



**POLICY REPORT  
DEVELOPMENT AND BUILDING**

Report Date: September 13, 2013  
Contact: Brian Jackson  
Contact No.: 604.873.7034  
RTS No.: 10276  
VanRIMS No.: 08-2000-20  
Meeting Date: September 25, 2013

TO: Standing Committee on City Finance and Services  
FROM: General Manager of Planning and Development Services  
SUBJECT: Community Plans: Next Steps

**RECOMMENDATION**

- A. THAT the Draft Downtown Eastside Local Area Plan be considered by City Council on schedule in November 2013, and that the associated zoning and bylaw amendments be considered at that time for referral to Public Hearing in early 2014.
- B. THAT the existing *Downtown Eastside Local Area Planning Process Interim Rezoning Policy* and the *Development Management Guidelines*, adopted by City Council on March 28, 2012 and approved until September 28, 2013, be extended until the Downtown Eastside Local Area Plan has been adopted and the consequential zoning and bylaw amendments have been enacted.
- C. THAT the Draft West End Community Plan be considered by City Council on schedule in November 2013, and that the associated zoning and bylaw amendments be considered at that time for referral to Public Hearing in early 2014.
- D. THAT the Draft Marpole Community Plan, following additional community consultation on the proposed revisions to the draft plan described in this report, be deferred for additional consultation and be considered by City Council in the last quarter of 2013 or first quarter of 2014.
- E. THAT Council direct staff to extend the original schedule for the Grandview-Woodland Community Plan in order to create a Citizens' Assembly to be organized for all areas of the Grandview-Woodlands Plan, including options and challenges related to planning appropriate transit-oriented density along the Broadway Corridor at the south end of the Community;

FURTHER THAT Council approve \$275,000 in additional budget associated with the extended timeline for the Grandview-Woodland Community Plan, as generally described in Appendix C. Funding to be provided from the 2013 Emerging priorities budget.

### **REPORT SUMMARY**

This report updates Council on the four Community Plan processes currently underway (Downtown Eastside, Grandview-Woodland, Marpole and the West End) and recommends timelines and next steps for their completion.

### **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

On July 9, 2013, in order to hear from speakers and allow for staff to provide additional information, Council referred the following motion to the Standing Committee on City Finance and Services meeting on September 25, 2013:

THEREFORE BE IT RESOLVED THAT Council direct staff to:

- a. Extend the timeline for the Grandview-Woodland Community Plan by at least six months;
- b. Conduct an open and collaborative process for the community to discuss, debate, and select preferred options for the Community Plan.

During the discussion of the motion, Council requested information in response to the following key questions for each of the four plans:

- What has been the process to date?
- What is the anticipated timeline?
- What have been the main issues raised?
- What are the recommendations regarding an extended process?
- What are the risks and benefits of an extended process?

### **REPORT**

#### ***Background/Context***

On August 25, 2011, Council established Principles, Policies and Relationships of the Downtown Eastside Local Area Planning Process (LAPP).

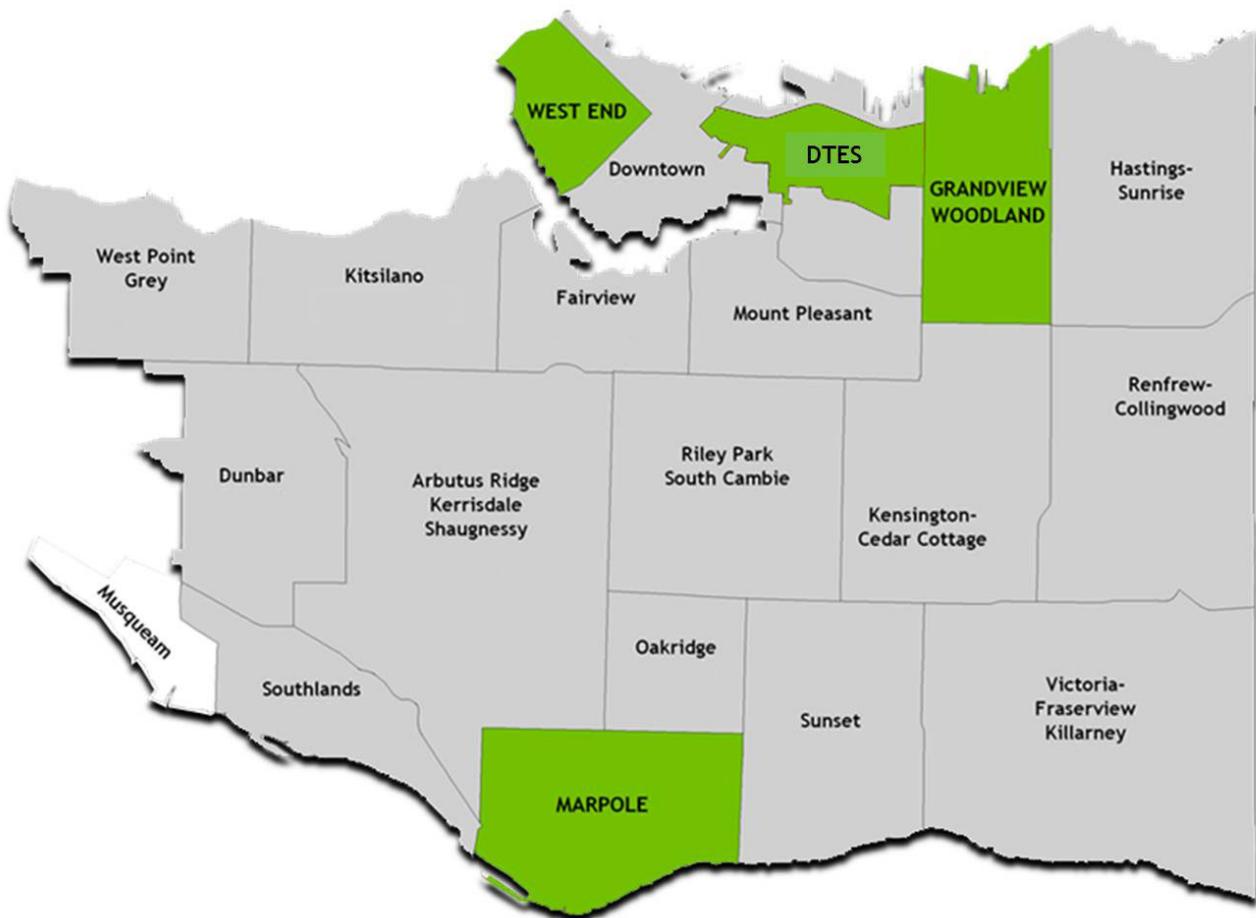
On March 28, 2012, Council approved Terms of Reference for Community Plan processes in Grandview-Woodland, Marpole and the West End which had been developed by staff in consultation with city-wide and local area stakeholders. In doing so, Council signalled a new approach to community planning, guided by four themes:

- *Addressing global, regional and city-wide challenges*
  - The need for Community Plans to support efforts to respond to the key challenges facing the city (e.g. climate change, homelessness, housing

affordability, etc.) while recognizing the need for distinct responses for each neighbourhood.

- *Shaping development and setting public amenity priorities*
  - Providing clarity about the nature and scale of future development and outlining sustainable strategies for addressing public amenity needs.
- *Enhancing and Diversifying Public Involvement*
  - Re-thinking and improving public engagement to ensure broad, diverse and meaningful participation in plan-making.
- *Quicker, more flexible processes*
  - Delivering plans more quickly and efficiently (within 18-21 months), and focussing on the most pressing issues in each community.

**Map 1: The Four Community Plan Areas**



## ***Strategic Analysis***

This section of the report reviews each of the four planning programs, structured according to the five key questions raised by Council.

### **Downtown Eastside**

#### **1. What has been the process to date?**

The Downtown Eastside Local Area Plan Process (DTES LAPP, Terms of Reference in Appendix A) is being prepared in a partnership between the City and the LAPP Committee in accordance with a signed Terms of Reference setting out agreed process, roles and responsibilities. This agreement undertakes that the LAPP Committee will give input to the draft plan prior to it being considered by Council and that the LAPP Committee members will also speak to the plan at Council. There has been an enormous commitment involving more than 430 hours of dedicated involvement by LAPP Committee members (including low and non-low income members, agencies and organisations) the City Manager, General Manager Community Services, General Manager Planning and Development Services, Director of Social Policy, Assistant Directors of Housing and Planning and staff. Most of this time has been after hours and on weekends.

There have been approximately 4,300 participants in the planning process in terms of attendees at events and respondents to the on-line questionnaires. (Note: this is not a count of the total number of individuals who have engaged in the planning process because some people will have participated in more than one event, and not everyone signs when attending an in-person event.) The following is a summary of the process to date associated with the Downtown Eastside Local Area Planning Process:

- Since the inaugural Local Area Plan Process committee meeting on 15th February 2012, there have been over 36 meetings, workshops, engagement and outreach events involving in excess of 550 participants (excluding an additional 544 people consulted in the Social Impact Assessment assets mapping process).
- A regular bi-weekly meeting of the LAPP committee served as a platform in which members provided unique insight into the neighborhood and shared ideas about its future.
- There were additional focus groups and workshops on key issues such as livelihoods, safety, education and housing as well as outreach sessions targeted at a variety of different sectors ranging from cultural to housing service providers. Additional project dedicated sessions were held involving the Transport Plan 2040, Powell Street Overpass, proposed bike lanes, the Viaducts proposals and several rezoning applications.
- With a total of 12 LAPP committee meetings, 16 LAPP subcommittee meetings, 12 workshop and outreach sessions, two 'What are we Hearing' public open houses events, the engagement process heard a wealth of valuable and diverse ideas integral to the planning process.
- The second phase of the process involved a series of roundtable planning sessions clustered in four themes; Our Places, Our Livelihoods, Our Homes, and Our-Well-Being. These were augmented by roundtables with VCC, BCIT, UBC, SFU, VSB, Heritage Vancouver, UDI, the BIA's and other key partners and groups. These sessions worked

with the key issues and information collected in the first phase to draft the Emerging Directions.

- These were followed by broader public open houses (What are we Planning), a series of smaller focused public outreach sessions, and a questionnaire on the draft Emerging Directions (currently underway).
- Over 950 participants attended these planning sessions with a total of 80 LAPP meetings, 6 workshops, 7 public open house and outreach events.
- A Social Impact Assessment process including a workshop to set assessment indicators involving vulnerable and low income people
- Visioning sessions to enable participants formulate a collective vision for the future
- Round Table work group sessions to ‘flesh out’ key issues and formulate draft proposals
- Outreach tables at community events (e.g. Heart of the City Festival) and at key community gathering spaces such as Pigeon Park Savings, RayCam, the Chinatown Plaza, and the Carnegie Community Centre.

## **2. What is the current timeline?**

Staff propose that the draft Local Area Plan will be considered by the LAPP Committee in late September and then placed before the public for further input in early October 2013. The Plan will then go to City Council on November 20<sup>th</sup> 2013.

At that time, Council will consider the Draft Downtown Eastside Local Area Plan, zoning amendments, 10-year housing targets, a Rezoning Policy, a public benefit strategy and will receive a summary of the Social Impact Assessment.

In the Spring of 2014, this will be followed up with a Single Room Accommodation (SRA) strategy, amendments to the SRA Bylaw, revised development management guidelines to implement the Social Impact Assessment, a strategy for DTES Capital investment, and a public realm plan.

## **3. What are the main issues that have been raised?**

The following is a high level summary of key issues that have been raised through the planning process:

- There is a housing crisis with over 800 homeless, a number of residents have challenges related to mental health and poverty, many privately owned SRO's are in poor condition and needing replacement and there is a shortage of affordable rental stock leading to displacement of low income residents
- Despite the economic opportunities and revival of businesses, impacts of poverty and change are affecting livelihoods and there is a need for support for local art and artists and local job opportunities in the community.
- The area is unique and has many special heritage attributes and cultural places which need special tools to provide protection against loss of valuable community assets through poorly managed development
- There is inadequate access to food, lack of accessible child care, inadequate supply and barriers to access to health and social services. Development change and gentrification are believed to be compromising the feeling of inclusion, belonging, safety and connectedness of residents.

#### 4. What are the recommendations regarding an extended process?

It is recommended that Staff and the LAPP Committee present to Council the Draft Local Area Plan as currently scheduled on November 20<sup>th</sup>, 2013.

Staff and the LAPP Committee also request that Council extend the current *DTES LAPP Interim Rezoning Policy* and *the Development Management Guidelines*, until all zoning amendments are approved at Public Hearing.

#### 5. What are the risks and benefits of an extended process?

The primary risk to extending the public process is a delay in the delivery of social housing and affordable housing units, which are desperately needed in the Downtown Eastside. Staff have been working with the LAPP Committee on emerging directions that prioritize the need for social housing. Staff are currently working on the details of a policy approach that is based on a rezoning bonus where any residential development above 1 FSR requires 60% social housing units and 40% secured market rental units (the social housing units would be at a variety of affordable rents ranging from welfare shelter rate, HILs, to low end of market). In the meantime, there have been a number of development applications coming forward in the Downtown Eastside Oppenheimer District which include 20% social housing units as required by the current bylaw. A delay in the process could result in more development applications including 20% social housing units, rather than an increased percentage as is being considered in the emerging directions. Finally, some members in the community have indicated that they are feeling substantial development pressure and the LAPP would help bring certainty to the level of future development in the area. There is significant community momentum around the plan that would be potentially jeopardized by a delay.

---

### West End

#### 1. What has been the process to date?

The public process has involved more than 6,500 people to date in terms of attendees at events and respondents to on-line surveys. (Note: this is not a count of the total number of individuals who have engaged in the planning process because some people will have participated in more than one event, and not everyone signs when attending an in-person event.) Events and means of outreach have included:

- Open Houses: fourteen, including sharing information, directions and most recently, the proposed plan
- Fifty-nine Citizen Circles
- Ideas Fair to share the ideas from the Citizen Circles
- Workshops and “walkshops” covering a variety of plan themes (e.g. neighbourhood character, laneways, shopping streets, heritage, health, asset mapping, local food, etc.)
- Meetings and events with seniors, youth, the LGBTQTS community, businesses and BIAs, residents groups
- Paper and on-line questionnaires to gather input into the planning process

- Outreach at community events including Pride, the Farmer's Market, Car Free Day and West End Fest
- A Network of Neighbourhood Champions, established to advise and assist staff on mounting the public process
- The events and emerging plan content have been publicized using two community-wide mail drops, posters and leaflets, email, Twitter, Facebook and traditional media (TV, radio, print)

## **2. What is the current timeline?**

The West End Community Plan is currently scheduled to be considered by Council on November 5, 2013.

## **3. What have been the main issues raised?**

The following is a high level summary of key issues that have been raised through the planning process:

- The fear of losing the green, leafy West End character through the "Yaletownization" of the community as growth and change occurs
- Housing affordability - particularly affordable housing for families with children and social housing for seniors
- Local business viability - the West End's commercial streets are feeling tired and in need of revitalization and renewal, each in their own distinct way
- A need for reinvestment in community facilities due to aging and lack of space as the community grows (top needs include the West End Community Centre, Joe Fortes Library, and Qmunity)

## **4. What are the recommendations regarding an extended process?**

Given feedback to date, staff recommend proceeding with the existing schedule. It is anticipated that staff will provide a draft plan for community review at fall events in mid-October. If Council adopts the plan, follow up work will proceed immediately, including zoning amendments and a public realm plan.

## **5. What are the benefits and risks of an extended process?**

The primary risks to extending the public process are a delay in the delivery of affordable non-market housing and secured rental housing, fostering job growth and the local economy and a delay in delivering community amenities such as a new library, improvements to public spaces and a Qmunity Centre. We are in the process of updating the 10-year Capital Strategic Outlook and the community amenities proposed for the West end will be included for long term capital planning purposes. Without a plan, there is also a continuing lack of clarity around land use and the appropriate scale of development in the West End.

## Marpole

### **1. What has been the process to date?**

There have been approximately 6,500 participants in the planning process in terms of attendees at events and respondents to the on-line questionnaires. (Note: this is not a count of the total number of individuals who have engaged in the planning process because some people will have participated in more than one event, and not everyone signs when attending an in-person event.) Events and means of outreach have included:

- Open Houses: twelve, seeking input, reporting out, receiving feedback on emerging directions and most recently, the draft plan
- Workshops and “walkshops” covering a variety of plan themes (e.g. transportation, housing, built form, parks and public spaces)
- Storytelling events
- Meetings and focus groups with seniors, youth, BIA, the Musqueam, residents groups (e.g. new immigrants, multicultural community, service providers)
- Paper and on-line questionnaires to gather input into the planning process
- Outreach at community events (e.g. Marpole Summerfest, Connecting Marpole Day, Marpole Community Day, National Aboriginal Day)
- “Action while planning” events such as Street-to-Park info sessions, mural projects
- Marpole Community Plan Outreach Group, established to advise and assist staff with outreach
- Collaboration with the Musqueam through focus groups, open houses, dialogue session, and development of a Historic Context Statement for Marpole
- The outreach events and emerging plan content have been publicized in English and Chinese using community-wide mail drops, posters, five permanent banners, and leaflets, email, Twitter and traditional media (radio, print)

### **2. What is the current timeline?**

The Marpole Community Plan is currently scheduled to be considered by Council on October 23, 2013.

### **3. What have been the main issues raised?**

The following is a high level summary of the main issues that have been raised through the planning process:

- Housing affordability - particularly affordable housing for families with children, protection of existing rental stock, and increasing social and supportive housing
- Built form - the scale of growth and change in the community and the need to provide certainty on where and how growth will occur
- Community amenities and facilities - providing amenities to serve a growing population, including renewal of the Marpole Library and Marpole-Oakridge Community Centre
- Parks and open spaces - improving existing parks and increasing park space
- Transportation and connectivity - improving safety and enhancing walking and cycling connections across the arterials, to the Canada Line, and to the Fraser River

- Local shops and services - The Granville Street shopping area is in need of revitalization, with a greater diversity of shops and services

Further, the following key concerns have been raised since the release of the draft plan in June 2013:

1. Rezoning in single-family areas:
  - Impact on the character of single-family areas as a result of introducing multi-family housing
  - Perceived negative impact on existing single-family property values
  - Potential tax increases for existing residents
2. General concerns with impacts of growth:
  - Concerns over increased traffic and lack of transit service
  - Lack of adequate amenities and services to support new growth
  - Need for additional park space
3. Granville Street shopping area:
  - Concern over building heights; impacts on views and shadowing of neighbouring properties
  - Potential tax increases for existing small businesses resulting from redevelopment and raised land values

#### 4. What are the recommendations regarding an extended process?

Based on feedback received on the draft plan released in June, staff recommend the following:

*Amend draft plan to focus change on arterial streets, limit change in single-family areas -*

The draft plan proposed rezoning of several single-family areas of Marpole to allow for a variety of ground-oriented family housing types, such as duplexes, townhouses and stacked townhouses. Significant concerns were raised over the potential impact of rezoning to allow multi-family development on the character of these single-family areas, and on individual property values and taxes. Meanwhile there was support for increased density along the arterial streets. Focusing new development on the arterials would limit overall change in the community, yet still allow for the introduction of a greater variety of housing types and enable key transportation improvements to enhance safety and comfort (e.g. wider sidewalks). Accordingly, staff recommend removing several of the single-family areas which were proposed for rezoning in the draft plan and instead retaining the existing zoning (these areas are indicated as Number 1 on Map 2 - page 11).

*Remove a defined area west of Cambie for further planning work -* The greatest concern regarding change in the single-family areas was heard from residents of the area immediately west of Cambie Street (Appendix B includes maps illustrating the area of greatest concern with the draft plan based on petitions received from residents). The draft plan proposed duplex, townhouse, and limited 6-storey apartment forms in this area, which is within walking distance of the existing Canada Line station at Marine Drive and future station at 57<sup>th</sup> Avenue.

In order to allow more time to engage with residents about the future of this area and work through the issues, staff recommend that the area between Heather and Cambie Streets and between 59<sup>th</sup> and 69<sup>th</sup> Avenues be removed from the Marpole Community Plan process. (The

proposed area for removal is indicated as Number 2 on Map 2 - page 11.) This area would be removed from the Marpole Community Plan and any land use changes would be considered in future planning work as part of the broader Cambie Corridor Phase 3 planning program to begin next year, including a comprehensive public consultation process.

For reference, the following tables summarize the land areas proposed for change from current zoning, reflecting the proposed revisions to the Marpole Community Plan noted above.

#### Marpole Land Use Change (with the revisions described above)

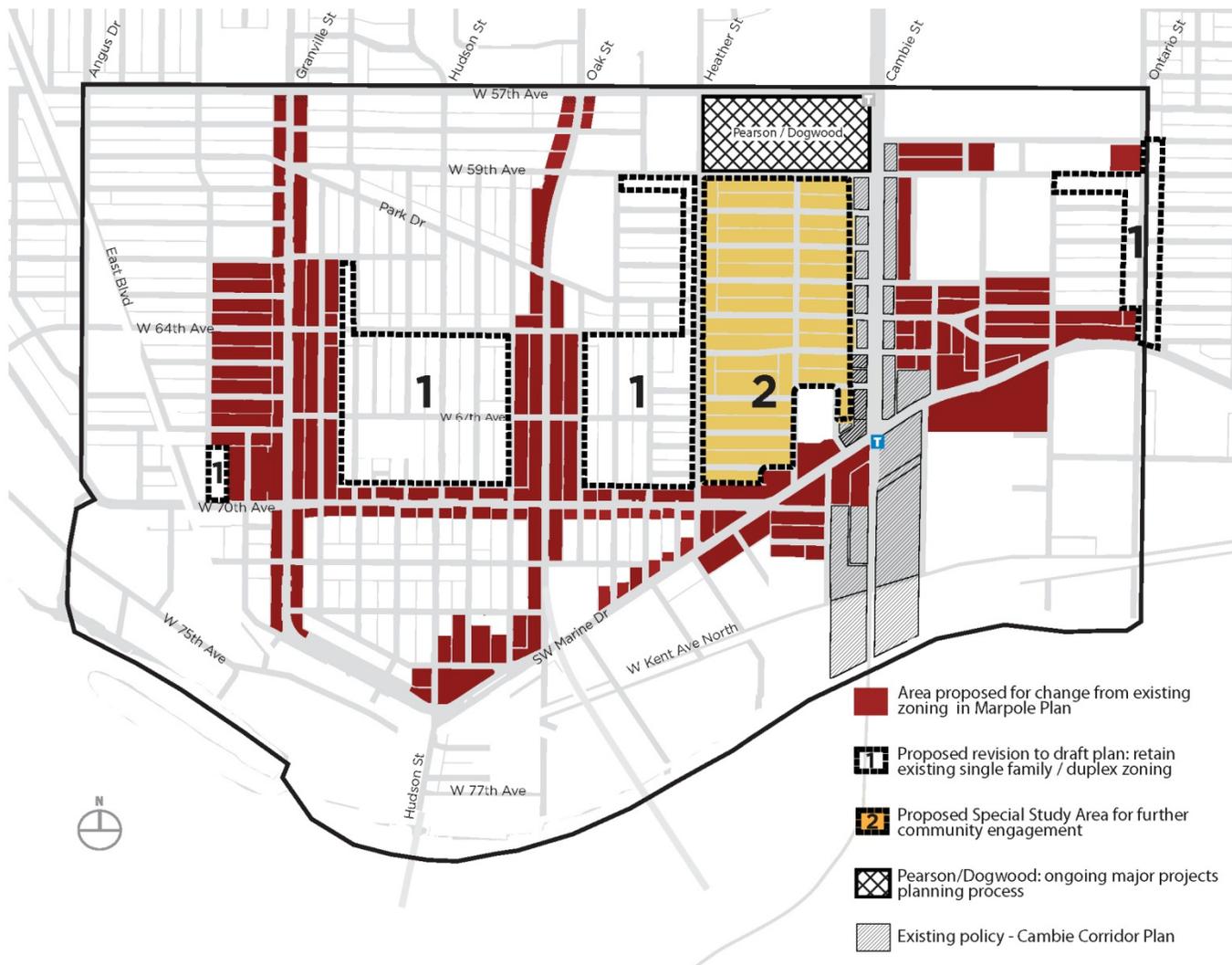
	Percentage of Marpole
No Change	79.0%
Minor Change in draft Marpole Community Plan	7.8%
Significant Change in draft Marpole Community Plan	4.3%
Area to be Removed from the draft Marpole Community Plan	4.3%
Significant Change - Other (Safeway, Pearson/Dogwood, Cambie Corridor Plan)	4.6%
<b>Total Marpole*</b>	<b>100.0%</b>

\*Entails entire Marpole land area including streets, parks, institutional and industrial areas

#### Single Family Change in Marpole Plan (with the revisions described above)

	Percentage of Single Family area
Single Family No Change	80.0%
Single Family Minor Change	13.4%
Single Family Significant Change	6.6%
<b>Total Single Family</b> (RS-1, RS-6)	<b>100.0%</b>

## Map 2: Proposed revisions to draft Marpole Community Plan



In addition to the proposed revisions noted above, staff recommend extending the original schedule to accommodate additional public consultation on the proposed changes. This extension would enable staff to hold public engagement events in October to share information about the proposed revisions, clarify various aspects of the plan that may not be fully understood and receive further feedback.

### 5. What are the benefits and risks of an extended process?

Staff do not foresee any risks with the proposed extension. However, a long extension would result in further delay in addressing priority issues identified by the community early on in the planning process. This includes a delay in the potential development of affordable non-market and rental housing, revitalization of the Granville Street shopping area, delivery of community amenities, improvements to parks and public spaces and improved access to the Fraser River. Without a plan, there is also a continuing lack of clarity around land use and the appropriate scale of development in Marpole.

## Grandview-Woodland

### 1. What has been the process to date?

There have been approximately 7,500 participants in the planning process in terms of attendees at events and respondents to the on-line questionnaires. (Note: this is not a count of the total number of individuals who have engaged in the planning process because some people will have participated in more than one event, and not everyone signs when attending an in-person event.) Events and means of outreach have included:

- Open Houses: eleven, including launch events; assets, issues & opportunities mapping; and most recently, emerging directions
- Workshops and “walkshops” covering a variety of plan themes (e.g. Housing, Transportation, Parks and Public Space, Social Issues, Broadway and Commercial sub-area, etc.)
- Storytelling events
- Meetings and focus groups with seniors, youth, businesses and BIAs, residents groups (e.g. GWAC), new immigrants, homeless and low-income people, and the Aboriginal, Vietnamese, Chinese and Latin American communities
- Outreach at community events (e.g. Italian Day, Car Free Day, Stonesoup Festival, National Aboriginal Day)
- Place-making workshops and activities with City-Studio and Community members
- Three events specific to Broadway and Commercial
- Paper and on-line questionnaires to gather input into the planning process - including topic-based surveys (e.g. Housing, Transportation), sub-area surveys (e.g. Nanaimo Street sub-area), and a survey on the Emerging Directions for the plan as a whole
- Process Advisory and Civic Engagement Group comprising local residents established to provide advice on outreach approaches, contacts, event design and helped spread the word at key stages in the process
- Outreach events and emerging plan content have been publicized using community-wide mail drops, posters and leaflets, email, Twitter, Facebook and traditional media (TV, radio, print)

### 2. What is the current timeline?

The Grandview-Woodland Community Plan was originally scheduled to be considered by Council on December 4, 2013.

### 3. What have been the main issues raised?

In early June, staff presented Emerging Directions for the Community Plan. These were described as a “work in progress” and intended to preface the development of a more complete draft plan in Fall 2013. The main issues of community concern with respect to the Emerging Directions related to land use and development, including:

- The height and extent of proposed high-rise development in the Broadway and Commercial sub-area
- The impact of townhouse and stacked townhouse building forms in the currently single-family Nanaimo Street area (particularly around Garden Park and Nelson Elementary), in terms of neighbourhood character and property values

- Proposals for greater height and density along Hastings Street, in terms of impacts on existing independent businesses and adjacent residential properties
- The proposal for a taller building (up to 14 storeys) at Commercial and Venables, as part of the proposed redevelopment and expansion of the Kettle Friendship Centre

At the same time, community members requested additional information and certainty about how the plan would address key community-wide concerns, including:

- Provision of additional public amenities - both to respond to present-day shortfalls and to support future growth
- Concerns around affordability and gentrification - including the displacement of long-time renters, impacts on artists and the Aboriginal community, impacts on local, independent retailers
- Concerns about loss of neighbourhood heritage and character
- Increased traffic, parking challenges and transit capacity issues related to growth

These concerns, particularly those related to the Broadway and Commercial sub-area, received considerable attention throughout the community. As a result of strong community feedback, staff recommend that the draft Broadway and Commercial sub-area land use directions be reconsidered and that other options for the area would be explored. To date, three additional events have been held to gather additional input on that area.

#### **4. What are the recommendations regarding an extended process?**

One of the most significant issues for this community plan relates to the intensification of density along the Broadway corridor, particularly around the transit node at Broadway and Commercial. This is the busiest transit node west of Toronto. Working with the community on the options to both recognize the need, the benefits and the challenges related to transit oriented density in a unique location like this requires another level of engagement of the public.

A Citizens Assembly is a mechanism which would allow engagement of diverse members of the community and could provide an innovative forum for discussion of the opportunities, challenges and options. Staff recommend working with Council to facilitate such an engagement with more time to complete the plan. Key elements of the work for the Assembly would include:

- Detailed sharing of options and best practices related to experience across North America and other jurisdiction of transit oriented density;
- Exploration of land use options in the four areas of concern which have some unique features(Nanaimo, Hastings, Commercial and Venables)
- Discussion of specific issues related to sub-groups of residents in the community (youth, seniors, renters, Aboriginal and Chinese residents)
- The development of additional communication and engagement tools to disseminate information on the plan, gather input into planning directions and share ideas

Staff will report back in December on the Citizens Assembly, outlining elements such as composition, roles, tasks and deliverables.

## 5. What are the benefits and risks of an extended process?

There are several benefits to extending the Community Plan process in Grandview-Woodland:

- Opportunities to review a broader array of options with respect to the built form and character of the area around the Commercial and Broadway Station
- Opportunities for deeper community engagement in policy development and further dialogue on issues of concern
- Opportunities for additional awareness-raising and capacity-building around the key planning issues, such as neighbourhood growth, public amenities and housing affordability
- Opportunities to explore plan/policy options to address the complex land-use issues in the other sub-areas, as well as the community-wide concerns identified
- Opportunities to rebuild trust with residents of the neighbourhood and to develop a plan that is more widely supported

There are some risks to delaying the process:

- Continuing lack of clarity around the appropriate land uses and scale of development in Grandview-Woodland
- Delay in the potential development of new affordable non-market and rental housing and the provision of community amenities
- Longer processes have, in the past, generated higher levels of attrition among participants as they require more time and commitment

There are resource implications for extending the process. In addition to the staff resources associated with extending the involvement of regular full time staff, an estimated \$275,000 in additional funding would be needed to cover events, consultants and outreach (see budget estimate in Appendix C).

## FINANCIAL IMPLICATIONS

Approval of the report recommendations will require \$275,000 in additional funding to cover events, consultants and community outreach. Funding to be provided from the 2013 Emerging priorities budget.

## CONCLUSION

In addition to the extensive public processes set out in the four area plans, the City has also engaged people citywide in a variety of initiatives including Transportation 2040, the Mayor's Task Force on Affordable Housing, the Greenest City Action Plan and the Mayor's Engaged City Task Force, all of which have included discussion of pertinent issues considered in the area plans.

By extending any planning program, the benefits achieved through additional consultation must be weighed against the risks. Benefits of additional consultation can include deeper engagement, awareness/capacity-building and opportunities to explore options to achieve shared goals. While additional time and consultation is unlikely to lead to consensus, it can yield better relationships, greater mutual understanding, and more buy-in for the plan. The

risks of extending the process typically include the delay of implementing Council's priorities and the costs and resources required to extend the process, and planning "fatigue".

In that context, staff's recommendations for the four community plans are to:

- Proceed to conclusion without delay for the Downtown Eastside and West End plans.
- Provide a short extension and make significant revisions to the draft Marpole Plan presented in June to address concerns raised.
- Extend the Grandview-Woodland process to create a Citizens' Assembly for further consideration of some of the challenging issues unique to this planning area.

Staff's assessment is that the situation in Grandview-Woodland is unique and requires more time to get the plan right, for the following reasons:

- Planning for Grandview-Woodland is an extremely complex, challenging exercise given the scope and variety of issues that need to be addressed.
- The Commercial and Broadway sub-area alone requires considerable further attention given its strategic importance within the regional transit network and the complexities of planning carefully with the existing community and built environment.
- Several components of the draft Emerging Directions published in June clearly caused significant concern, partly due to the scale of change in an area that has seen very little development and a decline in population over recent decades, so there is a need to re-set the process, take the time to consider different approaches and rebuild trust with the community.
- Grandview-Woodland has received no planning attention in recent years prior to the Community Plan process, whereas the other three areas have all undergone varying types and levels of preparatory work, such as the Cambie Corridor planning in Marpole, various area-based (e.g. Gastown, Chinatown, Victory Square) and topic-based (e.g. housing, economic development, health) planning in the DTES, and two community surveys identifying issues and concerns in the West End.

In recommending that the Downtown Eastside, West End and (with revisions) Marpole plans proceed to conclusion, staff consider that the emerging plans are highly consistent with their Terms of Reference, aligned with Council policy and priorities, and appropriately balance the various interests and objectives at play. Staff also note that significantly extending more than one planning process would impact the Planning and Development Services Department's ability to deliver on other Council priorities for area planning, including Cambie Corridor Phase 3, Broadway Corridor, the Eastern Core, South East False Creek, North East False Creek and other Station Areas (such as Nanaimo and 29<sup>th</sup> Avenue).

\* \* \* \* \*

## Principles, Processes and Relationships of The Downtown Eastside Local Area Planning Process<sup>1</sup>

August 25, 2011 (Edited Version - January 24, 2012 - substitution of the word 'Aboriginal' for 'Indigenous')

### Background

On January 20<sup>th</sup> City Council passed a motion with the following instruction for the City Manager:

1. *Strike a committee to enhance and accelerate a DTES Local Area Planning Process (LAPP) and a strategy to implement the Council's 2005 DTES Housing Plan.*<sup>2</sup>
2. *The committee to be co-chaired by DNC and BCS with one representative from the Strathcona Residents Association and liaison from City Planning. The co-chairs will decide on the composition of the committee.*
3. *The City Manager will ensure resources to ensure timely completion of the work of the committee by December 31<sup>st</sup>, 2011.*

As of June 14, 2011 the Building Community Society and the Downtown Eastside Neighbourhood Council have now held 16 meetings. BCS and DNC and the City have held 8 meetings.

These meetings have dealt with the following subjects:

- Purpose and terms of reference of the LAPP (described here as "Principles, Processes and Relationships")
- Organization and structure of the LAPP, particularly the relationship between the LAPP committee and city staff
- Committee composition and role of the co-chairs
- Principles of participation to engage the whole community
- Resources that are required to engage the whole community
- City incentivization of market development throughout the course of the LAPP
- Accountability and reporting relationships: the LAPP committee to the community and to City Council; the role of City staff.

BCS, DNC and COV have produced this document to guide their partnership and as a basis for discussion in the community as the LAPP is initiated.

### PRINCIPLES

1. The primary purpose of the LAP Process is to ensure that the future of the Downtown Eastside improves the lives of those who currently live in the area, particularly low-income<sup>3</sup>

---

<sup>1</sup> The DTES "Local Area Planning Process" will seek to describe a desired future for the DTES and create a framework of programs, policies and plans for city hall to follow to achieve that future. To do that the LAPP Committee will reach out to as much of the DTES community as possible to document what is important to everyone, to describe where things seem to be going well and not so well, what can be done about them, and develop programs, policies and plans to ensure the best future for the community.

<sup>2</sup> See the COV 2005 DTES Housing Plan here: [vancouver.ca/commsvcs/housing/pdf/dteshousingplan.pdf](http://vancouver.ca/commsvcs/housing/pdf/dteshousingplan.pdf)

<sup>3</sup> "Low-income" is broadly defined by the City of Vancouver as those who are living under the low-income cut off line. In the Downtown Eastside, and for the purpose of the LAPP, the definition of "Low-Income" will be for residents who depend on Income Assistance, Old Age Pension, part-time minimum wage, informal and unregulated

people and those who are most vulnerable which will benefit the city as a whole.<sup>4</sup>

2. While recognizing that no single process can represent the rich diversity and difference in the DTES, the Local Area Planning Committee is responsible for ensuring that all sectors of the community have an opportunity to participate in the LAPP. The LAPP Committee will make special efforts to ensure low-income residents are represented on the committee proportionate to their numbers in the DTES. A priority will be given to overcoming barriers to participation generated by poverty, racialization, citizenship status, class, colonization,<sup>5</sup> language, gender, age, sexual and cognitive abilities and mental and physical health concerns that could limit the inclusion of the voices these community members.

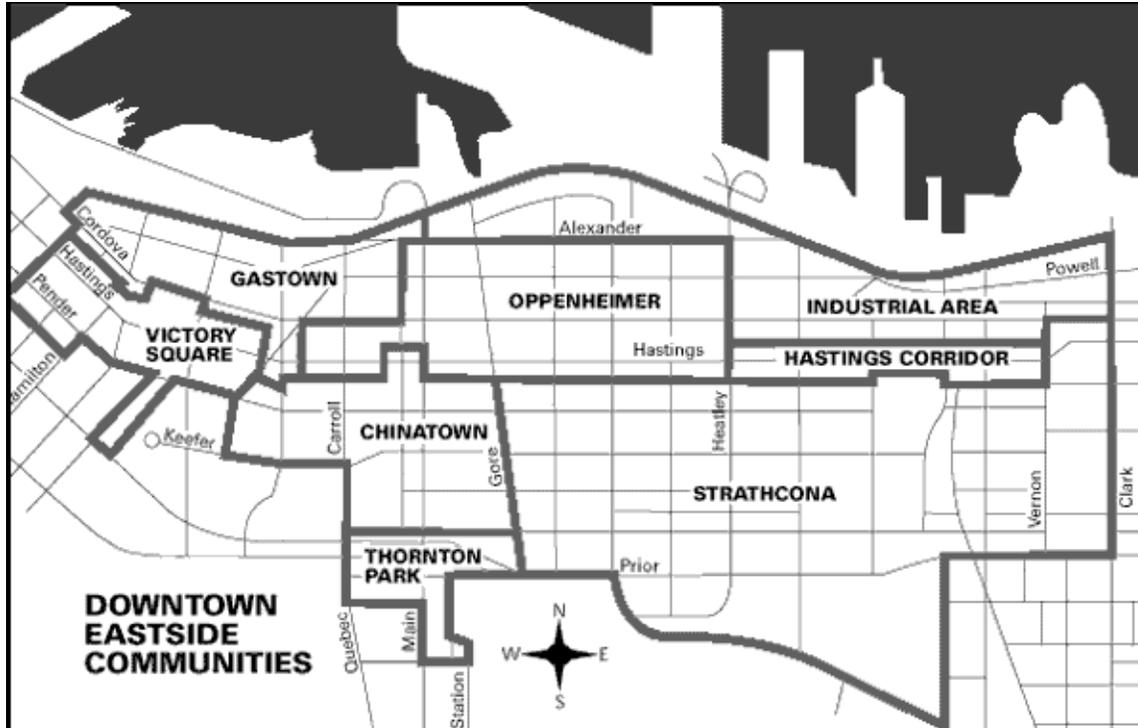
3. The co-chairs will strive to ensure the work of the committee is transparent and accurately reflects the views that are presented from as many sectors of the DTES as possible.

4. As instructed by Council the LAPP Committee will include representation from the Downtown Eastside Neighbourhood Council (DNC), Building Community Society (BCS), Strathcona Residents Association and a liaison from City Planning. The committee recognizes the fact that poverty and homelessness disproportionately impact Indigenous people, people

---

labour, and volunteer work to survive. “Low-Income” people in the DTES subsist well below the city’s low-income cut-off line and the Canadian poverty-line.

<sup>4</sup> Downtown Eastside boundaries as defined by the City of Vancouver and accepted for the sake of the Local Area Planning Process: Roughly Clark Drive to the East, the industrial area and traintracks to the North and South, and Richards St. to the West.



<sup>5</sup> If the LAP process is to engage with Aboriginal people in the neighbourhood then the committee must recognize and consider the effects of colonization on Aboriginal people who are disproportionate within DTES low-income and homeless populations, particularly as the DTES is on Unceded Coast Salish – Musqueam, Tsleil-Waututh, Squamish – territories.

of colour, women, people without citizenship status, IV drug users, sex workers, transgendered people, and people who struggle with mental and physical health and cognitive issues. The co-chairs are responsible to make the rest of the committee membership inclusive of the rich diversity of DTES residents and their perspectives. To achieve this the co-chairs will have particular regard towards the following: Out of the committee as a whole the co-chairs will strive to ensure that at least 50% of those involved are women, men and transgendered people of colour, and that Aboriginal people - prioritizing Aboriginal women's voices - have strong representation on the committee. At the same time the LAPP committee will work to ensure the involvement of other interests that are important to the area's future, always making special efforts to ensure low-income residents form the majority.

5. The City will encourage people and organizations who approach the City directly with input regarding the DTES LAPP to work with the LAPP Committee and the City will share with the Committee any information it receives from these sources. This does not affect every body's right to directly access city council.

6. There will be different opinions and interests that may sometimes not be resolved. In such instances, when consensus is not possible, separate opinions will be recorded, reflected in the final Local Area Plan report, and provided for public and Council's information.

7. While the City's DTES Housing Plan will inform the work of the LAPP Committee, the LAPP will need to consider the social, economic and environmental impact of current and future policies on the tenure and assets of the low-income community. Social mix, rate of change, housing and income mix, affordability and gentrification and health and social services will be among the points of discussion through the planning process.

8. The development of the Council-directed Social Impact Assessment will be pursued as a priority of the LAPP work program.

9. The LAPP Committee wishes to provide input to the Planning and Housing Staff as early as feasible in the enquiry and application process for development permits, rezoning proposals, Heritage Revitalization Agreements (HRAs) and new incentive programs for market development in the DTES with a particular focus on the net impact of any such proposal on social housing and the relationship of market development units to existing and proposed housing units.

With this in mind the City will refer all zoning and development proposals which have reached the formal application stage and new incentive programs for DTES market developments to the LAPP committee for timely comment prior to them proceeding to Council or the Director of Planning for discussion/decision.

Furthermore the city staff will bring forward to the committee any information (anonymized) in regard to proposals at the informal inquiry stage for discussion and input.

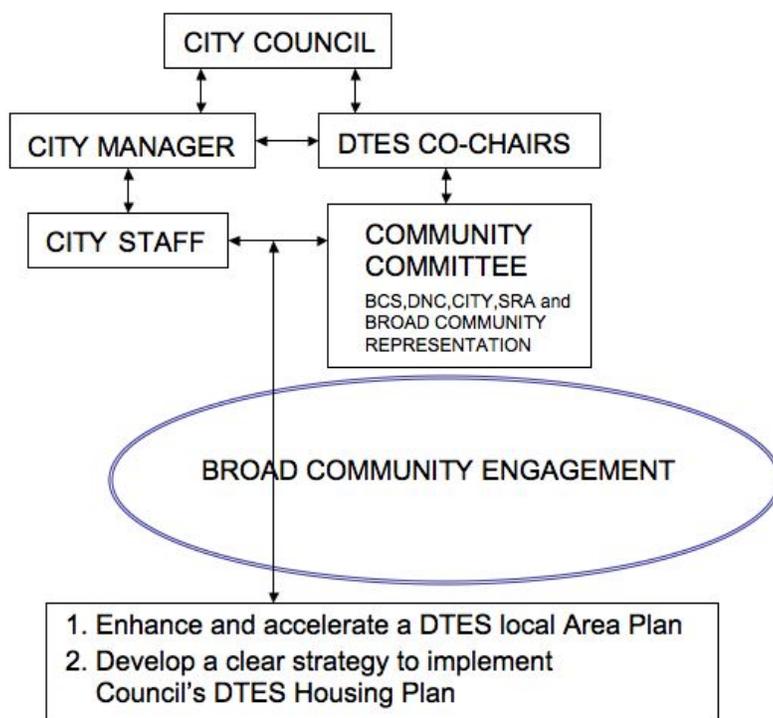
#### **PROCESSES AND RELATIONSHIPS**

The diagram below illustrates the processes, roles and relationships between the primary participants in the processes of producing a DTES Local Area Plan and a strategy to implement the City's DTES Housing Plan. The goal is to seek consensus through a partnership among all

participants using transparent and cooperative working procedures.

1. City staff, in partnership with the LAPP Committee, will undertake the development of the local area planning program and the resulting Local Area Plan. The LAP will reflect community consultations, including actions that may be recommended during the planning process.

2. City staff, under the direction of the City Manager, will provide professional and technical advice to the Committee and will be responsible for organizing the community consultation process as developed with the committee. Staff will prepare progress reports and the final Local Area Plan report and recommendations in partnership with the LAPP Committee and the Committee will speak to the report at City Council.



Note: As an aid to the planning process BCS has produced a report that summarizes the various government and community planning documents regarding the DTES: “Downtown Eastside Plans, Policies, Programs, Projects and Proposals at a Glance.”

**Signatures:**

I understand and hereby agree to these Terms of Reference (edited to substitute the word 'Aboriginal' for 'Indigenous').

---

**Dr. Penny Ballem**  
City Manager  
City of Vancouver

September 19, 2011  
And January 24, 2012

---

Downtown Eastside  
Neighbourhood Council

September 19, 2011  
And January 24, 2012

---

Building Community  
Society

September 19, 2011  
And January 24, 2012

## Marpole Community Plan

### Ash Street Coalition Petition

Below is a map showing the location of respondents to a petition carried out by community members seeking additional consultation on the Marpole Community Plan.

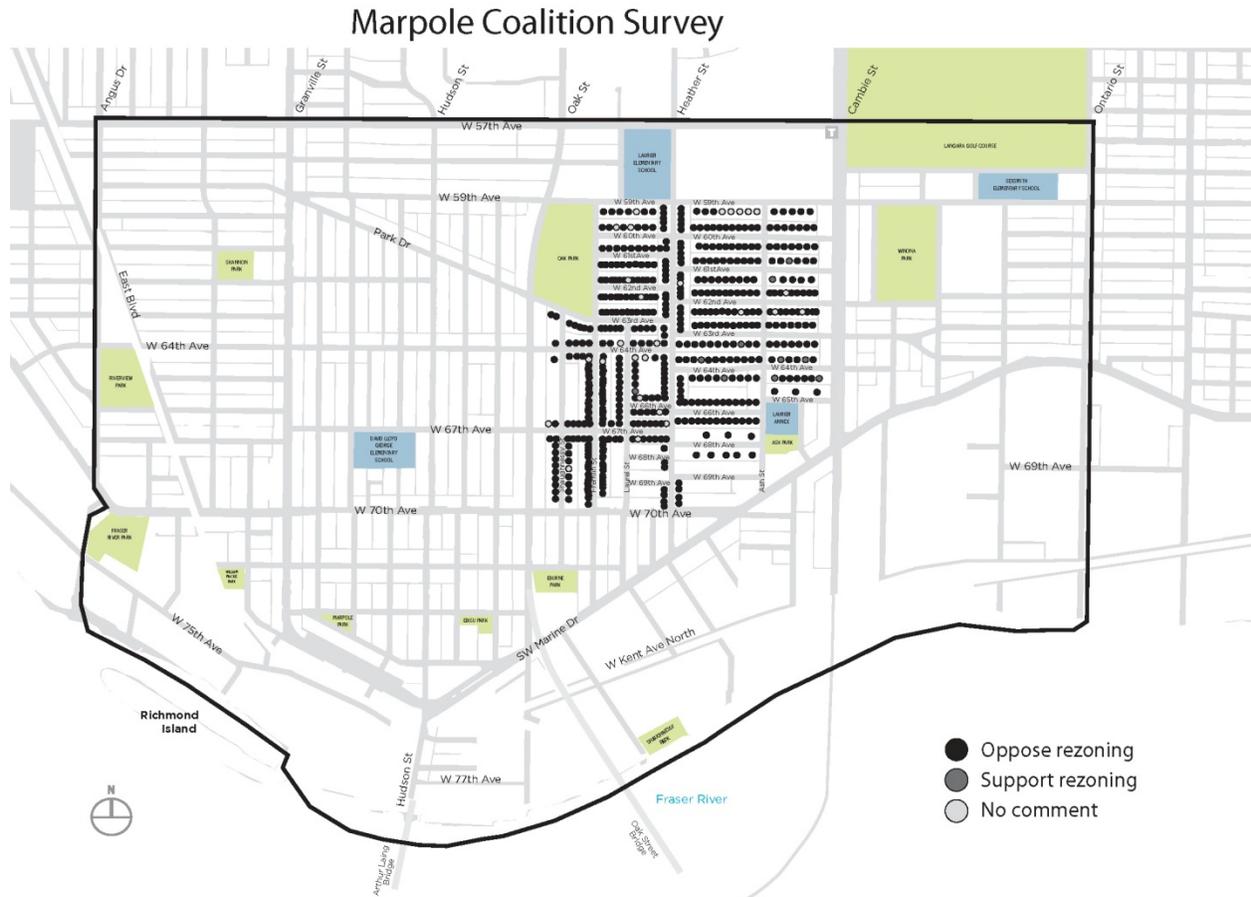
### Ash Street Coalition Petition



## Marpole Community Plan

### Marpole Coalition Survey

Below is a map showing the location of respondents to a survey carried out by community members seeking feedback on the potential rezoning of the existing single-family/duplex areas to accommodate additional multi-family housing types.



**Grandview-Woodland Community Plan**

**Budget Estimate for Proposed Process Extension: Outreach, Events, Consultancies**

<b>Item</b>	<b>Total</b>
<b>Progress and Feedback Events</b> Venues, food, supplies	\$20,000
<b>Sub-area &amp; Site-specific workshops and activities</b> Venues, food, supplies, consultants	\$110,000
<b>Focus Groups</b> (Aboriginal, Chinese, Youth, Seniors, etc.)	\$12,000
<b>Communications, Outreach, Engagement</b> Mail-outs + notifications, posters, engagement tools	\$48,000
<b>Consultancies</b> e.g. economic analysis; heritage research (SOS); additional modelling and rendering	\$50,000
<b>Action While Planning</b> On-going place-making and other related activities	\$35,000
<b>TOTAL</b>	<b>\$275,000</b>

**Note:** Budget estimate excludes costs associated with staff time - regular hours or overtime.