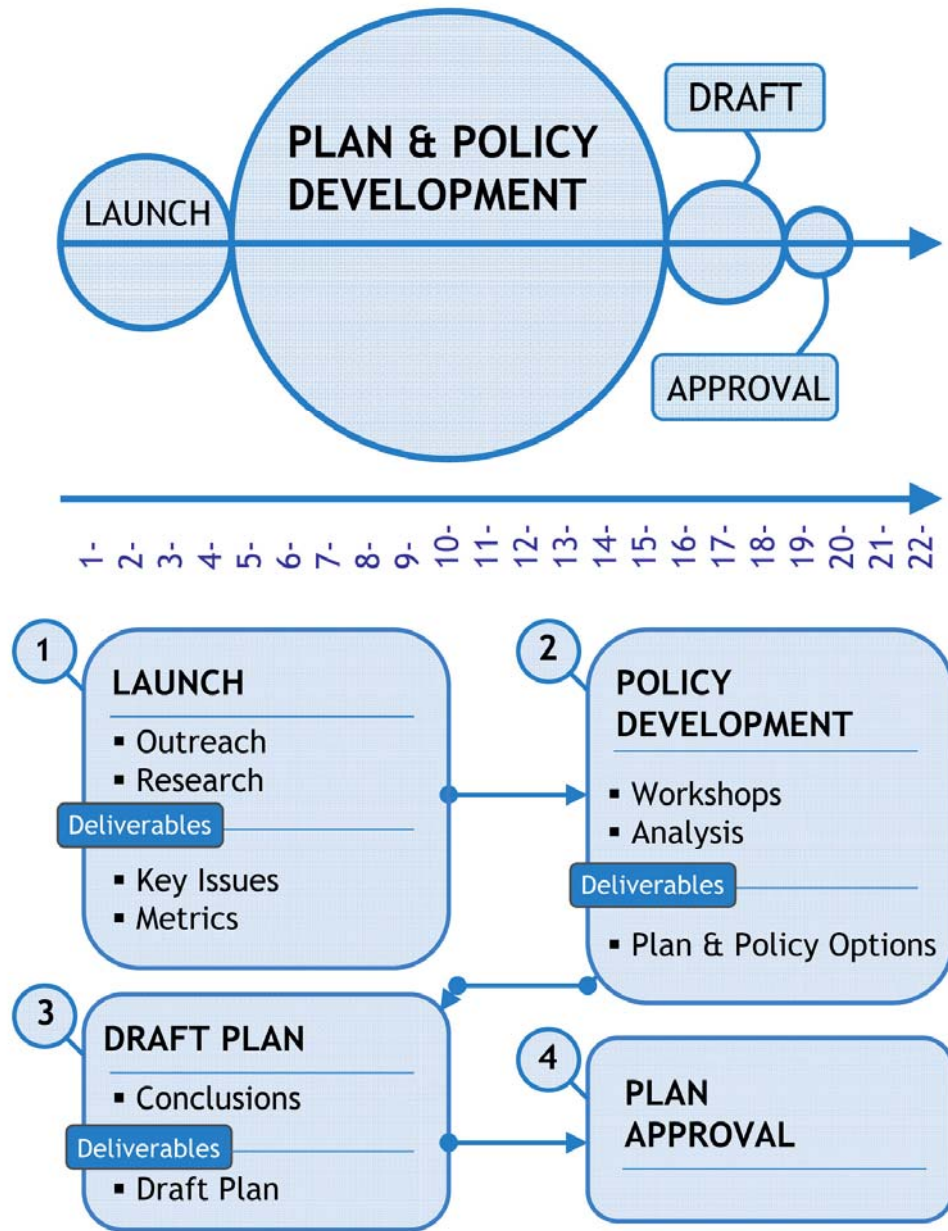
Table 1: Process and Activities

Process Step	Activities
<p><b>Phase 1: Launch</b></p>	<p>The first phase of work will consist of:</p> <ul style="list-style-type: none"> <li>• the compilation of relevant city-wide policy</li> <li>• a review of existing research on neighbourhood issues</li> <li>• community discussions on Local Area needs, challenges and opportunities related to the key areas of focus, and</li> <li>• the development of a Local Area Profile.</li> </ul> <p>The Profile will be based on a variety of data sources and include components such as demographics (e.g. population, age, household income, tenure, etc.), forecasts and demographic changes, housing stock (e.g. type, age, tenure, etc.), assessment of potential change and development under existing zoning, synopsis of existing land use and built form, community service needs, cultural spaces, health indicators, sustainability indicators, social development issues, business activity, and water/sewer/storm infrastructure, etc. Details of the Profile will be provided in the Launch phase.</p>
<p><b>Phase 2: Plan and Policy Generation</b></p>	<p><b>Step 2.1 Community-wide Policies</b></p> <p>This part of the program will look at key themes and topic areas. The main steps include:</p> <ul style="list-style-type: none"> <li>▪ generating policy options</li> <li>▪ broad public review of options, leading to refinements</li> <li>▪ staff recommendations regarding the options, and</li> <li>▪ incorporating the policies into the overall community plan.</li> </ul> <p><b>Step 2.2 Sub-area Plans</b></p> <p>The process will involve open meetings and dialogue with stakeholders to collaboratively produce sub-area plans. The main steps include:</p> <ul style="list-style-type: none"> <li>▪ review of existing policy, land use and transportation patterns</li> <li>▪ urban design and economic analysis of options for new development, including alternative land uses</li> <li>▪ examination of potential public benefits and improvements to public spaces</li> <li>▪ identification of public open space opportunities, and</li> </ul>



	<ul style="list-style-type: none"> <li>▪ opportunities to optimize street design and enhance active transportation and transit service.</li> </ul> <p><b>Step 2.3 Community Action Projects/Plans</b></p> <p>This part of the program will focus on initiatives to take coordinated action on pressing social issues, placemaking initiatives, community development opportunities and other actions that can be accomplished during the planning process. Some initiatives may be project based (e.g., urban agriculture and community gardens). Others may be more comprehensive explorations of issues and opportunities for community and service providers to pursue.</p> <p><u>NOTE:</u> Local Area interests and needs, and the availability of staff, volunteers and budget will determine the extent to which new action projects can be undertaken during community planning.</p>
<p><b>Phase 3: Draft Plan</b></p>	<p>At this stage all the elements of the community plan will be brought together for broad community review. The main steps include:</p> <ul style="list-style-type: none"> <li>▪ preparing a draft community plan that combines the community-wide policies and sub-area plans</li> <li>▪ identification of recommended priorities and other implementation-related activities, and</li> <li>▪ a final broad public review of the draft plan.</li> </ul> <p>In an effort to ensure transparency in the process, staff will endeavour to provide a clear link between the ideas generated in Phase 2, and the recommended policies that are included in the plan, so participants will be able to see how their ideas have been incorporated.</p>
<p><b>Phase 4: Plan Approval</b></p>	<p>At this stage the plan will be finalized and prepared for presentation to Council, including:</p> <ul style="list-style-type: none"> <li>▪ modifying and refining the draft plan based on feedback</li> <li>▪ staff preparation of a report for Council, and</li> <li>▪ forwarding the draft plan to Council for adoption and to the Park Board and the School Board for consideration of parks and recreation, or education-related matters.</li> </ul>

Figure 1: Timeline for Developing a Community Plan



## Plan Implementation

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

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

### 6.2 Schedule Considerations

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

#### 6.2.1 Interim Reporting to Council

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

#### 6.2.2 Rezoning Enquiries during the Community Planning Process

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

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

### *Scenario 1*

Rezoning applications made under Scenario 1 will continue to be processed and applicants will be made aware of the community planning process and invited to participate in it. Existing rezoning applications will continue to be managed by staff in the Current Planning Division and Community Planning staff will only be able to give limited attention to these applications.

### *Scenarios 2 & 3*

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

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

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

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

## **7. CIVIC ENGAGEMENT & PARTICIPATION**

The community planning program will strive to ensure that the public has the opportunity to be involved at many levels throughout the process. The principles outlined in Section 2 identify the importance of outreach and engagement as part of this work. Specific initiatives in **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:
  - Housing Working Group
  - Social Issues Working Group;
  - Arts & Culture Working Group;
  - Heritage Working Group;
  - 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 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.

**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

	Manage Process	Process Check-In & Advice	Outreach	Issues, Opportunities, & Actions	Drafting Policy Options	Policy Testing	Drafting the Plan	Plan Approval
<b>Grandview-Woodland</b>	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.