



# WEST END

CITY OF VANCOUVER

West End Community Plan

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

# 1 INTRODUCTION

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

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

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

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



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

# 2 PLAN PRINCIPLES

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

## Principle 1

Achieve a green, environmentally sustainable urban pattern.

## Principle 2

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

## Principle 3

Foster a robust, resilient economy.

## Principle 4

Enhance culture, heritage and creativity in the city.

## Principle 5

Provide and support a range of sustainable transportation options.

## Principle 6

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

## Principle 7

Foster resilient, sustainable, safe and healthy communities.



West End Boundary

Burrard Inlet

Stanley Park

English Bay



West End

West Georgia Street

Coal Harbour

Triangle West

Central Business District

Gastown

Chinatown

Burrard Street

Downtown South

Northeast False Creek

Burrard Bridge

Yaletown

False Creek North

Granville Bridge

Cambie Bridge

False Creek

Southeast False Creek

Kitsilano

# 3 COMMUNITY CONTEXT

## Introduction

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

The West End is situated between West Georgia Street, Burrard Street, Stanley Park and English Bay. It includes the Davie Village – traditionally

a hub for the city's lesbian, gay, bisexual, transgender, and queer (LGBTQ) community – and Denman Street, which together provide local shopping, services and restaurants. This area also has high-end retail on Robson and Alberni Streets. The green, leafy residential streets and the diversity of building forms and architectural styles are defining elements of the West End's distinctive character.

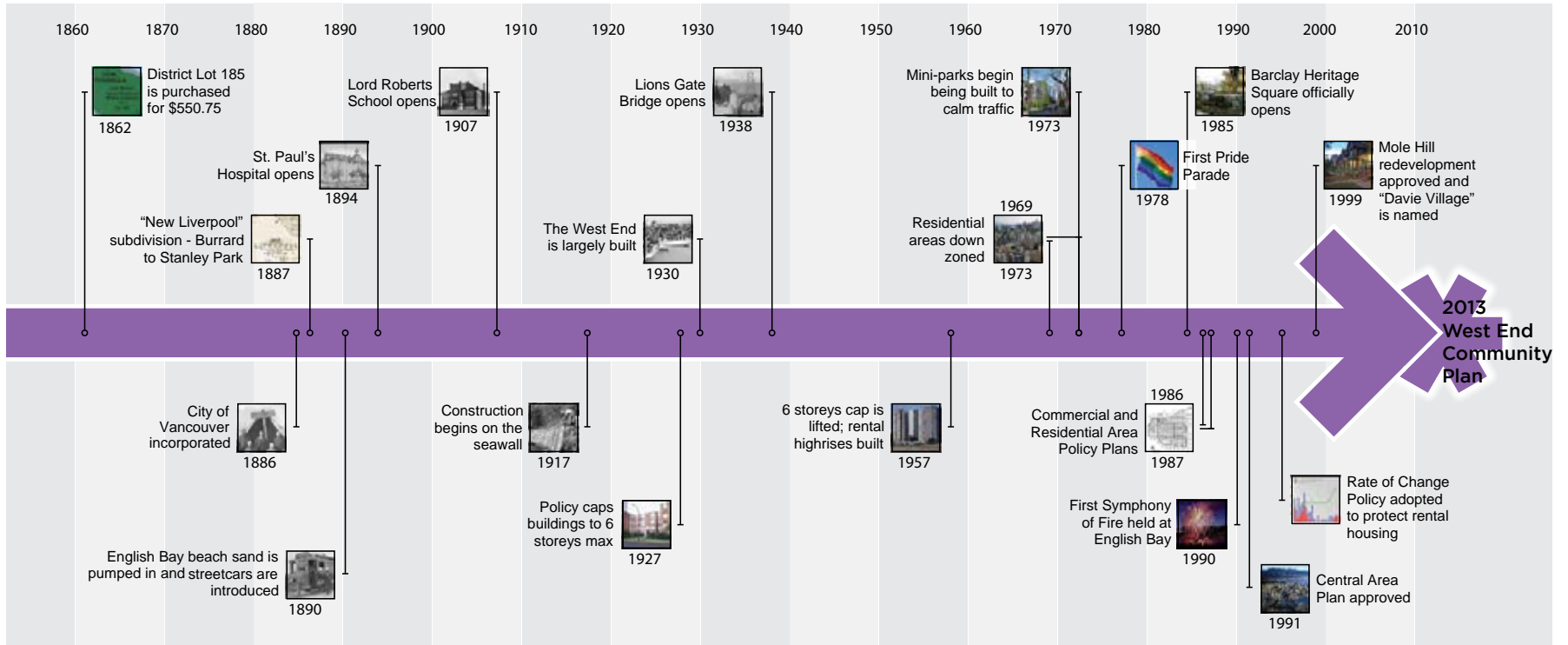
The community has around 45,000 residents, 23,000 jobs, and millions of annual visitors.



Nelson Park, looking east



Figure 3.1: Key Moments in the History of the West End



## People

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

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

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

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

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

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

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



Denman Street at night

Figure 3.3: West End Age Profile (2011)

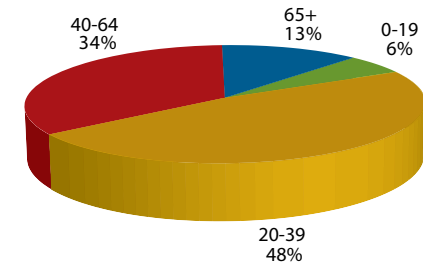
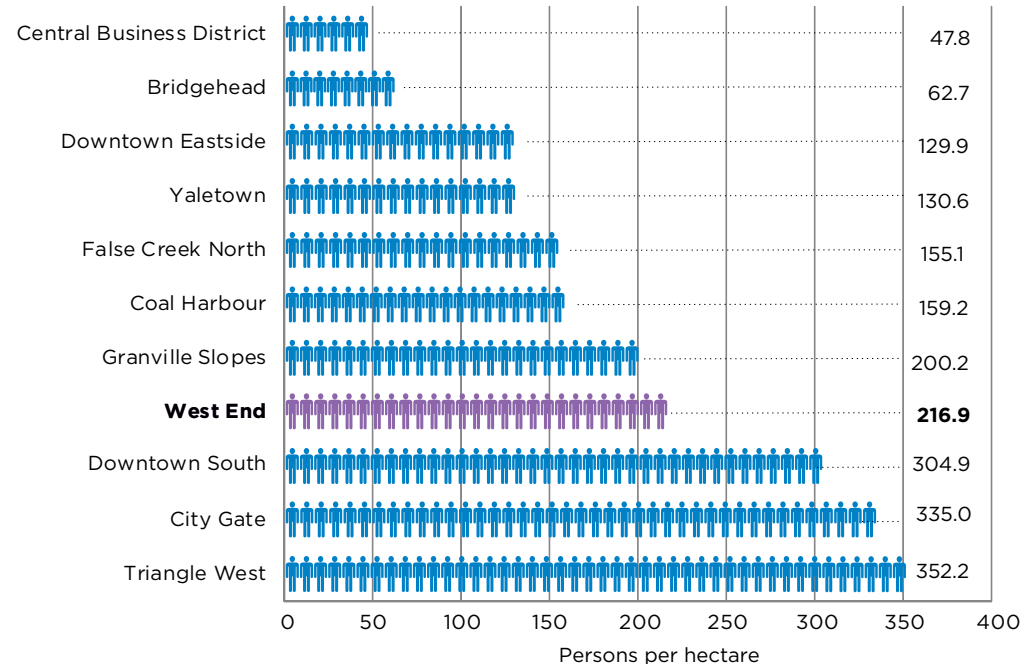


Figure 3.4: Density of Children by Community (2011)

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

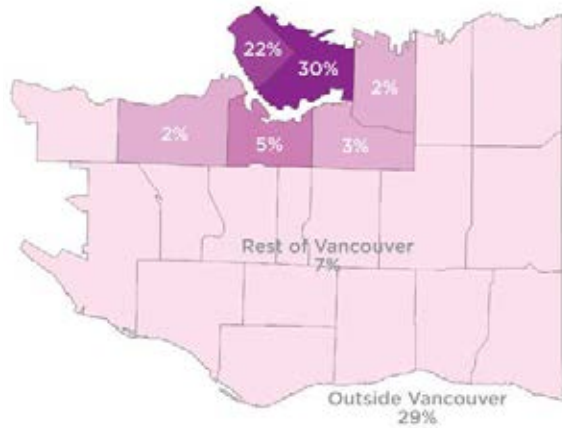
Figure 3.2: Population Density by Downtown Neighbourhood (2011)



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

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

Figure 3.5: West End Residents' Location of Employment



## Evolution of Built Form

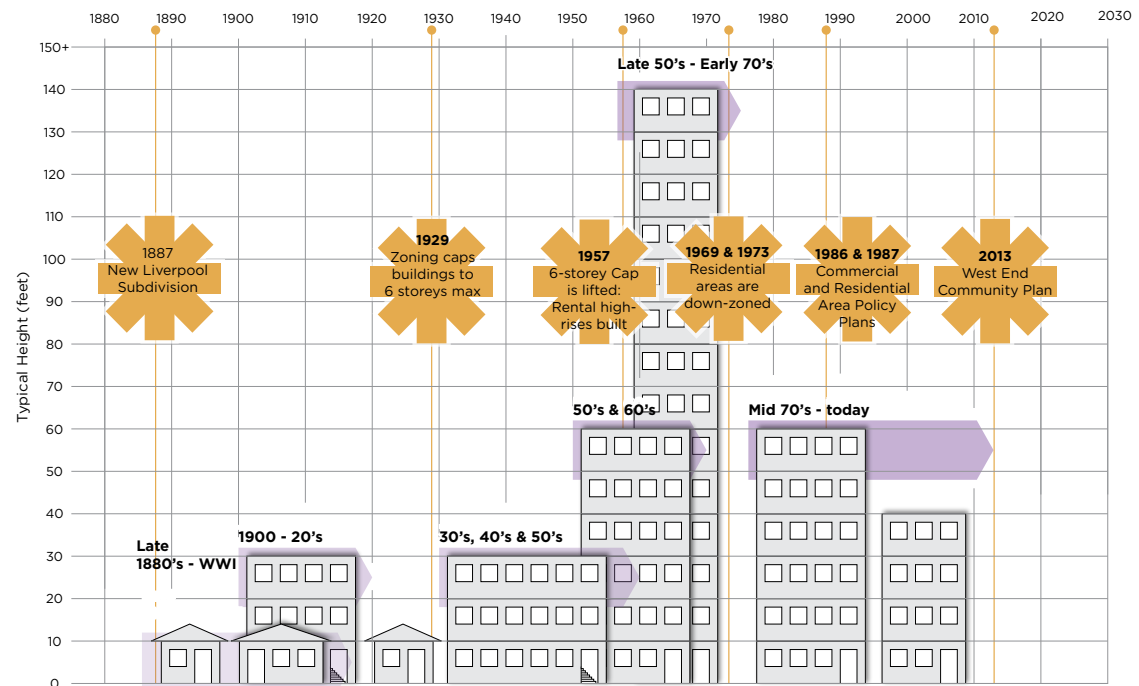
The West End has a wide variety of buildings resulting from the different phases of development as the community evolved.

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

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

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

Figure 3.6: Evolution of Built Form in the West End



## Overview of Key Planning Themes

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

### Neighbourhood Character

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



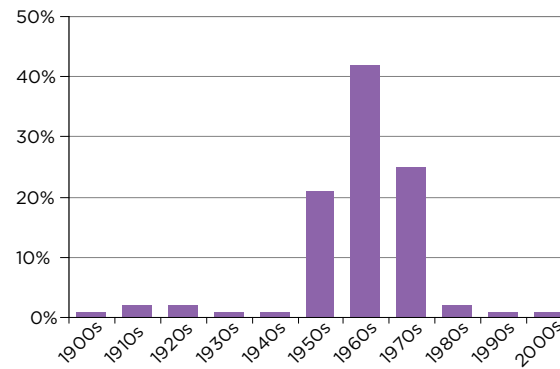
Restaurant on Haro Street

### Housing

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

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

Figure 3.7: Market Rental Units - Year of Construction

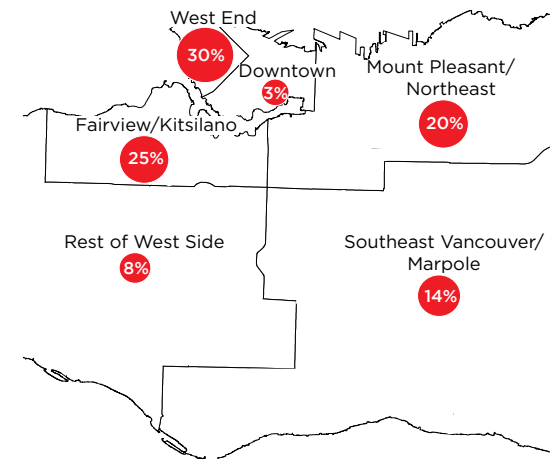


### Local Economy

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

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

Figure 3.8: Share of Purpose-Built Market Rental Housing by Area (2009)



### Heritage

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

### Transportation and Parking

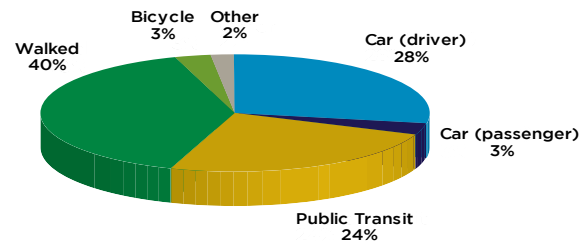
Currently the West End has the highest walk to work mode share of any neighbourhood in the city (40% walk to work). However, given the proximity to the Central Business District, neighbourhood shopping and entertainment streets, and local amenities, this could be improved. Residents and businesses alike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

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

### Public Facilities

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

Figure 3.9: West End Residents - Journey to Work Mode Share (2006)



Community shuttle bus on Davie Street



Burrard Street in 1914 - looking southwest from near Davie Street  
(Credit: City of Vancouver Archives, LNG 1230: Photographer 12)



Volunteers painting a street mural on Cardero Street, between Comox and Nelson Streets

# 4 PLAN PROCESS

## Path to a Community Plan

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

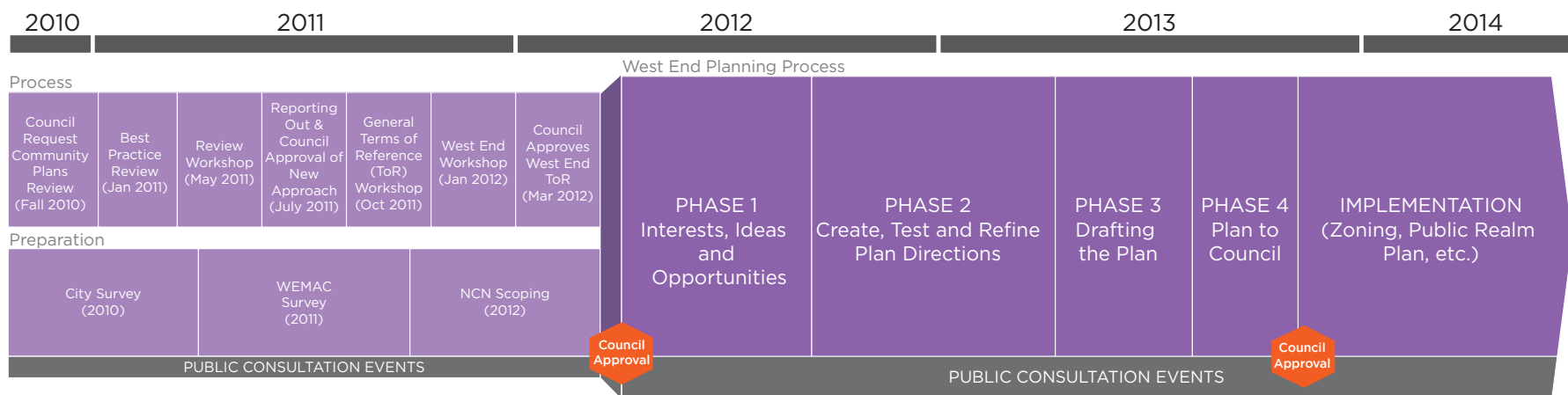
In July 2011, Council directed City staff to begin a community planning process in the West End. WEMAC was dissolved in late 2011 prior to the launch of the West End community process in April 2012.

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

The following priorities emerged from the two surveys and an initial stakeholder workshop, and were explored in the planning process: Housing; Transportation and Parking; Neighbourhood Character; Local Economy; and Heritage (see 3.0 Community Context).

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

Figure 4.1: West End Planning Process





## West End Planning Process

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

### Phase 1 – Values

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

### Phase 2 – Plan Directions

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

### Phase 3 – Drafting the Plan

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

### Phase 4 – Plan to Council

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

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

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

## Consultation and Outreach

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

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

A wide range of consultation and outreach activities and events was used throughout the planning process to involve individuals and organizations in a variety of ways. For example, community circles brought together groups of friends, neighbours and business owners to explore planning issues and generate ideas for the plan. A number of workshops and mapping sessions involved children, youth and seniors. Questionnaires were used to identify key ideas, issues and opportunities for the plan, and to confirm and refine the plan directions. Partnerships with community groups, BIAs and other organizations helped maximize the effectiveness of outreach and consultation. (See pages 19 and 20 for images from the West End Photo Competition and the West End Youth Art Jam.)

Overall, staff made particular efforts to engage with the community and explore issues and ideas by being out and about in the West End, through “walkshops”, walking tours, an Ideas Fair, attending numerous community events, and other approaches. “Action While Planning” pilot projects allowed people to experience the potential of various public space improvements.



Multicultural community circle (Credit: Vicky Albarracin)



Local food systems workshop



Davie Street “walkshop” (Credit: Neil Aspinall)



West End Ideas Fair at Strawberry Festival



Asset mapping session with children



Outreach at West End Farmers Market

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

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

## Core Community Values

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

### Diversity

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

### Villages

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

### Green and Leafy

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

### Walkability

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

### Culture

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

### Public Facilities (Recreational and Community Facilities)

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

## Action While Planning

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

Examples of Action While Planning projects:

### Urban Pasture

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

### Cardero Street Mural

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

### Pedestrian Safety Improvements

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

### Davie Village Rainbow Crosswalks

In July 2013, to mark the “Heart of Davie Village”, permanent rainbow crosswalks were painted at the intersection of Davie and Bute Streets to celebrate the 35th anniversary of Pride and

to mark the historical and cultural importance of the Davie Village. The eight colour rainbow scheme reflects the original Pride flag colours from 1978, symbolizing diversity and inclusivity, characteristics that help define the community.

### Heart of Davie Village Plaza

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

### Removal of Rush Hour Parking Regulations

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



Urban Pasture Parklet on Robson Street (Credit: Paul Krueger)



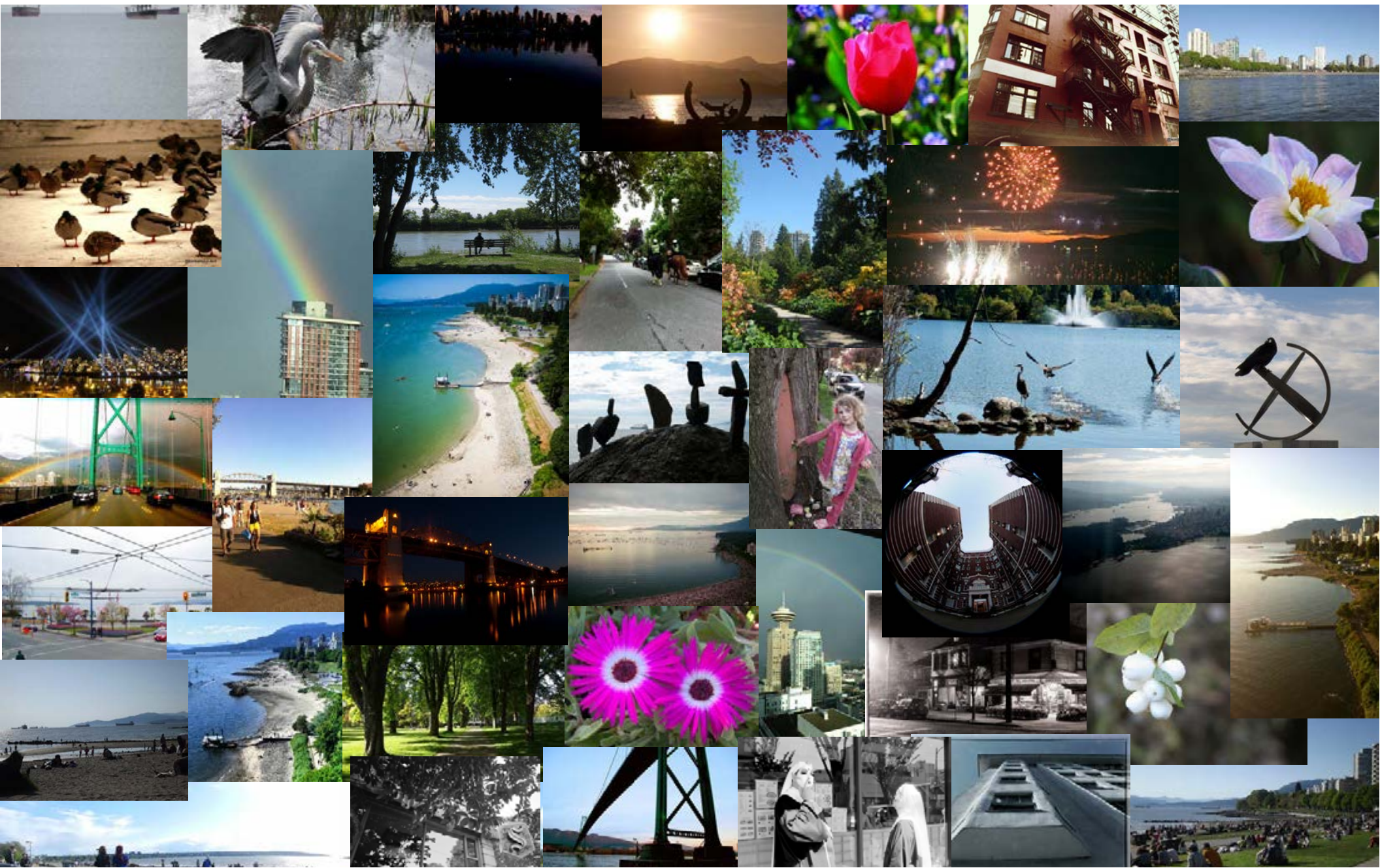
Volunteers paint picnic tables in Heart of Davie Village Plaza



Volunteers paint a street mural on Cardero Street (Credit: Justine Aaron)



Permanent rainbow crosswalks at Davie and Bute Streets



Selection of photographs submitted to the West End Photo Competition, held during Phase 1 of the planning process



Youth Art  
Jam  
-  
2013



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

# 5 PLAN SUMMARY

## Vision

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



Mini-park on Bute Street south of Haro Street



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

## Plan Summary

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

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

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

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

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

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

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

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

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



"Jasper" by John Clement



Pedestrians at Burrard and Robson Streets





Davie Street, looking northwest towards English Bay

# 6 BUILT FORM GUIDELINES

## Introduction

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

The guidelines are organized in the following way:

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

In addition to the built form principles and guidelines, the City currently requires all new buildings to achieve a high level of sustainability.

**See 15.3 Green Building Design** of this plan and the City's Green Building and Green Rezoning Policies for more information.

## Built Form Principles

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

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

### Seven Built Form Guiding Principles

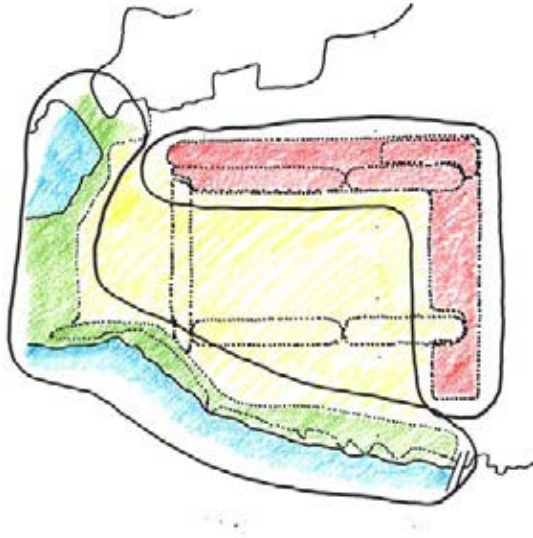
#### Reinforce the Dome-Shaped Skyline

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



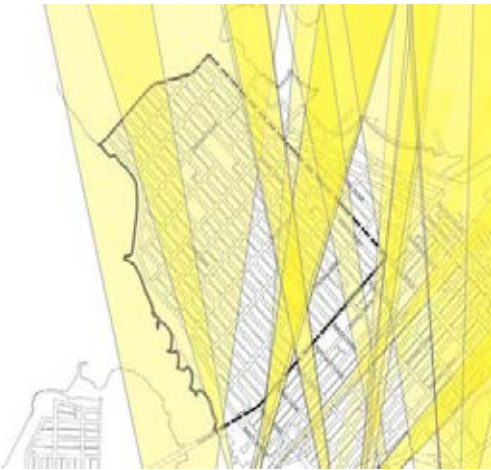
### Strengthen the Urban Frame

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



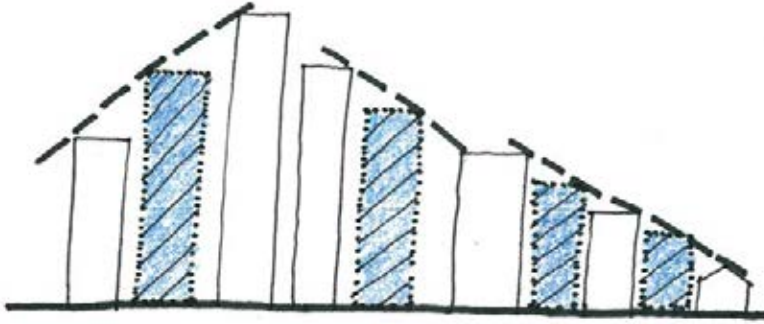
### Adhere to Prevailing View Corridors

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



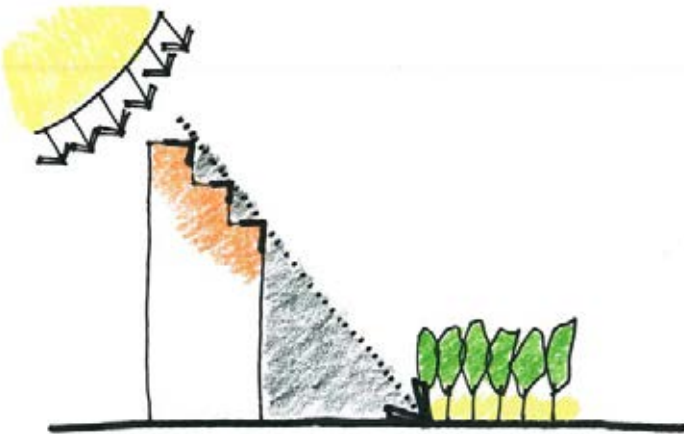
### Recognize Transitional Role in Form and Scale

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



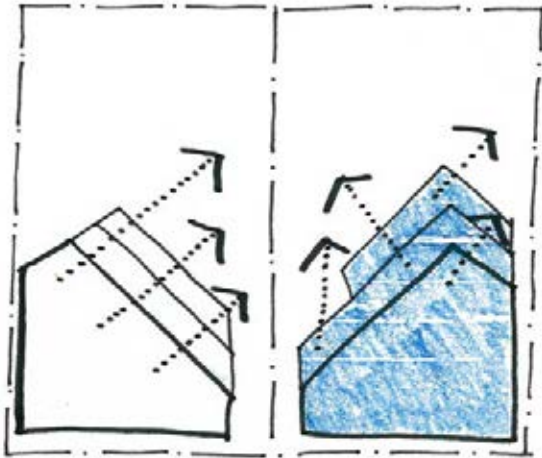
### Demonstrate Shadowing Performance

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



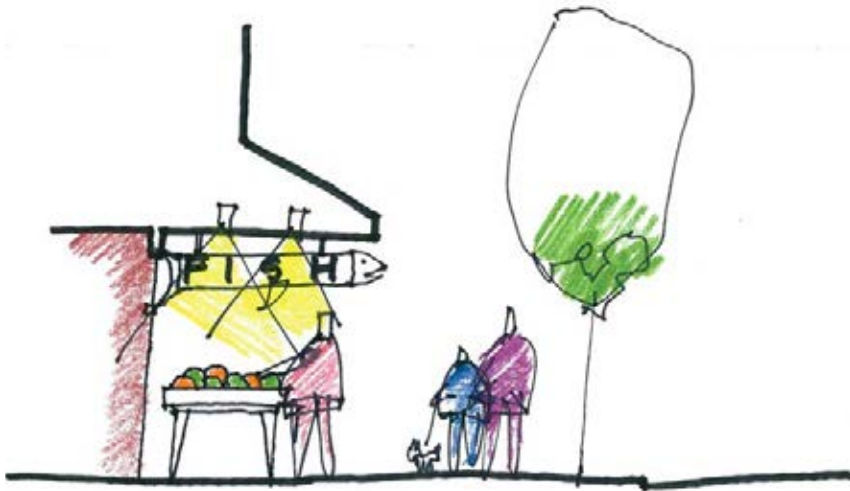
### Responsive Form to Private Views

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



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

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



Urban Pasture Parklet on Robson Street west of Burrard Street





Nelson Park, Mole Hill, and Nelson Plateau Neighbourhood

# 7 PLACES

## Introduction

The West End is a mixed community with a variety of homes, local businesses, and community amenities. The land use pattern has evolved since the first plans for the City of New Liverpool (what became the West End) were sketched up in the mid-1860s. Land use and built form continued to transform the West End as it transitioned from a primarily single-family community in the late 19th century to today's vibrant, high density community. The plan approach considers the varied context and character of the neighbourhoods and sub-areas within the West End.

## A Community of Distinct Character Areas

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

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

## How This Chapter Works

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

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

For additional guidance with respect to building form, see **6.0 Built Form Guidelines**.



Figure 7.1: West End Character Areas

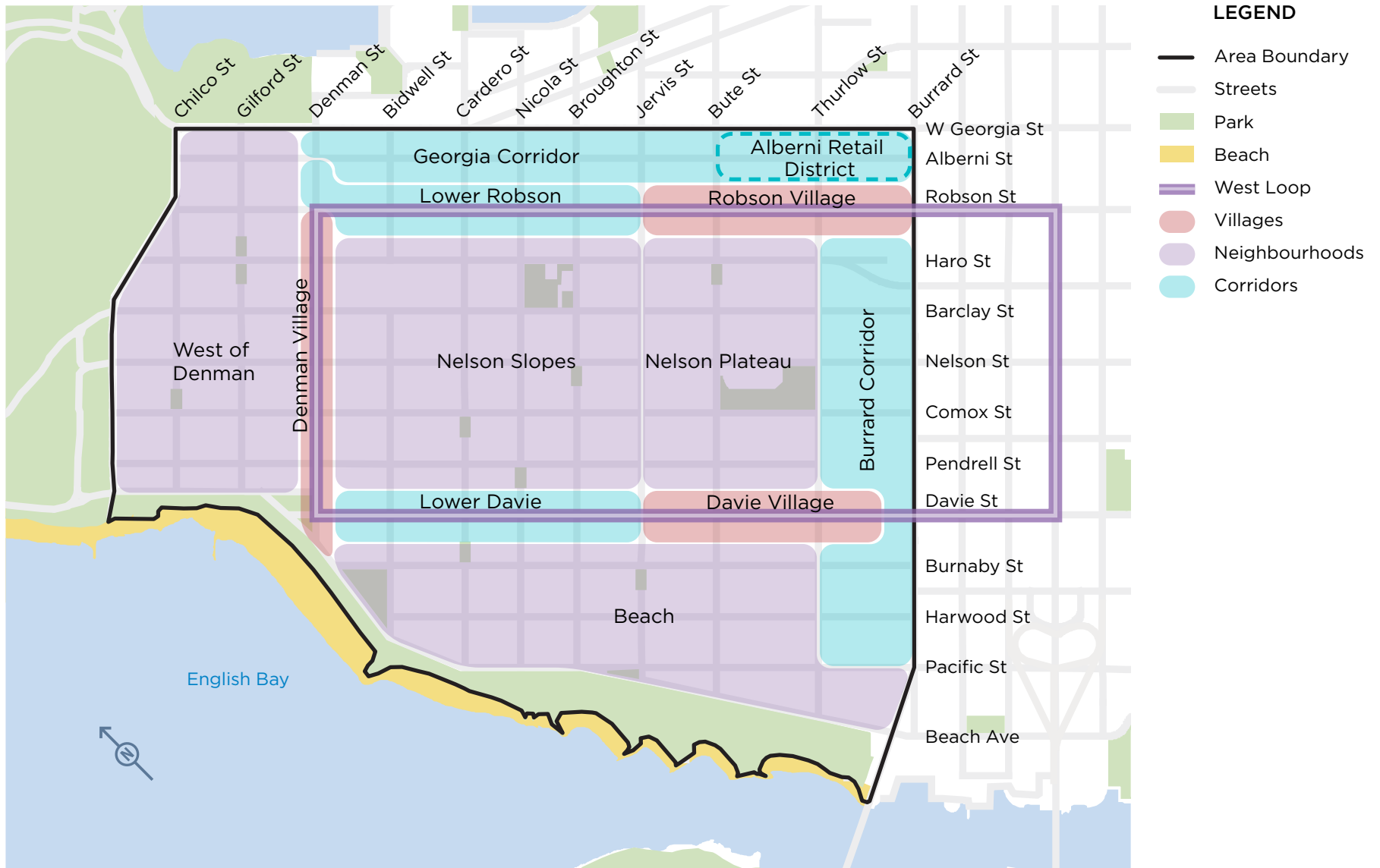
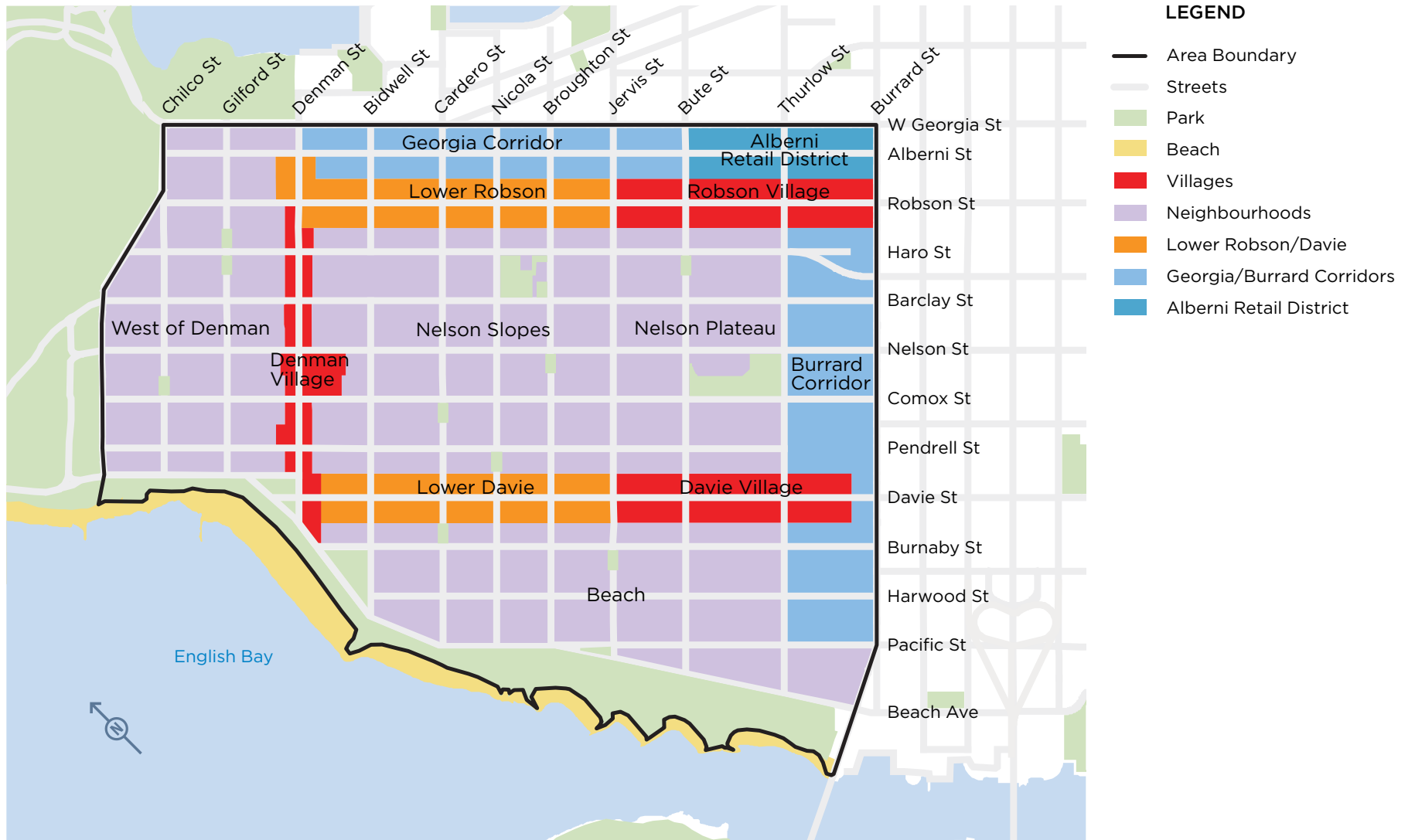


Figure 7.2: West End Sub-Areas



# 7.1 VILLAGES

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

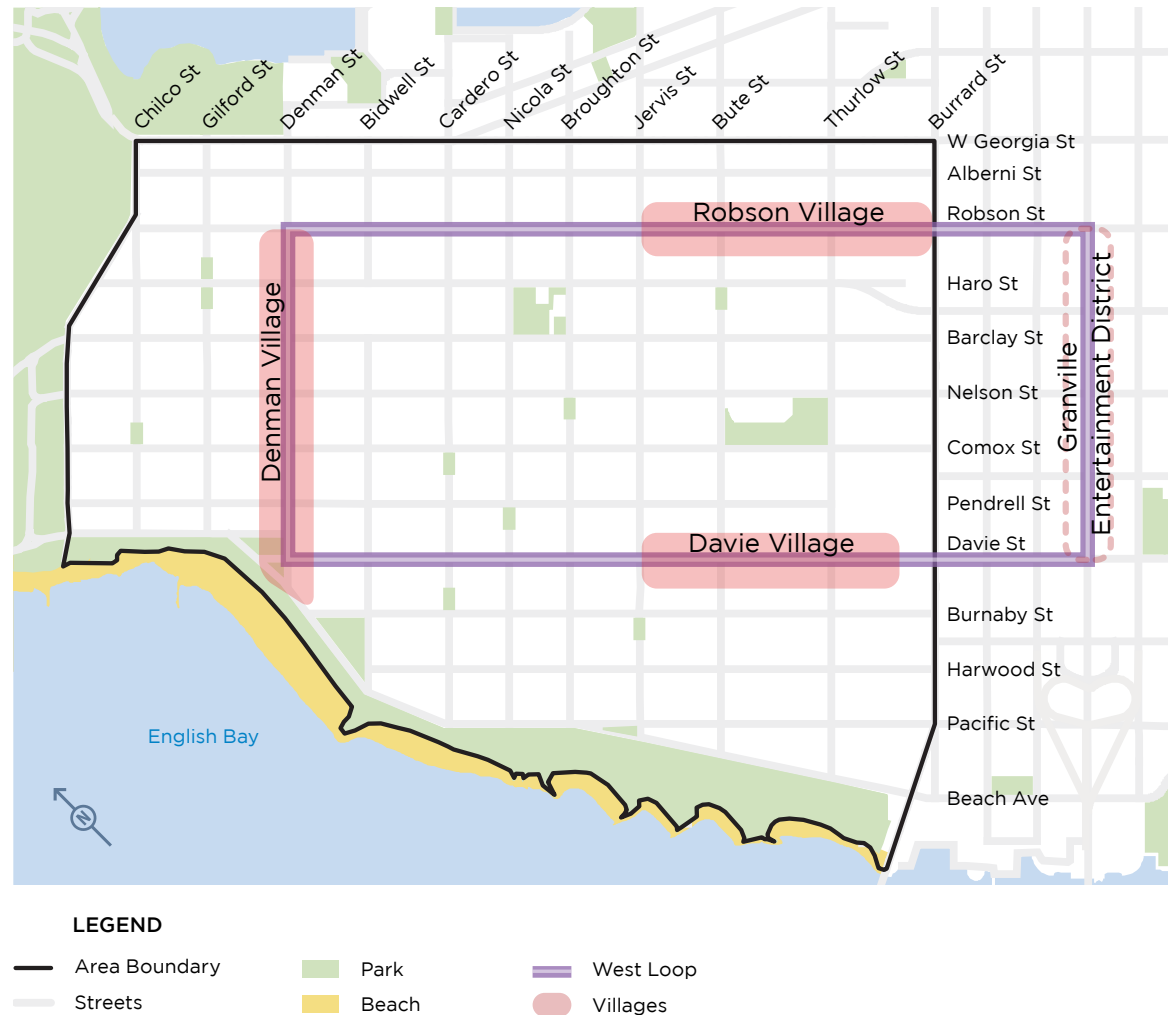
## Overall Directions

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



Robson Village

Figure 7.3: West End Villages



## 7.1.1 Robson Village

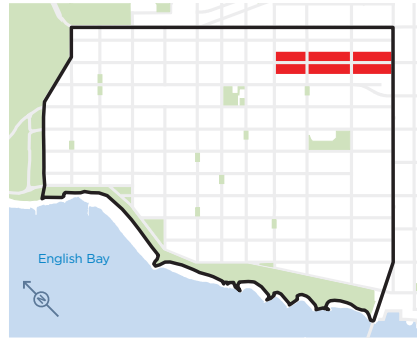
### Character

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

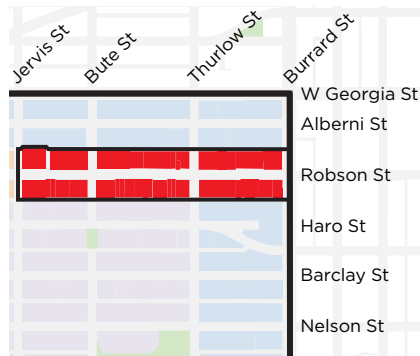
Robson Village will be strengthened as a regional shopping and entertainment district.

### Policies

- Strengthen as a regional shopping and entertainment district with continuous active commercial frontages, weather protection, patios in building setback areas, and roof decks.
- Building heights: up to 21.3 metres (70 feet)\*.
- Density: up to 3.0 FSR\*.
- Limit residential development to ensure vibrancy at all times of the day.
- Increase allowable commercial uses (e.g., offices and boutique hotels).
- Retain and enhance the lower scale buildings through reinvestment and façade improvements.
- Sculpt built form to maximize sunlight on the sidewalks, particularly during the afternoon and early evening when Robson Village is busiest.
- Ensure buildings provide visual interest and a comfortable atmosphere with large transparent windows, narrow frontages and canopies or awnings.
- Review and improve City permit processes for small business improvements or upgrades to support local business viability.



Location of Robson Village in the West End

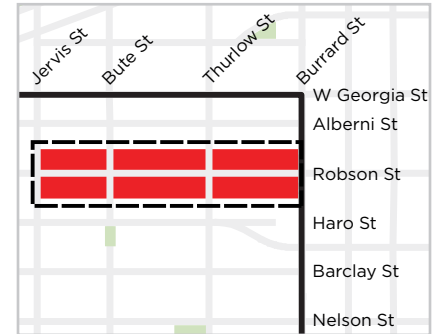


Robson Village sub-area

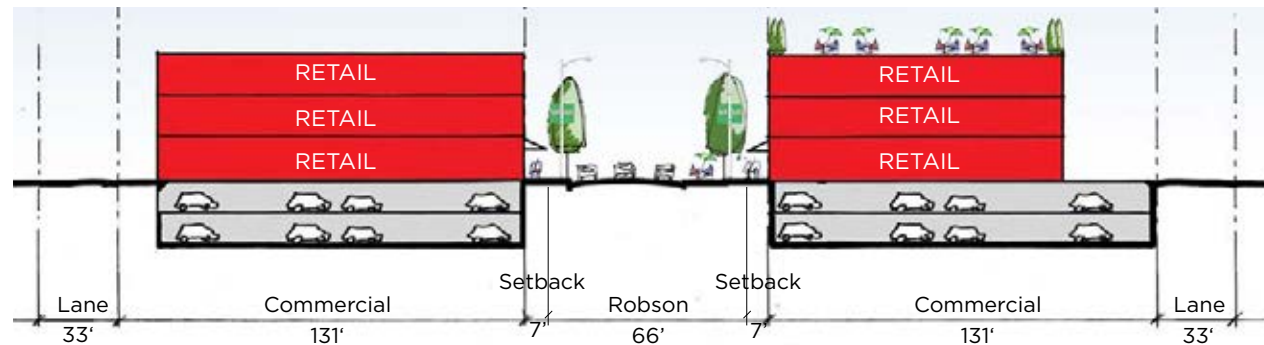


North side of Robson Street east of Thurlow Street

### Building Height and Density



\*Building height and density policy only applies to area indicated on this map

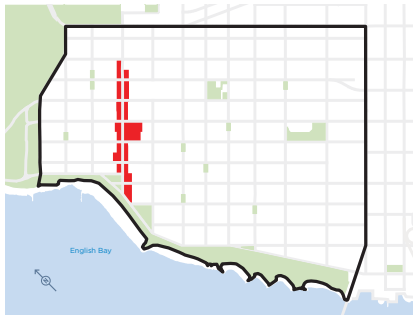


Robson Village: typical section

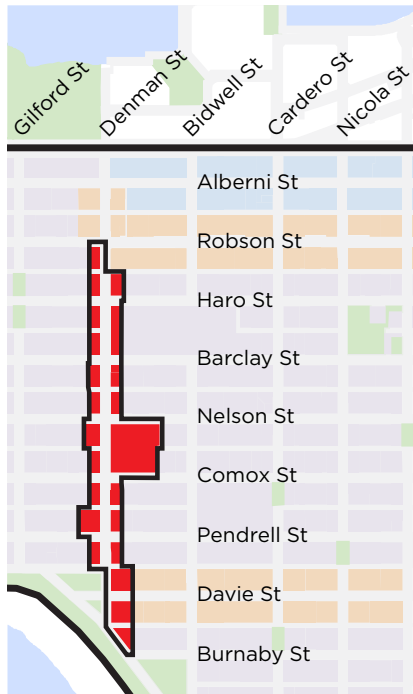


Conceptual illustration of Robson Village between Thurlow and Bute Streets, looking northwest, showing potential public realm enhancements, roof decks, and infill housing along the adjacent laneway. (See also Sections 7.2.1: Laneways 2.0, 9.1: Walking, 10.2: Commercial Streets, and 10.3: Plazas and Parklets.)

## 7.1.2 Denman Village



Location of Denman Village in the West End



Denman Village sub-area

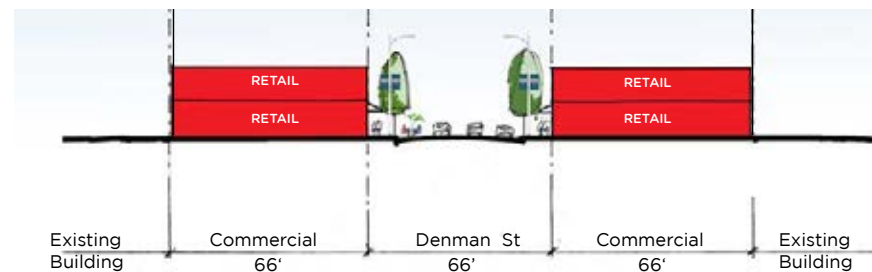
### Character

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

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

### Policies

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

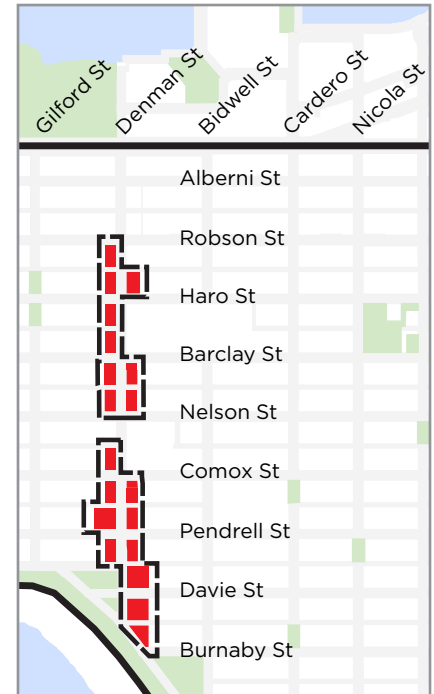


Denman Village: typical section



Denman Street at Davie, looking northeast

### Building Height and Density



\*Building height and density policy only applies to area indicated on this map

### 7.1.3 Davie Village

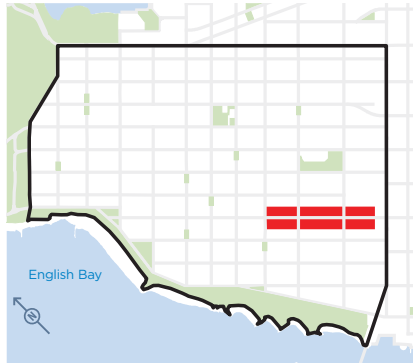
#### Character

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

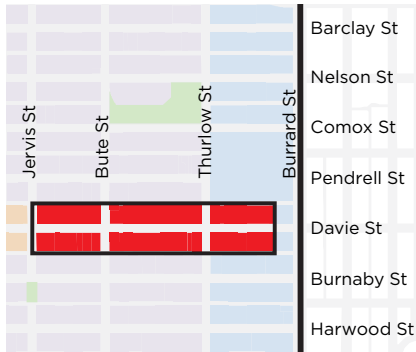
Davie Village will be strengthened and enhanced as an area for local business and nightlife. Its distinct flavour as the gay village will be recognized and celebrated through the use of colour and lighting, and enhanced as a space for local celebration, events, and gathering. Community events and programming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

#### Policies

- Strengthen as a local business and nightlife area with continuous active commercial frontages, weather protection, and patios in building setback areas and on rooftops.
- Building heights: up to 18.3 metres (60 feet)\*.
- Density: up to 2.2 FSR\*.
- Limit residential development to ensure vibrancy at all times of the day.
- Increase allowable commercial uses (e.g., offices and boutique hotels).
- Enhance Davie Village's distinctive character as a hub for the LGBTQ community through the use of colour and lighting, and as a space for nightlife, celebration, events, gathering and community programming.
- Retain and enhance the lower scale buildings through reinvestment and façade improvements.
- Allow commercial and community facilities/spaces above the first floor level.
- Sculpt built form to maximize sunlight on the sidewalks, particularly during the afternoon and early evening when Davie Village is busiest.
- Ensure buildings provide visual interest and a comfortable atmosphere with large transparent windows, narrow frontages and canopies or awnings.
- Review and improve City permit processes for small business improvements or upgrades to support local business viability.



Location of Davie Village in the West End

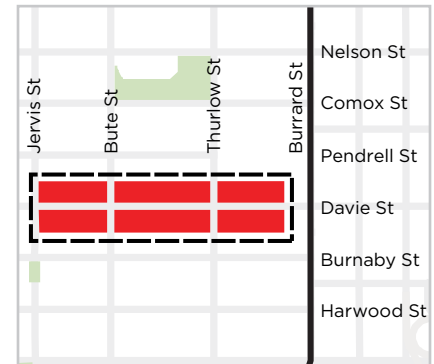


Davie Village sub-area



Davie at Bute Street, looking north

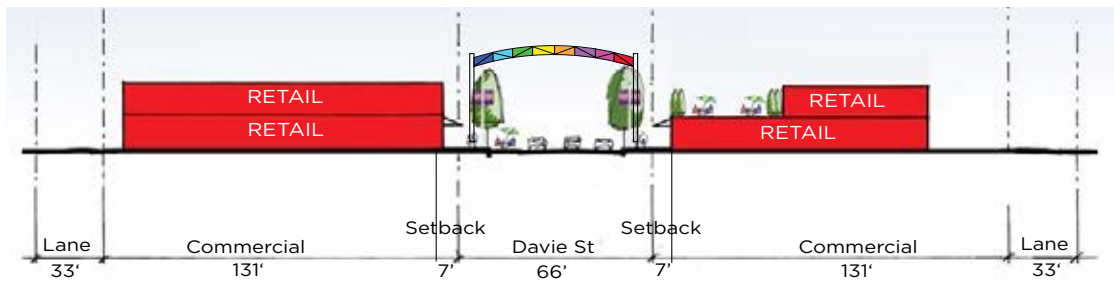
#### Building Height and Density



\*Building height and density policy only applies to area indicated on this map



Conceptual illustration of Davie and Bute Streets (the "heart" of Davie Village), looking northwest, showing potential public realm enhancements and roof decks. (See also 9.1 Walking, 10.2 Commercial Streets, and 10.3 Plazas and Parklets.)



Davie Village: typical section





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

# 7.2 NEIGHBOURHOODS

## Character

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

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

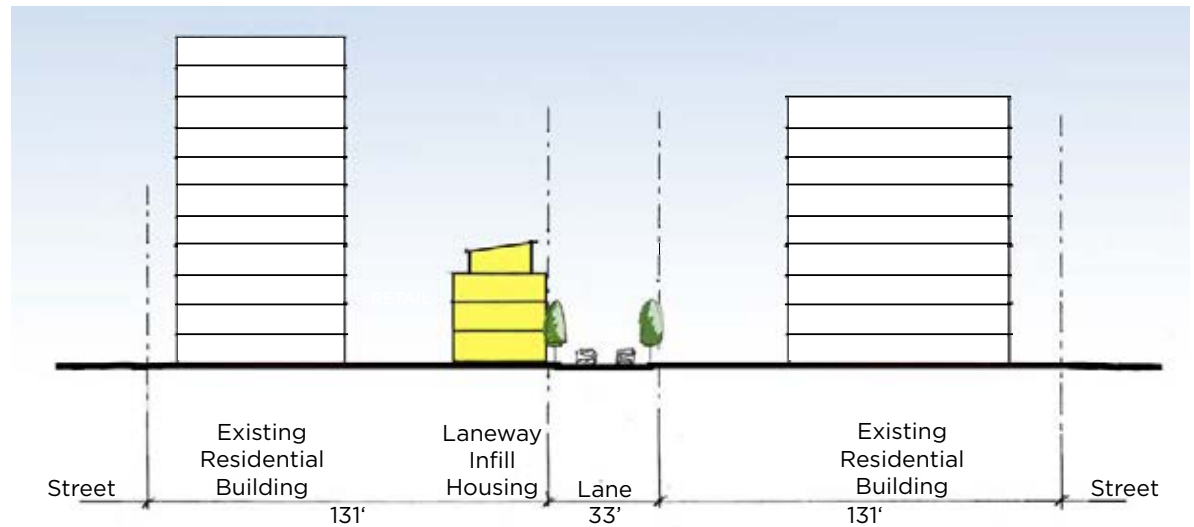
## Policies

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

- Recognize and respect the West End character by:
  - Ensuring green, landscaped building setbacks from the street;
  - Ensuring a diversity of building architectural styles;
  - Limiting use of glass curtain walls in building construction in favour of a “punched-window” façade; and,
  - Ensuring new development maintains important public street end views to the North Shore mountains, English Bay and Stanley Park.



Green, leafy character of the Neighbourhoods



Neighbourhoods: typical section showing laneway infill rental housing

Figure 7.4: West End Neighbourhoods

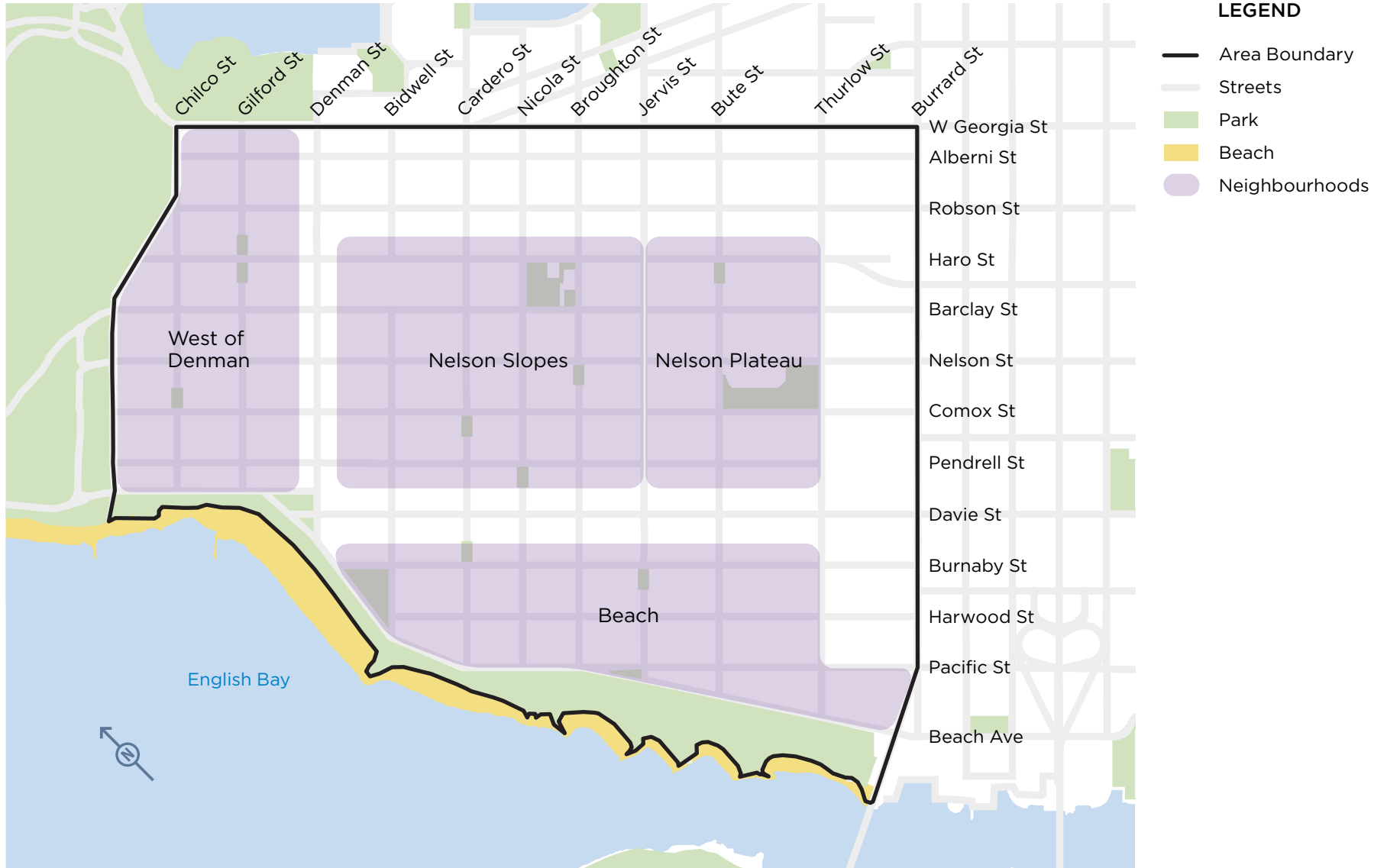


Figure 7.5: Neighbourhood Areas with RM Zoning





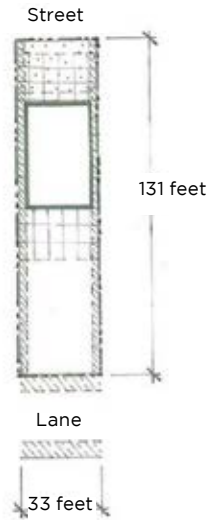
Conceptual illustration of the laneway between Barclay and Haro Streets at Cardero Street, looking northwest, showing potential Laneways 2.0 infill rental housing and public realm enhancements. (See also Sections 7.2.1: Laneways 2.0 and 10.4: Laneways.)

## 7.2.1 Laneways 2.0

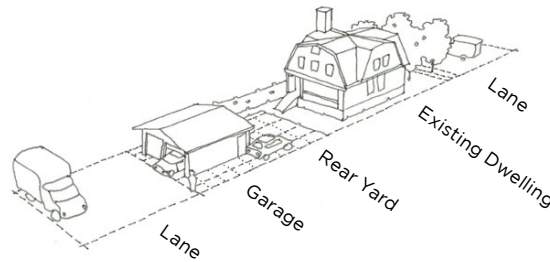
The wider laneways typical of the West End present an opportunity to develop ground-oriented infill housing and to enhance the laneways as more walkable public spaces, potentially with improved lighting, gardens, landscaping, and traffic calming, while still maintaining integral servicing, parking and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

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

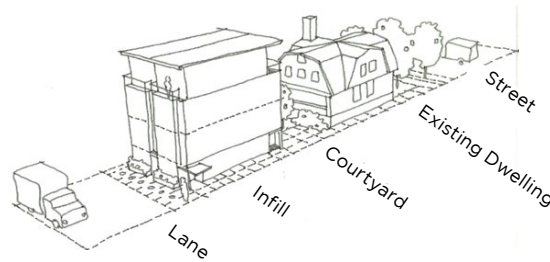
Lot Width:  
10 metres (33 feet)



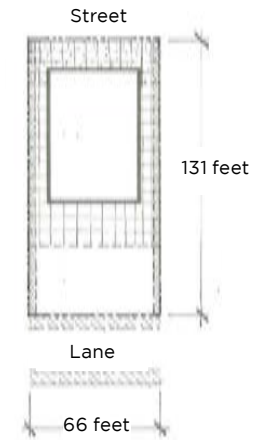
Existing Development



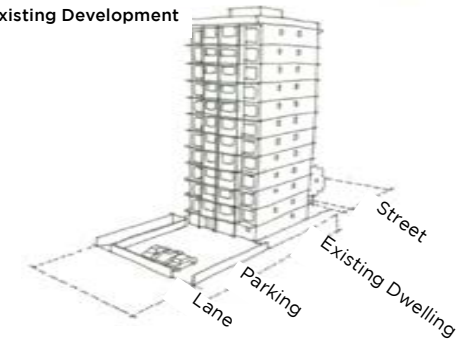
Potential Infill Development



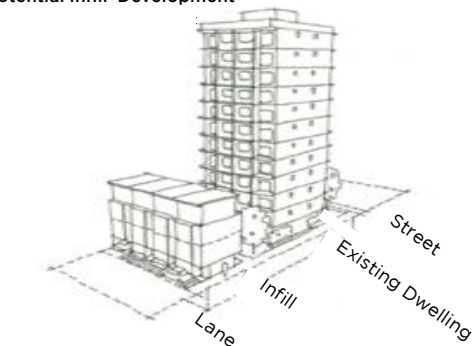
Lot Width:  
20 to 29.9 metres (66 to 98 feet)



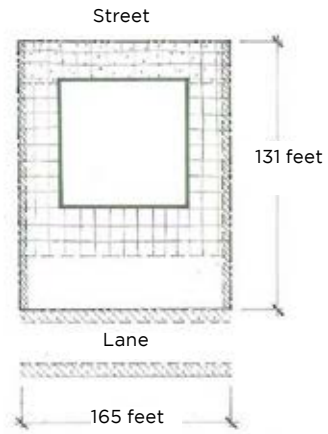
Existing Development



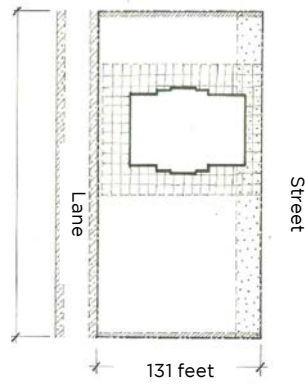
Potential Infill Development



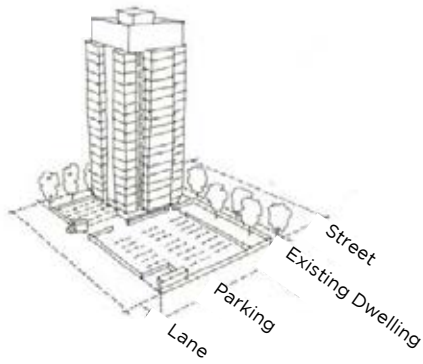
Lot Width:  
30.2 to 60.6 metres (99 to 199 feet)



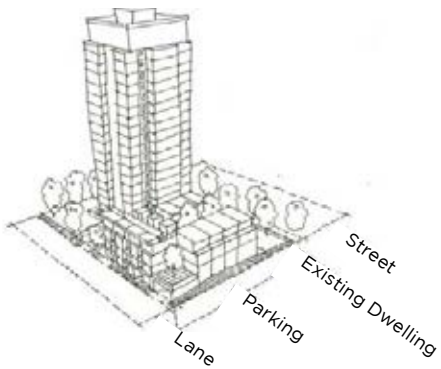
Lot Width:  
61+ metres (200+ feet)



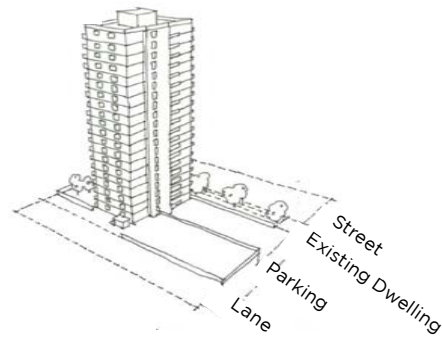
Existing Development



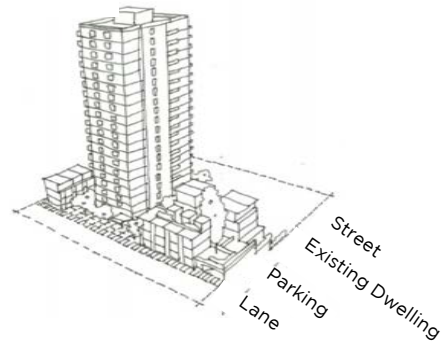
Potential Infill Development



Existing Development



Potential Infill Development

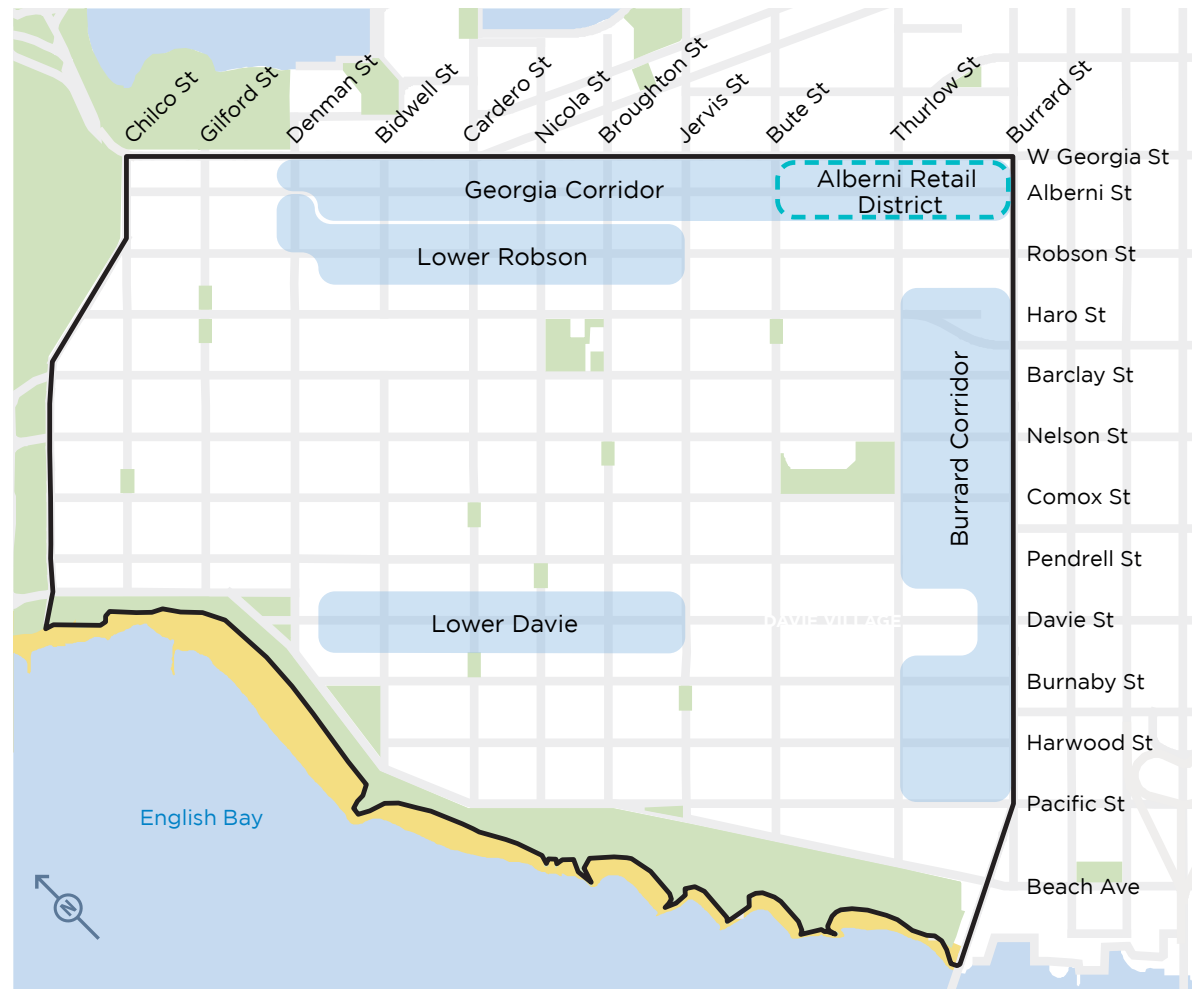


# 7.3 CORRIDORS

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

## Overall Directions

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



### LEGEND

- Area Boundary
- Streets
- Park
- Beach
- Corridors



### 7.3.1 Georgia and Burrard Corridors

#### Character

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

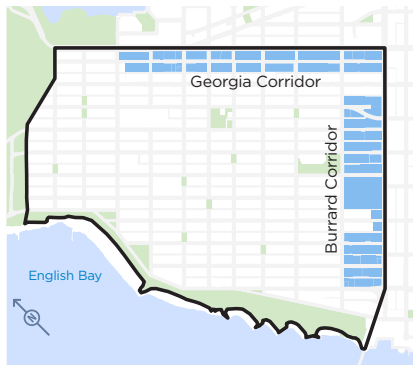
Considered the transition areas between the Neighbourhoods and the downtown, these are the newer areas of the West End where the majority of new housing and job space has been built over the past 40 years. They have a character similar to the downtown with mostly high-rise office, hotel, institutional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

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

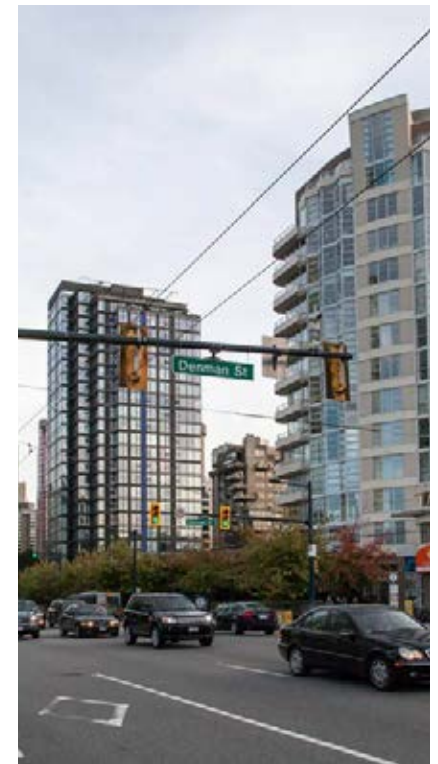
#### Policies

##### General

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



Location of Georgia and Burrard Corridors in the West End



High-rise residential buildings on West Georgia Street

## Georgia Corridor

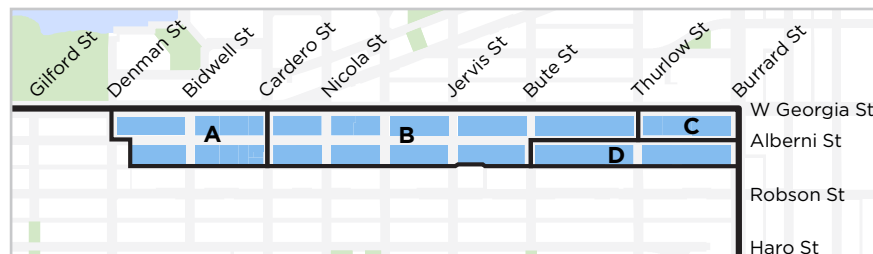
- Building heights should not exceed view corridor limits (except in accordance with the General Policy for Higher Buildings). However, where not restricted by view corridors, building heights can be considered up to a maximum of:

- Area 'A': 117.3 metres (385 feet)
- Area 'B': 152.4 metres (500 feet)
- Area 'C': 213.4 metres (700 feet)
- Area 'D': 167.6 metres (550 feet)

Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and a minimum site frontage of 39.6 metres (130 feet). Development proposals with frontages of less than 39.6 metres (130 feet) can be considered at the discretion of the Director of Planning, where these proposals include contributions to the Public Benefits Strategy, including secured market rental or social housing.

- Maximum densities will recognize urban design considerations on a site by site basis.
- To maximize views and sunlight on sidewalks, residential floor plates above the podium level(s) should not exceed:
  - Area 'A': 511 square metres (5,500 square feet)
  - Area 'B': 603.9 square metres (6,500 square feet)
  - Area 'D': 696.8 square metres (7,500 square feet)
- In Areas 'A', 'B', 'C' and 'D', rezoning applications to increase density can be considered. Where an application includes a residential component (only outside the CBD), density increases will be considered to support the Public Benefits Strategy (see **17.0 Public Benefits Strategy**).
- Strengthen Alberni Street (Burrard Street to Bute Street) as an emerging retail district.

### Georgia Corridor: Areas 'A', 'B', 'C', and 'D'

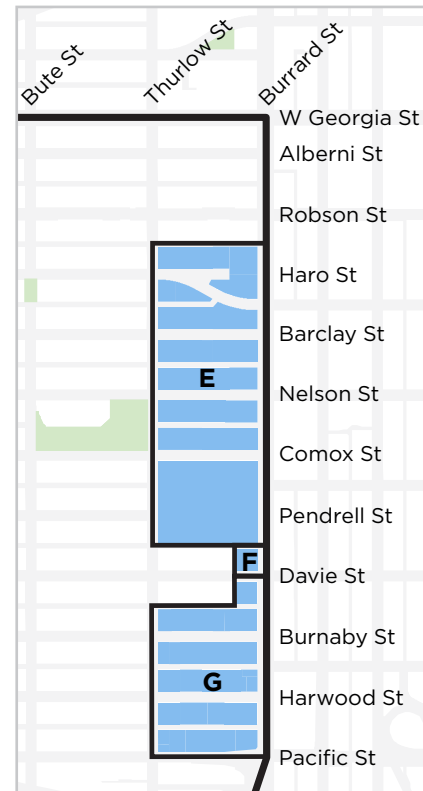


Looking southeast down West Georgia Street (Credit: Jullius Reque on Flickr)

## Burrard Corridor

- Building heights should not exceed view corridor limits (except in accordance with the General Policy for Higher Buildings). However, where not restricted by view corridors, building heights can be considered up to a maximum of:
    - Area 'E': 167.6 metres (550 feet)
    - Area 'F': 114.3 metres (375 feet)
    - Area 'G': 91.4 metres (300 feet)
- Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and a minimum site frontage of 39.6 metres (130 feet). Development proposals with frontages of less than 39.6 metres (130 feet) can be considered at the discretion of the Director of Planning, where these proposals include contributions to the Public Benefits Strategy, including secured market rental or social housing.
- Maximum densities will recognize urban design considerations on a site by site basis.
  - To maximize views and sunlight on sidewalks, residential floor plates above the podium level(s) should not exceed:
    - Areas 'E' and 'F': 696.8 square metres (7,500 square feet)
    - Area 'G': 511 square metres (5,500 square feet)
  - In Areas 'E', 'F', and 'G', rezoning applications to increase density can be considered. Where an application includes a residential component, density increases will be considered to support the Public Benefits Strategy (**see 17.0 Public Benefits Strategy**) for sites within the Downtown ODP, or to provide social housing for sites within the current RM-5A and RM-5B zones (**see 8.0 Housing**).
  - New development in Area 'G' should be in the form of a tower with landscaping at grade (i.e., "tower in the park"), except for sites fronting onto Burrard Street, where a podium with commercial uses is appropriate.

## Burrard Corridor: Areas 'E', 'F', and 'G'



Burrard Street, looking north

### 7.3.2 Alberni Retail District

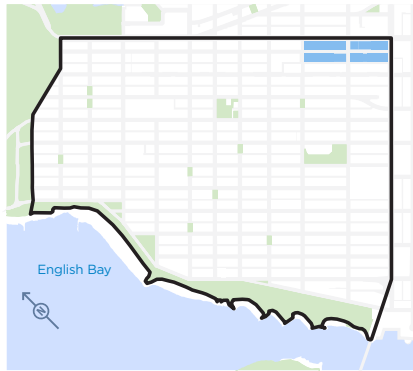
#### Character

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

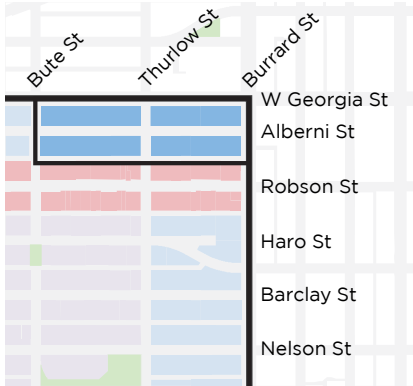
The Alberni Retail District will be strengthened as a mixed-use street with a focus on street level vibrancy and activity. In addition, this is the only commercial street in the West End without transit services. As such, there are opportunities to close the street for festivals and community celebrations.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

#### Policies

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



Location of Alberni Retail District in the West End

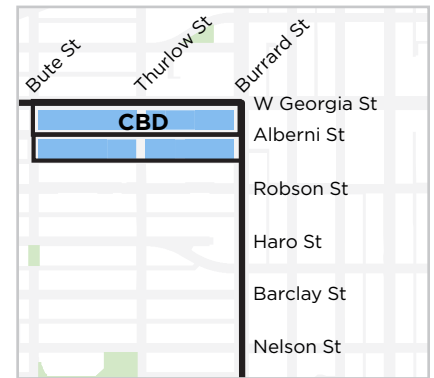


Alberni Retail District sub-area



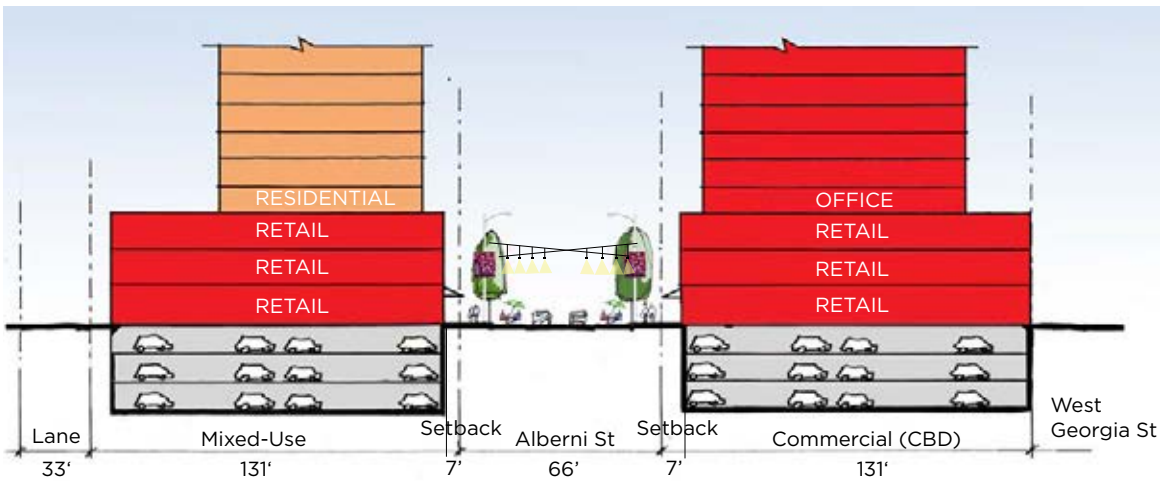
Alberni Street at Burrard Street, looking westwest

#### Area of Alberni Retail District Within CBD





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



Alberni Retail District: typical section

Burrard Street, between Alberni Street and West Georgia Street

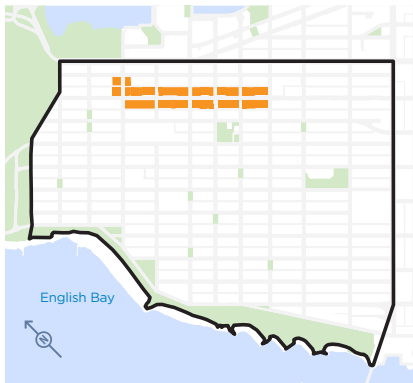


### 7.3.3 Lower Robson

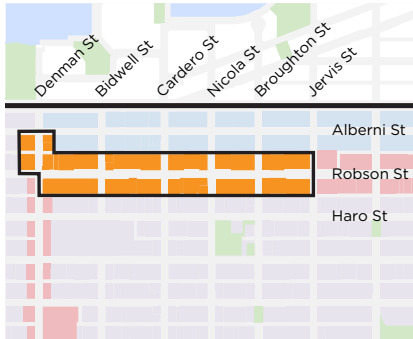
#### Character

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

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



Location of Lower Robson in the West End



Lower Robson sub-area



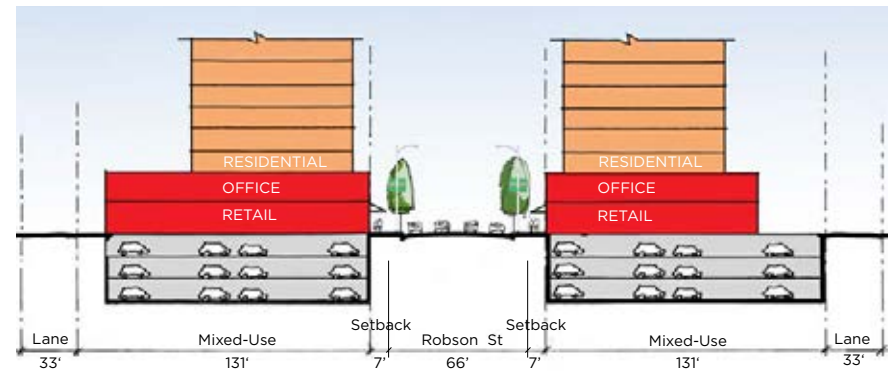
Robson Street at Cardero Street, looking southeast

**Policies**

- Support mixed-use development with continuous active commercial frontages.
- Consider increased density through contributions to social housing or rental housing (see 8.0 Housing).
- Building heights can generally be up to:
  - Area 'A': 64 metres (210 feet)
  - Area 'B': 91.4 metres (300 feet)

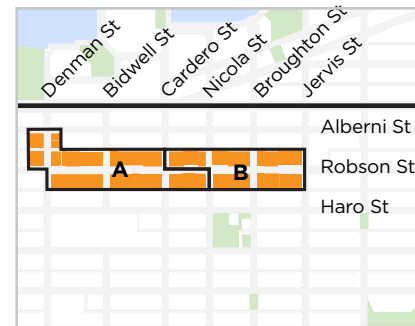
Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and a minimum site frontage of 39.6 metres (130 feet). Development proposals with frontages of less than 39.6 metres (130 feet) can be considered at the discretion of the Director of Planning, where these proposals include contributions to the Public Benefits Strategy, including secured market rental or social housing.

- Podium heights can generally be up to:
  - Area 'A': 2 storeys
  - Area 'B': 3 storeys
- Density:
  - Area 'A': up to 7 FSR
  - Area 'B': up to 8.75 FSR (minimum 1.2 commercial)
- To maximize views and sunlight on sidewalks, residential floor plates should be set back above the podium level(s) and should not exceed:
  - Areas 'A' and 'B': 511 square metres (5,500 square feet)
- Allow larger commercial floor plates, appropriate for hillsides, in Area 'B'.
- For mixed-use buildings, set back residential lobby areas from the street to maximize commercial or public uses along the street frontages.
- Sculpt built form to maximize sunlight on the sidewalks.
- Ensure new development maintains important public street end views to the North Shore mountains, English Bay, Burrard Inlet, and Stanley Park.



Lower Robson: typical section

**Lower Robson: Areas 'A' and 'B'**





### 7.3.4 Lower Davie

#### Character

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

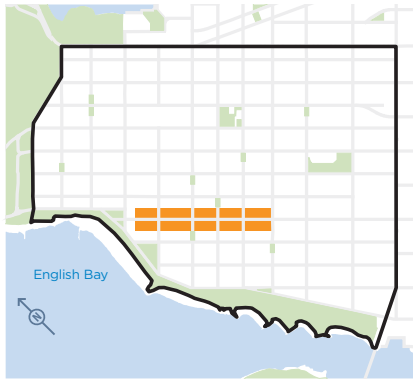
Lower Davie will be enhanced by extending commercial uses down the hillside to complete the "West Loop" and to better connect Davie Village with Denman Village and English Bay, while also allowing for incremental mixed-use redevelopment to occur while protecting important public views.

#### Policies

- Support mixed-use development with continuous active commercial frontages in Area 'A'.
- Consider increased density through contributions to social housing or rental housing in Area 'A' (see 8.0 Housing).
- Consider increased density through contributions to social housing in Area 'B' (see 8.0 Housing).
- Building heights can generally be up to:
  - Area 'A': 64 metres (210 feet)
  - Area 'B': 58 metres (190 feet)

Building heights are subject to other Council-approved policies, guidelines, by-laws and urban design considerations, and a minimum site frontage of 39.6 metres (130 feet). Development proposals with frontages of less than 39.6 metres (130 feet) can be considered at the discretion of the Director of Planning, where these proposals include contributions to the Public Benefits Strategy, including secured market rental or social housing.

- Podium heights can generally be up to:
  - Area 'A': 2 storeys
  - Area 'B': 3 storeys
- Density:
  - Area 'A': up to 7 FSR
  - Area 'B': up to 7 FSR (including 0.65 commercial)



Location of Lower Davie in the West End



Lower Davie sub-area

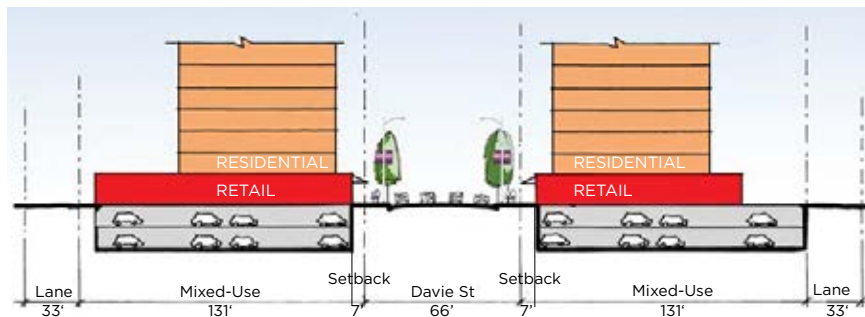


Davie and Cardero Streets, looking northwest towards English Bay

#### Lower Robson: Areas 'A' and 'B'



- To maximize views and sunlight on sidewalks, residential floor plates should be set back above the podium level(s) and should not exceed:
  - Areas 'A' and 'B': 511 square metres (5,500 square feet)
- In Area 'B' commercial additions will be considered to existing residential buildings on the ground floor if no tenants within the residential units are displaced.
- For mixed-use buildings, set back residential lobby areas from the street to maximize commercial or public uses along the street frontages.
- Sculpt built form to maximize sunlight on the sidewalks.
- Ensure new development maintains important public street end views to the North Shore mountains, English Bay, and Stanley Park.
- Building materials should include a variety of materials, rather than consist primarily of glass façade, and reflect the architectural character of surrounding buildings. This is particularly important for the lower floors.



Lower Davie: typical section



Retail on Davie Street between Jervis and Broughton Streets (Credit: Zane Hill)



Houses and apartments in the West End

# 8 HOUSING

## Introduction

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

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

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



Diversity of housing types in the Beach Neighbourhood  
(Credit: Zane Hill)

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

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



Rental apartment at Cardero and Comox Streets

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

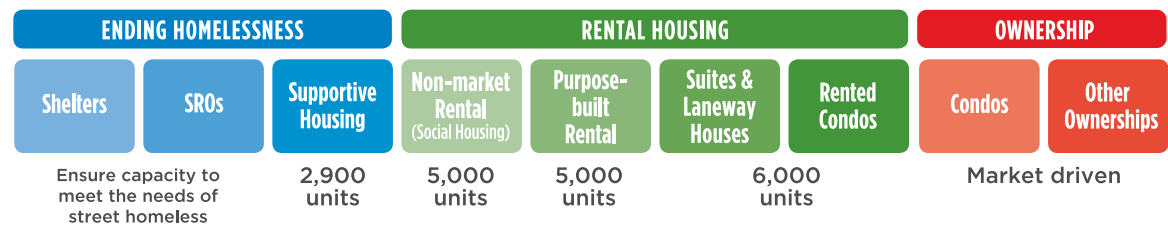
Increasing the diversity in unit types is also important as over 80% of existing dwelling units in the West End are built as studios and one bedrooms. The need for more housing for families with children, particularly in ground-oriented form, was identified as a priority by the community early in the planning process. The 2006 census identified 1,300 families with children living in studio and one bedroom apartments in the West End, indicating an issue of overcrowding.

## Citywide Context and Policies

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

The housing policies in the West End plan will also help to implement the *City's Housing and Homelessness Strategy* (2011). The strategy lays out the City's overall direction for housing, including setting targets, and identifying how we will achieve them over the next 10 years. The strategy identifies the different kinds of housing necessary to meet the needs of all our residents, as well as ways to improve and preserve the housing we already have.

Figure 8.1: Citywide Housing Targets 2012-2021



## West End Directions

### 8.1 Housing Supply and Affordability

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

The West End housing policies to end homelessness and assist vulnerable populations seek to meet community needs and contribute towards meeting citywide needs. Housing policies for the West End market rental stock seek to find a balance between protection, growth and renewal of the stock. In rental housing areas where renewal will be permitted through a zoning change allowing for market development, the housing policies seek to maintain or enhance the existing affordability by requiring replacement of units as social housing.



West End market rental housing

#### **Policies**

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

#### **Ending Homelessness**

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

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

- 8.1.4 In Areas '1' and '2' within the Burrard Corridor, additional density can be considered through rezoning for new developments that provide at least 25% of floor space as social housing, or one-for-one replacement of the existing market rental housing with social housing units, whichever is greater (see Figure 8.2).
- 8.1.5 In Area '3' within Lower Davie, additional density can be bonused up to 7 FSR for new developments that provide 20% of floor space as social housing, or one-for-one replacement of the existing market rental housing with social housing units, whichever is greater (see Figure 8.2).
- 8.1.6 In Area '4' within Lower Davie and Lower Robson, additional density can be bonused up to 7 FSR for new developments that provide 20% of floor space as social housing or 100% secured market rental housing (see Figure 8.2).
- 8.1.7 In Area '5' within Lower Robson, additional density can be bonused up to 8.75 FSR for new developments that provide 20% of floor space as social housing or 100% secured market rental housing (see Figure 8.2).
- 8.1.8 The amount of social housing or market rental housing to be provided in exchange for provision of additional density, as set out in this plan, may be subject to review as economic conditions change.
- 8.1.9 In all cases where social housing units are secured through provision of additional density, units will be delivered as completed units on terms that are satisfactory to the City.

- 8.1.10 To manage the initial take-up of bonusing policies involving the redevelopment of existing rental housing (see 8.1.4 and 8.1.5), the City will limit the number of rezoning and development applications it accepts in the 2014 calendar year to applications that would result in the redevelopment of no more than 200 existing rental housing units. Following the end of 2014, the City will report on the rate of redevelopment in these areas and the outcomes of that activity.
- 8.1.11 In all cases where tenants will be displaced as a result of demolition or renovations, a tenant relocation plan as outlined in the Rate of Change Guidelines will be required.
- 8.1.12 Rezoning will be considered to renew and increase the stock of social housing and enhance affordability where possible, recognizing that projects can include a market housing component (rental or ownership) to assist with project funding. Rezoning applications will be subject to urban design performance (including consideration of shadow analysis, view impacts, frontage length, building massing, setbacks, etc.).



Character house on Nelson Street

*Market Rental Housing*

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

*Opportunities for Home Ownership*

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



High-rise condominiums at Broughton and Alberni Streets

**8.2 Housing Diversity**

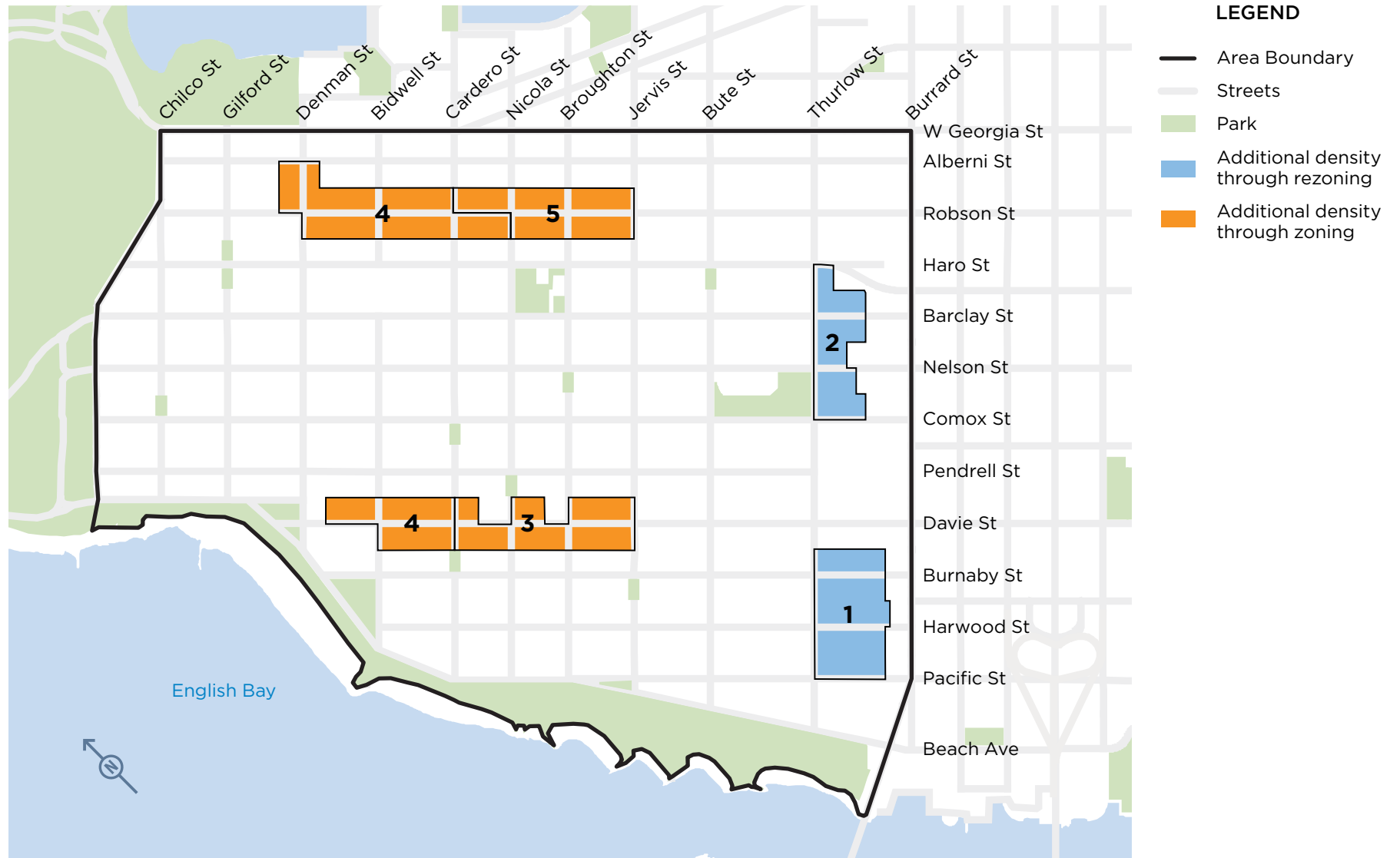
A diversity of housing options is needed to accommodate the range of ages and income levels that is reflective of the people living in the West End. Increasing the housing options will allow the community to continue to call the West End home as their housing needs change. Ensuring housing is adaptable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

**Policies**

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

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

Figure 8.2: Opportunities for New Secured Market Rental and Social Housing - Areas '1', '2', '3', '4' and '5'







Pedestrians and cyclist at Thurlow and Davie Streets

# 9 TRANSPORTATION

## Introduction

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

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

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



#6 trolley bus on Davie Street (Credit: Zane Hill)

## Citywide Context and Policies

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

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

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

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

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

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



Pedestrian crosswalk at Davie and Bute Streets

## West End Directions

### 9.1 Walking

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

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

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

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

#### Policies

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

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

- 9.1.8 Improve walkability along residential streets within the Neighbourhoods with additional seating (particularly on hillsides) and lighting.
- 9.1.9 Activate laneways as secondary walking routes, particularly in areas where infill housing development occurs or at other key locations. Explore opportunities for improved lighting, seating, landscaping, traffic calming, and defined pedestrian areas.
- 9.1.10 Explore options to reduce pedestrian/cyclist conflicts, especially on Denman Street sidewalks.



Busy sidewalk in Davie Village

## 9.2 Cycling

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



Seawall in English Bay Beach Park

### **Policies**

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

- 9.2.1 Maintain and enhance a well-defined cycling network supporting all ages and abilities, providing new connections north-south (Bute Street) and east-west (Burnaby Street).
- 9.2.2 Improve cycling facilities along the Seawall and to Stanley Park to reduce conflicts and to enhance safety and comfort, with better lighting and with improved access from Beach Neighbourhood.
- 9.2.3 Improve cycling connections to the Burrard Bridge along Pacific Street and Beach Avenue.

- 9.2.4 Support public bike-share implementation and installation where possible.
- 9.2.5 Support improved cycling infrastructure with end-of-trip facilities, bike racks and other supportive measures throughout the West End.
- 9.2.6 Provide cycling facility support to commercial streets where possible (e.g., bike racks, access and wayfinding), including focused public realm improvements at intersections of current/proposed walking and cycling routes with commercial areas.



Bicycle parking (Credit: Siri Hermanski)

Figure 9.1: Walking and Cycling Improvements



### 9.3 Transit

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



#5 trolley bus on Robson Street

#### Policies

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

- 9.3.1 Work with TransLink and Coast Mountain Bus Company (CMBC) to maintain and enhance a well-defined transit network with better linkages to rapid transit, downtown, and other areas of the city:
  - Support a comprehensive review of the downtown local bus services.
  - Support an extension of community shuttle transit buses to Stanley Park.
- 9.3.2 Work with TransLink and CMBC to explore relocating the transit layover at Davie and Denman Streets and replace it as a timing point to maintain a more continuous service for buses through the West End.
- 9.3.3 Enhance waiting areas at transit stops with targeted improvements such as better sidewalks, seating, shelters, lighting, signage, wayfinding, and landscaping.
- 9.3.4 Support water-based taxi or transportation services to the West End.
- 9.3.5 Work with local BIAs in a review to create a “hop-on, hop-off” privately-operated bus loop service along Robson, Denman and Davie Streets.



False Creek Ferry pulling into Aquatic Centre Ferry Dock  
(Credit: Ruth Hartnup on Flickr)



Community shuttle bus on Davie Street

Figure 9.2: Transit and Road Network Improvements





## 9.4 Goods Movement and Loading

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

### Policies

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

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



Commercial laneway between Davie and Pendrell Streets

## 9.5 Motor Vehicles and Parking

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

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

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

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

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

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

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

## Policies

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

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

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

- 9.5.6 Visitor Parking (one or two hour zones):
- Introduce parking meters into some, or all, of the one and two hour zones and adjust hourly parking prices to meet occupancy targets to better accommodate visitors, caregivers and service vehicles.
- 9.5.7 Residential Permit Parking:
- Explore tools to better manage on-street parking, such as potential increases to residential parking permit pricing and the creation of smaller permit zones.
  - Monitor on-street parking occupancies on a regular basis to inform pricing decisions and optimize parking regulations.



Car share vehicle and parking stall



Residential permit parking area



Delivery truck on Davie Street, part of the City's truck route network



# 10 PARKS, OPEN SPACE AND GREENING

## Introduction

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



Nelson Park, looking east

## Citywide Context and Policies

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

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

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

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

## West End Directions

### 10.1 Parks and Mini-Parks

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

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



Morton Park

### Policies

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

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



Barclay Heritage Square



Seawall in English Bay Beach Park



Bute Street mini-park, south of Haro Street

## 10.2 Commercial Streets

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



Shopping on Davie Street

### **Policies**

*Improve the commercial streets as public spaces.*

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



Street banner on Robson Street

### 10.3 Plazas and Parklets

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

#### **Policies**

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

- 10.3.1 Explore creating new gathering spaces by permanently reallocating road space at the following locations:
- In the "heart" of Davie Village on Bute Street between Davie Street and the laneway south of Davie Street.
  - In Robson Village on Bute Street between Robson Street and the laneway south of Robson Street.
- 10.3.2 Explore opportunities to establish an arts/culture themed plaza within the Robson Street cultural hub.
- 10.3.3 Support the addition of parklets on the commercial streets by working with BIAs and business owners, prioritizing locations in the Villages and the Alberni Retail District.
- 10.3.4 Enhance the plaza on Denman Street between the West End Community Centre and King George Secondary School as the "heart" of Denman Village.
- 10.3.5 Ensure plazas and gathering spaces have infrastructure (e.g., water, power, lighting, grey water disposal, and storage) to support programming and all types of community events.

### 10.4 Laneways

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

#### **Policies**

*Enhance laneways as public spaces.*

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



### 10.5 Street Trees

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

#### **Policies**

*Maintain and enhance the street tree canopy.*

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

Mole Hill laneway  
(Credit: Joe Mabel on Flickr)

Figure 10.1: Public Space Improvements







Stores on Denman Street in 1928

(Credit: City of Vancouver Archives, Str N267.1; Photographer 5585)

# 11 HERITAGE

## Introduction

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



Barclay Manor in Barclay Heritage Square

## Citywide Context and Policies

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



Heritage houses in Mole Hill

## West End Historic Background

The hən̓q̓əmi̓nəm̓ speaking Musqueam and Tsleil-Waututh and later Squamish peoples have used and occupied lands in what is now the greater Vancouver area for thousands of years. Within the West End, fishing and clam bed harvesting camps existed around the shoreline of what is now called English Bay and villages were set up in Coal Harbour and Stanley Park. Trails connected these places throughout the West End. European settlement of the area, and the disruption of First Nations lands and people, began in the 1860s. Those villages without reserve status were all demolished and their people relocated to reserves, including the Musqueam reserve in the south of the City. Subsequently, certain vulnerable cultural sites and burials were destroyed.

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

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

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

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

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



Stanley Park Vancouver with Second Beach Swimming Pool in the foreground in the 1930s. (Credit: City of Vancouver Archives, Air P104; Photographer A4545.45)



Robson Street (1100 block) in 1974. (Credit: City of Vancouver Archives, CVA 778-338)

## West End Directions

### 11.1 Heritage Features

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

1. The hən̓q̓əmi̓nəḥ̓ speaking and later the Squamish peoples' presence
2. Development of the desirable suburb
3. Apartment and tower living
4. Diverse cultures
5. The three villages
6. Iconic features of the city

Each of these themes is further explored in the West End Heritage Context Statement (2014).



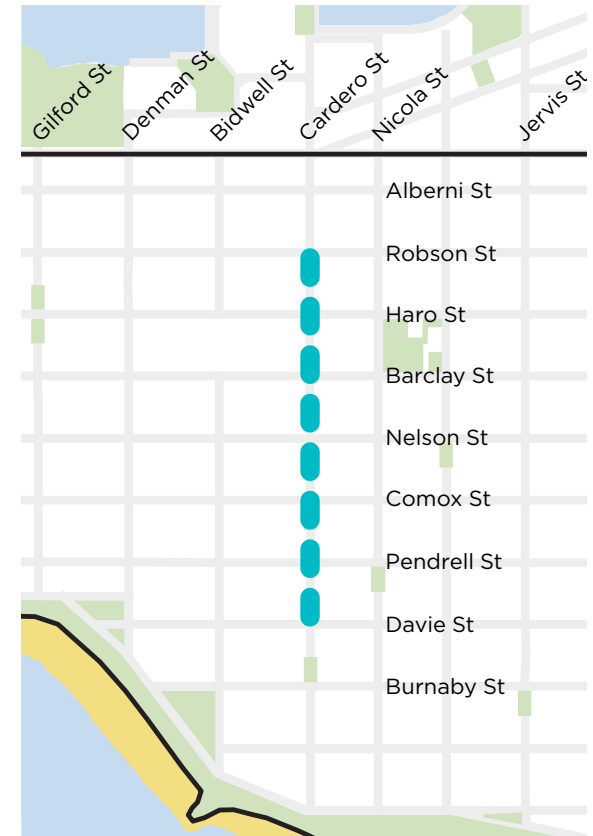
Mature street tree canopy on Barclay Street

### Policies

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

- 11.1.1 Encourage the use of existing tools and incentives available through citywide heritage policies to protect and recognize heritage resources within the West End.
- 11.1.2 Look to identify heritage resources consistent with the six themes for possible addition to the Vancouver Heritage Register when opportunity arises.
- 11.1.3 Recognize the Davie Village as the culturally and historically important hub of Vancouver's LGBTQ community.
- 11.1.4 Encourage the retention of houses in the Neighbourhoods through existing tools and incentives available, as well as by allowing strata-titled infill laneway housing, recognizing the Rental Housing Stock Official Development Plan will continue to apply to all existing rental housing units in the main house.
- 11.1.5 For sites within the Neighbourhoods listed on the Vancouver Heritage Register, or that include an existing building or resource considered to have heritage merit, the retention of the historic place should be prioritized to achieve conditional density within the RM-5, RM-5A, and RM-5B zones.
- 11.1.6 Recognize the six themes in new development in terms of character and history, including the development of public spaces and streets.
- 11.1.7 Explore opportunities to collaborate with First Nations groups to identify sites and tell the story of the continued presence of hən̓q̓əmi̓nəḥ̓ speaking and later Squamish peoples in the community.

- 11.1.8 Explore opportunities to improve Cardero Street between Robson and Davie Streets as the West End "heritage stroll", recognizing the area's architectural and historically significant mix of buildings and mature street trees.
- 11.1.9 Recognize areas, precincts, and streetscapes with sites or features that have special heritage merit due to a consistency of structures, landscaping, or settings that contribute significantly to the character of the area.



Potential Cardero Street "heritage stroll"



"Engagement" by Dennis Oppenheim at Sunset Beach Park

# 12 ARTS AND CULTURE



"A-maze-ing Laughter" public art in Morton Park at Denman and Davie Streets

## Introduction

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

## Citywide Context and Policies

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

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

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

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

## West End Directions

### 12.1 Arts and Cultural Facilities

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

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

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

### Policies

*Upgrade and increase space for cultural activities.*

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



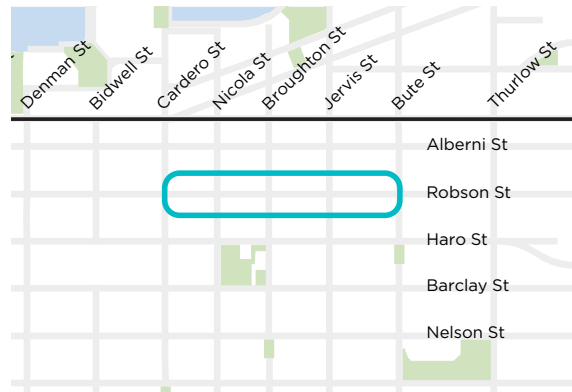
Modern Art Gallery at Robson and Jervis Streets



West End Youth Art Jam in June 2013 (Credit: DM Gillis)

## 12.2 Robson Street Cultural Hub

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



Potential Robson Street cultural hub

### **Policies**

*Enhance Robson Street as a cultural hub.*

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

## 12.3 Cultural and Community Space Co-location

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

### **Policies**

*Co-locate cultural and community space.*

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



Residents participating in Cardero Street mural painting  
(Credit: Wendy Cutler on Flickr)

## 12.4 Public Art

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

### **Policies**

*Improve access to art in public places.*

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





Barclay's  
Grocery Store  
Phone 669-1525

Barclay Grocery Store  
(Credit: Graham Ballantyne on Flickr)

# 13 LOCAL ECONOMY

## Introduction

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

## Citywide Context and Policies

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

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

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

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

## West End Directions

### 13.1 Distinct Commercial Areas

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

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

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



St. Paul's Hospital on Burrard Street

### Policies

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

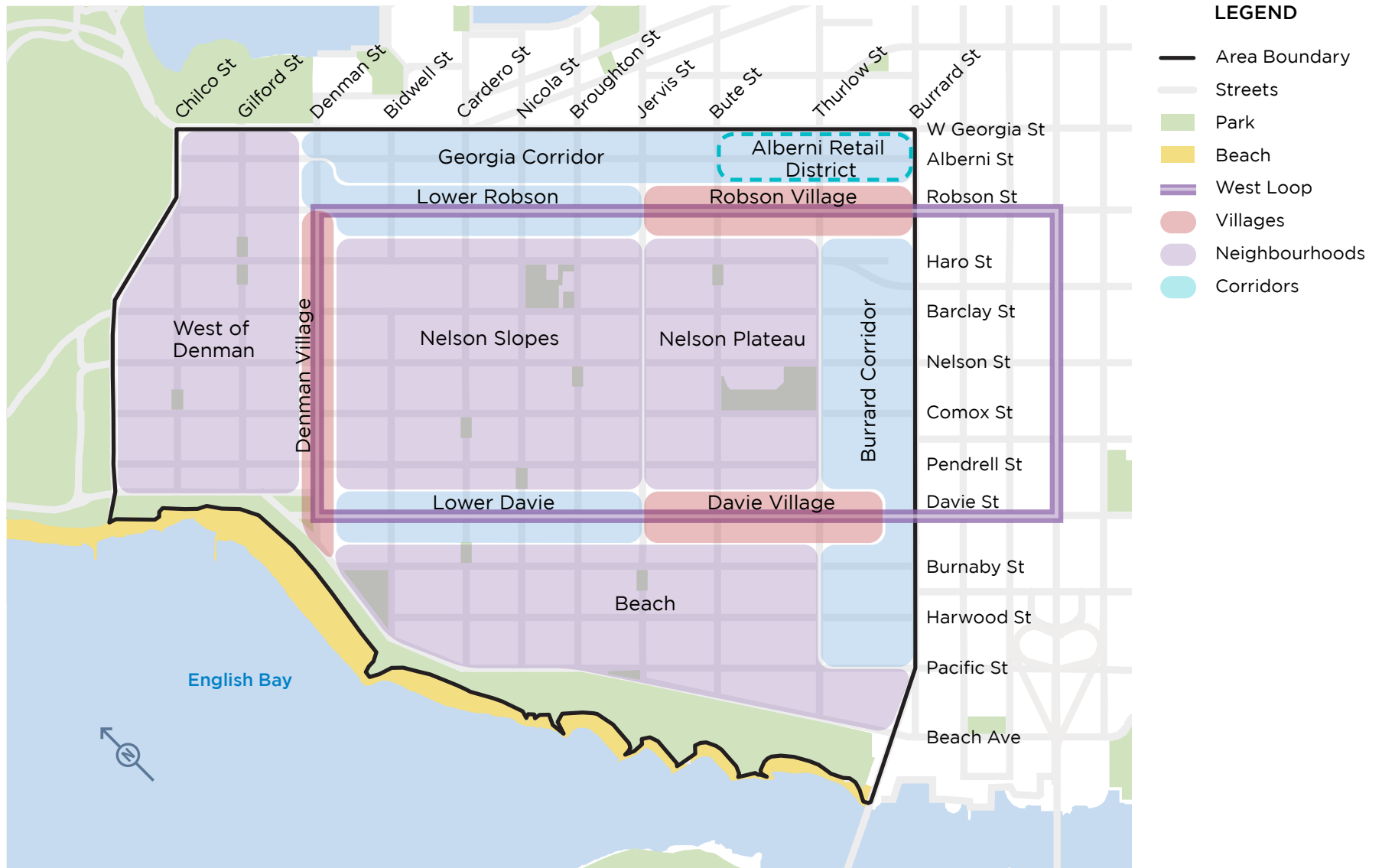
- 13.1.1 Improve the three Villages as places for people to work, shop and play with the following Village Strategy:
- Identify façade improvement grant sources.
  - Encourage first and second floor roof decks that face the commercial street and help to animate the streetscape.
  - Ensure weather protection is 3.7 to 5.5 metres (12 to 18 feet) in height and extends over approximately half the sidewalk width. It should be updated and kept clean to instil a sense of pride in the area.
  - To ensure adequate floor-to-ceiling heights for commercial retail units, required ceiling heights are 4.3 metres (14 feet) minimum, with 5.5 metres (18 feet) preferred.
  - Encourage retail density by increasing allowable commercial density in the Village areas to allow for multiple floors of retail, office and hotel uses.
  - Minimize strata commercial at grade by discouraging new ground floor commercial uses from stratifying. This will help ensure that spaces can be altered easily in the future to contribute to streetscape resiliency.
- 13.1.2 Strengthen Robson Village as a regional shopping and entertainment district.
- 13.1.3 Strengthen Denman Village as the West End's "main street" lined with local businesses and community facilities.

- 13.1.4 Strengthen Davie Village as not only a local serving commercial street, but also as an LGBTQ entertainment district.
- 13.1.5 Strengthen Lower Robson as a mixed-use area and allow larger format commercial uses that embrace the slope.
- 13.1.6 Strengthen Lower Davie as a mixed-use area and allow commercial uses to extend along the slope to better connect Davie and Denman Villages with active land uses.
- 13.1.7 Strengthen Alberni Street (Burrard Street to Bute Street) as an emerging retail district.
- 13.1.8 Retain commercially zoned lands in the CBD as commercial only, while adhering to the Metro Core Jobs and Economy Land Use Policy.
- 13.1.9 In the Neighbourhoods, continue to allow small-scale commercial uses (e.g., café, grocer) in designated heritage buildings.



Offices, hotels, retail and restaurants on Alberni Street in the Central Business District

Figure 13.1: West End - Villages, Neighbourhoods and Corridors.



### 13.2 Local Business Viability

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

#### **Policies**

*Support and improve local business viability.*

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



Pedestrians at Bute and Thurlow Streets





Nelson Park and off-leash dog area

# 14 COMMUNITY WELL-BEING

## Introduction

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

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

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

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



West End Farmers Market



## Citywide Context and Policies

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

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

The City has guidelines, policy, and strategies for childcare facility development and support for families with children. While the City does not directly deliver childcare services, it

advocates, forms partnerships, applies policy and financing tools, and makes investments towards development of childcare spaces. Modest funding is prioritized through direct operating grants, capital grants, maintenance, and organizational capacity-building.

The City aims to ensure that diversity is supported through local services, programs, and spaces available and accessible to individuals who identify as lesbian, gay, bisexual, transgender, and queer (LGBTQ). The City supports non-profit service providers through community services grants, partnerships, and related financing growth tools.

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



Carrots in a community garden

## West End Directions

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

The West End is home to a diversity of residents – particularly LGBTQ communities and newcomers – all of whom enrich the community's cultural vibrancy and social resilience. Figure 14.1 provides key demographic and household characteristics for the West End compared to the city overall.

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

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

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

Davie Village has long been recognized as home to Western Canada's largest LGBTQ community. This makes for a unique community identity, vitality, and vibrant social diversity. LGBTQ pride is proudly celebrated in public spaces with rainbow banners and pink bus stops, and Davie Village proudly hosts the city's annual gay pride event. Along with being home to queer-identified businesses, Davie Village has a number of social

serving non-profits for LGBTQ folks facing safety and inclusion challenges. It is precisely these opportunities for involvement within an inclusive community that has established the West End's presence as an LGBTQ hub.

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

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

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

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

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

Figure 14.1: Demographic and Household Characteristics: West End and City of Vancouver (2011)

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



Seawall in English Bay Beach Park

## 14.1 Recreation Facilities

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

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

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

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

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

### Policies

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

- 14.1.1 Partner with Vancouver Park Board and Vancouver School Board to identify sites for increased and improved park and mini-park opportunities.
- 14.1.2 Ensure adequate, high quality, and neighbourhood-specific programs and services for children, families, and seniors, with continued connections to the West End Community Centre and Barclay Manor.
- 14.1.3 Explore opportunities to upgrade or renew the community centre and library.
- 14.1.4 Ensure that community facilities have strong transit connectivity and are adapted to consider the ease of mobility, location, and affordability for seniors.

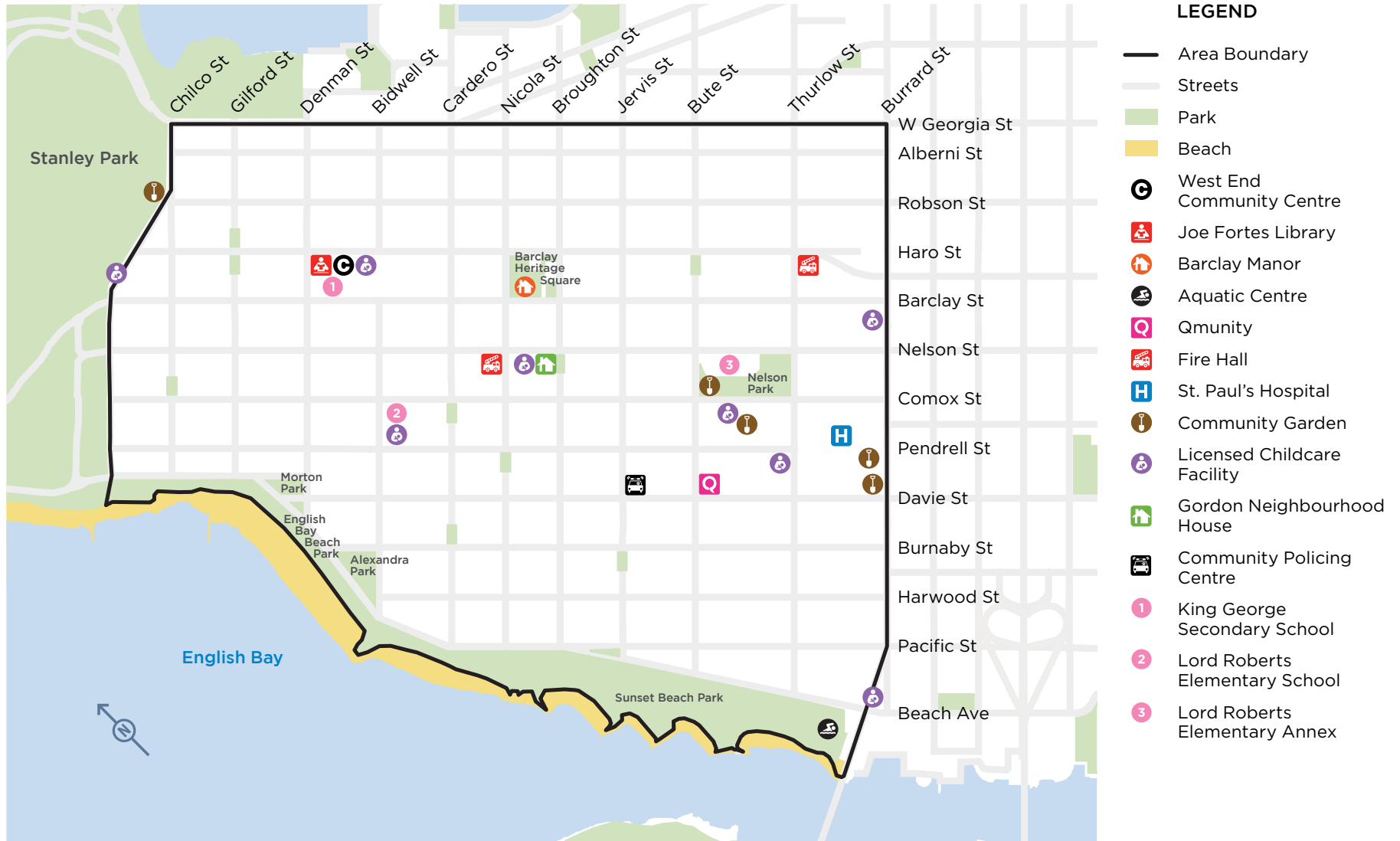


Gordon Neighbourhood House



West End Community Centre and Joe Fortes Library

Figure 14.2: Key Community Facilities and Amenities



## 14.2 Neighbourhood House and Non-Profit Organizations

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

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

### **Policies**

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

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

## 14.3 Childcare Facilities

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

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

### **Policies**

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

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



Toddler at the beach (Credit: Terra Kaethler)

#### 14.4 Age Friendly Facilities

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

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

##### **Policies**

*Support age friendly facilities.*

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

#### 14.5 LGBTQ Communities

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

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

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

##### **Policies**

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

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



Qmunity on Bute Street north of Davie Street



West End senior

## 14.6 Supportive Food Infrastructure

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

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

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

### **Policies**

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

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

### What is a Food Asset?

**Food Assets are food resources, facilities, services, or spaces to support residents:**

- Community Gardens/Orchards
- Urban Farms
- Community Kitchens
- Community Food Markets
- Healthy Corner Stores
- Farmers' Markets
- Composting Sites



Nelson Park Community Garden



NO ENTRY  
EXCEPT BICYCLES

YIELD TO  
BIKE  
(TRUCK & BUS)

NO  
LOADING  
(TRUCK & BUS)

Cardero Grocery store





## CHARGE CONNECT

The City of Vancouver and the Vancouver Board of Parks and Recreation have partnered with TOLL to install public, 24-hour charging stations with vehicle prices as low as 10¢ per kWh (including 15¢ per kWh for charging stations with wireless charging). From available fast-charging stations to EV infrastructure and charging stations, TOLL is committed to supporting the City's goal of becoming a 100% green city by 2030.



For more information on the partnership, visit [www.vancouver.ca](http://www.vancouver.ca) or call 604-681-3333.



# 15 ENERGY AND CLIMATE CHANGE

## Introduction

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

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



Mature street trees provide shade in the residential neighbourhoods

## Citywide Context and Policies

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

Two green building targets will influence the West End plan. First, all new developments from 2020 onwards will be required to be carbon neutral in their operations – meaning there will be limited increase in carbon from new growth. Second, energy use in existing buildings will be reduced by 20% by 2020 and 80% by 2050. A retrofit strategy will look to reduce energy use and carbon pollution from existing residential and commercial buildings through incentives and partnerships. The result: carbon emissions from the buildings will remain flat or decline over despite growth.

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

## West End Directions

**15.1 Section 15.1, Land Use is no longer in effect.**

**15.2 Section 15.2, Neighbourhood Energy is no longer in effect.**



English Bay beach



Seawall and beach along English Bay waterfront

### 15.3 Green Building Design

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

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

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

#### **Policies**

*Reduce energy use for new and existing buildings.*

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

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

### 15.4 Climate Change Adaptation

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

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

- As sea levels rise, there is likely to be an increase in foreshore and beach flooding, limiting access to the water and Seawall during winter storms.
- The number of seniors has increased over the last decade. The West End has some of the highest number of seniors living alone and with low income in the city. Along with a high proportion of rental units, these are all indicators of vulnerability to heat stress and associated illness. Although heat stress may appear less threatening in BC compared to the rest of Canada, much of the BC population is less acclimatized to temperatures above 30°C and air conditioning is uncommon. Emergency room visits in Vancouver already increase with high summer temperatures and are expected to rise further with climate change and an aging population.
- Rainwater enters catch basins around the city and is carried by gravity to the ocean and Fraser River. As rainfall frequency and intensity increases, soft infrastructure measures, such as more green spaces and pervious surfaces, will build resilience to overland flooding.

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

#### **Policies**

*Support climate change adaptation.*

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



Public drinking fountain (Credit: Doug Brons on Flickr)

# 16 UTILITIES AND SERVICES

## Introduction

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

Vancouver has:

### Safe, accessible drinking water

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

### Water conservation and protection

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

### Environmental protection

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

### Emergency preparedness

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

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

## Citywide Context and Policies

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

### Greenest City 2020 Action Plan (2011)

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

### Climate Change Adaptation Strategy (2012)

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

### Metro Vancouver Sustainable Region Initiative (2002-2011)

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



Water main work

## West End Directions

### 16.1 Waterworks and Sewer System

#### Waterworks

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

Age of Pipes in West End Area	
Built before 1950	10.8 km
Built/rebuilt between 1950 and 1980	19.7 km
Built/rebuilt since 1980	6.6 km
<b>Total</b>	<b>37.2 km</b>

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

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

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

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

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

Avoiding future expansion of Vancouver's current drinking water supply by reducing demand now makes sense both economically and ecologically. Reducing discretionary water use such as that used for landscaping is being achieved through lawn sprinkling regulations and enforcement. Water wise landscape design guidelines also help property owners minimize irrigation needs. Seasonal rates reflect the availability of water in the drier, summer months and encourage conservation.

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

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

### Sewers

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

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

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

Type of Pipes in West End Area	
Combined Sewer Pipes	0 km
Sanitary Sewer Pipes	56 km
Storm Sewer Pipes	73 km
<b>Total</b>	<b>129 km</b>

### Integrated Stormwater Management

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

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

The City is currently working on a citywide Integrated Stormwater Management Plan (ISMP), which follows a whole system approach embracing the ecological principles of rainwater and stormwater management. The plan will provide a toolbox of stormwater management techniques categorized by the appropriate land use. It is anticipated that the ISMP will be completed by the end of 2014.

### Policies

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

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



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



## 16.2 Zero Waste

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

### Green Bin Program

Food scraps and food soiled paper represent about 40% by weight of garbage disposed to landfill or incinerator in the region. The Green Bin Program is part of the City's strategy to maximize diversion of compostable organic waste.

Currently, the City only collects food scraps primarily from single-family and duplex homes.

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

### Green Demolition Practices

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

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

### Policies

#### *Expand food scraps recycling.*

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



Collecting compostables and recyclables at West End Farmers Market





Vancouver Aquatic Centre in the snow (Credit: colink on Flickr)

# 17 PUBLIC BENEFITS STRATEGY

## Introduction and Background

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

There are four key steps in preparing a PBS:

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

The needs assessment considers the following:

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

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

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

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

## Public Benefits in the West End

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

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

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

## Growth Estimates

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

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



Firehall No. 6 at Nelson and Nicola Streets

Figure 17.1: Existing Public Facilities and Amenities



## Public Benefits Directions

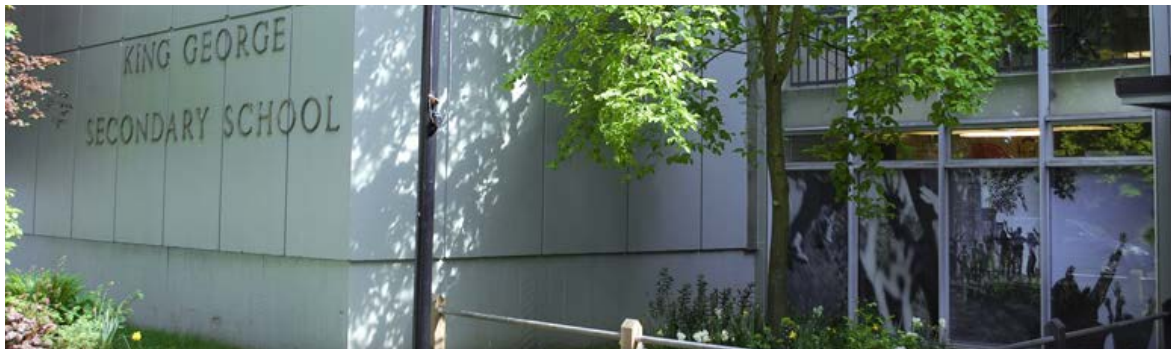
### 17.1 Recreation Facilities

#### Citywide

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

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

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



King George Secondary School

#### West End

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

#### Strategy for the Next 30 Years:

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

#### Ten-Year Policies:

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

### 17.2 Libraries

#### Citywide

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

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

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

#### West End

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

#### Strategy for the Next 30 Years:

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

### Ten-Year Policies:

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



Joe Fortes Library (Credit: Dustin Quasar on Flickr)



Front door of Qmunity

## 17.3 Social Facilities

### Citywide

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

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

Neighbourhood houses and family places have been part of the social fabric of the city since the 1940s when Gordon Neighbourhood House opened its doors to the West End. West Side Family Place first offered services to residents of Kitsilano (1975). There are now 11 neighbourhood houses and five family places across the city. While only five out of the 11 neighbourhood houses are City-owned, all neighbourhood houses receive either capital investment or programming grants to ensure programs and services are specific and cost-accessible to the population they serve and can meet a continued growing demand for community gathering spaces. Four of the five family places are owned by the City (all but West Side Family Place). Three out of four youth hubs are City-owned, and provide valuable resources, services, programs, and housing for at-risk youth.

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

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

### West End

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

### Strategy for the Next 30 Years:

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

### Ten-Year Policies:

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



## 17.4 Cultural Facilities

### Citywide

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

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

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

Responding to the 2013 *Cultural Strategy*, the Cultural Facilities Plan is evolving towards a stronger partnership model for advancing Vancouver's cultural facility ecology. Long-term goals include: empowering the private sector and arts and cultural community in the development and operation of cultural spaces; using City investment to leverage additional resources for

the purpose of developing and operating cultural facilities; securing key cultural assets in the public domain through ownership by non-profits, foundations and other agencies; and optimizing and stabilizing existing civic assets for operational and financial sustainability.

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

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

### West End

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

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

### Strategy for the Next 30 Years:

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

### Ten-Year Policies:

Priorities for investment per the following will be determined through consideration of the planning principles and policies of this plan (**see 12.0 Arts and Culture**), and the need for, and ability to provide, affordable, viable, and suitable space that is secured for the long-term and that best matches the opportunities as they present themselves.

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

## 17.5 Childcare

### Citywide

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

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

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

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



Children's chairs and table at a childcare centre

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

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

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



Child playing with paint

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

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

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

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

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

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

## West End

Over 50% of children in the West End are not ready for school when they enter kindergarten (UBC HELP, 2009-2011), compared to 36% citywide. Accordingly, the West End has one of the lowest rates of school readiness of any community in Vancouver. However, in terms of childcare supply, the West End fares slightly better than the city overall: an estimated 37% of current childcare need is met in the West End, compared to 28% citywide. The current shortfall is 460 spaces for all ages, primarily for infants and toddlers (0 to two years) and school age children (five to 12 years). The anticipated population and employment growth to 2041 is expected to generate an additional need of 362 spaces, for a total shortfall of 822 spaces (see Figure 17.2). The overall condition of the existing childcare facilities in the community is good.

Recognizing that childcare is primarily the responsibility of senior governments, but also recognizing the commitment of City Council to contribute to closing the shortfall, staff have proposed a citywide target of 10,000 new City-facilitated childcare spaces by 2041.\* Based on evaluation of childcare need in the West End and the area's proportion of total citywide spaces, approximately 366 of these target spaces should be created in the West End, split between the age groups as noted in Figure 17.3.

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

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

*\* This proposed target includes new City-facilitated built and committed spaces in licensed group care, but not replacement spaces, family childcare spaces, unlicensed care, or preschool.*

## Strategy for the Next 30 Years:

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

## Ten-Year Policies:

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

Figure 17.2: Childcare Space Targets to 2041 by Age Group for West End

Age	Current supply of licensed spaces*	Current spaces needed	2013 Shortfall	Additional need to 2041	Shortfall to 2041
0 to 4	152	500	348	202	550
5 to 12 (out of school care)	148	260	112	160	272
<b>Total (0 to 12)</b>	<b>300</b>	<b>760</b>	<b>460</b>	<b>362</b>	<b>822</b>

Figure 17.3: Childcare Space Targets to 2041 by Age Group for West End

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

## 17.6 Housing

### Citywide

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

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

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

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

### West End

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

### Delivery of Secured Market Rental Housing

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



Sunset Towers: non-market housing in the West End

### Need for Social and Supportive Housing

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

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

The total need for social housing in the West End is approximately 3,200 units over the life of the plan, reflecting both the minimum existing need and a share of future growth (see Figure 17.4).

Figure 17.4: Summary of Identified Housing Need

Social Housing Need	Number of Units
Renter households paying >50% of income towards housing	2,800
Need generated through population growth	350
Need based on street and shelter homeless	50
<b>Total</b>	<b>3,200</b>

### Delivery of Social and Supportive Housing

It is anticipated that social housing will be achieved in the West End in the following ways (see Figure 17.5):

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

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

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

Figure 17.5 outlines a breakdown of the overall value and proposed funding strategy associated with the housing units we aim to achieve through the 30 year life of the plan. These units will address significant need in the community, and provide the City with an invaluable asset.

### Strategy for the Next 30 Years:

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

### Ten-Year Policies:

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

Figure 17.5: Breakdown of Anticipated Social Housing Units

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

## 17.7 Parks and Open Space

### Citywide

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



"Heart of Davie" plaza pilot project on Bute Street south of Davie

Many of Vancouver's 220 parks have been renewed over the past 20 years, while many others have never been updated and are not as useable as they could be. Given the high land cost of acquiring new park space, a major objective to address the growing need for useable green spaces is to optimize the use of existing parks. Vancouver has an ongoing program of park renewal to upgrade and improve the variety of facilities in existing parks to make them more attractive and functional for a wider range of the population. This program generally targets upgrading one or two major parks in the city annually. All parks across the city in need of upgrading are ranked based on overall condition, current need, recent and projected area population growth and costs to upgrade. Estimated upgrading costs for the top ranked parks are then included in the City's three-year Capital Plan and are reviewed as part of the annual Capital Budget. The objective is to allocate limited resources equitably and to address areas with the greatest needs first.



Playground (Credit: Dominic Poon on Flickr)

### West End

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

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

#### Strategy for the Next 30 Years:

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

#### Ten-Year Policies:

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

## 17.8 Transportation and Public Realm

### Citywide

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

With 255 kilometres of bikeways and over 360 signals with push buttons for cyclists, the cycling network has become an important part of the City's transportation system. Policies in *Transportation 2040* include building cycling routes that feel comfortable for users of all ages and abilities (AAA routes), especially in and close to downtown, and improving and expanding the cycling network generally.

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

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

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

### West End

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

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

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

### Strategy for the Next 30 Years:

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

### Ten-Year Policies:

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



Push-button signal for cyclists at Comox and Denman Streets



Bus stop at Davie and Jervis Streets

## 17.9 Fire Halls

### Citywide

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



Fire truck

### West End

There are two fire halls in the West End. Fire Hall No. 6 is located at Nelson and Nicola Streets. The hall is located in a heritage building, and, although the building was renovated in 1990, the fire service is constrained due to the building itself. Fire Hall No. 7 is located at Thurlow and Haro Streets. It was constructed in 1973 and is in need of renewal.

### Strategy for the Next 30 Years:

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



## 17.10 Utilities and Public Works

### Citywide

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

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

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

### West End

#### Waterworks

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

#### Sewers

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

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

### Strategy for the Next 30 Years:

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

### Ten-Year Policies:

- Continue with ongoing replacement program for water mains.



Water main construction

## 17.11 Heritage

### Citywide

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

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



Heritage houses in Mole Hill

### West End

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

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

#### Strategy for the Next 30 Years:

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

#### Ten-Year Policies:

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

## 17.12 Other Community Needs: Schools

Lord Roberts Elementary and Lord Roberts Annex serve children living in the West End. According to the Vancouver School Board, Roberts Elementary and Roberts Annex do not require seismic upgrades. The school sites are small and there is limited opportunity to expand their existing capacities. Vancouver School Board has included the future Coal Harbour elementary school, located at the foot of Broughton and Hastings Streets, in their Five Year Capital Plan to deal with the anticipated population demands as the West End plan is built out.

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

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



Lord Roberts Elementary School

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

The West End PBS includes projects that renew existing facilities, amenities and infrastructure as well as projects that address current gaps or demands anticipated from population and job growth. As currently developed, the value of the PBS is estimated to be in the range of \$585 to \$630 million over the next 30 years, as noted in Figure 17.6.

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

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

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

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

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

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



Gordon Neighbourhood House



Children's chalk art

Figure 17.6: Cost Estimates and Funding Strategies (all figures in 2013 dollars, M = million)

Category	Renewal of existing amenities and infrastructure	New or upgraded amenities and infrastructure	TOTAL*	City contribution (property taxes and utility fees)	Developer contribution (incl. CAC/DCL)	Partnership contribution (incl. other gov't and non-profits)
- Recreation facilities	\$90-95 M	0	\$90-95 M	\$80-85 M	\$10 M	\$0
- Libraries	\$5-6 M	\$6-8 M	\$11-14 M	\$5-6 M	\$6-8 M	\$0
- Social facilities	TBD	\$18-20 M	\$18-20 M	\$1.5 M	\$11 M	\$5.5-7.5 M
- Cultural facilities†	TBD	TBD	TBD	TBD	TBD	TBD
- Childcare (0 to 4 year olds)	TBD	\$23-27 M	\$23-27 M	\$4.5-5.5 M	\$14-16 M	\$4.5-5.5 M
- Childcare (5 to 12 year olds)	TBD	\$2-3 M	\$2-3 M	\$0.5 M	\$1-2 M	\$0.5 M
<b>COMMUNITY FACILITIES</b>	<b>\$95-101 M</b>	<b>\$49-58 M</b>	<b>\$144-159 M</b>	<b>\$92-99 M</b>	<b>\$42-47 M</b>	<b>\$10-13 M</b>
- Parks and open spaces	\$5 M	\$11.5 M	\$16.5 M	\$5 M	\$11.5 M	\$0
<b>PARKS AND OPEN SPACES</b>	<b>\$5 M</b>	<b>\$11.5 M</b>	<b>\$16.5M</b>	<b>\$5 M</b>	<b>\$11.5 M</b>	<b>\$0</b>
- Social and supportive housing	TBD	\$335-350 M	\$335-350 M	\$2 M	\$210-220 M	\$123-128 M
<b>HOUSING</b>	<b>TBD</b>	<b>\$355-350 M</b>	<b>\$335-350 M</b>	<b>\$2 M</b>	<b>\$210-220 M</b>	<b>\$123-128 M</b>
Fire Halls	\$20-25 M	\$0	\$20-25 M	\$20-25 M	\$0	\$0
<b>PUBLIC SAFETY</b>	<b>\$20-25 M</b>	<b>\$0 M</b>	<b>\$20-25 M</b>	<b>\$20-25 M</b>	<b>\$0</b>	<b>\$0</b>
- Walking and cycling	TBD	\$33-37 M	\$33-37 M	\$22-25 M	\$11-12 M	\$0
- Transit and major roads	TBD	\$2-2.5 M	\$2-2.5 M	\$1.5-2 M	\$0	\$0.5 M
<b>TRANSPORTATION</b>	<b>TBD</b>	<b>\$35-40 M</b>	<b>\$35-40 M</b>	<b>\$24-27 M</b>	<b>\$11-12 M</b>	<b>\$0.5 M</b>
- Waterworks	\$10 M	\$10 M	\$20 M	\$10 M	\$10 M	\$0
- Sewers	\$0	\$10 M	\$10 M	\$0	\$10 M	\$0
<b>UTILITIES</b>	<b>\$10 M</b>	<b>\$20 M</b>	<b>\$30 M</b>	<b>\$10 M</b>	<b>\$20 M</b>	<b>\$0</b>
<b>HERITAGE</b>	<b>\$5-10 M</b>	<b>NA</b>	<b>\$5-10 M</b>	<b>\$0</b>	<b>\$5-10 M</b>	<b>\$0</b>
<b>TOTAL</b>	<b>\$135-151 M</b>	<b>\$451-479 M</b>	<b>\$586-630 M</b>	<b>\$152-168 M</b>	<b>\$300-320 M</b>	<b>\$134-142 M</b>
<b>Percentage of Total</b>	<b>-25%</b>	<b>-75%</b>	<b>100%</b>	<b>-25%</b>	<b>-50%</b>	<b>-25%</b>

\* Totals may vary due to rounding.

† Investment in cultural spaces will be determined at the time opportunities are identified, based on alignment with the City's cultural strategy, needs and operators' viability.



# 18 IMPLEMENTATION

## Introduction

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

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

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

## How the Plan will be Implemented

### Regulating Future Development

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

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

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

## Providing Guidance on Design

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

The preparation of the West End C-5, C-5A and C-6 Guidelines will follow immediately after plan approval. These guidelines are required to reflect the plan's intent for directing new growth along the commercial streets in ways that allow for viable spaces and locations for businesses and maintain livability for residents. Preparation of these guidelines will involve businesses, Business Improvement Associations, and community stakeholders.

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

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

## Rezoning

The Rezoning Policy for the West End replaces Council's interim Rezoning Policy, approved in 2011. It clarifies where and why rezonings will be considered. It is anticipated that there will be very few rezonings in the Neighbourhoods and that most rezonings will be on sites in the Corridors north of Robson Street and east of

Thurlow Street. The Rezoning Policy provides guidance for “targeted” growth in housing and jobs in the West End to meet long range goals to accommodate growth, encourage the provision of social housing, and contribute to funding the public benefits strategy. The Rezoning Policy, as a companion to the new zoning, seeks to provide residents and businesses with increased certainty on future change in the neighbourhood.

## A Plan for Public Spaces

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



On-street parking restrictions in residential area

## Parking (On-Street)

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

## Planning the Future of a Unique Site

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

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

## Partnerships

Finally, moving forward with the plan will involve ongoing partnerships with community-based groups, the three Business Improvement Associations, service agencies, residents and businesses. In addition to the capacities of the City that will be used in plan implementation, the resources contributed by these groups and individuals will play an essential role in achieving the goals of the plan.

# ACKNOWLEDGEMENTS

## West End Community

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

## West End Neighbourhood Champions Network

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

## Community Groups, Stakeholders and Other Organizations

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



## Citywide Groups, Stakeholders and Other Organizations

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

## City Advisory Agencies, Boards and Committees

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

## City Council Liaisons

- Councillor Adriane Carr
- Councillor Tim Stevenson

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[vancouver.ca/westend](http://vancouver.ca/westend)

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