



**POLICY REPORT
DEVELOPMENT AND BUILDING**

Report Date: June 8, 2015
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Meeting Date: June 24, 2015

TO: Standing Committee on Planning, Transportation and Environment
FROM: General Manager of Planning and Development Services
SUBJECT: Grandview-Woodland Citizens' Assembly Final Report

RECOMMENDATION

- A. THAT Council acknowledge and thank the 48 members of the Grandview-Woodland Citizens' Assembly, as well as the community at-large, for their commitment to and active participation in the planning and public engagement process to date.
- B. THAT Council receive the report of the Citizens' Assembly on the Grandview-Woodland Community Plan and refer it to staff for review in the context of the Terms of Reference for the Citizens' Assembly and direct staff to prepare, for Council's consideration, a draft community plan that appropriately integrates the work of the Citizens' Assembly.
- C. THAT Council confirm the proposed schedule and work plan related to the completion of the Grandview-Woodland Community Plan.

REPORT SUMMARY

The Citizens' Assembly for the Grandview-Woodland Community Plan has now completed its one-year work program and has prepared its Final Report. This is the culmination of work that arose from Council's September 2013 decision to convene an Assembly process as a tool to explore options, address challenges and resolve issues that had arisen through the planning program for the Grandview-Woodland community. The Assembly's extensive work program, which included eleven all-day sessions integrated with community-wide workshops and public roundtables, is now complete and the Assembly is ready to share its conclusions with Council.

This accompanying staff report summarizes the overall planning context for the Assembly's work, reviews the Terms of Reference that guided the Assembly's task and provides a summary overview of the Assembly process. In terms of next steps, staff are proposing that

the Assembly's outputs be received and that a comprehensive review and analysis of the recommendations be undertaken. The intent would be that staff would take the Assembly's recommendations and integrate the work, as appropriate, into a draft community plan. In keeping with the Terms of Reference, the members of the Citizens' Assembly will be asked to review and comment on the outcomes of the staff analysis which will include draft directions to guide the preparation of the community plan for Grandview-Woodland. Staff are recommending that Council receive the Final Report of the Citizens' Assembly, recognize the extensive efforts of the 48 members of the Assembly and direct staff to further the community planning process by initiating a comprehensive review of the Assembly's recommendations with integration of its work into a draft community plan for the Grandview-Woodland community.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- On March 7, 2012 Council directed staff to initiate a planning program to review and update the Grandview-Woodland Community Plan as outlined in the staff report titled "Next Community Plans: Terms of Reference"
- On September 27, 2013, Council directed staff to:

Extend the original schedule for the Grandview-Woodland Community Plan for a minimum of 12 months in order to create a Citizens' Assembly to be organized for all areas of the Grandview-Woodland Plan, including options and challenges related to planning appropriate transit-oriented density along the Broadway Corridor at the south end of the Community.

CITY MANAGER'S COMMENTS

The City Manager recommends approval.

REPORT

Background/Context

A Citizens' Assembly is a representative body of people tasked with studying, deliberating on and reaching a shared opinion on a matter of public policy. Typically, members of a Citizens' Assembly are randomly selected from a pool of interested citizens who pledge to work on behalf of, and to reflect the best interests of, all members of a community. Recommendations arise through processes that adopt elements of both consensus decision-making and majority rule.

The approach is considered to be an innovative model of democratic engagement that facilitates direct and balanced input on the matter at hand. The Citizens' Assembly on the Grandview-Woodland Community Plan is the City's first foray into application of this kind of engagement approach. It was first proposed as a tool for decision-making in the local government context in the City of Vancouver's *Engaged City Task Force* (2014). Citizens' Assemblies come out of an approach to public consultation and involvement known as

"deliberative democracy" which focuses on meaningful opportunities for citizens to learn about, contemplate and provide direction on important public policy matters.

The Assembly approach has been used in various jurisdictions around the world over the past decade. The best known examples are those that dealt with the matter of electoral reform in Canada, the Netherlands and Iceland. The Canadian examples were in Ontario (2006) and in British Columbia (2004) where the Citizens' Assembly process was used to deliberate on the matter of provincial electoral reform. Where the Assembly process has been employed, the subject matter was an institutional structure or broad policy concept. What is particularly unique about the Grandview-Woodland Citizens' Assembly is that it appears to be one of the first times that the engagement tool has been used in the realm of local land use or community planning policy.

1. Planning Context: The Grandview-Woodland Community Plan

A process to review and update the Grandview-Woodland Community Plan was initiated by Council in the spring of 2012. Successful community plans provide a clear but flexible framework to guide positive change and development within a community. They are forward-looking documents that address a broad range of issues including land use, urban design, transportation, housing, parks and open space, community facilities, local economy, heritage, culture, environment and public safety. Community plans provide predictable direction on matters of growth and change yet they are "living" documents that provide clarity of vision in a way that can still allow them to be responsive to changing circumstances. This is important as new information can surface or unforeseen challenges and opportunities may arise over the typical 30-year life of a community plan.

In 2012, the City of Vancouver initiated a process with the Grandview-Woodland community to review and update its community plan which was last revised in 1982. By June 2013, staff had produced a series of initial policy ideas which were assembled in a document called *Emerging Directions*. While many of the directions were well received, the community raised a number of significant concerns, particularly with respect to specific land use and built form considerations for the Broadway and Commercial precinct, the Nanaimo Street corridor and the Hastings Street shopping area. Additionally, the community voiced concerns about broad issues of affordability, rental housing and the security of local, independent businesses. It became clear that more time and new tools for engagement would be necessary to refine the directions for Grandview-Woodland's plan for its future. In September 2013, City Council extended the timetable for the community plan process and directed staff to convene a Citizens' Assembly to help to advance the community plan work.

The following is a timeline summary of the Grandview Woodland Community Planning process to date, leading up to the commencement of the Citizens' Assembly process:

Timeline of Key Events in the Grandview-Woodland Community Plan Process	
March 28, 2012	Council approved the Terms of Reference for the Grandview-Woodland Community Plan.
April 2012 - April 2013	The community was engaged in wide-ranging consultation including surveys, issues and opportunities mapping, urban design walking tours, thematic workshops, and focus groups with key populations. Assets, issues and opportunities were identified; community values were explored; potential areas of change were discussed.
June 2013	Draft <i>Emerging Directions</i> for the Grandview-Woodland Community Plan were developed and released. The Emerging Directions contained approximately 225 recommendations on community-wide policy (e.g. housing, transportation, heritage, social well-being, and other areas) as well as policy considerations relating to built form and land use specific to each six sub-areas.
July 2013	Council received requests from community members for additional time and consultation to resolve concerns, particularly relating to land-use and built form. To re-start the dialogue, public workshops explored principles and built form options for the area around Broadway Station.
September 2013	Council extended the Grandview Woodland Community Plan process, and directed staff to initiate additional engagement opportunities including a Citizens' Assembly.
October - December 2013	City staff conducted literature research, best practices review and expert interviews to appropriately scope a Citizens' Assembly process. Community workshops and focus groups were held to help to establish the structure and function of the Assembly.
December 2013 - April 2014	<p>A Request for Proposal process, as per the City's standard procurement practices, to select an outside consultant to lead and manage the Citizens' Assembly process was launched.</p> <p>In the spring of 2014, the contract to conduct the Assembly process was awarded to MASS LBP, a Canadian firm with extensive and relevant experience.</p>
May 2014	Council receives a final Terms of Reference for the Grandview-Woodland Citizens' Assembly, and work in accordance with the executed consulting contract is initiated.

2. Opportunities and Challenges for Grandview-Woodland

At the start of the Community Plan update, City staff identified Grandview-Woodland as a high priority area for a review and refresh of its planning policies. As noted in 2011, the community had the highest proportion of low-income and single-parent households, a high unemployment rate and the highest proportion of households spending over 30% of their incomes on shelter. While all neighbourhoods in Vancouver must prepare for their futures, the Grandview-Woodland community faces a number of unique challenges. Some key facts suggest the opportunities and challenges that may be addressed in an updated Community Plan:

Stagnant Population Growth - Over the past four decades, the overall population of Vancouver has grown by 42% while the population of Grandview-Woodland has increased by less than 3%. All the City's "Midtown" communities - generally those older, twentieth century neighbourhoods just beyond the City's downtown core (Kitsilano, Fairview, Strathcona, Mount Pleasant, Kensington-Cedar Cottage and Hasting-Sunrise) - have seen a population increase of 34% in the 1971-2011 period. Moreover, census data for the most recent fifteen year period (1996-2011) show that Grandview-Woodland's population has been falling recently with an overall decrease of about 1,900 people (or -6.5%).

Diminishing Number of Young People and School-aged Children - The latest fifteen year period shows a demographic shift in the community with a diminishing population of young people. Between 1996 and 2011, the number of school-aged children (aged 0-9) declined by 1130 or by about 35% while young people aged 10-19 fell by 540 people or by about 23%. Not surprisingly, therefore, some schools (elementary and secondary) in Grandview-Woodland today have seen declining enrollments and are operating below capacity.

Changing Demographics - While communities constantly change over time, some aspects of Grandview-Woodland's social fabric are worthy of consideration in the context of a discussion about its future. While urban populations are generally in a period of aging (as the post-war "baby boom" ages), the percentage of seniors in the Grandview-Woodland community has remained static over the past 15 years. Over the past 30 years, the proportion of immigrants in the community has declined. In 1981, Grandview-Woodland had a higher proportion of immigrants than the city average of 42%. By 2011, less than one-third of people in Grandview-Woodland identify as immigrant while the overall City proportion is 46% of the population. Grandview-Woodland continues to have a high proportion of rental households (about two-thirds renters and one-third homeowners) although the proportion of homeowners has been slowly increasing. And Grandview-Woodland residents have a lower average incomes than the Citywide average - about \$35,000 versus \$43,000 across Vancouver.

Optimizing Transit Accessibility - Grandview-Woodland's Broadway and Commercial Station area offers the highest degree of access to transit services in the city and, arguably, in all of western Canada. The Station provides access to the Expo and Millennium Sky Train lines and it is a key stop for the #99 B-Line express service along Broadway. For north-south movement, the #20 Commercial Drive bus is one of the most frequent local bus services in the region. Hastings Street at the northern end of Grandview-Woodland also has frequent bus service including rapid bus service to

downtown. Notwithstanding the notable proximity of transit service, the Station area and the Hastings corridor have seen little change or development over the past decades.

Commercial (Retail) Viability - Grandview-Woodland is defined by two popular “High Street” areas - Commercial Drive and East Hastings Street - both of which are known for their eclectic, independent nature. While the potential for retail displacement and transition through growth are concerns, the declining population and outflow of young people from the community could also be seen as a threat to the long-term success of valued commercial enterprises in Grandview-Woodland.

Industrial Interface - The community accommodates an important array of both light-industrial and heavy manufacturing enterprises in close proximity to the area’s residential land base. The area is home to an estimated 6,800 jobs. The federally-managed Port of Metro Vancouver facilities along Burrard Inlet are a critical component of the city’s and region’s economy. How all of the elements that comprise Grandview-Woodland continue to co-exist in a mutually supportive manner is a key challenge for the community’s plan for its future.

3. Term of Reference for the Citizens’ Assembly

The Terms of Reference for the Citizens’ Assembly was developed based on research into best practices including interviews of experts with firsthand experience in this area of public consultation. Staff developed a Discussion Paper with a proposed approach and methodology. The Grandview-Woodland community was consulted and provided perspectives on the Citizens’ Assembly process that helped to refine and finalize the approach. The resulting Terms of Reference for the Citizens’ Assembly (see Appendix A) specified:

- Objectives and guiding principles for the Assembly’s activities.
- Mandate and scope including the key tasks on which the Assembly was to focus.
- Schedule and timeline outlining the general program of activities for 10 full-day Assembly sessions as well as a set of public round-table events.¹
- Reporting and communications expectations around the Assembly’s work and progress.
- Composition of the Citizens’ Assembly including the recruitment process and proportionate representation.
- Roles and responsibilities including the interface of the Assembly with the Chair, an Advisory Committee, the broader community and City staff.

The Assembly’s mandate set out a number of expectations about what it would produce at the conclusion of its work. Specifically, the Assembly was tasked with delivering four products:

1. A shared 30-year overall vision of the community’s aspirations for Grandview-Woodland.
2. A set of community values to guide neighbourhood change and growth in the community.

¹ An eleventh Assembly session was added in order to provide members with additional time to explore key community planning topics.

3. A set of recommendations for how the Grandview-Woodland Community Plan should address key community concerns and planning issues at both community (overall Plan area) and sub-area (neighbourhood) scales, with the aim of resolving disagreements concerning the City's June 2013 *Emerging Directions* draft proposal.
4. A Neighbourhood Planning Map that identifies recommended areas for growth, indicates preferred land-uses, and outlines high-level built form and building height directions.

In accordance with the Terms of Reference, the Assembly was given broad latitude in terms of the scope of its deliberations. Final recommendations needed to adhere to City policies, respect typical City planning principles, reflect best practices and not place an undue financial burden on the City. The City's primary responsibility in the Citizens' Assembly process has been to ensure integrity, fairness, inclusivity and transparency. Given the independent nature of the Citizens' Assembly, staff played an important role in supporting the body's activities. This included venue preparation and event logistics, communications such as the distribution of outreach material, information gathering and technical support. In addition to attending Citizen Assembly meetings, City of Vancouver staff were available throughout the process to answer questions from and to provide requested information to Assembly members on issues such as existing zoning and policy, City of Vancouver planning processes and procedures, and areas of jurisdiction.

4. Overview of the Work of the Citizens' Assembly

Following finalization of the Terms of Reference in 2014, the City conducted a procurement process to select an outside consultant to lead the Citizens' Assembly process. MASS LBP, a Canadian consulting firm that specializes in citizen engagement and has extensive firsthand experience with several key Citizen Assembly processes in a variety of jurisdictions, was selected to lead and manage the process in the Grandview-Woodland community. Dr. Rachel Magnusson, a principal with MASS, was appointed as chair and facilitated all of the Citizens' Assembly sessions.

The Citizens' Assembly consisted of 48 community members who were randomly selected through a blind civic lottery that was independently administered by the consultant. Random selection of membership is fair and unbiased and it helps to ensure that the selected group reflects the full breadth of perspectives within a community. The 48-member size of the Assembly was deemed to be large enough to reflect the composition of the community yet small enough to support productive interaction and effective deliberation among the members.

Recruitment - To facilitate the membership selection process, an extensive awareness and outreach program that included the delivery of addressed recruitment packages (consisting of an introductory letter, a nomination form and a post-paid envelope) to over 19,000 recipients in the community took place in June 2014. Over 500 residents including tenants and property owners as well as business owners volunteered to sit on the Assembly. In accordance with the Terms of Reference, members were randomly selected in a blind draw, guided by the demographic criteria to ensure appropriate representation. The resulting make-up of the Assembly was as follows:

- An equal proportion of men and women; 24 women and 24 men were selected.

- A proportionate number of members from four age cohorts (16-29, 30-44, 45-64, 65 and over). The number of citizens selected in each age cohort, which parallels the age profile of the community, was 10, 17, 15 and 6.
- A number of renters, co-op members, and home owners proportionate to what exists in the community. Of the 48 members selected, 28 were renters, 2 lived in co-ops and 18 were owners. These numbers are proportionate to the tenure profile of the community.
- A number of members from each of six geographic zones within Grandview-Woodland proportionate to the relative populations in those areas. In accordance with the relative populations in each geographic area (see Appendix A for a map), the selected members were as follows: seven from Area 1, nine from Area 2, nine from Area 3, seven from Area 4, nine from Area 5, and six from Area 6.
- At least four members who self-identified as aboriginal. Seven of the selected members affirmed their identities as a member of an aboriginal community.

It is noted that of the 48 selected members of the Citizens' Assembly, two business owners and one non-resident property owner were selected. Assembly members were notified of their selection in June 2014 and met for the first time in September 2014.

Learning Component - Primarily focused in the first half of the sessions, Assembly members heard from a wide-range of speakers, and on a diverse array of topics relevant to the Grandview-Woodland Community Plan. Speakers included community advocates, academics, non-profit organizations, cultural groups, architects, developers, City staff and others. The intent was to provide members with access to differing perspectives on key community planning matters. Assembly members themselves were able to customize and shape this process by suggesting speakers and topics for meetings. Background readings on planning matters were also made available to members.

In addition, a total of 11 walking tours and site visits were offered, covering all of the Grandview-Woodland sub-areas, the Port, and three other neighbourhoods in the city namely Kitsilano, Southeast False Creek, Kensington-Cedar Cottage. Much of the Assembly's work was documented throughout the process and was regularly shared on its own independent website (grandview-woodland.ca) authored by the consultant. The website included video recordings of the key presentations received by the Assembly so that anyone from the community could see what the Assembly was seeing, keep abreast of the process and provide feedback to the Chair.

Listening Component - Beyond the continuous dialogue that occurred among members at each Assembly session, all Citizens' Assembly members were encouraged to carry on an ongoing dialogue around planning issues with the broader community. Community members could submit correspondence directly to the Assembly for its consideration at any time. A total of three public "Roundtables" were held, wherein members of the public could meet with the Assembly and discuss the Assembly's work. This gave the Assembly members an opportunity to review and discuss their emerging thinking as it related to three of the key components of their final report. A Roundtable on Neighbourhood Values was held on November 26, 2014, Community-wide recommendations were considered at a Roundtable on March 5, 2015 and a Roundtable on Sub-Area recommendations was held on May 5, 2015.

Assembly members also received key community input on sub-area matters through a series of seven day-long, City-led workshops held between November 2014 and March 2015. With a

geographic focus on each of the sub-areas, the workshops generated key feedback on planning matters relating to the overall community as well as on matters specific to individual sub-areas in Grandview Woodland. Documentation from these workshops (including synopses outlining areas of community convergence and divergence, maps and photos) were prepared and vetted, and provided a reference source for Assembly members to assist in deliberations and development of recommendations.

Synthesis and Reporting - The work of the Assembly coalesced over the last few sessions and members collectively developed, drafted, reviewed and finalized recommendations for Council's consideration on the future of the neighbourhood. The Final Report of the Citizens' Assembly for the Grandview-Woodland Community Plan (see Appendix B) presents a statement of community values, sets out expectations of the planning process going forward, contains hundreds of recommendations organized and clustered under nine broad community-wide themes, and outlines more specific recommendations relevant to each of seven sub-area precincts. The Citizens' Assembly report also presents an overall map that graphically illustrates the Assembly's overall perspective and reflects recommended areas of change over the 30-year lifespan of the Community Plan.

Strategic Analysis

Through the Terms of Reference, the Citizens' Assembly was provided with wide latitude in its ability to make recommendations concerning future growth and change in Grandview-Woodland. To provide the Assembly with some guidance to help frame its deliberations and final recommendations, the Terms of Reference set out some basic parameters. In order to be incorporated into the Grandview-Woodland Community Plan, the Assembly's recommendations had to:

- Be broadly consistent with the City of Vancouver's planning principles.
- Be consistent with sound professional planning practices.
- Be consistent (or not in contravention of) with established City policies.
- Not place an undue fiscal burden on the City or area residents.

The Terms of Reference were also clear that City Council would have the final authority to accept, modify or reject specific recommendations from the Assembly at its discretion. It will be important for staff and for City Council to consider the Assembly's recommendations for Grandview-Woodland in the context of the City's overall priorities and objectives as reflected in established policies and initiatives. For example, the Assembly's recommendations will need to be assessed against policies such as:

- Housing and Homelessness Strategy - 2012-2021 (2011) which sets out ways to achieve more affordable and family-oriented housing throughout all neighbourhoods.
- Greenest City Action Plan (2011) which seeks to improve neighbourhood environmental sustainability.
- Transportation 2040 (2013) which strives to shift transportation modal choices and encourage more transit-supportive development patterns.
- Healthy City Strategy 2014-2025 (2014) with its aim to create inclusive communities with the highest level of health and well-being possible.

As previously noted, the Citizens' Assembly process that has transpired over the past year is a component of the overall review of the Grandview-Woodland Community Plan. The Assembly was tasked with delivering four key end-products (as detailed earlier in this report) and those outputs are intended to inform the preparation of the draft Community Plan by the City staff. As a first step towards the incorporation of the Assembly's work into a draft Community Plan, staff will analyze the Citizens' Assembly recommendations to assess consistency and adherence to the Terms of Reference. A comprehensive analysis of the planning implications of the recommendations will also be undertaken by staff. This will include an estimation of the potential growth that would be accommodated, economic analysis of development viability at key sites, preliminary urban design analysis and an assessment of the fiscal implications of the proposals. Staff will also consider the context of the overall community planning process, including all feedback to date and an evaluation around whether the recommendations will effectively address the opportunities and challenges inherent in Grandview-Woodland's future.

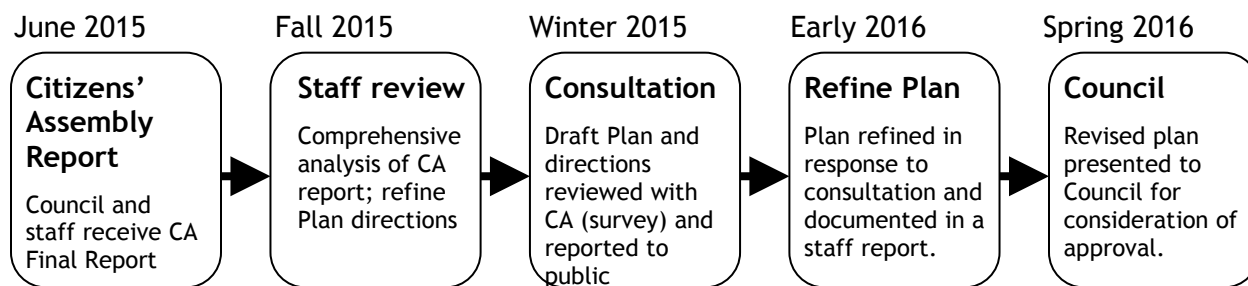
Some the questions that City staff will be considering when conducting a review of the Assembly's report and formulating a professional perspective include:

1. Does the content of the report of the Citizens' Assembly respect the conditions as outlined in the Terms of Reference (particularly consistency with planning principles, policies and practices and fiscal responsibility)?
2. Will the recommendations, if implemented, appropriately address the opportunities and challenges that this community faces in its future?
3. Have the significant concerns raised by the public in June 2013 been appropriately addressed by the Assembly's land use recommendations for each sub-area?
4. Do the report and the land use recommendations provide a reasonable accommodation for growth during the 30-year lifespan of a Community Plan?
5. Are the recommendations and expectations around community amenities, capital improvements and other costs reasonable vis-à-vis the expected contributions generated from future new development and/or Citywide capital investment?

Following that staff review, and as per Council direction, it is expected that the Assembly's perspectives will inform the preparation of a draft Community Plan. The Terms of Reference for the Citizens' Assembly indicated that before a draft Community Plan is put before Council for its consideration, the Assembly members will have an opportunity to comment on it through a survey, with the results being made public prior to Council's receipt of the draft Community Plan. The ability for the Assembly members to review and comment through the next stages of the work will provide a key opportunity for members to assess how the draft Community Plan reflects the perspectives expressed in the Assembly's Final Report.

Next Steps

Once the Final Report of the Citizens' Assembly has been received by Council, it is appropriate to work towards preparation of a draft Grandview-Woodland Community Plan. To summarize the general approach outlined above, staff propose the following tasks, the sequence and estimated timing of which is represented as follows:



Implications/Related Issues/Risk (if applicable)

Financial

Based on the Citizens' Assembly Final Report, staff will work towards completion of the Grandview Woodland Community Plan and Public Benefit Strategy, with an associated funding strategy, and report back to Council.

CONCLUSION

The Citizens' Assembly for the Grandview-Woodland Community Plan has been a comprehensive one-year work program involving 48 volunteer members of the community. Over eleven all-day sessions and numerous other activities and consultations, the Assembly learned, listened and deliberated on issues of critical importance to the community. In accordance with a detailed Terms of Reference, the members were tasked with delivering a shared overall vision, a statement of community values, a set of recommendations aimed of resolving issues, and a land use map indicating preferred built form and areas of change for the whole community. These products have been completed and the Final Report of the Citizens' Assembly is now ready for presentation to Council.

Staff are recommending that Council publicly acknowledge and thank the 48 members of the Citizens' Assembly for their time, commitment and dedication to the extensive efforts involved in preparing the Final Report of the Citizen's Assembly for the Grandview-Woodland Community Plan. Further, it is recommended that Council receive the Assembly's Final Report and that staff be directed to initiate a comprehensive review of the report and recommendations and to prepare, for Council's future consideration, a draft community plan that appropriately integrates the Assembly's work. This staff report outlines a proposed work plan and a general timeline and it recommends that Council endorse those "next steps" as a path forward towards the preparation of a draft Grandview-Woodland Community Plan for Council's future consideration.

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TERMS OF REFERENCE FOR THE GRANDVIEW-WOODLAND CITIZENS' ASSEMBLY

1.0 City of Vancouver Objectives

The City of Vancouver has adopted an innovative and transparent public process to support the completion of the Grandview-Woodland Community Plan. In establishing a Citizens' Assembly, the City has three objectives:

- 1) To learn about the shared and contrasting values, concerns and needs of Grandview-Woodland residents regarding neighbourhood change and growth.
- 2) To better understand residents' vision for the future of their community.
- 3) To provide local residents with an unprecedented opportunity to shape the Grandview-Woodland Community Plan.

2.0 Guiding Principles for the Citizens' Assembly

Note: These Guiding Principles are derived from best-practice research and community consultations.

- Openness and Transparency -
The Assembly will regularly share its learning and deliberations with the public.
- Accountability and Legitimacy -
The Citizens' Assembly will work within a defined mandate on behalf of all members of the Grandview-Woodland community. The Assembly will deliver its Final Report directly to Vancouver City Council.
- Effective Representation -
The Citizens' Assembly members will be charged with the responsibility of representing the needs and interests of all members of the Grandview-Woodland community. Assembly members will be selected to broadly represent the demographics of Grandview-Woodland.
- Accessibility -
The Citizens' Assembly Design Team will provide reasonable supports to address barriers that may prevent an Assembly member from participating successfully.
- Independence -
The Citizens' Assembly will have full independence to determine how to best fulfill its mandate.
- Well-informed -
The Citizens' Assembly will deliver sound recommendations in its Final Report. The Assembly's recommendations will be informed by a range of perspectives and sources of expertise.

- Balance -
The Citizens' Assembly will consider a diversity of voices and perspectives in its deliberations.
- Collaborative decision-making -
Citizens' Assembly members will work towards consensus when drafting their recommendations, while also respecting and documenting differing perspectives among its members.
- Respect -
Citizens' Assembly members will strive to be conscientious and fair-minded in their deliberations and in their consultations with the Grandview-Woodland community.

3.0 Mandate of the Citizens' Assembly

The Citizens' Assembly on the Grandview-Woodland Community Plan will endeavour to represent the Grandview-Woodland community and develop a series of recommendations that will help guide the terms for neighbourhood change and growth over the next 30 years. The Assembly's recommendations will be received by Vancouver City Council and will significantly inform the next iteration of the Grandview-Woodland Community Plan.

Specifically, the Citizens' Assembly will develop:

- A shared 30-year vision describing the community's aspirations for Grandview-Woodland.
- A set of community values to guide neighbourhood change and growth in Grandview-Woodland
- A set of recommendations for how the Grandview-Woodland Community Plan should address key community concerns and planning issues at a neighbourhood and sub-area scale. More specifically, these recommendations will help to resolve disagreements concerning the City's June 2013 Emerging Directions draft proposal.
- A Neighbourhood Planning Map that will identify areas within Grandview-Woodland for growth, indicate preferred land-uses, and outline high-level built form and building height directions.

It is expected that these items will, to the greatest extent possible, represent the consensus view of the members of the Citizens' Assembly. Divergent views of Assembly members and community members will also be included in the Citizens' Assembly's Final Report.

To assist the members of the Citizens' Assembly with their task, an extensive learning program will provide them with the opportunity to examine:

- An overview of previous public input and planning materials developed by the City's Planning Department.
- The history of Grandview-Woodland, including prior community plans.
- The broader context of planning and development in Vancouver, including relevant City policies, planning objectives and planning principles.

- Key community planning concepts, including but not limited to the role of community plans, international best practices for land-use planning, development financing, social planning, needed services and amenities, and mechanisms to secure public benefits.
- Key issues of community concern and the strategies available in a Community Plan to address these concerns.
- The ideas and perspectives of local residents, community and cultural organizations, as well as local businesses and employers.

During its learning and deliberations, the Assembly will also consult at regular intervals with the community at large through:

- Public roundtables, which will provide Assembly members and members of the community an opportunity for face-to-face discussion.
- Periodic open sessions of the Assembly.
- Online posts from the Assembly and online submissions to the Assembly through the Assembly's website.
- Report backs to the Assembly from participants in City-led sub-area workshops.

4.0 Constraints on the Citizens' Assembly

The Assembly will enjoy wide latitude in its ability to make recommendations concerning future growth and change in Grandview-Woodland. However, for recommendations to be incorporated into the Grandview-Woodland Community Plan they must be broadly consistent with the City of Vancouver's planning principles as well as sound professional planning practices. Recommendations must also take care not to contravene established City policies, or place an undue fiscal burden on the City or area residents. City Council will have the final authority to accept, modify or reject specific recommendations from the Assembly at its discretion.

5.0 Schedule of the Citizens' Assembly

The Citizens' Assembly will convene during 10 full-day Saturday sessions beginning in September 2014, and concluding in 2015. Additional meetings of the Assembly may be scheduled at the discretion of the Chair. The Citizens' Assembly will also host three public roundtable meetings which will be open to all local residents. Members of the Assembly will be encouraged to attend City led sub-area workshops.

6.0 Reporting and Communications of the Citizens' Assembly

The Citizens' Assembly will communicate regularly about its work to the public, City Council and to the City of Vancouver's Planning Department.

The Citizens' Assembly will conclude its work with the submission of a final report to Vancouver City Council. The final report will include:

- A letter from the chair outlining his or her satisfaction with the process.
- A summary of the proceedings of the Assembly.
- A summary of all other concurrent consultation activities that provided guidance to the Assembly.
- A vision outlining the Citizens' Assembly's shared aspirations for the Grandview-Woodland community.
- A set of values to inform the evolution of the community.
- A comprehensive list of neighbourhood and sub-area consensus recommendations.
- A neighbourhood planning map that will identify areas within Grandview-Woodland for growth, preferred land-uses, and high-level built form and building height directions.
- Additional commentary concerning the recommendations from members of the Assembly.
- Brief biographies of members of the Assembly.

The Citizens' Assembly will present this report to Vancouver City Council, which may, at its discretion, refer the report to the City's Planning Department or other City departments for comment, response and incorporation, where appropriate, into the draft Grandview-Woodland Community Plan.

Before the resulting draft of the Grandview-Woodland Community Plan is submitted for consideration to Vancouver City Council, Assembly members will be asked to respond to the draft Community Plan through an online survey. Results of this survey will be made public before the draft Community Plan is submitted to City Council.

7.0 Composition of the Citizens' Assembly

7.1 Recruitment Process

Members of the Citizens' Assembly will be randomly selected by Civic Lottery – a mechanism that ensures that a broad, representative cross-section of local residents and business owners are selected to participate. Each household and business owner in Grandview-Woodland will receive or may request an Invitation to the Assembly and will be asked to register as a volunteer before a specified date. On the specified date, a blind draw will select members of the Assembly from the pool of registered volunteers.

7.2 Number of Members

The Citizens' Assembly will consist of 48 members. In order to be eligible to serve on this Citizens' Assembly, an applicant must:

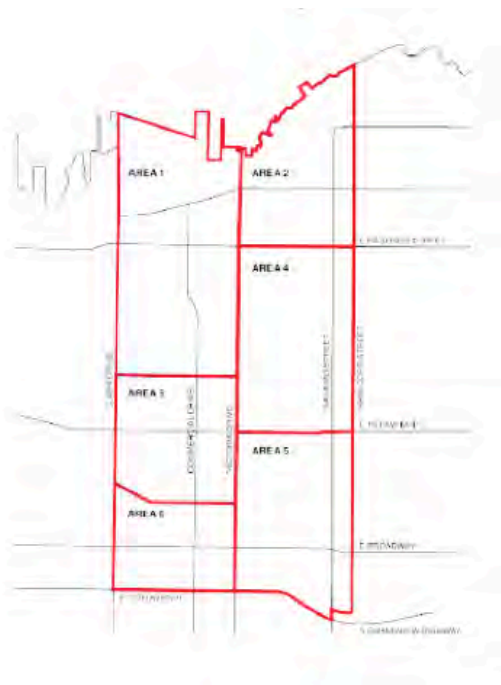
- Reside within the Grandview-Woodland study area, as defined by the study area map. (See Map 1.0, or section 7.2.1); *or*
- Maintain a business within the Grandview-Woodland study area; *or*
- Own property within the Grandview-Woodland study area; and,
- Be at least 16 years of age as of September 1, 2014.

Additional qualifications:

- Business owners and property owners cannot transfer their eligibility to an employee.
- Prospective candidates may only submit their name to the civic lottery once. Multiple applications will result in the candidate's disqualification.
- All residents, business owners and property owners may volunteer to serve on the Citizens' Assembly. However, only one person per residential address (unit in building) or business address will be eligible to become a member of the Assembly.
- Employees of the City of Vancouver Planning Department, as well as elected municipal officials, are ineligible to serve as Assembly members.

7.2.1 Study area boundaries

For the purposes of this Terms of Reference, the Grandview-Woodland study area is defined as: North - Burrard Inlet; South - East 12th Ave (south side to Lakewood), South Grandview Highway (south side, Lakewood to Nanaimo), North Grandview Highway (south side, Nanaimo to Kamloops); West - Clark Drive (east side of street); East - Kamloops Street (west side of street).



7.3 Assembly Composition

The Assembly will be composed of:

- 24 men and 24 women
- A proportionate number of members from four age cohorts: 16-29, 30-44, 45-64, 65+
- A proportionate number of renters, and co-op and home owners
- A proportionate number of members from six zones within Grandview-Woodland (See map 2.0)
- At least four members who self-identify as Aboriginal

Among the 48 members, three of the spaces will be reserved as follows:

- Two spaces for business owners who operate in the commercial (“C” zoned), light industrial (I” zoned) or manufacturing (“M” zoned) districts found within the study area
- One space for a property owner who does not reside in the study area

Spaces for these latter categories are non-transferable. If these spaces are not filled through the lottery process, they will be reassigned to residents of the study area.

Proportions will be established based on the most recent (2011) census profile.

To assist Assembly members to participate, the City of Vancouver will reimburse reasonable childcare, eldercare, and transportation costs. Assistance will also be provided to those members with differing physical or learning abilities.

The working language of the Assembly is English. Translation services are not available.

8.0 Roles and Responsibilities

8.1 Roles and Responsibilities of Citizens’ Assembly Members

Members of the Assembly are expected to fulfil their duties and agree to:

- Attend each of the ten Saturday sessions of the Citizens’ Assembly as well as public roundtable meetings.
- Work to understand and represent the varied perspectives of *all* Grandview-Woodland residents.
- Treat each other with respect and take an active role in the work of the Assembly.
- Work collaboratively to achieve a strong consensus concerning the Assembly’s recommendations.

If a member of the Assembly must withdraw owing to illness or unexpected events, his or her position may be filled from the pool of applicants at the discretion of the Chair.

8.2 Roles and Responsibilities of the Chair

The Chair of the Citizens' Assembly will be appointed by the City to design and host the proceedings of the Citizens' Assembly. The Chair will not be a City employee and is expected to remain neutral with regards to the recommendations or direction of the Assembly. The Chair, with the support of an Assembly Design Team, is charged to:

- Oversee a fair and representative member selection process.
- Develop a balanced learning program that involves residents, community organizations and experts to provide a range of perspectives.
- Support respectful dialogue and deliberation amongst members.
- Ensure that regular updates concerning the Assembly's proceedings are made publicly available.
- Provide opportunities to inform and convey perspectives from local residents and stakeholders to Assembly members.
- Produce and deliver a Final Report concerning the Assembly's activities and recommendations to City Council in Spring 2015.
- Exercise discretion in ensuring the integrity and sound conduct of the Assembly.

The Chair will be supported by a Citizens' Assembly Design Team, who will be comprised of experts in public deliberation, communication and facilitation.

8.3 Roles and Responsibilities of the Advisory Committee

An Advisory Committee will be formed to support the work of the Citizens' Assembly. The role of the Advisory Committee is to provide guidance to the Chair and Assembly Design Team in order to:

- Ensure that the design and conduct of the Assembly are consistent with good democratic practices.
- Ensure that the Assembly's learning program is balanced, adequate and reflects a range of reasonable perspectives.

The Advisory Committee will not comment on the recommendations made by the Citizens' Assembly.

The members of the Advisory Committee will be selected by the Chair and will include representatives with well-regarded expertise in the design of deliberative processes and urban planning.

8.4 Roles and Responsibilities of the Community of Grandview-Woodland

All members of the Grandview-Woodland community have a role to play in assisting and ensuring the success of the Citizens' Assembly. Members of the community are encouraged to participate and:

- Attend public roundtables meetings hosted by members of the Citizens' Assembly to discuss its progress and solicit community perspectives.
- Attend occasional open sessions of the Assembly to observe its proceedings.
- Submit ideas to the Assembly website, and review regular public updates.
- Attend community sub-area workshops facilitated by the City of Vancouver, which will report back to the Citizens' Assembly.

8.5 Roles and Responsibilities of the City of Vancouver

The role of the City of Vancouver staff is to support the Citizens' Assembly. The City will endeavour to:

- Provide planning expertise and access to existing planning documents.
- Ensure that the Citizens' Assembly is well integrated with other concurrent Grandview-Woodland community consultations.
- Give careful and timely consideration to the Citizens' Assembly's final report.
- Incorporate wherever possible, at the direction of Council, the recommendations made by the Assembly in the draft Grandview-Woodland Community Plan.
- Provide logistical support for Assembly activities, including venue booking, food, and additional supports as needed.

The City of Vancouver will respect and support the independence and integrity of the Citizens' Assembly.