



ADMINISTRATIVE REPORT

Report Date: July 10, 2015
Contact: Kevin McNaney
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Meeting Date: July 22, 2015

TO: Standing Committee on Planning, Transportation and Environment

FROM: General Manager of Planning and Development Services and the General Manager of Engineering Services

SUBJECT: Davie Village Plaza, Public Space Improvements and Jim Deva's Commemoration

RECOMMENDATION

- A. THAT Council approve the closure of Bute Street south of Davie Street to the lane, as shown outlined in Appendix A, to general vehicular traffic to create a permanent public plaza (the "plaza"), pending the adoption by City Council of the final plaza design;
- B. THAT Council approve the plaza being named "Jim Deva Plaza" in accordance with the recommendation of the Civic Asset Naming Committee, and with the endorsement of Jim Deva's family and close friends;
- C. THAT Council approve, in principle, the conceptual design for the Davie Village Public Space Improvements, including the plaza, as described in Appendix A;
- D. THAT staff be directed to report back to Council by December 2015 with:
 - i. The detailed design, funding strategy, and implementation plan for the Davie Village Public Space Improvements.
 - ii. If necessary, a draft by-law to amend the Street and Traffic By-law to regulate activity in the plaza.
 - iii. A plaza management strategy to ensure that all public safety and livability concerns are addressed, including the roles and responsibilities of the City and key stakeholders.

- iv. A summary of the on-going operating, maintenance and rehabilitation costs, and funding strategy for the Davie Village Public Space Improvements.
- v. A preliminary concept for an "outdoor museum" in the plaza and adjacent areas celebrating LGBTQ history, contributions and struggle for human rights in Vancouver and British Columbia, developed in consultation with the LGBTQ2+ Advisory Committee and other key stakeholders;

FURTHER THAT Council approve \$100,000 to advance the development of the content, design and management plan for Jim Deva's commemoration and an LGBTQ "outdoor museum", as well as the plaza management strategy; source of funding to be a CAC allocated to Davie Village Public Realm Improvements from the rezoning at 1412-1480 Howe Street, 1429 Granville Street, 710 Pacific Street and 1410 Granville Street (RTS 10255) to be managed within the context of the 2015 Strategic Transportation Capital Budget.

REPORT SUMMARY

This report provides an overview of the conceptual design for the Davie Village Public Space Improvements, including a permanent public plaza to be named "Jim Deva Plaza". It also outlines the key considerations and recommended approach for a management strategy to guide the use and programming of the plaza and to ensure it is a safe, comfortable, and inclusive community gathering space.

The Davie Village Public Space Improvements project will help achieve several key objectives from *Transportation 2040*, the *West End Plan*, and the *Healthy City Strategy*. It also responds to Council's motion directing staff to explore options for recognizing Jim Deva's life and legacy and the history and contributions of Vancouver's LGBTQ community.

The project will improve walkability while maintaining cycling connectivity, create space for gathering and programming, support local business, identify Davie and Bute Streets as the distinctive "Heart" of Davie Village, and help recognize the Village as the culturally and historically important hub of Vancouver's LGBTQ community.

The conceptual design for the public space improvements has been informed by extensive stakeholder and public input received during the design process and, previously, the Heart of Davie Plaza pilot project. Seventy-two per cent of questionnaire respondents supported the conceptual design for the plaza.

This report recommends that Council direct staff to proceed with the detailed design, prepare the plaza management strategy, and continue to develop the content, design and management plan for the Jim Deva commemoration and LGBTQ "outdoor museum" components.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

- *Greenest City 2020 Action Plan* (2011)
- *Transportation 2040* (2012)
- *West End Community Plan* (2013)
- *A Healthy City for All: Vancouver's Healthy City Strategy 2014-2025 – Phase 1* (2014)
- In October 2014, Council supported a Motion directing staff to explore options to identify an appropriate place or civic asset to be named in recognition of Jim Deva and his lifetime of advocacy, with a view to exploring a future, permanent plaza at Bute and Davie Streets as one option for recognizing Mr. Deva's life and legacy and the history and contributions of Vancouver's LGBTQ community (see Appendix B).
- Pursuant to Section 291 of the *Vancouver Charter* Council may, by resolution, provide for, among other things, stopping up, diverting and altering any street or part thereof.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Planning and Development Services and the General Manager of Engineering Services RECOMMEND approval of the recommendations of this report.

REPORT

Background/Context

Development of the Davie Village Public Space Improvements aligns with City priorities and initiatives, including goals from *Transportation 2040*, the *West End Plan*, and the *Healthy City Strategy*. The initiative also responds to Council's Motion directing staff to explore options for recognizing Jim Deva's life and legacy and the history and contributions of Vancouver's LGBTQ community.

Transportation 2040 confirmed that walking is the city's top transportation priority and highlights the importance of public plazas and gathering spaces in supporting a vibrant public life that benefits both community and commerce. The plan provides direction to create 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, including in Davie Village.

The *West End Plan* provides direction to make strategic investments in Davie Village public spaces to help revitalize the area and to enhance its distinct character as an LGBTQ hub. The plan also provides direction to create new plazas to support public gathering. In addition, the *West End Plan* provides direction to continue to improve Bute Street as a key walking and cycling route with additional pedestrian priority measures and public realm improvements, and to 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).

Key improvements identified for Davie Village in the *West End Plan* include decorative lighting, wider sidewalks, mid-block pedestrian crossings, and a gathering space at Davie and Bute Streets ("Heart of Davie Village"), which will support community programming and events.

The Heart of Davie Plaza, a temporary plaza on Bute Street between Davie Street and the lane south, was a community-initiated pilot project that happened through the West End planning process. It ran from July 2013 until September 2014. As part of the pilot project, staff conducted extensive consultation with local residents, businesses, visitors and key stakeholders. Overall there was strong community support for the plaza, provided it is made permanent with proper design and investment (i.e. not simply a "closed road") and managed to ensure it is a safe, comfortable and inclusive gathering space. Small-scale programming and events, such as Games Night, Artefact Art Market, Mobile Library, music and buskers, were highly supported.

The *Healthy City Strategy* acknowledges the importance of public places and spaces in cultivating community and social connections, which benefit both individuals and society as a whole. Davie Village, and the Heart of Davie Plaza in particular, was identified as a meaningful place for people in the community.

In October 2014, Council approved a Motion directing staff to explore options to identify an appropriate place or civic asset to be named in recognition of Jim Deva and his lifetime of advocacy, with a view to exploring a future, permanent plaza at Bute and Davie Streets as one option for recognizing Mr. Deva's life and legacy and the history and contributions of Vancouver's LGBTQ community.

In November 2014, the Park Board also approved a Motion directing staff to create a memorial that acknowledges Jim Deva's important contributions to improving the parks, public spaces and livability of the West End (see Appendix B).

Given the significant amount of input received during the West End planning process, Heart of Davie Plaza pilot project, and discussions with stakeholders, many ideas, issues and opportunities for the plaza and other public space improvements were already identified prior to the launch of the design process.

The Davie Village Public Space Improvements design process was initiated in March 2015 and has been completed in four key phases to prepare the conceptual design:

Phase 1 - Issues and Opportunities (March 2015)

- Identify and confirm the issues and opportunities for the project.
- Focused engagement with local businesses and residents.

Phase 2 - Conceptual Options (April 2015)

- Prepare three preliminary design concepts for the plaza and complementary design concepts for the other public space improvements.
- Present the preliminary design concepts for stakeholder and public input.

Phase 3 - Preferred Option (May to June 2015)

- Select a preferred plaza concept and refine the design concept based on stakeholder and public input.
- Present the refined conceptual design for stakeholder and public input.

Phase 4 - Conceptual Design to Council (June to July 2015)

- Prepare Council report and present the refined conceptual design to Council for approval to proceed with detailed design.

Public process related to the preparation of the conceptual design has involved more than 2,900 participant contacts. (Note: this number includes some double-counting as participants may have attended multiple events). This includes input from City advisory committees, including the LGBTQ2+ Advisory Committee, Active Transportation Policy Council, Seniors' Advisory Committee, and Persons with Disabilities Advisory Committee.

Strategic Analysis

This section provides information on the Davie Village Public Space Improvements project, public consultation, conceptual design, transportation strategy, Jim Deva's commemoration, recognition of the LGBTQ community, plaza management, and next steps.

Overview

Located on Davie Street between Burrard and Jervis Streets, Davie Village is a local serving business street, nightlife area, and hub for the LGBTQ community. It is a vibrant district catering to locals and visitors alike during the day and late into the evenings.

This is the first significant public space initiative being implemented from the West End Plan. The project will enhance Davie Village public spaces to improve walkability, maintain cycling connectivity, create space for gathering and programming, support local business, and identify Davie and Bute Streets as the "Heart" of the Village. It will also enhance the area's distinct character as a hub for the LGBTQ community. The plaza will commemorate Jim Deva and recognize the history and contributions of Vancouver's LGBTQ community.

The project includes four key areas, focused around Davie and Bute Streets (see Figure 1):

1. A permanent public plaza on Bute Street, south of Davie Street, including improvements south of the lane;
2. Public space improvements on Bute Street, north of Davie Street;
3. A mid-block pedestrian crossing and associated public space improvements on Davie Street between Bute and Thurlow; and,
4. A decorative overhead feature at the intersection of Davie and Bute Streets.

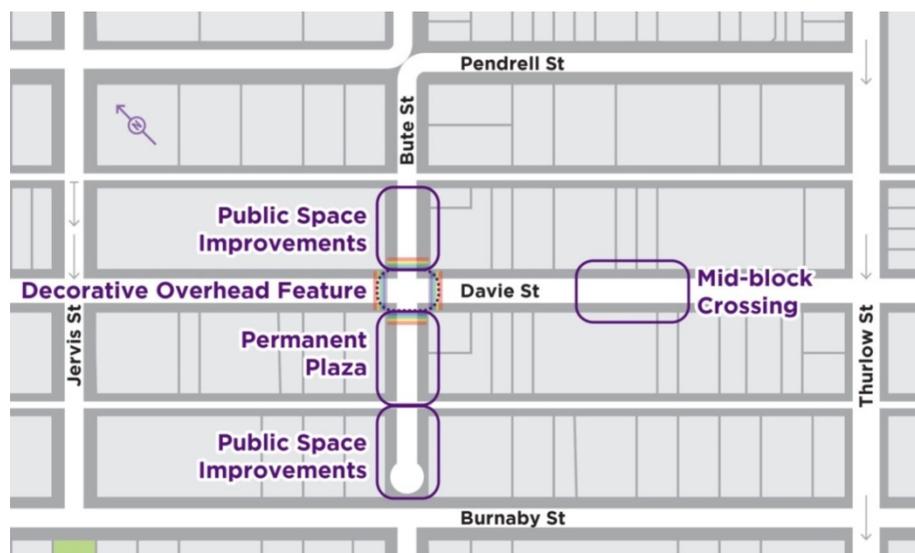


Figure 1: Key areas of Davie Village Public Space Improvements

Public Consultation

From March to June 2015, staff engaged stakeholders and the public through an extensive consultation process, which included one-on-one meetings with business and property owners, drop-in sessions for local businesses and residents, stakeholder workshops, City advisory committee meetings, public open houses, community outreach events (e.g. Pop-Up City Hall and the West End Strawberry Festival), and two questionnaires.

See Appendix C for a detailed public consultation summary, including a list of events, participants, notification and feedback received in each phase.

Seventy-two per cent of questionnaire respondents supported the conceptual design for the plaza (see Figure 2). In addition, the majority of respondents also supported the conceptual designs for the other public space improvements. Responses to questions about programming indicated a high level of support for frequent and varied programming and events. Adjacent businesses are generally supportive of the plaza, providing a comprehensive plaza management strategy is in place.

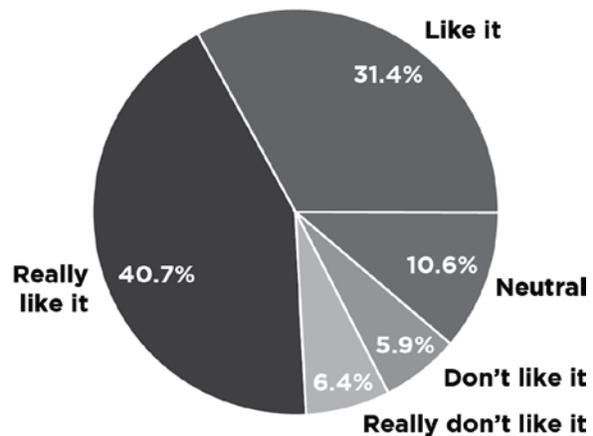


Figure 2: Support for the conceptual plaza design.

Concurrently, consultation with Jim Deva's family and friends, key stakeholders, and the LGBTQ2+ Advisory Committee was undertaken to explore options for Mr. Deva's commemoration and for recognizing the history and contributions of Vancouver's LGBTQ community.

Throughout the consultation process, a common theme was concern about the recurrence of some of the negative behaviours which were associated with the pilot plaza, and the need for a comprehensive plaza management strategy to regulate, maintain, and program the space and ensure it is a safe, comfortable and inclusive gathering space.

On April 22, 2015, the Active Transportation Policy Council approved a Motion stating that every public space initiative should encourage all active transportation modes through design, and that public spaces should be designed for people to cycle considerably, slowing as appropriate for the intensity of activity (see Appendix B).

Conceptual Design

The conceptual design envisions the transformation of Bute Street on both sides of Davie Street into a social heart for Davie Village (see Figure 3).

On Bute Street south of Davie to the lane, a public permanent plaza is created with a variety of seating and gathering places under tree cover with a distinctive treatment of the paved surfaces and overhead lighting. Moveable tables and chairs allow the free arrangement of

seating for informal use and plaza events. The plaza has infrastructure to support programming and events, including power outlets, water connections, light masts, and storage. The concept includes a commemoration for Jim Deva and an “outdoor museum” to recognize the history and contributions of Vancouver’s LGBTQ community.

On Bute Street north of Davie pedestrians are given priority on wide sidewalks with seating and street furnishings. At the Davie/Bute intersection sidewalks will be widened on the south side and vertical and overhead elements will be added that will be visible from blocks away to mark the “Heart” of Davie Village as a special place.



View of Bute Plaza Looking North from South Lane



View of Bute Plaza Looking South from Davie Street



Bird's Eye View of Bute Plaza Looking South



Bird's Eye View of Bute Plaza Looking East

Figure 3: Conceptual design for the Heart of Davie Village.

The conceptual design also contemplates a mid-block pedestrian crossing on Davie Street between Bute and Thurlow Streets, which will be subject to further analysis to better understand the potential safety and transit reliability implications. Its design is related to the concept developed for Bute Street, adapting similar materials and colours. A section of on-street parking (approximately six metered spaces) would be replaced by pedestrian bulges to achieve shorter crossing distances and to make space for landscaping and other amenities.

Further analysis is also required to identify a suitable location for a Public Bike Share station near the plaza.

For successful implementation, the Davie Village Public Space Improvements will require modifications to the area’s transportation network to ensure commercial vehicle, resident, and emergency access is maintained with the creation of a permanent public plaza, as well as temporary special events on Bute Street north of Davie. These modifications would be made concurrently with the public space improvements.

For more information on the conceptual design and the transportation strategy, please refer to Appendix A.

Jim Deva's Commemoration

In response to Council's October 2014 Motion, the Civic Asset Naming Committee considered options for naming a place or civic asset for Mr. Deva, including a West End laneway or a future plaza at Davie and Bute Streets. The Committee subsequently approved the addition of "Jim Deva" to the Civic Asset Name Reserve List, for use on any civic asset in the West End.

Staff consulted with Jim Deva's family, friends and key stakeholders, including the LGBTQ2+ Advisory Committee, to explore options for commemorating Mr. Deva. Options identified included:

- Naming a West End laneway (currently being named for Laneways 2.0 infill housing requiring addressing from the lane);
- Re-naming Davie Street to Deva Street (typically, the City does not consider renaming streets unless the renaming generally improves public safety, given the potential addressing and emergency response impacts for existing residents and businesses);
- Commemoration/memorial in Nelson Park; and,
- Naming a future, permanent plaza at Davie and Bute Streets as "Jim Deva Plaza".

Staff confirmed that the future plaza on Bute Street between Davie Street and the lane south of Davie Street, as a new civic asset, could be named "Jim Deva Plaza" (see Figure 4). The street right-of-way would remain Bute Street, so addressing for adjacent businesses would be unchanged.

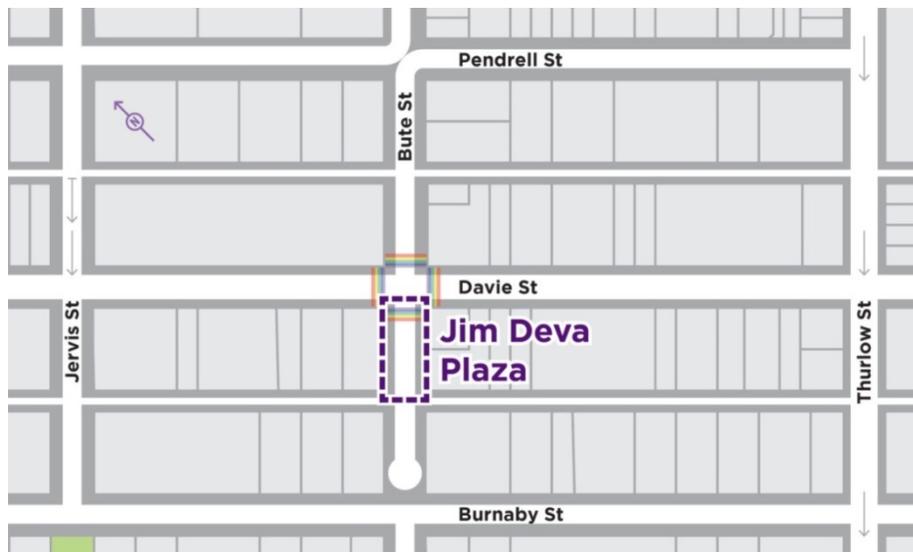


Figure 4: Location of "Jim Deva Plaza"

Through consultation, the plaza at Davie and Bute Streets emerged as the preferred option, with support from Jim's family and friends, as well as the LGBTQ2+ Advisory Committee and the Civic Asset Naming Committee. In addition, the idea of commemorating Mr. Deva as part of a broader LGBTQ "outdoor museum" component received strong support from his family, friends and others, including the LGBTQ2+ Advisory Committee.

Park Board staff confirmed that the preferred option for commemorating Jim Deva can satisfy the Park Board Motion from November 2014 as well. Park Board staff will continue to be engaged throughout the process to ensure the commemoration meets the requirements from the Motion. Through consultation, a new public plaza was seen as an especially fitting location to highlight Mr. Deva's important contributions to improving the parks, public spaces and livability of the West End.

The Civic Asset Naming Committee, at its meeting on June 1, 2015, approved the following Motion:

Civic Asset Naming Requests

(a) **West End Plaza - Naming of permanent plaza at intersection of Bute and Davie Streets**

THAT the Civic Asset Naming Committee recommend to Council that the new plaza to be created on Bute Street, at the intersection of Bute and Davie Streets, be named Jim Deva Plaza (with the name of the street remaining as Bute Street).

The plaza will have distinctive signage at the Davie Street and laneway thresholds to clearly identify the space as "Jim Deva Plaza". In addition, distinctive street signage could identify that section of Bute Street as "Jim Deva Plaza".

Consultation with Jim Deva's family and friends and key stakeholders explored additional options for commemorating Mr. Deva in the plaza. The idea of having a soapbox "Speaker's Corner" to celebrate Mr. Deva's achievements and advocacy regarding freedom of speech resonated with many, and has been included in the conceptual design in the northeast corner of the plaza. There would also be an adjacent kiosk with an information panel or display highlighting Mr. Deva's life, legacy and achievements.

Further refinement of the commemorative elements will occur in conjunction with the consultation and design development for the broader LGBTQ "outdoor museum".

Recognition of the LGBTQ Community

Staff have also explored the plaza as an option for recognizing the history and contributions of the LGBTQ community in Vancouver. Through consultation with Jim Deva's family and friends, key stakeholders and the public, the preferred approach that emerged is that Mr. Deva's commemoration would be part of a broader LGBTQ "outdoor museum".

The museum components would be focused in and around the plaza, potentially with elements throughout Davie Village. Locations for museum components, including a central display/kiosk, have been identified in the conceptual design.

The Legacy Walk, in Chicago's Lakeview neighbourhood, is an example of a dynamic outdoor public display that celebrates LGBTQ history and people. It includes 10 pairs of decorative "Rainbow Pylons" that are affixed with memorial plaques commemorating the life and work of notable LGBTQ individuals. New plaques are added yearly.

A number of ideas and concepts for the museum were identified during initial consultation. Key considerations include:

- Contemplative vs. dynamic/"living" museum elements;
- Including and celebrating young people and their achievements;
- Challenge: gravitas of commemoration vs. creating a fun and lively plaza;
- Spatial constraints - elements should be integrated in design and not be standalone;
- Interactivity is important - should be opportunity for tactile, moveable elements;
- Museum/archival information needs to be curated (management/funding issues); and,
- Components should be integrated with how people move throughout spaces.

To advance this component of the project, staff will undertake additional consultation to develop the content, museum components/design, and a curation/management plan. The museum will need to integrate with the plaza and other public space improvements. Opportunities and options for elements throughout Davie Village will also be identified.

Plaza Management Strategy

A plaza management strategy is required to guide the use and programming of the plaza and to ensure it is a safe, comfortable, and inclusive gathering space for the community. It will recognize that people should cycle safely and considerately, slowing or walking as appropriate for the intensity of gathering and activity.

As design development proceeds, a complementary management strategy will be prepared that addresses two key considerations:

1. Public safety; and,
2. Programming and events.

In consultation with key stakeholders, staff have prepared a set of guiding principles that will guide the approach to and preparation of the plaza management strategy (see Appendix D).

Public Safety

During the 2013-2014 pilot project, public disorder issues emerged that had a negative impact on plaza users and some adjacent businesses. Issues included smoking, drinking, drug use and camping/sleeping. Public safety was also identified as a key issue through consultation done as part of the Davie Village Public Space Improvements project.

Public safety will be proactively addressed through plaza design (e.g. improved lighting and other crime prevention design considerations), regulation/enforcement and ongoing management. Staff are working closely with the Vancouver Police Department (VPD) to ensure public safety and disorder issues are appropriately addressed.

VPD has identified the enforcement tools needed to address public disorder issues in the plaza, including provisions related to smoking and camping. The plaza will be a street right-of-way, so the Street and Traffic By-law is a logical place for the regulatory framework. Ideally, the by-law provisions will allow for access through the space for pedestrians and cyclists at night. It is proposed that late evening and overnight use of the plaza after 11 pm will be restricted, unless sanctioned through exceptions such as outdoor patio approvals.

Staff will continue to consult with VPD and key stakeholders in preparing an amendment to the Street and Traffic By-law, to regulate activity in the plaza and to provide VPD with the needed enforcement tools. Key regulations include:

- No smoking;
- No overnight sleeping/camping;
- Passage permitted through the space; and,
- Gatherings and use of the space will be restricted after 11 pm, similar to parks (unless sanctioned by a patio permit or some other City approval).

A VPD parking space will be designated near the plaza, south of the lane. The police requested this so that a cruiser can park there allowing officers to provide passive surveillance of the space from time to time.

Programming and Events

The community has expressed a strong desire for a variety of programming in the plaza. Organizations with an active interest in programming the space include West End BIA, Gordon Neighbourhood House, WE Arts, Pride Society and Qmunity (see Appendix D for examples of potential plaza programming).

Staff will continue to work with key stakeholders to prepare a strategy, including roles and responsibilities, to facilitate and manage plaza programming.

Bute Street north of Davie will be open to vehicular traffic, but it will also be designed to support programming and events. Because programming in this space would require a road closure with barricades, temporary signage, etc. (unlike the plaza), these would be more infrequent and/or larger-scale special events, such as Pride-related festivities.

Ongoing management/curation of LGBTQ "outdoor museum" components may also be required.

Next Steps

Following Council's approval to proceed, the detailed design for the Davie Village Public Space Improvements, including the transportation modifications, will be developed. This will be informed by key stakeholder and public input, and advice from City advisory committees, including the LGBTQ2+ Advisory Committee, Active Transportation Policy Council, Seniors' Advisory Committee, and Persons with Disabilities Advisory Committee. Work related to the detailed design will include a summary of the annual maintenance and on-going capital replacement costs for the public space improvements.

Staff will continue to work with key stakeholders to prepare the plaza management strategy.

Additional, focused consultation with Jim Deva's family and friends, the LGBTQ2+ Advisory Committee, key stakeholders, and the public will be undertaken to develop the content, design and management plan for Jim Deva's commemoration and the LGBTQ "outdoor museum".

In summary, staff will report back to Council by December 2015 with:

- The detailed design, funding strategy, and implementation plan for the Davie Village Public Space Improvements;
- If necessary, a draft by-law to amend the Street and Traffic By-law to regulate activity in the plaza;
- A plaza management strategy to ensure that all public safety and livability concerns are addressed, including the roles and responsibilities of the City and key stakeholders;
- A summary of the on-going operating, maintenance and rehabilitation costs, and funding strategy for the Davie Village Public Space Improvements; and,
- A preliminary concept for an “outdoor museum” in the plaza and adjacent areas celebrating LGBTQ history, contributions and struggle for human rights in Vancouver and British Columbia, developed in consultation with the LGBTQ2+ Advisory Committee and other key stakeholders.

Implications/Related Issues/Risk (if applicable)

Financial

Staff will report back by December 2015 with the detailed design, overall capital budget and implementation plan, and ongoing operating, maintenance and rehabilitation costs, and funding strategy for the Davie Village Public Space Improvements, including Jim Deva's commemoration and the LGBTQ “outdoor museum” .

Preparation of the plaza management strategy and development of the content, design and management plan for the Jim Deva commemoration and LGBTQ “outdoor museum” components will require additional consultant resources, at a cost of up to \$100,000; source of funding to be a CAC allocated to Davie Village Public Realm Improvements from the rezoning at 1412-1480 Howe Street, 1429 Granville Street, 710 Pacific Street and 1410 Granville Street (RTS 10255), to be managed within the context of the 2015 Strategic Transportation Capital Budget.

CONCLUSION

This report seeks Council's approval of the closure of Bute Street south of Davie Street to the lane and direction for staff to proceed with the detailed design for the Davie Village Public Space improvements, including a permanent public plaza to be named “Jim Deva Plaza”. It also seeks Council's direction to prepare a plaza management strategy, and to advance the development of the content, design and management plan for the Jim Deva commemoration and LGBTQ “outdoor museum” components.

The public space improvements, as outlined in this report, are intended to improve walkability, maintain cycling connectivity, create space for gathering and programming, support local business, and identify Davie and Bute Streets as the distinctive “Heart” of Davie Village. As well, the plaza will commemorate Jim Deva and recognize the history and contributions of Vancouver's LGBTQ community.

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APPENDIX A: CONCEPTUAL DESIGN

Program Elements Incorporated in the Design

Permanent Public Plaza

- Creation of a public plaza on Bute Street south of Davie Street to the lane with a variety of seating and gathering places under tree cover with a distinctive treatment of the paved surfaces and overhead lighting.
- Organizing plaza seating and tables around the existing trees with a central movement area that also adapts to event programming. Moveable tables and chairs allow the free arrangement of seating for informal use and plaza events.
- Infrastructure to support programming and events, including power outlets, water connections, light masts, and storage.
- Creation of a commemoration for Jim Deva and an “outdoor museum” to recognize the history and contributions of Vancouver’s LGBTQ community - the plaza is recommended to be named “Jim Deva Plaza”.
- Designing the plaza for people to cycle safely and considerately, slowing or walking as appropriate for the intensity of gathering and activity.
- Retaining existing large trees and improving their growing conditions.
- Adding opportunities for existing outdoor patios to expand as well as for new, separated patio spaces within the plaza.

Bute/Davie Intersection

- Widening the sidewalks on the south side of the Bute/Davie intersection to make crossing distances shorter and to provide more space for pedestrian movements in all directions.
- Renewing the crosswalks with the rainbow stripes that have become iconic for Davie Village.
- Adding vertical and overhead elements at the Bute/Davie intersection that will be visible from blocks away to mark the “Heart” of Davie Village as a special place.

Bute Street North of Davie Street

- Narrowing the roadway and restricting on-street parking and stopping to give pedestrians priority on wide sidewalks with seating and street furnishings.
- Infrastructure to support special events.

Bute Street South of the Plaza

- Raising the intersection at the lane south of the plaza to signal to people who are driving that the lane is an active pedestrian crossing.
- Removing the cul-de-sac at Burnaby Street to provide emergency vehicle access, and restricting turns from the lane onto Bute Street south of the plaza.

General

- Making improvements to support Bute Street as a walking route and maintaining cycling along the length of Bute Street, recognizing it as a future greenway corridor.
- Ensuring the design is universally accessible.

- Incorporating City standard site furnishings as part of the design, where feasible, for ease of maintenance.

Transportation Strategy

For successful implementation, the Davie Village Public Space Improvements will require modifications to the area's transportation network.

The permanent public plaza on Bute Street south of Davie will be closed to general vehicular traffic while improving it for walking and cycling, and the intersection of Davie Street and Bute Street will be reduced to one travel lane in the eastbound direction. Emergency vehicle access will be maintained. Special events on Bute Street north of Davie will require temporary closures to general vehicular traffic. These changes have implications for the street and lane network, bus stops, commercial vehicle access, resident access, and may have implications for cycling connectivity (depending on the intensity of gathering and activity in the plaza). Experience with the implications of the Bute Street closure was gained through the closure of Bute Street south of Davie during the 2013-2014 Heart of Davie Plaza pilot project, and the conceptual design reflects that experience.

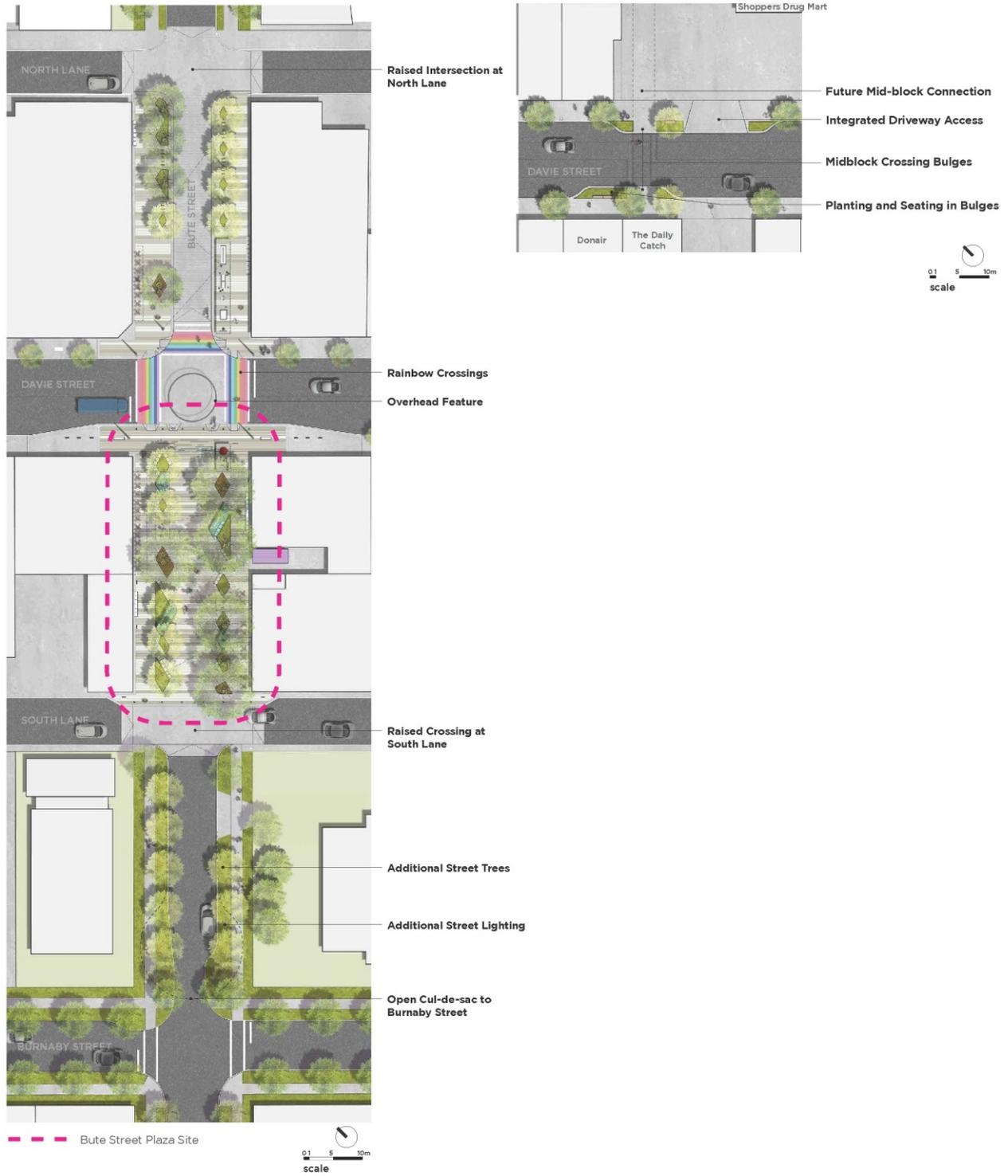
The transportation network from Burrard to Broughton Streets was reviewed to assess potential impacts and to make recommendations for changes, taking the pilot project experience, traffic counts, business and resident access needs, and other information into account.

The recommended transportation network changes are summarized as follows:

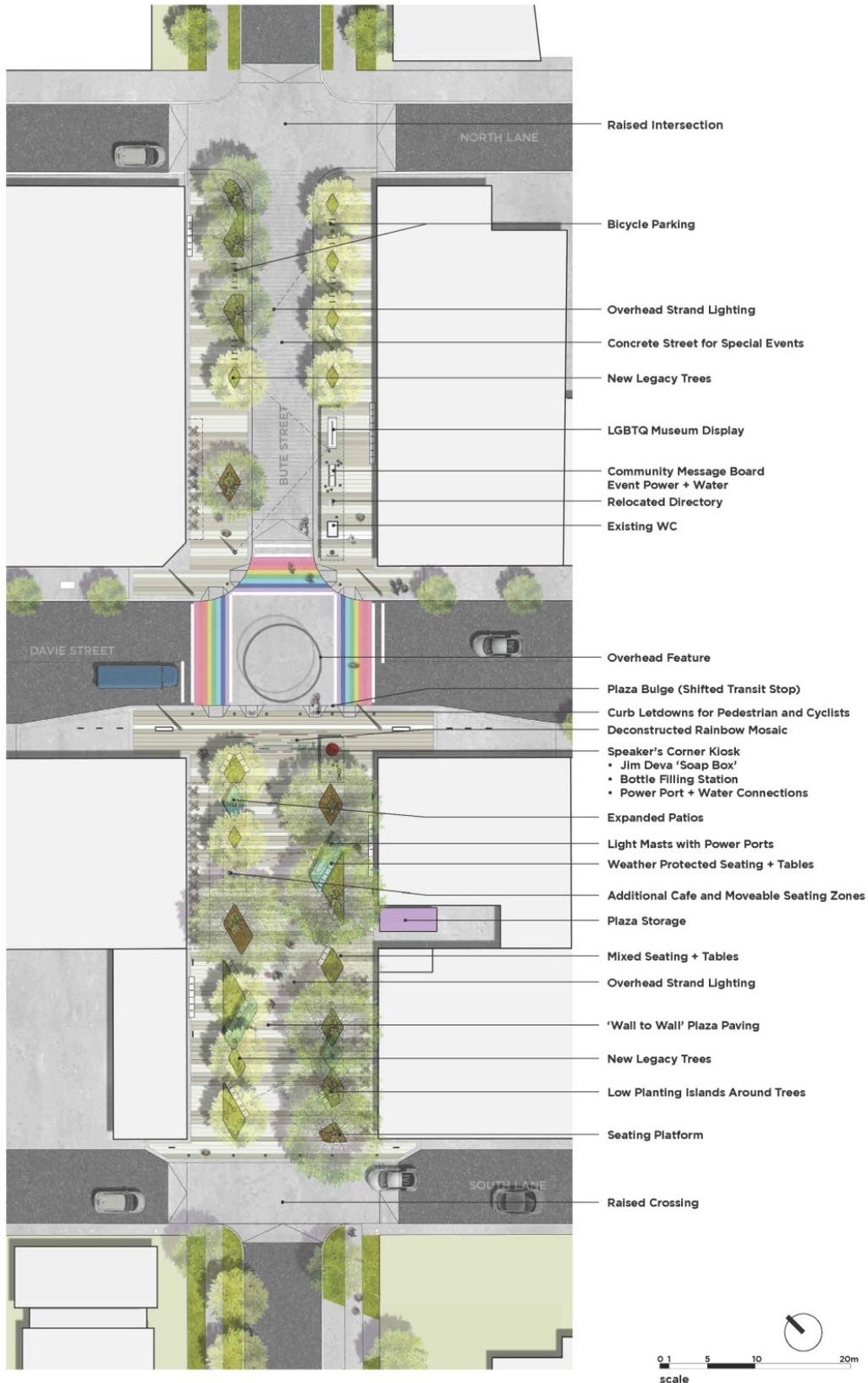
- The plaza is closed to general vehicular traffic; emergency access is maintained.
- The cul-de-sac on Bute Street north of Burnaby Street is opened to facilitate emergency access and to allow vehicular access from Burnaby Street to the driveway on the east side of Bute Street. Vehicular access from the lane to southbound Bute Street is restricted to prevent shortcutting from the lane via Bute Street, thereby improving conditions for walking and cycling.
- Left turns for vehicles eastbound on Davie Street to northbound Bute Street are restricted between 7 am and 7 pm; this restriction would be monitored and modified if required.
- The intersection at Davie and Jervis Streets is fully signalized with new east-west crosswalk markings.
- The traffic calming bulge (one-way southbound) on Jervis Street north of Davie Street is relocated to north of the lane; two-way vehicular traffic is allowed on the half block between Davie Street and the lane.
- Relocation of the transit bus stop on the south side of Davie Street just east of Bute Street is being considered, and will be decided as part of the detailed design.

An estimated 30 metered and unmetered on-street parking spaces would be removed from various locations (Jervis Street north of Davie Street, Bute Street north and south of Davie Street and north of Burnaby Street, Davie Street east and west of Bute Street and Davie Street west of Thurlow Street) to achieve the contemplated transportation changes.

Heart of Davie Village - Overview



Permanent Plaza and Bute Street North of Davie



Refined Plaza Concept

The refined plaza design concept features a mix of seating elements including backs and armrests, low tables, and larger seating platforms playfully arranged to create seating alcoves and islands along the plaza. Moveable tables and chairs allow the free arrangement of seating for informal use and plaza events, and are stored conveniently adjacent to the plaza.

All large existing trees have been preserved, surrounded with mass plantings and seating, and have coloured uplighting for nighttime interest. New legacy trees are incorporated to enhance the West End character.

A consistent flush paving treatment unifies the entire plaza from building face to building face, upon which all elements of the plaza are embedded and restaurants can spill out. Raised intersections at both north and south lanes create improved pedestrian and bicycle connections to the neighbourhood. Low mountable curbs in north block are proposed to better accommodate special events.

Suspended cable lighting creates a ceiling of lights for a comfortable ambient glow and are supplemented by additional projector lights to allow versatility for special events. Power outlets and water connections are also provided to support programming and events.

The plaza bulges into the south lane of Davie Street to integrate stronger with the social spaces of Davie Village. A special overhead feature provides a halo of light suspended over the rainbow crossings of the intersection to mark the "Heart" of Davie Village.

3D Model Views



View of Bute Plaza Looking North from South Lane



View of Bute Plaza Looking South from Davie Street



Bird's Eye View of Bute Plaza Looking South



Bird's Eye View of Bute Plaza Looking East

Site Section/Elevations



East-West Section Looking South Into Plaza



East-West Section Looking South Mid Plaza



North to South Bute Street Section Facing East



South to North Bute Street Section Facing West

Plaza: Daytime Rendered View



View of Bute Plaza Looking North

Plaza: Nighttime Rendered View



View of Bute Plaza Looking North

APPENDIX B: MOTIONS

Council Motion (October 14, 2014)

WHEREAS

1. The passing of Jim Deva has prompted a remarkable outpouring of community reflection on his life and legacy as a champion for LGBTTO equality, free expression, and social justice;
2. Vancouver City Council is immensely grateful for Jim Deva's outstanding role in shaping the city that Vancouver is today, and a lifetime of leadership and advocacy for human rights that echoed all the way to Supreme Court of Canada;
3. The City of Vancouver is committed to building on Jim Deva's legacy by continuing and expanding its leading advocacy for LGBTTO equality, rights, and inclusion;
4. The community-driven West End Plan recently approved by Council recognizes the Davie Village as a 'culturally and historically important hub for Vancouver's LGBTTO community', identifies Davie and Bute as the heart of Davie Village, and extensive consultation has now been completed on the recommendation of an enhanced, permanent plaza at Davie and Bute.

THEREFORE BE IT RESOLVED

- A. THAT staff be directed to report back on options to identify an appropriate place or civic asset to be named in recognition of Jim Deva and his lifetime of advocacy, working with the input of Jim Deva's family, the City of Vancouver's LGBTQ Advisory Committee, the Park Board, and the Civic Asset Naming Committee.
- B. THAT staff be directed to report back on the results of recent consultation done as part of the West End Community Plan on the future of an enhanced, permanent plaza at Davie and Bute, with a view to exploring this plaza as one potential option for recognition of Jim Deva's life and legacy and the history and contributions of the LGBTTO community in Vancouver.

CARRIED UNANIMOUSLY

Park Board Motion (November 24, 2014)

WHEREAS:

1. The passing of Jim Deva has prompted a remarkable outpouring of community reflection on his life and legacy as a champion for LGBTTO equality, social justice and improving the livability of the West End;
2. From 2004 -2005 Jim Deva participated extensively in the redesign process of Nelson Park with the goal of making it a more inclusive space for all residents;
3. From 2004-2006 Jim Deva was a member of the West End Neighbourhood Network (WEINN) who's mandate was to advise City Council on strategies to improve to the safety and livability of parks and public spaces in the West End;
4. From 2010-2011 Jim Deva was a member of the West End Mayor's Advisory Committee (WEMAC) who's mandate was in part to recommend strategies to protect and improve parks/green space in the West End;
5. Vancouver Park Board is immensely grateful for Jim Deva's leadership and advocacy for improving West End parks and ensuring that they are enjoyable, safe and inclusive spaces for all residents;

THEREFORE BE IT RESOLVED:

THAT staff be directed to work with family and friends of Jim Deva to create a memorial that acknowledges Jim Deva's important contributions to improving the parks, public spaces and livability of the West End.

CARRIED UNANIMOUSLY

Active Transportation Policy Council Motion (April 22, 2015)

WHEREAS

A lot of the City's public space is dominated by vehicles;

1. There is relatively little car-free shared space and it often pits walkers against people on bicycles/skateboards/skates (all active transportation modes with no emissions);
2. It is absurd to expect inline skaters and roller skaters to remove their skates (and walk in their socks) for one or more blocks;
3. All active transportation modes should be encouraged to add to a delightful experience, as per the Transportation 2040 Plan;
4. Examples of shared space for all active transportation modes have existed for years at the intersections at Bute & Haro, Cardero & Comox, and Gilford & Haro;
5. There may be occasions or festivals when plazas would be full of pedestrians, at which times other active transportation modes would not be appropriate.

THEREFORE BE IT RESOLVED

- A. THAT every public space initiative encourage all active transportation modes through design, (including narrowing, selection of surface type, shared space indicators, and repurposing including converting road space currently for cars), and policy. Places/Spaces/Plazas should contribute to a walkable and cycling-friendly and other active transportation-friendly city. They should provide a safe, accessible, and delightful walking experience, along with places for people to sit, gather, and connect with others. Options should include some covered seating and lighting.

FURTHER THAT public spaces should be designed for people to cycle/skateboard/skate safely and considerately, slowing as appropriate for the intensity of activity. At times of day with lower pedestrian volumes, other active transportation modes should not have to dismount.

- B. THAT the design of car-free spaces incorporate all active transportation modes. For example, the last number of Robson Redux designs (including the 2015 design), force people to use the sidewalks and not feel the sense of reclaiming the street, even though there is no motorized traffic. The 2016 design should be on the sidewalks to leave the street for all active transportation modes. Note: If the seating areas were on sidewalks, it would make sense. Again, at times of day with lower pedestrian volumes, other active transportation modes should not have to dismount.

CARRIED UNANIMOUSLY

APPENDIX C: PUBLIC CONSULTATION

From March to June 2015, staff engaged stakeholders and the public through an extensive consultation process, which included:

- Two rounds of public open houses and community outreach events with 2,140 attendees;
- Two questionnaires with 535 respondents;
- Thirteen meetings, drop-in sessions and workshops with local business owners, residents and key stakeholders; and,
- Attending six City advisory committee meetings.

Overall, the public process has involved more than 2,900 participant contacts. (Note: this number includes some double-counting as participants may have attended multiple events).

Key stakeholders consulted with include business and property owners, West End BIA, Omunity, WEArts, Gordon Neighbourhood House, West End Seniors Network, Vancouver Pride Society, Vancouver Public Space Network, West End - Coal Harbour Community Policing Centre, Vancouver Police Department, Jim Deva's family and friends, and City advisory committees (LGBTQ2+ Advisory Committee, Active Transportation Policy Council, Seniors' Advisory Committee, and Persons with Disabilities Advisory Committee).

Public events were extensively advertised using letters, posters, postcards, emails, list-serv updates, website updates, tweets, site signs and newspaper advertisements.

See below for the complete list of public notification in Table 1 and all consultation events in Table 2.

Phase 1 - Issues and Opportunities (March 2015)

Goals

- Identify and confirm the issues and opportunities for the project.
- Focused engagement with local businesses and residents.

Overview

Staff held one-on-one meetings, drop-in sessions and a stakeholder meeting to engage local businesses, residents and key stakeholders to introduce the project scope and to identify and confirm the issues and opportunities in creating a permanent plaza on Bute Street south of Davie. Issues noted from the pilot project included plaza maintenance, inappropriate/illegal activities, and challenges for commercial vehicle access. It also highlighted opportunities for plaza programming and expanded patio spaces, key design considerations, opportunities to celebrate the local LGBTQ community and commemorate Jim Deva, and strong support for the mid-block crossing.

Feedback (issues and opportunities):

- **Lighting:** The plaza needs to be a bright, well-lit space, including both functional and decorative lighting.

- **Access and circulation:** Commercial vehicle access/circulation and access for certain residences was a challenge during the pilot plaza. Need to explore modifications to the transportation network to mitigate this with a permanent plaza.
- **Management and maintenance:** Permanent plaza needs to be better managed, maintained, and regulated than pilot plaza.
- **Programming:** Regular events are will help activate the plaza and make it feel safe.
- **Seating:** Needs to be accessible, but deter camping or sleeping in the space.
- **Patios:** Expanded patios would support local businesses and add eyes on the space.
- **Mid-block crossing:** Strong support for plan and location.
- **Bute Street, north of Davie:** Design theme/elements should reflect the design of the plaza.

Phase 2 - Conceptual Options (April 2015)

Goals

- Prepare three preliminary design concepts for the plaza and complementary design concepts for the other public space improvements.
- Present the preliminary design concepts for stakeholder and public input.

Overview

Three preliminary design concepts for the permanent plaza and complementary design concepts for the other public space improvements were presented at two public open houses in late April, attended by staff and the design consultant. Feedback was gathered through an online and hard-copy questionnaire.

The three plaza concepts shown were:

1. **Abstracted:** A free-form, organic design featuring tree branch-shaped benches, raised planting areas with tree uplighting, and a free-form overhead sculpture over the intersection.
2. **Linear:** A more formal design featuring straight lines and rectangular shapes, including two rows of seating, tables and planters clustered around the existing street trees, with a wider space in the centre of the plaza with overhead catenary lighting.
3. **Sinuous:** A curvilinear design featuring long, curving benches that wrap around and protect the existing street trees, circular planting areas, and a ring feature over the intersection.

Feedback

The feedback received through the questionnaire indicated a preference for Concept 1 "Abstracted", with 64 per cent of respondents supporting the design. Open ended responses indicated that the design should incorporate the tables, benches and overhead catenary lighting shown in Concept 2 "Linear". In addition, 54 per cent of questionnaire respondents supported the opening of the cul-de-sac at Burnaby Street to facilitate emergency access and

vehicle circulation. A detailed summary of the Phase 2 questionnaire responses can be found under the “documents” tab of the project webpage (vancouver.ca/heartofdavie).

Phase 3 - Preferred Option (May/June 2015)

Goals

- Select a preferred plaza concept and refine the design concept based on stakeholder and public input.
- Present the refined conceptual design for stakeholder and public input.

Overview

The preferred plaza concept “Abstracted” was revised to include elements of the “Linear” concept and other elements identified through the questionnaire feedback, and further refined with additional stakeholder input. The refined design concept for the permanent plaza and the other public space improvements was presented at two public open houses, attended by staff and the design consultant. Feedback was gathered through an online and hard-copy questionnaire. Additional consultation occurred at Pop-Up City Hall and the West End Strawberry Festival.

Feedback

Seventy-two per cent of questionnaire respondents supported the conceptual design for the plaza. In addition, the majority of respondents also supported the conceptual designs for Bute Street north of Davie (64 per cent support), Bute Street south of the plaza to Burnaby Street (64 per cent support), the mid-block crossing (67 per cent support), and the general traffic circulation and access plans (54 per cent support). Responses to questions about programming indicated a high level of support for frequent and varied programming and events.

Throughout the consultation process, a common theme was concern about the recurrence of some of the negative behaviours which were associated with the pilot plaza, and the need for a comprehensive plaza management strategy to regulate, maintain, and program the space and ensure it is a safe, comfortable and inclusive gathering space.

A detailed summary of the Phase 3 questionnaire responses can be found under the “documents” tab of the project webpage (vancouver.ca/heartofdavie).

Phase 4 - Conceptual Design to Council (June/July 2015)

Goals

- Prepare Council report and present the refined conceptual design to Council for approval to proceed with detailed design.

Overview

Staff held meetings with key stakeholders, including local businesses, to provide an update on the project, answer questions about the conceptual design, and clarify next steps.

Table 1: Public Notification

Targeted Notification	Date	Recipients	Letter	Email / E-Newsletter	Postcards	Posters
Letter - Drop-in sessions invitation to local businesses/residents	March 23, 2015	100	X			
Email - West End Elementary Schools Email List Advertisement	April 15, 2015	154		X		
Email - West End Listserve - West End Plan Update: Newsletter #3	April 15, 2015	460		X		
Postcards - Open House Invitation Postcards - unaddressed admail	April 15, 2015	4900			X	
Posters - Davie Village Public Space Improvements Invitation	April 15, 2015	21				X
Posters - West End Implementation Newsletter advertisement	April 15, 2015	21				X
Posters - drop-offs to Davie Businesses	April 17, 2015	100				X
Postcards - drop-offs to Davie Businesses	April 18, 2015	100			X	
Email - Gordon Neighbourhood House E-Newsletter Advertisement	April 20, 2015	3000		X		
Email - West End Listserve - Reminder re: questionnaire	May 5, 2015	460		X		
Email - West End Listserve - West End Plan Update: Newsletter #4	May 28, 2015	460		X		
Postcards - Open House Invitation Postcards	May 29, 2015	500			X	
Posters - Davie Village Public Space Improvements Invitation	May 29, 2015	210				X
Posters - West End Implementation Newsletter advertisement	May 29, 2015	40				X
Email - West End Listserve - Reminder re: questionnaire	June 8, 2015	526		X		
Email - Gordon Neighbourhood House E-Newsletter Advertisement	June 10, 2015	3000		X		

14052	1	7	3	5
Total Recipients	Total of each form of notification			
	100	8060	5500	392
	Total recipients of each form of notification			

General Notification	Date	Notes
Website - New Heart of Davie Public Space Improvements webpage	April 14, 2015	New webpage + updates to West End webpage
Newspaper Advertisement - West Ender	April 16, 2015	Est. circulation - 53,671 weekly
Newspaper Advertisement - Georgia Straight	April 16, 2015	Est. circulation - 106,251 weekly
Site Signs - 2x3 signs with project description and changeable date section	April 20, 2015	Panel updated twice with event dates
Tweets - Daily re: Upcoming Open Houses	April 18-28, 2015	15 tweets to 662 followers
Newspaper Advertisement - West Ender	May 28, 2015	Est. circulation - 53,671 weekly
Newspaper Advertisement - Georgia Straight	May 28, 2015	Est. circulation - 106,251 weekly
Tweets - Daily re: Upcoming Open Houses	June 3-13, 2015	12 tweets to 695 followers

Table 2: Public and Stakeholder Consultation Events

Event	Date	Number of Participants	One-on-one meeting	Drop-in Session	Stakeholder Workshop	Advisory Committee	Public Open House	Other Community Outreach	Questionnaire
Phase 1 – Confirm Issues and Opportunities (March 2015)									
Meeting with WEBIA	February 25, 2015	1	X						
Meeting with Local Business	March 16, 2015	2	X						
Meeting with Local Business	March 16, 2015	1	X						
Short discussions / invitations with Davie Village businesses	March 18, 2015	50	X						
Short discussions / invitations with Davie Village businesses	March 20, 2015	50	X						
Business / Resident Drop-in Session	March 25, 2015	10		X					
Business / Resident Drop-in Session	March 26, 2015	8		X					
Issues and Opportunities Stakeholder Workshop	March 31, 2015	8			X				
Phase 2 – Prepare Conceptual Design Options (April 2015)									
LGBTQ2+ Advisory Committee Meeting	April 23, 2015	20				X			
Preliminary Design Concepts Open House	April 25, 2015	522					X		
Preliminary Design Concepts Open House	April 27, 2015	90					X		
Preliminary Design Concepts Questionnaire	April 25 - May 8, 2015	299							X
Phase 3 – Identify Preferred Design Option (May / June 2015)									
Jim Deva / LGBTQ2+ Celebration Stakeholder Workshop	May 6, 2015	10			X				
Active Transportation Policy Council Meeting	May 6, 2015	8				X			
Civic Asset Naming Committee Meeting	May 11, 2015	10				X			
Seniors Advisory Committee Meeting	May 15, 2015	8				X			
Meeting with Local Business and Property Owner	May 20, 2015	2	X						
Refined Design Concept Stakeholder Meeting	June 4, 2015	12			X				
Refined Design Concept Open House	June 4, 2015	452					X		
Refined Design Concept Open House	June 6, 2015	484					X		
Refined Design Concept Questionnaire	June 4 - June 14, 2015	236							X
Pop-up City Hall	June 11, 2015	70						X	
West End Strawberry Festival	June 13, 2015	522						X	
Phase 4 – Conceptual Design to Council (June / July 2015)									
Meeting - Regulation and Enforcement	June 16, 2015	2	X						
LGBTQ2+ Advisory Committee Meeting	June 18, 2015	15				X			
Programming and Management Model Stakeholder Meeting	June 23, 2015	13			X				
Persons with Disabilities Advisory Committee Meeting	June 25, 2015	15				X			
2920			7	2	4	6	4	2	2
Total Participants			Total events of each form of outreach						
108			18	43	76	1548	592	535	
Total participants of each form of outreach									

APPENDIX D: PLAZA MANAGEMENT STRATEGY

Guiding Principles

1. The plaza should be clean, safe and well-lit with a sense of security in the space any time of day or night.
2. Programming, events, public art and educational elements should reflect the local community, including recognition of the LGBTQ community and Jim Deva's life and legacy.
3. The plaza should have a balance of active and passive experiences, and should draw people in when it is not programmed with a dynamic mix of people watching, eating, resting, learning and respite from the intensity of Davie Street.
4. The plaza should be an inclusive, welcoming and inviting destination in the West End for residents, workers and visitors of all ages and abilities, and should be public space at all times with no fees charged to get in.
5. Plaza management and programming should continually provide for active transportation modes to be able to travel through the space safely and considerately, with people cycling slowly or walking as appropriate for the intensity of gathering and activity.
6. Adjacent businesses should spillover into the edges of the plaza as part of its animation and sense of security.
7. The community should feel a sense of pride and ownership over the plaza.
8. Programs and installations in the plaza should be selected with the advice of a jury or committee to ensure high levels of quality, local content and creativity.
9. Plaza management and programming should be coordinated and supported by adequate organizational capacity, sustainable funding, and a governance structure.
10. The plaza should have supportive infrastructure and a streamlined licensing/permitting process to make it easy and accessible for community groups to book and host events.
11. The management model for the plaza should be viewed as a pilot project for other Downtown community plazas and be open to experimentation and change.

Plaza Programming

Types of programming proposed include:

- Art market / night market / seasonal market;
- Games Night;
- Speaker's corner busker / musician;
- Bubble machine / popcorn machine;
- Pride events, e.g. pancake breakfast, festival stage; and,
- Children's pop-up play.

The space will be designed in a flexible manner with infrastructure to support a range of programming, events and activities. Movable chairs and tables are also part of the plaza concept. The intent is to create a space that can be easily programmed and used in a variety of ways that support social interaction, walking and slow cycling.

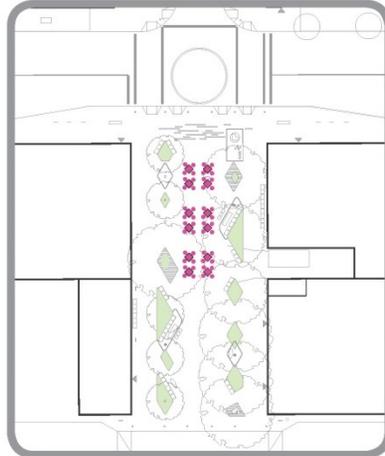
Relevant management issues include:

- Access to supportive infrastructure, such as electrical kiosks and storage;
- Scheduling of programming and events;
- Application/permitting process for programming and events (ranging from impromptu, low-scale activities to large-scale special events);
- Movable chairs and tables; and,
- Expanded patios for adjacent businesses.

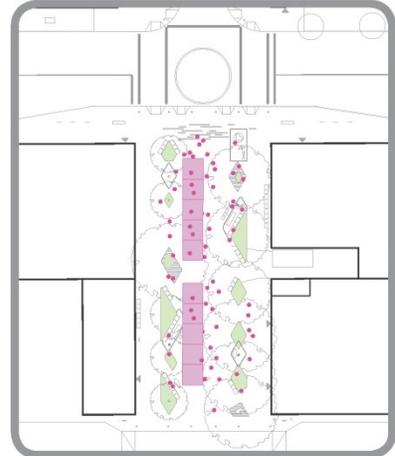
Examples of Potential Plaza Programming



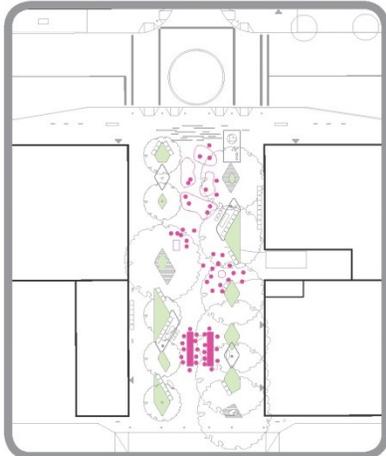
Speaker's Corner / Busker
• 12 - 20 people in the audience, in each location



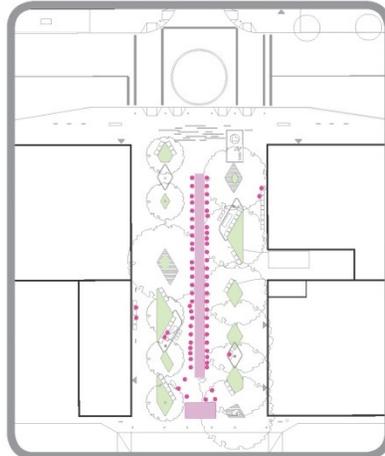
Games Night - Bingo and Board Games
• 4-16 tables, 16-64 people



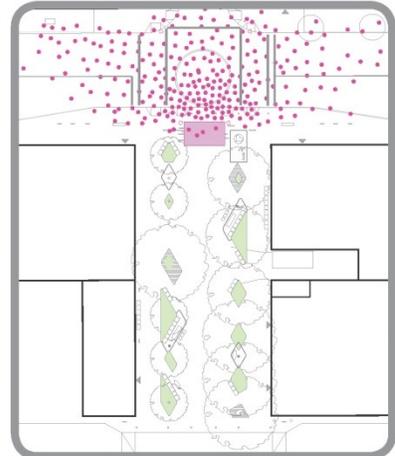
Art Market / Antique Market / Night Market
• 10 stalls, 20 artists, 100 people
• May expand to North block



Children's Pop-up Play
• Chalk party, popcorn cart, bubble machine, storyteller, hula hoop day, roll-out games, crafts
• 30-40 kids + associated grown-ups



Pride Pancake Breakfast / Community Dinner
• 80 foot table + servery / food carts
• 50-100 people



Festival Stage - Vancouver Pride / Davie Day
• Full street closure
• Hundreds of people