



**POLICY REPORT  
DEVELOPMENT AND BUILDING**

Report Date: November 1, 2013  
Contact: Brian Jackson  
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Meeting Date: November 20, 2013

TO: Standing Committee on City Finance and Services  
FROM: General Manager of Planning and Development Services  
SUBJECT: West End Community Plan

***RECOMMENDATION***

- A) THAT Council approve the *West End Community Plan* as contained in Appendix A.
- B) THAT Council direct staff to proceed with the implementation of the West End Community Plan, including:
  - (i) a detailed commercial streets public realm plan, to guide improvements in support of the revitalization of West End commercial streets; and
  - (ii) a Laneways 2.0 infill toolkit, to provide additional design and development guidance to facilitate laneway rental housing.
- C) THAT Council approve the *West End Rezoning Policy*, as contained in Appendix C, to provide guidance for the intensification of the West End to meet the long term demand for job space, new housing opportunities, and the provision of public amenities; and

FURTHER THAT Council repeal all references to the West End in the Council-approved policy relating to *Rezoning Applications and Heritage Revitalisation Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted July 28, 2011); and

FURTHER THAT Council direct staff to continue processing two active rezoning proposals at 1155 Thurlow Street and 1754 Pendrell Street, which meet the conditions set out in the *Rezoning Applications and Heritage Revitalisation Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted July 28, 2011).

- D) THAT Council amend the *General Policy for Higher Buildings*, as contained in Appendix D, to allow for the consideration of additional building height on taller building sites

identified through the West End Community Plan, while respecting the protected public views in Council-approved *View Protection Guidelines*.

- E) THAT the General Manager of Planning and Development Services be instructed to make application to amend the Downtown District Official Development Plan, in Area E (Robson Village) delete residential as a permitted use and increase the permitted FSR for commercial from 1.0 to 3.0, generally in accordance with Appendix E;

AND FURTHER THAT the application and By-laws be referred to a Public Hearing.

AND FURTHER THAT the Director of Legal Services be instructed to prepare the necessary By-laws for consideration at the Public Hearing.

- F) THAT the General Manager of Planning and Development Services be instructed to make application to amend the Zoning and Development By-law, generally in accordance with Appendix F, as follows:
- i. to provide a definition for “social housing” and to define “secured market rental housing” in Section 2 and make consequential amendments in Sections 3, 9 and 10 reflecting the creation of two new districts - RM-5D and C-5A;
  - ii. to create a new district, RM-5D as part of the RM-5, RM-5A, 5M-5B and RM-5C Districts Schedules, which provides a density incentive for social housing, permits commercial uses up to an FSR of 0.65 and a total maximum FSR of up to 7.0 and a maximum height of 58 m;
  - iii. to create a new district, C-5A as part of the C-5 and C-6 Districts Schedules, which provides a density incentive for social housing and secured market rental housing up to a maximum FSR of up to 7.0 and a maximum height of 58 m;
  - iv. to provide a density incentive for social housing and secured market rental housing in C-6 up to a maximum density of up to 8.75 and a maximum permitted height of up to 91.4 m;
  - v. to encourage larger open balconies and decks for dwellings in C-5A and C-6;
  - vi. to increase the permitted commercial FSR to 2.2 in C-5, C-5A and C-6;
  - vii. to permit small hotels in C-5 and C-5A; and
  - viii. to delete residential as a permitted use in C-5;

AND FURTHER THAT the application and By-laws be referred to a Public Hearing.

AND FURTHER THAT the Director of Legal Services be instructed to prepare the necessary By-laws for consideration at the Public Hearing.

- G) THAT the General Manager of Planning and Development Services be instructed to make application to amend the Rental Housing Stock Official Development Plan, generally in accordance with Appendix G;

AND FURTHER THAT the application and By-laws be referred to a Public Hearing.

AND FURTHER THAT the Director of Legal Services be instructed to prepare the necessary By-laws for consideration at the Public Hearing.

- H) THAT subject to the enactment of the amendments to the Zoning and Development By-law, the Subdivision By-law be amended generally in accordance with Appendix H.
- I) THAT subject to the enactment of the amendments to the Zoning and Development By-law, the Parking By-law be amended generally in accordance with Appendix H.
- J) THAT subject to the enactment of the Zoning and Development By-law amendments regarding RM-5, RM-5A, RM-5B and RM-5C District Schedule, that Council amend the West End RM-5, RM-5A, RM-5B AND RM-5C Guidelines, as contained in Appendix I, to provide guidance for development in RM-5D areas.
- K) THAT subject to the enactment of the Zoning and Development By-law amendments regarding the RM-5, RM-5A, RM-5B and RM-5C Districts Schedule and the amendments creating the RM-5D District, that Council adopt additions to the West End RM-5, RM-5A, RM-5B, RM-5C and RM-5D Guidelines, as contained in Appendix J, to provide guidance for Laneways 2.0 infill housing.

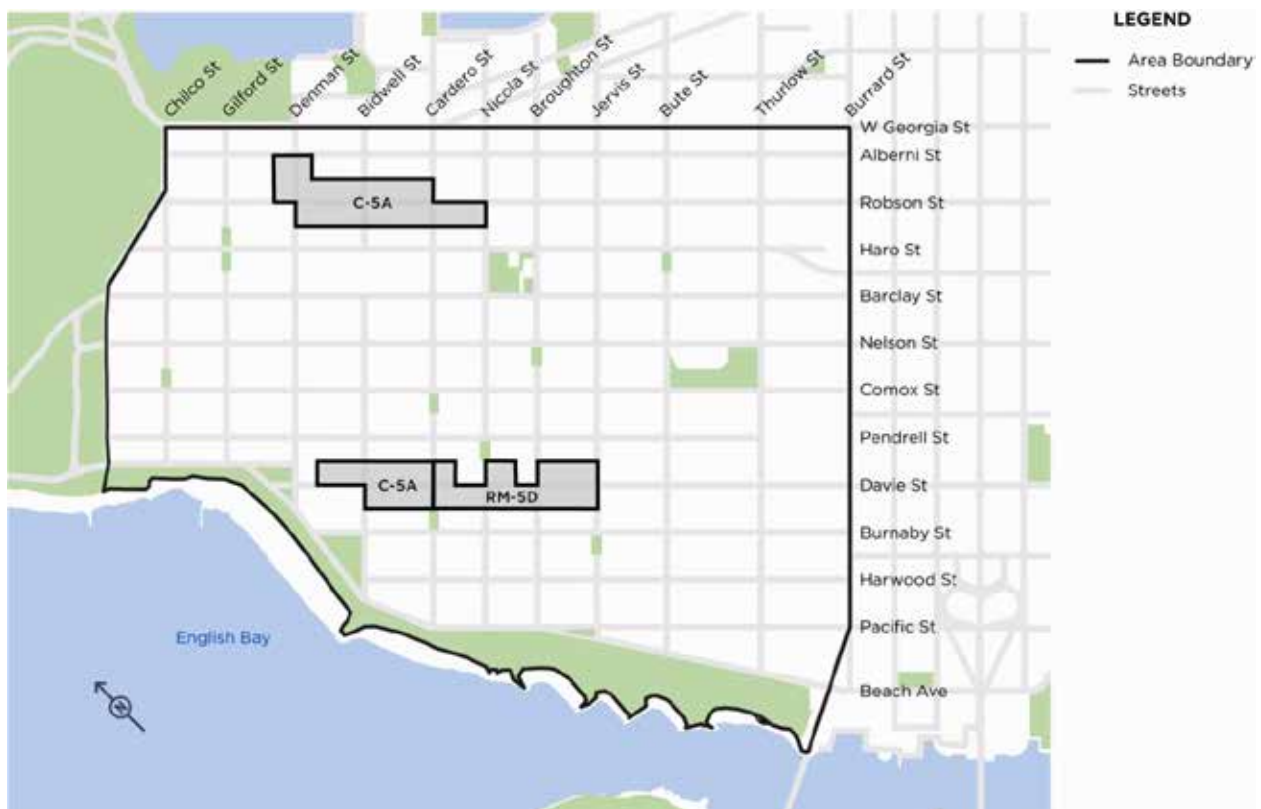


Figure 1: Proposed new zoning districts.

## **REPORT SUMMARY**

This report provides an overview of the draft West End Community Plan and amendments to other City by-laws and guidelines to reflect the intent of the West End Community Plan.

The plan provides a clear but flexible framework to guide positive change, development and public benefits in the West End, considering long-range and shorter-term goals. It strategically aligns core community values, city objectives, and sound planning principles to provide clarity and certainty about where and how new growth will be managed using an approach that has been supported by the community.

The plan will provide a framework that maintains the West End's distinct character, deepens housing affordability, helps to revitalize local business areas, makes it easier to get around, protects important heritage assets, begins to better support local creativity and cultural expression, and puts in place a strategy for renewing and upgrading cherished community facilities.

## **COUNCIL AUTHORITY/PREVIOUS DECISIONS**

- 2010: Council Requests Community Plans Review
- 2011: Housing and Homelessness Strategy
- 2011: Greenest City 2020 Action Plan
- 2011: Council Approves General ToR for Community Plan processes
- 2012: Council Approves West End ToR
- 2012: Mayor's Task Force on Housing Affordability: Bold Ideas Towards An Affordable City
- 2012: Transportation 2040 Plan
- 2013: Council directed staff to proceed with the completion of the West End Community Plan process, as per its regular timeline (September 27, 2013)

## **CITY MANAGER'S/GENERAL MANAGER'S COMMENTS**

The West End Community Plan is the first of four new community plans to be considered by Council, followed by the Downtown Eastside, Marpole, and Grandview-Woodland. These new plans are being prepared using a new approach guided by four themes:

1. Addressing global, regional and city wide challenges
2. Shaping development and setting public amenity priorities
3. Enhancing and diversifying public involvement
4. Quicker, more flexible processes

The West End Community Plan process offered an exciting and innovative new approach to meaningful consultation. It provided over 7,300 people with a variety of opportunities and incentives to get involved, and offered new ways to share opinions.

This planning initiative advances Council's intent, established in the Terms of Reference, to establish a 30 year plan that provides clarity and certainty about where new growth will occur, what the growth will look like, and how it contributes back to the community.

The West End Community Plan seeks to improve livability and vibrancy. It strikes a balance between the need for affordable housing and opportunities for new jobs, while also respecting the distinct and diverse character. It establishes an incremental approach to growth recognizing the history and core values of West Enders.

The General Manager of Planning and Development Services RECOMMENDS approval of the foregoing.

## **REPORT**

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

In July 2010, City Council created the West End Mayor's Advisory Committee (WEMAC) - a pilot project intended to function as an interim measure to a formal community planning process. The purpose of WEMAC was to identify and communicate community priorities to the City in its planning and policy development and for helping to communicate City policy initiatives that were of interest to residents in the West End. WEMAC was dissolved in mid-2011 when the City moved to initiate new Community Plan processes in the West End, Grandview-Woodland and Marpole.

On March 28, 2012, Council approved the Terms of Reference for the West End Community Plan. Planning work was initiated in April of that year and unfolded in four phases over a total of 20 months:

#### **Phase 1 - Values (April to October 2012)**

- Identification of community ideas, interests and opportunities for the plan, which formed the core community values (see below). The values also resulted in a clear character defined approach to the planning process recognizing three distinct areas (Villages, Neighbourhoods, and Corridors)

#### **Phase 2 - Plan Directions (October 2012 to April 2013)**

- Gathering input on the emerging plan directions.
- Refinement of plan directions.

#### **Phase 3 - Drafting the Plan (April to October 2013)**

- Further refinement of plan directions with additional community input.
- Creation of draft plan

#### **Phase 4 - Plan to Council (October to November 2013)**

- Present the draft plan for final public input and to Council for approval.

Public process related to the development of the community plan has involved more than 7,300 participant contacts. (Note: this number includes some double-counting as participants may have attended multiple events).

## West End Planning Process



In creating the plan, staff utilized a number of traditional and innovative engagement techniques to facilitate public involvement over the 19 month planning process. These approaches have included:

- Open Houses - fourteen, including sharing information, emerging plan directions and most recently, the proposed draft plan.
- Fifty-nine ‘community circles’ - self-forming groups where friends, neighbours or colleagues went through questions in a discussion guide to help identify the current and future needs of the community. There were five topic areas for the discussion guides: housing, heritage, transportation, local business, and public spaces.
- An Ideas Fair for community circles to share the ideas they generated with the broader West End community using display boards and other materials.
- Attending community events - outreach and information sharing at events such as Car Free Day, Pride Festival, Strawberry Festival and West End Farmers Market.
- Workshops and “walkshops” covering a variety of plan themes (e.g. neighbourhood character, laneways, shopping streets, heritage, health, asset mapping, local food, etc.). Generally the sessions started with a walking tour led by City staff who provided an overview of the theme, asked questions to participants, and recorded the discussions along the way. At the end of each walk was a discussion/workshop to highlight and summarize the key ideas or principles that emerged.
- Meetings and events with seniors, youth, the LGBTQTS community, businesses and BIAs, and residents groups.
- “Evening on Davie” discussions and questionnaire in the Davie Village.



Community open house at Blue Horizon Hotel.



Laneway “walkshop”.



Evening on Davie led by Joan-E.

- Local food workshop - partnering with a community group to host a local food workshop, which explored all aspects of food systems and the food cycle in the West End.
- Arts and Culture - partnering with community organizations and sponsors to host two Youth Art Jams, as well as an Arts Open House, to generate ideas for how arts and culture can be better supported and celebrated in the West End, and to engage with children and youth.
- Learning sessions - a series of small group sessions that provided an opportunity to learn about the draft plan, understand how it will help shape the future of the community, and ask questions. A computer 3-D model of the West End showing potential future development was available.
- Paper and on-line questionnaires to gather input into the planning process.
- Twitter account - provide information and updates throughout the planning process.
- Email list-serv - provide information and updates throughout the planning process.
- Three community-wide postcard mail outs at key moments in the process.



Youth Art Jam - visualizing “My West End is...” or “will be...” through art.

Staff partnered with VIVA Vancouver, interested residents, local businesses and stakeholders to undertake seven ‘Action While Planning’ initiatives as a way to build awareness about the planning process, and get people involved in community building, place-making, and thinking about what is possible.

These initiatives include:

### Urban Pasture

A semi-permanent public seating structure (“parklet”) was installed on the south side of 1000-block Robson Street, near Burrard Street, in July 2012. The “Urban Pasture” parklet includes built-in seating and landscaping, and occupies three on-street parking spaces. It provides a place for sitting and relaxing, as well as additional walking space in an area where the sidewalk is particularly narrow. Urban Pasture demonstrates the potential for expanding public space into the curb lane when full time on-street parking is permitted.



### Pride Street Mural

Staff, in partnership with Qmunity and Vancouver Pride Society, hosted an “Express Your Pride” street mural painting session on Bute Street south of Davie during Pride weekend in August 2012. Passersby were invited to grab a brush or roller and paint something on the roadway to express their pride. Over the afternoon hundreds of people participated, and the area was filled with colourful artwork. Information about the community planning process was also available.



### Cardero Street Mural

In partnership with the West End planning team and VIVA Vancouver, a local West End artist/resident brought together a group of interested volunteer artists and local residents to design and paint an on-street mural on Cardero Street, between Comox and Nelson Streets, in September 2012. The painting session was open to anyone who wanted to join in, and it was a great success. The program brought together a diversity of participants, and the colourful mural artwork was greatly appreciated by passersby.



### Pedestrian Safety Improvements

Several intersections throughout the West End were identified as needing safety improvements through community consultation and reviews of ICBC collision data. In response, a new pedestrian activated traffic signal was installed in July 2013 at the intersection of Denman and Pendrell Streets. Construction of an additional pedestrian activated signal at the intersection of Robson and Bidwell Streets is currently underway, with completion expected by the end of 2013.



### Davie Village Rainbow Crosswalks

In July 2013, to mark the 'Heart of Davie Village', permanent rainbow crosswalks were painted at the intersection of Davie and Bute Streets to celebrate the 35<sup>th</sup> anniversary of Pride and to mark the historical and cultural importance of the Davie Village. The eight colour rainbow scheme reflects the original Pride flag colours from 1978, symbolizing diversity and inclusivity, characteristics that help define the community.



### Heart of Davie Village Plaza

Also in the 'Heart of Davie Village', a new public plaza was installed in July 2013 on Bute Street between Davie Street and the laneway south of Davie Street. The plaza includes colourful picnic tables, enhanced landscaping, and decorative lighting. It provides a space for recreation and play, gathering and socializing, and programming and events. It is intended to be a "canvas" for creative use by community groups and others.



### Removal of Rush Hour Parking Regulations

After reviewing parking regulations and traffic volumes along Robson, Denman and Davie Streets, it was determined that peak hour traffic volumes had decreased significantly in some sections over the past 15+ years. This provided the opportunity to pilot the removal of the rush hour regulations and restore full-time parking. In August 2013 the rush hour regulations were removed from Robson, Davie and the west side of Denman. Maintaining full-time parking helps support local





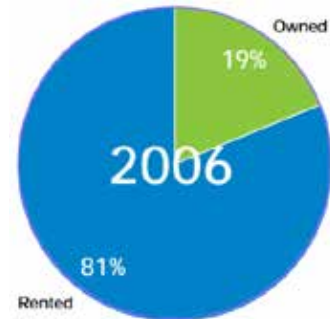
business, makes sidewalks more comfortable, and creates opportunities to re-purpose parking for public spaces such as parklets.

A complete list of engagement events and participant contact numbers is contained in Appendix B.

**Strategic Analysis**

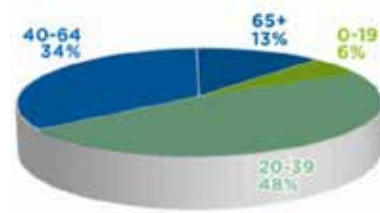
**Community Context**

The West End is a vibrant, diverse, walkable, and densely populated community surrounded by world-class parks and beaches, as well as Vancouver’s downtown and Central Business District. The West End is a diverse community, and is home to 44,500 residents - people of all ages, incomes, ethnicities, and sexual orientations. A significant proportion (81%) of households rent their home, which contributes to the area being a highly mobile community. Nearly two thirds of residents (66.4%) moved since the last census (the figure is 50.2% citywide).



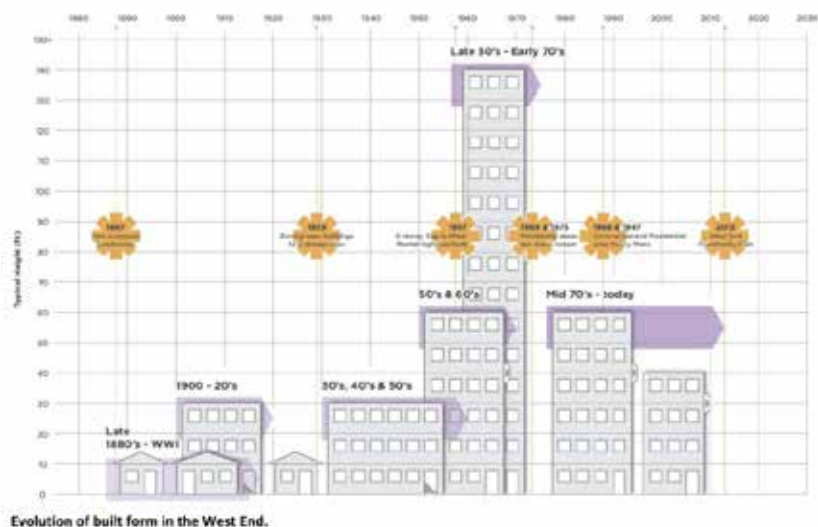
The West End is a generally modest income community. Median household income (\$38,581) is lower than in the city overall (\$47,299). The percentage of the population in low income households (32.8%) is higher than in the city overall (26.6%).

Average household size is lower in the West End (1.5 persons) than the city overall (2.2 persons). One person households comprise 59.1% of West End households, compared to 38.6% in the city overall. The West End also has a high proportion (48%) of people in the 20-39 age group - much higher than in the city overall (34%). In addition, the West End also contains one of the highest densities of children of any community in the city, with an average of 8.8 children per hectare (citywide, the figure is 6.4 children per hectare).



West End age profile (2011).

Diversity is a defining characteristic of the West End. The local area serves as the “landing pad” for many newcomers - receiving 14% of new Vancouverites in the 2001 to 2006 period. At the same time, the West End, particularly Davie Village, has long been recognized as home to Western Canada’s largest Lesbian, Gay, Bisexual, Transsexual, and Questioning (LGBTQ) community. This makes for a unique community identity, vitality, and vibrant



social diversity.

The built form of the West End is similarly diverse. The community showcases a mixed scale of development resulting from several different phases of growth. Older Victorian character homes are complemented by a range of early 20<sup>th</sup> century low-rise apartments. The late 1950s brought zoning changes and technological advancements which allowed for cheaper and higher quality multi-storey construction. Between 1962 and 1975, more than 220 mid- and high-rises were built. Following this period of rapid change, the residential areas of the neighbourhood were down-zoned in 1969 (and again in 1973) to help address residents' concerns about changes in their community. A local area planning program in the 1980s led to new zoning for parts of the West End.

### **Community Values**

Phase 1 of the consultation process identified six core West End community values which, along with the key concerns, helped inform the plan directions developed in later phases of work. These values are described as follows:

*Diversity* - The West End prides itself as a diverse community that includes people of all ages, incomes, ethnicities and sexual orientations, and that has an eclectic range of building ages, styles, tenures, heights and densities.

*Villages* - Three distinct local business areas (villages) provide shopping, services, amenities and a vibrant experience for locals and visitors alike. These should be strengthened and celebrated!

*Green and Leafy* - The mature green, leafy residential streets provide a quiet, relaxing experience where neighbours converse, gardens flourish, and people regularly stroll by.

*Walkability* - West Enders love to walk. The community has the highest percentage of people in the city who walk to work, and the vast majority of people walk to get around locally.

*Culture* - The West End enjoys a range of cultural places and spaces that add to the livability, character and identity of the community. They help meet creative, social and cultural needs and are valued as spaces that need to be maintained and upgraded as the community grows.

*Public Facilities (Recreational & Community Facilities)* - Public spaces and facilities are highly valued by West End residents. These important places are viewed as being critical to ensuring livability, especially when space is at a premium in a high density community. These spaces and facilities will have to be maintained and upgraded to meet community needs.

### **Key Community Concerns**

Along with the core values noted above, planning work identified a number of key concerns in the West End. Many of these concerns can be clustered under the following themes:

*Neighbourhood Character* - Desire to see the vibrant, “leafy-green” character of the community preserved - and a fear that future growth and development might adversely affect this character. Related to this, are concerns that neighbourhood heritage - in the form of

older buildings, mature trees and streetscapes - will be affected as the neighbourhood changes. Many residents expressed worries that new development would lead to a “Yaletownization” of the West End, meaning the development of tower/podium buildings built to the property line and that are predominately wrapped with glass curtainwall.

*Housing Affordability* - Concern that the increasing costs associated with housing (whether rental housing or home ownership) are putting additional strain on many residents. There is a strong community desire to see a range of affordable housing types made available to the community (including housing for seniors, families with children, and young professionals). At the same time, there are concerns that future growth may trigger ‘renovictions’, or that the existing supply of rental accommodation will be lost in favour of more expensive home ownership options.

*Local Business Viability* - Three commercial villages were identified: Denman, Davie, and Robson. There is a strong desire to see the three commercial villages supported, and concerns that the local character of the community could be adversely affected by new development. Each of the village areas represents a different ‘feel’ - and there is a desire to see this maintained and supported.

*Community facilities* - Many of the community facilities in the West End are in need of improvements - both because they are aging, and because they have insufficient capacity to meet present and future demand. Community members expressed concern that growth and development in the West End would put additional strain on already ‘stretched’ community amenities.

A key strategy of the planning approach involved developing policy directions for the West End that built on neighbourhood context, strengthened community assets, and responded to issues and concerns that were identified during the process.

## Summary of the Community Plan

The new structure of the West End Community Plan introduces a template that will also be used by other community plans in Marpole, Grandview-Woodland, and the Downtown Eastside.

In setting out a long-term plan for the West End, the new draft community plan utilizes seven overarching planning principles to respond to the neighbourhood context, values and considerations identified in the previous sections. These foundational principles embody the essence of key citywide policies, guidelines, and actions already approved by City Council.

**Principle 1** - Achieve a green, environmentally sustainable urban pattern.

**Principle 2** - Support a range of affordable housing options to meet the diverse needs of the community.

**Principle 3** - Foster a robust, resilient economy.

**Principle 4** - Enhance culture, heritage and creativity in the city.

**Principle 5** - Provide and support a range of sustainable transportation options.

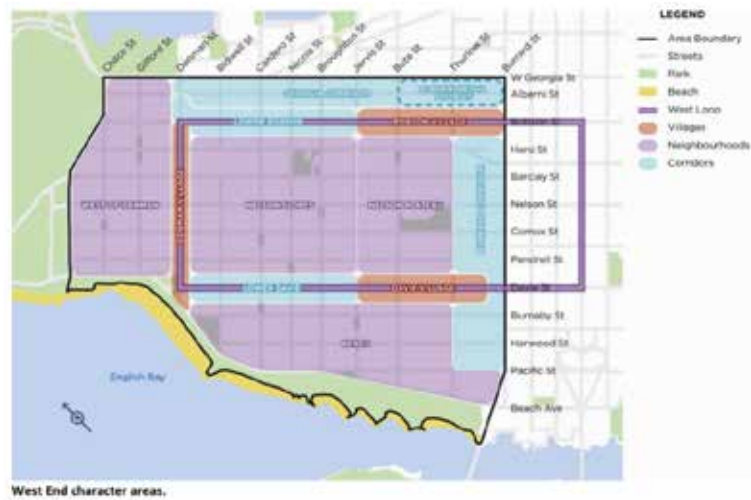
**Principle 6** - Protect and enhance public open spaces, parks and green linkages.

**Principle 7** - Foster resilient, sustainable, safe and healthy communities.

A growing population, aging community facilities, and an evolving economy pose both opportunities and challenges to the West End’s success and its residents’ quality of life. The

West End Community Plan sets the direction needed to meet these challenges and ensure the community continues to be a great place to live, work, learn and play for the next 30 years.

The plan focusses on the physical city, and the functionality of its infrastructure in our everyday lives: housing that is often too expensive, heritage buildings at risk, local businesses that are struggling, and aging public facilities. If these challenges are not addressed, they will undermine the overall quality of life in the community.



The West End is one community, but is made up of several distinct areas that help define its character.

Based on community input, and analysis of built form, history of change, and other key considerations, three general character areas emerged for the West End: Villages, Neighbourhoods, and Corridors. For the plan, they provide an overall framework for how the community can grow and change, while recognizing the diversity within each of these areas.

Within the general character areas are several sub-areas, each having a distinct identity, context and built form. The plan seeks to build on the existing character and context in each sub-area, strengthening and enhancing their identities, while advancing directions for the overall community.

Among the key policy areas in the new plan:

**Housing** - Staff heard that deepening affordability and meeting the needs of a growing community are a priority. The plan identifies new rental housing opportunities, including for families with children. The plan also identifies new opportunities for home ownership, primarily along West Georgia and Burrard Streets, and a goal of providing more than 1,500 new homes for people in need.

The anticipated need for housing is outlined in Table 3 below:

**Table 3: Summary of Identified Housing Need**

Renter households paying >50% of income towards housing	2,800
Need generated through population growth	350
Need based on street and shelter homeless	50
<b>Total Need in West End</b>	<b>3,200 units</b>

The plan reinforces the importance of the Rental Housing Stock Official Development Plan (“Rate of Change policy”) as a tool that protects the rental housing stock from redevelopment within the older residential areas (RM zoned areas) of the community. However, due to risk of demolition and displacement, there is a need to clarify and strengthen rental replacement

policies, particularly in the West End, to ensure that the amount of redevelopment is managed in a way that minimizes potential displacement and ensures a net increase in the West End's rental housing stock.

Lower Davie was identified as a point of community contention. There were mixed perspectives with some local residents favouring little change to protect views of English Bay and the North Shore mountains from the top of the hill, while other residents, the business community, and housing advocates preferred new housing opportunities close to jobs, transit and services, while also deepening affordability of the area through the provision of social or rental housing. The plan identifies an approach that maintains the existing height limits, requires slim tower floor plates to maximize views and access to sunlight, and allows for bonus density to be achieved where new developments provide either 20% social housing or 100% market rental housing.

Overall, the West End Community Plan can deliver approximately 1,600 social housing units. 950 of them would be through bonusing along Lower Davie, Lower Robson, and the area between Thurlow and Burrard streets. 650 of the social housing units would be developed through City partnerships with non-profits as described by the Public Benefit Strategy.

Table 4: Breakdown of Anticipated Social Housing Units

Corridors – RM zones	800 units
Corridors – C zones	150 units
Infill on existing social housing sites	200 units
Site purchase and grants to non-profits	450 units
<b>Total</b>	<b>1,600 units</b>

With a total need of 3,200 units, and a plan to deliver approximately 1,600 units, a gap of 1,600 units remains. The City will continue to address the need in a variety of ways, including seeking partnerships with senior levels of governments, non-profits and others to develop social and supportive housing, and enhancing the use of rent supplement programs (such as SAFER and RAP) in the private rental market.

*Local Business* - Community input during the process indicated that there was a strong desire to renew and revitalize the West End's commercial shopping streets. Denman, Davie, Robson and Alberni streets will be improved with wider sidewalks, decorative lighting, better access to transit, and new public spaces for the community to enjoy. Additionally, new housing opportunities will be focused in areas close to local businesses to support business viability.

*Transportation* - The plan provides an emphasis on making it easier, safer and more enjoyable to get around the West End, particularly for pedestrians. Enhanced north-south and east-west connections will improve pedestrian and bicycle access within the West End and to the beach, parks or downtown.

*Parking* - There is a significant need to improve access to on-street visitor parking in the residential areas and for full time parking along the commercial streets. The plan identifies opportunities to improve access to on-street parking, with extended parking hours (no removal during rush hours) along major streets, particularly Robson, Denman and Davie Streets and by introducing parking meters in the residential areas to better manage visitor parking spaces.

Fieldwork also showed that while on-street residential permit parking spaces were heavily utilized, off-street residential building parking was underutilized, typically between 30-50% vacant. Staff will continue to explore options for better on-street parking management within the residential permit areas.

*Heritage* - The West End still has 124 character houses. Community members have noted that these help contribute to the area's distinct character. The plan seeks to protect these houses by allowing for new development to be built behind houses, along the lane, while protecting the house and character of the area.

The plan also identifies Cardero Street as having a particularly rich mix of architectural and historical significance that can be recognized and improved as a West End heritage walk.

*Greenest City* - The plan sets directions for environmental sustainability through building retrofits, promoting district energy opportunities, new community gardens, rain gardens, and other green initiatives. These strategies will allow overall energy use in the community to be maintained or decreased despite more people living and working here.

*Arts and Culture* - With the highest absolute number of people employed in the arts and cultural industries of any neighbourhood in Vancouver, the plan provides direction to improve access to appropriate spaces for cultural production.

*Parks and Open Space* - While the West End is well-served by parks and open space, there is a need to improve accessibility to parks and a need to accommodate recreation for seniors, youth and children, and dog facilities. There is also a need to renew the infrastructure in some cases. The plan identifies strategic improvements that better connect Stanley Park, English Bay Beach and Sunset Beach Parks. It also prioritizes improvements within parks for seniors, youth, and children.

The overall intent of the plan is to identify clear and predictable opportunities for growth and change to address long term demand for job space, new housing opportunities, and the provision of public amenities.

## **Public Benefits Strategy**

A Public Benefits Strategy ("PBS") provides strategic direction for future investments in a community over the long term. It includes six key areas that support livable, healthy and sustainable communities: community facilities, parks and open spaces, affordable housing, public safety, transportation and utilities.

Each PBS takes into account the existing network of amenities and infrastructure within the community, as well as district-serving and city-serving amenities located beyond the community boundaries. It aims to optimize the network of amenities and infrastructure that supports service and program delivery at citywide, district and local levels.

There are four key steps in preparing a PBS:

- Assessing local needs within a citywide context, including:
  - Existing amenities and infrastructure to be renewed;
  - Current gaps, deficiencies or shortfalls; and
  - New demands anticipated from population and job growth;

- Developing a strategy (including outcomes and/or targets) for addressing the identified needs;
- Providing a rough order-of-magnitude cost to fulfill the strategy; and
- Outlining a financial strategy to support the outcome-based strategy.

The West End is home to about 45,000 residents today and anticipated to grow to 52,000 to 55,000 residents by 2041. It currently has many of the amenities and infrastructure available in communities across Vancouver, including a community centre, branch library, neighbourhood house, childcare centres, local parks, social housing, fire halls, and good pedestrian and cycling networks. In addition, the West End is home to some district-serving or city-serving amenities such as the Vancouver Aquatic Centre, the West End Ice Rink and the English Bay Beach/Sunset Beach Parks and seawall. Residents also have access to nearby amenities such as Stanley Park, Second Beach Outdoor Pool, the Coal Harbour seawall, the Central Library and cultural facilities located downtown.

A number of these amenities and infrastructure are new or have been renewed or upgraded in recent years, including the Comox-Helmcken Greenway - Section 1 (2013), a one kilometre section of the English Bay seawall (2011), YMCA on Burrard Street (2010) and Nelson Park (2007). Some nearby amenities are also new or have been renewed, including pedestrian and cycling paths in Stanley Park (2003-2011), the Hornby bikeway (2010), the Ceperley playground in Stanley Park (2007), and Coal Harbour Community Centre (2000).

The key elements of the PBS are to:

- Deliver additional affordable housing with a target of 1,600 new units of social and supportive housing over the next 30 years and support the creation of additional secured market rental housing;
- Provide additional childcare with a target of 245 new daycare spaces for children 0-4 years old and 120 new out-of-school care spaces for children 5-12 years old over the next 30 years;
- Renew aging existing community facilities including the community centre, aquatic centre, ice rink and library, and renew/expand social facilities including Qmunity and Gordon Neighbourhood House;
- Improve English Bay/Sunset Beach Parks and the edge of Stanley Park to make these large green spaces more useable to West End residents; and
- Improve walking and cycling routes in the neighbourhood, guided by the City's Transportation 2040 Plan.

Achieving the above targets, especially for housing, childcare and other community facilities will require strategic and innovative partnerships and coordination with other governments, private developers, non-profit organizations and the community. Some elements in the PBS represent aspirational goals that are opportunistic in nature and require community-based and/or private fundraising to implement.

In September 2013 (RTS#10130), Council reaffirmed that heritage preservation is a citywide amenity that is enjoyed by all citizens, and often leads to cultural, social and economic

rejuvenation. As such, Council supported the use of community amenity contributions to reduce the balance of the Heritage Density Bank, and the expansion of eligible areas for receiving heritage density to include all CD-1 rezonings on a citywide basis. To achieve this vision, a modest heritage density absorption target, commensurate with the scale of anticipated development in the West End, is incorporated into the PBS to ensure a structured, long-term approach in supporting heritage conservation on both citywide and local levels.

As currently developed, the overall value of the PBS over 30 years would be between \$586 and \$630 million. Approximately 25% of the PBS involves the renewal of existing amenities and infrastructure and 75% of the PBS targets upgrading or new amenities. More detailed information is provided in the Financial Implications section below.

City staff will work with senior governments and community partners on a mid- to long-term strategy to rehabilitate and renew existing non-market housing stock citywide. Once this strategy is in place, the West End PBS will be updated to reflect the anticipated investments, timeline, partnership model and funding strategies accordingly.

The PBS is an aspirational plan that reflects the needs and desires of the community, and is intended to provide strategic direction to guide the City (including City Council, Park Board and Library Board) in making investment decisions on public amenities and infrastructure in the West End over the next 30 years. The City's fiscal capacity, emerging opportunities and evolving needs in this neighborhood and across the city will be determinates of the actual amenity package that will be delivered incrementally over the long-term horizon. As such, the PBS will be reviewed and refined periodically and integrated into the City's 10-year Capital Strategic Outlook, 3-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide level.

### **Summary of Rezoning Policy**

In recent years, there has been growing concern about the need for clear guidance with respect to rezoning applications. The proposed *West End Rezoning Policy* (Appendix C) will provide clarity about where new rezoning applications can be considered by Council and under what circumstances, while ensuring consistency with the overall West End Plan. The policy will not only focus new growth in areas appropriate for growth, but will also ensure new growth contributes back to the community by helping to deepen affordability through the provision of social or rental housing, and by contributing to West End public benefits and amenities as defined through the community plan.



## Summary of *General Policy for Higher Buildings* Amendments

The West End Community Plan identifies strategic opportunities for growth, primarily along the Georgia and Burrard ‘Corridors’. Proposed building heights (generally above 400’) identified by the plan will require an amendment to the *General Policy for Higher Buildings* (Appendix D). This will ensure new taller buildings identified by the West End Community Plan contribute towards architectural creativity and excellence while making a significant contribution to the beauty and visual power of the city’s skyline and demonstrate leadership in sustainable design and energy consumption.

Taller buildings will not be allowed to enter into established view corridors except for the Queen Elizabeth Park view, which is an unique view that includes the downtown skyline and the North Shore mountains. This is consistent with the existing approach and intent of the policy.

Recommended amendments to the *General Policy for Higher Buildings* include adjustments to the boundaries where the policy applies (see Figure 2) to include new areas for taller buildings identified by the West End Community Plan. It also requires that the policy be amended as follows:

1. For all new buildings that enter into the Queen Elizabeth View Corridor that are less than 167.6 m (550’), all existing conditions of the ‘general policy’ be met with the exception of the requirements for an international review panel and public lectures by the international panel members. Instead, the review panel would be made up of local design experts.
2. For buildings that are more than 167.6 m (550’) in height, and also for land mark buildings such as the Granville Bridge Gateway Buildings and the land mark building in axial alignment with the Burrard Bridge (see Figure 2), the enhanced review process will continue to be required. The enhanced process will include “two international design experts joining the panel in addition to the two local experts. There will be special public engagement, such as a public forum, or guest lecture, should be held featuring the guest panel members and experts to expand public discussion and education around architectural excellence and green design in Vancouver”.

Under both streams, individual projects will be reviewed upon their own individual merit and will contribute to design excellence and environmental sustainability. Council can consider this advice as part of its review of a rezoning application.

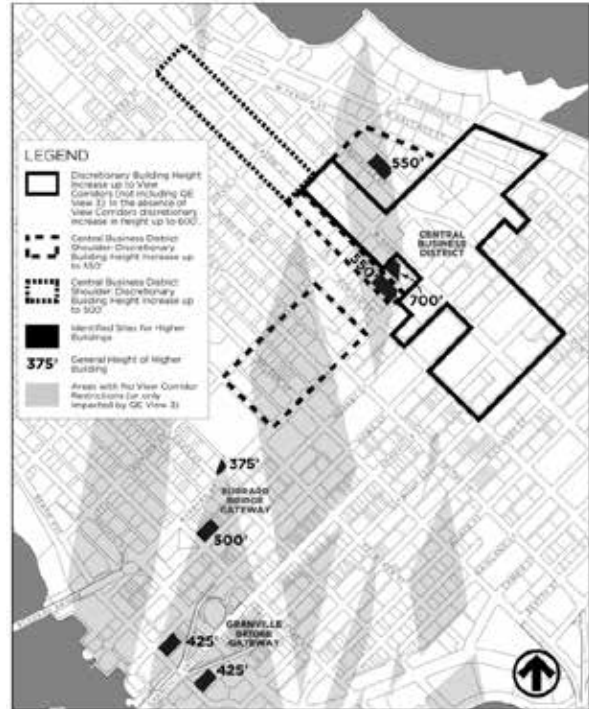


Figure 2: Amended Map for the General Policy for Higher Buildings.

## Summary of Zoning and other By-law Amendments

In addition to the *West End Rezoning Policy*, the community plan policies will also be implemented through zoning and other by-law amendments (attached as Appendices E, F, G, H, I, and J). In summary these are:

Define “Social Housing”: It is proposed that a definition of social housing be added to the Zoning and Development By-law (see section on Housing Policy for rationale) to allow for density bonusing for social housing.

### *Securing Existing Rental Apartments and Increasing the Supply of Rental through Infill Housing in the Neighbourhoods*

It is proposed that in the ‘Neighbourhoods’, low-rise laneway infill housing be permitted on sites already developed with rental housing to assist with retaining existing rental housing and adding to the rental stock where there is sufficient open space for an infill building.

### *Density Bonuses for Social Housing and Rental Housing (see Figure 1 in this report)*

The proposed RM-5D zoning district on Davie Street between Cardero and Jervis Streets provides density incentives for social housing. Density incentives for social housing or rental housing are proposed for sites on commercial streets outside of the ‘villages.’

### *Proposed Height Increase for Social Housing and Rental Housing (see Figure 1 in this report)*

It is proposed that the maximum permitted height for development on Robson Street between Cardero Street and Jervis Street be increased from 64 m to 91.4 m in cases where purpose built rental housing (all dwelling units in the building) or a minimum of 20% of the dwelling units is social housing.

### *Maintaining Existing Development Opportunities*

The proposed zoning maintains existing development opportunities regarding density, height and permitted uses except for a number of exceptions highlighted below.

### *Deleting Residential as a permitted use in the ‘Villages’*

While existing residential in the ‘villages’ will remain, it is proposed that residential be deleted as a permitted use in the ‘Villages’ to maintain these areas for commercial services, to minimize conflicts between late night businesses and residents, and to ensure the viability of the Davie Village as a centre of nightlife for the LBTSQ community. Small-scale boutique hotels will be added as a permitted use in the Denman and Davie Villages as well as other commercially zoned areas on Davie and Robson Streets and in Robson Village.

### *Maintaining the ‘Village’ character for the ‘Villages’*

The proposed zoning will not permit height increases above 18.3 metres (60 feet) to maintain the existing scale of development. No high-rises have been built in the ‘Villages’ since the 1960s.

### *Encouraging larger outdoor decks and balconies to foster livability*

The draft zoning encourages the provision of larger open decks and balconies adjacent to residences by doubling the area that can be excluded from the calculation of the permitted density.

### *Standardizing By-law Provisions*

Working with Legal Services, staff identified areas where the by-law provisions needed to be reworded to reflect current provisions, e.g. the RM provisions respecting heritage and replacing the word ‘floor space’ with ‘floor area.’

### **Active Rezoning Proposals**

Two active rezoning proposals at 1155 Thurlow Street and 1754 Pendrell Street, which meet the conditions set out in the *Rezoning Applications and Heritage Revitalisation Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted July 28, 2011) are currently being reviewed by Staff.

- The rezoning proposal for 1754 Pendrell Street was submitted in December, 2007. This proposal was submitted as an application prior to the launch of the West End Community Plan and is consistent with Policy 1 of the *Rezoning Applications and Heritage Revitalisation Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted July 28, 2011) which states:

*“Policy 1: Where, at the time of adoption of this rezoning policy, there is an active rezoning application or where an enquiry has been received, and the applicant has received a written response stating that a rezoning application would be considered, the application will be considered.”*

- The rezoning proposal for 1155 Thurlow Street was submitted in September, 2012. This proposal was submitted under Policy 5 of the *Rezoning Applications and Heritage Revitalisation Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted July 28, 2011) which states:

*“Policy 5: Rezoning applications will be considered for projects involving social and supportive housing (e.g., involving core-need and/or non-profit housing), or community care facilities or group residences.”*

Technical review and community consultation has been taking place separate to the West End Community Plan process through formal Rezoning Application processes. Staff are recommending that both proposals continue to be considered under the conditions set out in the *Rezoning Applications and Heritage Revitalisation Agreements During Community Plan Programs in the West End, Marpole and Grandview-Woodland* (adopted July 28, 2011) and anticipate being able to present a recommendation for Council’s consideration for each application separately in 2014.

### **Implementation**

The draft West End Community Plan is designed to provide a clear but flexible framework to guide positive change, development and public benefits in the West End, considering long-range and shorter-term goals. As such, the goals and directions of a community plan will also be realized through a variety of implementation tools, including:

- *Zoning & Rezoning policy* - the policy directions outlined in the draft Plan will require:
  - Changes to the RM-5, RM-5A, and RM-5B District Schedules to allow for laneway infill;

- Changes to the C-5 and C-6 District Schedules to allow additional commercial density while removing residential as a permitted use;
- A new RM-5D District Schedule to provide a density incentive of up to 7 FSR for providing 20% of floor space as social housing;
- A new C-5A District Schedule to provide a density incentive of up to 7 FSR for providing 20% of floor space as social housing or 100% market rental housing;
- Changes to the C-6 District Schedule to provide a density incentive of up to 8.75 FSR and height consideration of up to 91.4 m (300 feet) where providing 20% of floor space as social housing or 100% market rental housing;
- A new *West End Rezoning Policy* to provide guidance for the intensification of the West End to address long-term demand for job space, new housing opportunities and provision of public amenities. This policy requires that new development be focused in specific areas identified for change through the West End Community Plan and it stipulates the conditions by which new development may be considered to achieve public objectives.
- *Laneways 2.0 toolkit* - to assist in the development of laneway infill projects, supporting the goal of increased housing diversity and public realm improvements
- *Public Realm Plan* - to be developed in early 2014, pending approval of the draft community plan by City Council. This plan will identify public space improvements along the West End's four commercial streets including Davie, Denman, Robson, and Alberni streets.
- *Parking (On-street)* - to implement on-street parking policy directions, by-law amendments are required as well as Council approval of any rate or permit price changes.
- *Large site planning* - e.g. King George Secondary School/West End Community Centre site.

### Next steps

Following Council approval of the West End Community Plan, associated zoning changes to the C-5, C-5A, C-6, and RM-5D District Schedules will be referred to a Public Hearing for consideration by City Council.

In 2014, Staff will immediately begin work on implementing the West End Community Plan recommendations, including:

- Working with West End residents, business owners/operators, BIAs, and other stakeholder to prepare a detailed Public Realm Plan that will focus strategic improvements to public spaces as described in the Plan, with initial emphasis on streetscape design along Davie, Denman, Robson, and Alberni streets.
- Preparing a Laneway 2.0 Toolkit that can help guide laneway infill projects providing an easy to read step-by-step process for rental building owners to follow. This toolkit will help provide clarity and certainty for interested rental building owners who may wish to add additional rental housing consistent with the Infill Rental Guidelines.

**Implications/Related Issues/Risk (if applicable)****Financial**

The PBS for the West End comprises projects that renew existing amenities and infrastructure as well as projects that address current gaps or demands anticipated from population and job growth. As currently developed, the overall value of the PBS is estimated to be in the range of \$586 to \$630 million over the next 30 years, as noted in Table 1 below.

**Table 1: West End PBS - Overall Value and Proposed Funding Strategy**

Category	Renewal of existing amenities & infrastructure	New/upgraded amenities & infrastructure	TOTAL	City contribution (property taxes & utility fees)	Developer contribution (incl. CAC/DCL)	Partnership contribution (incl. other gov't & non-profits)
Recreation facilities	\$90-\$95 M	\$0	\$90-\$95 M	\$80-\$85 M	\$10 M	\$0
Libraries	\$5-\$6 M	\$6-\$8 M	\$11-\$14 M	\$5-\$6 M	\$6-\$8 M	\$0
Social facilities	tbd	\$18-\$20 M	\$18-\$20 M	\$1.5 M	\$11 M	\$5.5-\$7.5 M
Cultural facilities	tbd	tbd	tbd	tbd	tbd	tbd
Childcare 0-4 years old	tbd	\$23-\$27 M	\$23-\$27 M	\$4.5-\$5.5 M	\$14-\$16 M	\$4.5-\$5.5 M
Childcare 5-12 years old	tbd	\$2-\$3 M	\$2-\$3 M	\$0.5 M	\$1-\$2 M	\$0.5 M
<b>COMMUNITY FACILITIES</b>	\$95-\$101 M	\$49-\$58 M	\$144-\$159 M	\$92-\$99 M	\$42-\$47 M	\$10-\$13 M
<b>PARKS &amp; OPEN SPACES</b>	\$5 M	\$11.5 M	\$16.5 M	\$5 M	\$11.5 M	\$0
<b>HOUSING</b>	tbd	\$335-\$350 M	\$335-\$350 M	\$2 M	\$210-\$220 M	\$123-\$128 M
<b>PUBLIC SAFETY</b>	\$20-\$25 M	\$0	\$20-\$25 M	\$20-\$25 M	\$0	\$0
<b>TRANSPORTATION</b>	tbd	\$35-\$40 M	\$35-\$40 M	\$24-\$27 M	\$11-\$12 M	\$0.5 M
<b>UTILITIES</b>	\$10 M	\$20 M	\$30 M	\$10 M	\$20 M	\$0
<b>HERITAGE</b>	\$5-\$10 M	n.a.	\$5-\$10 M	\$0	\$5-\$10 M	\$0
<b>TOTAL</b>	\$135-\$151 M	\$451-\$479 M	\$586-\$630 M	\$152-\$168 M	\$300-\$320 M	\$134-\$142 M
<b>Percentage of total</b>	~25%	~75%	100%	~25%	~50%	~25%

(Note: Totals may differ due to rounding.)

Renewal of existing amenities and infrastructure are typically funded from property taxes and utility fees (“City contribution”).

Provision of new or upgraded amenities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), City-wide Development Cost Levies (CW-DCLs) and direct contributions from developers toward amenities and infrastructure upgrades (“Developer contribution”), augmented by financial and/or in-kind contributions from other governments and non-profit partners (“Partnership contribution”).

It is estimated that development in the West End will generate about \$200 million in CACs and City-wide DCLs. Approximately half of the \$200 million in cash CACs and City-Wide DCLs will be allocated to fund the eligible projects contemplated in the West End PBS. The residual amount, mostly City-wide DCLs, will be set aside to fund growth-related capital projects that are part of the city-wide amenity system used by residents in downtown or other parts of Vancouver. In addition, development in the area would contribute an additional value of \$210 to \$220 million in on-site amenities and infrastructure assets that developers would build and turn over to the City (mostly in the areas of housing achieved through inclusionary zoning/density bonusing, and underground utility infrastructure). Including the CACs and City-wide DCLs to be allocated in the West End PBS, the overall developer contributions will total approximately \$300 to \$320 million.

***Renewal of existing community facilities:*** A review of the condition of all City-owned facilities is underway, with detailed information becoming available in 2014 and 2015 which will be incorporated into the West End PBS as appropriate.

***Renewal of existing housing:*** The City will work with senior governments and community partners on a mid- to long-term strategy to rehabilitate and renew existing non-market housing stock citywide. Once the strategy is in place, the West End PBS will be updated to reflect the anticipated investments, timeline, partnership model and funding strategies accordingly.

***Heritage conservation:*** A modest heritage density absorption target, commensurate with the scale of anticipated development in West End, is included to ensure a structured, long-term approach in supporting heritage conservation on both citywide and local levels.

The PBS is an aspirational plan that reflects the needs and desires of the community, and is intended to provide strategic direction to guide the City (including City Council, Park Board and Library Board) in making investment decisions on public amenities and infrastructure in the West End over the next 30 years. The City's fiscal capacity, emerging opportunities and evolving needs in this neighborhood and across the city will be determinates of the actual amenity package that will be delivered incrementally over the long-term horizon. As such, the PBS will be reviewed and refined periodically and integrated into the City's 10-year Capital Strategic Outlook, 3-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide level.

Certain areas like housing, childcare, social and recreational programs that build on innovative partnerships with senior levels of government, charities, and non-profit organizations will require strategic alignment and coordination with partner entities.

Capital investments, especially for new/upgraded amenities and infrastructure, often result in ongoing financial implications associated with programming and facility operation, maintenance and rehabilitation. The budget impact will likely be added incrementally over the 30-year period as projects get completed and will be considered as part of the long-term financial plan.

## **CONCLUSION**

This report seeks Council approval of the West End Community Plan and the West End Rezoning Policy. It also seeks Council's direction to refer implementation tools to a Public

Hearing for consideration, including amendments to the Zoning and Development Bylaw, Downtown Official Development Plan, new Infill Guidelines, and additions to the West End RM-5, RM-5A, RM-5B AND RM-5C Guidelines.

Together with the Plan itself, as well as ongoing City programs and policies, the package is intended to help address issues and guide positive change in the West End over the next 30 years.

\* \* \* \* \*

# **West End Community Plan**

**November 2013**

**Appendix A**





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# 1.0 Introduction

With a growing population, aging public facilities, a changing climate, and an evolving economy posing both opportunities and challenges to the West End's success and its residents' quality of life, the future will be determined by how we respond to and shape change. The West End Community Plan sets the direction needed to meet these challenges and to ensure the West End continues to be a great place for all ages to live, work, learn and play.

The plan provides a clear but flexible framework to guide positive change, development and public benefits in the West End, considering long-range and shorter-term goals.

The plan complements other City efforts, such as those being made regarding livability, affordability, environmental sustainability, economic vitality, and other improvements to the well-being of Vancouver residents. The plan focuses on the physical city, and the functionality of its infrastructure in everyday lives: housing that is often too expensive, heritage resources that are at risk, local businesses that are struggling, accessibility and connections that are difficult or missing, and aging public facilities. If these challenges remain unaddressed, they will undermine quality of life.

The West End's history teaches us that change can be a good thing and that an established high density community can be a great place to call home, run a business, or experience as a visitor. The plan recognizes the assets, opportunities and ideas that emerged through a range of community conversations, understands the challenges being faced today, and provides clear direction on how the West End can grow and evolve over the next 30 years.



Aerial view of the West End with Stanley Park, Burrard Inlet, and the North Shore mountains in the background.

## 2.0 Plan Principles

The foundational plan principles embody the policies, guidelines, and actions found within the collection of citywide plans, strategies and charters that have been approved by City Council. These principles provide the overall direction for the West End Community Plan.

### Principle 1

Achieve a green, environmentally sustainable urban pattern.

### Principle 2

Support a range of affordable housing options to meet the diverse needs of the community.

### Principle 3

Foster a robust, resilient economy.

### Principle 4

Enhance culture, heritage and creativity in the city.

### Principle 5

Provide and support a range of sustainable transportation options.

### Principle 6

Protect and enhance public open spaces, parks and green linkages.

### Principle 7

Foster resilient, sustainable, safe and healthy communities.

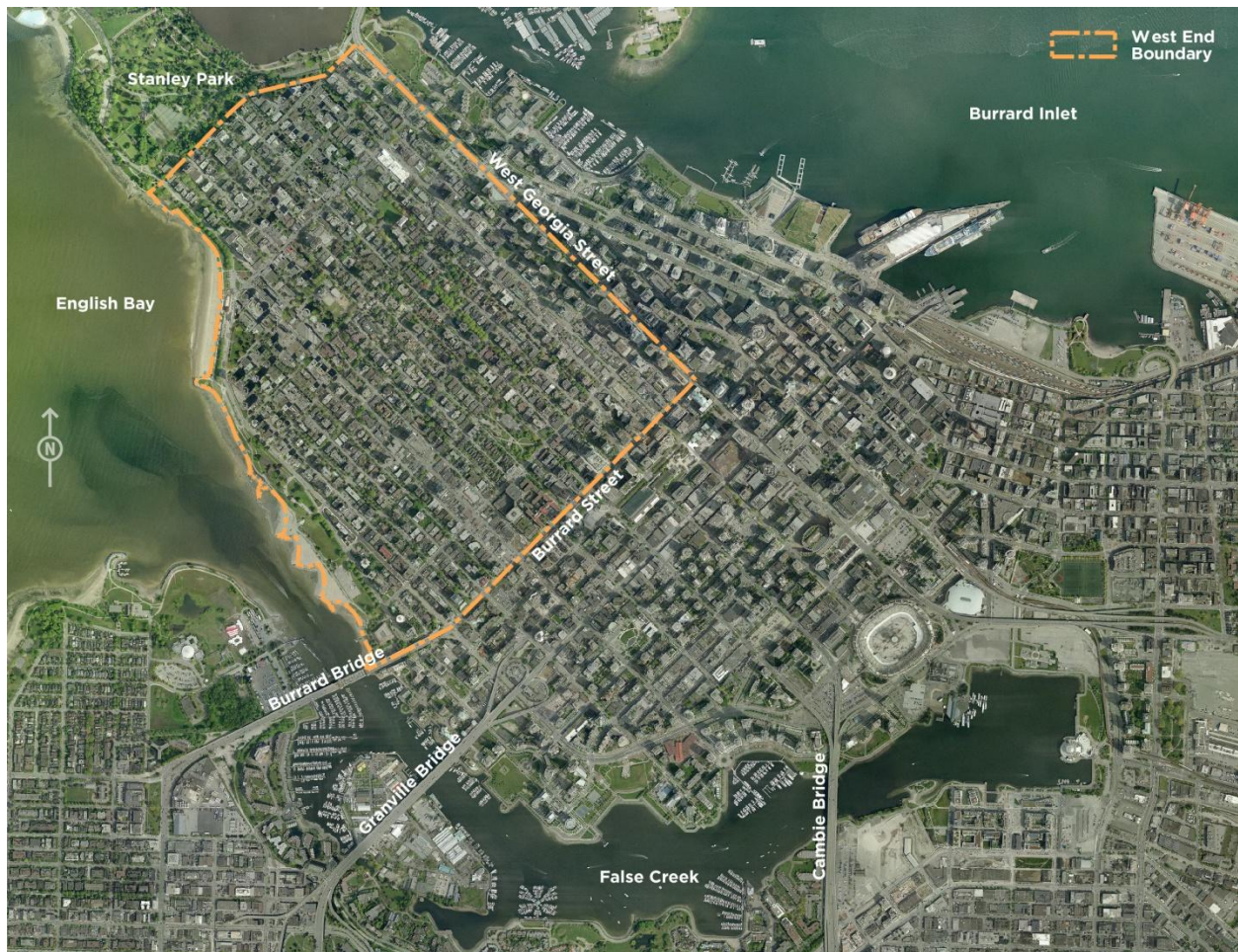


English Bay Beach Park, looking southeast towards Davie Street and Beach Neighbourhood.

# 3.0 Community Context

## Introduction

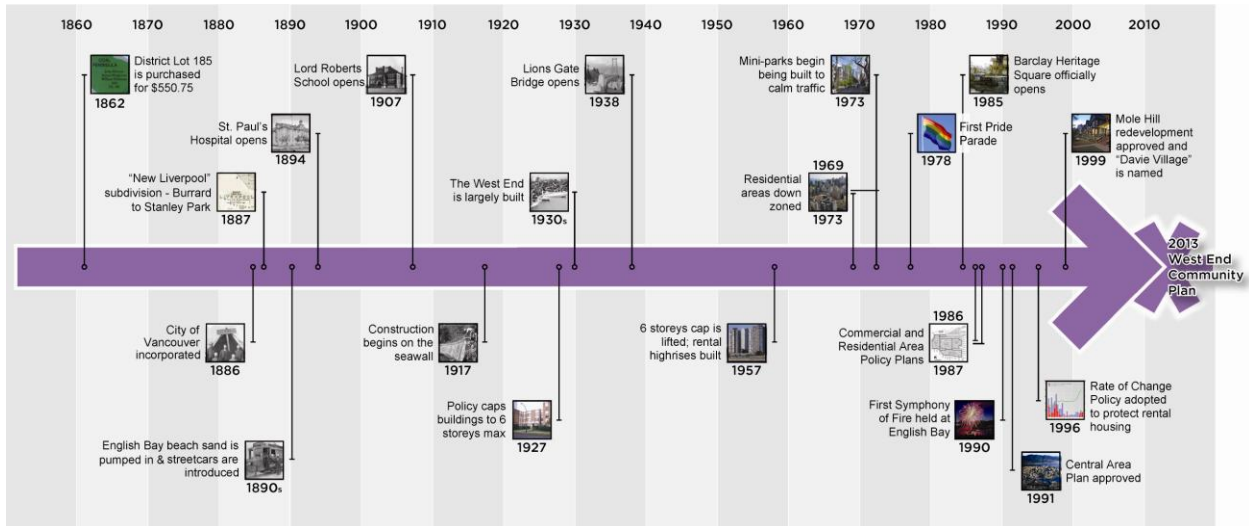
The West End is a vibrant, diverse, walkable, and densely populated community surrounded by world-class parks and beaches, as well as Vancouver’s downtown and Central Business District. It comprises 204 hectares, making up 35% of the downtown peninsula (not including Stanley Park). There are 112 city blocks in the West End.



West End Local Area boundary.

The West End is situated between West Georgia Street, Burrard Street, Stanley Park and English Bay. It includes the Davie Village—traditionally a hub for the city’s lesbian, gay, bisexual, transgender, and queer (LGBTQ) community—and Denman Street, which together provide local shopping, services and restaurants. This area also has high-end retail on Robson and Alberni Streets. The green, leafy residential streets and the diversity of building forms and architectural styles are defining elements of the West End’s distinctive character.

The community has around 45,000 residents, 23,000 jobs, and millions of annual visitors.



Key moments in the history of the West End.

**People**

The West End is a diverse community, and is home to people of all ages, incomes, ethnicities, and sexual orientations.

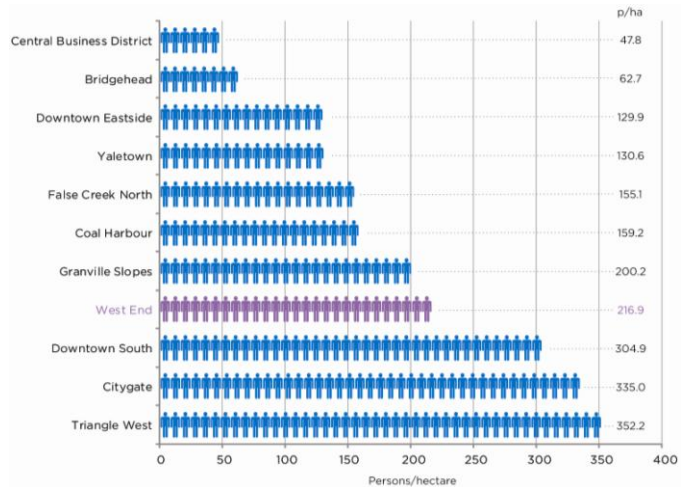
The West End’s population increased at a lower rate (19%) in the last 30 years compared to the city overall (42.8%). Currently it is the fourth most densely populated community in Vancouver. In 2011 the census population was 44,543, which was a small decline from 44,556 in 2006.

Many young adults call the West End home. The 20-39 age group is consistently the largest (48%), and is a much higher proportion compared to the city overall (34%).

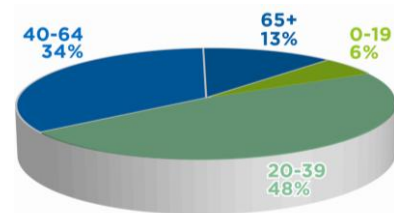
The West End contains the fourth highest density of children of any community in the city, with an average of 8.8 children per hectare. The city overall has an average of 6.4 children per hectare.

Average household size is lower in the West End (1.5 persons) than in the city overall (2.2 persons). One person households comprise 59.1% of West End households, compared to 38.6% in the city overall.

The West End, particularly Davie Village, has long been recognized as home to Western Canada’s largest LGBTQ community. This makes for a unique community identity, vitality, and vibrant social diversity.



Population density by downtown neighbourhood (2011).



West End age profile (2011).

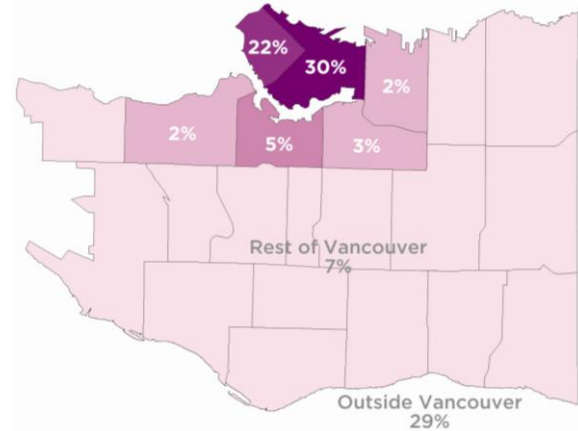
Local Area	Children/Hectare
Sunset	10.0
Kensington-Cedar Cottage	9.7
Downtown	9.1
West End	8.8
Renfrew-Collingwood	8.7
City of Vancouver	6.4

Density of children by community (2011).

The West End serves as the “landing pad” for many newcomers. Thus, while it contains 7.4% of the city’s population, it received 14% of new Vancouverites in the 2001 to 2006 period. The West End is also a highly mobile community. Nearly two thirds of residents (66.4%) moved since the last census, which is a much higher proportion than in the city overall (50.2%).

The West End is a generally modest income community. Median household income (\$38,581) is lower than in the city overall (\$47,299). The percentage of the population in low income households (32.8%) is higher than in the city overall (26.6%).

Many West End residents are able to work close to where they live, reducing the need to own a car. More than half (52%) of employed residents work in the downtown peninsula, and nearly two thirds work in Vancouver’s central area. This helps account for the West End having the highest walk to work mode share in the city.



West End residents’ location of employment.

### Evolution of Built Form

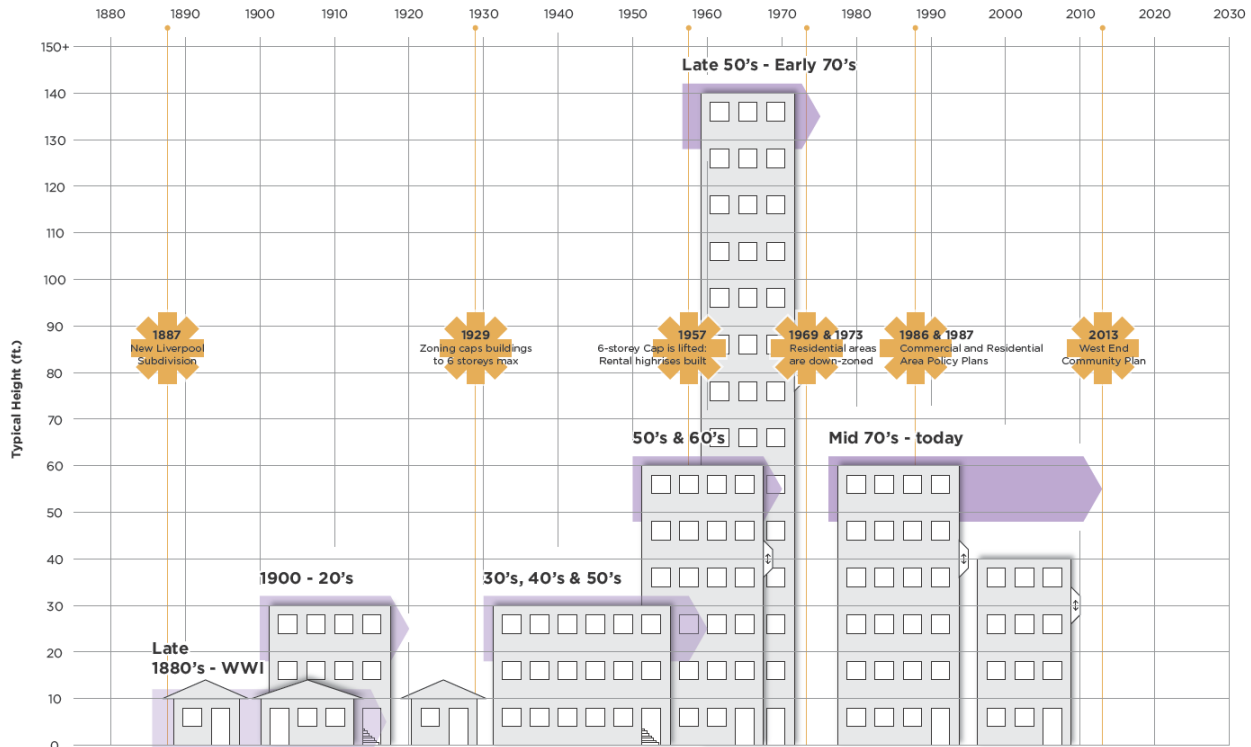
The West End has a wide variety of buildings resulting from the different phases of development as the community evolved.

Starting in the 1890s, the West End forest was logged and gradually replaced with a mix of modest and grand Victorian homes. In the 1910s, apartments were built, homes along Robson, Denman and Davie Streets (which carried streetcar lines) were redeveloped as shops, and larger homes were converted into rooming houses. City building regulations, which lasted until 1956, restricted these early masonry buildings to a maximum of six storeys, and wood frame buildings to a maximum of three storeys. During the 1930s and 40s, low-rise apartments were constructed throughout the community.

The late 1950s brought zoning changes and technological advancements that allowed for cheaper and higher quality multi-storey construction. Between 1962 and 1975, more than 220 mid- and high-rises were built. In 1969 and 1973, the residential areas were down-zoned to help address residents’ concerns about changes in their community.

In the 1980s, City Council initiated local area planning programs in the West End. The Commercial and Residential Area Policy Plans were completed in 1986 and 1987 respectively, and led to new zoning for these areas. Since 1989, most major new residential developments have occurred in the Georgia-Alberni and Burrard ‘fringe areas’.





Evolution of built form in the West End.

### Overview of Key Planning Themes

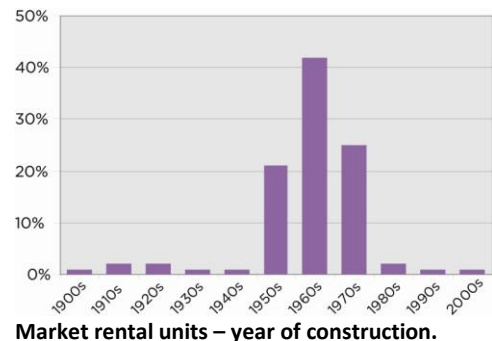
Although the West End is already a livable and sustainable community, it faces a series of challenges related to the potential loss of neighbourhood character, housing affordability and availability, local business viability, the risk of losing important heritage buildings, and the need to renew aging public facilities. While some of these challenges are bigger than can be addressed by the community plan alone, the plan aligns with other City and regional plans to provide directions and actions that can address these important challenges.

### Neighbourhood Character

The West End is well-known for its distinctive character and charm. With significant and likely ongoing development pressure in the West End, there is a risk of losing the distinct and cherished elements of the neighbourhood character both in the residential areas and along the commercial streets. While the West End has a variety of parks and open spaces, there is a need to increase connectivity and walkability between them, as well as the residential and commercial areas, to improve access to these amenities.

### Housing

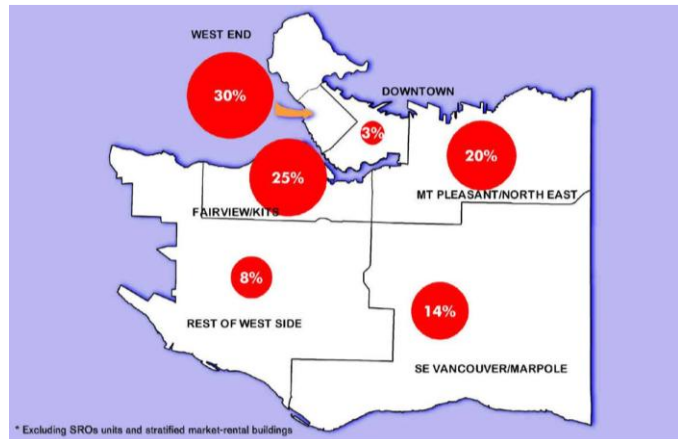
Once Vancouver’s highest density neighbourhood (1970s to 1990s), the West End has not experienced significant population growth since the early 1970s. Recent growth has been focused primarily along the Georgia-Alberni and Burrard corridor areas. Today, it is home to a generally modest income, young population, and consistently has one of the highest densities of children in the city.



The West End currently has around one third of Vancouver’s purpose-built rental housing and has the second highest proportion of renters in the city (81% of households rent). While this rental stock is aging (90% built before 1975) it is generally in good condition with significant reinvestment.

### Local Economy

The West End plays a key role in supporting downtown job growth by providing relatively affordable market rental housing for employees. The downtown is expected to gain between 27,000 to 38,000 new jobs by 2031; however limited housing capacity (approximately 1,000 new units) and diversity exist in the West End under current plans.



Share of purpose-built market rental housing by area (2009).

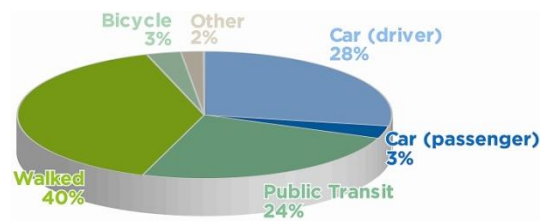
Along the commercial streets, there is a need to better connect and improve local business areas as infrastructure ages, and as commercial lease rates rise. Residents and businesses alike have also noted the need for building façade improvements along Robson, Denman and Davie Streets. Overall, there is a need to maintain and enhance the character, viability and vibrancy of these commercial streets.

### Heritage

West End residents identified heritage resources as being a very important aspect of what defines the area’s distinctive neighbourhood character. There are currently 121 buildings located in the West End that are on the Heritage Register. A significant number of these could be redeveloped under existing planning and zoning provisions.

### Transportation and Parking

Currently the West End has the highest walk to work mode share of any neighbourhood in the city (40% walk to work). However, given the proximity to the Central Business District, neighbourhood shopping and entertainment streets, and local amenities, this could be improved. Residents and businesses alike have noted the need for streetscape improvements along Davie, Denman, Robson, and Alberni Streets to improve the pedestrian experience and enhance the area for locals and visitors alike.



West End residents – journey to work mode share (2006).

Parking concerns have been raised by residents, particularly around the lack of available on-street parking, and especially short-term/visitor parking. Approximately 6,500 resident permit parking passes were issued in 2011, whereas approximately 3,500 on-street parking spaces exist. At the same time, off-street parking is underutilized as many residents opt for the less expensive on-street resident parking permits rather than rent a stall in their apartment building.

## Public Facilities

The West End is well-served by public facilities and amenities. However, they are generally aging and in need of renewal, and in some cases expansion, to meet the needs of the community.

# 4.0 Plan Process

## Path to a Community Plan

The West End Mayor’s Advisory Committee (WEMAC) was a pilot project intended as an interim measure to a formal community planning process being undertaken for the West End. It was established by City Council in July 2010. WEMAC was responsible for communicating community priorities to the City in its planning and policy development and for helping to communicate City policy initiatives that were of interest to West End residents.

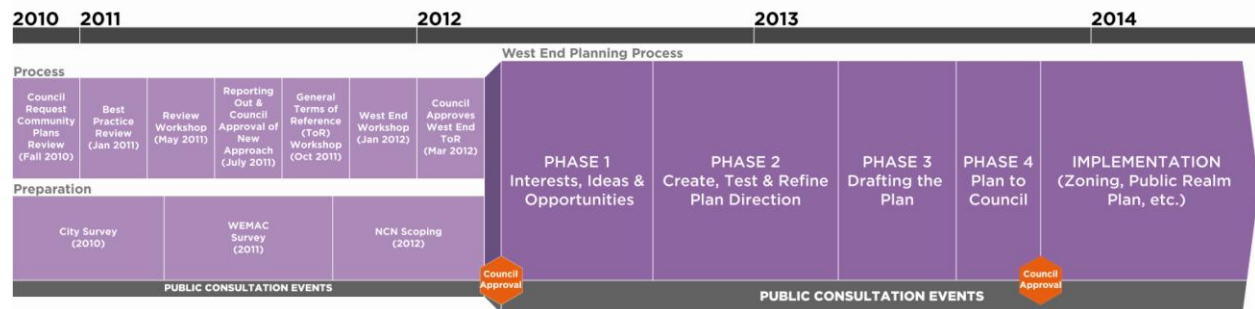
In July 2011, Council directed City staff to begin a community planning process in the West End. WEMAC was dissolved in late 2011 prior to the launch of the West End community process in April 2012.

Prior to the launch of the planning process, two public surveys were undertaken in 2010 (by City staff) and 2011 (by WEMAC) that identified community needs and priorities in the West End. The results helped focus the initial scope of the process.

The following priorities emerged from the two surveys and an initial stakeholder workshop, and were explored in the planning process: Housing; Transportation and Parking; Neighbourhood Character; Local Economy; and Heritage (see Chapter 3: Community Context).

The West End community planning process took place over 20 months, starting in April 2012, and was completed in four phases.

## West End Planning Process



There were a wide range of opportunities for individuals and organizations to get involved, share ideas, and provide feedback throughout the process. The following were the main objectives of each phase:

### Phase 1 – Values

- Identify the community ideas, interests and opportunities for the plan, which formed the core community values (see below).

### Phase 2 – Plan Directions

- Develop and seek input on the emerging plan directions.
- Based on input, refine the plan directions.

### Phase 3 – Drafting the Plan

- Confirm and further refine the plan directions with additional input.
- Create a draft plan.

### Phase 4 – Plan to Council

- Present the draft plan for final public input and to Council for approval.

Existing citywide and regional plans, policies, strategies or charters approved by City Council played a role in guiding the planning process. This policy was ‘scaled’ to respond to specific community considerations identified in the West End.

Throughout the planning process, technical work for City staff included review and analysis of input, data and policy materials; land use planning and urban design; engineering assessments; and inter-departmental review of materials (including Housing Policy, Heritage Group, Engineering, Cultural Services, Social Policy, and Park Board).

## Consultation and Outreach

The size, composition and diversity of the West End community required innovative approaches to consultation and outreach to ensure wide participation in the planning process.

Staff engaged with and received input from a broad range of people to understand the issues and then to help develop and refine the plan directions and policy. Residents (renters and owners), business owners, BIAs, community groups, seniors, youth, developers, the LGBTQ community, multilingual groups, heritage advocates, service providers, academics and others all participated in the process. Engaging many viewpoints helped ensure the planning process was inclusive and incorporated input reflective of the West End’s diversity.

A wide range of consultation and outreach activities and events was used throughout the planning process to involve individuals and organizations in a variety of ways. For example, community circles brought together groups of friends, neighbours and business owners to explore planning issues and generate ideas for the plan. A number of workshops and mapping sessions involved children, youth and seniors. Questionnaires were used to identify key ideas, issues and opportunities for the plan, and to confirm and refine the plan directions. Partnerships with community groups, BIAs and other organizations helped maximize the effectiveness of outreach and consultation. (See below for images from the West End Photo Competition and the West End Youth Art Jam.)

Overall, staff made particular efforts to engage with the community and explore issues and ideas by being out and about in the West End, through “walkshops”, walking tours, an Ideas Fair, attending numerous community events, and other approaches. “Action While



**Multicultural community circle.**



**Local food systems workshop.**



**Davie Street “walkshop”.**

Planning” pilot projects allowed people to experience the potential of various public space improvements (see below).

Throughout the process, staff also held meetings, workshops and discussions with key stakeholders, community groups, City Advisory Boards, and others to provide updates and receive input.

Rather than focusing resources into a ‘plan by committee’ approach, resources were focused on undertaking broad, meaningful community-wide outreach. As part of this strategy, in an effort to improve outreach, the West End Neighbourhood Champions Network (NCN) was established to provide advice on matters of public involvement and to assist with outreach to encourage wide participation in the public engagement process. The group was critical to achieving broad, inclusive and innovative engagement throughout the community.



Outreach at West End Farmers Market.



Asset mapping session with children.

## Core Community Values

Phase 1 consultation identified the six core West End community values which, along with the key concerns, helped inform the plan directions developed in Phase 2:

### Diversity

The West End prides itself as a diverse community that includes people of all ages, incomes, ethnicities and sexual orientations, and that has an eclectic range of building ages, styles, tenures, heights and densities.

### Villages

Three distinct local business areas (villages) provide shopping, services, amenities and a vibrant experience for locals and visitors alike. These should be strengthened and celebrated!

### Green and Leafy

The mature green, leafy residential streets provide a quiet, relaxing experience where neighbours converse, gardens flourish, and people regularly stroll by.

### Walkability

West Enders love to walk! The community has the highest percentage of people in the city who walk to work, and the vast majority of people walk to get around locally.

### Culture

The West End enjoys a range of cultural places and spaces that add to the livability, character and identity of the community. They help meet creative, social and cultural needs and are valued as spaces that need to be maintained and upgraded as the community grows.

## Public Facilities (Recreational and Community Facilities)

Public spaces and facilities, such as the Seawall, West End Community Centre, Joe Fortes Library, Qmunity, Aquatic Centre, and Barclay Heritage Square, are highly valued by West End residents. These important places are viewed as being critical to ensuring livability, especially when space is at a premium in a high density community. These spaces and facilities will have to be maintained and upgraded to meet community needs.

## Action While Planning

“Action While Planning”, or pilot projects launched during the planning process, was an important element of the innovative approach to engagement in the West End. These projects showcased various public space enhancements to demonstrate some of the potential improvements that aligned with the emerging plan directions. Planning for and launching the projects broadened engagement with the community, built important partnerships and relationships (with local BIAs, non-profit organizations, community groups, and others), and increased overall awareness of the planning process.

Examples of Action While Planning projects:

### Urban Pasture

A semi-permanent public seating structure (“parklet”) was installed on the south side of 1000-block Robson Street, near Burrard Street, in July 2012. The “Urban Pasture” parklet includes built-in seating and landscaping, and occupies three on-street parking spaces. It provides a place for sitting and relaxing, as well as additional walking space in an area where the sidewalk is particularly narrow. Urban Pasture demonstrates the potential for expanding public space into the curb lane when full time on-street parking is permitted.



### Cardero Street Mural

In partnership with the West End Community Plan team and VIVA Vancouver, a local West End artist/resident brought together a group of interested volunteer artists and local residents to design and paint an on-street mural on Cardero Street, between Comox and Nelson Streets, in September 2012. The painting session was open to anyone who wanted to join in, and it was a great success. The program brought together a diversity of participants, and the colourful mural artwork was greatly appreciated by passersby.



### Pedestrian Safety Improvements

Several intersections throughout the West End were identified as needing safety improvements through community consultation and reviews of ICBC collision data. In response, a new pedestrian activated traffic signal was installed in July 2013 at the intersection of Denman and Pendrell Streets. Construction of an additional pedestrian activated signal at the intersection of Robson and Bidwell Streets is currently underway, with completion expected by the end of 2013.



### Davie Village Rainbow Crosswalks

In July 2013, to mark the 'Heart of Davie Village', permanent rainbow crosswalks were painted at the intersection of Davie and Bute Streets to celebrate the 35<sup>th</sup> anniversary of Pride and to mark the historical and cultural importance of the Davie Village. The eight colour rainbow scheme reflects the original Pride flag colours from 1978, symbolizing diversity and inclusivity, characteristics that help define the community.



### Heart of Davie Village Plaza

Also in the 'Heart of Davie Village', a new public plaza was installed in July 2013 on Bute Street between Davie Street and the laneway south of Davie Street. Including colourful picnic tables, enhanced landscaping, and decorative lighting, it provides a space for recreation and play, gathering and socializing, and programming and events. It is intended to be a "canvas" for creative use by community groups and others.



### Removal of Rush Hour Parking Regulations

After reviewing parking regulations and traffic volumes along Robson, Denman and Davie Streets, it was determined that peak hour traffic volumes had decreased significantly in some sections over the past 15+ years. This provided the opportunity to pilot the removal of the rush hour regulations and restore full-time parking. In August 2013 the rush hour regulations were removed from Robson, Davie and the west side of Denman. Maintaining full-time parking helps support local business, makes sidewalks more comfortable, and creates opportunities to re-purpose parking for public spaces such as parklets.







Collage of the photographs submitted to the West End Photo Competition, held during Phase 1 of the planning process. Photographs were submitted for three categories: Hot Shots (the cool urban vibe), Green Scene, and Gems (special places or people).

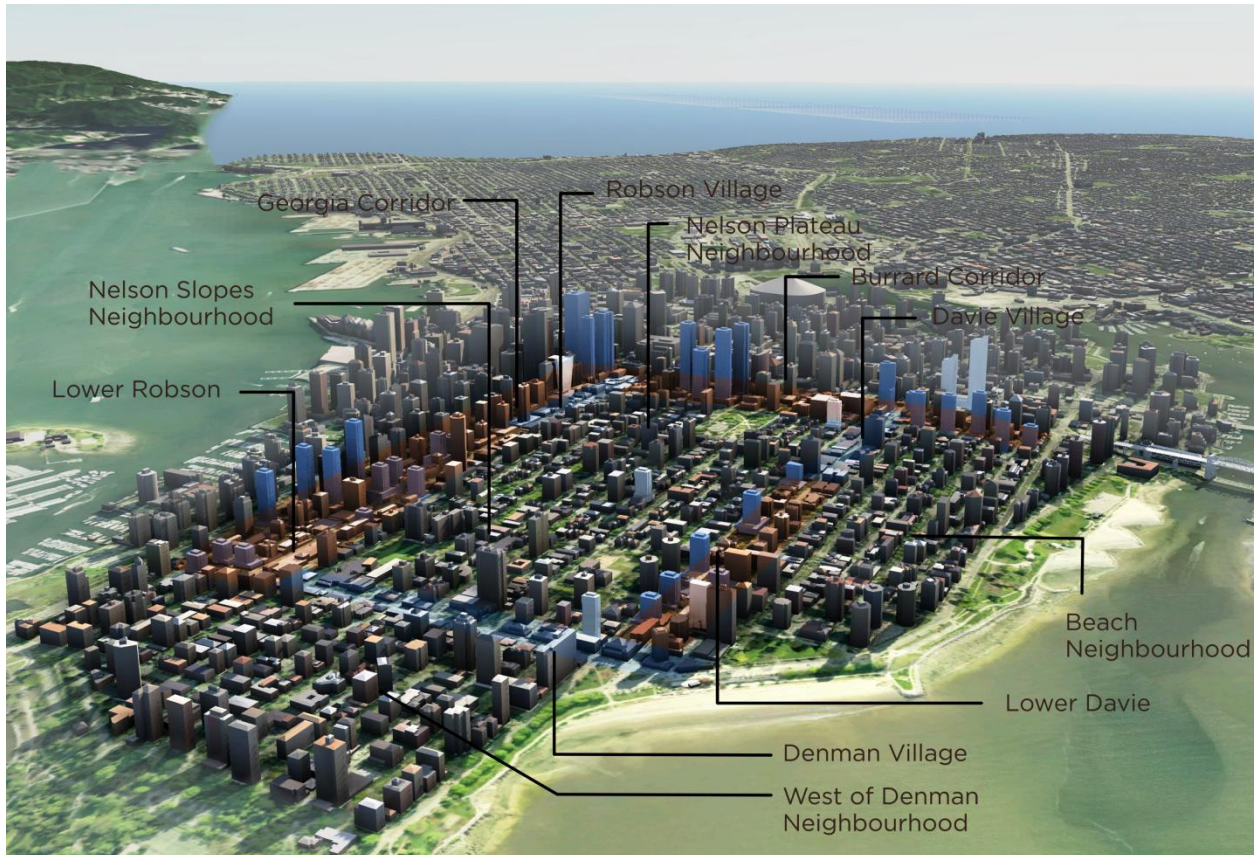


Images of the canvases created at the West End Youth Art Jam, held during Phase 3 of the planning process in the Spice Gallery at the Empire Landmark Hotel. Participants expressed what they loved about the West End, creatively visualizing “My West End is...” or “My West End will be...” through art.

# 5.0 Plan Summary

## Vision

People are what make a great community. Building upon its rich history, unbeatable location, and diversity of people, the West End embraces its natural and built assets that make it so livable, celebrates its distinctive character, and fosters a mix of people, places and spaces that contribute to a vibrant, resilient community.



Rendering showing potential 30 year build out of the community. Light grey buildings indicate those under construction or in the approval process; blue buildings illustrate plan development estimate.

## Plan Summary

Throughout 2012, the community came together to identify the key ideas, interests and opportunities for the plan, forming the core values, and a plan began to take shape.

West Enders value the green, leafy character of the four established Neighbourhoods, the three distinct and vibrant commercial Villages, and the growing Central Business District.

Deepening housing affordability and meeting the needs of a growing community are a priority. The plan identifies new rental housing opportunities, including for families with children. The plan also identifies new opportunities for home ownership close to local business areas and services, and has a goal of providing over 1,500 new homes for people in need.

West Enders love to walk! The plan aims to make it easier and more enjoyable for people of all ages and abilities to get around the West End, particularly by walking. Denman, Davie, Robson and Alberni Streets will be improved with wider sidewalks, decorative lighting, enhanced transit accommodation, and new public spaces for the community to enjoy. Enhanced north-south and east-west connections will improve pedestrian and bicycle access within the West End and to the beach, parks and downtown.

Residents have identified the West End's remaining 124 character houses as a key aspect of the area's distinct character. The plan seeks to protect these houses by allowing for new development to be built behind houses, along the laneway, while preserving the house and character of the area. This will be supplemented with greener, more walkable laneways, which help contribute to community pride and social interaction.

Arts and culture contribute to the community's distinct character, as well as the local economy. The plan identifies opportunities to upgrade and increase space for cultural activities and to improve access to public art.

The plan seeks to support and strengthen the local economy by enhancing the West End's distinct commercial areas, providing additional job space opportunities, and supporting local business viability.

The plan also sets directions for environmental sustainability through building retrofits, promoting district energy opportunities, new community gardens, rain gardens, and other green initiatives. Overall energy use in the community will be maintained or decreased, despite more people living and working in the area.

The West End Public Benefits Strategy will address the renewal and improvement of the aging public facilities such as the library, community centre and other facilities and amenities that meet the needs of a growing and changing community.

# 6.0 Built Form Guidelines

## Introduction

The following built form principles are meant to provide guidance for new development within the West End. Specific guidelines also help guide new growth within the residential and commercial areas, recognizing the distinct contexts and considerations of these areas.

The guidelines are organized in the following way:

- West End RM-5, RM-5A, RM-5B, RM-5C, and RM-5D Guidelines: Guidelines specific to the residential areas that reflect the desire to recognize and build upon the cherished West End neighbourhood character including tower separation requirements, and guidance for Laneways 2.0.
- West End C-5, C-5A and C-6 Guidelines: Guidelines specific to the West End’s commercial streets, providing specific considerations for the Villages and the Lower Robson and Lower Davie areas (to be prepared as part of plan implementation).

In addition to the built form principles and guidelines, the City currently requires all new buildings to achieve a high level of sustainability. See Section 15.3: Green Building Design of this plan and the City’s Green Building and Green Rezoning Policies for more information.

## Built Form Principles

Livability and neighbourliness stem from a varied and complex context. The dimensions of this context include: neighbourhood character, prevailing density pattern, site size, site orientation, neighbourhood building forms, siting and suite orientations, heritage values, intended residents, building technologies and materials, and architectural ideals.

The plan uses a principled approach to shape how and where growth and development occurs and the appropriate built form. The following citywide contextual design principles provide structure and guidance to the more detailed policy, guidelines and regulations to be applied throughout the community.

### Seven Built Form Guiding Principles

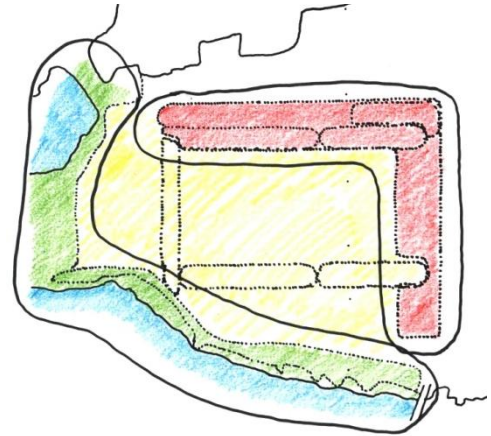
#### Reinforce the Dome-Shaped Skyline

New development opportunity should reinforce the legibility of the downtown’s recognized dome-shaped skyline when viewed from longer distances. Appropriate form and scale to “fill the gaps” can strengthen the image of the city.



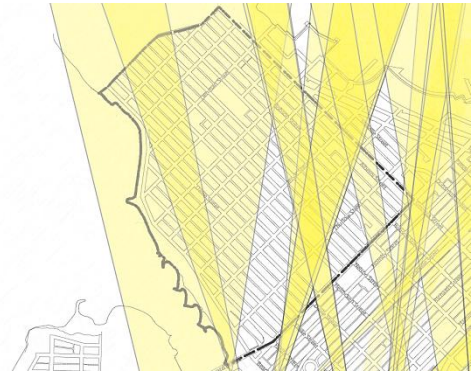
### Strengthen the Urban Frame

Recognize the Thurlow-Burrard and Georgia-Alberni corridors as two edges of an “urban frame” to the lower, existing scale of the West End. Intensify these corridors towards greater clarity, and contrast with, the established neighbourhoods.



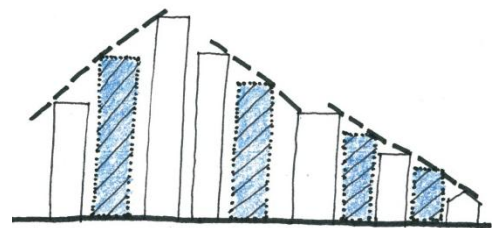
### Adhere to Prevailing View Corridors

Support Council approved view corridors (protected public views) towards shaping the evolving skyline, while also recognizing the need for spatial separation of higher buildings from the more localized scale of the Davie, Denman and Robson Villages.



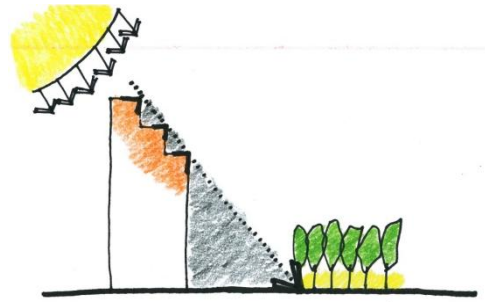
### Recognize Transitional Role in Form and Scale

Ensure a thoughtful urban design response for new development opportunity by recognizing the local, contextual role new built form can offer in mediating between established development and respective sites. Form and scale to “fill the gaps” can strengthen the image of the city.



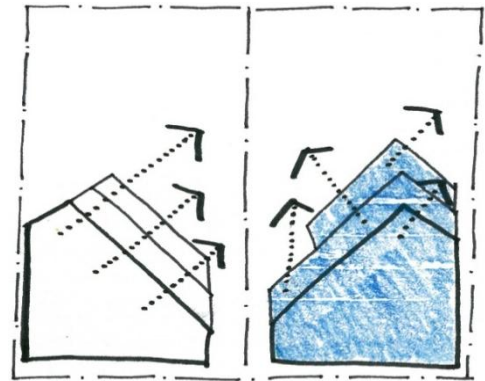
### Demonstrate Shadowing Performance

Ensure that new development does not adversely impact shadowing on recognized public open space and Village areas as a performance measure to ensure that these spaces have solar access when citizens are typically more active.



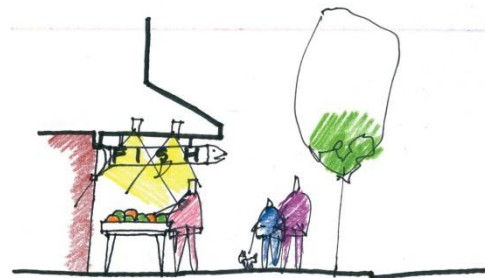
### Responsive Form to Private Views

New development should be responsive to adjacent and nearby private views by shaping built form to optimize performance. Responsive building forms can help achieve a distinctive architectural identity.



### Ground Oriented Focus in Uses and Public Realm Quality

New development needs to contribute to public realm vitality by contributing active uses towards pedestrian interest as well as thoughtful building, tenancy and related public realm design quality.



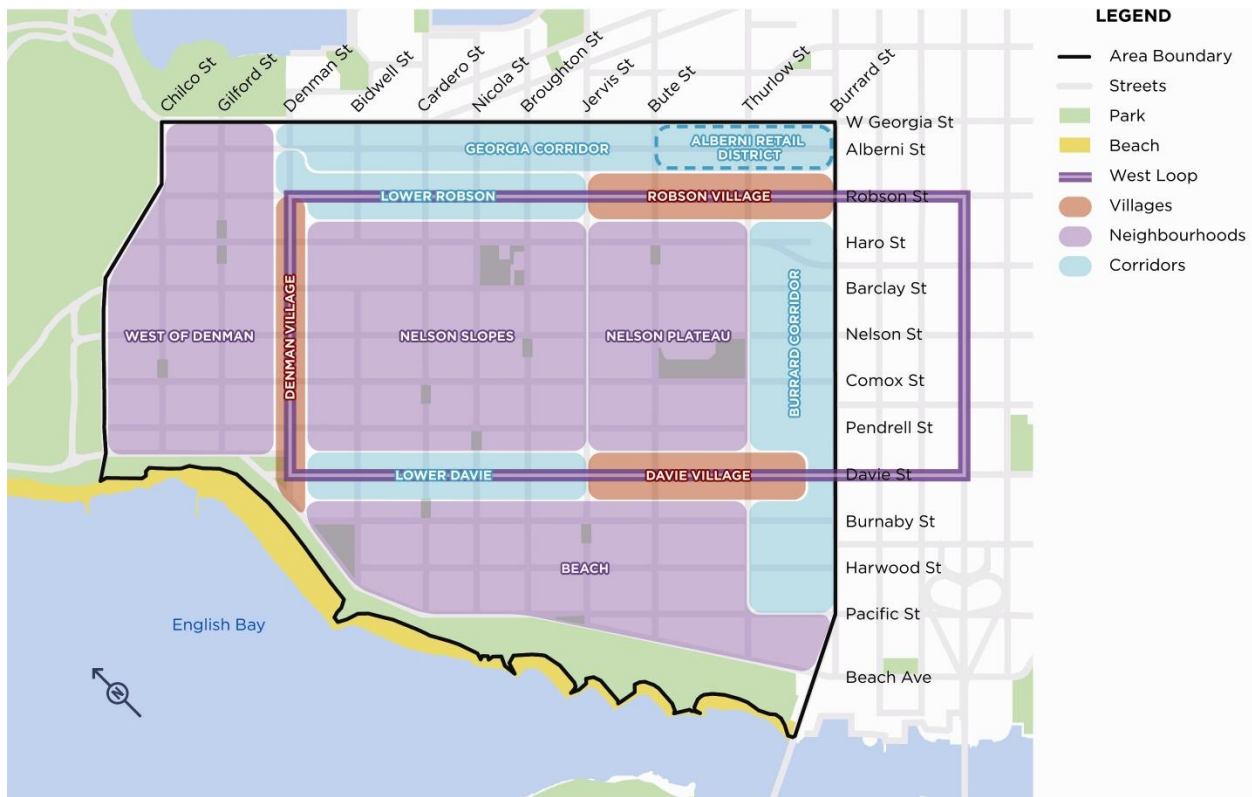
# 7.0 Places

## Introduction

The West End is a mixed community with a variety of homes, local businesses, and community amenities. The land use pattern has evolved since the first plans for the City of New Liverpool (what became the West End) were sketched up in the mid-1860s. Land use and built form continued to transform the West End as it transitioned from a primarily single-family community in the late nineteenth century to today’s vibrant, high density community. The plan approach considers the varied context and character of the neighbourhoods and sub-areas within the West End.

## A Community of Distinct Character Areas

The West End is one community, but is made up of several distinct areas that help define its character. Based on community input, and analysis of built form, history of change, and other key considerations, three general character areas emerged for the West End: Villages, Neighbourhoods, and Corridors. For the plan, they provide an overall framework for how the community can grow and change, while recognizing the diversity within each of these areas.



West End character areas.

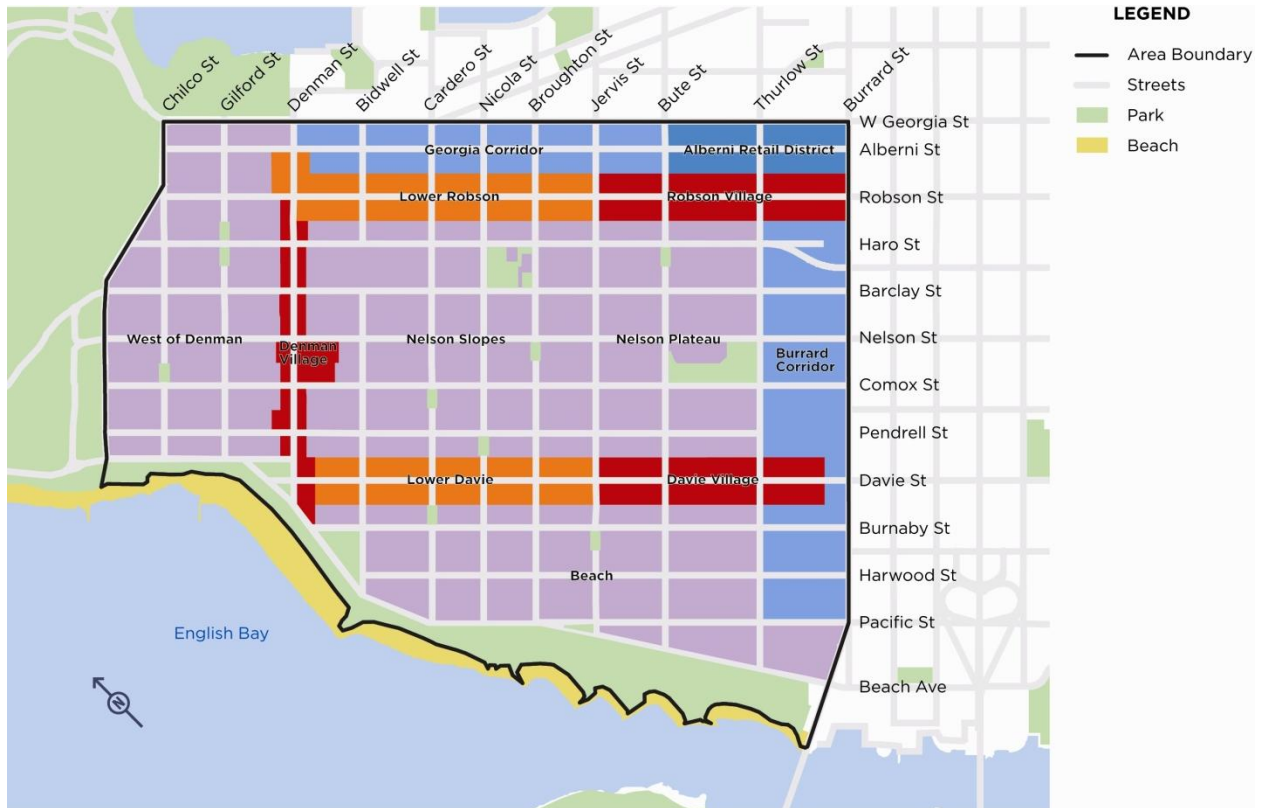
Within the general character areas are several sub-areas, each having a distinct identity, context and built form. The plan seeks to build on the existing character and context in each sub-area, strengthening and enhancing their identities, while advancing directions for the overall community.



## How This Chapter Works

For each sub-area in the West End, the following information is provided:

- A high level description of the sub-area’s character, including public realm and built form elements;
- Street-level and bird’s-eye views of selected areas in the sub-area;
- Specific heights, densities and land uses for proposed buildings; and,
- Section drawings of selected representative areas in the sub-area showing the anticipated massing, height and land use of possible new development, including the interface to adjacent properties.



**West End sub-areas.**

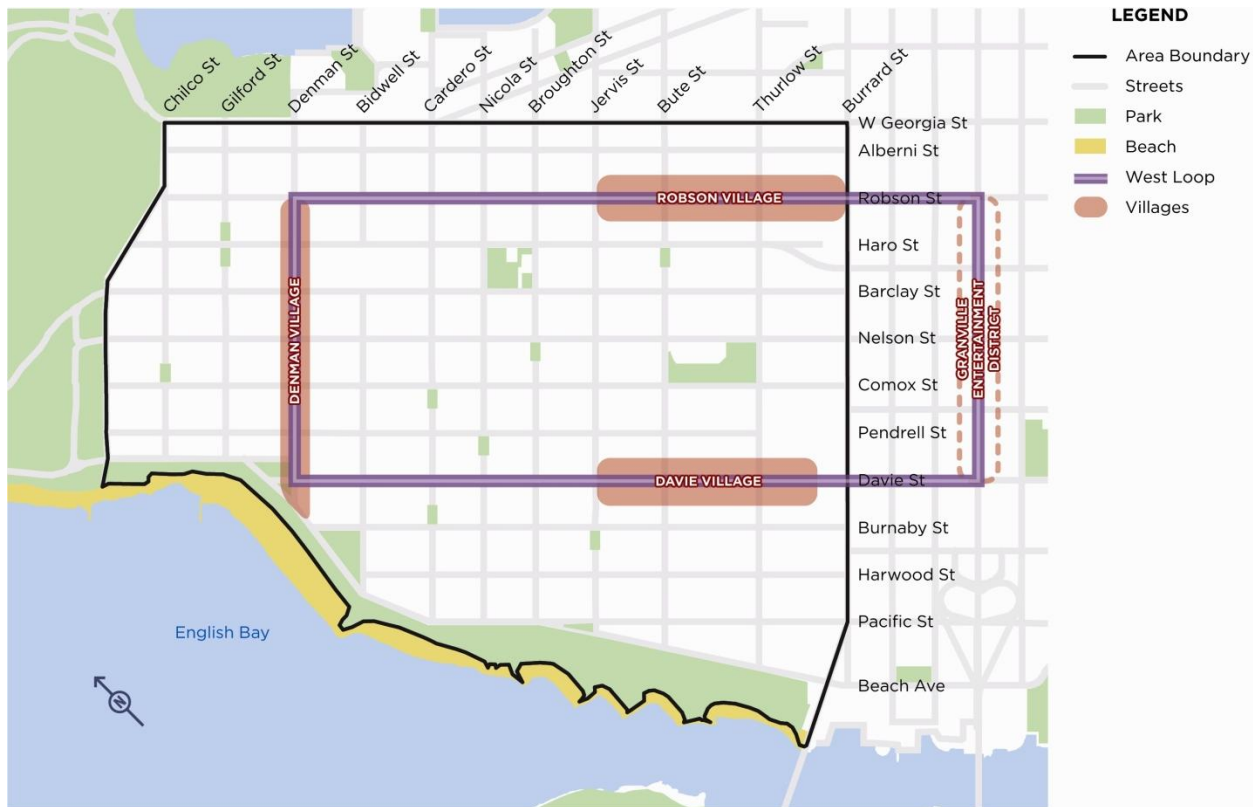
For additional guidance with respect to building form, see Chapter 6: Built Form Guidelines.

## 7.1 Villages

Three distinct, primarily low-rise Villages help knit the community together and provide opportunities for locals and visitors alike to shop, work, and play during the day and at night.

### Overall Directions

- Encourage local business areas that are easily accessible, and reflect the local scale and character.
- New buildings should generally be between 2-4 storeys in height to maintain the low-rise commercial character and to maximize sunlight on the sidewalks.
- Recognize and celebrate three vibrant and distinct Robson, Denman and Davie Villages as places to gather, socialize and celebrate.
- Establish strong pedestrian and transit connectivity to link the Villages together as distinct destinations along the 'West Loop'.



West End Villages.

### 7.1.1 Robson Village



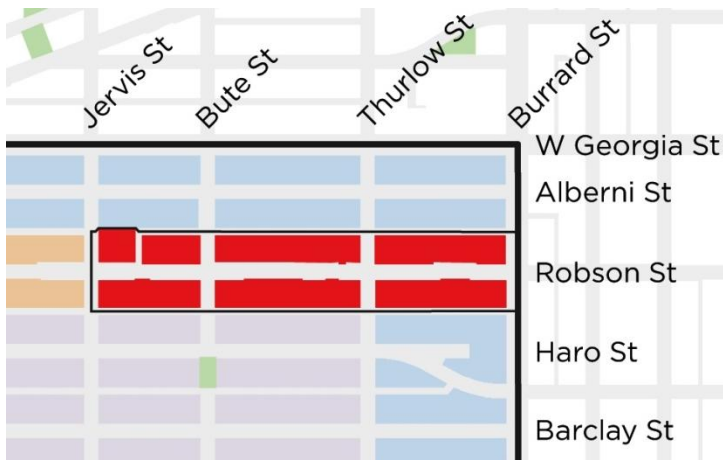
Location of Robson Village in the West End.



North side of Robson Street east of Thurlow Street.

#### Character

Robson Village serves as a major regional shopping and entertainment district, with primarily low-rise buildings built between the 1960s and 1990s. It provides a strong connection between the older West End neighbourhoods and the Central Business District. The sidewalks in Robson Village have some of the highest pedestrian volumes in the downtown.

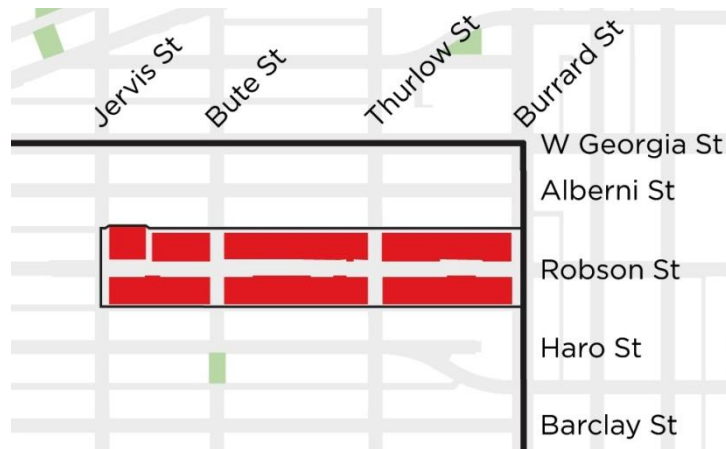


Robson Village sub-area.

Robson Village will be strengthened as a regional shopping and entertainment district.

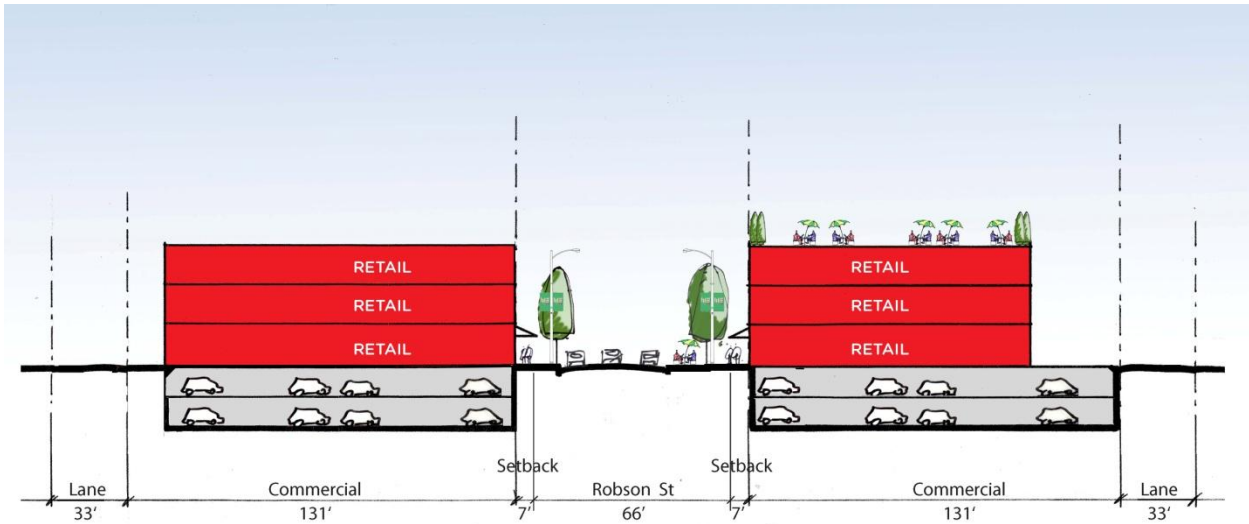
**Policies**

- Strengthen as a regional shopping and entertainment district with continuous active commercial frontages, weather protection, and patios in building setback areas and on rooftops.
- Building heights: up to 21.3 metres (70 feet)<sup>1</sup>
- Density: up to 3.0 FSR<sup>1</sup>



<sup>1</sup>Applies to area indicated on this map.

- Limit residential development to ensure vibrancy at all times of the day.
- Increase allowable commercial uses (e.g. offices and boutique hotels).
- Retain and enhance the lower scale buildings through reinvestment and façade improvements.
- Sculpt built form to maximize sunlight on the sidewalks, particularly during the afternoon and early evening when Robson Village is busiest.
- Ensure buildings provide visual interest and a comfortable atmosphere with large transparent windows, narrow frontages and canopies or awnings.
- Review and improve City permit processes for small business improvements or upgrades to support local business viability.



Robson Village: typical section.



Conceptual illustration of Robson Village between Thurlow and Bute Streets, looking northwest, showing potential public realm enhancements, rooftop patios, and infill housing along the adjacent laneway. (See also Sections 7.2.1: Laneways 2.0, 9.1: Walking, 10.2: Commercial Streets, and 10.3: Plazas and Parklets.)

### 7.1.2 Denman Village



Location of Denman Village in the West End.



Denman Street at Comox Street, looking southwest.

#### Character

Denman Village is often considered to be the West End’s ‘main street’ and summer time beach stroll. It provides important walking and transit connections between English Bay, Davie Street and Robson Street, and offers views to the water at both ends as well as to the North Shore mountains. Denman Village has primarily low-rise buildings and contains a mix of local businesses and community amenities including the Joe Fortes Library, West End Community Centre, and King George High School.

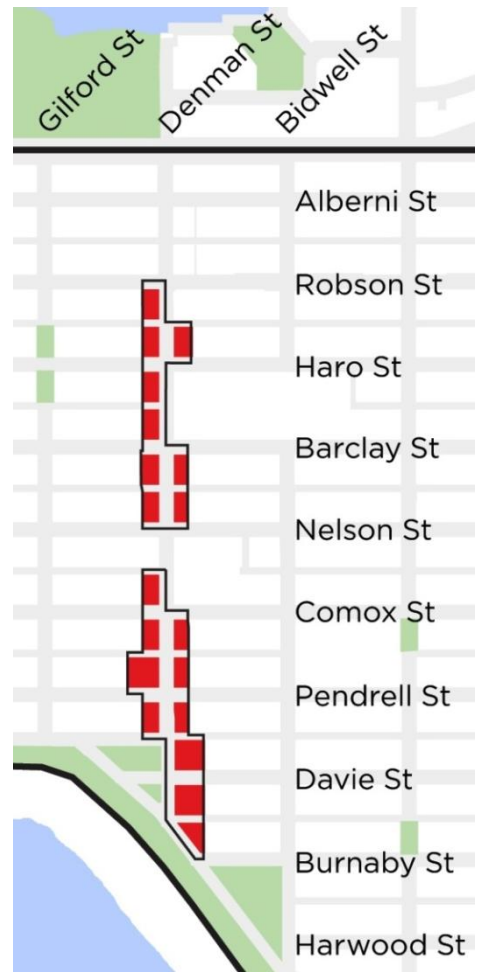
Denman Village will be strengthened as the West End’s ‘main street’ lined with local businesses and community facilities. It will retain its sunny, primarily low scale business-oriented character and allow for comfortable pedestrian movement and gathering.



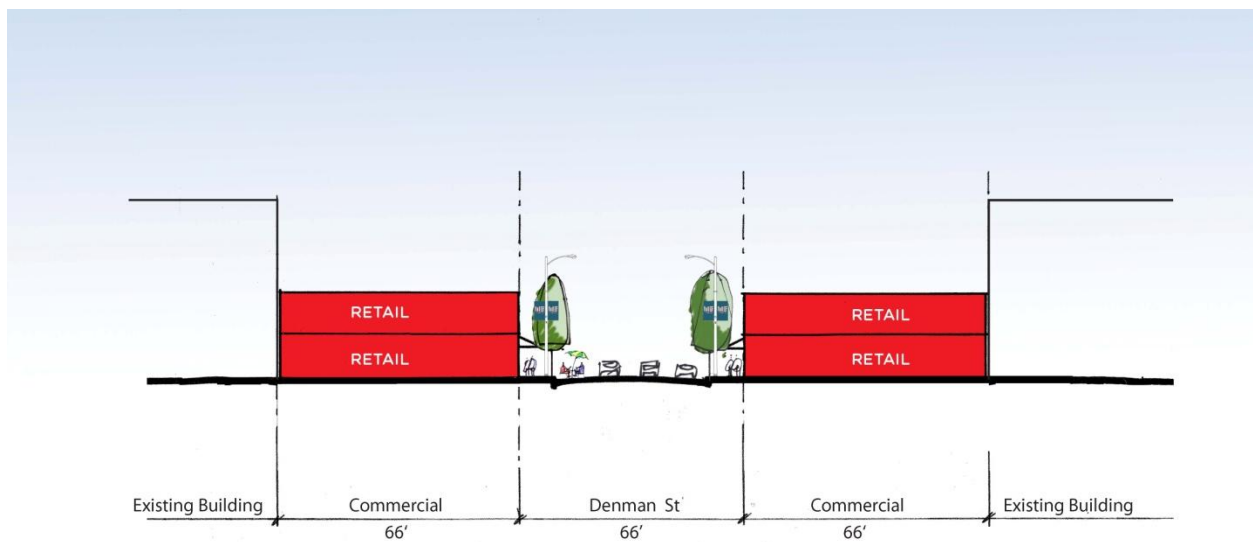
Denman Village sub-area.

**Policies**

- Strengthen as the West End’s ‘main street’ lined with continuous active commercial frontages, weather protection, and patios in building setback areas and on rooftops.
- Building heights: up to 18.3 metres (60 feet)<sup>1</sup>
- Density: up to 2.2 FSR<sup>1</sup>
- Limit residential development to ensure vibrancy at all times of the day.
- Increase allowable commercial uses (e.g. offices and boutique hotels).
- Retain and enhance the lower scale buildings through reinvestment and façade improvements.
- Allow commercial and community facilities/spaces above the first floor level.
- Sculpt built form to maximize sunlight on the sidewalks, particularly during the afternoon when Denman Village is busiest.
- Ensure buildings provide visual interest and a comfortable atmosphere with large transparent windows, narrow frontages and canopies or awnings.
- Review and improve City permit processes for small business improvements or upgrades to support local business viability.



<sup>1</sup> Applies to area indicated on this map.



**Denman Village: typical section.**

### 7.1.3 Davie Village



Location of Davie Village in the West End.



Davie Street at Bute Street, looking west.

#### Character

As a local serving business street, nightlife area, and hub for the LGBTQ community, Davie Village is a vibrant district catering to locals and visitors alike during the day and late into the evenings. It is a walkable place with primarily low-rise buildings that embraces celebration, socializing and having fun. Situated at the crest of a hill rising from English Bay, the Village itself is relatively flat and helps knit together the surrounding high density neighbourhoods in the West End and Downtown South.



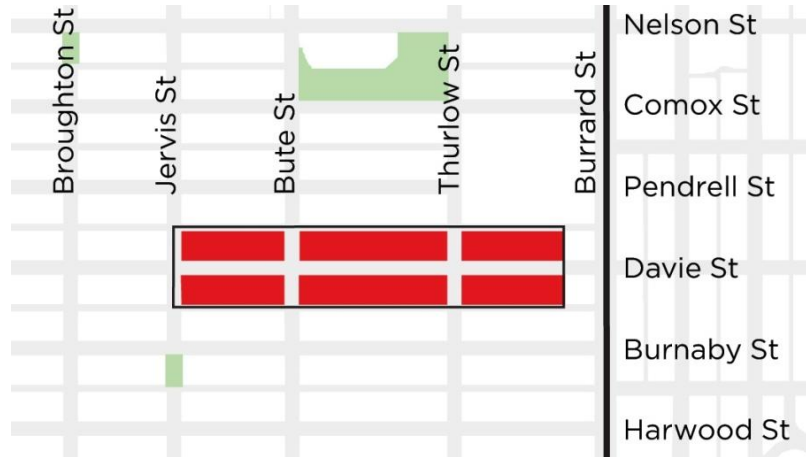
Davie Village sub-area.

Davie Village will be strengthened and enhanced as an area for local business and nightlife. Its distinct flavour as the gay village will be recognized and celebrated through the use of colour and lighting, and enhanced as a space for local celebration, events, and gathering. Community events and programming will be encouraged and supported.



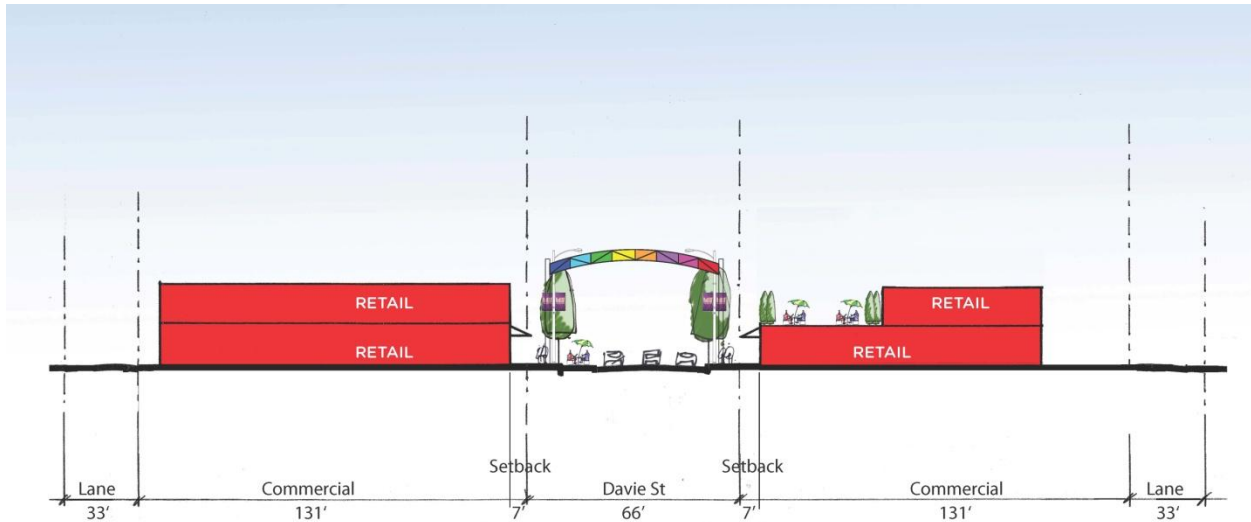
**Policies**

- Strengthen as a local business and nightlife area with continuous active commercial frontages, weather protection, and patios in building setback areas and on rooftops.
- Building heights: up to 18.3 metres (60 feet)<sup>1</sup>
- Density: up to 2.2 FSR<sup>1</sup>



<sup>1</sup> Applies to area indicated on this map.

- Limit residential development to ensure vibrancy at all times of the day.
- Increase allowable commercial uses (e.g. offices and boutique hotels).
- Enhance Davie Village’s distinctive character as a hub for the LGBTQ community through the use of colour and lighting, and as a space for nightlife, celebration, events, gathering and community programming.
- Retain and enhance the lower scale buildings through reinvestment and façade improvements.
- Allow commercial and community facilities/spaces above the first floor level.
- Sculpt built form to maximize sunlight on the sidewalks, particularly during the afternoon and early evening when Davie Village is busiest.
- Ensure buildings provide visual interest and a comfortable atmosphere with large transparent windows, narrow frontages and canopies or awnings.
- Review and improve City permit processes for small business improvements or upgrades to support local business viability.



Davie Village: section.

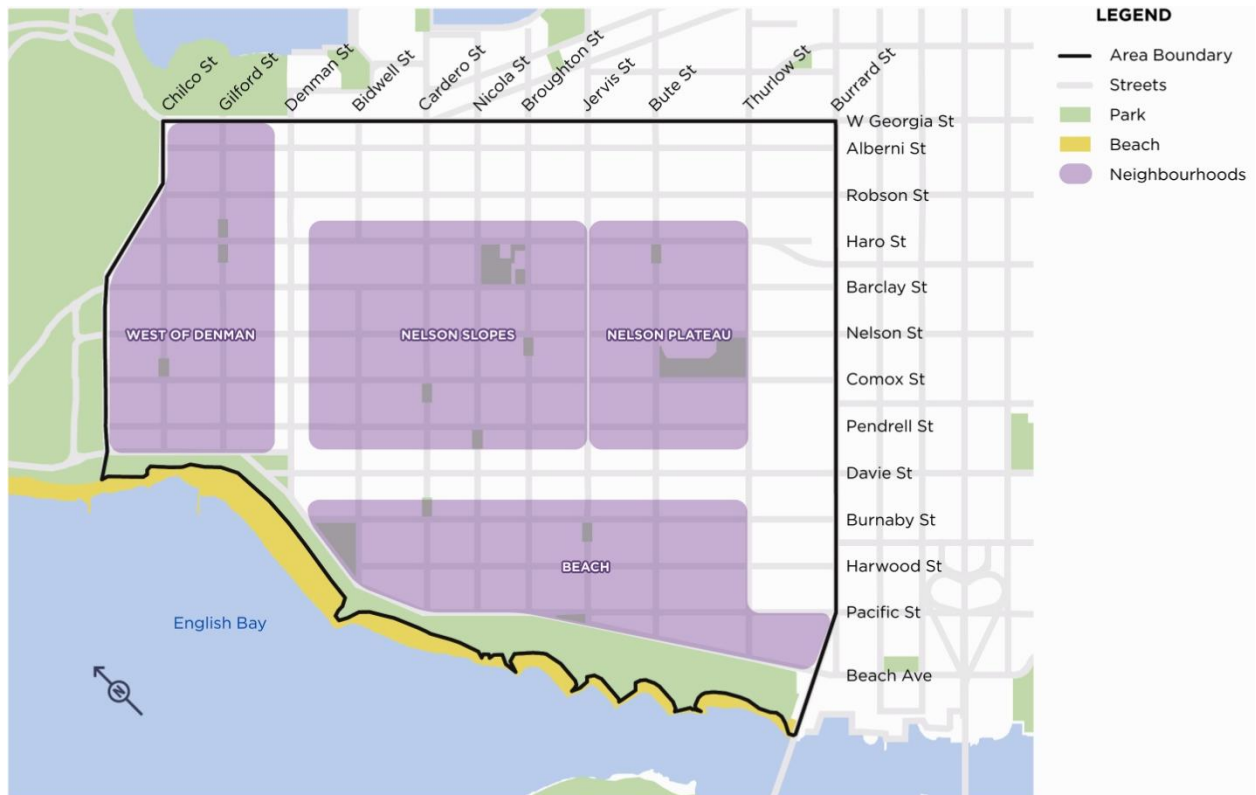


Conceptual illustration of Davie and Bute Streets (the 'heart' of Davie Village), looking northwest, showing potential public realm enhancements and rooftop patio. (See also Sections 9.1: Walking, 10.2: Commercial Streets, and 10.3: Plazas and Parklets.)



**Conceptual illustration of Davie Village between Thurlow and Bute Streets, looking northwest, showing potential public realm enhancements, rooftop patio, and infill housing along the adjacent laneway. (See also Sections 7.2.1: Laneways 2.0, 9.1: Walking, 10.2: Commercial Streets, and 10.3: Plazas and Parklets.)**

## 7.2 Neighbourhoods



West End Neighbourhoods.

### Character

As the West End has grown and evolved over the past 130+ years, its Neighbourhoods have developed a rich character defined by quiet, tree-lined streets, a diverse mix of building heights and styles, and access to a variety of local services and amenities. While the building stock is aging, it is generally in good condition with significant reinvestment, and it provides relatively affordable housing for a highly diverse population.

Incremental change and redevelopment will occur in the Neighbourhoods as a way to gradually renew the building stock. Laneways will become secondary streets that can accommodate ground-oriented infill housing (“Laneways 2.0”).



Green, leafy character of the Neighbourhoods.

**Policies**

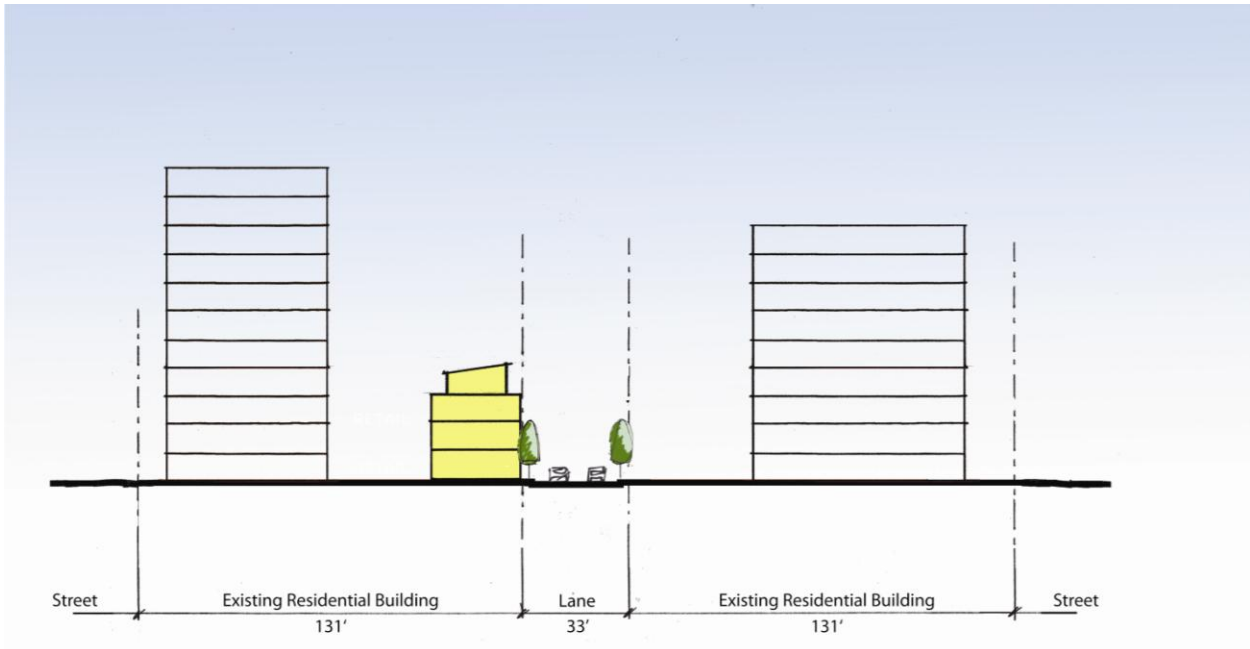
- Maintain the character of the four residential neighbourhoods while providing additional opportunities for new laneway infill rental housing, particularly for families with children.
- Encourage the retention of houses by allowing strata-titled infill housing along the laneways.
- Maintain a primarily 6 storey height limit.
- Maintain the existing RM zoning regulations and the mid-rise and high-rise tower separation guidelines (see West End RM Guidelines).
- Laneway infill housing will be permitted where site conditions allow and only on sites constructed pre-1975.



**Neighbourhood areas with RM zoning.**

- Recognize and respect the West End character by:
  - Ensuring green, landscaped building setbacks from the street;
  - Ensuring a diversity of building architectural styles;
  - Limiting use of glass curtain walls in building construction in favour of a “punched-window” façade; and,

- Ensuring new development maintains important public street end views to the North Shore mountains, English Bay and Stanley Park.



Neighbourhoods: typical section showing laneway infill rental housing.

### 7.2.1 Laneways 2.0

The wider laneways typical of the West End present an opportunity to develop ground-oriented infill housing and to enhance the laneways as more walkable public spaces, potentially with improved lighting, gardens, landscaping, and traffic calming, while still maintaining integral servicing, parking and utility functions. The infill housing will increase the diversity and availability of rental homes in the community. Strata-titled infill housing will only be allowed for the retention and designation of heritage houses.

This overall strategy is referred to as “Laneways 2.0” throughout the plan.

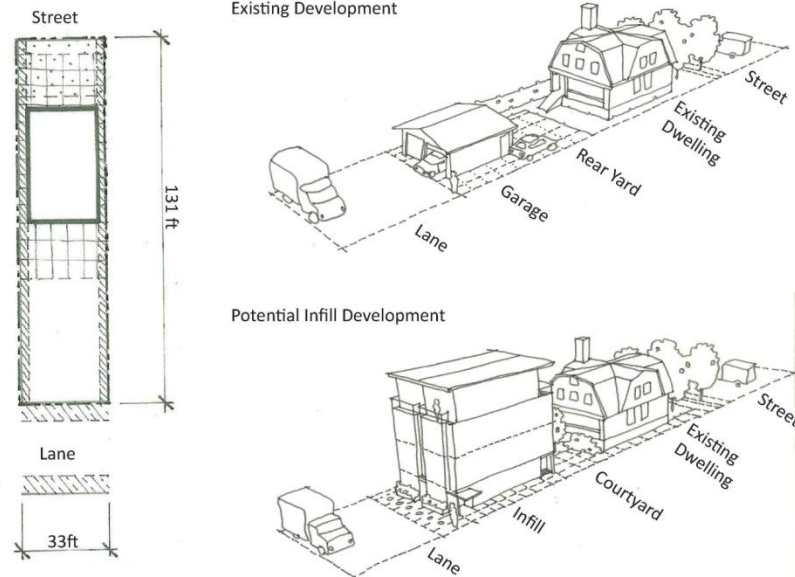


Conceptual illustration of the laneway between Barclay and Haro Streets at Cardero Street, looking northwest, showing potential Laneways 2.0 infill rental housing and public realm enhancements. (See also Sections 7.2.1: Laneways 2.0 and 10.4: Laneways.)

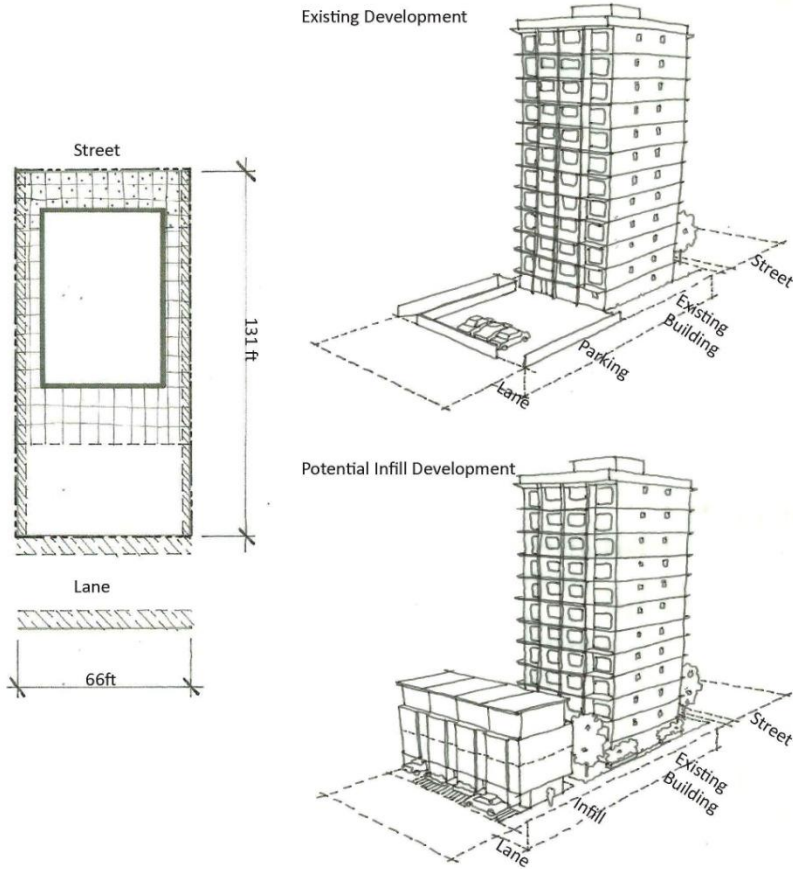
Below are illustrations of potential infill housing development by general lot typology (see West End RM Guidelines – Laneways 2.0 for more detail).

Potential Infill Housing by General Lot Typology

Lot Width: 10 metres (33 feet)

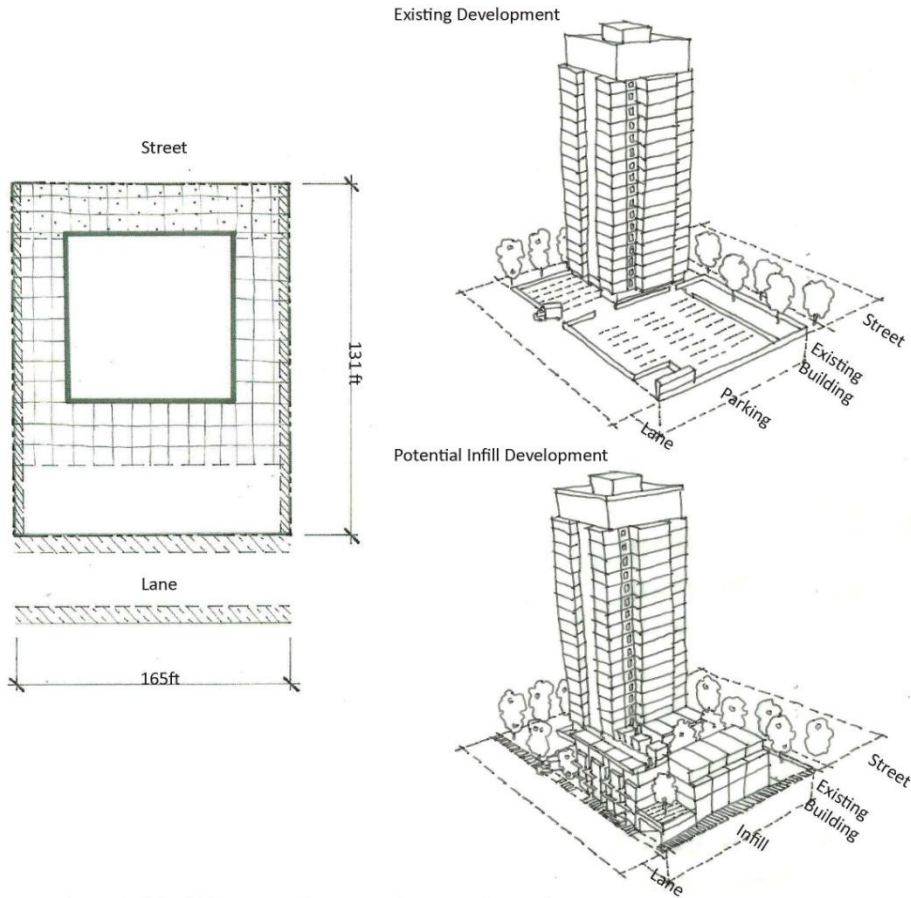


Lot Width: 20 to 29.9 metres (66 to 98 feet)

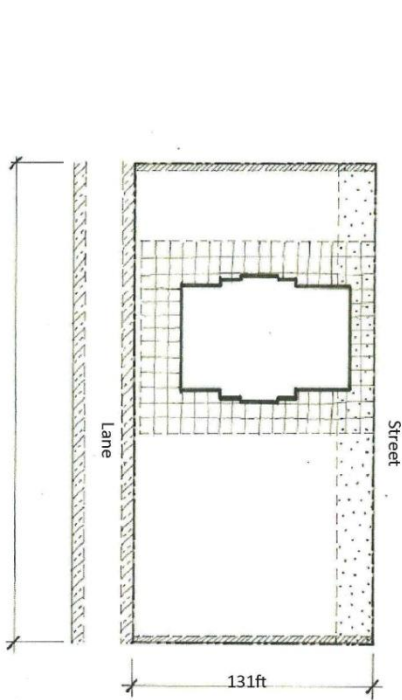




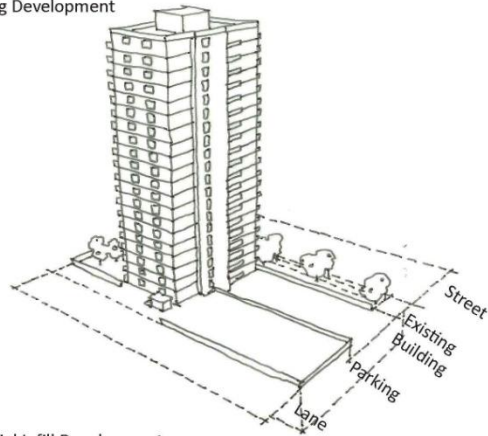
Lot Width: 30.2 to 60.6 metres (99 to 199 feet)



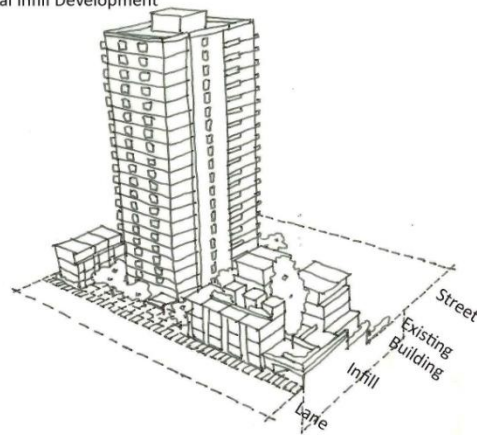
Lot Width: 61+ metres (200+ feet)



Existing Development



Potential Infill Development

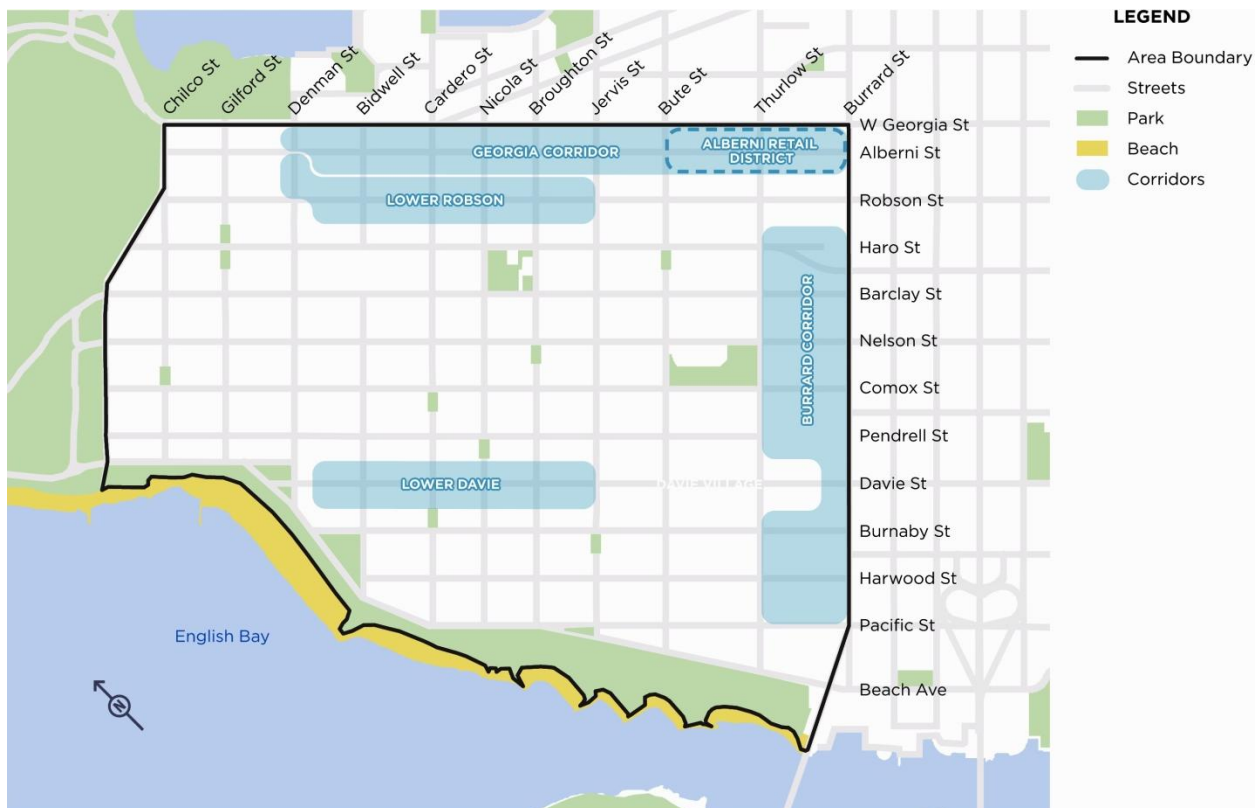


### 7.3 Corridors

The Corridors are generally the newer areas of the community where the majority of new housing and job space has been built over the past 40 years. They are well served by transit, services and amenities. The Corridors provide additional opportunities to accommodate job space and housing that meet the needs of the community.

#### Overall Directions

- Strategically locate opportunities for new growth through increased heights and densities along the Georgia and Burrard Corridors and in Lower Robson to help deepen housing affordability and to contribute public benefits.
- In Lower Davie, increase densities to help deepen housing affordability, while maintaining existing height limits.
- Strengthen Alberni Street (between Burrard and Bute Streets) as an emerging retail district.

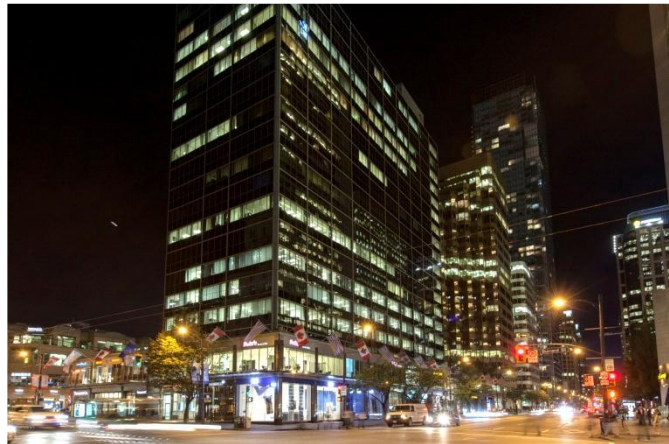


West End Corridors.

### 7.3.1 Georgia and Burrard Corridors



Location of Georgia and Burrard Corridors in the West End.



Intersection of Burrard and West Georgia Streets, looking west at the CBD area within the West End.

#### Character

The Georgia Corridor includes a portion of the Central Business District (CBD), and is generally located between West Georgia Street and the laneway north of Robson Street, from Burrard Street to Denman Street (excluding the Village areas). The Burrard Corridor is generally located between Burrard and Thurlow Streets, from Pacific Street to the laneway south of Robson Street (excluding the Village areas).

Considered the transition areas between the Neighbourhoods and the downtown, these are the newer areas of the West End where the majority of new housing and job space has been built over the past 40 years. They have a character similar to the downtown with mostly high-rise office, hotel, institutional and residential buildings, and are well served by transit, services and amenities.

The Georgia and Burrard Corridors will accommodate additional job space and housing, close to transit, local services and amenities, which help meet the needs of the community.

#### Policies

##### General

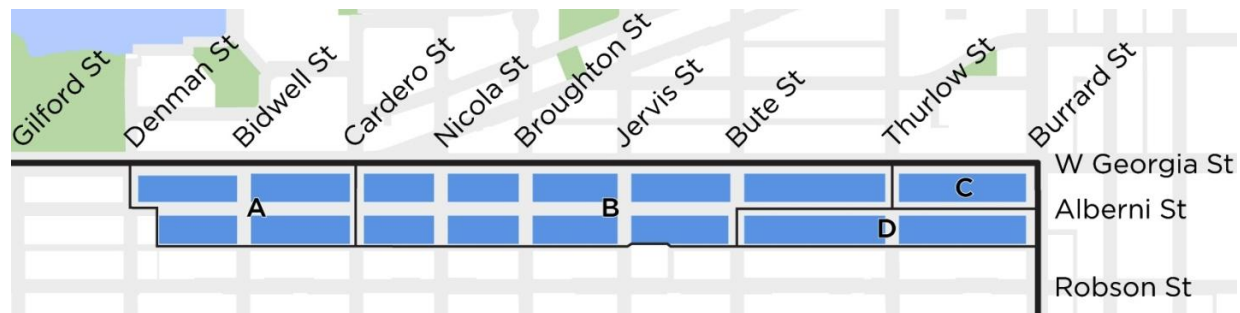
- Sculpt built form to maximize sunlight on the sidewalks.
- Ensure new development maintains important public street end views to the North Shore mountains, English Bay, and Stanley Park.
- Building heights should not exceed view corridor limits (except Queen Elizabeth View Corridor where consistent with the General Policy for Higher Buildings).
- Along West Georgia and Burrard Streets, set back residential lobby areas from the street to maximize commercial or public uses along the street frontages.

**Georgia Corridor**

- Building heights should not exceed view corridor limits (except in accordance with the General Policy for Higher Buildings). However, where not restricted by view corridors, building heights can be considered up to a maximum of:
  - Area 'A': 117.3 metres (385 feet)
  - Area 'B': 152.4 metres (500 feet)
  - Area 'C': 213.4 metres (700 feet)
  - Area 'D': 167.6 metres (550 feet)

Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and minimum site frontage (39.6 metres / 130 feet).

- Maximum densities will recognize urban design considerations on a site by site basis.
- To maximize views and sunlight on sidewalks, residential floor plates above the podium level(s) should not exceed:
  - Area 'A': 511 square metres (5,500 square feet)
  - Area 'B': 603.9 square metres (6,500 square feet)
  - Area 'D': 696.8 square metres (7,500 square feet)

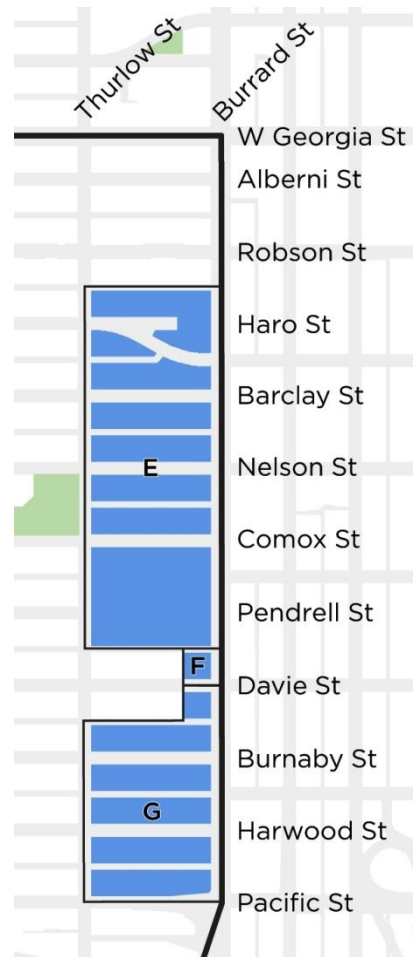


**Georgia Corridor: Areas 'A', 'B', 'C' and 'D'.**

- In Areas 'A', 'B', 'C' and 'D', rezoning applications to increase density can be considered. Where an application includes a residential component (only outside the CBD), density increases will be considered to support the Public Benefits Strategy (see Chapter 17).
- Strengthen Albani Street (Burrard Street to Bute Street) as an emerging retail district.

**Burrard Corridor**

- Building heights should not exceed view corridor limits (except in accordance with the General Policy for Higher Buildings). However, where not restricted by view corridors, building heights can be considered up to a maximum of:
  - Area 'E': 167.6 metres (550 feet)
  - Area 'F': 114.3 metres (375 feet)
  - Area 'G': 91.4 metres (300 feet)
- Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and minimum site frontage (39.6 metres / 130 feet).
- Maximum densities will recognize urban design considerations on a site by site basis.
- To maximize views and sunlight on sidewalks, residential floor plates above the podium level(s) should not exceed:
  - Areas 'E' and 'F': 696.8 square metres (7,500 square feet)
  - Area 'G': 511 square metres (5,500 square feet)
- In Areas 'E', 'F', and 'G', rezoning applications to increase density can be considered. Where an application includes a residential component, density increases will be considered to support the Public Benefits Strategy (see Chapter 17) for sites within the Downtown ODP, or to provide social housing for sites within the current RM-5A and RM-5B zones (see Chapter 8: Housing).
- New development in Area 'G' should be in the form of a tower with landscaping at grade (i.e. "tower in the park"), except for sites fronting onto Burrard Street, where a podium with commercial uses is appropriate.



**Burrard Corridor: Areas 'E', 'F' and 'G'.**

### 7.3.2 Alberni Retail District



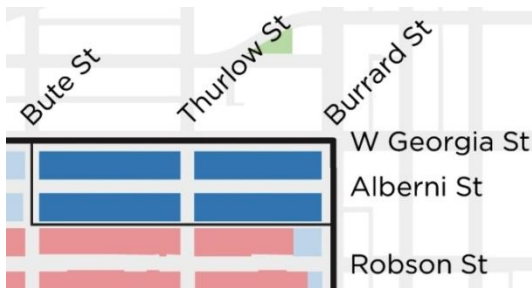
Location of the Alberni Retail District in the West End.



South side of Alberni Street between Thurlow and Burrard Streets.

#### Character

Located on the edge of Vancouver’s CBD, adjacent to the intersection of Vancouver’s two ‘ceremonial’ streets (West Georgia and Burrard Streets), the two blocks of Alberni Street between Burrard Street and Bute Street are an emerging luxury retail and restaurant strip. Framed on one side by the Hotel Vancouver and on the other by the Shangri-La Hotel and Residences (currently Vancouver’s tallest building), the street is quickly transforming into a modern addition to the West End. It has predominantly high-rise buildings, including a mix of residential, hotel, and office, with retail and restaurants located along the street.

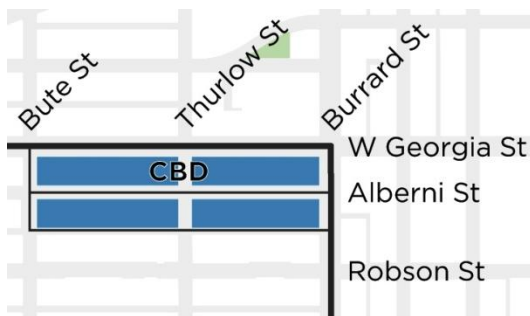


Alberni Retail District sub-area.

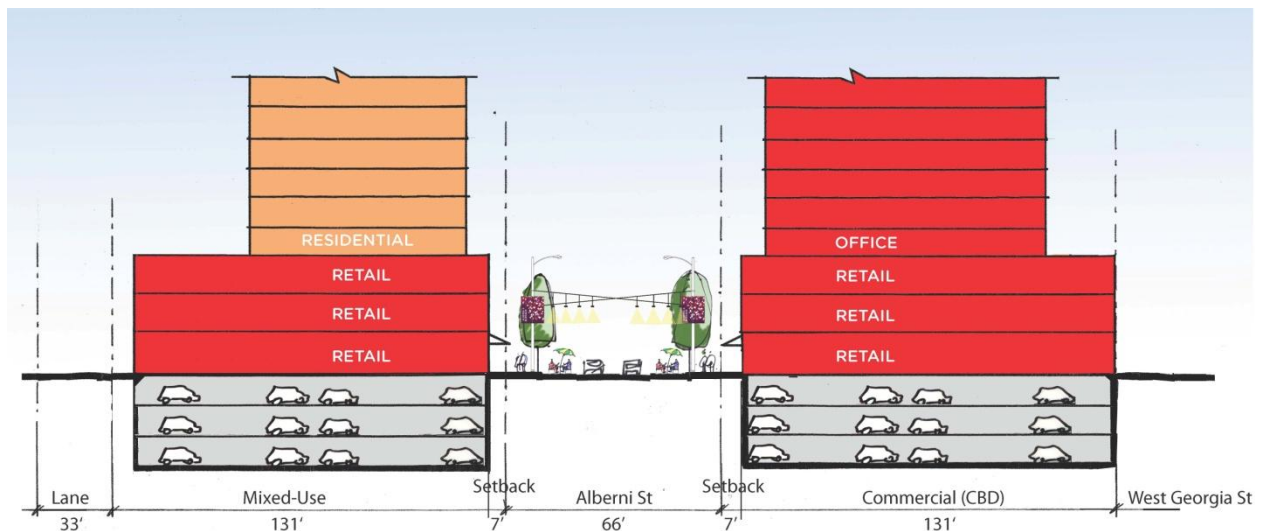
The Alberni Retail District will be strengthened as a mixed-use street with a focus on street level vibrancy and activity. In addition, this is the only commercial street in the West End without transit services. As such, there are opportunities to close the street for festivals and community celebrations. This will help enliven the area and establish a stronger sense of community for residents and businesses.

**Policies**

- Strengthen the Alberni Retail District as a mixed-use street having continuous active commercial frontages, with a focus on street level vibrancy and activity.
- Support increased job space in the CBD (for building heights, see Georgia Corridor in Section 7.3.1).
- Support mixed-use development outside the CBD and allow increased density through contribution to public benefits (for building heights, see Georgia Corridor in Section 7.3.1).
- Sculpt built form to maximize sunlight on the sidewalks and potential plaza spaces.
- Larger lobby areas for office, hotel or residential buildings should be set back off of the street or located above the ground floor to maximize active street uses.
- Support the addition of small scale retail, patios, and programming to help activate underutilized private plazas, and strengthen the permeability of commerce meeting the street.



Area of Alberni Retail District within CBD.



Alberni Retail District: typical section.





Conceptual illustration of Alberni and Thurlow Streets, looking northwest, showing potential public realm enhancements, including overhead decorative lighting, parklets, and temporary street closure with winter holiday market. (See also Sections 9.1: Walking, 10.2: Commercial Streets, and 10.3: Plazas and Parklets.)

### 7.3.3 Lower Robson



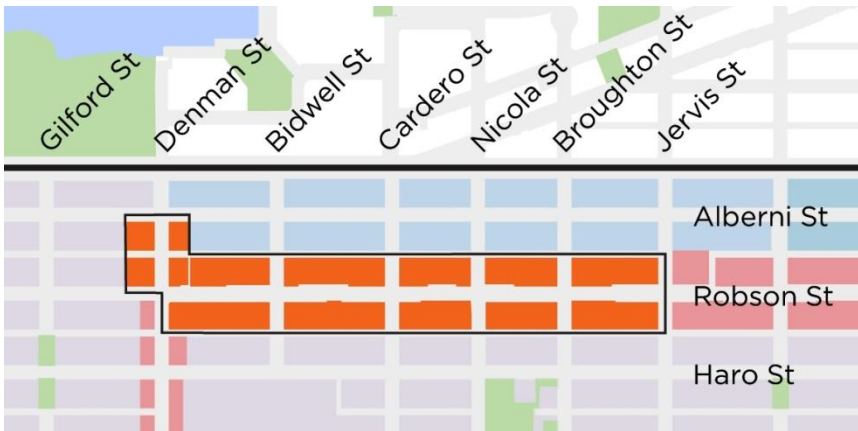
Location of Lower Robson in the West End.



Robson Street at Cardero Street, looking southeast.

#### Character

Extending between Robson Village and Denman Village is Lower Robson, which comprises two distinct mixed-use areas with a variety of low, mid, and high-rise buildings. Robson Street between Jarvis and Cardero Streets is three blocks of primarily hotels, as well as bars, restaurants and shops. Robson Street between Cardero and Denman Streets and Denman Street between Robson and Alberni Streets contain a mix of local shops and services, restaurants, and residences, and has evolved with a distinctive Asian character in recent years.



Lower Robson sub-area.

Lower Robson will help deepen housing affordability through mixed-use development. It also presents an opportunity to allow for larger format commercial uses that are viable on hillsides and will help to animate the street, better connecting Robson and Denman Villages.

**Policies**

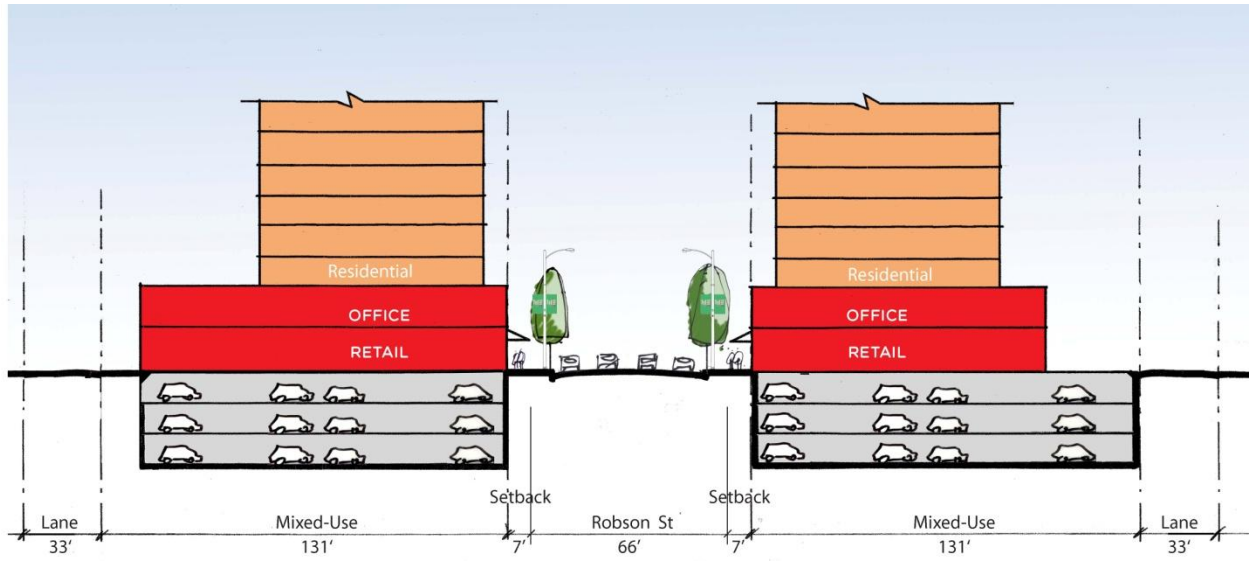
- Support mixed-use development with continuous active commercial frontages.
- Consider increased density through contributions to social housing or rental housing (see Chapter 8: Housing).
- Building heights can generally be up to:
  - Area ‘A’: 64 metres (210 feet)
  - Area ‘B’: 91.4 metres (300 feet)

Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and minimum site frontage (39.6 metres / 130 feet).
- Podium heights can generally be up to:
  - Area ‘A’: 2 storeys
  - Area ‘B’: 3 storeys
- Density:
  - Area ‘A’: up to 7 FSR
  - Area ‘B’: up to 8.75 FSR (minimum 1.2 commercial)
- To maximize views and sunlight on sidewalks, residential floor plates should be set back above the podium level(s) and should not exceed:
  - Areas ‘A’ and ‘B’: 511 square metres (5,500 square feet)



**Lower Robson: Areas ‘A’ and ‘B’.**

- Allow larger commercial floor plates, appropriate for hillsides, in Area ‘B’.
- For mixed-use buildings, set back residential lobby areas from the street to maximize commercial or public uses along the street frontages.
- Sculpt built form to maximize sunlight on the sidewalks.
- Ensure new development maintains important public street end views to the North Shore mountains, English Bay, Burrard Inlet, and Stanley Park.



Lower Robson: typical section.

### 7.3.4 Lower Davie



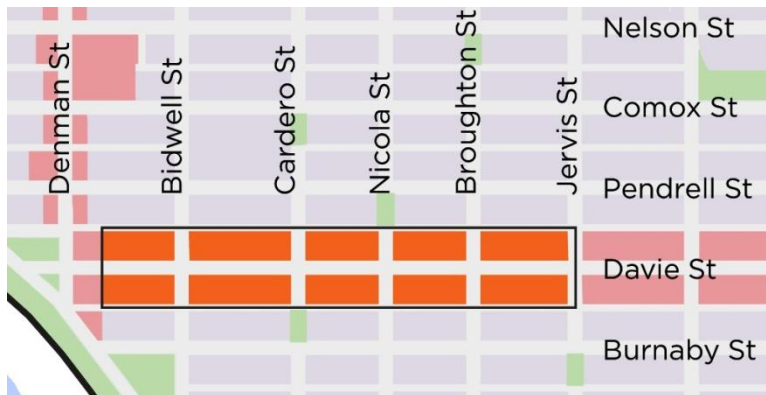
Location of Lower Davie in the West End.



Davie Street at Cardero Street, looking northwest towards English Bay.

#### Character

Extending between Denman Village and Davie Village, Lower Davie has two distinct areas separated by Cardero Street. Davie Street between Jervis and Cardero Streets is three blocks of primarily low- and mid-rise apartment buildings along the hillside. There is also a small collection of retail on Davie Street west of Jervis. Davie Street between Cardero and Denman Streets is a mixed-use area consisting of low, mid, and high-rise buildings. This area is considered to be the Davie Street gateway to English Bay.



Lower Davie sub-area.

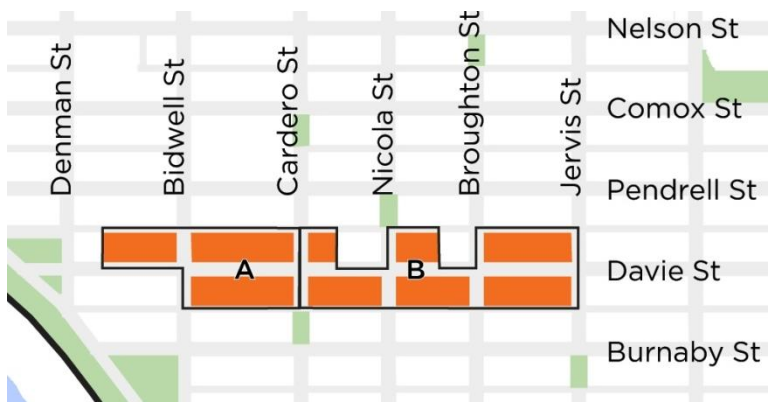
Lower Davie will be enhanced by extending commercial uses down the hillside to complete the 'West Loop' and to better connect Davie Village with Denman Village and English Bay, while also allowing for incremental mixed-use redevelopment to occur while protecting important public views.

**Policies**

- Support mixed-use development with continuous active commercial frontages in Area ‘A’.
- Consider increased density through contributions to social housing or rental housing in Area ‘A’ (see Chapter 8: Housing).
- Consider increased density through contributions to social housing in Area ‘B’ (see Chapter 8: Housing).
- Building heights can generally be up to:
  - Area ‘A’: 64 metres (210 feet)
  - Area ‘B’: 58 metres (190 feet)

Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and minimum site frontage (39.6 metres / 130 feet).

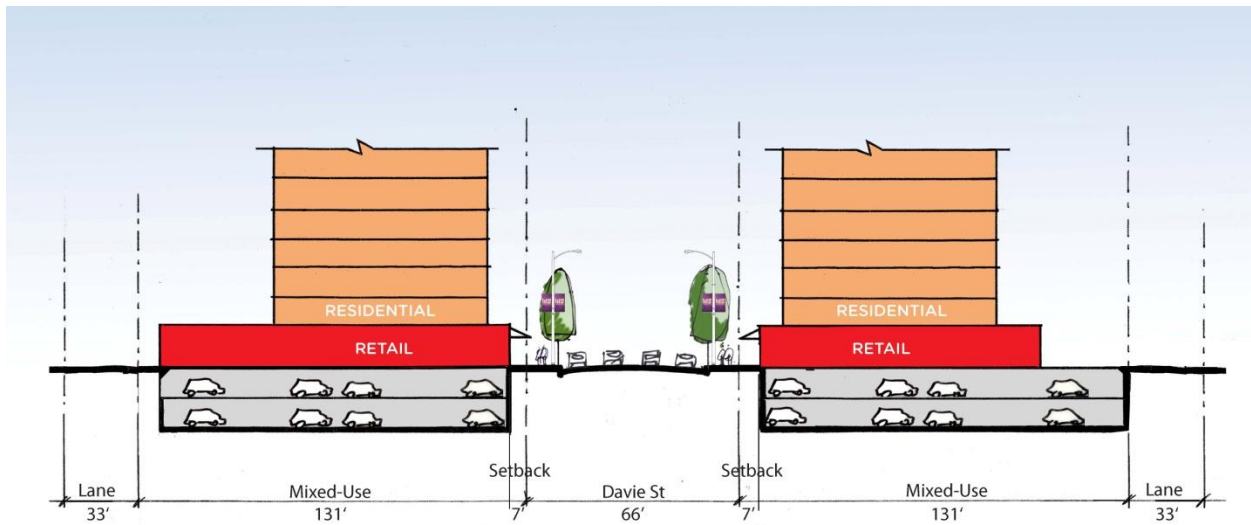
- Podium heights can generally be up to:
  - Area ‘A’: 2 storeys
  - Area ‘B’: 3 storeys
- Density:
  - Area ‘A’: up to 7 FSR
  - Area ‘B’: up to 7 FSR (including 0.65 commercial)
- To maximize views and sunlight on sidewalks, residential floor plates should be set back above the podium level(s) and should not exceed:
  - Areas ‘A’ and ‘B’: 511 square metres (5,500 square feet)



Lower Davie: Areas ‘A’ and ‘B’.

- In Area ‘B’ commercial additions will be considered to existing residential buildings on the ground floor if no tenants within the residential units are displaced.
- For mixed-use buildings, set back residential lobby areas from the street to maximize commercial or public uses along the street frontages.
- Sculpt built form to maximize sunlight on the sidewalks.
- Ensure new development maintains important public street end views to the North Shore mountains, English Bay, and Stanley Park.

- Building materials should include a variety of materials, rather than consist primarily of glass façade, and reflect the architectural character of surrounding buildings. This is particularly important for the lower floors.



Lower Davie: typical section.

# 8.0 Housing

## Introduction

Vancouver faces challenges at all points on the affordable housing continuum. The housing continuum consists of the range of housing options available to households of all income levels, extending from emergency shelter and housing for the homeless through to affordable rental housing and home ownership. The West End is no exception to these challenges, and has among the highest levels of housing need in the city.

Providing a range of housing options in the West End contributes to a healthy and vibrant community, a strong downtown, and a more equitable city for people of all income levels. Living and working close to amenities, jobs and transit in a walkable and cycleable environment reduces the need for an automobile, which can free up overall household income. The West End has developed over time as a high density, livable community, with a range of housing types that include social housing and co-ops, market rental and ownership opportunities.



**High-rise rental apartment building.**

The West End is characterized by a large supply of rental housing, with over 80% of households renting their home. Nearly a third of the purpose built rental housing stock in the city is found in the West End, predominantly in high rise apartments. The large concentration of rental is a draw both city- and region-wide and has contributed to the diverse population that currently lives in the West End, attracting a range of ages, ethnicities, income levels and many newcomers to Vancouver.

Reinvestment is occurring in these rental buildings, many of which date back to the 1950s, 60s and 70s. The West End has higher rents compared to many other parts of Vancouver. Despite this, the older rental buildings, 90% of which are over 35 years old, remain an important source of affordable housing for many people and are protected under the City's Rental Housing Stock Official Development Plan.

The West End faces significant challenges on affordable housing. As development pressure continues to mount, many residents fear loss of neighbourhood character as change brings new height and density increases to the community. Loss of overall affordability remains a concern.

The need for an increase in the supply of affordable housing for all household types is clearly demonstrated in the West End. Over 2,800 households spend more than 50% of their income on rent. Of these households, 55% are singles, 27% are families and 18% are seniors. With 46 street and sheltered homeless found at the time of the 2013 Homeless Count and with no permanent shelter in the West End, homelessness remains an issue of concern to many in the community and in the city overall.

Increasing the diversity in unit types is also important as over 80% of existing dwelling units in the West End are built as studios and one bedrooms. The need for more housing for families with children, particularly in ground-oriented form, was identified as a priority by the community early in the planning



process. The 2006 census identified 1,300 families with children living in studio and one bedroom apartments in the West End, indicating an issue of overcrowding.

### Citywide Context and Policies

The Regional Growth Strategy (2011) outlines five major goals in advancing sustainability in Metro Vancouver. The West End plan housing policies strongly align with each of these goals, and are closely tied with the creation of a compact urban area and the development of complete communities. Implementing these policies will increase the housing supply, while at the same time providing greater diversity of housing options for people in an area close to employment, amenities and services. Similarly, these are also reflective of City-specific policies in the Greenest City Action Plan (2011) and Transportation 2040 Plan (2012).

The housing policies in the West End plan will also help to implement the City’s Housing and Homelessness Strategy (2011). The strategy lays out the City's overall direction for housing, including setting targets, and identifying how we will achieve them over the next ten years. The strategy identifies the different kinds of housing necessary to meet the needs of all our residents, as well as ways to improve and preserve the housing we already have.



Citywide housing targets: 2012 – 2021.

### West End Directions

#### 8.1 Housing Supply and Affordability

Increasing the options for affordable housing in the West End will ensure that the community offers opportunities for residents of all income levels to find accommodation in the neighbourhood. This includes housing for the most vulnerable residents, such as those who are homeless or at risk of homelessness, through to families looking for affordable rental housing options and opportunities for home ownership.

The West End housing policies to end homelessness and assist vulnerable populations seek to meet community needs and contribute towards meeting citywide needs. Housing policies for the West End market rental stock seek to find a balance between protection, growth and



Sunset Towers non-market (social) housing.

renewal of the stock. In rental housing areas where renewal will be permitted through a zoning change allowing for market development, the housing policies seek to maintain or enhance the existing affordability by requiring replacement of units as social housing.

## Policies

*Increase the housing supply and provide a range of affordability in the community.*

### **Ending Homelessness**

- 8.1.1 Increase housing for vulnerable community residents including people who are homeless and at-risk of homelessness, those with mental illness and addictions, persons with disabilities, youth and seniors, by identifying appropriate opportunities for social and supportive housing, including new supportive housing developments and/or the use of a ‘scattered sites’ approach where support services are provided to individuals living in rental buildings.
- 8.1.2 Work with community partners to address homelessness in the West End by improving provision of support services and access to shelter in the West End or adjacent areas.
- 8.1.3 Continue to seek strategic partnerships to maximize the delivery of affordable housing in the West End in order to augment the supply of social and supportive housing beyond the units targeted through development, to further address the need (e.g. senior government funding, non-profit partners).

### **Opportunities for Non-Market Rental (Social and Co-operative Housing) and Secured Market Rental Housing**

- 8.1.4 In Areas ‘1’ and ‘2’ within the Burrard Corridor, additional density can be considered through rezoning for new developments that provide at least 25% of floor space as social housing, or one-for-one replacement of the existing market rental housing with social housing units, whichever is greater.
- 8.1.5 In Area ‘3’ within Lower Davie, additional density can be bonused up to 7 FSR for new developments that provide 20% of floor space as social housing, or one-for-one replacement of the existing market rental housing with social housing units, whichever is greater.
- 8.1.6 In Area ‘4’ within Lower Davie and Lower Robson, additional density can be bonused up to 7 FSR for new developments that provide 20% of floor space as social housing or 100% secured market rental housing.
- 8.1.7 In Area ‘5’ within Lower Robson, additional density can be bonused up to 8.75 FSR for new developments that provide 20% of floor space as social housing or 100% secured market rental housing.
- 8.1.8 The amount of social housing or market rental housing to be provided in exchange for provision of additional density, as set out in this plan, may be subject to review as economic conditions change.
- 8.1.9 In all cases where social housing units are secured through provision of additional density, units will be delivered as completed units on terms that are satisfactory to the City.
- 8.1.10 To manage the initial take-up of bonusing policies involving the redevelopment of existing rental housing (8.1.4 and 8.1.5 above), the City will limit the number of rezoning and development applications it accepts in the 2014 calendar year to applications that would result in the redevelopment of no more than 200 existing rental housing units. Following the end of 2014,

the City will report on the rate of redevelopment in these areas and the outcomes of that activity.

- 8.1.11 In all cases where tenants will be displaced as a result of demolition or renovations, a tenant relocation plan as outlined in the Rate of Change Guidelines will be required.
- 8.1.12 Rezoning will be considered to renew and increase the stock of social housing and enhancing affordability where possible, recognizing that projects can include a market housing component (rental or ownership) to assist with project funding. Rezoning applications will be subject to urban design performance (including consideration of shadow analysis, view impacts, frontage length, building massing, setbacks, etc.).



**Opportunities for new secured market rental and social housing: Areas '1', '2', '3', '4' and '5'.**

**Market Rental Housing**

- 8.1.13 On purpose built rental housing sites in the Neighbourhoods, encourage expansion of the rental housing stock through strategic infill and intensification opportunities such as Laneways 2.0.
- 8.1.14 On purpose built rental housing sites, encourage retention of and reinvestment into existing market rental buildings through partnerships and available utility and government incentive programs.

- 8.1.15 On purpose built rental housing sites, allow underutilized spaces within existing rental buildings to be converted to secured market rental housing units, subject to a relaxation of total FSR by the Director of Planning and subject to building code requirements being met.
- 8.1.16 Continue to protect the existing market rental housing stock through the Rental Housing Stock Official Development Plan.

**Opportunities for Home Ownership**

- 8.1.17 The Corridors will be the focus area for development of new home-ownership opportunities (8.2.3 will apply to all new multifamily developments).

**8.2 Housing Diversity**

A diversity of housing options is needed to accommodate the range of ages and income levels that is reflective of the people living in the West End. Increasing the housing options will allow the community to continue to call the West End home as their housing needs change. Ensuring housing is adaptable is key to accommodating an aging population.

**Policies**

*Provide a diversity of housing options in the community.*

- 8.2.1 Offer a variety of housing choices and community facilities to attract and retain a vibrant workforce, including families with children.
- 8.2.2 In social housing require that 50% of all units are 2 and 3 bedroom units for families (except for seniors and supportive housing), designed in accordance with the High Density Housing for Families with Children Guidelines.
- 8.2.3 In market housing require that 25% of units in new multifamily developments have 2 and 3 bedroom units for families designed in accordance with the High Density Housing for Families with Children Guidelines and located on the lower floors.
- 8.2.4 Through Laneways 2.0 encourage infill housing in the Neighbourhoods that provides 100% market rental housing, particularly for families with children (see West End RM Guidelines – Laneways 2.0 for more detail).
- 8.2.5 Consider mobility and sensory limitations of individuals as well “as aging in place” by applying the safety and accessibility provisions that are reflected in the Vancouver Building By-Law.



**Diversity of housing types in Beach Neighbourhood.**

# 9.0 Transportation

## Introduction

The transportation network, which includes sidewalks, bikeways and greenways, transit routes, water taxis, major and local streets, and laneways, is an essential component of our communities, the city, and the region. Enhancing sustainable transportation choices will allow us to address the challenge of continued growth without increased road space.

The West End is a walkable community, with a transportation network that provides a range of options for getting around within the community, and for connecting with the downtown and the rest of Vancouver. Many residents are able to live car-free, meeting their daily needs and getting to work and other destinations using sustainable transportation modes. However, access to on-street parking is a challenge for both visitors and residents who choose to drive. Off-street parking is underutilized in many buildings, particularly high-rise apartments with multi-level underground parkades.

Providing and supporting a range of transportation options in the West End will continue to promote walking, cycling and transit, and make efficient use of the road network. This will make it easier, safer and more comfortable to get around for people of all ages and abilities. Better management of on-street parking will benefit visitors and residents alike.

## Citywide Context and Policies

The City recently approved the Transportation 2040 Plan (2012), which sets out ambitious targets for sustainable transportation and improved safety in Vancouver. The following are the key principles from Transportation 2040:

- Make walking safe, convenient and delightful, and ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles, and social connectedness.
- Make cycling safe, convenient, and comfortable for people of all ages and abilities. Prioritize connections to important destinations like schools, community centres, transit stations, and shopping areas.
- Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible, and comfortable.
- Support the efficient movement and delivery of goods and services, while reducing negative impacts to the community and the environment.
- Manage the road network efficiently to improve safety, minimize congestion, and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low-carbon vehicles and car-share alternatives.
- Support shorter trips and sustainable transportation choices by creating compact, walkable, transit-oriented neighbourhoods.

Transportation 2040 also established that the City's transportation decisions will generally reflect a "hierarchy of modes" for moving people, as prioritized below:

1. Walking
2. Cycling
3. Transit
4. Taxi / Commercial Transit / Shared Vehicles

## 5. Private Automobiles

The Downtown Transportation Plan (2002) was created with the vision of ensuring that downtown Vancouver is the most accessible place in the region. The plan contains a set of transportation initiatives that focus on pedestrian and public realm improvements, new bicycle facilities and routes, bus routes and rapid transit, goods movement, parking, and the street network. The West End, as part of the downtown peninsula, is included in the plan.

In the Implementation Ideas section, the plan identifies a number of potential “spot improvements” to the downtown street network to improve the public realm and to help achieve other pedestrian, cycling, and transit objectives. Some of the improvements identified for the West End are still outstanding.

## West End Directions

### 9.1 Walking

Pleasant streetscapes, traffic calming, diverse local shopping, services and amenities, and proximity to the downtown and Central Business District contribute to the West End’s walkability. Forty per cent of residents walk to work, the highest percentage of any community in the city, and walking is by far the most popular choice for getting around locally.



Busy sidewalk in Davie Village.

Commercial streets in the West End have some of the highest pedestrian volumes in Vancouver; however the sidewalks along many sections of these streets are relatively narrow. Improving sidewalks on these streets

was identified as a priority by the community throughout the planning process. There is also a need for more public seating, especially along the hills, and additional pedestrian crossings at key locations. Walking improvements also support transit use. The walking experience along other major streets, particularly Thurlow Street and Beach Avenue, can be uncomfortable due to narrow sidewalks, few street trees, and limited pedestrian crossings. On the Seawall (Seaside Greenway), conflicts between pedestrians and cyclists continue to be an issue, particularly in the busy area near Denman Street and Beach Avenue.

Section 1 of the Comox-Helmcken Greenway was completed in June 2013 (Stanley Park to Hornby Street). This greenway provides an east-west connection for pedestrians and cyclists through the West End, and will eventually connect to Yaletown when Section 2 is completed.

While laneways primarily function as service corridors for loading, parking, parkade access, garbage storage and collection, and utilities, they also serve as key secondary walking routes within the West End. For some walking trips or access to certain buildings, they provide the most direct connection. Improvements to lighting, overall cleanliness, greenery, and traffic calming have been noted as opportunities to enhance the walking experience along many laneways.

## Policies

*Make walking safe, convenient and delightful, and ensure streets and sidewalks support a vibrant public life that encourages a walking culture, healthy lifestyles, and social connectedness.*

- 9.1.1 Enhance public spaces and improve walkability on the commercial streets (Robson, Denman, and Davie Streets, and Alberni Retail District) by widening sidewalks where possible (e.g. with building setbacks, parklets, or roadway narrowing), and by providing additional seating, lighting, street trees, and pedestrian priority measures.
- 9.1.2 Develop new pedestrian crossings on major streets, including mid-block crossings on the long blocks between Burrard and Bute Streets.
- 9.1.3 Improve pedestrian safety and comfort along Thurlow Street by widening sidewalks, adding street trees and buffers, and improving crossings, as opportunities arise.
- 9.1.4 Continue to improve Bute Street as a key walking and cycling route with additional pedestrian priority measures and public realm improvements.
- 9.1.5 Improve pedestrian and cyclist access, connectivity and safety in the Morton Park area.
- 9.1.6 Improve the Seawall to reduce conflicts and to enhance safety and comfort, with better lighting and with improved access from Beach Neighbourhood.
- 9.1.7 Improve wayfinding, particularly along the commercial streets and greenways, and at transit stops and other key locations.
- 9.1.8 Improve walkability along residential streets within the Neighbourhoods with additional seating (particularly on hillsides) and lighting.
- 9.1.9 Activate laneways as secondary walking routes, particularly in areas where infill housing development occurs or at other key locations. Explore opportunities for improved lighting, seating, landscaping, traffic calming, and defined pedestrian areas.



Walking and cycling improvements.

## 9.2 Cycling

Traffic-calmed residential streets and an established bikeway/greenway network support cycling as a way of getting around the West End. Three per cent of residents cycle to work (compared to 4% citywide), partly because it is so easy to walk to work instead. The Seawall is a popular recreational walking and cycling route for residents and visitors alike, and Section 1 of the Comox-Helmcken Greenway provides an east-west cycling route through the West End. However, cycling connections north-south, into the Central Business District, and to the Burrard Bridge are still a challenge, and bicycle parking is inadequate throughout the West End. As well, a lack of safe and comfortable infrastructure to support cycling to and along the West End's commercial streets has led to concerns about high levels of sidewalk cycling. The recently approved Public Bicycle Share System will provide an additional transportation option for West End residents and visitors travelling relatively short distances, extending the reach of transit and walking trips.



**Comox-Helmcken Greenway at Burrard Street.**

### Policies

*Make cycling safe, convenient, and comfortable for people of all ages and abilities. Prioritize connections to important destinations like schools, community centres, transit stations, and shopping areas.*

- 9.2.1 Maintain and enhance a well-defined cycling network supporting all ages and abilities, providing new connections north-south (Bute Street) and east-west (Burnaby Street).
- 9.2.2 Improve cycling facilities along the Seawall and to Stanley Park to reduce conflicts and to enhance safety and comfort, with better lighting and with improved access from Beach Neighbourhood.
- 9.2.3 Improve cycling connections to the Burrard Bridge along Pacific Street and Beach Avenue.
- 9.2.4 Support public bike-share implementation and installation where possible.
- 9.2.5 Support improved cycling infrastructure with end-of-trip facilities, bike racks and other supportive measures throughout the West End.
- 9.2.6 Provide cycling facility support to commercial streets where possible (e.g. bike racks, access and wayfinding), including focused public realm improvements at intersections of current/proposed walking and cycling routes with commercial areas.

## 9.3 Transit

The West End has frequent transit bus service both within and along the edges of the community. Transit helps enhance walkability, especially for seniors. Twenty-four per cent of residents take transit to work (compared to 25% citywide). The #5 and #6 trolley bus routes provide transit access along Robson, Denman and Davie Streets, and connect to the Central Business District and the downtown rapid transit stations. However, the transit layover (for driver break and schedule recovery time) at Denman and Davie Streets makes for a discontinuous loop for the #5 and #6 bus routes through the West End. The C21 and C23 community shuttle bus routes provide transit access along Davie Street and Beach Avenue, and connect to Yaletown, Chinatown, and Citygate. Overall, West End-serving bus routes sometimes



have insufficient capacity, frequency and reliability, especially at peak periods. Accessibility on the community shuttles, particularly for seniors, is a challenge.

**Policies**

*Support transit improvements to increase capacity and ensure service that is fast, frequent, reliable, fully accessible, and comfortable.*



#5 trolley bus on Robson Street.

9.3.1 Work with TransLink and Coast Mountain Bus Company (CMBC) to maintain and enhance a well-defined transit network with better linkages to rapid transit, downtown, and other areas of the city:

- Support a comprehensive review of the downtown local bus services.
- Support an extension of community shuttle transit buses to Stanley Park.

9.3.2 Work with TransLink and CMBC to explore relocating the transit layover at Davie and Denman Streets and replace it as a timing point to maintain a more continuous service for buses through the West End.

9.3.3 Enhance waiting areas at transit stops with targeted improvements such as better sidewalks, seating, shelters, lighting, signage, wayfinding, and landscaping.

9.3.4 Support water-based taxi or transportation services to the West End.

Work with local BIAs in a review to create a “hop-on, hop-off” privately-operated bus loop service along Robson, Denman and Davie Streets.



**Transit and road network improvements.**

## 9.4 Goods Movement and Loading

Burrard, West Georgia, Denman and Davie Streets are part of the City’s truck route network and play an important role in the movement of goods throughout the West End and the city. Commercial laneways in the West End allow for the efficient loading and unloading of goods to serve the community. There are also various on-street designated loading zones along the commercial streets. Ensuring efficient movement and delivery of goods and services to and within the community is critical to supporting a thriving local economy.



**Commercial laneway between Davie and Pendrell Streets.**

### Policies

*Support the efficient movement and delivery of goods and services, while reducing negative impacts to the community and the environment.*

- 9.4.1 Continue to support local businesses by planning for loading and deliveries and by ensuring potential customers have exposure and convenient access.

## 9.5 Motor Vehicles and Parking

The West End is bounded on the north and east by the two downtown ‘ceremonial’ streets: Burrard Street and West Georgia Street. These streets carry high vehicle volumes and are part of the City’s truck route network. Robson, Denman and Davie Streets function as key walking, transit and vehicle circulation streets within the West End. Declining vehicle volumes on these streets provide an opportunity for allowing full-time on-street parking and other uses of the curb lanes.

In the West End, demand for on-street visitor/short-term and residential permit parking is very high. Access to short-term parking is particularly challenging, not only for visitors but also for tradespeople, delivery trucks, and caregivers. Sample monitoring of these spaces has shown occupancy rates averaging approximately 95%. Improving access to visitor parking was identified as a priority by the community early in the planning process.

Residential permit parking areas have unique challenges in managing demands. The West End is the largest residential permit parking zone in the city, and currently, nearly twice as many residential parking permits are requested and sold compared to the total number of on-street parking spaces available. This indicates that many residents buy permits regardless of parking already available to them off-street. Subsequently, demand for on-street space is high, and sample monitoring has shown occupancy rates for on-street permit parking spaces around 80 to 100%. This high occupancy rate also leads to “cruising for parking”, which increases traffic volumes, congestion, increased greenhouse gas emissions, frustration for drivers, and more conflict potentials and safety concerns amongst road users.

The current cost of a residential parking permit is less than \$6.50 per month, whereas off-street parking ranges anywhere from \$25-\$100 per month. Sampling of several buildings in the West End has shown that off-street parking is generally underutilized, particularly in high-rise apartments with multi-level underground parkades. Additionally, many of the buildings in the West End were constructed at a time that resulted in an excess of off-street parking spaces as compared to the requirements of today’s by-laws and policies.

Transportation 2040 provides direction to develop and implement a strategy to eliminate minimum parking requirements downtown, near rapid transit stations, and for secured market rental and social housing developments. As there is already a high demand for street parking in the West End, reducing on-site requirements will require better management of the street space, since increased density and reduced parking will increase demand for the street. Better pricing of permit and visitor zones will be needed to manage the street space.

Car sharing has become increasingly popular in the West End. It makes it easier to go car-light or car-free, helping members save money while still having access to a car when they really need one.

In a high-density, walkable community, such as the West End, road space is particularly valuable and needs to support many users and transportation options. Balancing the needs of all users with regard to road space will continue to be an important consideration with future improvements.



Car share vehicle and parking stall.

## Policies

*Manage the road network efficiently to improve safety, minimize congestion, and support a gradual reduction in car dependence. Make it easier to drive less. Accelerate the shift to low-carbon vehicles and car-share alternatives.*

- 9.5.1 Improve livability and pedestrian comfort, and increase access to on-street parking, with extended parking hours (no removal during rush hours) along major streets, particularly Robson, Denman and Davie Streets.
- 9.5.2 Explore opportunities to redesign and better optimize the street network in the Morton Park area to improve conditions for all users. Seek to expand the pedestrian realm, improve crossings and pedestrian safety, and create added park/plaza space with better connections to the beach.
- 9.5.3 Explore opportunities to better align, or ‘normalize’, intersection geometry where possible including:
  - Morton Avenue and Beach Avenue
  - Burnaby Street and Beach Avenue
  - Pacific Street and Beach Avenue
- 9.5.4 Support removal of the slip-lane leg of the Beach Avenue roadway between Broughton and Jarvis Streets and convert it to public open space (park or plaza).
- 9.5.5 Implement laneway improvements along with infill housing or other development, while maintaining access for efficient servicing, goods movement, and parking.

Seek to better manage supply and demand for both short-term (visitors) and long-term (residents) on-street parking:

- 9.5.6 Visitor Parking (One or two hour zones):

- Introduce parking meters into some, or all, of the one and two hour zones and adjust hourly parking prices to meet occupancy targets to better accommodate visitors, caregivers and service vehicles.

9.5.7 Residential Permit Parking:

- Explore tools to better manage on-street parking, such as potential increases to residential parking permit pricing and the creation of smaller permit zones.
- Monitor on-street parking occupancies on a regular basis to inform pricing decisions and optimize parking regulations.

# 10.0 Parks, Open Space and Greening

## Introduction

Vancouver’s identity and reputation as one of the world’s most livable cities is strongly tied to its natural beauty and the quality of its public spaces. Whether it is the parks, community gardens, waterfront walkways, vibrant commercial streets, plazas, or that favourite bench, these spaces contribute to our sense of community by providing places for recreation and play, gathering and socializing, and connecting with nature. As the West End grows, and public space becomes more valuable, these spaces will need to be maintained, improved, and expanded to meet future needs.



Nelson Park.

## Citywide Context and Policies

The City is committed to ensuring that everyone has equal opportunity to enjoy parks, open spaces and greenways. One of the City’s key policies in this regard is in the Greenest City 2020 Action Plan (2011). Targets related to parks and open spaces in this plan include:

- Ensuring everyone is within a five-minute walk (400 m) of a park, greenway, or other natural space; and,
- Planting 150,000 new trees by 2020.

Transportation 2040 highlights the importance of public plazas and gathering spaces in supporting a vibrant public life that benefits both commerce and community. The plan provides direction on creating public spaces by reallocating road space, or by using streets differently. Potential locations for public space improvements, such as “Pavement-to-Plazas”, are identified for the West End.

The City’s VIVA Vancouver program, managed by Engineering Services, is about creatively transforming streets into vibrant public spaces for walking and gathering. This is achieved through seasonal road closures to vehicle traffic, or longer term road space reallocation. VIVA Vancouver enhances the city’s sense of community, encourages active forms of transportation, and benefits local businesses.

## West End Directions

### 10.1 Parks and Mini-Parks

The West End has a diversity of parks and green spaces, ranging from the neighbourhood mini-parks to the large, vibrant waterfront beach parks. These special places contribute greatly to the West End’s distinctive character. Green space is highly valued by residents and helps maintain livability in a high density community. Fortunately, access to a park, greenway, or natural space is within a five-minute walk from everywhere within the West End.

West End parks and mini-parks are generally in good condition, though some park infrastructure is aging and in need of upgrades, and the Seawall (Seaside Greenway) within the waterfront beach parks is poorly lit at night. There are also opportunities for some of these spaces to be expanded, or improved with additional amenities, to better meet the needs of residents.

## Policies

*Enhance parks and mini-parks to improve their quality, diversity and usability.*

- 10.1.1 Improve the Seawall in the waterfront beach parks (English Bay Beach Park and Sunset Beach Park) to reduce conflicts and to enhance safety and comfort, with better lighting and with improved access from Beach Neighbourhood.
- 10.1.2 Explore opportunities to improve community programming in Barclay Heritage Square.
- 10.1.3 Explore opportunities to expand Morton Park by redesigning the area’s street network and reallocating road space to provide additional plaza and/or park space.
- 10.1.4 Support removal of the slip-lane leg of the Beach Avenue roadway between Broughton and Jervis Streets and convert it to public open space (park or plaza). Explore using the space for community gardens.
- 10.1.5 Explore naming mini-parks to enhance their identity and improve wayfinding within the Neighbourhoods.
- 10.1.6 Explore partnering with community members or groups to program and maintain space within mini-parks, where appropriate.



Seawall in English Bay Beach Park.

## 10.2 Commercial Streets

The West End’s commercial streets are vibrant, active places, as well as key walking routes. The sidewalks are where commerce, such as store displays and patios, meets the street. However, in certain locations the sidewalks are too narrow to comfortably accommodate the high pedestrian volumes, in addition to the street furniture, transit shelters, signage, trees, and other streetscape elements. There are opportunities to improve the public spaces along these streets to enhance and celebrate their distinctive character, improve walkability, and provide more opportunities for lingering and gathering. Improving and expanding public spaces along the commercial streets was consistently identified as a priority by the community throughout the planning process.



Davie Street at Thurlow Street.

## Policies

*Improve the commercial streets as public spaces.*

- 10.2.1 Enhance public spaces along the commercial streets (Robson, Denman, and Davie Streets, and Alberni Retail District) to improve walkability and vibrancy, create gathering spaces, and support commerce.
- 10.2.2 Strengthen pedestrian connections between the Alberni Retail District and Robson Village with improved sidewalks, decorative lighting and signage.
- 10.2.3 Maintain a minimum front yard hardscaped setback of 2.1 metres (7 feet) along all frontages on Davie and Robson Streets (Burrard to Denman) and Alberni Street (Burrard to Bute).
- 10.2.4 Identify the ‘heart’ of Davie Village (Davie and Bute Streets) with targeted investment in elements such as decorative lighting, landscaping, public art, and space for gathering.
- 10.2.5 Identify the ‘heart’ of Denman Village (Denman Street between Haro and Barclay Streets) with targeted investment in decorative lighting, landscaping, public art, and space for gathering.
- 10.2.6 Support the Robson Street cultural hub (Robson Street between Bute and Cardero Streets) with targeted investment in public art, decorative lighting, landscaping, and space for gathering.
- 10.2.7 Support the intersections with current/proposed walking and cycling routes with targeted investment in bulges, seating, bike parking, public art, wayfinding, and landscaping.
- 10.2.8 Establish the ‘West Loop’ as a place for people to shop, work and play with improved public spaces, wayfinding, lighting, and public art.



Public space improvements.

### 10.3 Plazas and Parklets

The West End has a variety of small hard-surface gathering spaces—of varying quality—with seating and other elements along its commercial streets, but it lacks a true urban plaza. This limits opportunities for having community events, displays, performances, and other programming on these streets, particularly in the Village areas.

#### Policies

*Create new plazas and parklets to support public gathering, and enhance existing gathering spaces.*



**“Urban Pasture” parklet on Robson Street west of Burrard.**

10.3.1 Explore creating new gathering spaces by permanently reallocating road space at the following locations:

- In the ‘heart’ of Davie Village on Bute Street between Davie Street and the laneway south of Davie Street.
- In Robson Village on Bute Street between Robson Street and the laneway south of Robson Street.

10.3.2 Explore opportunities to establish an arts/culture themed plaza within the Robson Street cultural hub.

10.3.3 Support the addition of parklets on the commercial streets by working with BIAs and business owners, prioritizing locations in the Villages and the Alberni Retail District.

10.3.4 Enhance the plaza on Denman Street between the West End Community Centre and King George Secondary School as the ‘heart’ of Denman Village.

10.3.5 Ensure plazas and gathering spaces have infrastructure (e.g. water, power, lighting, grey water disposal, and storage) to support programming and all types of community events.

### 10.4 Laneways

A distinctive feature of the West End is its network of wider than normal laneways. All laneways in the community are 10 metres (33 feet) wide, making them unique in Vancouver. The typical laneway width elsewhere in the city is 6 metres (20 feet). While maintaining their primary function for servicing, the extra width provides opportunities for better pedestrian lighting, landscaping and gardens, seating, and other public realm improvements. The Mole Hill laneway, a cherished community space, is a well-regarded example of what is possible.



**Typical West End residential laneway.**

#### Policies

*Enhance laneways as public spaces.*



- 10.4.1 Activate laneways as public spaces through Laneways 2.0 public realm improvements, particularly in areas where infill housing development occurs or at other key locations. Explore opportunities for greening, gathering spaces, consolidated garbage/recycling containers, and programming and/or place-making in unique areas.
- 10.4.2 Explore opportunities to improve and active the laneway between the Alberni Retail District and Robson Village with active land uses and improved connections between the two retail streets.

## 10.5 Street Trees

The green, leafy residential streets contribute greatly to the West End’s distinctive character, with an important element being the mature street tree canopy. Street trees also enhance pedestrian comfort on major streets by providing a buffer from motor vehicles and a sense of enclosure. Most West End streets have a consistent canopy, but there are gaps where the sidewalks are narrow (e.g. Thurlow Street), along parts of the commercial streets, and in other locations. Aging street trees will have to be replaced throughout the West End over time.



Mature street tree canopy on Barclay Street.

### Policies

*Maintain and enhance the street tree canopy.*

- 10.5.1 Add street trees, focusing on the following priority areas:
- Residential streets with lower tree densities.
  - Major streets with lower tree densities.
- 10.5.2 Undertake a review and replacement program for street trees in the West End.
- 10.5.3 Work with the community to identify locations and stewardship opportunities for food tree plantings.
- 10.5.4 In residential areas, ensure that neighbourhood character is maintained through the planting and/or replacement of street trees that help preserve/restore the tree canopy. Tree species that do not negatively impact surface and underground infrastructure should be selected.

# 11.0 Heritage

## Introduction

Heritage value is any feature or place that has aesthetic, historic, cultural, scientific, social, or spiritual importance within a community. The West End has a rich heritage which contributes to its distinctive community character. Identifying heritage resources helps inform the community and the City about opportunities to conserve resources which have heritage value and are important to the community. Celebrating and protecting the West End's heritage features will contribute to the cohesion and continued sense of place of the community.



Barclay Manor in Barclay Heritage Square.

## Citywide Context and Policies

In 1986, Council created the Vancouver Heritage Register to identify sites and features that have heritage value. Council's Heritage Policies and Guidelines state that, where possible, resources on the Register are to be protected. Currently there are 121 sites in the West End listed on the Vancouver Heritage Register. Sites listed on the Register on private lands are eligible for consideration under the City's Heritage Incentive Program which can include development benefits in return for heritage conservation and protection.

## West End Historic Background

Coastal Salish peoples (Musqueam, Tsleil-Waututh, and later Squamish) have occupied lands in the area for thousands of years. Fishing and clam-bed harvesting camps existed around the shoreline, including English Bay, and villages were set up in Coal Harbour, Stanley Park, Lost Lagoon, Brockton Point, and other locations. Trails connected these places throughout the West End. European settlement of the area, and the disruption of First Nations lands and people, began in the 1860s. Without reserve status, the villages were all demolished and their people relocated to reserves, including the Musqueam reserves in the south of the City.

Stanley Park was set aside as a military reserve in 1859 and in 1862 the first European occupations of land began, taking advantage of the area's rich resources. The area west of Burrard Street was envisioned by early land speculators as a suburb for the well to-do called New Liverpool. The survey, subdivisions, and clearances reflect this, with wider parcels (10 metres / 33 feet) and laneways than the lands east of Burrard Street, which were primarily owned by the Canadian Pacific Railway.

Early development moved south and west from downtown. The natural beach at English Bay, occupied by Coastal Salish people for millennia, became popular with campers and picnickers at a time when it still had to be reached by trails through wooded areas. Joe Fortes, a volunteer lifeguard and one of Vancouver's most well-known historic figures, built a shack for himself on the beach. The neighbourhood developed rapidly into a quiet suburb of generous houses and estates. English Bay became a popular recreation centre in the city with the construction of a series of bathhouses and a long pier (now demolished), and the creation of Alexandra Park with the Haywood Bandstand.

Economic changes after the First World War resulted in demographic changes with working people moving in to the area to be located near jobs downtown. Large, older homes were divided into suites or demolished and the estates redeveloped with apartment buildings. A common building type of the 1920s and 30s was the three storey wood framed apartment building constructed on two standard lots. In the 1950s, zoning changes allowed for increased heights and densities to encourage people to live and shop in the area instead of moving to the suburbs with the rise of automobile ownership. Today, the eclectic mix of housing types perseveres and contributes to the distinctive character of the neighbourhood. In particular, the houses, of which relatively few survive, are important legacies of the earliest period of development and are key aesthetic features in the community.



Heritage houses at Mole Hill.

With the development of apartments and smaller suites for workers, many new immigrants moved to the West End. Some relocated as they became established while others remained in the area, or moved back in later life. The diversity of the area also resulted in the growth of a large LGBTQ community with roots going back as much as eighty years, centred around what became known as Davie Village. Over time, the notion of several villages or unique centres began to emerge in the community. In addition to Davie Village, Denman Village and Robson Street (once called “Robsonstrasse”) are seen as distinct areas within the West End with their own “vibe”.

Major features associated with the city’s experience are part of the West End community, or connected to it. These include English Bay, the intersection of Denman and Davie Streets, Barclay Heritage Square, Burrard Bridge, and Stanley Park.

## West End Directions

### 11.1 Heritage Features

The framework of heritage themes follows from an understanding of the cultural history of the West End. The six themes listed below are intended to categorize an understanding of the West End’s heritage values and the identification of key heritage features.

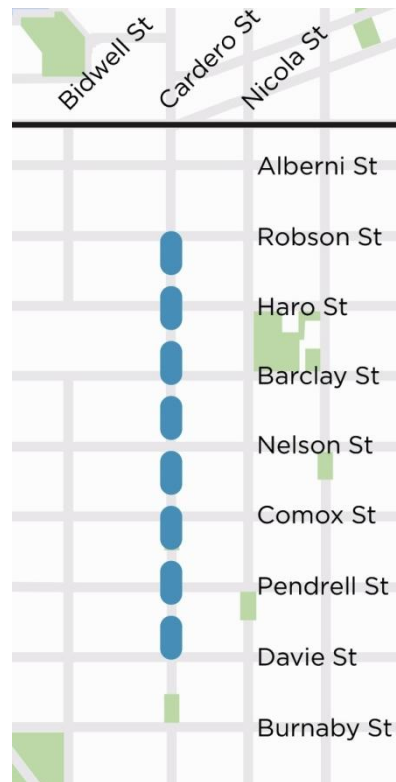
1. Coastal Salish People’s Presence
2. Development of the Desirable Suburb
3. Apartment and Tower Living
4. Diverse Cultures
5. The Three Villages
6. Iconic Features of the City

Each of these themes is further explored in the West End Heritage Context Statement (2013).

## Policies

*Celebrate and protect the West End’s heritage features.*

- 11.1.1 Encourage the use of existing tools and incentives available through citywide heritage policies to protect and recognize heritage resources within the West End.
- 11.1.2 Look to identify heritage resources consistent with the six themes for possible addition to the Vancouver Heritage Register when opportunity arises.
- 11.1.3 Recognize the Davie Village as the culturally and historically important hub of Vancouver’s LGBTQ community.
- 11.1.4 Encourage the retention of houses in the Neighbourhoods through existing tools and incentives available, as well as by allowing strata-titled infill laneway housing, recognizing the Rental Housing Stock Official Development Plan will continue to apply to all existing rental housing units in the main house.
- 11.1.5 For sites within the Neighbourhoods listed on the Vancouver Heritage Register, or that include an existing building or resource considered to have heritage merit, the retention of the historic place should be prioritized to achieve conditional density within the RM-5, RM-5A, and RM-5B zones.
- 11.1.6 Recognize the six themes in new development in terms of character and history, including the development of public spaces and streets.
- 11.1.7 Explore opportunities to collaborate with First Nations groups to identify sites and tell the story of the continued presence of Coastal Salish peoples in the community.
- 11.1.8 Explore opportunities to improve Cardero Street between Robson and Davie Streets as the West End “heritage stroll”, recognizing the area’s architectural and historically significant mix of buildings and mature street trees.
- 11.1.9 Recognize areas, precincts, and streetscapes with sites or features that have special heritage merit due to a consistency of structures, landscaping, or settings that contribute significantly to the character of the area.



Potential Cardero Street “heritage stroll.”

# 12.0 Arts and Culture

## Introduction

Arts and cultural spaces are vital to every community. They serve residents, attract tourists, enable business development, and enhance the quality of life. Artists, cultural workers and creative commercial businesses contribute to the local economy. The spaces in which creative work is undertaken also enable connections and opportunities for people to learn, share, and participate in their community and city. In absolute numbers, the West End has the most artists and cultural workers of any community in the city, with over 14% of the community's residents working in arts and culture occupations (compared to 10% citywide). While the West End benefits from proximity to a number of key cultural institutions, the community itself has a limited number of cultural venues.



West End Youth Art Jam (June 2013).

## Citywide Context and Policies

The central vision of the Culture Plan (2008) is to promote and enhance the cultural and creative diversity of the city of Vancouver to the benefit of its citizens, creative community, and visitors. The plan builds upon Vancouver's diverse and plentiful artistic and entertainment offerings to create a new dynamism and pride in the city's cultural life.

A five-year Cultural Strategy (2013) that builds on the 2008 Culture Plan is currently in development. This strategy seeks to enable a diverse, thriving cultural ecology through: community engagement and participation; diversity, innovation and artistic excellence; vibrant, creative neighbourhoods and spaces; and a dynamic robust creative economy.

The Cultural Facilities Plan works to enable the sustainable creation and operation of cultural spaces through partnerships, resources (including the Cultural Infrastructure Grant Program) and capacity building. In response to the Cultural Strategy goals, the plan is evolving towards a stronger partnership model for advancing Vancouver's cultural facility ecology, including empowering the private sector and the arts and cultural community in the development and operation of cultural spaces; using City investment to leverage additional resources; securing key cultural assets in the public domain through ownership by non-profits, foundations and other agencies; and optimizing existing civic assets.

The Public Art Program aims to engage residents and visitors through a stimulating program of public art throughout the city. Contemporary art is incorporated into city planning and development through civic and community art initiatives, required private-development artist commissions, temporary projects and donations. The Program offers a range of opportunities and mentors less experienced artists, supporting excellence in public art of many kinds, in new and traditional media, and through award-winning commissions and artist collaborations.

## West End Directions

### 12.1 Arts and Cultural Facilities

Cultural facilities include discipline specific venues such as theatres as well as multi-use flexible spaces such as outdoor event areas. At the neighbourhood level, all communities seek access to multi-use, flexible, affordable and accessible spaces for creation, production and presentation of arts and culture.

In addition to existing spaces, new facilities may be required to meet population growth and to address gaps in existing facilities. In the West End for example, the small number of spaces and facilities currently available for art production, exhibition, and performance limits the potential for artistic growth and cultural activity. Upgrading and increasing space for cultural activities will contribute to the community's vibrancy and distinctive character, and help support its arts and culture sector.



Modern Art Gallery at Robson and Jervis Streets.

As a general statement of planning principles with regards to developing arts and cultural facilities, it is critical to ensure that the cultural space to be upgraded or created addresses a real gap in cultural infrastructure through an analysis of demand, existing supply, and evolving priorities and practices in the arts and cultural community. Any investment in cultural space must also address issues of sustainability including affordability, suitability and tenure (i.e. securing the asset for the longest period possible) and the long-term operational viability of the cultural space.

#### Policies

##### *Upgrade and increase space for cultural activities.*

- 12.1.1 Encourage the development of creative commercial neighbourhood spaces (e.g. small cinemas, galleries, and bookstores).
- 12.1.2 Encourage partnerships with the West End BIA to explore options to improve the plaza in the 'heart' of Davie Village.
- 12.1.3 Encourage public and private sector opportunities to showcase local arts and culture in public spaces like parks and plazas, and along Robson, Denman, Davie and Alberni Streets.
- 12.1.4 Consider specific geographic areas for development of cultural spaces in mixed-use buildings (e.g. along Robson, Denman, Davie and Alberni Streets).
- 12.1.5 Design plazas and gathering spaces to be suitable for hosting events and festivals.
- 12.1.6 Respond to new and evolving needs of the arts and cultural community and neighbourhood (including creative commercial manufacturers and suppliers to artists and cultural organizations) as identified through culture-based workshops to seek high-level direction for neighbourhood specific targets for arts and/or citywide/region serving strategic assets.

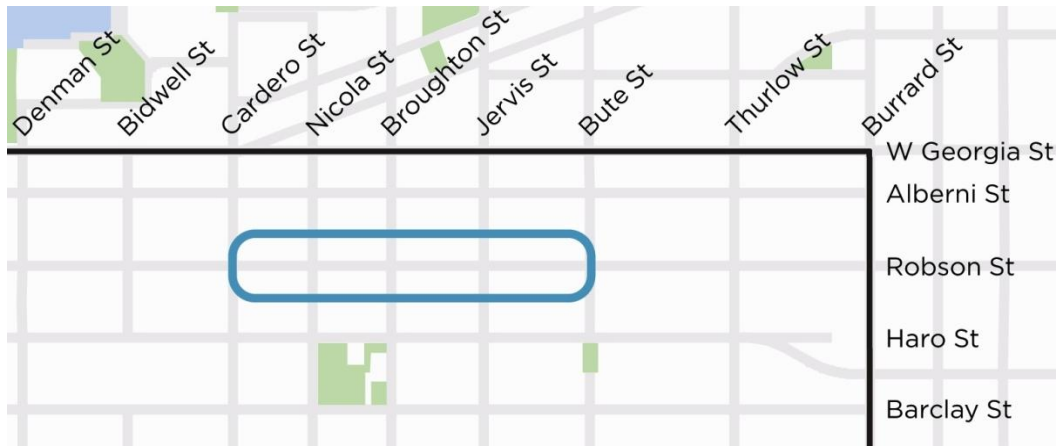
## 12.2 Robson Street Cultural Hub

The area along Robson Street between Bute and Cardero Streets is home to an emerging concentration of cultural facilities and spaces in the West End, and has the potential to become more of a cultural hub for the community. There is an opportunity to enhance existing cultural facilities and consider options for new investment.

### Policies

*Enhance Robson Street as a cultural hub.*

12.2.1 Encourage partnerships with the West End BIA and Robson Street BIA to explore opportunities to strengthen Robson Street (between Bute and Cardero Streets) as an arts and cultural hub.



**Potential Robson Street cultural hub.**

## 12.3 Cultural and Community Space Co-location

The purposeful co-location of cultural and community groups is an opportunity that can realize improvements in the economic viability of organizations and service delivery. Finding the right groups with shared values and interest in collaborative work, in addition to sharing space and possible services, is essential to a successful co-location project. Cultural space should be considered as part of any co-location options in a neighbourhood, where possible. However, it is understood that some cultural spaces will not be suitable for co-location and that any endeavor to co-locate and develop shared space will require additional resources and time to realize. An example of a possible co-location opportunity for culture is the proposed renewal of the West End Community Centre complex.

### Policies

*Co-locate cultural and community space.*

12.3.1 Explore opportunities for cultural groups and services to be co-located in shared spaces, where appropriate.

## 12.4 Public Art

Public art in the West End is generally concentrated along the periphery of the community. Examples include murals, memorial pieces and other statuary provided either through private development contributions or gifted to the City.

Policies

*Improve access to art in public places.*

- 12.4.1 Provide public art that enhances the pedestrian experience and complements the area.
- 12.4.2 Provide residents with opportunities to participate in celebratory or creative experiences in public spaces such as parks, streets and plazas.



**“A-maze-ing Laughter” public art in Morton Park at Denman and Davie Streets.**



# 13.0 Local Economy

## Introduction

The West End's many local businesses help serve the needs of residents, people from throughout the city and region, and visitors from around the world. They also contribute to the West End being a vibrant, walkable, and complete community. There is a need, however, to renew and revitalize the West End's commercial streets. The West End also plays a key role in providing housing opportunities to support downtown job growth. The adjacent Central Business District (partially within the West End) is expected to gain 27,000 to 38,000 new jobs by 2031. Enhancing local business areas and improving connectivity between them, supporting business viability, and allowing for more residents and jobs in strategic areas will help support the West End's local economy.



Local businesses on Davie Street west of Jervis.

## Citywide Context and Policies

The Vancouver Economic Action Strategy (2012) has three major areas of focus, each containing a series of actions and outcomes:

1. Create a healthy climate for growth and prosperity.
2. Provide support for local business, new investment and global trade.
3. Focus on people – attract and retain human capital.

The strategy focuses on changes that will continually improve Vancouver's business climate, support existing local businesses, facilitate new investment, and attract the human capital essential to the future. It highlights a number of major commitments that will help transform how business growth is fostered and articulates how program development is guided by opportunities to support and work closely with key partners who share responsibility in influencing economic prosperity.

The Metro Core Jobs and Economy Land Use Plan (2009) is a long-term land use policy plan that aims to accommodate the future economy and jobs in the core of Vancouver. It helps determine how the city's land supply can be used to accommodate business growth and economic activity, while ensuring there is enough transportation capacity to support this growth. The plan focuses on protecting land for job space opportunities.

## West End Directions

### 13.1 Distinct Commercial Areas

Generally, there are three types of job space areas in the West End. First, is the primarily local service and retail found along the commercial streets: Davie, Denman, and Robson Streets. The small, independent businesses are highly valued by residents and contribute to the community's distinctive character. However, as buildings and infrastructure age, and as commercial lease rates rise, the character, viability and vibrancy of these streets are at risk of being diminished.

Second, is the primarily destination retail found in Robson Village and the Alberni Retail District. These areas offer retail services to locals and visitors alike and are located close to a high concentration of hotels, the CBD, and rapid transit stations.

Third, is the large concentration of office in the CBD on West Georgia and Alberni Streets between Burrard and Bute Streets, as well as office and institutional space in St. Paul’s Hospital on Burrard Street. Outside of the Villages, these Corridor areas provide opportunities for new residential, mixed-use and office buildings, in close proximity to transit, services and jobs.



**Office, hotel, retail and restaurants on Alberni Street in the Central Business District.**

## Policies

*Enhance the West End’s distinct commercial areas.*

13.1.1 Improve the three Villages as places for people to work, shop and play with the following Village Strategy:

- Identify façade improvement grant sources.
- Encourage first and second floor patios that face the commercial street and help to animate the streetscape.
- Ensure weather protection is 3.7 to 5.5 metres (12 to 18 feet) in height and extends over approximately half the sidewalk width. It should be updated and kept clean to instill a sense of pride in the area.
- To ensure adequate floor-to-ceiling heights for commercial retail units, required ceiling heights are 4.3 metres (14 feet) minimum, with 5.5 metres (18 feet) preferred.
- Encourage retail density by increasing allowable commercial density in the Village areas to allow for multiple floors of retail, office and hotel uses.
- Minimize strata commercial at grade by discouraging new ground floor commercial uses from stratifying. This will help ensure that spaces can be altered easily in the future to contribute to streetscape resiliency.

13.1.2 Strengthen Robson Village as a regional shopping and entertainment district.

13.1.3 Strengthen Denman Village as the West End’s ‘main street’ lined with local businesses and community facilities.

13.1.4 Strengthen Davie Village as not only a local serving commercial street, but also as an LGBTQ entertainment district.

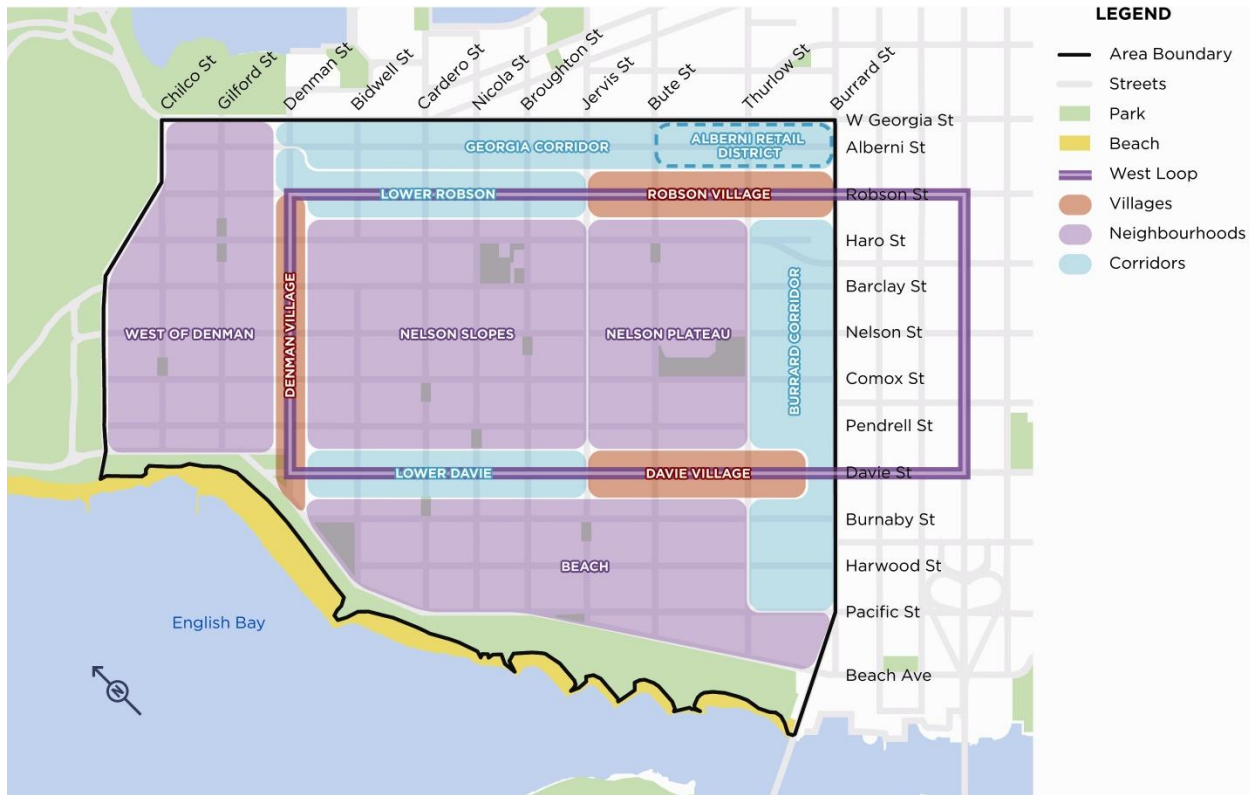
13.1.5 Strengthen Lower Robson as a mixed-use area and allow larger format commercial uses that embrace the slope.

13.1.6 Strengthen Lower Davie as a mixed-use area and allow commercial uses to extend along the slope to better connect Davie and Denman Villages with active land uses.

13.1.7 Strengthen Alberni Street (Burrard Street to Bute Street) as an emerging retail district.

13.1.8 Retain commercially zoned lands in the CBD as commercial only, while adhering to the Metro Core Jobs and Economy Land Use Policy.

13.1.9 In the Neighbourhoods, continue to allow small-scale commercial uses (e.g. café, grocer) in designated heritage buildings.



West End: Villages, Neighbourhoods and Corridors.

### 13.2 Local Business Viability

There is a desire to support and revitalize the local business areas with an increased residential population in close proximity, as well as more walkable and improved public spaces along the commercial streets. Revitalization of the West End’s commercial areas should respect the distinct character of each commercial street and improve local business viability. New West End C-5/C-5A/C-6 Guidelines will guide new development along the commercial streets to help support local business.

#### Policies

*Support and improve local business viability.*

- 13.2.1 Ensure land use regulations and permitting processes support local business operations, renovations and viability.
- 13.2.2 Locate new housing opportunities close to local business areas.
- 13.2.3 Allow higher density Laneways 2.0 infill rental housing adjacent to commercial laneways (up to 6 storeys).
- 13.2.4 Work with community partners (e.g. BIAs and local businesses) to foster vibrant local business areas through creative place-making opportunities along the ‘West Loop’ and in the Albarni Retail District.

# 14.0 Community Well-Being

## Introduction

Vancouver’s goal of building a strong, safe, and inclusive city will be shaped by how we plan our communities today.

As the West End’s diverse demographic and built environment continues to change, its community facilities, public spaces, and programs must be accessible and welcoming to people of all ages, incomes, abilities, identities, and ethnic backgrounds. Given the vibrant mix of West End residents, the availability and accessibility of age-friendly facilities and programs, community spaces, queer resources, and food infrastructure are especially important to ensure that conditions exist to support increased community well-being.



West End Farmers Market.

This chapter focuses on community assets and opportunities to strengthen livability in the West End. It consists of four focus areas:

1. Ensuring that community facilities can support residents of all ages, particularly for seniors;
2. Improving space for non-profits that offer programs and services for newcomers, children, and young adults;
3. Supporting the West End as a safe and inclusive community for queer communities;
4. Increasing opportunities for residents to grow and access healthy foods close-to-home.

## Citywide Context and Policies

While social and health programs are the mandate of provincial and federal governments, the City of Vancouver relies heavily on leveraging municipal tools and key partnerships. The City—in partnership with Vancouver Park Board, Vancouver Public Library, Vancouver Board of Education, Vancouver Coastal Health, other levels of government, and non-profit organizations—provides a range of opportunities to support community well-being.

The Healthy City Strategy (expected 2014) will be Vancouver’s social sustainability plan toward a healthy city for all, connecting healthy people, healthy communities, and healthy environments. This includes increased opportunities for active living, education, and early development opportunities, as well as accessible programs and facilities for diverse residents.

The City has guidelines, policy, and strategies for childcare facility development and support for families with children. While the City does not directly deliver childcare services, it advocates, forms partnerships, applies policy and financing tools, and makes investments towards development of childcare spaces. Modest funding is prioritized through direct operating grants, capital grants, maintenance, and organizational capacity-building.

The City aims to ensure that diversity is supported through local services, programs, and spaces available and accessible to individuals who identify as lesbian, gay, bisexual, transgender, and queer

(LGBTQ). The City supports non-profit service providers through community services grants, partnerships, and related financing growth tools.

To become a global leader in urban food systems, the City’s Greenest City 2020 Action Plan (2011) and Vancouver Food Strategy (2013) have set citywide goals towards more just and sustainable food production, distribution, access, and waste management. Community food assets are supported through policy creation, supportive land use, infrastructure, and grants aimed to increase capacity-building and local food jobs.

**West End Directions**

West End residents have identified diversity and inclusivity for people of all ages, incomes, ethnicities, and sexual orientations as important core values.

The West End is home to a diversity of residents—particularly LGBTQ communities and newcomers—all of whom enrich the community’s cultural vibrancy and social resilience. Table 1 provides key demographic and household characteristics for the West End compared to the city overall.

In 2011, 26% of West End families had children at home, compared to 53% citywide. The community has a high proportion of vulnerable children. With 1,745 children aged 0-14 in the West End, anticipated population growth will increase demands for childcare, education, and family services.

The 20-39 age group is consistently the largest in the West End. Ensuring opportunities for young adults to be actively engaged is essential to community connectedness, which can be better supported through green spaces and increased access to opportunities for active living.

Though there was a slight decline in the seniors population in the last two decades, the aging of the 40-64 age group will mean a growing seniors population in years to come. With 60% of seniors in the West End living alone (compared to 29% citywide)—many of whom live on a fixed income—financial and physical access for services, programs, community facilities, and healthy food will better minimize isolation and improve quality of life.

Davie Village has long been recognized as home to Western Canada’s largest LGBTQ community. This makes for a unique community identity, vitality, and vibrant social diversity. LGBTQ pride is proudly celebrated in public spaces with rainbow banners and pink bus stops, and Davie Village proudly hosts the city’s annual gay pride event. Along with being home to queer-identified businesses, Davie Village has a number of social serving non-profits for LGBTQ folks facing safety and inclusion challenges. It is precisely these opportunities for involvement within an inclusive community that has established the West End’s presence as an LGBTQ hub.

**Table 1: Demographic and household characteristics – West End and the city of Vancouver.**

	West End	City Overall
<b>Age</b>		
Median Age	37.4	38.6
19 and under	6%	17%
20-39	48%	34%
40-64	34%	36%
65 and over	13%	14%
<b>Families</b>		
Children per hectare	8.8	6.4
<b>Income</b>		
Median household income	\$38,581	\$47,299
Population in low income households	32.8%	26.6%
<b>Language - Mother Tongue</b>		
English	61.3%	49.1%
Chinese	5.2%	25.3%
<b>Housing Tenure</b>		
Rented dwellings	81%	56%
<b>Mobility</b>		
Population who moved since last census	61.3%	49.1%

Among Vancouver local areas, the West End has the second-highest number of low-income residents, the third-largest number of recent immigrants, and the third-largest number of seniors. This means municipal services are even more essential, with opportunities to better integrate the West End’s growing diversity and more vulnerable groups into the social fabric of the community.

The West End has seen a higher percentage of people moving to and within the community compared to the city overall, plus a larger proportion of residents living in rented units. As the West End has a higher percentage of rental units than the city average, including many mid- and high-rise apartments, community assets and connectedness are especially important.

The West End is served by a network of valued city facilities, parks and recreation opportunities, public spaces, non-profit spaces and programs that better create a livable and socially vibrant community. This includes:

- 13 childcare facilities;
- Three public schools;
- West End Community Centre, Joe Fortes Library, Barclay Manor, and Aquatic Centre;
- Six parks and nine mini-parks;
- Gordon Neighbourhood House;
- Qmunity (LGBTQ resource centre); and,
- Four community gardens.



Key community facilities and amenities.

While the City is committed to ensuring gathering spaces and educational opportunities enhance complete communities, a number of facilities require infrastructure upgrades and expansion given the density and growing demand for services. There is increased pressure to address existing needs and anticipated gaps given the community’s expected growth.

## 14.1 Recreation Facilities

The Vancouver Park Board operates and maintains a number of recreational facilities in the community, including the West End Community Centre, Aquatic Centre, and six parks. Barclay Manor offers important programming space for adults as well as the West End Seniors Network, who rely heavily on this place.

The West End Community Centre and Joe Fortes Library are the most well-used city facilities in the community.

The community centre provides public recreation facilities, while ensuring financial and physical access to capacity-building and recreational opportunities. It is especially important for seniors and newcomers, yet its size restrictions means limited and underutilized community space (e.g. rooftop). Facility upgrades are required to better support the large number of users.



**West End Community Centre and Joe Fortes Library.**

Co-located with the community centre is the frequently visited Joe Fortes Library, which is a small and aging facility. At 4,300 square feet, the size of the library is below the citywide average (at 0.01 square feet per person vs. 0.026 - 0.033 square feet per person citywide), and has insufficient space to serve a dense community. The library and community centre have both been identified for upgrades and expansion to provide additional community recreation and educational programming.

Public open spaces are important given high density living in the West End. The six parks provide almost 16 hectares of recreation opportunities, access to beaches and waterfront, and off-leash dog areas to support healthy living, growing food in small spaces, and places for socializing. The nine mini-parks provide additional green space in small spaces, such as gardens, which enhance the public realm and opportunities for social connectedness. There is a need to find opportunities for expanded outdoor recreation facilities, particularly for children and youth, and the older adult population.



**Seawall in English Bay Beach Park.**

While well-used, the aging Aquatic Centre requires building renewal to ensure better access for residents to enjoy safe recreation spaces.

### Policies

*Improve and expand recreation facilities to support residents of all ages in a growing community.*

- 14.1.1 Partner with Vancouver Park Board and Vancouver School Board to identify sites for increased and improved park and mini-park opportunities.
- 14.1.2 Ensure adequate, high quality, and neighbourhood-specific programs and services for children, families, and seniors, with continued connections to the West End Community Centre and Barclay Manor.
- 14.1.3 Explore opportunities to upgrade or renew the community centre and library.

14.1.4 Ensure that community facilities have strong transit connectivity and are adapted to consider the ease of mobility, location, and affordability for seniors.

## 14.2 Neighbourhood House and Non-Profit Organizations

Neighbourhood houses are important social assets for newcomers and families—groups who rely most on these places. Gordon Neighbourhood House has provided youth, family, and newcomer capacity-building programs since 1942, but is limited by its small size and design. While it is well-located at Nelson and Broughton Streets, the neighbourhood house facility only allows for 0.8 square feet per person, much smaller than the citywide average. Given the growing community-driven initiatives in the West End, this facility requires additional support.



Gordon Neighbourhood House.

Non-profit organizations provide community-based programs, services and resources that strengthen neighbourhoods, especially the diverse and vibrant West End community. There are 15 targeted non-profits that deliver social and cultural programs and services in the West End, but many face affordability, space, and tenure challenges. The need for affordable office and programming space is a pressing need. Given that the West End is in a highly accessible location, along transit routes and major streets, retaining a vibrant non-profit community is essential for proximity to the clients served. Reviewing space needs and identifying co-location benefits for non-profit organizations in the West End is required.

### Policies

*Support Gordon Neighbourhood House and other non-profit organizations so they can improve their programming and better meet community needs.*

- 14.2.1 Consider expansion, upgrades, and a broader range of uses for the Gordon Neighbourhood House to accommodate future growth, with increased accessibility for seniors in mind.
- 14.2.2 Explore opportunities to purposefully co-locate and secure affordable multi-tenant space for community-based non-profit organizations, preferably close to transit and other services and amenities.

## 14.3 Childcare Facilities

There are 300 licensed childcare spaces in the West End serving children ages 0 to 12. Additional spaces are needed to meet existing and future demand, particularly for infants and toddlers (0 to 3 years) and school age children (5 to 12 years). Shortages in space present challenges for families.

Given the West End’s higher proportion of vulnerable children, low-income groups, and newcomers, ensuring healthy early development in the West End requires accessible and affordable childcare near schools, workplaces, and transportation hubs to support labour force participation and child development. The City continues to work with Vancouver School Board and West End area schools to provide school-aged care on or near school grounds to reduce barriers to employment for parents.



## Policies

*Improve and increase childcare facilities to support families with children living in the West End.*

- 14.3.1 Locate childcare facilities adjacent to medium- and high-density commercial, mixed-use and family-oriented residential developments.
- 14.3.2 Encourage childcare facilities in locations that will ease pick-up and drop-off for parents, particularly along the West End’s major transit and commercial corridors and areas of high employment.
- 14.3.3 Support childcare facilities and upgrades through grants and financing growth tools.

## 14.4 Age Friendly Facilities

Vancouver’s citywide population of residents aged 65 years or older is expected to double by 2036. The West End currently has the second highest number of seniors in the city with a high proportion of seniors living alone. The aging population in the West End, coupled with many seniors who currently live on a fixed income and face mobility challenges, mean that providing a range of services for a range of abilities is essential. This community is also home to seniors who are fully independent and require access to social and recreational facilities that continue to enhance well-being.

Civic facilities such as the West End Community Centre, Joe Fortes Library and Barclay Manor, along with non-profit spaces and organizations such as Gordon Neighbourhood House and Qmunity, play an important role in providing integrated services and programs for older adults and seniors in the West End. The City continues to work with senior governments and community organizations to enhance supports that can assist older West End residents to live in their homes longer, access services, and remain active in the community.

## Policies

*Support age friendly facilities.*

- 14.4.1 Encourage well-designed spaces for seniors, and adaptation of existing services, programs and spaces to meet the needs of an aging population.
- 14.4.2 As part of future development of community facilities, work to expand multi-purpose space for seniors programs and services.
- 14.4.3 Provide City grants for organizations that deliver seniors programs and services.

## 14.5 LGBTQ Communities

Davie Village has long been recognized by the LGBTQ community as a safe and accepting place that celebrates differences and diversity. Continued support for public facilities and amenities here is important for social inclusion of queer communities.

As the West End continues to attract LGBTQ communities, investments in facilities that support organizations and welcoming public spaces are vital for a queer-friendly community. In particular, more inclusive public spaces for LGBTQ seniors are important as they face additional barriers of isolation and mobility limitations, restricting their integration into community life. Non-profit organizations are essential for the vitality and resilience of the LGBTQ community, yet improved community spaces and facilities are needed.

Amongst other queer-serving organizations, Qmunity has been identified as being at the heart of the community since 1979. Qmunity offers culturally-specific education and programming for groups who face discrimination and isolation, including queer youth, adults, and seniors through programs, educational resources, and focused outreach with queer ethnic minorities. While they reach 35,000 people annually, the current facility is insufficient to accommodate its growth. Its facility is small, aging, and lacks wheelchair accessible options. The West End would benefit from a purpose-built facility for Qmunity to support the needs of diverse community members.



Qmunity on Bute Street north of Davie.

## Policies

*Support the West End as a safe and inclusive community for LGBTQ communities.*

- 14.5.1 Create a new purpose-built facility for Qmunity within Davie Village, to better support LGBTQ community members.
- 14.5.2 Ensure queer-friendly resources and programs are prioritized for LGBTQ communities, particularly transgender people, ethno-cultural groups, and seniors.
- 14.5.3 Celebrate queer heritage and history through public art.

## 14.6 Supportive Food Infrastructure

The need for food infrastructure and capacity-building food programs is a priority given high density living in the West End. Still, more supportive land use is required to maximize opportunities for residents to access local, healthy food.

Gordon Neighbourhood House is an essential community asset for food programs, but the facility is insufficiently designed for expanded uses. Improved community meeting spaces, urban agriculture facilities, and community kitchens would greatly benefit the community members involved in these food initiatives.

Food Assets are resources, facilities, services, or spaces that are available to Vancouver residents to support local food systems. These include:

- Community Gardens
- Community Fruit Orchards
- Urban Farms
- Community Kitchens
- Community Food Markets
- Street Food Vendors
- Farmers Markets
- Community Composting Facilities
- Neighbourhood Food Networks

Community gardens help get individuals out of their homes and into spaces that foster socialization, playing a vital role within high density areas such as the West End, where almost 81% of households live in studio or one bedroom units. However, of the 102 community gardens in Vancouver, only four are located in the West End. Since the majority of high-rise rental apartment buildings were built before 1975, they do not support nor can they be retrofitted for urban infrastructure and design for food initiatives. Throughout the planning process, residents have expressed a strong desire for more community gardens throughout the West End. Seniors have also expressed the need for more wheelchair accessible



Nelson Park Community Garden adjacent to off-leash dog area.

gardens, designed with an aging population in mind.

## Policies

*Increase opportunities for residents to grow and access healthy foods close-to-home.*

- 14.6.1 Explore site expansion and upgrades for Gordon Neighbourhood House to better support infrastructure and community food programs.
- 14.6.2 Explore opportunities for local food production in parks, open spaces, streets and other City-owned property.
- 14.6.3 Explore opportunities for including community gardens as part of Laneways 2.0 public realm improvements, particularly in areas where infill housing development occurs. Support gardens with infrastructure (e.g. composting sites) where appropriate.
- 14.6.4 Convert underutilized spaces into food-producing gardens, with particular attention to underserved areas with rental housing that have limited growing opportunities (e.g., balconies or rooftop gardens).
- 14.6.5 Integrate gardens into public realm landscape plans where possible (e.g. edible landscaping).

# 15.0 Energy and Climate Change

## Introduction

Vancouver has the goal of being the greenest city in the world by 2020. This includes aspirations to reduce dependence on fossil fuels and lead the world in green building design and construction. To achieve this, all communities must start taking a more aggressive approach to reducing energy consumption and the production of greenhouse gases (GHGs). The West End will help contribute to this goal by using strategies relating to land use, neighbourhood energy, and green building design.



Electric vehicle charging station in English Bay Beach Park.

At the same time, Vancouver is preparing for the impacts we are very likely to experience from the changing climate and exploring the opportunities this may provide. Scientists anticipate we will experience an increased frequency and intensity of rain and wind storms; hotter, drier summers; a longer growing season; and flooding from sea level rise. Building resilience means looking at the ways we design and maintain infrastructure and enhancing connections among people and groups in the community to improve our ability to respond to and recover from events.

## Citywide Context and Policies

The Greenest City 2020 Action Plan (2011) sets the course toward realizing a healthy, prosperous, and resilient future for our city. It calls on us all to rise to the challenge of transforming our community to create a better life for future generations. The plan provides clear targets to work towards, with baseline numbers to indicate our current level of performance. The highest priority actions for the next three years have been identified, as well as strategies and actions that will help to achieve citywide targets by 2020.

Council has also adopted the Citywide Neighbourhood Energy Strategy and Energy Centre Guidelines (October 2012), which acknowledges that Neighbourhood Energy Systems (NES) are needed to achieve rapid GHG emission reductions. The strategy identifies downtown, including the West End, as a priority area with the greatest carbon reduction potential of any area in Vancouver. As the City is actively pursuing low carbon NES in this area, large developments in the West End will be required to be built connectable to NES, and to connect, when a NES is available.

Two green building targets will influence the West End plan. First, all new developments from 2020 onwards will be required to be carbon neutral in their operations—meaning there will be limited increase in carbon from new growth. Second, energy use in existing buildings will be reduced by 20% by 2020 and 80% by 2050. A retrofit strategy will look to reduce energy use and carbon pollution from

existing residential and commercial buildings through incentives and partnerships. The result: carbon emissions from the buildings will remain flat or decline over despite growth.

The City’s Climate Change Adaptation Strategy (2012) details actions that will increase the resilience of citywide programs, services and infrastructure to existing and anticipated climate extremes. Primary adaptation actions focus on incorporating adaptation as a consideration or key driver into existing and planned projects.

## West End Directions

### 15.1 Land Use

Mixed-use, compact communities provide an ideal context for neighbourhood energy systems, as peak energy demand for businesses and residences tends to occur at different times of day, helping to maximize energy system efficiency. As a high density community, containing residential, commercial, institutional, and other uses, the West End is well-suited for neighbourhood energy systems. Additionally, it is located adjacent to other high density downtown communities containing a mix of uses.

#### Policies

*Use land use to enhance sustainability.*

- 15.1.1 Reduce greenhouse gas through strategies such as neighbourhood energy systems and passive design approaches for new and existing development.
- 15.1.2 Locate higher densities and a mix of uses close to transit, services, amenities and areas where significant sustainability gains are possible (i.e. district energy sources).
- 15.1.3 Identify suitable potential locations, and secure space for a Neighbourhood Energy Centre (or Centres) to serve the West End.

### 15.2 Neighbourhood Energy

The energy consumed in providing heating and hot water to buildings is one of the highest contributors to Vancouver’s greenhouse gas emissions (GHGs). To reduce some of this impact, low-carbon neighbourhood energy systems provide a more efficient approach to delivering the thermal energy.

#### Policies

*Expand neighbourhood energy systems within the West End.*

- 15.2.1 Actively promote expansion of neighbourhood energy services in the West End that will lead to future GHG reductions.
- 15.2.2 Ensure new large developments are designed to be easily connectable to a neighbourhood energy system, and to connect where systems are available.



Southeast False Creek Neighbourhood Energy Utility.

### 15.3 Green Building Design

Design solutions for energy, water, materials, waste, and indoor environmental quality can help to maximize energy efficiency and health performance of buildings. The City has a wide range of green building programs and policies that influence new developments in the West End, including a LEED Gold requirement for all rezonings, passive design solutions, green home building policies, and green demolition practices. As sustainability policies develop citywide, these requirements will apply as we transition buildings to no longer depend on fossil fuels.

In Vancouver, 56% of all GHG emissions come from buildings. Thirty-six per cent of building-related emissions are from the residential sector (2011 Energy and Emissions Inventory). Due to poor energy efficiency performance, older buildings consume more energy and have greater GHG emissions than newer buildings.

Most of the existing housing stock in the West End was built before 1980, representing a significant opportunity for energy savings and emissions reductions within the community. The City will look for opportunities to partner with utilities to assist landlords and homeowners in improving the energy efficiency of the building stock—most notably in the large number of rental apartments and condominiums. Ideally, with new buildings emitting much less carbon pollution, the energy upgrades to homes and business can allow the West End to reduce its total carbon footprint over time even in the context of growth.

#### Policies

*Reduce energy use for new and existing buildings.*

15.3.1 All new developments are subject to the City’s Green Building Strategy for new buildings and all rezoning applications are subject to the City’s Rezoning Policy for Greener Buildings. As sustainability policies develop citywide, these requirements will apply to the West End as well.

15.3.2 Offset building energy use from new construction through retrofit programs for existing buildings. As a result, the West End’s total energy use will remain as is or decline over time despite a projected growth in population over the next 30 years.

### 15.4 Climate Change Adaptation

Policy directions listed above will help reduce our greenhouse gas emissions, thereby contributing to efforts to decrease the extent of climate change. However, we also need to prepare for the impacts of climate change.

The characteristics of the West End indicate vulnerability to climate change on several fronts:

- As sea levels rise, there is likely to be an increase in foreshore and beach flooding, limiting access to the water and Seawall during winter storms.
- The number of seniors has increased over the last decade. The West End has some of the highest number of seniors living alone and with low income in the city. Along with a high proportion of rental units, these are all indicators of vulnerability to heat stress and associated illness. Although heat stress may appear less threatening in BC compared to the rest of Canada, much of the BC

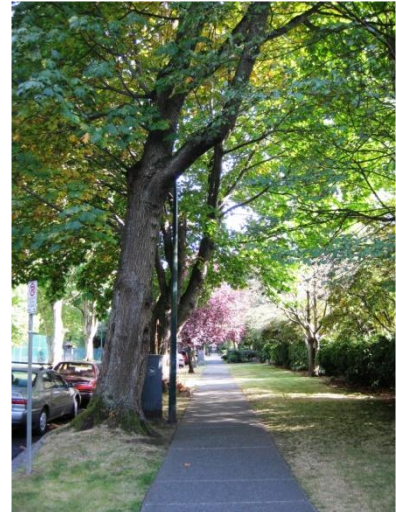


Seawall and beach along English Bay waterfront.

population is less acclimatized to temperatures above 30°C and air conditioning is uncommon. Emergency room visits in Vancouver already increase with high summer temperatures and are expected to rise further with climate change and an aging population.

- Rainwater enters catch basins around the city and is carried by gravity to the ocean and Fraser River. As rainfall frequency and intensity increases, soft infrastructure measures, such as more green spaces and pervious surfaces, will build resilience to overland flooding.

Increased stress on stormwater systems and urban trees, forests and green spaces is anticipated as a result of increased intensity and frequency of rain events and extreme weather. Trees and green spaces contribute to decreasing our community greenhouse gases through absorbing and storing carbon. They also play a significant role in decreasing the impacts felt from a changing climate. Parks and green space can be used for detention and infiltration of stormwater during heavy rainfall thereby decreasing the stress on our stormwater system. They also help keep the city cooler in the summer by providing shade refuge and a healthier environment, and by lowering the need for air conditioning. Models have shown that areas with a high proportion of pavement can be almost 9°C warmer than areas with heavy vegetation, such as parks. The existence of green space, vegetation, permeable surfaces and rain gardens in a community has been associated with a decreased risk of heat related illness and increased resilience of the stormwater system.



**Mature street trees provide shade in the residential neighbourhoods.**

## Policies

### *Support climate change adaptation.*

- 15.4.1 Work with community groups to identify actions to decrease the risk of heat-related illness. Actions could include identification of community or building cool refuges, volunteer heat registries and patrols, etc.
- 15.4.2 Encourage stewardship of trees, green spaces and green stormwater infrastructure (e.g. rain gardens and bioswales). Plant shade trees where appropriate, using species that are hardy to changing climate conditions.

# 16.0 Utilities and Services

## Introduction

Utilities and services are sometimes hidden, but are vitally important for a city to function. The water, sanitary, stormwater and solid waste systems are key to sustainability, as well as to our health and well-being.

Vancouver has:

### Safe, accessible drinking water

Vancouver's water is collected in the Capilano, Seymour and Coquitlam reservoirs. On an average day, the water system delivers 330 million litres of drinking water throughout the city.

### Water conservation and protection

Using our water efficiently, being aware of what goes into the sewer and how our local waterways are affected, are important parts of working towards the goal of becoming the greenest city in the world by 2020.

### Environmental protection

Replacing combined sewer systems with separated sewer systems ensures sufficient capacity and prevents sewage from entering Vancouver's waterways, protecting the environment.

### Emergency preparedness

A major disaster, such as an earthquake, could make our conventional fire protection system unusable. Our dedicated fire protection system (DFPS) is designed to pump potable water, plus salt water when needed. Plans for a hardened grid of water mains citywide will provide further system resiliency.

Maintaining and upgrading the West End's utilities and services will be essential to meeting our sustainability goals, supporting a growing population, and helping ensure our future health and well-being.

## Citywide Context and Policies

Vancouver has the goal of being the greenest city in the world by 2020. To help achieve this, key plans and strategies relating to utilities and services include:

### Greenest City 2020 Action Plan (2011)

- Provide the best drinking water quality by 2020.
- Reduce potable water use by 33% by 2020.
- Protect Vancouver's waterways.
- Reduce solid waste going to landfill or incinerator by 50% from 2008 levels.

### Climate Change Adaptation Strategy (2012)

- Complete and implement a citywide Integrated Stormwater Management Plan.
- Separate combined sewers.



Metro Vancouver Sustainable Region Initiative (2002-2011)

- Drinking Water Management Plan.
- Integrated Liquid Waste and Resource Management Plan.
- Integrated Solid Waste and Resource Management Plan.

## West End Directions

### 16.1 Waterworks and Sewer System

#### Waterworks

There are 37.2 kilometres of water pipes serving the West End. The age of the pipes is as follows:

	Built before 1950	Built/rebuilt between 1950 and 1980	Built/rebuilt since 1980	TOTAL
<b>West End Area</b>	10.8 km	19.7 km	6.6 km	<b>37.2 km</b>

The City has generally maintained a program to replace deteriorating water mains at a rate of 11 kilometres annually (equivalent to 0.8% of the City’s water system each year). Replacement candidates are prioritized based on various physical factors that affect their service lives. As such, over the next 30 years, it is expected that a portion of the water main inventory in West End will be replaced.

There are some water mains in the community with diameters that may be undersized for an increase in density. Generally, these are mains with diameters of 15 centimetres or less; however, even the larger diameter mains may require upgrading depending on the fire flow demands for a given form of development.

Where a new development will trigger an upgrade before its scheduled replacement, upgrade costs will be expected to be the responsibility of the development and captured during the rezoning or permitting process. It is anticipated that a revised citywide funding formula for upgrading water infrastructure to accommodate growth will be advanced prior to major replacement requirements in the West End.

Public access to water in the West End is available from 19 drinking fountains at various parks, along greenways, and in community centres. However, there are further opportunities for additional drinking fountains or bottle filling stations in the community that can be leveraged from adjacent redevelopment. Ideal locations for drinking fountains include parks, public spaces/plazas and along greenways or bikeways.



Public drinking fountain.

The West End is within the coverage area of the City’s Dedicated Fire Protection System (DFPS). The DFPS is a dedicated pipe network constructed to withstand a seismic event to provide fire protection in a post disaster scenario and to complement the conventional distribution network in the case of a large fire.

Avoiding future expansion of Vancouver’s current drinking water supply by reducing demand now makes sense both economically and ecologically. Reducing discretionary water use such as that used for

landscaping is being achieved through lawn sprinkling regulations and enforcement. Water wise landscape design guidelines also help property owners minimize irrigation needs. Seasonal rates reflect the availability of water in the drier, summer months and encourage conservation.

It is expected that new development across the city will consider water efficiency as an overarching design imperative. This includes the consideration of high efficiency water fixtures, permeable surfaces to reduce the loads on our storm sewer system, and alternate sources of water to reduce the overall demand for drinking water for non-potable uses such as irrigation.

Aligning building and health regulations at all levels of government to support greywater use and responsible rainwater harvesting will significantly reduce demand on the drinking water supply.

**Sewers**

There are 129 kilometres of sewer mains in the West End, which is divided into two drainage districts: Downtown South and Downtown North.

One hundred per cent of the sewer mains are separated in the West End. The system was separated in the 1970s and early 1980s. Although the sewer system is suitable for densities of today and could accommodate modest growth, any significant increases in demands may trigger sewer upgrades.

It is anticipated that a revised citywide funding formula for upgrading sewer infrastructure will be in place prior to major replacement requirements in the West End.

	<b>Combined Sewer Pipes</b>	<b>Sanitary Sewer Pipes</b>	<b>Storm Sewer Pipes</b>	<b>TOTAL</b>
<b>West End Area</b>	0 km	56 km	73 km	<b>129 km</b>

**Integrated Stormwater Management**

Stormwater is primarily drained via storm sewers; however, where possible green infrastructure is used to handle drainage needs and improve the quality of the stormwater especially in neighbourhoods with separated sewer mains. Street and laneway designs can minimize impermeable surfaces and optimize absorbent materials to reduce surface flooding and divert storm water runoff from the sewer system. The absorbed water is filtered by the ground and released slowly into local water bodies, similar to nature's own processes. These designs protect the water bodies that separated storm sewers drain into and help create more attractive and enjoyable neighbourhoods.



**Rain gardens are planted areas behind curbs that filter stormwater from the street.**

The City currently requires stormwater detention and treatment on development sites greater than two acres.

The City is currently working on a citywide Integrated Stormwater Management Plan (ISMP), which follows a whole system approach embracing the ecological principles of rainwater and stormwater

management. The plan will provide a toolbox of stormwater management techniques categorized by the appropriate land use. It is anticipated that the ISMP will be completed by the end of 2014.

## Policies

*Maintain and expand water and sewer systems, and improve stormwater management.*

- 16.1.1 Continue to expand water distribution services to meet development needs.
- 16.1.2 Support the completion of the City’s Integrated Stormwater Management Plan.
- 16.1.3 Support future review and creation of a citywide funding formula to better inform development needs for sewer or other utility upgrades.
- 16.1.4 Seek to use integrated stormwater management techniques such as infiltration bulges and other measures through redevelopment and other improvements where feasible, in particular, emphasize a high level of green infrastructure and streetscape design on streets and in laneways by optimizing permeable surfaces.

## 16.2 Zero Waste

Current programs that are helping the City reach the solid waste reduction target:

### Green Bin Program

Food scraps and food soiled paper represent about 40% by weight of garbage disposed to landfill or incinerator in the region. The Green Bin Program is part of the City’s strategy to maximize diversion of compostable organic waste. Currently, the City only collects food scraps primarily from single-family and duplex homes.

The West End is a high density community with primarily multi-family rental apartments and condominiums. There are various private sector waste hauling and recycling companies that offer food scraps collection services for the multi-family, commercial and institutional sectors. In the months ahead, City staff will bring forward a plan for consideration by Council that will require businesses and multi-unit residential buildings, such as condominium complexes, to have food scraps recycling service in place in the near future.



Collecting compostables and recyclables at West End Farmers Market.

### Green Demolition Practices

Construction, renovation and demolition activity generates one of the largest waste streams in Vancouver, with almost 100,000 tonnes of building materials disposed annually. To meet Vancouver’s “zero waste” target, the City is focused on significantly reducing the volume of building materials disposed in the landfill. In 2012 the City implemented a program to encourage building deconstruction for renovation and demolition projects. Deconstruction is the practice of systematically disassembling a building in order to maximize the reuse, recycling or recovery of building materials, thereby avoiding disposal to landfill or incinerator. By using deconstruction practices it is possible in some cases to keep over 90% of a building out of the waste stream.

Deconstruction is a strategy that can achieve multiple benefits including waste diversion, green job creation, improved site cleanliness and safety, and can actually aid in the preservation of heritage structures by making appropriate period materials more available.

## Policies

*Expand food scraps recycling.*

- 16.3.1 Support food scraps recycling service for businesses and multi-unit residential buildings, such as condominium complexes.

# 17.0 Public Benefits Strategy

## Introduction and Background

A Public Benefits Strategy (PBS) provides strategic direction for future capital investments in a community over the long-term (30 years). It covers six key areas that support livable, healthy and sustainable communities: community facilities, parks and open spaces, affordable housing, public safety, transportation, and utilities. Each PBS takes into account the existing network of amenities and infrastructure within the community, as well as district-serving and city-serving amenities located beyond the community's boundary.

There are four key steps in preparing a PBS:

1. Assessing local needs within a citywide context.
2. Developing a strategy (including outcomes and/or targets) for addressing the identified needs.
3. Providing a rough order-of-magnitude cost to fulfill the strategy.
4. Outlining a financial strategy to support the outcome-based strategy.

The needs assessment considers the following:

- An optimal network of amenities and infrastructure that supports service and program delivery at citywide, district and local levels.
- Existing amenities and infrastructure to be renewed over the next 30 years.
- Current gaps, deficiencies or shortfalls in service and program delivery, if any.
- New demands anticipated from population and job growth over the next 30 years.

The outcome-based strategy for the local community is developed within an overall citywide framework that includes the following guiding principles:

- Provide core services across communities; determine best model for delivering each service.
- Partner strategically across all sectors (government, non-profit and private).
- Adapt to demographic changes; build flexible, adaptable and scale-able amenities.
- Prioritize renewal of existing amenities and infrastructure.
- Prioritize multi-use facilities.
- Phase large-scale projects; enhance cross-project coordination to optimize efficiency.
- Ensure long-term operational/financial sustainability.

The PBS is an aspirational plan that reflects the needs and desires of the community, and is intended to provide strategic direction to guide the City (including City Council, Park Board and Library Board) in making investment decisions on public amenities and infrastructure in the West End over the next 30 years. The City's fiscal capacity, emerging opportunities and evolving needs in this community and across the city will be determinates of the actual amenity package that will be delivered incrementally over the long-term horizon. As such, the PBS will be reviewed and refined periodically and integrated into the City's 10-year Capital Strategic Outlook, 3-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide level.

## Public Benefits in the West End

The West End is home to around 45,000 residents. It currently has many of the facilities, amenities and infrastructure available in communities across Vancouver, including a community centre, branch library, neighbourhood house, childcare centres, local parks, social housing, fire halls, and walking and cycling networks. In addition, the West End is home to some district-serving or city-serving amenities such as the Vancouver Aquatic Centre, West End Ice Rink, English Bay Beach and Sunset Beach Parks, and the Seawall. Residents also have access to nearby amenities such as Stanley Park, Second Beach Outdoor Pool, Coal Harbour seawall, Central Library, and cultural facilities located downtown.

A number of these amenities and infrastructure are new or have been renewed or upgraded in recent years, including the Comox-Helmcken Greenway – Section 1 (2013), a one kilometre section of the English Bay seawall (2011), YMCA on Burrard Street (2010), and Nelson Park (2007). Some nearby amenities are also new or have been renewed, including pedestrian and cycling paths in Stanley Park (2003-2011), Hornby Street Separated Bikeway (2010), Ceperley playground in Stanley Park (2007), and Coal Harbour Community Centre (2000).



Existing public facilities and amenities.

Following a review of community needs and with input received through community consultation, a list of public benefits has been identified. The plan will ensure that public facilities, amenities and services continue to meet the community's needs as the West End grows and evolves.

## Growth Estimates

It is estimated that over the next 30 years, the West End will experience a population growth of 7,000 to 10,000 residents. While growth will happen incrementally, it is anticipated that approximately half of this growth might occur in the first 10 years, when more redevelopment sites are available. The main areas of growth are located in the Corridors along Burrard, Thurlow, Alberni, and West Georgia Streets. To a lesser extent, growth will also be located in Lower Robson and Lower Davie, with more modest incremental growth occurring throughout the Neighbourhoods.

Creation of space for employment is also an important aspect of the plan, and it is estimated that the community will grow by 7,000 to 10,000 jobs. Most of the new jobs will be located in the Central Business District, on the St. Paul's Hospital site, and along Davie, Denman, and Robson Streets.

## Public Benefits Directions

### 17.1 Recreation Facilities

#### Citywide

Vancouver's network of recreation facilities was built up during the 1945 to 1980 period. The process to renew the oldest facilities started in the late 1990s and, to date, five community centres (Hillcrest, Killarney, Mount Pleasant, Sunset and Trout Lake), three pools (Hillcrest, Killarney and Renfrew) and three ice rinks (Hillcrest, Killarney and Trout Lake) have been renewed. It is anticipated that the renewal process will continue for the next 20-plus years. The location and size of recreation facilities is reviewed as part of the renewal process.

On occasion, the City will add a recreation facility where there will be sufficient concentrated population growth that is not well served by existing facilities, as was the case with the Roundhouse, Coal Harbour and Creekside community centres. Two additional facilities are in the planning stages: community centres in Oakridge and Fraserlands. The City also has the ability to expand existing facilities to address needs generated by population growth.

A citywide Recreation Strategy will be developed to guide future investments in this area. As well, opportunities for functional integration across various community services and programs will be explored to enhance customer service and operational efficiencies.

#### West End

The West End Community Centre, located on Denman Street, is 50,000 square feet. The facility also includes Joe Fortes Library, as well as an ice rink. The community centre is in need of renewal in the medium term. At the southern edge of the West End is the Vancouver Aquatic Centre. The pool was built in 1974 and will require major upgrades or renewal.

#### Strategy for the Next 30 Years

- Renew recreation facilities (West End Community Centre, West End Ice Rink and Vancouver Aquatic Centre) and design them to meet anticipated population growth (estimated cost is \$90 to \$95 million).

### Ten-Year Policies

- Develop a long-term strategy with the Vancouver School Board, Vancouver Public Library and other partners to renew and expand the West End Community Centre, Joe Fortes Library, and King George Secondary School, and to explore opportunities to co-locate other community facilities.
- Explore opportunities to rebuild or replace the Vancouver Aquatic Centre to service the local, city and regional population.

## 17.2 Libraries

### Citywide

Vancouver's network of libraries includes a Central Library and 20 branch libraries. The Central Library was originally located in the Carnegie Centre at Main Street and Hastings Street in 1903, relocated to Robson Street and Burrard Street in 1957, and moved to its current location at Robson and Homer Streets in 1995.

A network of branch libraries to serve more neighbourhoods was created in 1927, grew modestly until 1945, and then saw rapid expansion during the 1945 to 1980 period, in which 16 branch libraries were established. Since 1980, two libraries have been added to the system and 10 existing libraries have been renewed. The renewal process will continue for the next 20-plus years. The location, size and service area of libraries are reviewed by the Library Board and the City as part of the renewal process.

On occasion, the Library Board will recommend adding or relocating library services where there will be sufficient concentrated population growth that is not well served by existing facilities, as was the case with the Terry Salman Branch (relocation and expansion) and the new full-service Downtown Eastside/Strathcona Branch (planned for 2015). As well, the service delivery model will continue to be modernized and streamlined, and opportunities for functional integration across various community services and programs will be explored to enhance customer service and operational efficiencies.

### West End

Joe Fortes library is co-located with the West End Community Centre on Denman Street. The library is 4,500 square feet and opened in 1976. It is undersized for the existing West End population.

### Strategy for the Next 30 Years

- Renew Joe Fortes Library (estimated cost is \$10 to \$12 million).

### Ten-Year Policies

- Develop a long-term strategy with the Vancouver School Board, Vancouver Public Library and other partners to renew and expand Joe Fortes Library, King George Secondary School and the West End Community Centre, and to explore opportunities to co-locate other community facilities.
- Expand library if space becomes available in the existing West End Community Centre (estimated cost is \$1 to \$2 million).

## 17.3 Social Facilities

### Citywide

The City has been actively involved in the provision of social facilities since the 1970s. The existing network includes a variety of facilities supporting a range of capacity-building programs and resources. Vancouver's social infrastructure falls into three broad categories:



1. Those that welcome the full range of a neighbourhood demographic, e.g., neighbourhood houses;
2. Those targeting a particular demographic, e.g., family places and seniors' centres, and;
3. Facilities that provide targeted services for populations who are vulnerable, e.g., Carnegie Centre, WISH, and the Aboriginal Friendship Centre.

Neighbourhood houses and family places have been part of the social fabric of the city since the 1940s when Gordon Neighbourhood House opened its doors to the West End. West Side Family Place first offered services to residents of Kitsilano (1975). There are now eleven neighbourhood houses and five family places across the city. While only five out of the eleven neighbourhood houses are City-owned, all neighbourhood houses receive either capital investment or programming grants to ensure programs and services are specific and cost-accessible to the population they serve and can meet a continued growing demand for community gathering spaces. Four of the five family places are owned by the City (all but West Side Family Place). Three out of four youth hubs are City-owned, and provide valuable resources, services, programs, and housing for at-risk youth.

In addition, the City owns and operates Carnegie Centre, Gathering Place and Evelyne Saller Centre. These facilities offer free programs and services that enhance the physical, mental and social well-being of vulnerable populations in the Downtown Eastside and Downtown South. While the Gathering Place is relatively new (built in 1995), both the Carnegie Centre and Evelyne Saller Centre are in need of upgrades.

The process to renew aging facilities started in the 1980s and will continue over the coming decades, requiring dedicated resources for renewal and possible expansion. The location and size of social facilities is reviewed as part of the renewal process. A citywide Social Amenity Plan will be developed to guide future investments in this area. As well, opportunities for functional integration across various community services and programs will be explored to enhance customer service and operational efficiencies

### **West End**

Gordon Neighbourhood House has served the community since 1942 with numerous programs and services for families, seniors and youth. While well-located on Broughton Street, the current facility, which opened in 1985, is undersized at 12,000 square feet, given the number of residents in the community. Another important community facility is Qmunity, a valuable resource centre for the lesbian, gay, bi-sexual, transgender and queer community since 1979. While Qmunity reaches 35,000 people annually, the current facility is small, designed without a large community gathering space, and is not wheelchair accessible.

### **Strategy for the Next 30 Years**

- Renew and expand social facilities and design them to meet anticipated population growth, including Gordon Neighbourhood House and Qmunity.
- Explore opportunities to purposefully co-locate and secure affordable multi-tenant space for community-based non-profit organizations.
- The estimated cost is \$18 to \$20 million.

### **Ten-Year Policies**

- Explore opportunities to relocate or upgrade Qmunity to a purpose-built facility within Davie Village.
- Support minor upgrades to Gordon Neighbourhood House until long-term renewal is concluded.

## 17.4 Cultural Facilities

### Citywide

Arts and cultural spaces are vital to every community. They serve residents, attract tourists, enable business development and enhance the quality of life. Artists, cultural workers and creative commercial businesses contribute to our local economy. Spaces in which creative work is undertaken also enable connections and opportunities for people to learn, share, and participate in their community and city.

Vancouver's Culture Plan (2008) and emerging Cultural Strategy (2013) aim to enhance, promote and support the culture and creative diversity of the city to the benefit of its citizens, creative community and visitors. The Cultural Facilities Plan (also 2008) provides a detailed strategy specific to cultural spaces/facilities that focuses on the sustainable creation and operation of cultural spaces. The City provides support for cultural facilities through the provision of space, technical advice and regulatory assistance, and through the capital plan via the Cultural Infrastructure Grant Program, development-related investment (community amenity contributions, or CACs) and occasional land contributions.

Cultural spaces tend to be unique, singular spaces (no two are alike) that result from a synchronicity of opportunity—that of a clearly identified need, a development opportunity, and an organization capable of addressing the need. The City uses blended staff/community peer review panels to assess priorities and proposals to ensure that investment in cultural spaces addresses critical priorities for arts and culture.

Responding to the 2013 Cultural Strategy, the Cultural Facilities Plan is evolving towards a stronger partnership model for advancing Vancouver's cultural facility ecology. Long-term goals include: empowering the private sector and arts and cultural community in the development and operation of cultural spaces; using City investment to leverage additional resources for the purpose of developing and operating cultural facilities; securing key cultural assets in the public domain through ownership by non-profits, foundations and other agencies; and optimizing and stabilizing existing civic assets for operational and financial sustainability.

There are approximately 50-plus City-owned or controlled spaces, and 500 non-City-owned cultural spaces across Vancouver. Renewal of key cultural spaces will be an important priority in the implementation of all community plans. In addition there is an interest in the strategic co-location of cultural organizations where appropriate. Opportunities for functional integration across various community services and programs will be explored to enhance customer service and operational efficiencies.

Finally, there is an interest in maximizing the effectiveness of existing facilities through investment in the physical structure and in the security of the asset where it may be in a vulnerable ownership or lease situation. Growth in absolute numbers of cultural facilities is less important than strategic and effective investment in existing spaces that improves their long term affordability, suitability and viability as cultural spaces.

### West End

While the West End has the highest absolute numbers of artists and cultural workers in the city, it lacks a strong presence of cultural facilities. West End residents benefit from the proximity of neighbourhood-based as well as large regional serving cultural institutions. This presents a unique opportunity and challenge for meeting the local needs for access to cultural space.

The limited number of existing venues includes the City-owned Roedde House Museum and the Haywood Bandstand in Alexandra Park, as well as non-profit cultural assets such as St. Andrew's-Wesley United Church, St. Paul's Church Hall, and a number of commercial galleries.

### **Strategy for the Next 30 Years**

- As the West End grows and changes, the PBS must consider and respond to new and evolving needs, including those of the arts and cultural community. Inclusive of the 10-year targets below, additional community consultation and research into demand, supply and gaps in cultural infrastructure will position the community to best respond to new opportunities. Priorities for new facilities or re-investment must address need (through an understanding of demand, supply and gaps) and the ability to provide affordable, viable, suitable space that is secured for the long-term.
- Pending future development opportunities, allocate funds to address key gaps in arts and culture spaces.

### **Ten-Year Policies**

Priorities for investment per the following will be determined through consideration of the planning principles and policies of this plan (see Chapter 12: Arts and Culture), and the need for, and ability to provide, affordable, viable, and suitable space that is secured for the long-term and that best matches the opportunities as they present themselves.

- Stabilize the physical asset of existing key cultural spaces (City-owned or non-City-owned).
- Preserve and secure key existing cultural spaces through ownership in the public domain.
- Retain/create flexible multi-use neighbourhood spaces such as studios, offices, rehearsal/production and indoor/outdoor event space.
- Pursue co-location opportunities for cultural space as appropriate.
- Include art in public places.

## **17.5 Childcare**

### **Citywide**

#### *Childcare for Children under 5 Years Old*

High quality early childhood education has demonstrated long-lasting effects on child development, including a reduction in vulnerability, and an increase in school readiness, educational attainment, and healthy lifestyles. In turn, these benefits support a strong economy and a healthier city for all.

Services for children under 5 years old include all-day childcare for working parents (five days a week or part-time, operating year-round) and preschool programs (typically half-day sessions one or more days a week, operating September to June). While most facilities offer either childcare or preschool, there are some facilities that offer both.

There are approximately 25,000 children under 5 years old living in Vancouver, and approximately 3,800 licensed childcare spaces and 3,000 preschool spaces currently available. Approximately 1,600 childcare spaces and 630 preschool spaces are delivered in City and Park Board facilities, with the assistance of non-profit childcare operators. Of these, about 650 childcare spaces and 137 preschool spaces have been created in the last 10 years.

Renewal of existing childcare facilities will become gradually more important as older buildings constructed 30 to 40 years ago reach the end of their service lives.

While preschool programs are well supplied across the city, there is a clear shortage of childcare spaces for working parents, particularly for children under 3 years old. It is estimated that about 9,700 additional childcare spaces serving 0 to 4 year olds are needed to meet current need, and this figure is anticipated to increase as Vancouver's population grows in the future.

The City, Park Board and School Board are committed to increasing the number of childcare spaces and have forged a strong partnership with non-profit childcare operators. The City continues to advocate for the participation of the Federal and/or Provincial Governments in the delivery of childcare services.

#### *Childcare for School-age Children*

Childcare services for school-age children (5 to 12 years old) include out-of-school programs for before and after school (five days a week, operating September to June). Ideally, the programs are located at elementary schools. Some programs are offered off-site because of the physical limitations at the schools. There are instances where a childcare facility offers programs for both school-age children and children under 5 years old.

There are approximately 37,000 children between the ages of 5 and 12 years old living in Vancouver, and approximately 3,900 licensed out-of-school care spaces currently available. Approximately 2,500 spaces are currently delivered on-site at Vancouver School Board elementary schools and 460 spaces at City and Park Board facilities, with the assistance of non-profit childcare operators. Of these, about 76 spaces have been created in the last 10 years.

Because most programs are offered at elementary schools, renewal of existing childcare facilities can be achieved when the school is renewed.

There is a clear shortage of out-of-school care spaces. It is estimated that about 10,000 additional spaces serving ages 5 to 12 are needed to meet current need, and this figure is anticipated to increase as Vancouver's population grows in the future.

The City, Park Board and School Board are committed to increasing the number of childcare spaces for school-aged children and have forged a strong partnership with non-profit childcare operators. The City continues to advocate for the participation of the Federal and/or Provincial governments in the delivery of childcare services.

#### **West End**

Over 50% of children in the West End are not ready for school when they enter kindergarten (UBC HELP, 2009-2011), compared to 36% citywide. Accordingly, the West End has one of the lowest rates of school readiness of any community in Vancouver. However, in terms of childcare supply, the West End fares slightly better than the city overall: an estimated 37% of current childcare need is met in the West End, compared to 28% citywide. The current shortfall is 460 spaces for all ages, primarily for infants and toddlers (0 to 2 years) and school age children (5 to 12 years). The anticipated population and employment growth to 2041 is expected to generate an additional need of 362 spaces, for a total shortfall of 822 spaces (see Table 1). The overall condition of the existing childcare facilities in the community is good.

**Table 1: Licensed Childcare in the West End: Current Supply, Need, and Projected Need (2041).**

	<b>Current Supply of Licensed Spaces</b>	<b>Current Spaces Needed</b>	<b>2013 Shortfall</b>	<b>Additional Need to 2041</b>	<b>Shortfall to 2041</b>
<b>Ages 0 to 4</b>	152	500	348	202	550
<b>Ages 5 to 12 (out of school care)</b>	148	260	112	160	272
<b>Total (ages 0-12)</b>	<b>300</b>	<b>760</b>	<b>460</b>	<b>362</b>	<b>822</b>

Recognizing that childcare is primarily the responsibility of senior governments, but also recognizing the commitment of City Council to contribute to closing the shortfall, staff have proposed a citywide target of 10,000 new City-facilitated childcare spaces by 2041.<sup>1</sup> Based on evaluation of childcare need in the West End and the area's proportion of total citywide spaces, approximately 366 of these target spaces should be created in the West End, split between the age groups as noted in Table 2.

**Table 2: Childcare Space Targets to 2041 by Age Group for the West End.**

<b>Age</b>	<b>Spaces</b>
0 to 4	245
5 to 12	121
<b>Total</b>	<b>366</b>

The targeted 245 spaces for the 0 to 4 age group may be provided in a number of ways—as part of one or more major developments or through expansion of existing facilities. Cost-effective options will be pursued as much as possible, including co-locating childcare with other family services. Depending on development and expansion opportunities, type of construction, and the availability of public land, providing these spaces is estimated to cost within the range of \$23 to \$27 million (including investments from all partners).

Providing the targeted 121 spaces for the 5 to 12 age group is estimated to cost within the range of \$1.8 to \$3.1 million (including investments from all partners), depending on availability of space within school buildings or land on school sites, and on the availability of other opportunities near schools.

### **Strategy for the Next 30 Years**

- Upgrade childcare facilities and create additional childcare spaces in a cost effective manner.
- Seek opportunities to provide additional childcare for children aged 0 to 4 in the short-term and as population grows (target is 245 new spaces). Explore options to provide new spaces in areas where most children live (e.g. co-located with community centre and elementary school). The estimated cost is \$23 to \$27 million (includes City contribution, developer contribution and partnership contribution).
- Work with the Vancouver School Board and other partners to seek new opportunities to provide out of school care spaces on or near school grounds (target is 121 spaces). The estimated cost is \$2 to \$3 million (includes City contribution, developer contribution and partnership contribution).

<sup>1</sup> This proposed target includes new City-facilitated built and committed spaces in licensed group care, but not replacement spaces, family childcare spaces, unlicensed care, or preschool.

### Ten-Year Policies

- Develop an implementation strategy for delivering additional childcare for children 0 to 12 years old.
- Review opportunities at publicly owned sites (including land/buildings owned by the City, Park Board and School Board) and as part of new developments.

## 17.6 Housing

### Citywide

In July 2011, City Council approved the Housing and Homelessness Strategy 2012–2021 and committed to improving choice and affordability for all residents and in all communities across the city. The Housing and Homelessness Strategy considers the entire housing continuum—the range of housing options available to households of all income levels, extending from emergency shelter and housing for the homeless through to affordable rental housing and homeownership. To meet the demand for affordable housing, the strategy includes targets for all types of housing along the continuum (see Chapter 8.0: Housing).

Affordable housing can be provided by government, non-profit and for-profit partners and it can be found along the whole housing continuum. The degree of housing affordability results from the relationship between the cost of housing and household income.

The City achieves affordable housing through a range of tools, including partnerships to develop social housing on City-owned land, capital grants to support nonprofit housing projects, and inclusionary housing policies that require and incentivize the inclusion of affordable housing in private developments. The City has a number of funding sources for delivering affordable housing including development cost levies (DCLs), Capital Plan resources, and through development (e.g. density bonusing and inclusionary policies). The City uses these funding sources to leverage significant contributions from partners, including senior governments, non-profits and the private sector. The tools applied in each neighbourhood will reflect the opportunities and unique characteristics of each area. As well, the City will work with senior governments and community partners on a mid to long-term strategy to rehabilitate and renew existing non-market housing stock citywide.

Ultimately, the amount and type of housing that is delivered in each community will reflect both citywide needs and the unique needs and opportunities within each community. The housing strategies for the West End respond to the unique conditions in the community and are balanced with the overall PBS for the area.

### West End

The West End has nearly 20,000 purpose built market rental housing units, representing 63% of the West End housing stock, compared with 23% in the city overall. The current stock of non-market housing (social housing and co-ops) is just over 1,700 units found in 17 projects, representing 5% of the housing stock.

#### *Delivery of Secured Market Rental Housing*

A significant amount of secured market rental housing will be achieved through plan policies and zoning changes. In the Corridors there is potential for approximately 900 units of secured market rental housing through density bonusing in Lower Robson and Lower Davie. Infill on existing market rental sites within the Neighbourhoods has the potential to add approximately 1,000 new secured market rental units.

*Need for Social and Supportive Housing*

The West End is a high need community with respect to affordable housing. Census data show that over 2,800 renter households in the West End pay more than 50% of their income on housing. The 2013 Homeless Count found 46 street and sheltered homeless.

The City's Housing and Homelessness Strategy identified the need to ensure that a share of future residential capacity will be secured as affordable housing. The plan provides opportunity for approximately 7,000 new households in the West End over the next 30 years. Demand analysis shows that approximately 40% of new households in the city will be renters, and 15% of new rental units should be secured as social housing. This growth generates a need for approximately 350 social housing units.

The total need for social housing in the West End is approximately 3,200 units over the life of the plan, reflecting both the minimum existing need and a share of future growth (see Table 3).

**Table 3: Summary of Identified Housing Need**

Renter households paying >50% of income towards housing	2,800
Need generated through population growth	350
Need based on street and shelter homeless	50
<b>Total Need in West End</b>	<b>3,200 units</b>

*Delivery of Social and Supportive Housing*

It is anticipated that social housing will be achieved in the West End in the following ways (see Table 4):

- The plan policies set out to achieve a significant number of social housing units through rezoning applications in the Burrard Corridor, and through provision of additional density in Lower Robson and Lower Davie. The potential is approximately 800 social housing units on existing RM zoned sites, and approximately 150 units on C zoned sites.
- Infill on existing social housing sites over the life of the plan has the potential to add approximately 200 additional social housing units.

Together these units address approximately 35% of the housing need in the community. With an aim to meet at least 50% of the need over 30 years, this plan recommends the use of DCLs towards site purchase in the West End for future development as social housing, in addition to providing grants to non-profits housing providers. Addressing half of the 450 unit shortfall through grants would require approximately \$2 million in capital funding by the City. The costs related to site purchase are estimated at \$20 million in capital funding through DCLs and CACs.

**Table 4: Breakdown of Anticipated Social Housing Units**

Corridors – RM zones	800 units
Corridors – C zones	150 units
Infill on existing social housing sites	200 units
Site purchase and grants to non-profits	450 units
<b>Total</b>	<b>1,600 units</b>

With a total need of 3,200 units, and a plan to deliver approximately 1,600 units, a gap of 1,600 units remains. The City will continue to address the need in a variety of ways including seeking partnerships

with senior levels of governments, non-profits and others to develop social and supportive housing, and enhancing the use of rent supplement programs (such as SAFER and RAP) in the private rental market. Table 5 below outlines a breakdown of the overall value and proposed funding strategy associated with the housing units we aim to achieve through the 30 year life of the plan. These units will address significant need in the community, and provide the City with an invaluable asset.

### Strategy for the Next 30 Years

- Pursue adding new social housing units in the West End (target is 1,600 units). The estimated cost is \$335 to \$350 million (includes City contribution, developer contribution, partnership contribution, and placing a value on the units achieved in the RM zones).
- Secure social housing in the Burrard Corridor through site specific rezonings.
- Secure social housing and market rental housing in the Corridors in exchange for additional density (Lower Davie and Lower Robson).
- Identify appropriate opportunities for additional social and supportive housing, including infill on existing social housing sites, site purchase, and grants to non-profits.
- Continue to seek strategic partnerships in order to address unmet need.
- Secure market rental housing in the Neighbourhoods in exchange for additional density, through Laneways 2.0.

### Ten-Year Policies

- Seek to secure approximately 500 social housing units through additional density and rezoning applications in the Corridors.
- Seek to secure 100 social housing units through infill opportunities on existing social housing sites.
- Target the development of one supportive housing project in the West End, using DCLs towards site purchase.
- Seek to secure approximately 400 secure market rental housing units in the Corridors, and encourage infill on existing market rental sites in the Neighbourhoods.

## 17.7 Parks and Open Space

### Citywide

Vancouver has 220 parks. While parks are relatively well-distributed across the city, the ratio of neighbourhood parks to residents is much higher in some areas than in others. Grandview-Woodland and Fairview have the lowest neighbourhood park ratios. The Greenest City 2020 Action Plan target is for all Vancouver residents to live within a five-minute walk of a park, greenway or other green space. This will be achieved through a variety of approaches including converting portions of city roads to small green spaces and plazas, designing mini-parks into developments occurring on large sites across the city, and targeting acquisition of small sites for conversion to green space. Communities that have a lower park ratio and gaps in access to green space will be given priority for these approaches to increase access to green space. These spaces will be designed to maximize functionality and to create active and highly useable public spaces that are unique to their location and reflect neighbourhood character.

Many of Vancouver's 220 parks have been renewed over the past 20 years, while many others have never been updated and are not as useable as they could be. Given the high land cost of acquiring new park space, a major objective to address the growing need for useable green spaces is to optimize the use of existing parks. Vancouver has an ongoing program of park renewal to upgrade and improve the variety of facilities in existing parks to make them more attractive and functional for a wider range of the



population. This program generally targets upgrading one or two major parks in the city annually. All parks across the city in need of upgrading are ranked based on overall condition, current need, recent and projected area population growth and costs to upgrade. Estimated upgrading costs for the top ranked parks are then included in the City's 3-year Capital Plan and are reviewed as part of the annual Capital Budget. The objective is to allocate limited resources equitably and to address areas with the greatest needs first.

### **West End**

The West End has six parks, which total nearly 16 hectares in park space. Immediately adjacent to the northwest is Stanley Park, the city's largest park. Nelson Park has recently been renewed and the other parks in the West End are in fair condition. English Bay Beach and Sunset Beach Parks are candidates for park renewal. Some parks lack accessibility, and more recreation opportunities are required for seniors, youth, and children, as well as facilities for dogs.

A unique feature in the West End is the nine existing mini-parks. These street closures were originally implemented for traffic calming purposes and, through landscaping, seating areas and public art, mini-parks have become important public spaces for West End residents. Presently, there are no urban plazas along Robson, Davie and Denman Streets.

### **Strategy for the Next 30 Years**

- Explore opportunities to provide more recreation uses for all ages in existing parks.
- Rebuild the Seawall.
- Upgrade English Bay Beach Park and Sunset Beach Park.
- Improve the Stanley Park – West End interface.
- The estimated cost is \$16.5 million.

### **Ten-Year Policies**

- Create new urban plazas in the Village areas and in the Alberni Retail District.
- Explore opportunities to create new public open space at Morton Park.
- Add recreation facilities for seniors, youth and children.
- Increase accessibility of parks and open spaces.
- Provide better lighting along the Seawall in English Bay Beach Park and Sunset Beach Park.
- Provide for dogs.

## **17.8 Transportation and Public Realm**

### **Citywide**

Transportation 2040, the City's recently approved transportation plan, sets a target that two thirds of all trips will be by sustainable modes (walking, cycling or transit) by 2040. Pedestrians are the City's top transportation priority. Transportation 2040 includes policies that aim to make streets safer and more convenient for walking and to close gaps in the pedestrian network. Key initiatives to implement these policies include widening sidewalks in commercial areas and near transit and improving crossings along the three False Creek bridges.

With 255 kilometres of bikeways and over 360 signals with push buttons for cyclists, the cycling network has become an important part of the City's transportation system. Policies in Transportation 2040

include building cycling routes that feel comfortable for users of all ages and abilities (AAA routes), especially in and close to downtown, and improving and expanding the cycling network generally.

Vancouver's transit system includes 24.5 kilometres (15.2 miles) of rapid transit (SkyTrain and Canada Line) and numerous bus services across the city. The main policies in Transportation 2040 are to advance new and improve existing rapid and local transit. The top transit priority is high-capacity rapid transit in the Broadway Corridor.

Improving walking, cycling and transit also requires reinvestment in maintaining and repairing current bikeways, sidewalks, roads and bridges. The City's Asset Management Strategy provides directions for minimizing life cycle costs while providing appropriate service levels by ensuring infrastructure is renewed on a regular basis. Given that only a small portion of rehabilitation candidates can be funded within current budget allocations, renewal is focused on the following key areas:

- Priority transportation routes where restoring the condition of the street pavements is critical for maintaining effective transit service, goods movement, and ensuring safe and comfortable transportation service for all road users.
- Local streets where rehabilitation is coordinated with other utility renewals or addresses priority routes such as local bikeways.
- Sidewalks in areas with high pedestrian volumes or where there is significant need to improve conditions to enhance pedestrian safety.

### **West End**

Key walking routes include the three major commercial streets—Robson, Davie and Denman Streets—as well as Bute Street and the Seawall (Seaside Greenway). Commercial streets in the West End have extremely busy sidewalks, and narrow sections on Robson, Denman and Davie Streets cause challenges for pedestrians during busy periods. Section 1 of the Comox-Helmcken Greenway was completed in June 2013 (Stanley Park to Hornby Street). This greenway provides an east-west connection for pedestrians and cyclists through the West End, and will eventually connect to Yaletown when Section 2 is completed.

Key cycling routes are the Comox-Helmcken Greenway, Seawall, and the local bikeways on Haro, Chilco and Cardero Streets, as well as the bike lanes on Alberni Street. However, cycling connections north-south, into the Central Business District, and to the Burrard Bridge are still a challenge, and bicycle parking is inadequate throughout the West End.

The West End is locally served by two trolley bus and two community shuttle routes. Bus routes on Burrard and West Georgia Streets connect to the rest of the city and the North Shore. Some improvements are suggested to support transit on Davie, Denman and Robson Streets.

### **Strategy for the Next 30 Years**

- Maintain, upgrade and expand walking and cycling networks (estimated cost is \$33 to \$37 million).
- Work with TransLink and Coast Mountain Bus Company (CMBC) to maintain and enhance a well-defined transit network.
- Enhance waiting areas at transit stops with targeted improvements such as better sidewalks, seating, improved signage and wayfinding (estimated cost is \$2 to \$2.5 million).

### Ten-Year Policies

- Improve the public realm along the commercial streets with targeted improvements such as renewed and wider sidewalks, decorative street lighting, seating, public art, and wayfinding.
- Improve the public realm along key walking and cycling routes in the Neighbourhoods with targeted improvements such as improved lighting, landscaping, wayfinding, and seating focused on the hillsides.
- Improve cycling support and access to commercial areas in the West End such as with bike racks, wayfinding, and other end of trip facilities. Seek to implement new bikeways such as on Burnaby Street, where possible.
- Support the implementation and installation of public bike share throughout the West End.
- Work with TransLink and CMBC to maintain and enhance a well-defined transit network with better linkages to rapid transit, downtown, and other areas of the city.
- Explore opportunities to improve Morton Park with redesigned road alignments, improved pedestrian/cyclist accessibility and safety, and increased public open space.

## 17.9 Fire Halls

### Citywide

Vancouver's network of fire halls was built up as the city increased in size and population between the 1880s and the mid-1970s, growing to 19 fire halls overall. Since then, the focus has been on renewing fire halls as they age. Since 1975, 11 fire halls have been rebuilt or renovated. There are four fire halls that are currently more than 50 years old and these are priorities for renewal. The location and size of fire halls is reviewed as part of the renewal process. A citywide Fire Hall and Fire Service Deployment Strategy will be developed to guide future investments in this area. As well, opportunities for co-location with other civic facilities will be explored to enhance operational efficiencies.

### West End

There are two fire halls in the West End. Fire Hall #6 is located at Nelson and Nicola Streets. The hall is located in a heritage building, and, although the building was renovated in 1990, the fire service is constrained due to the building itself. Fire Hall #7 is located at Thurlow and Haro Streets. It was constructed in 1973 and is in need of renewal.

### Strategy for the Next 30 Years

- Prepare citywide fire hall and fire service deployment strategy.
- Optimize fire hall services in the community through renewal and/or relocation of existing fire halls. Consider co-location with other facilities to optimize service. The estimated cost is \$20 to \$25 million.

## 17.10 Utilities and Public Works

### Citywide

The City has generally maintained a program to replace deteriorating water mains at a rate of 11 kilometres annually (equivalent to 0.8% of the City's water system each year). Replacement candidates are prioritized based on various physical factors that affect their service lives. It is expected that new development across the city consider water efficiency as an overarching design imperative. This includes the consideration of high efficiency water fixtures, permeable surfaces to reduce the loads on the storm sewer system, and alternate sources of water to reduce the overall demand for drinking water for non-potable uses such as irrigation.

Since the early 1970s, the City has been transitioning its sewer system from a combined system (sanitary sewage and stormwater conveyed in the same pipe) to a separated system (sanitary and storm in separate pipes). Combined systems were designed to overflow mixed sanitary and stormwater to the nearest water-body during intense rain storms. Under the Provincially-mandated Liquid Waste Management Plan, the City must eliminate these combined sewer overflows by 2050 by separating its remaining combined sewer system at an average rate of 1% per year. Other important criteria that factor into the combined sewer replacement program include replacing seriously deteriorated pipes as well as pipes at risk of causing flooding during rain events.

The City's sanitary system, of which some sections date back to the 1930s, is at or near capacity in some areas. This limits the City's ability to accommodate additional density without sanitary sewer upgrades. The storm sewer system can occasionally have similar issues; however, the City's various policies limiting maximum site runoff to predevelopment levels can usually limit the necessity for off-site storm sewer upgrades.

## **West End**

### *Waterworks*

Like most communities in the city, the age and condition of the water infrastructure in the West End varies significantly. While the area is generally well serviced and should not need significant upgrades due to growth, over the next 30 years it is anticipated that approximately 25% of the water infrastructure will be replaced due to age and condition. This includes both the replacement of distribution mains as well as the replacement of aging steel transmission mains on Haro Street and Alberni Street. Routing for the new transmission mains has not been determined at this time.

### *Sewers*

The sewer system in the West End was rebuilt and separated during the 1970s and early 80s, and therefore should not require any major replacement work over the next 30 years, except where sections of the original pipes were retained. However, these original pipes are currently in fairly good condition and should not require attention for another 10 years.

The system is currently comprised of 73 kilometres of storm mains and 56 kilometres of sanitary mains. As the sanitary system was conservatively sized to modern day standards, it should have sufficient capacity to handle moderate population growth. However, there may be some limited sections where significantly increased population densities may require sanitary sewer upgrades such as at the western end of Davie Street.

## **Strategy for the Next 30 Years**

- Replace approximately 25% of water infrastructure (estimated cost is \$10 million).
- Monitor locations with original sewer pipes for potential replacement.
- Continue to monitor population growth and upgrade sanitary sewers where required due to increased population densities. The estimated cost is \$20 million (\$10 million for water infrastructure and \$10 million for sewer infrastructure).

## **Ten-Year Policies**

- Continue with ongoing replacement program for water mains.

## 17.11 Heritage

### Citywide

The conservation of heritage resources is a citywide amenity that is enjoyed by all Vancouver citizens and visitors. Sites with heritage value are identified on the Vancouver Heritage Register and can include citywide and neighbourhood landmarks, and vernacular buildings or sites which tell the story of the city's social, cultural and physical development over time. These can be individual sites, clusters and precincts, and streetscapes located in neighbourhoods. Often, other public benefits such as cultural facilities or housing can be accommodated in a heritage building, or public art can incorporate elements of a neighbourhood's history resulting in multiple public benefits being achieved.

The City has an array of tools available to facilitate heritage conservation. Council policy encourages the conservation of resources identified on the Heritage Register, which is often done by providing incentives. One of the primary ways to do this is through the use of relaxations and variances to regulations. In some areas, capital grants and property tax exemption is also available. Another key tool is the creation and transfer of heritage amenity density, which involves the allocation of community amenity contributions, through a rezoning, towards the purchase of heritage amenity density.

### West End

The West End plays an important role in the city's history. Coastal Salish peoples have inhabited what today are the West End and Stanley Park for thousands of years, and European settlement of the area began in the 1860s. Today, 121 sites in the West End are listed on the Vancouver Heritage Register.

Providing support for heritage conservation through the creation of and use of transfer of heritage amenity density on a citywide basis will further this public objective. A key principle is to allocate or absorb modest amounts across the city, thereby ensuring local needs will continue to be met and that other public benefits that arise for any rezoning will not be significantly impacted. In other Public Benefit Strategies, such as for Northeast False Creek (approved by Council in 2009), a minimum of 10% of the public benefits to be achieved through rezonings were identified to be applied toward the heritage amenity density bank. To ensure other identified amenities in the West End requiring CACs are achieved, the recommendation is to allocate up to 10% of the estimated CACs to be collected toward the heritage amenity density bank.

### Strategy for the Next 30 Years

- Allocate up to 10% of the estimated CACs to be collected in the West End to the heritage amenity bank (estimated value is \$5 to \$10 million).

### Ten-Year Policies

- Review and update the Vancouver Heritage Register to incorporate significant heritage resources in the West End.

## 17.12 Other Community Needs: Schools

Lord Roberts Elementary and Lord Roberts Annex serve children living in the West End. According to the Vancouver School Board, Roberts Elementary and Roberts Annex do not require seismic upgrades. The school sites are small and there is limited opportunity to expand their existing capacities. Vancouver School Board has included the future Coal Harbour elementary school, located at the foot of Broughton

and Hastings Streets, in their Five Year Capital Plan to deal with the anticipated population demands as the West End plan is built out.

King George Secondary serves youth living in the West End. The school requires seismic mitigation and there is an opportunity to coordinate redevelopment of the West End Community Centre and Joe Fortes Library with King George Secondary capacity expansion. Vancouver School Board has included King George Secondary in their Five Year Capital Plan. Vancouver School Board and City of Vancouver staff will be exploring a joint Master Plan for the King George Secondary school site to provide the long-range vision for the future programming, planning and development of the site.

Vancouver School Board will continue to work with the City to monitor population growth and explore new school site options to meet the future demand for additional school capacity.

### 17.13 Value of Public Benefits Strategy and Proposed Funding Strategy

The West End PBS includes projects that renew existing facilities, amenities and infrastructure as well as projects that address current gaps or demands anticipated from population and job growth. As currently developed, the value of the PBS is estimated to be in the range of \$585 to \$630 million over the next 30 years, as noted in Table 5 below.

Renewal of existing amenities and infrastructure is typically funded from property taxes and utility fees (“City contribution”).

Provision of new or upgraded amenities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), Citywide Development Cost Levies (DCLs) and direct contributions from developers toward amenities and infrastructure upgrades (“Developer contribution”), augmented by financial and/or in-kind contributions from other governments and non-profit partners (“Partnership contribution”).

It is estimated that development in the West End will generate about \$200 million in CACs and Citywide DCLs. Approximately half of the \$200 million in cash CACs and Citywide DCLs will be allocated to fund the eligible projects contemplated in the West End PBS. The residual amount, mostly Citywide DCLs, will be set aside to fund growth-related capital projects that are part of the citywide amenity system used by residents in downtown or other parts of Vancouver. In addition, development in the area would contribute an additional value of \$210 to \$220 million in on-site amenities and infrastructure assets that developers would build and turn over to the City (mostly in the areas of housing achieved through inclusionary zoning/density bonusing, and underground utility infrastructure). Including the CACs and Citywide DCLs to be allocated in the West End PBS, the overall developer contributions will total approximately \$300 to \$320 million.

Table 5: Value of Public Benefits Strategy and Proposed Funding Strategies (all figures in 2013 dollars).

Category	Renewal of existing amenities and infrastructure	New or upgraded amenities and infrastructure	TOTAL	City contribution (property taxes & utility fees)	Developer contribution (incl. CAC/DCL)	Partnership contribution (incl. other gov't & non-profits)
Recreation facilities	\$90-\$95 M	\$0	\$90-\$95 M	\$80-\$85 M	\$10 M	\$0
Libraries	\$5-\$6 M	\$6-\$8 M	\$11-\$14 M	\$5-\$6 M	\$6-\$8 M	\$0
Social facilities	tbd	\$18-\$20 M	\$18-\$20 M	\$1.5 M	\$11 M	\$5.5-\$7.5 M
Cultural facilities	tbd	tbd	tbd	tbd	tbd	tbd
Childcare 0-4 years old	tbd	\$23-\$27 M	\$23-\$27 M	\$4.5-\$5.5 M	\$14-\$16 M	\$4.5-\$5.5 M
Childcare 5-12 years old	tbd	\$2-\$3 M	\$2-\$3 M	\$0.5 M	\$1-\$2 M	\$0.5 M
<b>COMMUNITY FACILITIES</b>	<b>\$95-\$101 M</b>	<b>\$49-\$58 M</b>	<b>\$144-\$159 M</b>	<b>\$92-\$99 M</b>	<b>\$42-\$47 M</b>	<b>\$10-\$13 M</b>
Parks & open spaces	\$5 M	\$11.5 M	\$16.5 M	\$5 M	\$11.5 M	\$0
<b>PARKS AND OPEN SPACES</b>	<b>\$5 M</b>	<b>\$11.5 M</b>	<b>\$16.5 M</b>	<b>\$5 M</b>	<b>\$11.5 M</b>	<b>\$0</b>
Social & supportive housing	tbd	\$335-\$350 M	\$335-\$350 M	\$2 M	\$210-\$220 M	\$123-\$128 M
<b>HOUSING</b>	<b>tbd</b>	<b>\$335-\$350 M</b>	<b>\$335-\$350 M</b>	<b>\$2 M</b>	<b>\$210-\$220 M</b>	<b>\$123-\$128 M</b>
Fire halls	\$20-\$25 M	\$0	\$20-\$25 M	\$20-\$25 M	\$0	\$0
<b>PUBLIC SAFETY</b>	<b>\$20-\$25 M</b>	<b>\$0</b>	<b>\$20-\$25 M</b>	<b>\$20-\$25 M</b>	<b>\$0</b>	<b>\$0</b>
Walking & cycling	tbd	\$33-\$37 M	\$33-\$37 M	\$22-\$25 M	\$11-\$12 M	\$0
Transit & major roads	tbd	\$2-\$2.5 M	\$2-\$2.5 M	\$1.5-\$2 M	\$0	\$0.5 M
<b>TRANSPORTATION</b>	<b>tbd</b>	<b>\$35-\$40 M</b>	<b>\$35-\$40 M</b>	<b>\$24-\$27 M</b>	<b>\$11-\$12 M</b>	<b>\$0.5 M</b>
Waterworks	\$10 M	\$10 M	\$20 M	\$10 M	\$10 M	\$0
Sewers	\$0	\$10 M	\$10 M	\$0	\$10 M	\$0
<b>UTILITIES</b>	<b>\$10 M</b>	<b>\$20 M</b>	<b>\$30 M</b>	<b>\$10 M</b>	<b>\$20 M</b>	<b>\$0</b>

Category	Renewal of existing amenities and infrastructure	New or upgraded amenities and infrastructure	TOTAL	City contribution (property taxes & utility fees)	Developer contribution (incl. CAC/DCL)	Partnership contribution (incl. other gov't & non-profits)
HERITAGE	\$5-\$10 M	n.a.	\$5-\$10 M	\$0	\$5-\$10 M	\$0
<b>TOTAL</b>	<b>\$135-\$151 M</b>	<b>\$451-\$479 M</b>	<b>\$586-\$630 M</b>	<b>\$152-\$168 M</b>	<b>\$300-\$320 M</b>	<b>\$134-\$142 M</b>
Percentage of total	~25%	~75%	100%	~25%	~50%	~25%

(Note: Totals may differ due to rounding.)

The PBS is an aspirational plan that reflects the needs and desires of the community, and is intended to provide strategic direction to guide the City (including City Council, Park Board and Library Board) in making investment decisions on public amenities and infrastructure in the West End over the next 30 years. The City's fiscal capacity, emerging opportunities and evolving needs in this community and across the city will be determinates of the actual amenity package that will be delivered incrementally over the long-term horizon. As such, the PBS will be reviewed and refined periodically and integrated into the City's 10-year Capital Strategic Outlook, 3-year Capital Plan and annual Capital Budget for prioritization and funding consideration on a citywide level.

Certain areas like housing, childcare, social and recreational programs that build on innovative partnerships with senior levels of government, charities, and non-profit organizations will require strategic alignment and coordination with partner entities.

Capital investments, especially for new/upgraded amenities and infrastructure, often result in ongoing financial implications associated with programming and facility operation, maintenance and rehabilitation. The budget impact will likely be added incrementally over the 30-year period as projects get completed and will be considered as part of the long-term financial plan.



# 18.0 Implementation

## Introduction

The policy framework in the plan provides clarity on the appropriate character, scale and land uses in the West End, identifies areas for growth, revitalization and change, and identifies a strategy for providing new amenities and renewing or expanding existing public facilities.

The policy directions in the plan will be realized through a variety of approaches, initiatives, tools and partnerships with community and business groups. As described below, these will include plans for reinvestment in the public spaces and sidewalks (i.e. the public realm), revised zoning and design guidelines, a rezoning policy, a ‘toolkit’ for laneway infill housing and improvements, a public benefits strategy, on-street parking policies, and further planning for unique sites such as that containing the West End Community Centre and King George Secondary School.

It is anticipated that there will be continuing opportunities for those living and working in the West End to be involved in further work associated with implementing the plan.

## How the Plan will be Implemented

### Regulating Future Development

The key implementation tool for regulating future development will be the zoning regulations in the Zoning and Development By-law, which apply to almost all of the West End. By-law amendments for residentially zoned areas (RM-5, RM-5A, RM-5B, and RM-5C) will allow for low-rise laneway infill housing and encourage larger outdoor residential balconies and decks.

A new district (RM-5D) is proposed for Davie Street between Cardero and Jervis Streets where density bonuses are possible for social housing integrated in a building with market housing.

By-law amendments for zoning of the Robson Village (Downtown Official Development Plan) and the Denman and Davie Villages (zoned C-5) will increase opportunities for commercial development and minimize conflicts between late night businesses and residential. By-law amendments for areas outside the Villages that are commercially zoned on Davie, Denman and Robson Streets will provide opportunities for commercial development and density bonuses for secured market rental housing or social housing.

### Providing Guidance on Design

The zoning regulations will be supplemented by newly revised **West End RM Guidelines** that provide guidance on the design of buildings. The RM Guidelines will be used by Council and the Director of Planning to consider the siting and design of new development in residentially zoned areas (RM-5, RM-5A, RM-5B, RM-5C, and RM-5D).

The preparation of the **West End C-5, C-5A and C-6 Guidelines** will follow immediately after plan approval. These guidelines are required to reflect the plan’s intent for directing new growth along the commercial streets in ways that allow for viable spaces and locations for businesses and maintain

livability for residents. Preparation of these guidelines will involve businesses, Business Improvement Associations, and community stakeholders.

Following plan approval, a **'Laneways 2.0 Toolkit'** will be developed to provide clarity (primarily for rental building owners) about how laneway infill housing can be achieved in the West End. It will provide the necessary guidance on process, regulatory requirements, siting, design, and other considerations needed to ensure that new laneway infill contributes positively to community character and livability.

Lastly, amendments to the **General Policy for Higher Buildings** are recommended to clarify circumstances when the policy will apply to proposals for higher buildings adjacent to West Georgia Street and Burrard Street.

## Rezoning

The **Rezoning Policy for the West End** replaces Council's interim Rezoning Policy, approved in 2011. It clarifies where and why rezonings will be considered. It is anticipated that there will be very few rezonings in the Neighbourhoods and that most rezonings will be on sites in the Corridors north of Robson Street and east of Thurlow Street. The Rezoning Policy provides guidance for 'targeted' growth in housing and jobs in the West End to meet long range goals to accommodate growth, encourage the provision of social housing, and contribute to funding the public benefits strategy. The Rezoning Policy, as a companion to the new zoning, seeks to provide residents and businesses with increased certainty on future change in the neighbourhood.

## A Plan for Public Spaces

Another initiative that will follow plan approval will be the preparation of a plan (i.e. a Public Realm Plan) for new and renewed public spaces and places, lighting, landscaping and trees and sidewalk improvements. The community will be involved in preparing this plan.

## Parking (On-Street)

By-law amendments are required to implement on-street parking policy directions as well as Council approval of any rate or permit price changes.

## Planning the Future of a Unique Site

The City of Vancouver (including the Board of Parks and Recreation and Vancouver Library Board) and the Vancouver School Board have identified the need to renew and expand the West End Community Centre, Joe Fortes Library, King George Secondary School, and adjacent open spaces.

Following approval of the plan, City staff will begin a site planning initiative in partnership with the Vancouver Public Library, Park Board, and School Board, and work with community stakeholders to identify future options for the West End Community Centre and King George Secondary School site that will provide opportunities for renewing, integrating and better utilizing community facilities.

## Partnerships

Finally, moving forward with the plan will involve ongoing partnerships with community-based groups, the three Business Improvement Associations, service agencies, residents and businesses. In addition to

the capacities of the City that will be used in plan implementation, the resources contributed by these groups and individuals will play an essential role in achieving the goals of the plan.

# 19.0 Acknowledgements

## West End Community

Thank you to the West End community for attending over 100 consultation activities and events and providing a broad range of input for the plan.

## West End Neighbourhood Champions Network

Thank you to the over 60 members of the West End Neighborhood Champions Network who helped ensure broad, inclusive and innovative engagement was achieved in the community throughout the planning process.

## Community Groups, Stakeholders and Other Organizations

- Central Presbyterian Church
- Downtown Vancouver Association
- Downtown Vancouver Business Improvement Association
- Gordon Neighbourhood House
- King George Secondary School
- Modern Art Gallery
- Mole Hill Community Housing Society
- Qmunity
- Robert Lee YMCA
- Robson Street Business Association
- Roedde House Museum
- St. Paul's Hospital / Providence Health Care
- West End Business Improvement Association
- West End Citizens Action Network
- West End Community Centre Association
- West End Neighbourhood Food Network
- West End Neighbours
- West End Residents Association
- West End Seniors Community Planning Table
- West End Seniors Network

## Citywide Groups, Stakeholders and Other Organizations

- Car Free Vancouver
- Centre for Hip Health and Mobility
- Heritage Vancouver
- Museum of Vancouver
- TransLink
- UBC School of Architecture and Landscape Architecture
- Urban Development Institute
- Vancouver Coastal Health
- Vancouver Foundation

- Vancouver Pride Society
- Vancouver School Board
- Village Vancouver

### City Advisory Agencies, Boards and Committees

- Active Transportation Policy Council
- LGBTQ Advisory Committee
- Seniors Advisory Committee
- Urban Design Panel
- Vancouver City Planning Commission
- Vancouver Heritage Commission

### City Council Liaisons

- Councillor Adriane Carr
- Councillor Tim Stevenson

### City Staff

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### Interns

Isabel Barrios (UBC), Zachary Bennett (UBC), Ashley Eusebio (UBC), Siri Hermanski (UBC), Karla Kloepper (UBC), Ryan O’Connor (UBC)

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Photography

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Ernie Stelzer

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Top right: Vicky Albarracin  
Middle right: John Grottenberg  
Bottom right: Neil Aspinall

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Top right: John Grottenberg  
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**Page 15**

Top right: Paul Krueger  
Middle right: Justine Aaron  
Bottom right: John Grottenberg

**Page 16**

Top right: Nathan Pope  
Middle right: Nathan Pope  
Bottom right: John Grottenberg

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DM Gillis

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Ernie Stelzer

**Page 53**

Ernie Stelzer

**Page 56**

John Grottenberg

**Page 57**

Ernie Stelzer

**Page 60**

Zane Hill

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John Grottenberg

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**Appendix B: Complete List of Engagement Events and Participant Contact Numbers**

Total Events: 107

Total Participant Contacts: 7,346

Event/Activity/Meeting	Participants	Date
Terms of Reference Workshop and NCN kick-off	33	Saturday, January 28, 2012
NCN overview	15	Tuesday, March 6, 2012
Jane's Walk - West End	40	Sunday, May 6, 2012
Discussion guide 'test' with NCN	12	Tuesday, May 8, 2012
"There's No Place Like Home" storytelling launch event	82	Thursday, May 10, 2012
Launch open house	64	Saturday, May 12, 2012
Launch open house	53	Tuesday, May 15, 2012
Launch open house	88	Thursday, May 17, 2012
Evening on Davie	20	Thursday, June 7, 2012
West End Car Free Day outreach tent	150	Sunday, June 17, 2012
Jane's Walk - recap and discussion	20	Tuesday, June 19, 2012
West End Ideas Fair at WESN Strawberry Festival	300	Saturday, June 23, 2012
Outreach tent at West End Farmers Market	100	Saturday, July 14, 2012
Neighbourhood Character Walking Tour	18	Wednesday, July 25, 2012
Cultural Asset Mapping	24	Friday, July 27, 2012
Neighbourhood Character Walking Tour	21	Saturday, July 28, 2012
"Express Your Pride" street mural painting	250	Saturday, August 4, 2012
Pride Festival outreach tent	500	Sunday, August 5, 2012
Cultural asset mapping at West End Gordon House seniors lunch	18	Thursday, August 16, 2012
Cultural asset mapping at West End Gordon House summer childrens camp	20	Friday, August 24, 2012
Phase 1 update presentation - "What We've Heard" (West End Seniors Planning Table)	20	Friday, August 31, 2012
Outreach tent at West End Fest	200	Saturday, September 8, 2012
Cardero Street Mural "Action While Planning"	250	Sunday, September 23, 2012
Preserving the West End's Heritage While Increasing Density panel discussion (with Heritage Vancouver)	30	Tuesday, October 23, 2012
Phase 2 Launch "What We Heard" open houses	66	Wednesday, October 24, 2012
Phase 2 Launch "What We Heard" open houses	86	Saturday, October 27, 2012
Phase 2 Launch "What We Heard" open houses	32	Tuesday, October 30, 2012
Villages Character Workshop	11	Wednesday, December 5, 2012
NCN Meet 'n' Greet - Phase 1 recap, what worked well/areas to improve	18	Tuesday, January 29, 2013
Housing Information Session	63	Tuesday, February 26, 2013

Commercial Street "walkshop"	15	Thursday, March 7, 2013
Commercial Street "walkshop"	22	Friday, March 8, 2013
Commercial Street "walkshop"	17	Friday, March 15, 2013
Commercial Street "walkshop"	22	Saturday, March 16, 2013
Laneways "walkshop"	19	Friday, March 22, 2013
Laneways "walkshop"	13	Saturday, March 23, 2013
West End Local Food Workshop (partner with West End Neighbourhood Food Network)	25	Tuesday, March 26, 2013
Emerging Directions Open House	97	Thursday, April 4, 2013
Emerging Directions Open House	136	Saturday, April 6, 2013
Emerging Directions Open House	87	Tuesday, April 9, 2013
Tourism Vancouver Showcase (with West End BIA)	100	Wednesday, April 24, 2013
Phase 2 update presentation - Emerging Directions (West End Seniors Planning Table)	40	Friday, April 26, 2013
West End Heritage Walking Tour (partner with Heritage Vancouver)	32	Saturday, May 25, 2013
West End Heritage Vision (NCN members) run by Heritage Consultant	15	Tuesday, June 4, 2013
Laneways "walkshop"	40	Wednesday, June 5, 2013
West End Youth Art Jam	40	Saturday June 8, 2013
West End Youth Art Jam (at Car Free Day)	50	Sunday, June 16, 2014
West End Car Free Day outreach tent	150	Sunday, June 16, 2013
Plan Directions Open House - Best Western	110	Wednesday, June 19, 2013
Plan Directions Open House - Strawberry Festival	300	Saturday, June 22, 2013
West End Arts Open House	60	Monday, June 24, 2013
Plan Directions Open House - Blue Horizon	73	Tuesday, June 25, 2013
Launch of "Heart of Davie" plaza and permanent rainbow crosswalks	25	Monday, July 29, 2013
West End Heritage Walking Tour (partner with Heritage Vancouver)	25	Wednesday, August 14, 2013
West End Neighbours-organized forum to discuss draft West End Plan	200	Wednesday, August 28, 2013
NCN update on process and next steps	17	Thursday, September 5, 2013
Draft West End Community Plan Learning Session	34	Friday, October 25, 2013
Draft West End Community Plan Learning Session	30	Friday, October 25, 2013
Draft West End Community Plan Learning Session	20	Saturday, October 26, 2013
Draft West End Community Plan Learning Session	12	Saturday, October 26, 2013
Draft West End Community Plan Learning Session	20	Tuesday, October 29, 2013
Draft West End Community Plan Learning Session	23	Tuesday, October 29, 2013
Stakeholder meetings, presentations and workshops	1,181	<i>Various</i> (45 total)
<b>Total</b>	<b>5,654</b>	



Questionnaire/Survey/Workbook	Participants	Date
Community Circles Workbooks (5 topics)	217	May/June 2012
West End Community Survey	504	June/July 2012
Phase 2 Launch Survey	211	October/November 2012
Housing Info Session Survey	38	February/March 2013
Emerging Directions Questionnaire	501	April/May 2013
Cardero Street Mural Questionnaire	35	May/June 2013
Plan Directions Questionnaire	150	June/July 2013
Laneways 2.0 Workbook/Questionnaire	36	June/July 2013
<b>Total</b>	<b>1,692</b>	



## APPENDIX C: REZONING POLICY FOR THE WEST END

*Adopted by City Council on <insert date>*

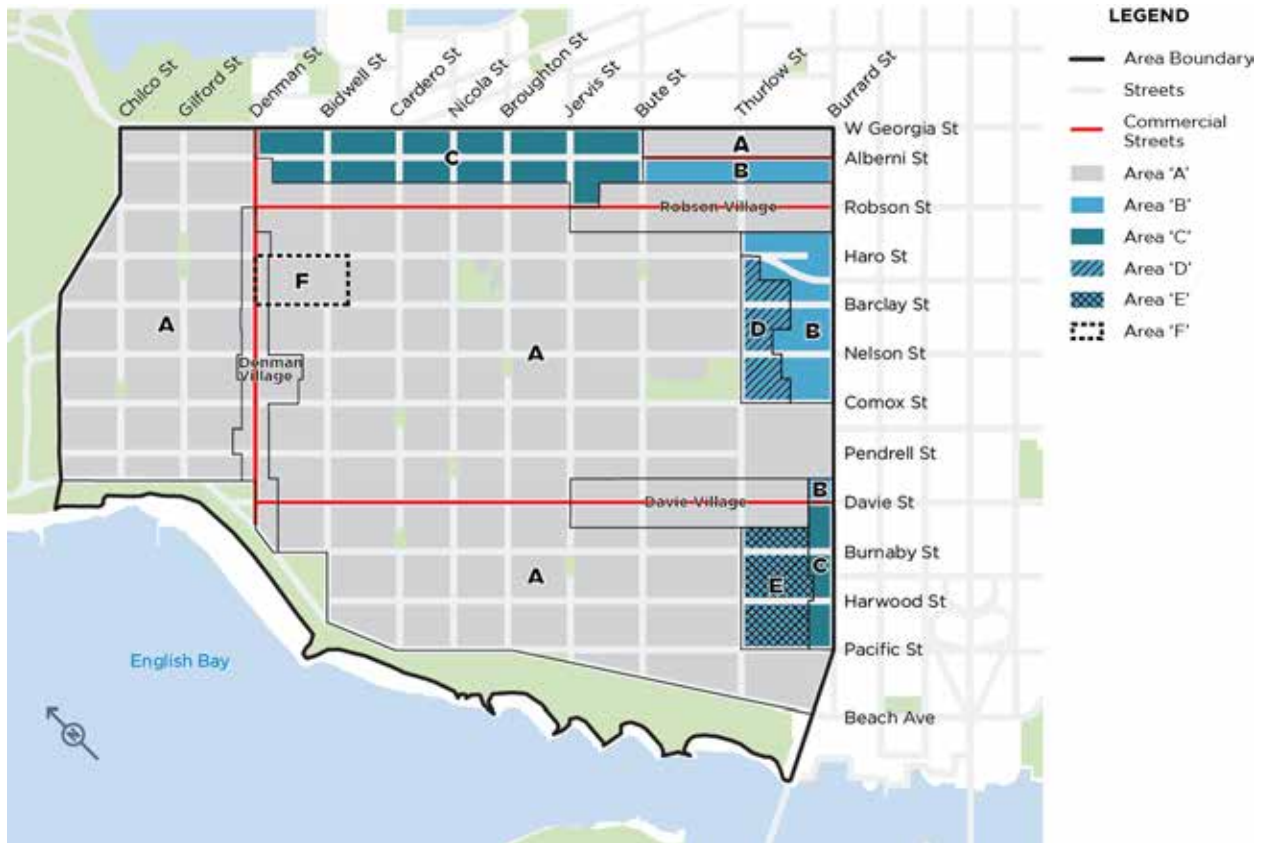
### 1. Application and Intent

The intent of this rezoning policy is to provide guidance for the intensification of the West End to address long-term demand for job space, new housing opportunities and provision of public amenities.

The rezoning policy requires that new development be focused in specific areas identified for change through the West End Community Plan and it stipulates the conditions by which new development may be considered to achieve public objectives.

Development proposals under this policy will adhere to policies and guidelines contained in the *West End Community Plan, West End RM-5, RM-5A, RM-5B and RM-5C Guidelines, DD (except Downtown South) C-5, C-6, HA-1 and HA-2 Character Area Descriptions, General Policy for Higher Buildings*, and in other relevant Council-approved policies, guidelines and bylaws.

This rezoning policy applies across the West End Local Area bounded by English Bay, Stanley Park, Burrard Street and West Georgia Street, as outlined in Map 1 below:



Map 1: West End Rezoning Policy Areas

## 2. Definitions

For the purpose of this document:

“**social housing**” means social housing as defined in Vancouver Development Cost Levy By-law 9755 and in Area Specific Development Cost Levy By-law 9418, except that the words “, for the purpose of section 523D(10)(d) of the Vancouver Charter,” shall not form part of this definition.;

“**Public Benefits Strategy**” refers to Chapter 17, Public Benefits Strategy, of the West End Community Plan, which includes Social Housing and identifies other public benefits.

“**Heritage building**” means a building listed on the Vancouver Heritage Register, or could qualify for listing on the Vancouver Heritage Register.

“**Site**” or “**Development Site**” means a contiguous, developable piece of land.

“**Non-residential**” means any land use permitted in the Downtown Official Development Plan (DODP) or RM-5, RM-5A, RM-5B, RM-5C, RM-5D, C5, C5-A and C6 District Schedules, except residential and parking.

**“Floor plate”** means the total floor area of a single level of a building, excluding podium levels (including elevator cores, storage, stairs, enclosed balconies, etc., but excluding open balconies).

**“Market Residential”** means residential housing that is in strata-titled ownership.

### **3. Rezoning for Residential Development**

#### **3.1 Rezoning for Market Residential Development**

In Area ‘A’ of Map 1, rezoning applications will not be considered where the permitted density for market residential is increased from what is permitted in the zoning.

#### **3.2 Rezoning for Non-market Residential Development**

In Area ‘A’ of Map 1, excluding sites within the Central Business District (along West Georgia Street, east of Bute Street), rezoning applications will be considered for increases in density in cases where 100% of the residential is social housing.

#### **3.3 In Areas ‘B’, ‘C’, ‘D’, and ‘E’ of Map 1, rezoning applications will be considered for increasing the permitted density, from what current zoning permits, for market residential where:**

- a) Sites have a minimum frontage of 39.6 m (130 feet); and
- b) In Areas ‘B’ and ‘C’ of Map 1, applications contribute community benefits as defined in the West End Community Plan Public Benefits Strategy, where applications meet the requirements of relevant Council-approved policies, guidelines, and by-laws, and respond to urban design considerations, including not exceeding a typical tower floor plate of:
  - (i) 696.8 m<sup>2</sup> (7,500 sq. ft.) in Area ‘B’,
  - (ii) 603.9 m<sup>2</sup> (6,500 sq. ft.) in Area ‘C’ for sites east of Cardero Street, and
  - (iii) 511.0 m<sup>2</sup> (5,500 sq. ft.) in Area ‘C’ for sites west of Cardero Street; and
- c) In Areas ‘D’ and ‘E’, applications include at least 25% of the total floor area as social housing, or replace existing market rental units one-for-one with social housing units, whichever results in the greater number of units, and where applications meet the requirements of relevant Council-approved policies, guidelines, and bylaws and respond to urban design considerations, including not exceeding a typical tower floor plate of:
  - (i) 696.8 m<sup>2</sup> (7,500 ft<sup>2</sup>) in Area ‘D’, and
  - (ii) 511.0 m<sup>2</sup> (5,500 ft<sup>2</sup>) in Area ‘E’; and
- d) The portion of any new residential building which exceeds 18.3 m (60 feet) in height should be spaced at least 24.3 m (80 feet) from any other residential building exceeding 18.3 m (60 feet) in height.

#### **3.4 Heritage Building on the site of the Proposed Rezoning**

Rezoning applications may be considered that include one or more heritage buildings, where there is a significant public interest in preservation of the heritage:

- a) Where an application includes protection (through heritage designation and/or a heritage revitalization agreement) and rehabilitation of a heritage building;

- b) Where the maximum density considered is the amount needed to cover the heritage rehabilitation costs and where the proposed form of development is deemed acceptable in urban design terms; and
- c) In all areas excluding Davie, Denman and Robson Villages (see Map 1).

#### **4. Rezoning Policies regarding Minor Amendments, Large Sites, and Livability**

##### **4.1 Minor Amendments**

Rezoning applications will be considered in all areas for minor amendments to the uses permitted in existing zoning by-laws, provided that the amendments do not related to height or density increases (for example: to permit a local cafe as part of a neighbourhood house, community centre, library, etc.).

##### **4.2 Community Centre and School Site (Area 'F')**

Rezoning applications in Area 'F' will be considered where providing public benefits as defined in the West End Community Plan Public Benefits Strategy and shall include all of the lands identified within Area 'F' as part of a comprehensive land use study.

##### **4.3 Livability Impacts**

Many areas within the West End are close to areas with a high concentration of late-night businesses such as bars, dance clubs and restaurants, with or without patios. Therefore, rezonings that permit residential that are adjacent to these areas should include measures to mitigate anticipated noise levels. Acoustic and thermal comfort studies will be required for developments adjacent to areas with late-night businesses to ensure noise impacts are mitigated. Residents should be notified of these noise impacts (e.g. Information in Disclosure Statements).

#### **5. Neighbourhood Energy**

##### **5.1 Connectivity to a Neighbourhood Energy System**

New developments in the West End shall be designed to include a hydronic heating system in order to easily connect to a neighbourhood energy system when one becomes available.

These developments will also require agreements to ensure that they connect to such a system when it is in place. Building design for connectivity and the connection agreement must be to the satisfaction of the City Engineer. For further information, please refer to the "District Energy Connectivity Standards - Information for Developers" available online at:

<http://former.vancouver.ca/commsvcs/BYLAWS/bulletin/D006.pdf>.

Other Council-approved policies relating to the City's sustainability goals shall also apply, including but not limited to, the "Green Buildings Policy for Rezonings" available online at:

[http://vancouver.ca/files/cov/green\\_building\\_policy\\_for\\_rezoning.pdf](http://vancouver.ca/files/cov/green_building_policy_for_rezoning.pdf).

## Appendix D

# GENERAL POLICY FOR HIGHER BUILDINGS

Note: Deleted text is '~~striked through~~' and new text is in bold.

*Adopted by City Council on May 6, 1997*

*Amended February 1, 2011*

### Application and Intent

These guidelines are to be used in conjunction with all applicable Official Development Plans for buildings seeking approval for significant additional height above current zoning and policy, or for those entering into the Queen Elizabeth View Corridor. The intent of these guidelines is to mark the prominence of the Central Business District in our downtown skyline, while also providing opportunities for strategically placed height at two prominent bridge “gateways” to mark the entry into downtown from the Burrard and Granville Bridges.

### General Policy for Higher Buildings

The following should be considered when reviewing proposals for Higher Buildings (i.e. those which significantly exceed current height limits and/or enter into the Queen Elizabeth View Corridor):

- Higher Buildings will only be permitted within the areas identified below in Figure 1;
- The tallest buildings ( i.e. ~ 550-700') should be located within the Central Business District with the tallest buildings (i.e. ~ 700') located on one of Vancouver's three primary streets: West Georgia, Burrard and Granville;
- Secondary heights may be considered for buildings at the Granville and Burrard Bridgeheads with a single prominent tower (~ 500') in axial alignment with the Burrard Bridge, and two towers framing the Granville Bridge Gateway (~ 425');
- All other application for additional height at these two bridgehead locations should be analyzed to ensure that the experiential intent of these gateways is maintained;
- All Higher Buildings must establish a significant and recognizable new benchmark for architectural creativity and excellence, while making a significant contribution to the beauty and visual power of the city's skyline;
- Higher buildings should demonstrate leadership and advances in sustainable design and energy consumption and as a result must be subjected, not only to current review requirements, but also to review by a Council appointed panel including respected community leaders, notable local ~~and international~~ design experts, and leaders in sustainable design;
- All Higher Buildings must significantly demonstrate and advance the city's objective for carbon neutrality for new buildings with a stated objective to achieve a 40-50% reduction in energy consumption from 2010 levels;
- **An enhanced review for buildings with a proposed height of 550' or more as well as for the Granville Bridge Gateway buildings (~ 425') and the land mark building in axial alignment with the Burrard Bridge (~ 500') will include two international design experts joining the panel in addition to the two local experts. There will be special public engagement, such as a public forum, or guest lecture, should be held featuring the**

guest panel members and experts to expand public discussion and education around architectural excellence and green design in Vancouver.

In addition, all Higher Buildings should be considered with careful effort to provide a lasting and meaningful public legacy to Vancouver and should include careful consideration of the following:

- The buildings should achieve community benefits (i.e. as a recipient site for density transfers; retention of important heritage components; provision of significant cultural or social facilities; or provision of low cost housing);
- The development should not involve the demolition of a Class 'A' heritage building;
- The building should include activities and uses of community significance such as public observation decks or other public amenity;
- The development should provide on-site open space that represents a significant contribution to the downtown network of green and plaza space;
- The building should not contribute to adverse microclimate effects;
- Careful consideration should be given to minimize adverse shadowing and view impacts on public realm including key streets, parks and plazas, as well as neighbouring buildings;
- Signage on the buildings should not be located at a height which exceeds the building's current height limit.

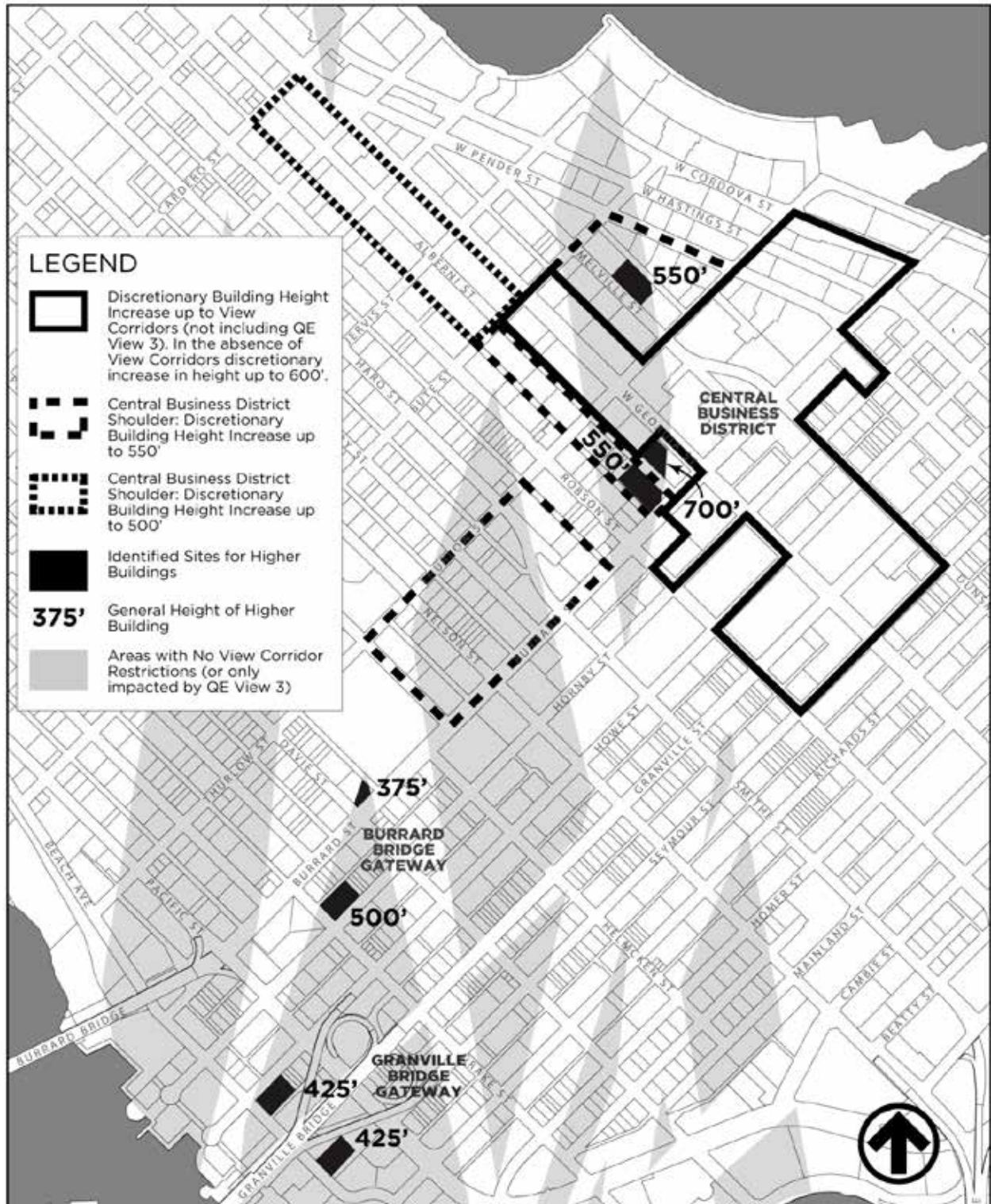


Figure 3: Areas and sites where Higher Buildings are permitted.



## Appendix E

### West End Community Plan – Downtown District Official Development Plan Text Amendments

(Note: Deleted provisions ~~struck out~~ and new inserted provisions are in **bold**)

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

#### Section One – Land Use

1. In the areas denoted by the letters ‘A’, ‘B’, ‘C1’, **E** and ‘F’ on Map 1 the following uses may be permitted, subject to such conditions and regulations as may be prescribed by the Development Permit Board...
2. In the areas denoted by the letters ‘C2’, ‘C3’, ‘C4’, ~~‘E’~~, ‘G’, ‘H’, ‘J’ and ‘O’...

#### Section Three – Density

1. ...in the area denoted by the letter ‘E’, the maximum density for any non-residential use shall be floor space ratio 3.00; ~~however, an additional floor space ratio of 2.00 may be permitted for residential use;~~

13. The Development Permit Board may, for any development which includes **social housing or** low cost housing, except within the areas denoted by the letters ‘K1’, ‘K2’ and ‘K3’ on Map 1, permit an increase in floor ~~area space ratio~~, subject to ~~prior approval by City Council and~~ the securing of a Housing Agreement to ensure the inclusion of **social housing or** the low cost.

13. (a) the cost to the Developer of providing the **social or** low cost housing;

## Appendix F

### West End Community Plan – Zoning and Development By-law Amendments

(Note: Deleted provisions ~~struck out~~ and new inserted provisions are in **bold**)

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

#### Section 2 Amendments

**Rate of Change**, for the purpose of section 3.3.6, and section 3.2.DW of each of the RM-2, RM-3, RM-3A, RM-4 and RM-4N, RM-5, RM-5A, RM-5B, ~~and RM-5C~~ **and RM-5D**, RM-6, and FM-1 District or Districts Schedules, means the percentage net loss of rental housing units in a zoning district in the 365 days preceding the date on which a person submits a rezoning or development application, whichever first occurs, for a multiple dwelling consisting of six or more dwelling units, on real property in that zoning district, as determined by the Director of the Housing Centre or successor in function;

Rental Housing Unit, for the purpose of section 3.3.6 **of this by-law**, and **for the purposes of** section 3.2.DW of each of the RM-2, RM-3, RM-3A, **District Schedules**, the RM-4 and RM-4N **Districts Schedules**, RM-5, RM-5A, RM-5B, ~~and RM-5C~~ **and RM-5D Districts Schedule**, the RM-6 **District Schedule**, and ~~the~~ RM-4 and RM-4N, ~~RM-5, RM-5A, RM-5B~~ and RM-5C, RM-6, and FM-1 District ~~or Districts Schedules~~ means a dwelling unit, housekeeping unit, or sleeping unit on a site that a tenant rents, or has rented, for the purpose of living accommodation but does not include a unit rented by a not for profit housing cooperative to a member of the cooperative or a unit in a community care facility or group residence;

**Secured Market Rental Housing** means a development or part of a development, used only as market rental housing, which has a covenant or housing agreement registered against title restricting its use to market rental housing, for the longer of sixty years or the life of the building, or for such other term as agreed on by the city and the owner;

**“social housing”** means social housing as defined in Vancouver Development Cost Levy By-law 9755 and in Area Specific Development Cost Levy By-law 9418, except that the words “, for the purpose of section 523D(10)(d) of the Vancouver Charter,” shall not form part of this definition.;

Delete section 3.3.6 and replace with:

**“3.3.6 Despite anything to the contrary in this by-law, the Director of Planning or the Development Permit Board must not issue a development permit for a multiple dwelling with six or more dwelling units in the RM-2, RM-3, or RM-3A districts, the RM-4 and RM-4N districts, the RM-5, RM-5A, RM-5B, RM-5C and RM-5D districts, or the RM-6 district, unless the development permit is subject to conditions requiring the provision of a housing agreement which complies with the requirements of the applicable districts schedule or district schedule.”**

In Section 9.1

- under the heading Multiple Dwelling, after “RM-5C” and before “RM-5,” insert: “**RM-5D**”
- under the heading Commercial, after “C-5” and before “C-6”, insert: “**C-5A**”

In Section 10 delete 10.12.5 and replace with:

**“10.12.5 Except as provided in sections 10.12.6 and 10.12.7 of this By-law, where development necessitates demolition of a building listed in the Heritage Register as an “A” Evaluation Group heritage building and located in the RM-5, RM-5A, RM-5B, RM-5C and RM-5D districts or in the RM-6 district or DD district, a development permit shall not be issued for the new development unless the applicant has complied with the provisions of section 10.12.4, except that the Director of Planning may also require that the applicant submit a calculation of density bonus to the city, to the satisfaction of the Director of Planning, before a development permit may be issued.”**



**Figure 1:** Illustration of Areas to be Rezoned from RM-5/RM-5A to RM-5D and from C-5 to C-5A,

## RM-5, RM-5A, RM-5B, ~~and~~ RM-5C **and RM-5D** Districts

(Note: Deleted provisions ~~struck out~~ and new inserted provisions are in **bold**)

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

### Schedule

#### 1 Intent

The intent of this Schedule is to permit a variety of residential developments and some compatible retail, office, service and institutional uses. Emphasis is placed on achieving development which is compatible with neighbouring development with respect to streetscape character, open spaces, view retention, sunlight access and privacy. The RM-5A, RM-5B and RM-5C Districts permit greater densities than RM-5. **The RM-5 District also encourages developments suited to families with children. The RM-5C District permits a greater range of uses. The RM-5D District supports the development of social housing.**

#### 2 Outright Approval Uses

2.1 Subject to all other provisions of this By-law and to compliance with section 2.3 and the regulations of this Schedule, the uses listed in section 2.2 shall be permitted in the RM-5, RM-5A, RM-5B, ~~and~~ RM-5C **and RM-5D** Districts and shall be issued a permit.

#### 2.2 Uses

2.2.A  Accessory Buildings customarily ancillary to any of the uses listed in this Section, provided that:

- (a) no accessory building exceeds 3.7 m in height measured to the highest point of the roof if a flat roof, to the deck line of a mansard roof, or to the mean height level between the eaves and the ridge of a gable, hip or gambrel roof, provided that no portion of an accessory building may exceed 4.6 m in height;
- (b) all accessory buildings are located in the rear yard and in no case are less than 3.1 m from the ultimate centre line of any rear or flanking lane and less than the width of the required side yard from a flanking street;
- (c) the total floor area, measured to the extreme outer limits of the building, of all accessory buildings is not greater than 35 % of the rear yard to be provided, or 48 m<sup>2</sup>, whichever is the lesser;
- (d) not more than 66 $\frac{2}{3}$  % of the width of the rear yard of any lot is occupied by accessory buildings;
- (e) no accessory building is closer than 3.7 m to any residential building;
- (f) no accessory building obstructs the daylight access prescribed in this Schedule.

Accessory Uses customarily ancillary to any of the uses listed in this section, except hotel.

#### 2.2.C [Cultural and Recreational]

- Community Centre or Neighbourhood House.
- Library in conjunction with a Community Centre.
- Park or Playground.

#### 2.2.DW [Dwelling]

Dwelling Units in conjunction with a neighbourhood grocery store, subject to the provisions of section 11.16 of this By-law, or with a Laundromat or Dry Cleaning Establishment existing as of September 26, 1989.

- Infill.
- Multiple Conversion Dwelling.
- ~~Multiple Dwelling consisting of five or fewer dwelling units.~~
- ~~One Family Dwelling.~~

Rooming House.

~~Two-Family Dwelling.~~

2.2.I [Institutional]

Child Day Care Facility.

Community Care Facility – Class A, subject to the regulations and relaxations that apply to a one-family dwelling.

2.2.R [Retail]

Neighbourhood Grocery Store existing as of July 29, 1980, subject to the provisions of Section 11.16 of this By-law.

2.2.S [Service]

Hotel existing as of September 26, 1989.

Laundromat or Dry Cleaning Establishment existing as of September 26, 1989.

### 2.3 Conditions of Use

2.3.1 All ~~commercial~~ uses **other than dwelling uses** listed in this section shall be carried on wholly within a completely enclosed building except for the following:

- (a) parking and loading facilities;
- (b) display of flowers, plants, fruits and vegetables; and
- (c) child day care facility.

2.3.2  In the RM-5 District, a minimum of 20 % of total dwelling units within any multiple dwelling, except in the case of buildings designed solely for use as senior citizens' housing under the provisions of the National Housing Act or other similar use, shall:

- (a) contain 2 or more bedrooms;
- (b) possess private open space directly accessible from the unit and which is a minimum of 5.6 m<sup>2</sup> in area, and with a minimum dimension of 1.8 m; and
- (c) be located within three storeys of grade.

2.3.3  In the RM-5 District, all multiple dwellings shall include an outdoor area with a minimum area of 37 m<sup>2</sup>, in an appropriate location, that could be developed as a children's play area.

**2.3.4 In the RM-5D District, the maximum allowable floor space ratio for all permitted uses, other than dwelling uses, 0.65.**

### 3 Conditional Approval Uses

3.1 Subject to all other provisions of this By-law, compliance with section 3.3 and the provisions and regulations of this Schedule, the Development Permit Board may approve for the RM-5, RM-5A, RM-5B, ~~and~~ RM-5C **and RM-5D** Districts any of the uses listed in section 3.2.1, including such conditions as it may decide, provided that it first considers:

- (a) the intent of this Schedule and all applicable policies and guidelines adopted by Council;
- (b) the submission of any advisory group, property owner or tenant; and
- (c) the appropriateness of the use with respect to the items which are shown in italics following the use.

#### 3.2.1 Uses

3.2.1.A  Accessory Buildings customarily ancillary to any of the uses listed in this Schedule, other than as provided for in section 2.2.A of this Schedule.

Accessory Uses customarily ancillary to hotel or any of the uses listed in this section.

3.2.1.C [Cultural and Recreational]

Museum or Archives. *compatibility with nearby sites, parking, proximity to major streets, size of facility*

3.2.1.DW [Dwelling]

Dwelling Units, in conjunction with any of the other uses set out in this Schedule.

**Infill**

**Infill Multiple Dwelling, in accordance with section 5 of this Schedule.**

**Multiple Dwelling, in accordance with section 5 of this Schedule.**

**Multiple Dwelling, consisting of five or fewer dwelling units.**

Multiple Dwelling **other than as provided for in Section 5** consisting of six or more dwelling units if:  
(a) its development does not require the demolition or change of use or occupancy of one or more rental housing units;

~~(b) its development requires the demolition or change of use or occupancy of one or more rental housing units but does not exceed a rate of change of 0% within this District; or~~

(c) its development requires the demolition or change of use or occupancy of one or more rental housing units, ~~and exceeds the rate of change within the zoning district,~~ and the registered owner of the site enters into a housing agreement with the city, under section 565.2 of the Vancouver Charter, in which the registered owner agrees with the city to:

(i) include in the new development on the site that number of rental housing units which equals or exceeds the number of rental housing units requiring demolition or change of use or occupancy, and to give the city security for the continued operation of such replacement rental housing units including a section 219 covenant for registration against title to the site, which housing agreement and security must be on terms and conditions satisfactory to Council, or

(ii) provide rental housing units, or to contribute to the provision of rental housing units, in another manner or at another location, or to provide another form of affordable housing, and to give the city security for the continued operation of such replacement rental housing units or other form of affordable housing including a section 219 covenant for registration against title to the subject real property, which housing agreement and security must be on terms and conditions satisfactory to Council; and, in this section, all references to the demolition or change of use or occupancy of one or more rental housing units are to include then existing rental housing units and rental housing units that, during the three years preceding the date of application for a development permit for a multiple dwelling, a person has demolished or in respect of which has changed the use or occupancy.

**One-Family Dwelling.**

One-Family Dwelling with Secondary Suite.

Seniors Supportive or Assisted Housing, subject to section 11.17 of this By-law.

**Two-Family Dwelling.**

3.2.1.I [Institutional]

Ambulance Station. *compatibility with nearby sites, vehicular ingress and egress, proximity to major street*

Church, subject to the provisions of section 11.7 of this By-law. *compatibility with nearby sites, parking, size of facility*

Hospital, subject to the provisions of section 11.9 of this By-law. *compatibility with nearby sites, vehicular ingress and egress, category of facility*

Public Authority Use essential in this District. *compatibility with nearby sites, proximity to major streets, vehicular ingress and egress*

School - Elementary or Secondary, subject to the provisions of section 11.8 of this By-law. *compatibility with nearby sites, category of facility*

Social Service Centre. *compatibility with nearby sites, category of facility*

Community Care Facility – Class B, subject to the provisions of section 11.17 of this By-law. *compatibility with nearby sites*

Group Residence, subject to the provisions of section 11.17 of this By-law. *Compatibility with nearby sites*

3.2.1.O [Office]

General Office, in a building which ~~has been designated as a Municipal Heritage Site~~ **is protected by a Heritage Designation By-law.**

*compatibility with nearby sites, parking, traffic, noise, hours of operation*

Health Care Office, in a building which ~~has been designated as a Municipal Heritage Site~~ is **protected by a Heritage Designation By-law.**

*compatibility with nearby sites, parking, traffic, noise, hours of operation*

Health Enhancement Centre, in a building which ~~has been designated as a Municipal Heritage Site~~ is **protected by a Heritage Designation By-law.** *compatibility with nearby sites, parking, traffic, noise, hours of operation*

3.2.1.R [Retail]

Retail Store, in a building which ~~has been designated as a Municipal Heritage Site~~ is **protected by a Heritage Designation By-law.**

*compatibility with nearby sites, parking, traffic, noise, hours of operation*

Farmers' Market, subject to the provisions of Section 11.21 of this By-law. *Compatibility with nearby sites, parking, traffic, noise, hours of operation, size of facility, pedestrian amenity.*

● Public Bike Share.

3.2.1.S [Service]

Bed and Breakfast Accommodation, subject to the provisions of section 11.4 of this By-law.

*compatibility with nearby sites*

Restaurant - Class 1, in a building which ~~has been designated as a Municipal Heritage Site~~ is **protected by a Heritage Designation By-law**

*Site. compatibility with nearby sites, parking, traffic, noise, hours of operation*

3.2.1.U [Utility and Communication]

Public Utility. *compatibility with nearby sites, category of facility*

3.2.2 Uses

The uses listed in section 3.2.2 ~~shall~~ **may** be permitted in the RM-5C and RM-5D Districts.

3.2.2.C [Cultural and Recreational]

Bowling Alley, **only in the RM-5C District.** *compatibility with nearby sites, parking, proximity to major streets, size of facility*

Club, **only in the RM-5C District.** *compatibility with surrounding uses, parking, noise, hours of operation, pedestrian amenity, size of facility*

Fitness Centre, **only in the RM-5C District.** *compatibility with surrounding uses, parking, noise, hours of operation, pedestrian amenity, size of facility*

Theatre, **only in the RM-5C District.** *compatibility with nearby sites, traffic, hours of operation*

3.2.2.O [Office]

Financial Institution, **only in the RM-5C District.** *parking, size of facility*

General Office. *compatibility with nearby sites, parking, traffic, noise, hours of operation*

Health Care Office. *compatibility with nearby sites, parking, traffic, noise, hours of operation*

Health Enhancement Centre. *compatibility with nearby sites, parking, traffic, noise, hours of operation.*

3.2.2.R [Retail]

Grocery or Drug Store, **only in the RM-5C District.** *parking, pedestrian amenity, size of facility*

Retail Store. *compatibility with nearby sites, parking, traffic, noise, hours of operation, size of facility, pedestrian amenity*

Small-scale Pharmacy, subject to the provisions of section 11.22 of this By-law, **only in the RM-5C District.**

3.2.2.S [Service]

Animal Clinic, **only in the RM-5C District.** *compatibility with nearby sites, noise, hours of operation*

Barber Shop or Beauty Salon. *compatibility with surrounding uses, hours of operation;*

parking

- Beauty and Wellness Centre, ~~but~~ **only in the RM-5C District.**
- Laundromat or Dry Cleaning Establishment, **only in the RM-5C District.** *compatibility with surrounding uses, hours of operation, noise, parking*
- Hotel, **only in the RM-5C District.** *traffic, compatibility with nearby sites*
- Photofinishing or Photography Studio. *parking*
- Print Shop, **only in the RM-5C District.** *compatibility with surrounding uses, hours of operation, parking*
- Restaurant - Class 1. *compatibility with nearby sites, parking, traffic, noise, hours of operation*
- School - Arts or Self Improvement, **only in the RM-5C District.** *parking, size of facility, noise, hours of operation*
- School – Business, **only in the RM-5C District.** *compatibility with nearby sites, category of facility, size of facility, hours of operation*
- School - Vocational or Trade, **only in the RM-5C District.** *parking, size of facility, noise, hours of operation*

### 3.3 Conditions of Use

3.3.1 All ~~commercial~~ uses **other than dwelling uses** listed in this Section 3 shall be carried on wholly within a completely enclosed building, except for the following:

- (a) parking and loading facilities;
- (b) the display of flowers, plants, fruits and vegetables;
- (c) restaurant;
- (d) farmers' market; and
- (e) public bike share.

3.3.2  In the RM-5 District, a minimum of 20 % of total dwelling units within any multiple dwelling, except in the case of buildings designed solely for use as senior citizens' housing under the provisions of the National Housing Act or other similar use, shall:

- (a) contain 2 or more bedrooms;
- (b) possess private open space directly accessible from the unit and which is a minimum of 5.6 m<sup>2</sup> in area, and with a minimum dimension of 1.8 m; and
- (c) be located within three storeys of grade.

3.3.3  In the RM-5 District, all multiple dwellings shall include an outdoor area with a minimum area of 37 m<sup>2</sup>, in an appropriate location, that could be developed as a children's play area.

**3.3.4 In the RM-5D District, the maximum allowable floor space ratio for all permitted uses, other than dwelling uses, 0.65.**

## 4 Regulations

All uses approved under sections 2 and 3 of this Schedule shall be subject to the following regulations:

**4.1 Site Area** -- Not applicable.

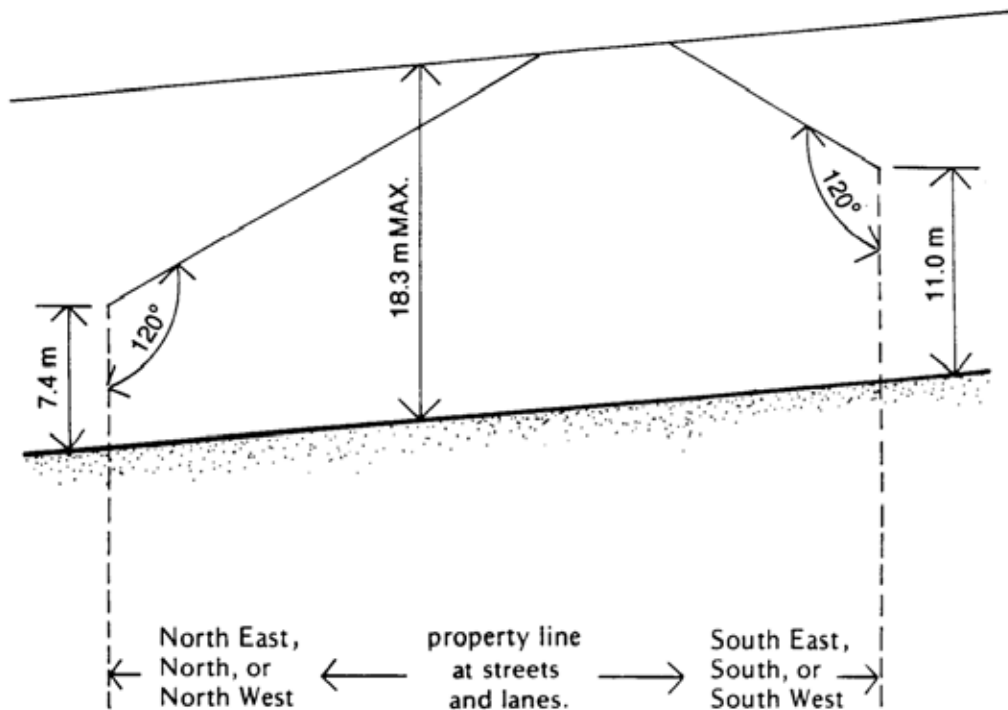
**4.2 Frontage** -- Not applicable.

### 4.3 Height

4.3.1 The maximum height of a building shall not exceed 18.3 m, but no portion of the building shall extend above the envelope illustrated and described in Figure 1. Height shall be determined by a line parallel to a line joining the official established building grades at the property lines.

Angles shall be measured from vertical lines at the property line.





**Figure 1:** Building Envelope [no changes proposed to the current building envelope].

4.3.2 The Director of Planning or the Development Permit Board, as the case may be, may permit an increase in the maximum height of a building to a height not exceeding 58.0 m provided that the livability and environmental quality of the surrounding neighbourhood is not unduly harmed, and provided that it first considers:

- (a) the intent of this Schedule and all applicable policies and guidelines adopted by Council;
- (b) the submission of any advisory group, property owner or tenant; and
- (c) the effects on public and private views, sunshine, privacy and open spaces.

**4.4 Front Yard**

4.4.1 A front yard with a minimum depth of 3.7 m shall be provided.

4.4.2 The Director of Planning or the Development Permit Board, as the case may be, may vary the depth of the required front yard, provided that it first considers all applicable policies and guidelines adopted by Council.

4.4.3 The Director of Planning or the Development Permit Board, as the case may be, may permit, provided that it first considers all applicable policies and guidelines adopted by Council, the projection of porches, entrance lobbies, and supported canopies up to 1.8 m into the required front yard and the projection of porte cocheres up to the front property line, provided that none of the foregoing exceed a width of 6.1 m.

**4.5 Side Yards**

4.5.1 A side yard with a minimum width of 2.1 m shall be provided on each side of the principal building.

4.5.2 In the case of a corner site, the exterior side yard shall not be regulated by section 4.5.1 above but shall be 20 % of the width of the site, except that it shall not be less than 3.0 m and need not be more than 6.0 m in width.

4.5.3 The Director of Planning or the Development Permit Board, as the case may be, may vary the side yard requirements, provided that it first considers all applicable policies and guidelines adopted by Council.

#### **4.6 Rear Yard**

4.6.1 A rear yard with a minimum depth of 2.1 m shall be provided.

4.6.2 The Director of Planning or the Development Permit Board, as the case may be, may vary the rear yard requirement, provided that it first considers all applicable policies and guidelines adopted by Council.

#### **4.7 Floor ~~Space Ratio~~ Area and Density**

##### **4.7.1 Floor space ratio shall not exceed 1.00 except that:**

**(a) the Director of Planning or the Development Permit Board may permit an increase in floor space ratio to 1.5 in the RM-5 district, 2.20 in the RM-5A, RM-5C and RM-5D districts, and 2.75 in the RM-5B district if the Director of Planning or the Development Permit Board first considers:**

- (i) the intent of this schedule,**
- (ii) all applicable Council policies and guidelines,**
- (iii) the submission of any advisory group, property owner or tenant,**
- (iv) the height, bulk, location and overall design of the development, and**
- (v) the effect of the development on nearby sites, street and public open spaces; and**

**(b) despite the provisions of subsection 4.7.1(a), the floor space ratio for sites located in the RM-5A, RM-5B, RM-5C and RM-5D districts which are 20.2 m or less in width shall not exceed:**

- (i) 2.0 on corner sites with a minimum site area of 800 m<sup>2</sup> , and**
- (ii) 1.5 on all other sites.**

4.7.2 The following shall be included in the computation of floor area ~~space ratio~~:

- (a) all floors, including earthen floor, to be measured to the extreme outer limits of the building;
- (b) stairways, fire escapes, elevator shafts and other features which the Director of Planning considers similar, to be measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located; and
- (c) the floor area of bay windows, regardless of seat height, location on building or relationship to yard setbacks, in excess of the product of the total floor area permitted above the basement times 0.01.

4.7.3 The following shall be excluded in the computation of floor ~~area space ratio~~:

- (a) open residential balconies, sundecks, porches and any other appurtenances which, in the opinion of the Director of Planning are similar to the foregoing, provided that the total area of all exclusions does not exceed ~~eight~~ **twelve** % of the provided residential floor area;
- (b) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;

(c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which, in the opinion of the Director of Planning, are similar to the foregoing, those floors or portions thereof so used, which:

(i) are at or below the base surface, provided that the maximum exclusion for a parking space shall not exceed 7.3 m in length; or

(ii) are above the base surface and where developed as off-street parking are located in an accessory building situated in the rear yard, provided that the maximum exclusion for parking space shall not exceed 7.3 m in length;

(d) amenity areas accessory to a residential use, including day care facilities, recreation facilities and meeting rooms provided that:

(i) in the case of day care facilities, the Director of Planning, on the advice of the Director of Social Planning, is satisfied that there is a need for a day care facility in the immediate neighbourhood; and

(ii) the total area being excluded for amenity areas shall not exceed the lesser of 10 % of the permitted floor area space or 1 000 m<sup>2</sup>, with an additional 10 % of the permitted floor area space or 500 m<sup>2</sup>, whichever is lesser, for day care facilities where these are included;

(e) areas of undeveloped floors which are located

(i) above the highest storey or half-storey and to which there is no permanent means of access other than a hatch; or

(ii) adjacent to a storey or half-storey with a ceiling height of less than 1.2 m.

(f) floors located at or below finished grade with a ceiling height of less than 1.2 m;

(g) all residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m<sup>2</sup> per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit;

(h) bicycle storage at or below base surface, provided that a secured and separate bicycle room shall be provided and equipped with bicycle racks adequate for the storage of a minimum of one bicycle for every four dwelling units;

(i) portions of exterior walls contributing to thermal and building envelope performance, in accordance with the provisions of section 10.33 - Exterior Wall Exclusions, in Section 10 of the General Regulations of the Zoning & Development By-law; and

(j) above grade floor area built as open to below, designed in combination with venting skylights, opening clerestory windows or other similar features which, in the opinion of the Director of Planning, reduce energy consumption or improve natural light and ventilation, to a maximum exclusion of one % of permitted floor area.

~~4.7.4 The Director of Planning may permit the following to be excluded in the computation of floor space ratio:~~

~~(a) enclosed residential balconies, provided that the Director of Planning first considers all applicable policies and guidelines adopted by Council and approves the design of any balcony enclosure, subject to the following:~~

~~(i) the total area of all open and enclosed balcony or sundeck exclusions does not exceed eight % of the residential floor area being provided; and~~

~~(ii) no more than fifty % of the excluded balcony floor area may be enclosed.~~

4.7.54 Where a need for any public facility of a social, cultural or recreational nature has been demonstrated to the satisfaction of the Development Permit Board, the Board may increase for any one building, which includes one or more of such facilities, the maximum floor space ratio and may require that any such facility be preserved in the public domain by way of a registered agreement and operated by the City or its delegates.

In determining the increase in floor area that may be permitted, the Development Permit Board shall consider:

- (a) the construction cost of the facility;
- (b) any costs to the developer of continuing maintenance required for the facility;
- (c) the rental value of the increased floor area;
- (d) the value of any authorized relaxation of other restrictions;
- (e) the opinion of City Council; and
- (f) all applicable policies and guidelines adopted by Council.

~~4.7.6 The Development Permit Board may, for any development which includes the restoration of an existing building which is listed on the Vancouver Heritage Register permit an increase in the floor space ratio, subject to prior approval by City Council and designation of the building as a Municipal Heritage Site.~~

~~In determining the increase in floor area that may be permitted, the Development Permit Board shall consider:~~

- ~~(a) the cost of the heritage-related restoration;~~
- ~~(b) the value of the increased floor area;~~
- ~~(c) the impact upon livability and environmental quality of the neighbourhood; and~~
- ~~(d) all applicable policies and guidelines adopted by Council.~~

**4.7.5 The Director of Planning or the Development Permit Board may permit an increase in floor area for a development which includes the restoration of an existing building, site, landmark or feature, if the existing building, site, landmark or feature is listed in the Vancouver Heritage Register, if Council first approves a heritage designation by-law, and if the Director of Planning or the Development Permit Board first considers:**

- (a) all applicable Council policies and guidelines;**
- (b) the cost and extent of the heritage restoration;**
- (c) the value of the increased floor area; and**
- (d) the impact of the development upon neighbourhood livability and environmental quality.**

~~4.7.6~~**The Development Permit Board may permit an increase ~~in~~ above the floor space ratio of a maximum of 10% where the increase results from a transfer of heritage floor area space to a maximum of 10% over the total permitted floor space ratio, except that this increase provision shall not apply to any development where there has been an increase in the floor area space has already been increased resulting from the restoration of a heritage building pursuant to section**

~~4.7.65 For the purpose of this section, heritage floor space means floor space on a site where the site or a building or a structure is designated by the Heritage By-law and, according to the development limitation mechanism regulating land for that site, is available to be transferred to another site and is located within areas shown as transfer of density areas for heritage preservation illustrated in the Transfer of Density Policy and Procedure adopted by Council and in effect at the time of application for relaxation under this section.~~

**For purposes of this section, “heritage floor area” means floor area which may be transferred to another site from a heritage site, in accordance with Council policies and guidelines.**

#### **4.8 Site Coverage**

**4.8.1 The maximum site coverage for buildings shall be 50 % of the site area.**

4.8.2 For the purpose of this section, site coverage for buildings shall be based on the projected area of the outside of the outermost walls of all buildings and includes carports, but excludes steps, eaves, cantilevered balconies and sundecks.

4.8.3 The Director of Planning or the Development Permit Board, as the case may be, may permit an increase in site coverage, provided that it first considers all applicable policies and guidelines adopted by Council.

4.8.4 In the case of a sloping site where a structure is located in or beneath a yard, the structure shall be excluded from the site coverage calculation provided that it does not, except for required earth cover, permitted fences and similar items, project above the average elevation of the portions of the streets, lanes or sites located adjacent to such structure, and does not, in any event, project more than 1.0 m above the actual elevation of adjoining streets, lanes and sites.

#### **4.9 (Reserved)**

#### **4.10 Horizontal Angle of Daylight**

4.10.1 All habitable rooms in buildings containing 3 or more dwelling units shall have at least 1 window on an exterior wall which complies with the following:

(a) the window shall be located so that a plane or planes extending from the window and formed by an angle of 50 degrees, or 2 angles with a sum of 70 degrees, shall be unobstructed over a distance of 24.0 m; and

(b) the plane or planes shall be measured horizontally from the centre of the bottom of the window.

4.10.2 For the purpose of section 4.10.1 the following shall be considered as obstructions:

(a) the theoretically equivalent buildings located on any adjoining sites in any R District in a corresponding position by rotating the plot plan of the proposed building 180 degrees about a horizontal axis located on the property lines of the proposed site;

(b) part of the same building including permitted projections; and

(c) the maximum size building permitted under the appropriate C, CD-1 or DD district schedule if the site adjoins a C, CD-1 or DD site.

4.10.3 For the purposes of section 4.10.1, the following shall not be considered as habitable rooms:

(a) bathrooms; and

(b) kitchens, unless the floor area is greater than 10 % of the total floor area of the dwelling unit, or 9.3 m<sup>2</sup>, whichever is the greater.

4.10.4 The Director of Planning or the Development Permit Board, as the case may be, may decrease the horizontal angle of daylight requirement of section 4.10.1, provided that it first considers the livability of the dwelling units and all applicable policies and guidelines adopted by Council and providing that a minimum distance of 6.1 m of unobstructed view is maintained.

#### **4.11 -**

#### **4.14 (Reserved)**

#### **4.15 Acoustics**

4.15.1 A development permit application for dwelling uses shall require evidence in the form of a report and recommendations prepared by persons trained in acoustics and current techniques of noise measurements demonstrating that the noise levels in those portions of the dwelling units listed below shall not exceed the noise levels expressed in decibels set opposite such portions of the dwelling units. For the purposes of this section the noise level is the A-weighted 24-hour equivalent (Leq) sound level and will be defined simply as the noise level in decibels.

#### **Portions of dwelling units Noise levels (Decibels)**

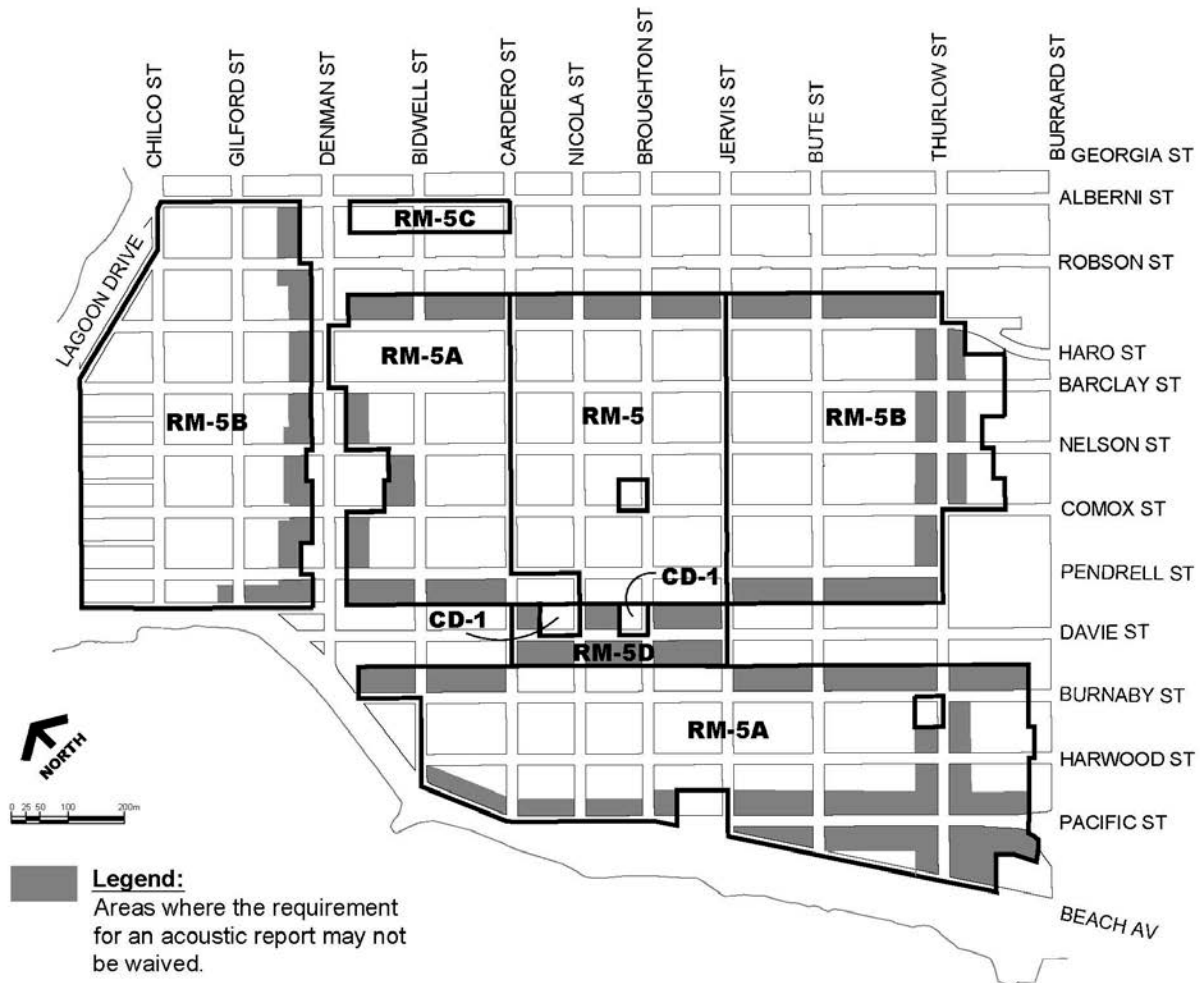
bedrooms 35

living, dining, recreation rooms 40

kitchen, bathrooms, hallways 45

4.15.2 The Director of Planning may waive the requirement for an acoustic report, except for those areas indicated on Map 1:

Map 1. Noise Mitigation



**4.16 (Reserved)**

**4.17 External Design**

4.17.1 All opening windows in residential units shall be located a minimum of 4.5 m from any lane measured in a straight line from the closest point of the window to the rear property line at grade.

4.17.2 A covered storage area shall be provided for garbage containers and shall be screened from view from adjacent sidewalks and dwelling units.

**Section 5.0 Relaxation of Regulations**

**5.1 The Director of Planning or the Development Permit Board may relax the regulations in the RM-5D district regarding permitted floor space ratio for multiple dwelling, if the Director of Planning or the Development Permit Board first considers the intent of the RM-5D district schedule, and all applicable Council policies and guidelines, and:**

- (a) a minimum of 20% of the floor area included in the calculation of floor space ratio is used for social housing; and
- (b) the floor space ratio does not exceed 7.0.

**5.2 The Director of Planning or the Development Permit Board may relax the regulations in the RM-5D district regarding permitted height for multiple dwelling, if the Director of Planning or the Development Permit Board first considers the intent of the RM-5D district schedule, and all applicable Council policies and guidelines, and:**

- (a) a minimum of 20% of the floor area included in the calculation of floor space ratio is used for social housing; and**
- (b) the maximum height does not exceed 58 m.**

**5.3 The Director of Planning or the Development Permit Board may relax the regulations in sections 4.4, 4.5, 4.6, 4.7, 4.8, 4.10, and 4.17 of the RM-5, RM-5A and RM-5B districts for infill multiple dwelling, if the Director of Planning or the Development Permit Board first considers the intent of the RM-5, RM-5A and RM-5B districts schedule, and all applicable Council policies and guidelines, except that:**

- (a) the infill multiple dwelling must be used for secured market rental housing;**
- (b) in an infill multiple dwelling with four or more dwelling units, at least 50% of the dwelling units must contain two or more bedrooms;**
- (c) in an infill multiple dwelling with ten or more dwelling units, at least 50% of the dwelling units must contain two or more bedrooms and at least 10% of the dwelling units must contain three or more bedrooms; and**
- (d) existing buildings, landmarks or features on the site which are listed on the Vancouver Heritage Register or may have heritage value must be conserved, to the satisfaction of the Director of Planning.”**



## C-5, ~~and C-5A~~ and C-6 Districts Schedule Districts Schedule (West End Commercial Districts)

(Note: Deleted provisions are ~~struck out~~ and new inserted provisions are in **bold**)

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

### 1 Intent

The intent of this Schedule is to provide for retail and services uses and forms of development ~~which are compatible with the primarily residential character of the West End~~ **and to provide for ~~An~~ additional intent is to provide for dwelling units in C-5A and C-6** designed compatibly with commercial uses. **This schedule encourages external building design, the scale and function of which is oriented to pedestrians.** ~~Emphasis is placed on requiring the external design of buildings to be oriented to the pedestrian in terms of scale and functional considerations. The C-6 District differs from the C-5 District in that C-6 provides a transition between Downtown and the West End by permitting a greater density and scale and range of uses than C-5.~~ **The C-5 Districts provides opportunities for commercial uses and in particular in the Davie Village, an area for ‘night life.’ The C-5A District differs from the C-5 district because C-5A provides density bonuses for social housing and secured market rental housing. The C-6 District differs from the C-5 and C-5A Districts in that C-6 provides a transition between the Downtown and the West End by permitting a greater density and scale than the C-5 and C-5A Districts.**

### 2 Outright Approval Uses

**2.1** Subject to all other provisions of this By-law and to compliance with section 2.3 and the regulations of this Schedule, the uses listed in section 2.2 shall be permitted as specified in sections 2.2.1 and 2.2.2 and shall be issued a permit.

#### 2.2 Uses

~~2.2.1 The uses listed in section 2.2.1 shall be permitted in the C-5 and C-6 Districts.~~ **The uses listed in section 2.2.1 shall be permitted in the C-5, C-5A and C-6 Districts.**

2.2.1.A  Accessory uses customarily ancillary to any of the uses listed in this section provided that, unless permitted as an outright approval use pursuant to section 2 of this Schedule, the total floor area of all accessory uses is not greater than 25 % of the gross floor area of the principal use.

2.2.1.C [Cultural and Recreational]

- Arts and Culture Indoor Event.
- Billiard Hall.
- Bowling Alley.
- Club.
- Community Centre or Neighbourhood House.
- Fitness Centre.
- Library.
- Museum or Archives.
- Rink.
- Swimming Pool.
- Theatre.

~~2.2.1.DW [Dwelling]~~

~~Dwelling Units in conjunction with any of the uses listed in this section.~~

2.2.1.I [Institutional]

- Child Day Care Facility.
- School - Elementary or Secondary.
- School - University or College.
- Social Service Centre.

2.2.1.O [Office]

- Financial Institution.
- General Office.
- Health Care Office.

2.2.1.R [Retail]

- Furniture or Appliance Store.
- Grocery or Drug Store except for Small-scale Pharmacy.
- Retail Store.

2.2.1.S [Service]

- Animal Clinic.
- Barber Shop or Beauty Salon.
- Beauty and Wellness Centre.
- Catering Establishment.
- Laundromat or Dry Cleaning Establishment.
- Photofinishing or Photography Studio.
- Repair Shop - Class B.
- Restaurant - Class 1.
- School - Arts or Self-Improvement.
- School - Business.
- School - Vocational or Trade.

2.2.2 The use listed in section 2.2.2 shall be permitted in the C-6 District.

~~2.2.2.DW [Dwelling]~~

- ~~Multiple Dwelling.~~

**2.3 Conditions of Use**

2.3.1 All commercial uses listed in section 2.2 of this Schedule and accessory uses thereto shall be carried on wholly within a completely enclosed building except for the following:

- (a) parking and loading activities;
- (b) restaurant;
- (c) display of flowers, plants, fruits and vegetables;
- (d) child day care facility.

2.3.2 **In C-5 and C-6** no portion of any floor of a dwelling unit, club, social service centre, or child day care facility except for entrances shall be permitted within 2.0 m of street grade along a fronting street or a flanking street if the adjoining site on the flanking street is in a C district.

**3 Conditional Approval Uses**

**3.1** Subject to all other provisions of this By-law and the provisions and regulations of this Schedule, the Development Permit Board may approve any of the uses listed in section 3.2 as specified in sections 3.2.1 and 3.2.2, subject to the conditions of section 3.3, and including such other conditions as it may decide, provided that it first considers:

- (a) the intent of this Schedule and all applicable policies and guidelines adopted by Council;
- (b) the submission of any advisory group, property owner or tenant; and
- (c) the appropriateness of the use with respect to the items which are shown in italics following the use.

**3.2 Uses**

~~3.2.1 The uses listed in section 3.2.1 may be permitted in the C-5 and C-6 Districts.~~

**The uses listed in section 3.2.1 may be permitted in the C-5, C-5A and C-6 Districts.**

3.2.1.A  Accessory Uses customarily ancillary to any of the uses listed in this section, subject to the same provisions as section 2.2.1.A of this Schedule.

3.2.1.C [Cultural and Recreational]

Artist Studio, subject to the provisions of section 11.18 of this By-law.

3.2.1.D  Deposition or extraction of material so as to alter the configuration of the land. impact on character of the area, pedestrian amenity.

~~3.2.1.DW [Dwelling]~~

~~Dwelling Units in conjunction with any of the uses listed in this section. *compatibility with use*~~

~~Residential Unit associated with and forming an integral part of an artist studio, subject to the provisions of section 11.19 of this By-law.~~

~~Seniors Supportive or Assisted Housing, subject to section 11.17 of this By-law.~~

3.2.1.I [Institutional]

Ambulance Station. *compatibility with surrounding uses, pedestrian amenity, vehicular ingress and egress*

Detoxification Centre. *compatibility with surrounding uses, size*

Public Authority Use. *compatibility with surrounding uses, pedestrian amenity, vehicular ingress and egress*

~~Community Care Facility – Class B, subject to the provisions of section 11.17 of this By-law.~~

~~Group Residence, subject to the provisions of section 11.17 of this By-law.~~

3.2.1.O [Office]

Health Enhancement Centre.

3.2.1.P [Parking]

Parking Area. *pedestrian amenity, compatibility with surrounding uses*

3.2.1.R [Retail]

Farmers' Market, subject to the provisions of Section 11.21 of this By-law. *Compatibility with nearby sites, parking, traffic, noise, hours of operation, size of facility, pedestrian amenity.*

Adult Retail Store.

Gasoline Station - Full Serve, subject to the provisions of section 11.10 of this By-law. *compatibility with surrounding uses, pedestrian amenity, number existing, vehicular ingress and egress*

Gasoline Station - Split Island, subject to the provisions of section 11.10 of this By-law. *compatibility with surrounding uses, pedestrian amenity, number existing, vehicular ingress and egress*

Liquor Store. *compatibility with surrounding uses, number existing, hours of operation, social and policing impacts, vehicular ingress and egress*

Pawnshop. *compatibility with surroundings uses, pedestrian amenity, number existing, social and policing impacts, hours of operation, vehicular ingress and egress*

● Public Bike Share.

Secondhand Store. *compatibility with surrounding uses, pedestrian amenity, number existing, social and policing impacts, hours of operation, vehicular ingress and egress*

Small-scale Pharmacy, subject to the provisions of section 11.22 of this By-law.

3.2.1.S [Service]

Bed and Breakfast Accommodation, subject to the provisions of section 11.4 of this By-law.

Cabaret. parking, vehicular circulation, *compatibility with surrounding uses and noise*

control

~~Hotel existing as of September 30, 1986.~~

~~Hotel. design compatibility with any proximate residential area, size of liquor facilities, noise control, parking, loading, taxi and bus ingress and egress~~

~~Neighbourhood Public House. vehicular circulation, compatibility with surrounding uses~~

~~Print Shop.~~

~~Restaurant - Class 2. parking, vehicular circulation, compatibility with surrounding uses and noise control~~

3.2.1.U [Utility and Communication]

Public Utility. compatibility with surrounding uses, pedestrian amenity, category of facility

Recycling Depot.

3.2.1.Z  Any other use which is not specifically listed and defined as a use in section 2 of this By-law but which the Development Permit Board considers comparable in nature to the uses listed in this Schedule, having regard to the intent of this District Schedule.

~~3.2.2 The use listed in section 3.2.2 may be permitted in the C-6 District.~~

~~3.2.2.SV [Service]~~

~~Hotel. design compatibility with any proximate residential area, size of liquor facilities, noise control, parking, loading, taxi and bus ingress and egress~~

**3.2.2 The uses listed in section 3.2.2 shall be permitted in the C-5 District**

**3.2.2.DW[Dwelling]**

**Dwelling uses existing on or before “date of enactment of by-law.”**

**Seniors Supportive or Assisted Housing, existing on or before “date of enactment of by-law.”**

**3.2.2.I [Institutional]**

**Community Care Facility – Class B, subject to the provisions of section 11.17 of this By-law, existing on or before “date of enactment of by-law.”**

**Group Residence, subject to the provisions of section 11.17 of this By-law, existing on or before “date of enactment of by-law.”**

**3.2.3 The uses listed in section 3.2.3 may be permitted in the C-5A and C-6 Districts**

**3.2.3.DW [Dwelling]**

**Dwelling Units in conjunction with any of the uses listed in this section. compatibility with use Residential Unit associated with and forming an integral part of an artist studio, subject to the provisions of section 11.19 of this By-law.**

**Seniors Supportive or Assisted Housing, subject to section 11.17 of this By-law.**

**3.2.3.I [Institutional]**

**Community Care Facility – Class B, subject to the provisions of section 11.17 of this By-law.**

**Group Residence, subject to the provisions of section 11.17 of this By-law.**

**3.3 Conditions of Use**

3.3.1 All commercial uses listed in this section shall be carried on wholly within a completely enclosed building, except for the following:

(a) parking and loading facilities;

- (b) full service gasoline station, except that section 11.10.2 of this By-law continues to apply;
- (c) neighbourhood public house;
- (d) restaurant;
- (e) farmers' market; and
- (f) public bike share.

3.3.2 In C-5 no portion of any floor of a dwelling unit or community care facility or group residence except for entrances shall be permitted within 2.0 m of street grade along the fronting street or a flanking street if the adjoining site on the flanking street is in a C district.

#### 4 Regulations

All uses approved under sections 2 and 3 of this Schedule shall be subject to the following regulations:

**4.1 Site Area** -- Not Applicable.

#### **4.2 Frontage**

4.2.1 In C-5 and C-5A the maximum frontage for each individual occupancy located on a floor having an elevation within 2.0 m of street grade except a community centre, gasoline service station, parking area, and public school shall be 7.7 m. In C-6, this regulation is not applicable.

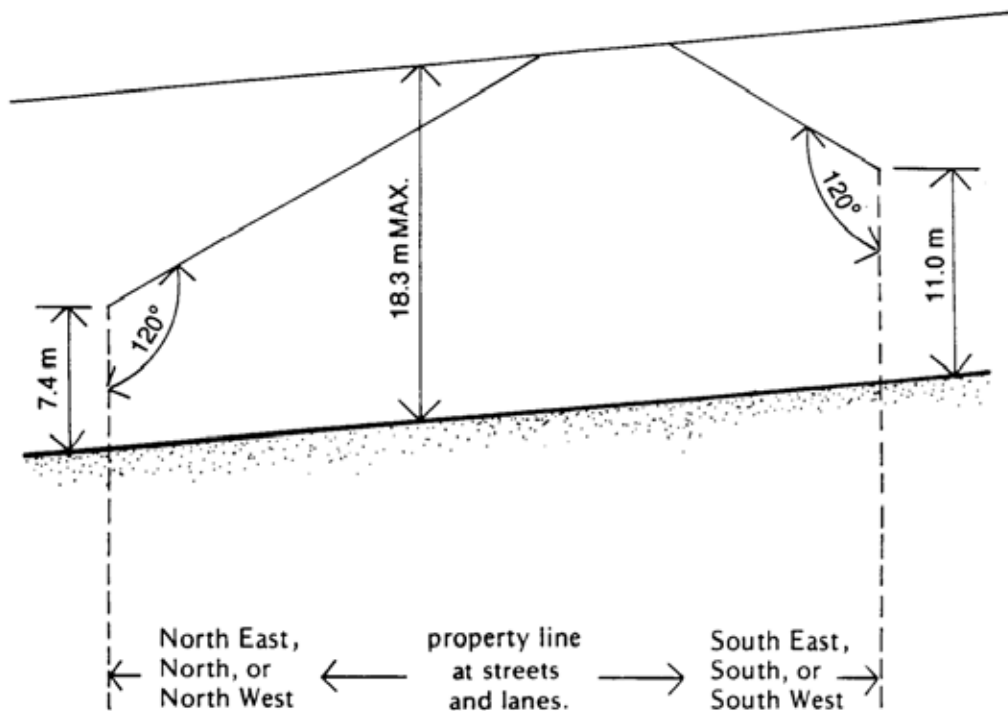
4.2.2 The Director of Planning or the Development Permit Board, as the case may be, may relax the maximum frontage regulation in section 4.2.1 in the case of a grocery or drug store existing as of May 18, 1993, and for other retail or service uses on the same site, provided that:

- (a) the Director of Planning or the Development Permit Board first considers the intent of this Schedule and is satisfied that the scale of development at the street property line will relate to pedestrians;
- (b) the site has a frontage exceeding 45.8 m as of May 18, 1993;
- (c) no more than a total of 50 % of the frontage of the site is occupied by grocery or drug store use and its departments except that this total amount shall be interspersed with other retail or service uses; and
- (d) windows at the street property line are clear-glazed and unobstructed so that the interior of the premises are at all times visible from the sidewalk.

For the purpose of this section 4.2.2 any department of a grocery or drug store which has its own check-out facility and entrance/exit door to the street shall be deemed to be an individual occupancy.

#### **4.3 Height**

4.3.1 The maximum height of a building shall be 18.3 m, but no portion of the building shall extend above the envelope illustrated and described in Figure 1. Height shall be determined by a line parallel to a line joining the official established building grades at the property lines. Angles shall be measured from vertical lines at the property lines.



**Figure 1.** Building Envelope [no changes proposed to the current building envelope].

~~4.3.2 The Director of Planning or the Development Permit Board, as the case may be, may permit an increase in the maximum height of a building to a height not exceeding 64.0 m and may permit a building which exceeds the envelope, provided that it is satisfied the livability and the environmental quality of the surrounding neighbourhood is not unduly harmed and provided that before making a decision it:~~

- ~~(a) considers the intent of this Schedule and all applicable policies and guidelines adopted by Council;~~
- ~~(b) considers the submission of any advisory group, property owner or tenant; and~~
- ~~(c) considers the effects on views, sunshine, privacy, lower level treatment of buildings, and open space.~~

**4.3.2 The Director of Planning or the Development Permit Board may permit an increase in the maximum height of a building, to a height not exceeding 64 m in the C-5A and C-6 districts and 18.3 m in the C-5 district, provided that the Director of Planning or the Development Permit Board first considers:**

- (a) the impact on neighbourhood livability and environmental quality;**
- (b) the intent of this schedule and all applicable Council policies and guidelines;**
- (c) the submission of any advisory group, property owner or tenant; and**
- (d) the impact on views, shadowing, privacy, lower level treatment of buildings, and open space.**

**4.3.3 The Director of Planning or the Development Permit Board may permit a building in the C-5, C-5A and C-6 Districts to exceed the building envelope depicted in Figure 1 of section 4.3.1, provided that the Director of Planning or the Development Permit Board first considers:**

- (a) the impact on neighbourhood livability and environmental quality;**

- (b) the intent of this schedule and all applicable Council policies and guidelines;
- (c) the submission of any advisory group, property owner or tenant; and
- (d) the impact on views, shadowing, privacy, lower level treatment of buildings, and open space.

#### 4.4 Front Yard

4.4.1 No front yard shall be permitted except where the Director of Planning is satisfied that shopping continuity and pedestrian amenity along any abutting sidewalk will be achieved.

#### 4.5 Side Yards and Setbacks

4.5.1 No side yards shall be permitted except where:

- (a) any portion of a building contains residential uses, that portion may be set back from the side property lines to fulfill provisions of section 4.10; or
- (b) the Director of Planning is satisfied that shopping continuity and pedestrian amenity along any abutting sidewalk will be achieved.

#### 4.6 Rear Yard and Setback

4.6.1 No rear yard shall be required except where any portion of a building contains dwelling uses, that portion shall be set back a minimum of 7.6 m from the rear property line across the full width of the building, except where the rear of the site abuts a lane, this required minimum setback shall be decreased by the lane width between the rear property line and the ultimate centre of the lane.

4.6.2 The Director of Planning may decrease the rear yard setback for dwelling use, provided he is satisfied that residential livability is achieved for the development site and neighbouring existing or potential residential uses.

#### 4.7 Floor Space Ratio

~~4.7.1.1 The floor space ratio shall not exceed:~~

~~(a) 2.20 in C-5 except that the floor space ratio for permitted commercial uses shall not exceed 1.20;~~

~~(b) 2.50 in C-6 except that the floor space ratio for permitted commercial uses, excluding hotels and office uses, shall not exceed 1.20;~~

~~(c) for a hotel existing on or before September 30, 1986 in C-5 and C-6, the floor space ratio shall not exceed the greater of that existing on September 30, 1986 or the limit set out in section 4.7.1.1(b).~~

**4.7.1.1 The maximum floor space ratio shall not exceed 2.20 in the C-5 and C-5A Districts and 2.6 in the C-6 District except that for a hotel existing on or before “date of enactment of by-law” the floor space ratio shall not exceed the greater of that existing on September 30, 1986 or the limit set out in this section.**

4.7.1.2 The Director of Planning may permit an increase in the maximum floor space ratio for a hotel existing on September 30, 1986 ~~provided that he is satisfied~~ **if in the opinion of the Director of Planning the increase will improve result in enhanced pedestrian amenities.** ~~amenity along the sidewalk.~~

4.7.2 The following shall be included in the computation of floor ~~area space ratio:~~ **area space ratio:**

(a) All floors of all buildings, both above and below ground level, to be measured to the extreme outer limits of the buildings.

4.7.3 The following shall be excluded in the computation of floor ~~area space ratio:~~ **area space ratio:**

(a) open residential balconies or sundecks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, provided that the total area of all exclusions does not exceed ~~eight~~ **twelve** % of the residential floor area being provided;

(b) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls;

(c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which in the opinion of the Director of

Planning are similar to the foregoing, those floors or portions thereof so used, which are at or below the base surface provided that the off-street parking spaces do not have a length of more than 7.3 m ~~for the purpose of exclusion from floor space ratio computation;~~

(d) all residential storage space above or below base surface, except that if the residential storage space above base surface exceeds 3.7 m<sup>2</sup> per dwelling unit, there will be no exclusion for any of the residential storage space above base surface for that unit; and

(e) portions of exterior walls contributing to thermal and building envelope performance, in accordance with the provisions of section 10.33 - Exterior Wall Exclusions, in Section 10 of the General Regulations of the Zoning & Development By-law.

4.7.4 The ~~Director of Planning may permit the following to~~ **may** be excluded in the computation of floor area ~~(a) open residential balconies or sundecks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, provided that the total area of all exclusions does not exceed eight % of the residential floor area being provided;~~

~~(b) patios and roof gardens, provided that the Director of Planning first approves the design of sunroofs and walls; space ratio: (a)~~

~~(ba)~~ interior public space, including atria and other similar spaces, provided that:

(i) the excluded area shall not exceed the lesser of 10 % of the permitted floor area or 600 m<sup>2</sup>;

(ii) the excluded area shall be secured by covenant and right-of-way in favour of the City which sets out public access and use; and

(iii) the Director of Planning first considers all applicable policies and guidelines adopted by Council.

~~(eb)~~ amenity areas, including day care facilities and non-profit recreation facilities, to a maximum floor area of the lessor of 10 % of the permitted floor area or 1 000 m<sup>2</sup>, provided, in the case of day care facilities, the Director of Planning, on the advice of the Director of Social Planning, is satisfied that there is a need for a day care facility in the immediate neighbourhood.

4.7.5 The Development Permit Board may permit an increase in floor space ratio where the increase results from a transfer of heritage floor space to a maximum of 10 % over the total permitted floor space ratio, except that this increase shall not apply to a hotel where the floor space has already been increased pursuant to section 4.7.1.2.

For the purpose of this section, heritage floor space means floor space on a site where the site or a building or a structure is designated by the Heritage By-law and, according to the development limitation mechanism regulating land for that site, is available to be transferred to another site and is located within areas shown as transfer of density areas for heritage preservation illustrated in the Transfer of Density Policy and Procedure adopted by Council and in effect at the time of application for relaxation under this section.

**4.8 Site Coverage -- Not Applicable.**

**4.9 [Deleted -- see Parking By-law.]**

**4.10 Horizontal Angle of Daylight**

4.10.1 All habitable rooms in buildings used for residential purposes shall have at least 1 window on an exterior wall which complies with the following:

(a) the window shall be located so that a plane or planes extending from the window and formed by an angle of 50 degrees, or 2 angles with a sum of 70 degrees, shall be unobstructed over a distance of 24.0 m; and

(b) the plane or planes shall be measured horizontally from the centre of the bottom of the window.

4.10.2 For the purpose of section 4.10.1, the following shall be considered as obstructions:

(a) the theoretically equivalent buildings located on any adjoining sites in any R district in a corresponding position by rotating the plot plan of the proposed building 180 degrees about a horizontal axis located on the property lines of the proposed site;



- (b) part of the same building including permitted projections;
- (c) the maximum size building permitted under the appropriate C district schedule if the site adjoins a C site

4.10.3 For the purposes of section 4.10.1, the following shall not be considered as habitable rooms:

- (a) bathrooms; and
- (b) kitchens, unless the floor area is greater than 10 % of the total floor area of the dwelling unit, or 9.3 m<sup>2</sup>, whichever is the greater.

4.10.4 The Director of Planning may decrease the horizontal angle of daylight requirement of section 4.10.1, having regard to the livability of the resulting dwelling units and providing that a minimum distance of 3.7 m of unobstructed view is maintained.

**4.11 (Reserved)**

**4.12 (Reserved)**

**4.13 (Reserved)**

**4.14 (Reserved)**

#### **4.15 Acoustics**

4.15.1 A development permit application for dwelling uses shall require evidence in the form of a report and recommendations prepared by persons trained in acoustics and current techniques of noise measurement demonstrating that the noise levels in those portions of the dwelling units listed below shall not exceed the noise levels expressed in decibels set opposite such portions of the dwelling units. For the purposes of this section the noise level is the A-weighted 24-hour equivalent (Leq) sound level and will be defined simply as the noise level in decibels.

Portions of dwelling units Noise levels (Decibels)

bedrooms 35

living, dining, recreation rooms 40

kitchen, bathrooms, hallways 45

**4.16 (Reserved)**

#### **4.17 External Design**

4.17.1 All developments shall provide along all abutting streets any one or a combination of display windows, individualized tenancy unit design, building articulation, pedestrian entrance definition via a recess or projecting canopy or any other architectural features which facilitate pedestrian interest to the satisfaction of the Director of Planning.

4.17.2 The first storey shall be built to the front and side property lines except as noted in sections 4.4.1 and 4.5.1 while the remaining storeys may terrace back from the property lines.

4.17.3 Direct pedestrian access at the fronting street at or near grade level to each individual commercial occupancy which abuts the fronting street of a development site shall be provided.

4.17.4 Continuous weather protection having a minimum depth of 1.5 m in the form of a retractable fabric awning, a canopy attached to the building face by bolts to facilitate easy removal, or other forms satisfactory to the Director of Planning and City Engineer shall be provided along the fronting street and flanking street where the adjoining site on the flanking street is in a C district.

4.17.5 That portion of building located at the intersection of a fronting and flanking street where the adjoining site on the flanking street is in a C district shall be rounded with a minimum radius of 1.8 m, indented or truncated with minimum dimensions of 1.8 m by 1.8 m, or architecturally treated by other means to facilitate pedestrian amenity to the satisfaction of the Director of Planning.

4.17.6 Building corners at the intersection of a fronting and flanking street where the adjoining site on the flanking street is in a C district shall be accentuated by variances of height, cupolas, domes, or other architectural appurtenances, or any proposals varying from the above, satisfactory to the Director of Planning.

4.17.7 A minimum of one pedestrian entrance to commercial uses shall be provided from the flanking street where the adjoining site on the flanking street is in a C district.

4.17.8 All garbage container storage areas shall be screened from view from nearby sidewalks and dwelling units.

4.17.9 Mechanical equipment shall be enclosed and set back so as not to be visible from street level or architecturally treated by other means satisfactory to the Director of Planning. Exposed duct work is not permitted.

4.17.10 Dwelling uses shall provide:

- (a) pedestrian access separate from access to other uses;
- (b) a minimum of one bicycle rack per four dwelling units in an enclosed storage room.

## 5 Relaxation of Regulations

**5.1** Where a need for any public, social or recreational facility has been demonstrated to the satisfaction of the Development Permit Board, the Board may relax for any one building, which includes one or more of such facilities, the maximum floor space ratio and may require that any such facility be preserved in the public domain by way of a registered agreement and operated by the City or its delegates. In determining the amount of the increase in floor area that may be permitted, the Development Permit Board shall consider:

- (a) the construction cost of the facility;
- (b) any costs to the developer of continuing maintenance required for the facility;
- (c) the rental value of the increased floor area;
- (d) the value of any authorized relaxation of other restrictions; and
- (e) the opinion of City Council.

**5.2** The Director of Planning or the Development Permit Board may relax the regulations in the C5-A and C-6 districts regarding permitted floor space ratio for dwelling units in conjunction with other permitted uses, if the Director of Planning or the Development Permit Board first considers the intent of this schedule, and all applicable Council policies and guidelines, and:

- (a) the floor space ratio does not exceed 7.0. in the C5-A district and 8.75 in the C-6 district;
- (b) the floor space ratio for non-residential uses in the C-5A district must be no less than 1.2; and
- (c) either a minimum of 20% of the floor area included in the calculation of floor space ratio must be used for social housing, or all dwelling units must be secured market rental housing.

**5.3** The Director of Planning or the Development Permit Board may relax the regulations in the C-6 district regarding permitted height for dwelling units in conjunction with other permitted uses, if the Director of Planning or the Development Permit Board first considers the intent of the schedule, and all applicable Council policies and guidelines, and:

- (a) the maximum height does not exceed 91.4 m.; and
- (b) either a minimum of 20% of the floor area included in the calculation of floor space ratio is used for social housing, or all dwelling units must be secured market rental housing.

## Appendix G

### West End Community Plan - Rental Housing Stock Official Development Plan Amendments

(Note: Deleted provisions ~~struck out~~ and new inserted provisions are in **bold**)

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

Amend the Definitions Section 1.1 as follows:

“zoning districts” mean the RM-2, RM-3, RM-3A, RM-4 and RM-4N, RM-5, RM-5A, RM-5B ~~and~~ RM-5C, **RM-5D**, RM-6, FM-1, and CD-1 zoning districts referred to in section 9.1 of the Zoning and Development By-law, the boundaries of which the Zoning District Plan, and amendments to it, attached as Schedule D to the Zoning and Development By-law, delineate.

## Appendix H

### Consequential Amendments of the Subdivision and Parking By-laws

#### Subdivision By-law

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

- An amendment will be required to add minimum width and area standards for the RM-5D and C-5A Districts areas to Schedule A of the Subdivision By-law.

#### Parking By-law

Note: An amending by-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

- The Parking By-law will be amended to add C-5A wherever C-5 appears in the by-law and RM-5D wherever RM-5 appears. The amendments to the Parking By-law, necessary to give effect to these changes will be brought forward at the time of enactment.

## Appendix I

### Proposed West End RM Guidelines Amendments

As a result of the new West End Community Plan directions, a series of amendments to the West End RM Guidelines are needed to ensure alignment with the new plan.

Amend **Section 4.3 Height** as follows:

*Add the text as follows:*

(a) **In the RM-5, RM-5A, RM-5B and RM-5C areas**, where a building exceeds 33.6 m in height, the building should be separated from all other buildings above 33.6 m within the same block face by a minimum distance of 121.9 m and from all other buildings above 33.6 m in height in adjacent block faces by a minimum distance of 24.0 m; or

(b) **In the RM-5, RM-5A, RM-5B and RM-5C areas**, where a building exceeds 18.3 m in height but does not exceed 33.6 m in height, it should be separated from all other buildings exceeding 18.3 m in height but not exceeding 33.6 m in height by a minimum distance of 24.0 m.

*Add a new Section 4.3 c)*

*Within the RM-5D areas, where a building exceeds 18.3 m in height it should be separated from all other buildings exceeding 18.3 m in height by a minimum distance of 24.0 m.*

*Add a new Section 4.3 d)*

*Within the RM-5D areas, building heights greater than 18.3 m in height shall only be permitted where the minimum site frontage is at least 39.6 m.*

## Appendix J - West End RM Design Guidelines for Infill Housing

### 3.1.1 Objectives

The wider laneways that are typical of the West End present a unique opportunity to develop ground-oriented family housing that will increase the diversity and availability of rental homes in the community while still maintaining integral right of way and utility functions.

In line with the West End Community Plan, infill development will be encouraged on suitable sites to deliver residential buildings on the lanes. The process of infilling existing under-utilized frontages to the lane with additional buildings requires sensitive and creative design, with a focus not only on creating neighbourly relationships with adjacent development but also on the manner in which lanes are treated and their resultant public realm character. It is important that lanes are treated properly based on their intended role within the neighbourhood's public realm as smaller and more intimate in scale pedestrian routes with less traffic, while at the same time ensuring that they still support the necessary service functions.

These guidelines are intended to be used in conjunction with the West End Community Plan and the Laneways 2.0 Toolkit to ensure the delivery of livable and diverse infill typologies and to guide their role in the transformation of the West End's laneways into vibrant community spaces.



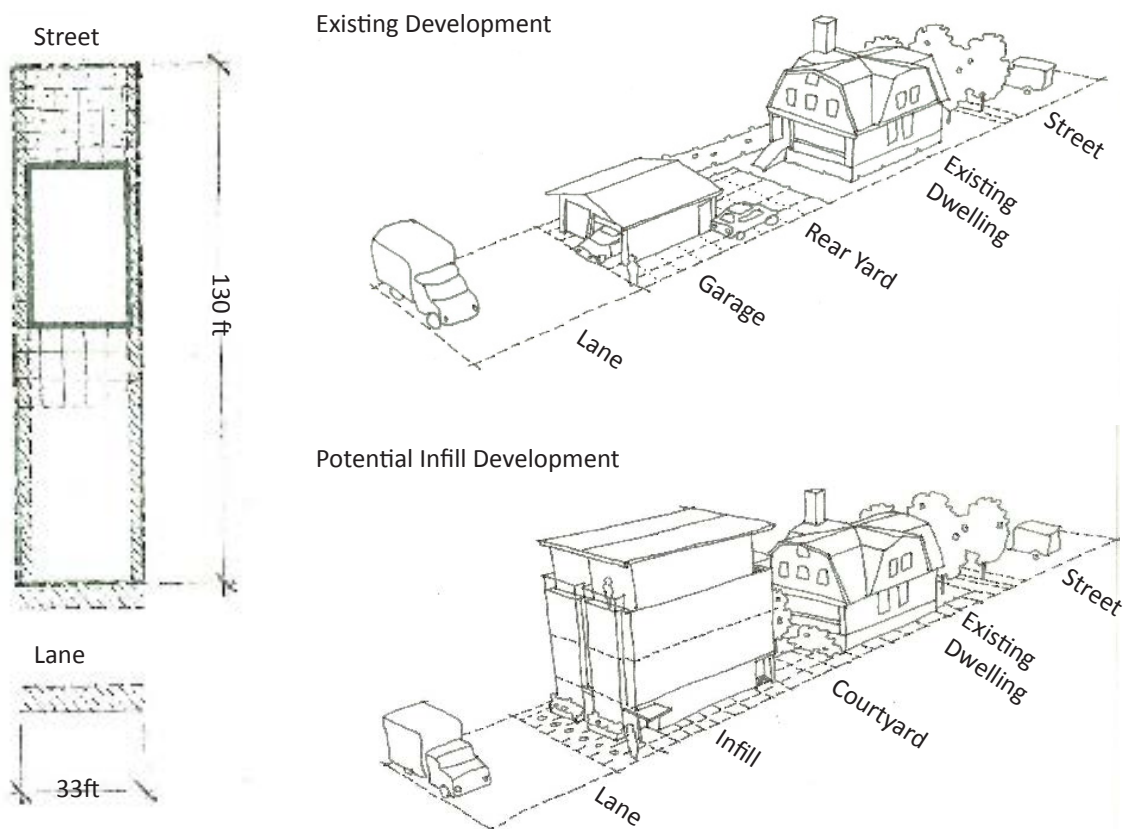
### 3.1.2 Development Scenarios

Where feasible and where lot dimensions allow, infill development fronting the laneway will be encouraged. Infill development will generally be smaller scale ground-oriented residential buildings in a form compatible with existing development on the site and reinforcing the intimate scale and character of the lane. The primary influence on the appropriate scale and form of infill development possible will be the physical dimensions of the lot and the nature of existing development. Four typical lot conditions exist within the West End. These typical conditions are identified here with appropriate infill development responses.

## Lot Typology 01: 33 ft to 65 ft Lots

Many of the 33 ft wide lots in the West End are configured as single-family dwellings, with private rear yard provision and accessory building fronting the lane. Often, the rear portion of these lots is underutilized. These areas are envisaged as potential sites for modest infill development.

Infill development of a townhouse or stacked townhouse type in 3.5 to 4 storey form will be encouraged where appropriate to provide additional sites for rental housing and to activate the lane frontage. New development should demonstrate a good contextual fit with adjacent development. A minimum separation distance of 20 ft in the form of a shared courtyard will be maintained between the existing development on the lot and any infill development. Minimum side yards of 3 ft will be required.

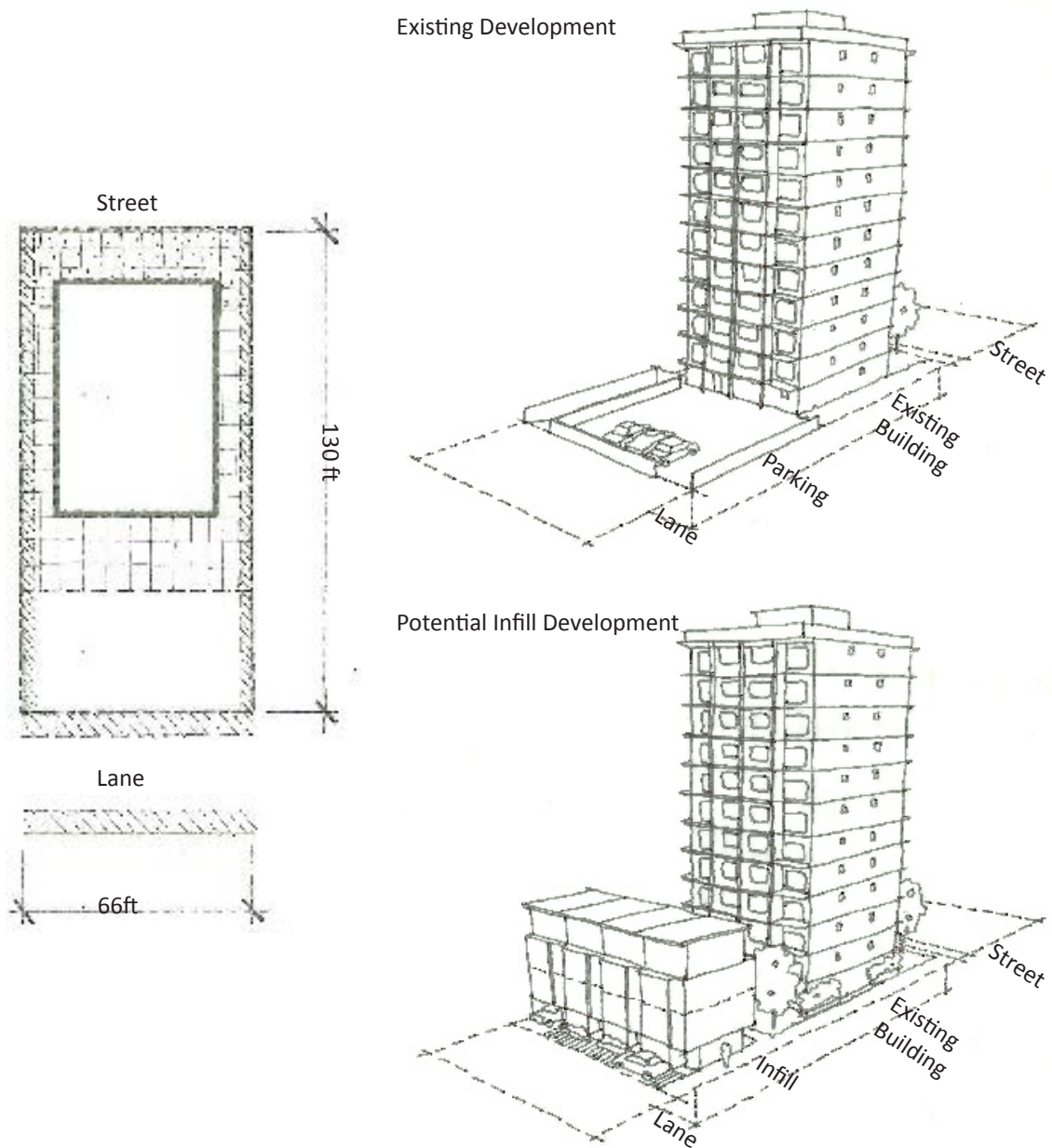


**Figure 1: 33 ft Lot Typology Development Scenarios**

## Lot Typology 02: 66 ft to 98 ft Lots

Typically, 66 ft lots in the West End feature one of two types of existing development. The first type is a mid-rise concrete multi-family building of approximately 8 to 12 storeys. The second is a low-rise wood-frame multi-family walk-up of approximately 3 to 4 storeys. Often, the rear portion of midrise lots is an underutilized parkade which does not contribute to the potential liveliness of an activated urban lane. These underutilized parking structures can become potential sites for additional housing that will also help activate West End laneways.

Where existing development is of the typical 8 to 12 storey concrete multi-family type, infill development of a townhouse or stacked townhouse type in 3.5 to 4 storey forms will be encouraged where appropriate on these under-utilized rear yard sites to provide additional sites for housing and to activate the lane frontage. New development should demonstrate a good contextual fit with adjacent development. A separation distance of 20 ft in the form of a shared courtyard will be maintained between the existing development on the lot and any infill development. Minimum side yards of 3 ft will be required.



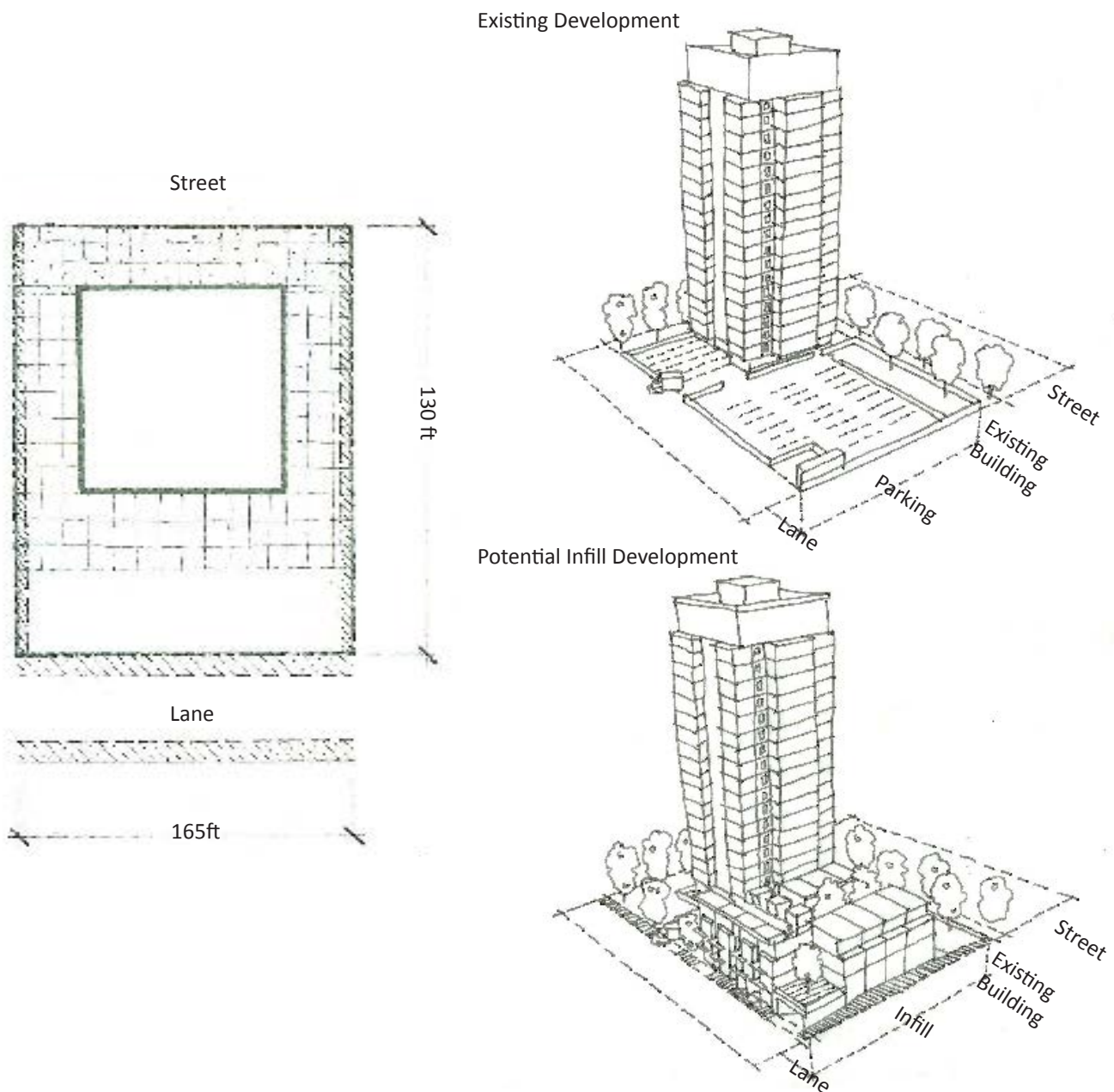
**Figure 2: 66 ft Lot Typology Development Scenarios**



### Lot Typology 03: 99 ft to 199 ft Lots

Development lots in this range typically feature an existing concrete residential building from 10 to 20 storeys, with surface and underground parking facing the lane. These areas can be potential sites for additional housing that will also help activate West End laneways. It is anticipated that lots of this dimension will support a greater variety of infill development types. Generally, as the lot width increases a higher density of infill development will be supported. For sites with 165 ft or more laneway frontage, heights beyond the 3 to 4-storey townhouse form, up to 6-storeys, will be considered. On larger sites and where the development lot is located on a corner, a limited penetration of the infill form into side yard areas, subject to the urban design performance of the proposed form of development as well as addressing and access concerns, will be considered.

In all instances, new development should demonstrate a good contextual fit with adjacent development. A separation distance of 20 ft in the form of a shared courtyard will be maintained between the existing development on the lot and any infill development. Minimum side yards of 3 ft will be required.



**Figure 3: 99-199 ft Lot Typology Development Scenarios**

## Lot Typology 04: 200 ft + Lots

Typically, lots of 200 ft width or greater typically feature existing 20+ storey concrete buildings, with surface and underground parking facing the lane. These areas can be potential sites for additional housing that will also help activate West End laneways. These larger sites will support a greater variety and scale of infill development. Generally, as the lot width increases a higher density of infill development will be accommodated with the potential for more taller forms.

On these larger sites, and on some corner sites, the greater area available for infill development potentially allows for the development of lower scaled townhouses along suitably side yard areas with a setback to the shared courtyard between the existing development and the larger infill development fronting the lane, subject to the urban design performance of the proposed form of development as well as addressing and access concerns. Proposals of this kind will be expected to provide front-yard setbacks, typically in the order of 25ft, as described in Section 3.1.6 below.

In all instances, new development should demonstrate a good contextual fit with adjacent development. A separation distance of 20 ft in the form of a shared courtyard will be maintained between the existing development on the lot and any infill development. Minimum side yards of 3 ft will be required.

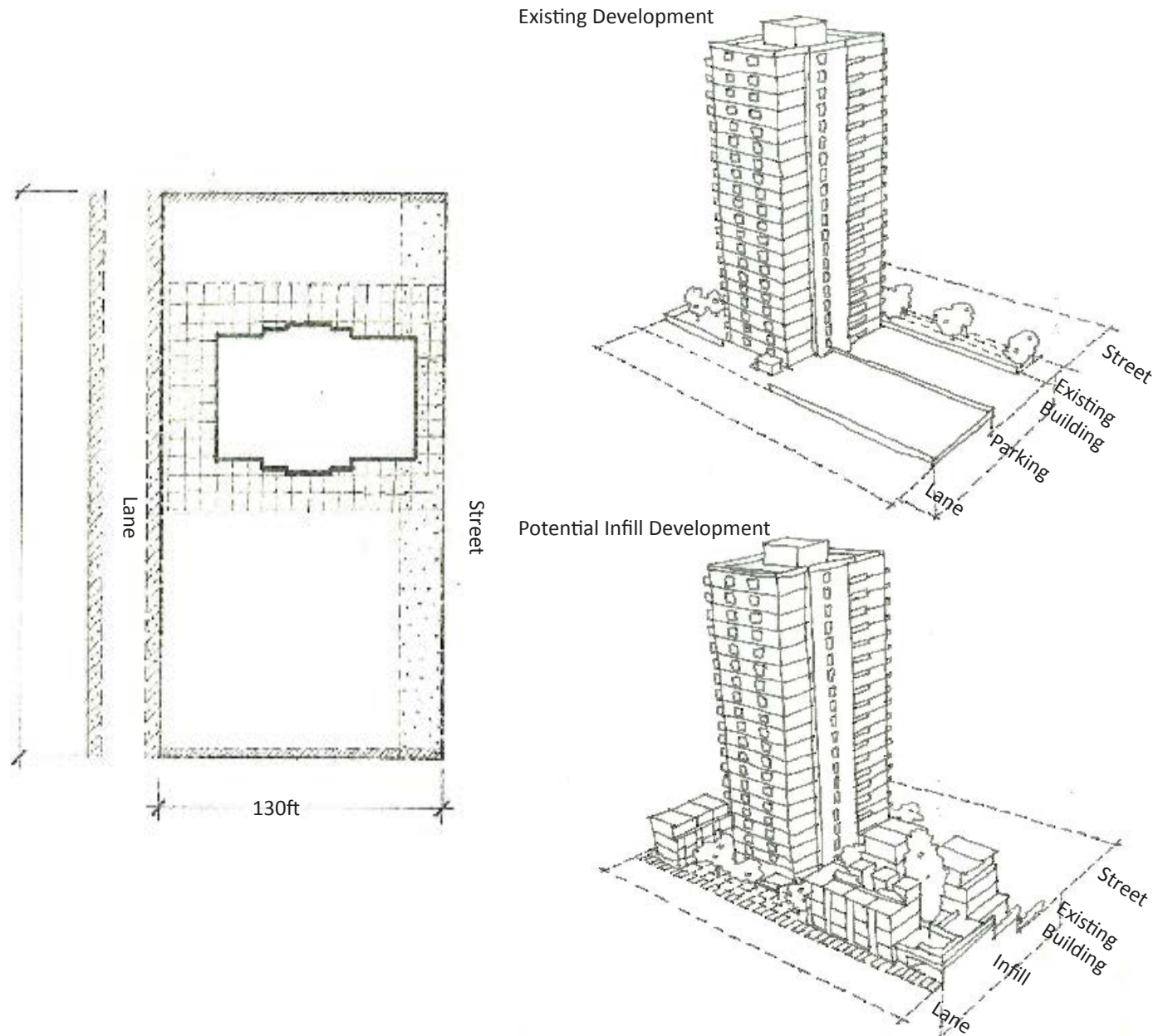


Figure 4: 200 ft + Lot Typology Development Scenarios

## Irregular Lots in the West End

A limited number of irregular development lots that do not conform to any of the above typical scenarios exist in the West End. In these instances, infill development will be considered on a site by site basis and will be expected to demonstrate a good contextual fit with adjacent development and an ability to provide the expected separation distance of 20 ft in the form of a shared courtyard between the existing development on the lot and proposed infill development as well as minimum side yards and other accessing requirements. These factors will be used as the performance criteria to establish an appropriate height and form for new development.

### 3.1.3 Scale & Height

The West End Community Plan envisages laneways as smaller and more intimately scaled pedestrian routes. To this end, infill development is expected to be within the range of 3.5 to 4-storeys, with limited heights above this up to 6-storeys depending on lot size and contextual fit with both existing development on the host lot and potential infill development on adjacent lots.

To reinforce the more intimate scale and character of the laneways, where taller infill development is appropriate, it should step-back at upper levels to present a consistent street wall height to new dwelling frontages along the lane.

Heights will be considered as per the table below. Applicants are directed also to the West End Laneway Typology map included in these guidelines (see Figure 5).

Site Frontage	Commercial Adjacent Lane	Commercial Flanking Lane	Residential Lane
10.0 – 19.8 m (33 – 65 ft)	18.3 m (60 ft)	12.2m (40 ft)	12.2m (40 ft)
20.1 – 29.9 m (66 – 98 ft)	18.3 m (60 ft)	12.2m (40 ft)	12.2m (40 ft)
30.2 – 60.4 m (99 – 198 ft)	18.3 m (60 ft)	18.3 m (60 ft)	12.2m (40 ft)
60.7+ m (199+ ft)	18.3 m (60 ft)	18.3 m (60 ft)	18.3 m (60 ft)

Figure 5: West End Laneway Typology Map



### 3.1.4 Building Frontages

Frontage of new infill development will ultimately be a factor of the lot width and typical development scenario that applies to the subject site. However, specific site contexts and neighbourhood conditions may mean that even on some larger sites a smaller grain of frontage is appropriate.

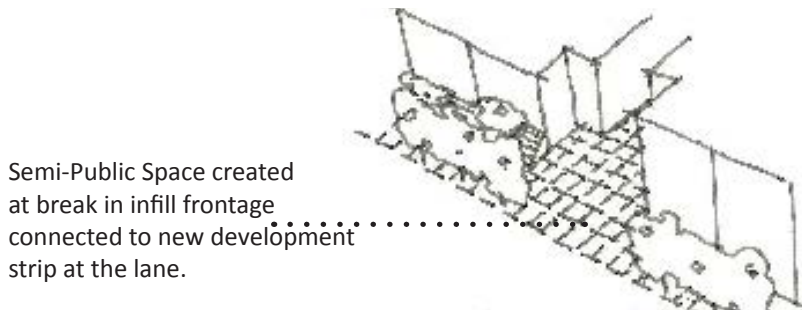


Figure 6: Finer Grain Building Frontage

Generally, an upper threshold of 80 ft maximum frontage will be considered for larger sites, before a significant break is desired. Where a break in frontage occurs, the public realm should be developed to link this threshold space with the shared courtyard between infill and existing development on the lot. Entrances and aspect, especially with respect to potential infill development penetrating to the side yard on larger sites, should inform the location of this break in laneway frontage.

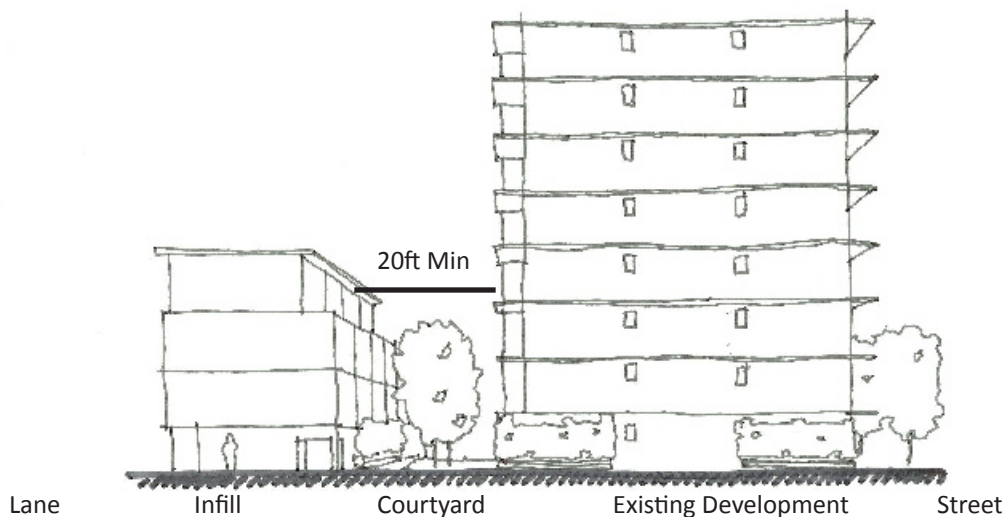
Consideration should be given to the interface of this semi-public threshold space with the marginal development strips to the laneway beyond the property line.

### 3.1.5 Building Separation

In general, a minimum separation distance of 20 ft in the form of a shared courtyard will be maintained between the existing development on the lot and any infill development. Building Bylaw and Fire Prevention Staff will review proposals through the application process, as such applicants are advised to review specific development characteristics with their registered professionals at pre-application stage to determine whether the particulars of existing development on the lot will require an increase in the separation between buildings.

Where larger lot widths or irregular development scenarios suggest that heights up to 6-storeys are appropriate, this courtyard depth should be increased to 25 ft subject to ensure adequate penetration of natural light to the both courtyard and dwelling spaces, and to minimize shadowing.

Figure 7: Building Separation



In those instances where site conditions suggest that limited development along the internal side yard is appropriate, separation between infill blocks will be determined by the same considerations of light infiltration, shadowing and overlooking.

### 3.1.6 Building Setbacks

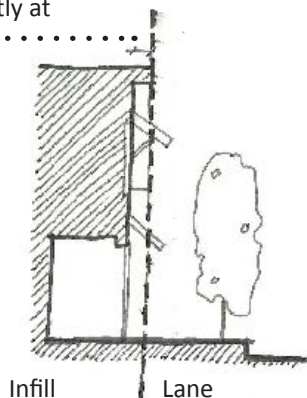
#### Setbacks to the Lane

Infill development is envisaged as ground orientated family housing that will open directly onto the laneways to create a vibrant people oriented public realm. The West End Community Plan envisages repurposing 6.5 ft of the existing lane surface as a marginal development strip that will act as a threshold space between the service corridor and new infill development. Strategies for the use of this space (including limited surface parking, greening measures, and utility functions) are outlined in the Public Realm Plan and should be used to inform the relationship between infill development and the laneway with regard to appropriate setbacks and relationship to finished grade to provide continuity of the public realm.

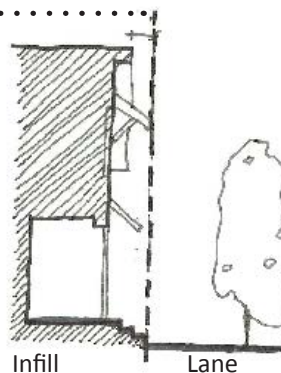
In general, infill development should consider a minimum 2 ft setback from the rear property line to the lane to allow for edge elements such as landscaping.

Where ground oriented family units are proposed with entry at grade, and no vehicular parking is envisaged on the marginal development strip, consideration will be given to removing the required setback from the public right of way to allow for more engaging interfaces between new homes and the marginal development strips.

2ft setback from rear property line to lane where infill unit enters directly at grade. ....



4ft setback from rear property line to lane where infill unit entry is elevated from grade. ....



**Figure 8: Typical Setbacks**

Where parking is envisaged within the marginal development strip, or where unit entry is elevated from grade, a minimum 4 ft setback from the rear property line to the lane should be provided to ensure that private access arrangements do not encroach on the public right of way.

#### Upper Level Setbacks to the Lane

Massing of infill development on its laneway frontage should respond to the more intimate scale and character of the thoroughfare through the introduction of upper level step-backs. Where taller infill development is appropriate, it a more substantial setback of the upper levels will be required to ensure continuity of the street wall height of new dwelling frontages enclosing the lane.

## Upper Level Setbacks to the Shared Courtyard

In general, upper level setbacks will be encouraged for all infill development on its internal frontage overlooking the shared courtyard, but will not be required for typical 3.5 to 4-storey infill development subject to urban design performance relative to privacy, overlooking and solar access to the shared courtyard.

Where taller infill development is appropriate, the upper levels will be setback such that the infill building does not have significant adverse effects upon the amenity of existing development, and to an extent that minimizes overshadowing of the shared courtyard and ensures sunlight penetration to existing and newly created open amenity space occurs daily for significant periods of time throughout the year.

Given the family-oriented nature envisaged for new infill dwelling units, upper level setbacks should be in the order of 6 to 8 ft minimum to allow the provision of a useable deck as private open space amenity.

## Side Yard Setbacks

Infill development will be situated a minimum of 3 ft from side property lines in all development scenarios. It should be noted that firefighting access and building code issues, relating to addressing from the lane and the existing form of development on the lot, will require increased side yards of 4ft or 6ft in certain instances. Building Bylaw and Fire Prevention Staff will review proposals through the application process, as such applicants are advised to review specific development characteristics with their registered professionals at pre-application stage to determine whether the particulars of existing development on the lot will require an increase in the required side yard provision.

## Front Yard Setbacks

The landscaped side and front yards of existing development contribute to the character of the West End by providing a green streetscape- a semi-private space extending the public realm of the street by acting as a public face for the visual enjoyment of both the residents and neighbours. Infill development is limited to the lane to preserve this existing character. Where limited infill development in the side yard is deemed appropriate, a key concern will be the retention of this visual amenity by ensuring that new development does not encroach so far as to detract from the existing street character. Such development should consider the nature and character of the existing development and the fronting streetscape, as well as typical setbacks of adjacent development, in determining the appropriate scale of development. Typically, new development will be expected to retain existing building line setbacks to the front yard, or a minimum of 25ft, whichever is greater.

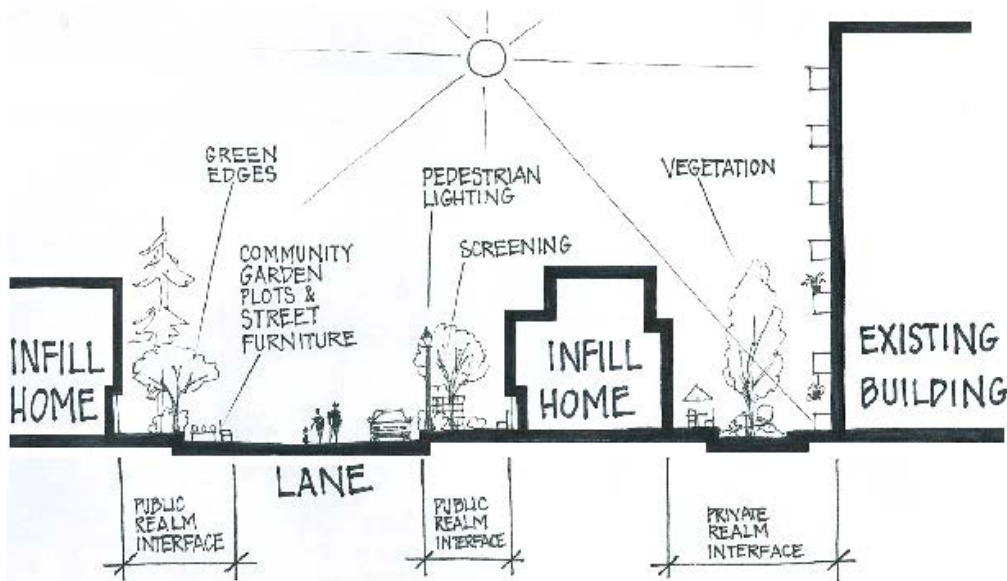


Figure 9: Indicative Section Showing Setbacks

### 3.1.7 Orientation

The building of new shared spaces that maximize street life and activity on the lanes is one of the guiding principles behind the proposed forms of infill development. As such, an important aspect of the infill development will be the provision of ground-oriented family dwellings with entrances directly to the lane. Access to units at the upper level of stacked townhouse forms should be provided by means of external or internal stairs with direct aspect to the lane, or an internal courtyard. Exaggerated first floor relationships to the lane should be avoided and vertical transitions to dwelling units minimized. Where these cannot be avoided, provision of an increased setback to the marginal development strip as outlined above will be required.

In those instances where the laneway frontage results in more than one infill development block, entrances and windows should directly face the secondary public spaces created. Similarly, where a limited amount of infill development is appropriate in the side yard of existing development lots, entrances should be oriented toward the internal courtyard with good visibility from the secondary public space at the laneway. To ensure legibility, discrete lighting of paths and entries should be provided.

To maximize active street life; front entry porches, external porch stairs and living room windows are strongly encouraged. Apartment forms with single entry and common interior corridors as the primary access to units will not be permitted as these do not provide the activation and animation necessary.

### 3.1.8 Threshold Spaces

The interface of new infill development with the marginal development strips along the laneway will be a key design consideration for any new development. These reclaimed areas of public realm will serve a number of functions from landscaping to surface parking provision to accommodation of service functions. In general, screening, fencing and green-edging will be used to create privacy for new laneway homes, as well as providing a pleasant laneway walking experience for the public. Infill development should be designed with lighting that enhances the pedestrian experience of the lane at night.

Features such as street furniture and community garden plots will be located as to not impact the privacy of new infill development. Where setbacks on the infill side are required, articulation of the building façade should provide opportunity to maximize landscaping of the private realm while maintaining privacy and sunlight infiltration.

The public realm and landscaping design of new infill development will be expected to visually integrate the provision of such landscaping or utilitarian features required adjacent to the development. Applicants are advised to consult the West End Public Realm Plan for details to inform development proposals.

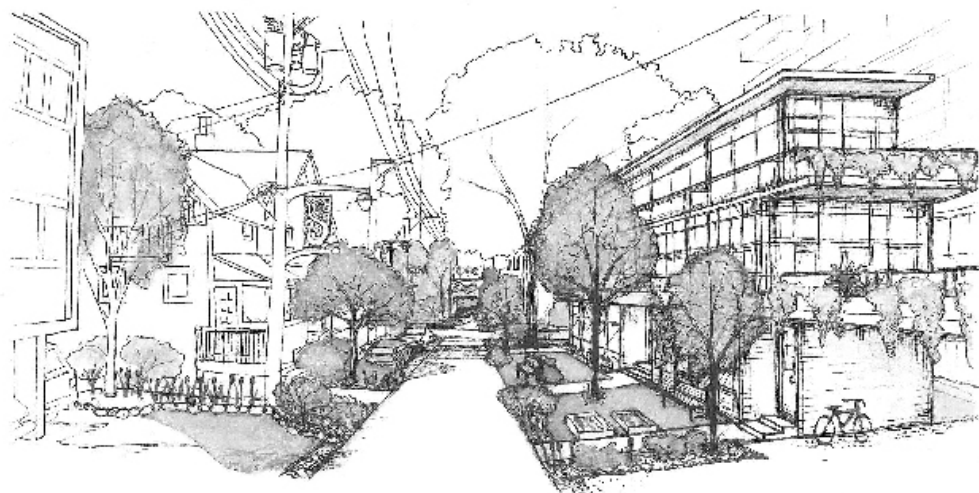


Figure 10: Active Laneways

### **3.1.9 Architecture and Form**

In line with the eclectic nature of existing development in the West End, there is no stylistic preference set for new infill proposals. Infill development should clearly express its residential function and, regardless of style, the use of high quality and authentic details and materials is expected and a high level of design excellence is expected to participate in the enrichment of the laneways.

Infill development should respond to existing on-site character, the surrounding neighbourhood context and the emerging character of the host laneway. Sensitivity to adjacent development should be demonstrated in roof form, window size and placement. The existing taller building stock in the West End means that the roofscape of new lower scaled infill development will be highly visible so the attractiveness of the roofs as viewed from above in terms of detailing and materiality will be a key concern.

Where development is envisaged on a smaller development lot typology with an existing character home, it is expected that there should be a consistent architectural language between the primary building and the infill at least in terms of form and massing, but the opportunity to create uniquely engaging buildings on lesser and design creativity will be encouraged.

### **3.1.10 Open Space**

The provision of open space should be a part of an overall site development strategy and landscape plan. and take into consideration existing landscape features. All new infill development will result in the provision of a shared semi-private courtyard between the new and existing buildings. The design of this new courtyard should be informed by existing landscape and open space features, sun access, privacy and usability.

As new infill development will be family-oriented, each unit will be required to have access to a private open space that is suitable for children. Private open space should be provided at grade where possible and should take advantage of sunlight and views.

### **3.1.11 Parking**

Parking for infill developments will be incorporated within the primary building's parking where possible.