



CITY OF VANCOUVER
COMMUNITY SERVICES GROUP
City Plans

NORQUAY VILLAGE NEIGHBOURHOOD CENTER AREA WORK PROGRAM

April, 2006

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1. INTRODUCTION

In 2002, Council approved the Neighbourhood Centre Delivery Program (NCP) to implement Community Vision directions for shopping area improvements and increased housing choice in all communities where Community Visions have been adopted. A Neighbourhood Centre Program Terms of Reference was adopted by Council at that time (appendix A).

The NCP Terms of Reference sets out the guiding principles, program components, the NCP process, NCP outcomes, and the roles and responsibilities of the key players such as working groups, the broader community, staff and City Council. Each new neighbourhood centre will be augmented by a specific work program that will include items such as the study area location, the relevant Vision Directions, and a work schedule.

The Renfrew-Collingwood Community Vision, adopted in March 2004, identified key shopping areas for improvement and locations for possible new housing types and identified Norquay Village and Collingwood Village as future neighbourhood centres (Refer to the RC Community Visions Highlights Map on page 5). In November 2005, Council approved the planning of the Norquay Village Neighbourhood Centre area. This document contains the Norquay Village Neighbourhood Centre Work Program.

2. STUDY AREA

The map on the following page shows the study area that will be included in the Norquay Village Neighbourhood Centre Program. Based on the R-C Vision, it shows the location of the shopping area to be improved and the area with potential for new housing. A larger Study Area has been identified which includes adjacent areas that may be impacted, schools and parks. A notification area outside of the core area will be established to keep nearby residents informed and provide opportunities to be involved.

3. PROGRAM PRODUCTS

The NCDP Terms of Reference set out a list of program outcomes (strategies, plans, policies) for Shopping Areas and New Housing Types. The Terms of Reference has been adapted to reflect the needs and context of the Norquay Village Study Area. Specifically, the Norquay Village program will produce:

1. Housing Area Plan
2. Public Realm and Streetscape Improvement Plan & Potential C-2 Area Specific Guidelines
3. Housing Zoning Implementation
4. Special Site: 2400 Motel SOS and Policy Framework
5. Public Realm Implementation: detailed design, costing and construction
6. Business Organization Assistance

* The first Neighbourhood Centre program was implemented in the Kingsway and Knight area in Kensington Cedar Cottage (KCC). In 2004, Housing Area and the Public Realm Plans were adopted. Rezoning of the area using newly created district zoning schedules (RT-10/RT-10N and RM-1/RM-1) to deliver new housing was enacted by Council in 2005. Implementation of the Public Realm Plan through improvements to street, sidewalks and the installation of public art is underway with completion of these improvements scheduled for Spring 2006.

4. PROCESS AND SCHEDULE

4.1 Overview

The diagrammatic chart on page 17 shows the main components of the Program and a summary schedule.

4.2 Program Components

The program will begin with preparation and start-up steps and then split into streams that will focus on Shopping Area Improvements and New Housing Types.

Pre-program Preparation

As a first step, staff will complete the data gathering and initial analysis. This will include compiling demographic and land use data, analysis of existing streetscape, housing stock and neighbourhood character.

Initial Outreach

This step will include:

- initial outreach to community groups and businesses with the intent of forming a Shopping Area Working Group and a Housing Area Working Group
- a first newsletter
- recruitment and briefing of the two working groups
- a kick-off event of some kind will be held to increase community awareness of the program, its scope and the opportunities to participate.

Development of a Shopping Area and Public Realm Plan

This component will include:

- analysis of issues and opportunities
- design and costing of draft Plan (options), in consultation with the working group (options)
- broader public review of the draft Plan
- revision and finalization of the Plan, and submission to Council for approval.

Implementation of the Plan will follow and include detailed design and costing, local improvements or initiatives, construction and a maintenance plan.

Development of a Housing Area Plan

The focus of this part of the program will be the development of a Housing Area Plan. The main steps will be:

- discussion of housing needs, challenges and opportunities
- generation of housing plan options based on Vision Directions. These will include types and locations for new housing as well associated aspects such as design, traffic and parking, parks, greening, greenways, and facilities.
- public review of the options, leading to possible refinements
- staff recommendations regarding the Options
- Council adoption of a Housing Plan based on one or more of the Options.

Public Process

A key element of the public process will be the formation of two working groups made up of residents, property and business owners. The Shopping Area Working Group (SAWG) will focus on Public Realm Improvements and the Housing Area Working Group will focus on new housing types and a housing area plan. These groups will meet approximately 10 to 12 times during the process. For the broader public, a kick-off event and open houses will be held. There will be four newsletters delivered to all households, property owners and businesses in the study area providing updates on different components. There will be a mail-in survey for the housing and shopping area plans and a random telephone survey.

5. STAFF AND PUBLIC ROLE

Residents, property owners and businesses both within the Study Area and in the broader community will have three key roles: to suggest ideas and concepts at workshops and open houses; to express opinions and preferences about design or plan options while in progress, and to advocate a design or plan option to Council, when they are considering recommendations of staff. For more detail on the roles of the public and staff, see pages 9 to 15 of the NCP Terms of Reference in Appendix I.

Working Groups

The working groups will provide input throughout the process and will assist staff in generating, evaluating, and narrowing the range of options. With respect to process, they will advise staff on outreach, and assist in “watchdogging” the process to ensure it stays within the Terms of Reference.

It is anticipated that the level of interest among residents within the Study Area will be higher than in the broader community, and also that there will be divergent opinions within both groups.

NCP Staff Team

The NCP staff team will be responsible for overall management of the process, and for organizing and producing all outreach and consultation. Staff will be responsible for research, providing information, and organizing consultant studies, generating, documenting, technically evaluating, and revising design concepts and plan options, in consultation with the community and for making recommendations to Council, including providing Council with information on community opinion. As with the working groups, staff will also ensure that the Terms of Reference are followed.

Shopping Area Working Group

Meeting 1 Introduction, roles and responsibilities

UNDERSTANDING ISSUES AND OPPORTUNITIES

Meeting 2 What is a Neighbourhood Centre? What is a Neighbourhood Centre Main street?

Meeting 3 Tour of Other Neighbourhood Centre Streets

Meeting 4 Understanding Kingsway issues and opportunities; Principles, Goals and Preferences

EXPLORING POSSIBILITIES

Meeting 5 Street Design Charette - generate options

Meeting 6 Review Results and develop schemes

Meeting 7 Greenways and Linkages

Meeting 8 Preparation of Open House

REFINING THE PLAN

- Meeting 9 Review of public response from open house and survey
- Meeting 10 Develop Final Shopping Area Plan and design guidelines
- Meeting 11 Management Plan, business group
- Meeting 12 Final Plan

Housing Area Working Group

- Meeting 1 Introduction, roles and responsibilities

UNDERSTANDING ISSUES AND OPPORTUNITIES

- Meeting 2 Why new housing? New Housing Types
- Meeting 3 Understanding the area/Issues and Opportunities #1
- Meeting 4 Understanding the area/Issues and Opportunities #2
- Meeting 5 Charette Components/Linkages and Greening

EXPLORING POSSIBILITIES

- Meeting 6 Review Charette Results
- Meeting 7 Housing Plan options/principles
- Meeting 8 Finalization of survey content

REFINING THE PLAN

- Meeting 9 Review of open house/survey results
- Meeting 10 Develop final housing area plan
- Meeting 11 Final Housing Area Plan
- Meeting 12 Zoning and Linkages implementation

6. SPECIAL SITE IDENTIFICATION

The R-C Vision identifies the Eldorado Hotel and the 2400 Motel sites as key sites to the future of the area. The NCP Terms of Reference provide that, for special sites that have not received development approvals since adoption of a Vision, the NCP will include a component examining what development should occur there, leading to a Council-adopted policy framework for the site.

The Eldorado Hotel

In January 2005, City Council approved a rezoning application for the Eldorado Hotel site, located on the south side of Kingsway between Nanaimo and Slocan Street, for residential and commercial mixed-use development based on directions in the Vision.

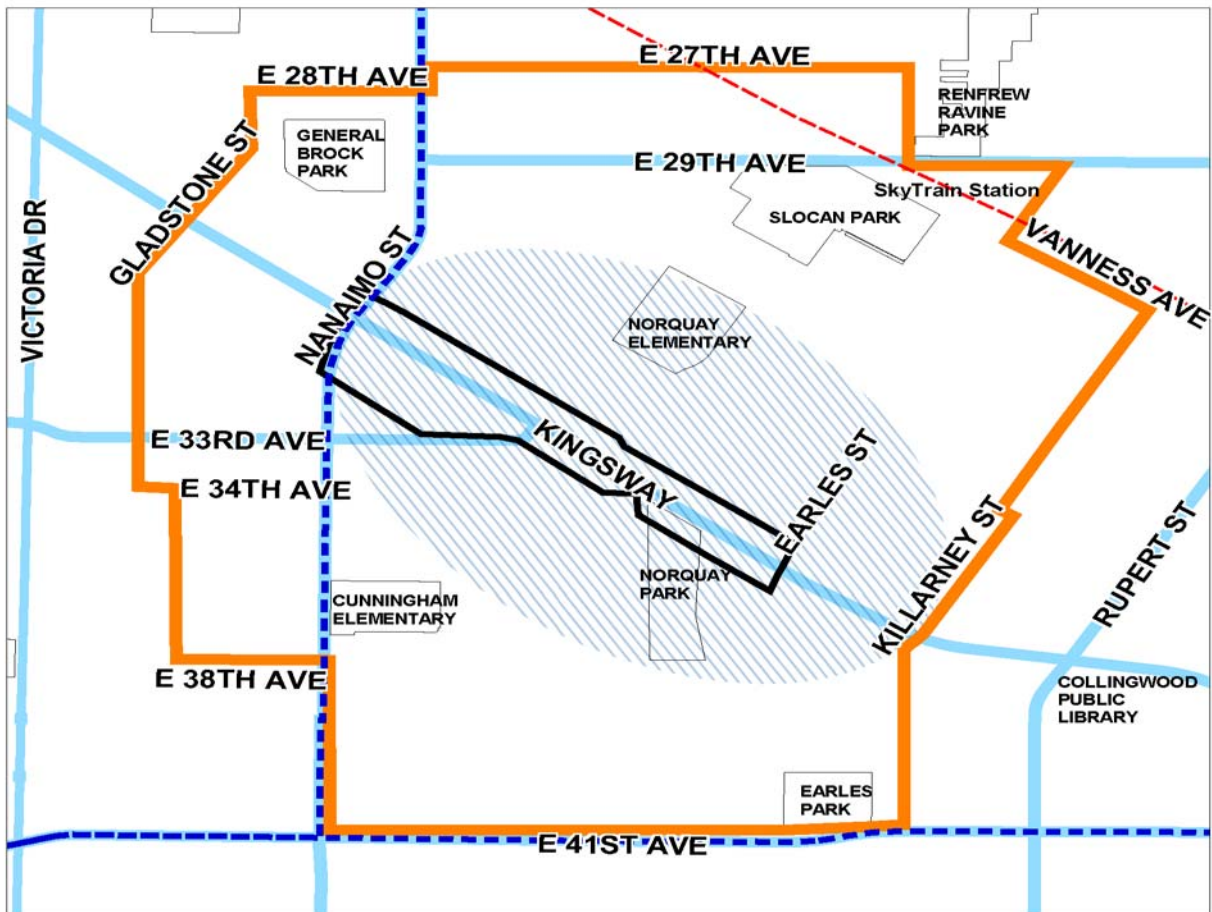
The 2400 Motel







The 2400 Motel is a good example of postwar Motor Court development that consists of 20 small scale buildings. It is owned by the City of Vancouver. The R-C Vision identifies it as an important site for the Norquay Village Neighbourhood Centre.

A special planning and consultation process will be incorporated into the Norquay Village NCP, to examine the potential for change on the 2400 site. The process will be undertaken jointly with the City's Real Estate and Planning departments. A heritage consultant will conduct a heritage evaluation and prepare a Statement of Significance for the property. As well, a policy framework will be developed by a consultant and City staff with input from the community during the program. The framework will consider the policies for this site from the RC Community Vision, input from the community, as well as other interested groups. It will be used to provide guidance to staff, potential applicants and community members as to what may be considered in future on the site. Key topics may include appropriate uses, including residential, urban design expectations, and special community amenities.

Norquay Village Study Area Map

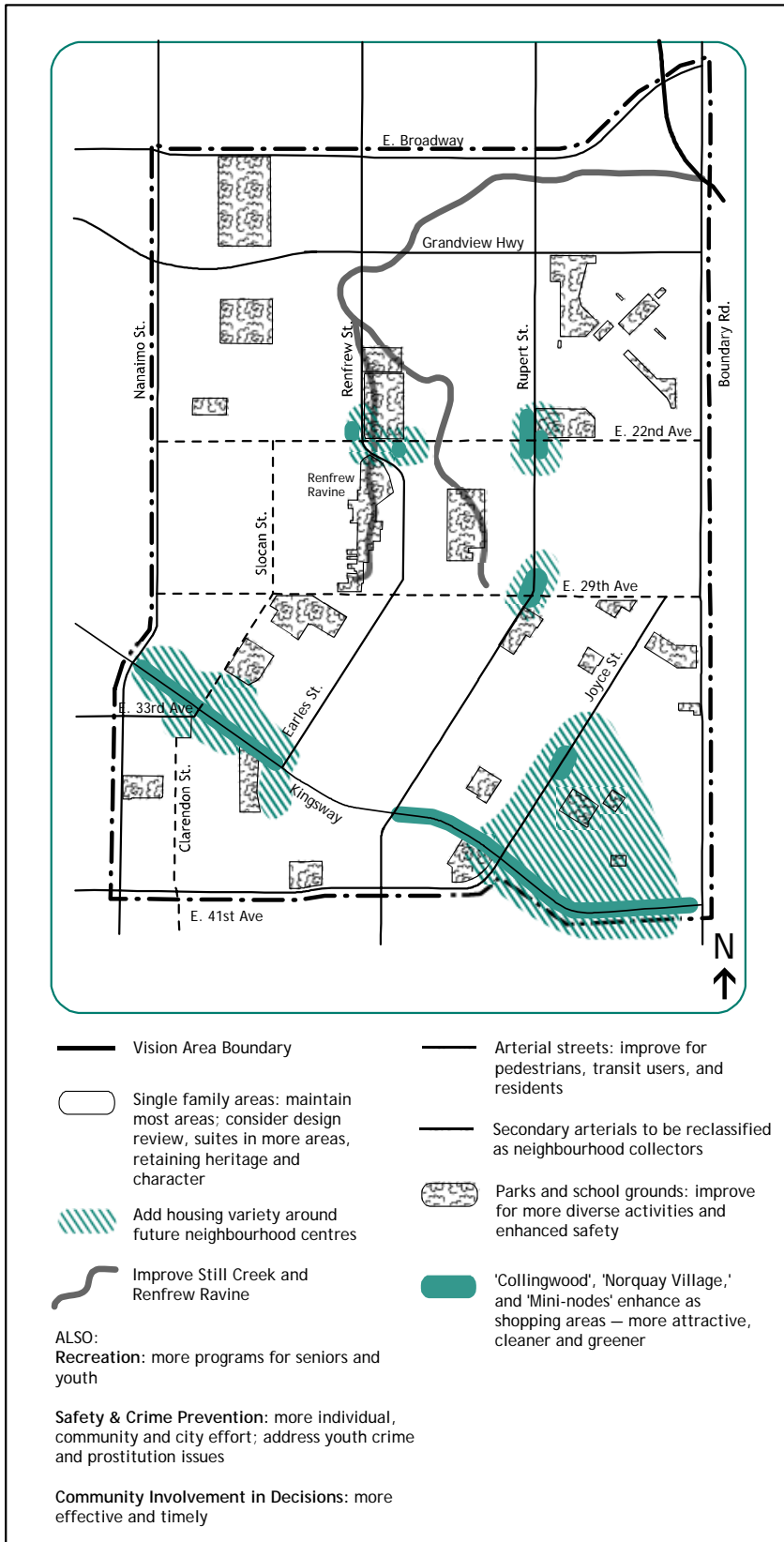
NORQUAY VILLAGE - NEIGHBOURHOOD CENTRES PROGRAM - 2006



-  RC Vision: Potential for new housing choices
-  RC Vision: Shopping Area
-  Study Area
-  Major Arterials
-  Skytrain
-  Vision Area Boundary



RC Community Visions Highlights Map



7. RELEVANT RENFREW-COLLINGWOOD COMMUNITY VISION DIRECTIONS

The NCDP Terms of Reference provide that the Program will:

“Address primarily the adopted Vision Directions on Shopping Areas and New Housing Types, but also take into account related Vision Directions as appropriate and feasible. Vision Directions classified as ‘uncertain’ may be revisited during the NCDP if appropriate.”

The relevant Vision Directions are cited below for convenience. Section 5.1 Key Directions lists those that will be directly addressed by the Neighbourhood Centres Program. Section 5.2 Related Directions list those that provide a context, and will influence the program. The headings, numbering, and wording are those of the adopted RC Community Vision. The percentages are the percent of agreement in the Direction received in the general and random surveys. (For more on this, refer to the RC Community Vision).

7.1 Key Directions

Traffic and Transportation

1.1 Improve Conditions and Safety on Kingsway and Nanaimo 79%/76%
Kingsway and Nanaimo should have the conditions and safety for residents, pedestrians, and transit users substantially improved.

New Housing Types

15.1 Infill 54%/55%

Housing variety should be increased in Renfrew-Collingwood by allowing some infill development, provided that the units are:

- designed to fit into the single family area, with good landscaping
- provided with adequate community facilities (parks, schools, etc.) and services for the additional population
- accompanied by a plan to address any parking and traffic impacts.

15.2 Duplexes 51%/50%

Housing variety should be increased in Renfrew-Collingwood by allowing more duplexes, provided that the units are:

- designed to fit into the single family area, with good landscaping
- provided with adequate community facilities (parks, schools, etc.) and services for the additional population
- accompanied by a plan to address any parking and traffic impacts.

15.3 Small Houses on Shared Lots 49%/51%

Housing variety should be increased in Renfrew-Collingwood by allowing some small houses on shared lots, provided that the units are:

- designed to fit into the single family area, with good landscaping
- provided with adequate community facilities (parks, schools, etc.) and services for the additional population
- accompanied by a plan to address any parking and traffic impacts.

15.4 Cottages 44%/44%

Housing variety should be increased in Renfrew-Collingwood by allowing some cottage developments, provided that the units are:

- designed to fit into the single family area, with good landscaping
- provided with adequate community facilities (parks, schools, etc.) and services for the additional population
- accompanied by a plan to address any parking and traffic impacts.

15.6 Additional Traditional Rowhouses 37%/38%

Housing variety in Renfrew-Collingwood should be increased by permitting some additional traditional rowhouses, provided they are:

- designed to be compatible with single family neighbourhoods and adjacent homes, with good landscaping
- located in select areas and built as small projects rather than as wide-spread replacement for existing housing types
- provided with adequate community facilities (parks, schools, etc.) and services for the additional population
- accompanied by a plan to address any parking and traffic impacts.

15.8 Low-rise Apartments 41%/45%

A limited number of low-rise apartments, with a maximum height of 4 storeys, should be permitted in Renfrew-Collingwood, provided they are:

- designed to be compatible with single family neighbourhoods and adjacent homes, with good landscaping
- located in select areas and built as small projects rather than as wide-spread replacement for existing housing types
- provided with adequate community facilities (parks, schools, etc.) and services for the additional population
- accompanied by a plan to address any parking and traffic impacts.

15.9 At Least One Housing Type 72%/68%

Percent supporting at least one new housing type (Infill, Duplexes, Small Houses on Shared Lots, Cottages, Sixplexes, Traditional Rowhouses, Courtyard/Carriage Court Rowhouses, Low-rise Apartments).

15.10 Seniors' Housing 81%/82%

Some small developments designed for seniors should be considered near parks, shopping, and transit (especially near SkyTrain) to allow seniors to stay in the community as their housing needs change.

Locations for New Housing

16.1 On Wide or Long Lots 54%/55%

New housing types should be permitted on wide or long lots (or small assemblies incorporating these lots) in Renfrew-Collingwood, subject to detailed planning and impact mitigation.

16.3 Around Nanaimo and 29th Avenue SkyTrain Stations 56%/54%
New housing types should be permitted in existing residential areas around Nanaimo and 29th Avenue SkyTrain stations, subject to detailed planning and impact mitigation.

16.4 Around Schools 53%/52%
New housing types should be permitted around schools in Renfrew-Collingwood, subject to detailed planning and impact mitigation.

16.5 Around Parks 52%/55%
New housing types should be permitted around parks in Renfrew-Collingwood, subject to detailed planning and impact mitigation.

16.6 Scattered Throughout the Single Family Areas 41%/44%
New housing types should be permitted in scattered locations throughout the single family areas of Renfrew-Collingwood, subject to detailed planning and impact mitigation.

16.7 Support for New Housing in at Least One Possible Location 65%/69%
Percentage supporting new housing in at least one location (Wide/Long Lots, Sloped Areas, SkyTrain Stations, Schools, Parks, or Scattered Throughout the Single Family Area).

Norquay Village Neighbourhood Centre

19.1 Neighbourhood Centres and Housing 63%/64%
Consider creating a neighbourhood centre around Norquay Park which could include a greater variety of retail stores along Kingsway, additional housing types, complemented by additional community amenities and facilities. Housing types could include mixed use developments on Kingsway (e.g. ground floor commercial with residential above), along with a mix of apartments and townhouses in areas adjacent to Kingsway.

19.2 The 2400 Motel and Eldorado Hotel Sites 66%/63%
If redevelopment of the Eldorado Hotel and/or the 2400 Motel is proposed, the City should support new, needed commercial and/or residential uses. Any consideration of such developments should include significant public consultation.

19.3 Important Shopping Area 70%/66%
The shopping area along Kingsway between Nanaimo and Earles should be strengthened as a major neighbourhood shopping area and special community place.

19.4 Shops and Services Continuous 68%/63%
In the shopping area, shops and services should be continuous along the ground floor of buildings. Ground floor frontage should not be interrupted by driveways, drive-throughs, parking lots, or building fronts and uses that are not 'pedestrian friendly'.

19.5 A Range of Shops and Services 72%/66%

There should be a wide range of local serving shops and services in the shopping areas. Additional auto-oriented services (e.g. gas stations, auto repair) should be discouraged.

19.6 Adding a Supermarket 73%/73%

Supermarkets are important 'anchors' for neighbourhood shopping areas. The City, in consultation with the neighbourhood, should work with supermarket owners to identify, assemble, and rezone an adequate site for a smaller supermarket (e.g. Capers, Choices, Marketplace), in a mixed use development, with adequate parking provided.

19.7 Pedestrian Safety 83%/86%

It should be easier and safer for pedestrians to cross Kingsway, especially to and from Norquay Park.

19.8 Control Sidewalk Merchandise 70%/74%

Merchandise displays on the sidewalk add interest and vitality to the street, but the amount of sidewalk they take up should be limited. They should leave enough room for pedestrians (including wheelchairs and strollers) to pass each other, and should leave more sidewalk space at bus stops and crosswalks where more people gather. The limit should be enforced.

19.9 Street Trees and Sidewalk Improvements 78%/77%

Street trees should be planted on Kingsway and the sidewalks should be improved.

19.10 Weather Protection 62%/63%

There should be continuous weather protection for shoppers in the form of canopies or awnings.

19.11 A More Attractive Place 80%/80%

The appearance of the shopping area should be improved through beautification by private owners and the City.

19.12 A Cleaner Place 89%/91%

Sidewalks, gutters, lanes, parking lots, storefronts, garbage areas, and loading bays should be kept cleaner and maintained better by both private businesses and the City.

19.13 Convenient Parking 82%/84%

Convenient short-term parking, including curbside parking, should be available for customers to help keep the retail viable and reduce impacts on neighbours.

22.1 Business Associations or BIAs 63%/63%

Business Associations and BIAs should be encouraged, with organizational assistance from the City. They should be involved, together with residents, in promoting shopping in their areas and organizing services and activities to attract shoppers.

Community Involvement in Decision Making

26.1 Community Involvement in Decision Making 86%/85%

Community residents should have greater, and more timely, input into decisions about changes to their community, involving matters ranging from major items like SkyTrain stations and prostitution issues to recurring decisions relating to the provision of facilities and services, development proposals, street and traffic changes, and park design.

7.2 Related Directions

Traffic and Transportation

2.1 Improve Conditions and Safety on Rupert, Renfrew/Earles, Joyce, and Slocan (south of 22nd) 82%/80%

The conditions and safety for residents, pedestrians, and transit users along Rupert, Renfrew/Earles, Joyce, and Slocan (south of 22nd) should be substantially improved.

3.1 Change the designation of 22nd, 29th, and Clarendon 55%/56%

In accordance with the Transportation Plan proposal, the City should change the designation of 22nd, 29th, and Clarendon from secondary arterial to neighbourhood collector to ensure these streets are not widened or changed to accommodate increased traffic volumes or speeds. These streets should be redesigned to discourage through trips.

3.2 Improve Conditions and Safety on 22nd, 29th, and Clarendon 69%/63%

The conditions and safety for residents, pedestrians, and transit users along 22nd, 29th, and Clarendon should be substantially improved.

Traffic Calming on Local Streets

4.1 Use Traffic Calming Programs 70%/66%

The City should do more to make Renfrew-Collingwood residents aware of its 'complaint-based' traffic calming process. Residents should take advantage of the City's traffic calming programs to bring City funded measures like traffic circles speed humps, stop signs, and traffic diverters to streets in Renfrew-Collingwood.

4.2 Maintenance of Local Streets and Sidewalks 85%/86%

Streets and sidewalks in Renfrew-Collingwood should be paved or repaired where necessary.

4.3 On-street Parking on Local Streets 68%/60%

Improve control over parking of cars and trucks on local streets to make streets safer and provide more parking for local residents.

4.4 Innovative Traffic Calming Measures 66%/60%

In addition to traffic calming measures such as traffic circles and speed bumps, the City should consider using the following:

- 40 km/h speed limit (30 km/h in high density areas)
- mid-street pedestrian islands/refuges
- public art/fountains
- pedestrian level lights (street lights get blocked out by trees, etc.)
- more signs: children playing, etc.
- encourage street-reclaiming with block parties and street festivals organized by residents

Public Transit

5.1 Bus Priority Measures 67%/70%

The speed and ease of boarding of buses should be increased on all routes through bus priority measures such as bus bulges.

5.3 Improve the 'Transit Experience' 74%/72%

The 'transit experience' (the comfort, convenience, and sense of safety experienced by users as they walk to, wait for or ride the system) should be improved in order to attract riders.

Greenways and Bikeways

6.1 Greenway Routes and Bikeways 70%/73%

Greenways should link major walking destinations within and outside of Renfrew-Collingwood and should provide safe crossings at major streets. The planned City Greenways along Vanness (Parkway Greenway), along/near Renfrew/Duchess/ Wales, and along the New Millennium Line (Central Valley Trail) should be implemented as soon as possible. Proposed city-wide Bikeways within Renfrew-Collingwood should be planned and finalized. Improvements must be made to the Parkway Greenway from 29th to Boundary, and Greenway and Bikeway routes need to be more widely publicised to pedestrian and cyclists in Renfrew-Collingwood.

6.2 General Walking and Biking Improvements 73%/75%

The frequently used pedestrian and biking routes within Renfrew-Collingwood identified in the Vision (including Nanaimo, Slocan, Earles, Vanness, Euclid, and Kingsway) should have additional greening and other types of improvements:

- sidewalk installation on streets now without sidewalks and improved maintenance of existing streets and sidewalks
- better pedestrian and bike crossings of arterials
- beautification of streets and sidewalks (e.g. tree-lined streets, landscaping, flowers, benches, special paving, lighting)
- clean-up streets and sidewalks in commercial areas
- allow bikes on SkyTrain.

6.3 Bike Parking and Racks 60%/59%

Bike parking and racks should be more readily available in Renfrew-Collingwood, particularly at major destinations.

6.4 Bikelanes along Kingsway, 22nd, 29th, and Slocan 55%/59%

Consider Bikelanes along Kingsway, 22nd, 29th, and Slocan as part of a city-wide commuter network (this would be considered as part of a more detailed plan to ensure that it was safe, and to see if it fits with improvements for pedestrians, shoppers, and transit users).

Community Services

10.2 Community Services in or near Neighbourhood Centres 70%/70%

Whenever community services such as community centres, neighbourhood houses, health centres, etc. are considering new facilities or relocations, location in or near the Neighbourhood Centres should be given strong consideration due to their accessibility and high community profile.

'Big Box' Stores and Shopping Malls

21.1 Additional Major Malls or 'Big Box' Stores 58%/59%

Additional major malls and 'big box' stores which sell groceries, clothing, and other daily needs, should not be permitted to locate where they will harm the economic health of the shopping areas at Kingsway/Joyce, 'Norquay Village', and the three 'mini-nodes'.

21.2 Specialty 'Big Box' Stores 56%/61%

Some smaller specialty 'big box' outlets (e.g. electronics, toys, pets) might act as positive anchors or attractions if they are located in Renfrew-Collingwood's existing shopping areas. They should be considered if they are designed to fit properly.

Parks, Streets, Public Places, and Views

23.1 More Usable Parks and School Grounds 85%/88%

Park design, appearance, and activities should be more varied in order to serve a more diverse population. School grounds should be attractive, usable community spaces.

23.5 Safety in and around Parks 89%/89%

Safety concerns should be a more important aspect of park use, design, and maintenance. Accessing parks across arterials should be easier and safer.

23.9 Public Art in Parks and Public Places 61%/57%

There should be more public art in parks and public spaces.

23.10 Greening and Beautifying Public Streets 78%/79%

Streets should continue to be pleasant green links that connect the neighbourhood and should be enhanced by:

- protecting existing boulevards and street trees, and planting new trees wherever possible
- encouraging residents to extend private gardening into space between the sidewalk and the curb; to landscape traffic circles and curb bulges through the 'Green Streets' program
- landscaping all medians
- creating more mini-parks on street right of ways.

23.12 Preserve Views 84%/87%

Views to the North Shore mountains, downtown Vancouver, and into Renfrew Ravine from public places, like parks and streets, should be protected and viewpoints made more enjoyable.

Environment

25.3 A Clean Community 93%/95%

The community and the City should work together to keep Renfrew-Collingwood clean and litter free. These efforts should include:

- encouraging individual actions and cooperative efforts
- increasing enforcement and penalties
- improving education of residents and business owners about recycling, composting, garbage and disposal services offered by the City
- recycling a broader range of items
- picking up hard-to-dispose-of items on special days
- providing more garbage/recycling bins, including dog waste bins, in parks, schools, and public places.



CITY OF VANCOUVER
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City Plans

NEIGHBOURHOOD CENTRE DELIVERY PROGRAM TERMS OF REFERENCE

Approved by Vancouver City Council

July 9, 2002

City Plans Division, City of Vancouver

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1. INTRODUCTION

This document contains Terms of Reference for a Neighbourhood Centre Delivery Program (NCDP) that will implement the adopted Community Visions Directions for Shopping Areas and New Housing Types. It describes the generic Program, and will be augmented by Additional Terms of Reference for each area that will include items such as the study area location, the relevant Vision Directions, etc.

1.1 Background: CityPlan and Community Visions

In June 1995, Council adopted *CityPlan: Directions for Vancouver* as a broad, long range plan for the city as a whole. In July 1996, Council approved the *CityPlan Community Visions Terms of Reference*, together with funding and staffing. The Community Visions Program is designed to bring CityPlan Directions to the local level in all the predominantly single family areas of the City, most of which have never had any local planning. As of June 2002, Community Visions were completed and adopted in four communities (Kensington-Cedar Cottage, Dunbar, Sunset, Victoria-Fraserview Killarney) and underway in two (Renfrew-Collingwood, Hastings-Sunrise).

The relevant Directions from CityPlan are as follows:

- The CityPlan Direction on Neighbourhood Centres is to:
"..create neighbourhoods that provide residents with a variety of housing, jobs and services; create neighbourhood centres that become the civic, public heart of each neighbourhood; and plan the centres with local people to meet the current and emerging needs of residents and local businesses."
- The CityPlan Direction on Housing Variety is to:
"...increase neighbourhood housing variety throughout the city, especially in neighbourhood centres..." by "involv(ing)...the City and neighbourhoods in planning the types, appearance, and location of new housing best suited to each neighbourhood..."
- The CityPlan Direction on New and More Diverse Public Places is to:
"...ensure that the number and quality of the city's public places matches the needs of a growing and increasingly diverse population (and more specifically), promote lively neighbourhood shopping streets where it is comfortable to buy, sell, stroll, relax and perform.."

Community Visions have given these a more specific shape in each individual community. Each Vision locates the important local shopping areas, and describes what types of improvements are needed to make them more attractive and viable. Each Vision also notes which types of new housing are supported, and which locations are preferred. The NCDP will implement these Vision Directions in a concrete way.

1.2 The Term "Neighbourhood Centre" and the NCDP

A comment is necessary here about the term "neighbourhood centre". It was invented in CityPlan to describe bringing together housing, jobs, shopping, services, and a public "heart" in a geographic location--noting that there was no one prototype, and that each community would customize the idea.

The four completed Community Visions do identify key local shopping areas on arterial streets, and contain Directions for their improvement. These shopping areas already have new housing potential in their mixed-use C zoning, which was accepted by the Community Visions as a given¹. However, when it comes to new housing variety, the completed Community Visions vary in the preferred locations. One community supported it clustered around several shopping areas; two have supported linear locations along main streets, including extending from the shopping areas; and one supports spreading new housing opportunities broadly throughout the area, including near the shopping area. It is important to note that the NCDP is intended to implement all the Directions on new housing types, whether they are geographically nodal, linear, or scattered.

¹ Vision Direction to improve the design and neighbourliness of the C-2 mixed use projects is being implemented through a citywide C-2 Zoning Review, currently underway.

2. PRINCIPLES

The following principles set the expectations for the content and process of the Neighbourhood Centre Delivery Program.

The Program will:

- 2.1 Address primarily the adopted Vision Directions on Shopping Areas and New Housing Types, but also take into account related Vision Directions as appropriate and feasible. Vision Directions classified as "uncertain" may be revisited during the NCDP if appropriate.
- 2.2 Undertake work on the Shopping Areas and New Housing Types at the same time. This will help maintain the relationship between improving shopping areas and adding new residents in new housing. It will also make efficient use of community participation time, and optimize the use of staff time.
- 2.3 Accomplish a range of concrete outcomes, including physical improvements to the public realm, new zoning, and explicit strategies to guide future actions (Refer to Section 3).
- 2.4 Recognize the varying physical and economic conditions, levels of organization, ethnic and demographic makeup of different communities, and seek to adapt the Program appropriately.
- 2.5 Provide a variety of ways for the range of residents, property owners and businesses to participate in creating and reviewing proposals; and ensure that the opinions of both those in the directly-affected area and those in the wider community are sought.
- 2.6 Be coordinated with, and build upon, other City initiatives and programs (e.g. street furniture program, anti-graffiti program). Generally work within established Council policies (e.g. heritage policies, social and affordable housing policies), while recognizing the possibility of change or exceptions, if justified.
- 2.7 Recognize City Council's responsibility for approval of proposed physical improvements, the Housing Area Plan, zoning changes (or rezoning policy), guidelines, capital spending, etc.
- 2.8 Ensure that City Council, before making decisions, is made aware of the range of community opinion, technical information, and any other necessary information.
- 2.9 Be completed within the approved program staff, time, and budget limits.

3. PRODUCTS

The Neighbourhood Centre Delivery Program will produce the following outcomes. Some variation may occur in different areas, depending on their existing state of improvement and organization.

Delivering these products will involve many City Departments and Boards besides the City Plans Division and Engineering Services who will be most responsible: Park Board, Social Planning and Cultural Affairs, Housing, Police, and Library will all be interested in some aspects. For the sake of brevity, their areas of responsibility are not specifically detailed in the list.

3.1 Shopping Areas

3.1.1 Retail and Service Strategy

- identification of the current and future retail and service role of the shopping area in relation to its market; suggestions for improvements to the retail and service mix, business operations, security, marketing, parking or other aspects to enhance the area's viability.

3.1.2 Parking Strategy

- review of existing parking, identification of problems and opportunities, and recommendations for change where necessary. This might include revising street parking regulations, better signage of private parking, establishment of common merchant parking, etc.

3.1.3 Special Sites Development and Rezoning Policy (where applicable)

- for certain key sites, Council-approved rezoning policy. This would be based on feasibility study of different use, density and form of development options, and community review.

3.1.4 Public Realm and Pedestrian/Traffic Management Plan

- development of a Plan that includes:
 - possible changes to better balance the pedestrian and shopping area function with commuter through-traffic
 - a variety of public realm management improvements. These might include landscaping, sidewalk repair/replacement, banners, public art, bulges, medians, crossings, greenways connections, new street furniture, etc.
- Council adoption of the Public Realm and Pedestrian/Traffic Management Plan

3.1.5 Public Realm and Pedestrian/Traffic Management Improvements Implementation

- detailed design, detailed costing, Local Improvement or Local Initiatives, and construction/installation of improvements as per adopted Plan

3.1.6 C-2 Minor Zoning Revision and Area Guidelines

- minor amendments to C-2 zone, e.g. to specify where auto-oriented uses are not appropriate
- area-specific character guidelines (voluntary or adopted; optional)

(Note: The C-2 Zoning Review - Part 1, to improve design of mixed use and all-commercial development, is being done separately. C-2 Zoning Review: Part 2, to look at the questions of where to permit all-residential development and other significant use issues, will be done separately, on a city-wide basis, when resources are available.)

3.1.7 Self-Help/Organizational Development

- encouragement of business owner organization through access to current City BIA program, and participation in NCPD, possibly leading to a BIA
- encouragement of area residents and business owners to organize area clean-up and crime prevention, including creating linkages with current City programs, Crime Prevention Centres, etc.
- advice to, and involvement of, business owners in improving the appearance, cleanliness, and maintenance of shopfronts, parking areas and other private premises

3.2 New Housing Types

3.2.1 Housing Area Plan

- several Housing Area Plan options that:
 - indicate types and locations for new housing. At least one option will maximize the housing outcome under the adopted Vision Directions.
 - include related measures dealing with: traffic, parking, and/or utilities impacts; improved appearance and greening of the public realm; additional demands on parks and city facilities (e.g. daycare, community centres, libraries, pools, rinks). These will take into account the existing zoned housing capacity (mainly C-2), as well as proposed new housing.
 - include any specific measures for affordable/social housing beyond current city policies -include Vancouver School Board commentary on schools
- Council adoption of a Housing Area Plan

3.2.2 Housing Zoning Implementation

- based on the adopted Housing Area Plan, any or all of the following:
 - drafting of any zoning and guidelines required
 - Council approval of city-initiated new zoning for some locations
 - Council approval of rezoning policies to guide future privately initiated rezonings
- if possible and needed, a new type of "available-off-the-shelf" zoning for small, privately initiated rezonings (optional: to be investigated)

3.2.3 Traffic, Parking, and Utilities Action Strategy

- based on the adopted Housing Area Plan:
 - installation of any traffic calming or parking measures warranted by existing or immediately anticipated problems
 - action strategy to monitor and address future traffic and parking impacts as change occurs
 - installation of utilities immediately needed, and/or strategy for future installation as needed

3.2.4 Parks, Greening, and Greenways Action Strategy

- based on the adopted Housing Area Plan:
 - design and installation of appropriate immediate improvements (e.g. mini-parks, greenways, improvements to existing parks)
 - action strategy for future improvements, related to timing of development. This will include a strategy for funding (capital funds, DCLs, CACs etc) and timing for implementation, taking into account demands placed on resources by needs in other areas of the City.

3.2.5 City Facilities Action Strategy

- based on the adopted Housing Area Plan:
 - action strategy to address any additional demands falling on City facilities (e.g. daycare, community centres, libraries, rinks, pool) due to growth in the area. This will include a strategy for funding (capital funds, DCLs, CACs etc) and timing for implementation, taking into account demands placed on resources by needs in other areas of the City.

4. PROCESS AND SCHEDULE

4.1 Overview

The chart on the following page shows the main components of the Program, and a summary schedule.

4.2 Program Components

The Program will begin with preparation and start-up steps, and then split into streams that will focus on Shopping Area Improvements and New Housing Types.

Pre-Program Preparation

As a first step, staff will complete most of the data gathering and initial analysis. This will include compiling demographic and land use data; analysis of existing streetscape, housing stock, and neighbourhood character; and technical and economic background studies.

Initial Outreach

This step will include initial outreach to community groups and businesses; an initial newsletter; and recruitment and briefing of the two working groups: one for Shopping Areas and one for New Housing. A kick-off event of some kind will be held to increase community awareness of the program, its scope, and the opportunities to participate.

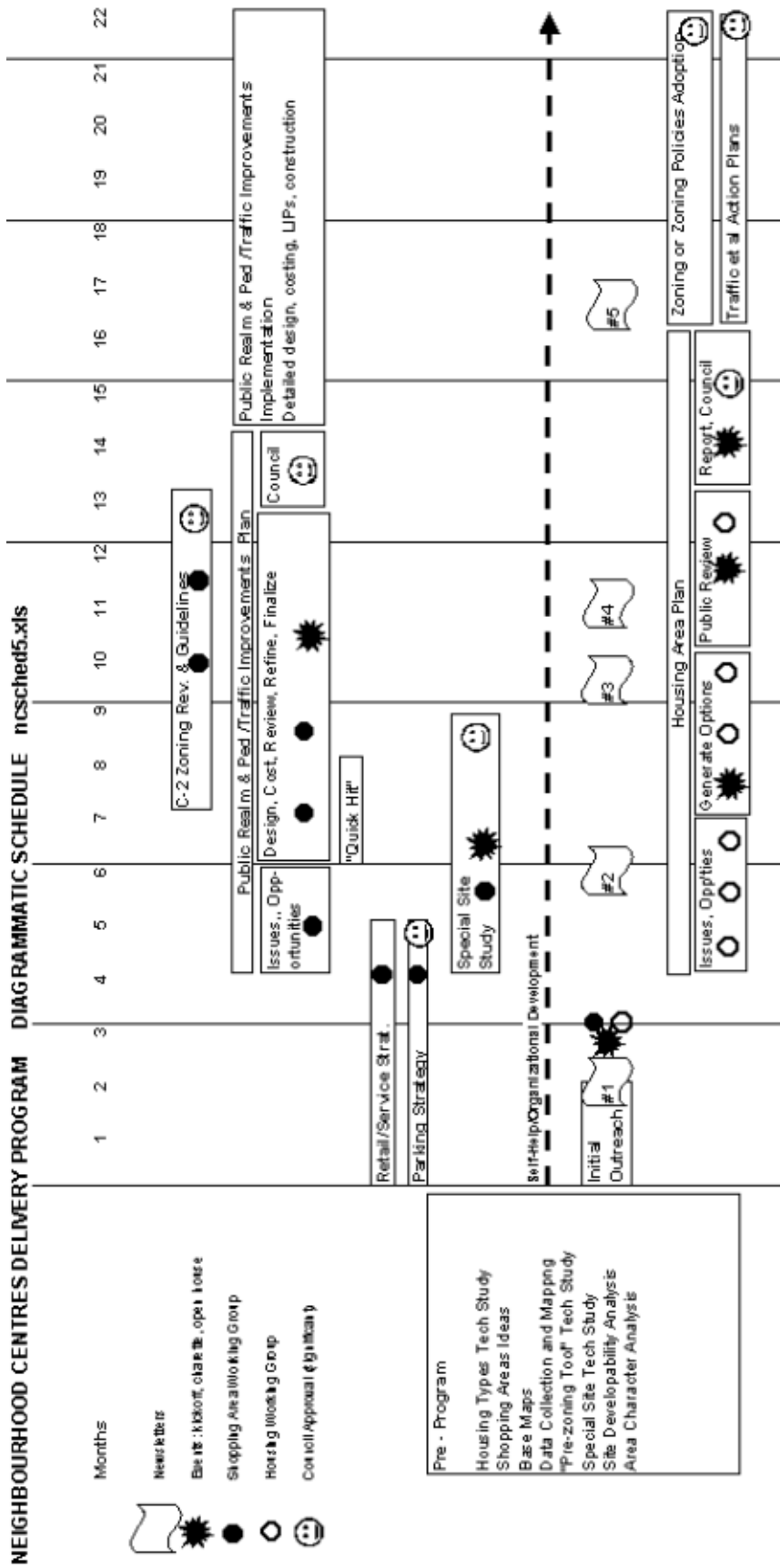
Shopping Areas Improvements

The Shopping Areas Improvements part of the program will consist of a number of work streams to create the products noted in Section 3. First to be undertaken will be the Retail and Service Strategy and the Parking Strategy, mainly through the work of consultants. If the area contains an identified special site, then the work on the Special Site Development and Zoning Policy would be included at this point.

These three components will become input to the Public Realm and Pedestrian/Traffic Management Plan, which is the biggest component of Shopping Area Improvements. This component would include:

- analysis of issues and opportunities
- pursuit of an initial improvement in the public realm, if appropriate
- design and costing of draft Plan (options), in consultation with the working group; broader public review of the draft Plan (options)
- revision and finalization of the Plan, and submission to Council for approval

NEIGHBOURHOOD CENTRES DELIVERY PROGRAM DIAGRAMMATIC SCHEDULE ncsched5.xls



Implementation of the Plan would follow, including detailed design and costing, Local Improvements or Local Initiatives, construction, and a maintenance plan.

Amendments to the C-2 zoning and the development of (optional) local character Guidelines will occur during the same period as the Public Realm and Pedestrian/Traffic Management Plan is done.

The Self-Help/Organizational Development stream will be ongoing through the process. In some areas there will already be organized business groups, residents' groups, and crime prevention groups. The Program will help them connect with the available City programs. In other cases, it will be necessary to encourage business organization through the efforts of the City's BIA coordinator.

New Housing Types

The focus of this part of the program will be the development of an integrated Housing Area Plan. The main steps will be:

- discussion of housing needs, challenges and opportunities;
- generation of several Housing Area Plan Options based on Vision Directions. These will include types and locations for new housing; as well as associated aspects such as design, traffic and parking, parks, greening, greenways, and facilities;
- public review of the Options, leading to possible refinements;
- staff recommendations regarding the Options; and
- Council adoption of a Housing Area Plan based on one or more of the Options

Based on the adopted Housing Area Plan, the next steps will include:

- writing and adoption of new zoning and guidelines; or adoption of site-specific policies to guide future rezonings; or approval of some form of "available-off-the-shelf" zoning
- finalization of Action Strategies for traffic, parking and utilities; parks, greening and greenways, and city facilities; as well as installation of projects identified as immediate

4.3 Public Involvement

Residents, property owners, businesses, community groups and others will be interested in participating in the NCPD to different degrees. The program will include diverse opportunities for participation, geared to levels of interest and roles in the process (see Section 5).

A key element will be two Working Groups, one focusing on Shopping Area Improvements and the other on New Housing Types. They will meet throughout the process. For the broader public, a kick-off event, housing design charrette, and open houses will be held at various times. There will be approximately five newsletters delivered to all households, property owners and businesses in the study area, providing updates on different components and in some cases incorporating mail-in

surveys. There will also be a random telephone survey on the Housing Area Plan Options.

DIFFERENT PUBLICS	HOW INVOLVED
<p>Study Area residents, property owners, and businesses -those whose home, property or businesses may be directly affected by the changes coming out of the NCDP</p>	<p>-reps on working groups -attend kick-off event & housing charette -receive newsletters -mail-in survey; random telephone survey</p>
<p>Future Study Area residents, property owners, and businesses -those who will be directly affected in the future</p>	<p>-working group members will help articulate this point of view -staff may need to represent future resident interests, at times</p>
<p>Broader community residents, property owners, and businesses (including residents' groups such as e.g. KCC CityPlan Committee; CeCONA, community associations, crime prevention groups) -who will be indirectly affected by change</p>	<p>-reps on working groups -attend kick-off event, housing charette, open houses -staff will attend groups' meetings to review proposals -random telephone survey</p>
<p>Non-City Interests and Service Providers (E.g. Neighbourhood Houses, housing advocates, development industry) -not themselves affected by change, but with a related interest</p>	<p>-attend kick-off event, housing charette, open houses -staff will attend groups' meetings to review proposals</p>

5. ROLES AND RESPONSIBILITIES

5.1 Overview

There will be many actors involved in the Neighbourhood Centre Delivery Program, and this section describes their roles. The summary table is followed by more detail on actors and roles.

	Study Area Res., P.O.s, Businesses	Broader Community Res., P.O.s	Working Groups	NCDP Staff Team	Non-City Interests, Service Prov.	Other City Staff	CITY COUNCIL*
Manage the process				✓			
Watchdog the process			✓	✓			
Outreach			✓	✓			
Organize and produce events, meetings				✓			
Facilitate events, meetings				✓			
Research, provide information				✓		✓	
Generate ideas and concepts	✓	✓	✓	✓	✓	✓	
Create design or plan options			✓	✓			
Technically evaluate design or plan options				✓		✓	
Express preferences on design or plan options	✓	✓	✓		✓	✓	
Refine/revise design or plan options				✓			
Advocate design or plan option to public or Council	✓	✓	✓		✓	✓	
Make recommendations to Council				✓			
Approvals							✓

* Local Initiative funding would require approval of the affected shopping area property owners.

5.2 Actors

Study Area Residents, Property Owners, and Businesses and

Broader Community Residents, Property Owners, and Businesses

Residents, property owners and businesses both within the Study Area and in the broader community will have three key roles: to suggest ideas and concepts at workshops and open houses; to express opinions and preferences about design or plan options while in progress; and to advocate a design or plan option to Council, when they are considering recommendations of staff.

It is anticipated that the level of interest among people within the Study Area will be higher than in the broader community, and also that there will be divergent opinions within both groups.

Working Groups

There will be two Working Groups made up of community volunteers who meet and provide input throughout the process. One will focus on Shopping Area Improvements and the other on New Housing Types. With respect to content, they will assist staff in generating, evaluating, and narrowing the range of options. With respect to process, they will advise staff on outreach, and will assist in "watch dogging" the process to ensure it stays within the Terms of Reference.

Working Group members will be sought in the categories noted below. The Groups will be a microcosm of the range of interests in the community, and will provide input from those various perspectives. It is not intended that members need to agree with each other. The numbers shown are illustrative of intent--the actual numbers may vary depending on the area, recruitment success etc.

	Shopping Area W G	New Housing Types W G
Study Area residential property owners and tenants	2 - 4 members	7-11 members
Study Area commercial property owners and business tenants	7-11 members (mainly from 4 block Shopping Area)	2 - 4 members
Broader community property owners and tenants*	2 - 4 members	2 - 4 members
Total	11 -18 members	11-18 members

* through reps from established community organizations, if possible

NCDP Staff Team

The NCDP staff team will be responsible for overall management of the process, and for organizing and producing all outreach and consultation. On the content side, with the collaboration and input of the community as noted above, staff will be responsible for research, providing information, and running consultant studies; generating, documenting, technically evaluating, and revising design concepts and plan options, in consultation with the community; and for making recommendations to Council, including providing Council with information on community opinion. Staff will also "watchdog" the process to ensure the terms of reference are followed.

The NCDP staff team will include a senior planner (part-time), an urban designer (part-time), 2 planners and 2 planning assistants from the City Plans Division. There will also be a Civil Engineer and an Engineering Assistant from the Engineering Department, both about half time. Advice and assistance will be available as needed from other Engineering, Housing, Park Board and other City departments and boards. Communications and event production assistance will be provided by consulting expertise.

This team will report to the Director of City Plans and the General Manager of Engineering Services.

Non-City Interests and Service Providers

The NCDP will be of interest to a number of non-City groups who see it as an opportunity to promote their cause: housing advocates, developers and builders, environmental and transportation advocates. In addition, it may be of interest to non-City service providers such as neighbourhood houses, the regional health board, and Provincial service providers delivering services to existing and future residents of an area. Post-secondary students are also often interested in planning programs as an adjunct to their studies.

Participation of these interest groups will be limited, compared to the role of community members. They may provide information through staff; assist in generating ideas and concepts by participating in events or workshop on an invited basis; and may express opinions of design concepts or plan options. While, like any member of the public, they may wish to advocate for an option to Council, their opinions will not form an integral part of the staff report to Council in the same way as the community input will.

Other City Staff

Beyond the NCDP staff team, other city staff will provide research and information, assist in generating ideas and concepts, and in technically evaluating plans. While the NCDP staff will be responsible for making recommendations to Council, and these may reflect opinions of all staff, the option remains open for other city staff to advocate for a design concept or plan option that is not recommended by the NCDP team.

City Council

Council allocates resources to undertake the NCDP, and also has final responsibility for approving the Public Realm and Traffic Improvements Concept, the Housing Area Plan, any resulting capital spending, zoning changes, rezoning policies, action strategies, and any other items that normally fall within their mandate. In making these decisions they will be fully informed about the options, and about the various community opinions regarding them.

5.3 Roles

The following notes elaborate on the different roles.

Manage the program - organize all aspects, manage staff and resources

Watchdog the program - ensure the Terms of Reference are respected, including the diverse input from the various sectors of the community

Outreach - tailor participation opportunities to the community segments, and perform outreach tasks

Facilitate events, meetings - ensure meetings and events are effective and neutrally run

Research, provide information - obtain needed information and provide it in a form appropriate to the occasion

Generate ideas and concepts - invent, design, or suggest various ideas and concepts for Shopping Area Improvements and New Housing Types products (as described in Section 3)

Create Design or Plan Options - integrate ideas and concepts into coherent overall design concepts or plan options for the products (as described in Section 3), and record/package/illustrate these for review.

Technically evaluate design or plan options - calculate the costs, economic or physical feasibility, housing units, demands on services, etc associated with proposals

Express preferences on design or plan options - reflecting on the information provided, choose options or rank preferences, and provide reasons

Refine/revise design or plan options - based on community input and technical analysis, amend options as necessary

Advocate a design or plan option to public or Council - based on personal, group, or professional opinion, advocate for or against an option to the public or to Council

Make recommendations to Council - based on community input, technical analysis, and Vision and CityPlan Directions, make a recommendation to Council.

Approvals - formally approve the Public Realm and Traffic Improvements Concept, the Housing Area Plan, any resulting capital spending, zoning changes, rezoning policies, action strategies, and any other policy changes.