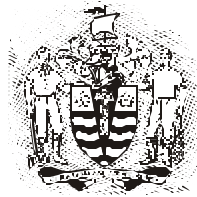


# Kingsway and Knight Neighbourhood Centre HOUSING AREA PLAN



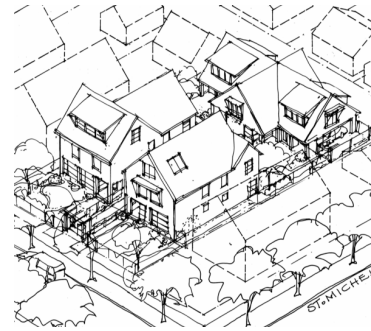
CITY OF VANCOUVER  
COMMUNITY SERVICES GROUP  
CityPlans Division

*Adopted by City Council on \_\_\_\_\_ 2004*

*DRAFT June 22, 2004*



# Kingsway and Knight Neighbourhood Centre HOUSING AREA PLAN



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**ACKNOWLEDGEMENTS**



# BACKGROUND

## 1.0 PURPOSE

This Housing Area Plan sets out the parameters and locations for two new zones that will create new housing types in accordance with CityPlan (1995) and the Kensington-Cedar Cottage Community Vision (1998). It is to be used to guide the writing of the new District Schedules and accompanying Guidelines. It also sets out the locations that the City will bring forward for rezoning.

In addition, the Plan outlines Linkages and Greening projects and addresses impacts of growth on traffic, infrastructure, and community facilities and services such as parks, community centres, library, schools and daycare. It also addresses paying for the costs of growth through Development Cost Levies (DCL's).

## 2.0 POLICY CONTEXT

### 2.1 CityPlan and the Kensington-Cedar Cottage Community Vision

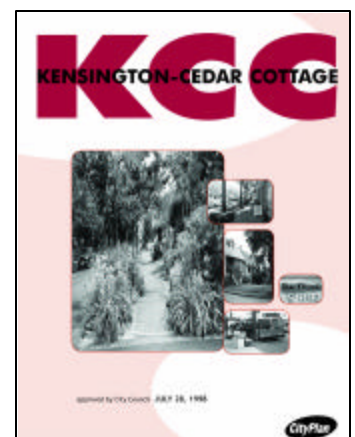
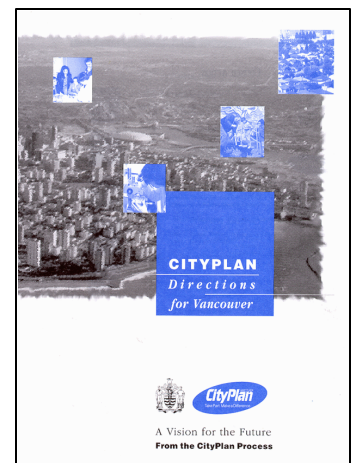
Two of the key citywide directions in Vancouver CityPlan (1995) that form the foundation of this Housing Area Plan are:

- To increase neighbourhood housing variety, so that people will have more opportunities to live in neighbourhoods at various ages and stages in their lives. As the region grows, more housing opportunities will mean less sprawl onto farm and green lands as Vancouver takes a portion of the region's growth.
- To create lively neighbourhood centres that provide residents with a variety of housing, jobs, and services, and that become the public heart of each neighbourhood. Neighbourhood Centres will help the environment by reducing the need to travel long distances from home to jobs and services.

The Community Visions Program brings CityPlan to the local level, and enables communities to determine where and how CityPlan should be reflected in their neighbourhoods. Kensington Cedar Cottage (KCC) was one of the first areas to create a Community Vision.

In the Council-approved KCC Community Vision (1998), the community identified four blocks around Kingsway and Knight as an important shopping area that should be improved to become a community heart, with new housing types clustered around it. The Vision said that new housing should be ground-oriented and low scale building forms (eg rowhouses, four and six-plexes, and duplexes) and be built with design controls to be attractive and fit into the neighbourhood.

The Neighbourhood Centre Delivery Program (NCDP) for the Kingsway and Knight area was approved by Council in July 2002 as a means to



implement these Vision Directions. In addition to this Housing Area Plan, a Public Realm and Pedestrian Traffic Improvements Plan is being completed for the shopping area. Other NCDP actions include a major rezoning of the ex-Safeway site, a retail strategy, parking strategy, and organizational assistance to the business association.

## **2.2 A Sustainable Vancouver**

In April of 2002, Council adopted a definition of a Sustainable Vancouver. It is defined as follows:

***“A sustainable Vancouver is a community that meets the needs of the present without compromising the ability of future generations to meet their own needs.***

***It is a place where people live, work, and prosper in a vibrant community of communities.***

***In such a community, sustainability is achieved through community participation and the reconciliation of short and long term economic, social, and ecological well-being.”***

This Housing Area Plan supports Vancouver as a Sustainable City in the following ways.

### **Ecologically**

The Housing Area Plan will make a positive contribution to the environment by accommodating a share of growth and reducing the need for sprawl. By more intensely using already developed land within the city, travel needs will be minimized as new dwellings will be located close to shopping, transit, work, and schools. The plan will also make a positive contribution to the environment by enhancing the pedestrian and cyclist experience in the area, and by introducing permeability and storm-water management measures.

### **Socially**

The Housing Area Plan will support the Kingsway and Knight area as a complete community. The new housing types will create more opportunities for family suitable housing where schools and work opportunities are close at hand. Many of the housing types will also appeal to empty nesters and seniors because of their smaller size. The Plan also provides more opportunities for single level units that would suit the needs of less mobile seniors and people with disabilities.

### **Economically**

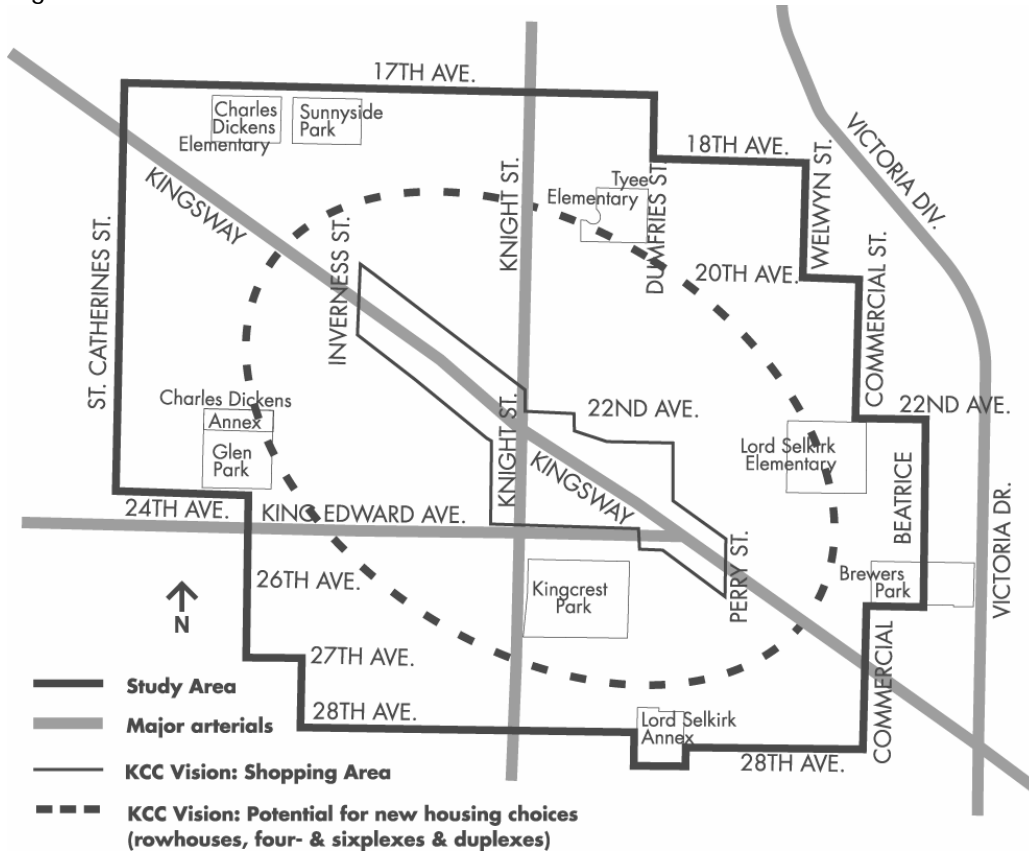
The Housing Area Plan will create more affordable housing choices for residents as well as enabling efficient and economical use of existing infrastructure. More residents in easy walking distance will provide support for local shopping and businesses to become a vibrant, economically healthy neighbourhood centre.



### 3.0 PROCESS

#### 3.1 Community Involvement

This Housing Area Plan is the result of over a year's work with the community as part of the NCDP. Consultation with the community focused in the study area indicated in Figure 1.



**Figure 1 Study Area**

In terms of involvement of the broad community, the program included outreach and updates to community groups, a Kick-Off event in the community in January 2003, four newsletters with two surveys, a design charette, and four public open houses at different points in the process. All newsletters and surveys were distributed in both English and Chinese, and translation services were provided at public events. There was also a series of meetings with a Housing Area Working Group.



### 3.2 Housing Area Working Group (HAWG)

Very important to the creation of the Housing Area Plan has been the Housing Area Working Group (the HAWG), an advisory group made up of area residents, property owners, and business owners.



The responsibilities of the HAWG have been to lend their viewpoints as residents and property owners, and to help put forward ideas that the rest of the community might want to consider. The HAWG has:

- Reviewed and assessed a 'menu' of housing variety, as to what types might fit where, and who might like to live in them
- Made presentations about what they value in the community and what they would like to see reflected in the plan
- Helped to create options and participated in a weekend design charrette
- Reviewed and provided comment and guidance on ideas, materials, and communications to be sent out to the rest of the community.

### 3.3 Draft Housing Area Plan Survey

A survey regarding a draft Housing Area Plan was conducted in April 2004. Newsletter/surveys were delivered to all residents and property owners in the housing plan area, and in block immediately adjacent. About 345 mail-back survey returns were received, giving over a 7% return rate which is considered a good response level for this type of survey. A random telephone survey which solicited 301 responses was also conducted in the area. The margin of error on the random survey is +/-5.7%, at the 95% level of confidence.

Overall, the results were very positive regarding the draft Housing Area Plan and potential changes to the zoning in the area. On both the mail-back and the telephone surveys, support for introducing the new zoning in the areas as shown, or in a more extensive area, was between 64% and 72%. Between 16% and 20%



wished to see more limited areas of new zoning, and between 11% and 18% did not want to see the zoning changed to allow the new housing types.

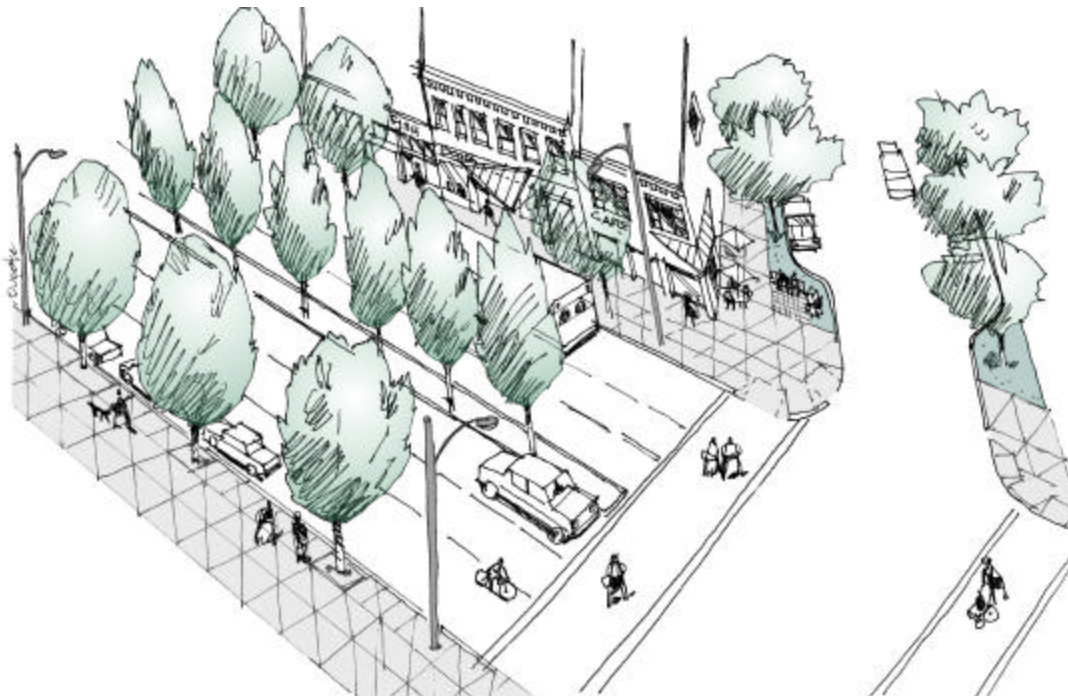
Based on these results, staff has proceeded with the Housing Area Plan much as was put forward in the survey, with some minor modification.

### 3.4 Development Industry Involvement

In addition to working with the residential community of KCC, Staff has involved the development and building community in providing advice regarding the marketability and feasibility of the new housing types. Planning has consulted with developers of similar scale projects, members of the Greater Vancouver Homebuilders Association (GVHA), and the Urban Development Institute (UDI).

## 4.0 EXISTING CONTEXT

### 4.1 Kingsway and Knight Shopping Area



The Housing Area Plan is focused around Kingsway and Knight as directed by the KCC Community Vision. Most of the housing plan area is within a five minute walking distance of the four block main shopping area. The Public Realm and Pedestrian/Traffic Improvements Plan mentioned above will bring improvements to this shopping area such as a treed median, more street trees, improved pedestrian crossings on Kingsway, special community places, new street furniture, public art, and other streetscape elements.

At the core of the area is the ex-Safeway site at Kingsway, Knight and King Edward, which will be redeveloped to provide a new focus for the community including a public outdoor space in the centre of the development, a branch public library, street-oriented shops, possibly a large grocery store, as well as almost 400 residential apartments.



## 4.2 Existing Zoning

The Housing Area Plan covers the primarily single family-zoned areas behind Kingsway as indicated in Figure 2. Most of the Study Area is zoned RS-1 (formerly RS-1S prior to the recent city-wide secondary suites zoning initiative). There is some RS-1A and RS-2 zoning. While there are differences, the typical development permitted is a house with or without a rental suite, with a maximum density of 0.6 FSR. On a typical 4000 sq.ft lot, a 2400 square foot house would be permitted. Maximum height permitted is 2 ½ storeys and 30 or 35 feet.

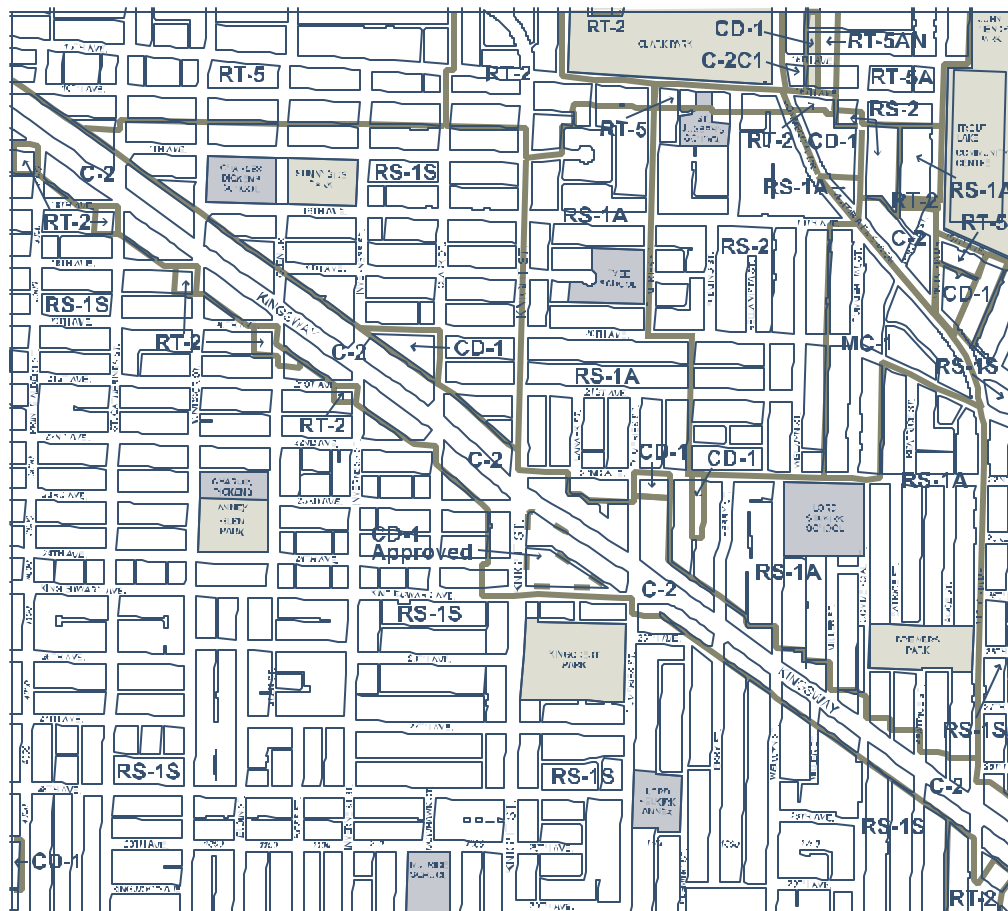


Figure 2 Existing Zoning

Properties along Kingsway are zoned C-2, a mixed use residential and commercial zone, which generally allows ground-level retail with three storeys of residential above. In this part of Kingsway, there has not yet been much redevelopment to this form. However, there is potential within the study area for between 1100 and 1700 apartment style units to be developed over time. Some recent revisions have been made to C-2 zoning on a city-wide basis in the interests of better streetscapes, improved relationships with neighbouring residential areas, and to better accommodate the needs of retail spaces. This Housing Area Plan does not propose any changes to the C-2 zoned area.

### 4.3 Housing Stock

The RS-zoned parts of the Study Area include approximately 1,500 single-family houses. Including secondary suites, the total number of dwelling units is about 2,400.

There is a mix of housing ages, styles, and conditions, with the older areas having been substantially developed in the 1910's to 1930's. While there are about 750 houses remaining in the area that were built prior to the 1940's, many have lost much of their original character over time. Most of the pre-1940 homes that retain their character are located north of King Edward to the west of Knight, and north of E22<sup>nd</sup> Avenue to the east of Knight. There are 18 houses in the area that are listed on the Vancouver Heritage Register.

The area has seen quite a lot of redevelopment over time, with new houses generally being typical 'Vancouver specials' of the 70's, 80's, or 90's decade in which they were built.

Three non-market housing projects are in the area: three storey apartment style housing at St. Margarets' Church at E22<sup>nd</sup> and Dumfries, and the Lion's Paraplegic Lodge at E20<sup>th</sup> and Clark, and Lu'Ma Housing in a small existing rowhouse on the 4200 block of Welwyn.



### 4.4 Block and Lot Structure

The physical structure of the neighbourhood is quite varied, but is comprised mainly of typical Vancouver block, lot, and lane system, with a 33' lot pattern being predominant. Aside from the more typical blocks and lots, variety in the area includes deeper lots, double fronting blocks (with two streets and no lane), and a pattern of small lots on the ends of some blocks.

### 4.5 Population

In the 2001 Census, the total population in Study Area was 7,695 (44,560 in the whole KCC local area). In the Study Area 42% of the population have Chinese (Cantonese, Mandarin and Not Otherwise Specified) as their mother tongue, followed by English at

31% and Vietnamese at 6%. In 2000, the median household income in the Study Area was \$45,894. This is slightly higher than the KCC local area (\$43,250) and the City as a whole (\$42,043).

# PRINCIPLES

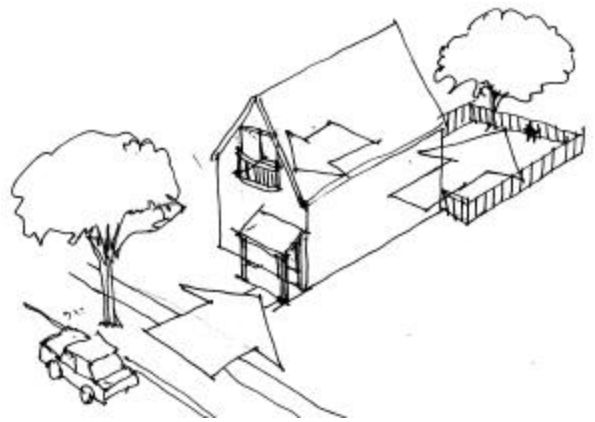
## 5.0 HOUSING AREA PLAN PRINCIPLES

While the KCC Community Vision set the general direction for new housing types in the area, the creation of a Housing Area Plan required more detailed consideration of attributes of new housing types, how they should relate to the existing context of the neighbourhood, and how they should be located. The following discussion outlines the principles that were developed to guide the formulation of the Plan. This discussion is provided as background to enable fuller understanding of the Policies.

### 5.1 House-like Attributes

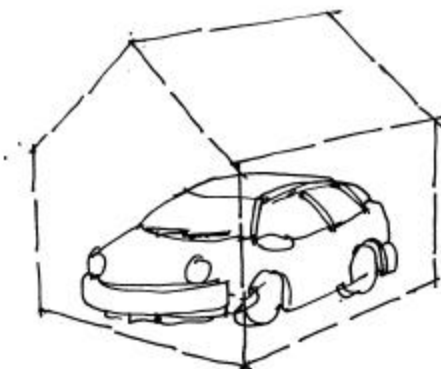
For many, a single family home has attractive qualities, but is too expensive, or too large to care for. The following are some of the desirable attributes of single family homes reflected in the housing choices offered in this plan:

- ground-oriented with own front door on the street or common outdoor space
- front porches and expression of “home” on street or common outdoor space
- useable outdoor space: direct access to private and/or shared outdoor space and garden areas
- multiple exposures and cross ventilation
- a sense of independence



### 5.2 Affordability and Developability

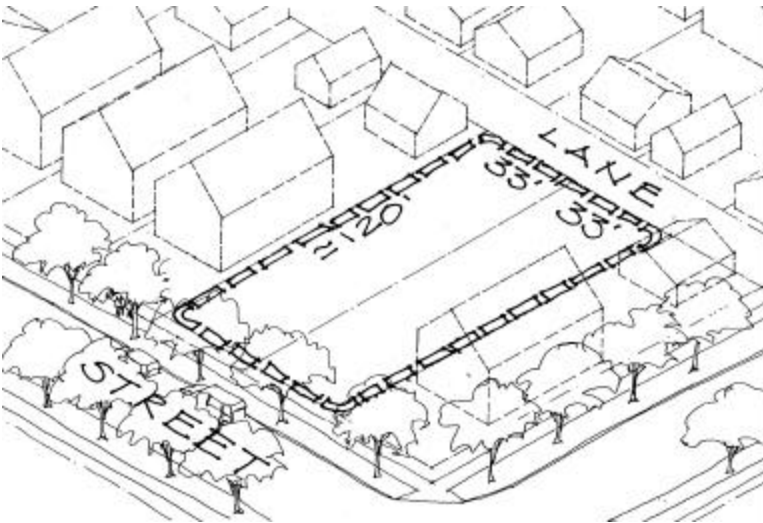
New housing types must be attractive to live in and to build: they must be marketable and economically feasible. The new housing types have been developed and tested through consultation with small scale developers and the City’s Real Estate Services Division.



Key aspects are:

- At-grade parking at one space per unit: Projects of the type and scale that the Vision supports would not be economically viable if underground parking was mandated. At-grade parking is both more economical to build and to buy, and is more attractive to the market.

- Appropriate unit sizes: It is important that the zoning does not result in units that are too big for the building type and the market, and therefore either uneconomical to build or to buy.



- Smaller land assemblies: Given the mix of older and newer existing houses, site assemblies of two or three lots can be more readily put together than larger ones.
- Pre-zoning by the City, rather than owner-initiated CD-1's: The economics of projects of this scale and comparatively small increase in density would not be able to support the extended time frames and increased costs that would be associated with individual project rezoning.

The economic analysis of the different housing types was conducted using a range of variables. The analysis found that the Courtyard Rowhouses performed well and would compete with single family land values under the different scenarios. The analysis confirmed the importance of at-grade parking to economic viability. The Courtyard zoning will, however, include an option with underground parking, as this form of development may be economically viable in other areas, or potentially in the future in this area should some of the factors in the market change. The Small House / Duplex type was more vulnerable to the range of economic variables, and there would likely be times at which some of the options would not be feasible.

### 5.3 Neighbourliness and Area Character

This Plan and the proposed zoning are intended to result in developments that fit with the neighbourhood. With rezoning, not all properties will redevelop: many will remain as single family houses. The housing types therefore should be "good neighbours" to existing houses:

- Small scale developments that can fit comfortably into a single family context
- Work within existing block structure: pedestrian access from the street, vehicular access from the lane
- Neighbourly massing and adjacencies
- Design guidelines to ensure quality and fit



## 5.4 Location Opportunities and Challenges

### Transition

There is an opportunity to create a transition in scale between the four-storey mixed use developments allowed on Kingsway and the lower scale and density of the rest of the neighbourhood, as well as to place more people close to shopping and transit. The Courtyard Rowhouse Zone will take advantage of a location both convenient to shops and transit and yet with a quieter neighbourhood aspect.

### Small Houses

The early history of the area is one of smaller houses consistent with the image that the name 'Cedar Cottage' evokes. There are several existing examples of small lot houses and 'infill' or coach-house buildings at the lane in the area. Allowing more small houses to share lots would reflect this original scale and fabric. The Small House/Duplex zone, located more generally in the area, will allow various configurations of small houses sharing lots.



### Knight Street

Knight Street is a defining edge to the neighbourhood and with its convenient access to transit, it is an appropriate location for a more intense form of development. However, its liveability is challenged by being a busy arterial and truck route. This Plan proposes forms of housing that offer improved liveability and noise mitigation as variation of the Courtyard Rowhouse zone.

## 5.5 Housing Variety and Accessibility

Creating new opportunities for single-level units will improve the housing choices suitable for less mobile seniors and disabled people, making the area a more complete community. While the new ground-oriented housing types could be developed with some single level at-grade units, most are likely to be two or three storey units. The Housing Area plan, therefore, includes opportunities in the Courtyard Rowhouse zone for elevated, apartment style buildings that are close to the heart of the neighbourhood centre.



## 5.6 Design and Quality

Over the last several decades the area has seen the redevelopment of many properties with houses that could be considered Vancouver 'specials' typical of the decade in which they were built. Many residents have expressed concern about the design and quality of the new houses, and their 'fit' with the neighbourhood. This Housing Area plan proposes that the design and quality of all new development be improved through the use of design guidelines.

## 5.7 Retaining Character Houses

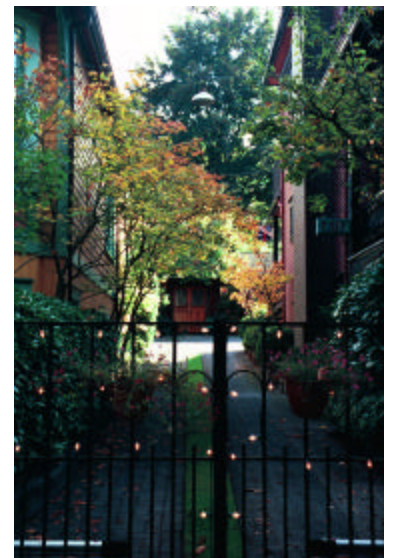


With redevelopment of properties over time, many pre-1940 character houses have been lost. The Community Vision supported encouraging the retention of character houses.

There are approximately 750 houses dating from before 1940 in the housing plan area. Staff conducted a photographic inventory and assessment of these houses, looking for character elements (original massing and roof form, front porch, cladding typical of the period, original window openings and trim, and other detailing of the period). In consultation with the HAWG, it was determined that, in general, houses that had four or more of seven original character elements were of interest for retention: between 250 and 350 houses. This Plan proposes introducing measures to the zoning that will encourage their retention.

## 5.8 Greening

Landscape is an important aspect of quality and fit with the neighbourhood. Guidelines will be written to address relationships of private and public outdoor spaces, and to call for intense planting of gardens and yards. Guidelines will also address achieving quality lanescapes, while addressing parking and servicing needs. Improvements to the public realm will be done in accordance with the Linkages and Greening Plan to enhance the pedestrian, cyclist, and visual experience of the neighbourhood. Planting of public boulevards will be encouraged.



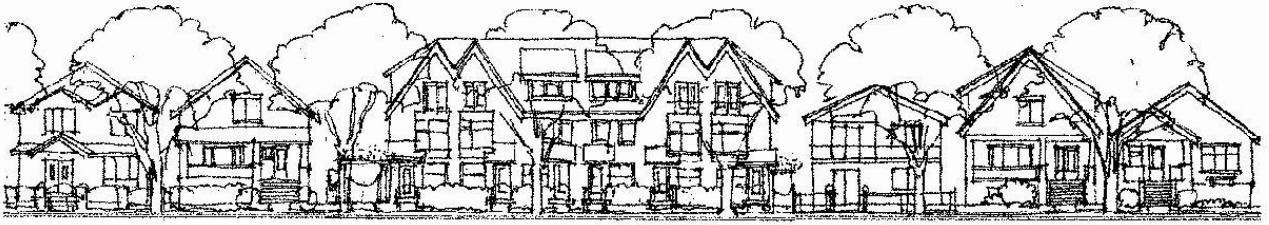
# POLICIES

The following sections contain the policies (in bold italic) adopted in this Plan, together with additional information and rationale.

## 6.0 COURTYARD ROWHOUSE ZONE

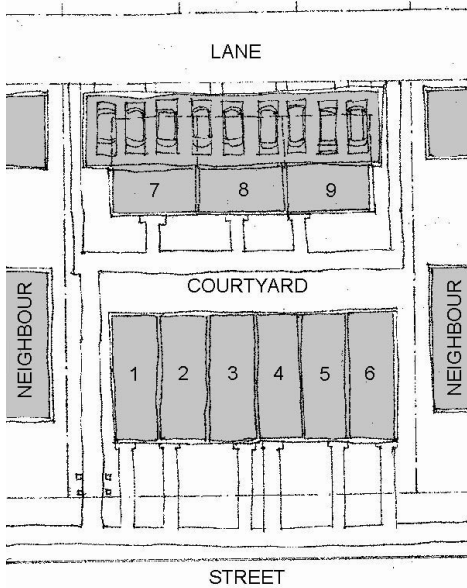
***Write a District Schedule and Guidelines for a Courtyard Rowhouse Zone, generally as described below. Ensure all new development in the zone (including one family and two family dwellings) meets high standards of quality, character, landscape and neighbourhood fit.***

(Refer to Section 8.0 for details on Parking, and Section 9.0 for details on Guidelines).



### 6.1 General Description

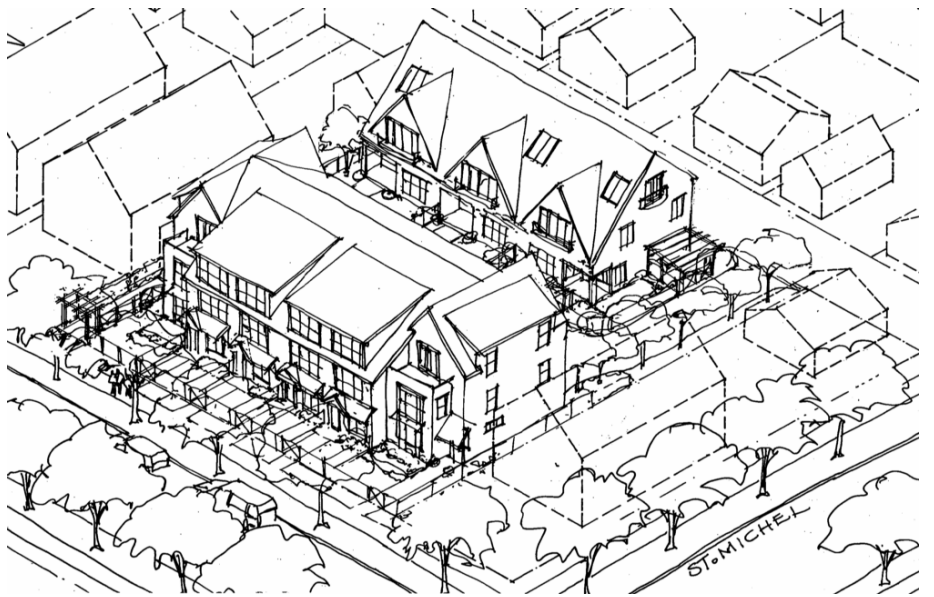
The proposed Courtyard Rowhouse Zone allows developments that have two rows of side-by-side units, one near the street, the other near the lane. There is a smaller than usual front yard, and a courtyard between the rows of units to provide open space and access. The basic form of development would have parking accessed directly off the lane.



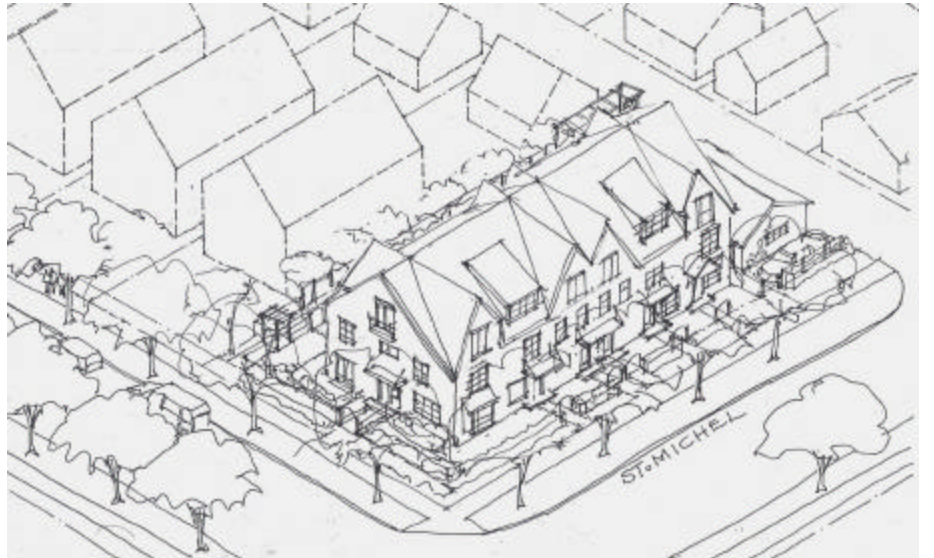
*Courtyard Rowhouse: basic form of development*

Variations include:

*Courtyard Rowhouses with at-grade parking off both lane and courtyard.*



*Corner rowhouses with a single row of units that front on a flanking or side street.*



*Courtyard rowhouses with underground parking*



A typical courtyard rowhouse development with at grade parking would have units of about 1200 to 1400 sq.ft. on average. Options with underground parking could be designed with smaller average size 'stacked' units.

## 6.2 Basic Parameters

- **Minimum site sizes** will be specified for courtyard rowhouse types. In a mid-block location, a minimum site size will likely be equivalent to an assembly of two or three typical 33' lots.
- **Unit density** will typically be about 33 units per acre with at grade parking (on an assembly of three typical 33' x 120' lots this would be 9 units). With underground parking, the unit density could increase to about 42 units per acre.
- **Building density** will be between 9.0 to 1.0 FSR with at grade parking, and up to 1.2 FSR with underground parking.
- **Required front yards** will be between 8' and 16'
- **Required rear yards** will be minimized to enable buildings to more fully utilize the depth of lots to advantage, and to enable garden space in the middle and/or edges of the site.
- **Site coverage** and **impermeable material area limits** will be used in the interests of storm-water management. These limits will likely be somewhat higher than allowed in current single family zoning to accommodate the increased footprint of medium density ground-oriented housing.
- **Maximum building height** will be 3 storeys, and 35'

Further refinement and testing of the zoning may result in some changes to what is described above.

## 6.3 Atypical Sites and Lots

Variations in the above basic parameters will be included to deal with non-standard situations such as extra deep lots, shallow lots, sites without lanes, corner locations, topography, etc.

## 6.4 Single Lot Options

On a typical size single lot, the zoning will allow for a new single family house (with or without a suite), and additions to an existing house. Alternatively, the zoning will allow a new duplex (two attached units that may be strata-titled). Allowable floor FSR will be 0.6, the same as the existing zoning. Design Guidelines will apply. (For illustrations of development on typical single lots, refer to Section 7.1).

## 6.5 Character House Retention Incentives

The Courtyard Rowhouse Zone will include incentives for the retention of pre-1940 character houses that owners may take advantage of, but will not require retention as part of a redevelopment. (A character house is defined as one built before 1940, and still having a majority of its original features. See Section 5.7 for more information). A property retaining a character house will be offered the incentives outlined in Section 7.4)

## 6.6 Three Storey Apartment Variation

The Courtyard Rowhouse Zone will include an option for three storey apartments in specified locations to accommodate less mobile seniors and disabled people (the zone will not require covenanting or limiting this choice on the basis of age or mobility). Any proposal for apartment style buildings on the 3900/4000 block of Fleming would require early consultation with Fire Prevention Services because of the unusual configuration of access to this block.



## 6.7 Noisy Arterial Variation

The parameters of the Courtyard Rowhouse Zone will be adjusted for locations like Knight Street to produce built form that improves liveability along noisy arterials. Likely modifications are:

- The building depth of rowhouses fronting the noisy arterial may be limited to produce wider, more shallow units (approx. 25' building depth), so that all principle rooms (living room, dining room, bedrooms) have exposure to a quiet courtyard garden side. To facilitate this building configuration, the floor space ratio allowed in these locations may be somewhat less than the standard Courtyard Rowhouse Zone.
- Flexibility will be provided to allow other configurations that demonstrate improved liveability and neighbourliness.
- All new development, including new single family homes, on noisy arterials will be required to be constructed with appropriate building techniques to meet CMHC noise standards as required in other existing zones (eg RM-4N).



## 7.0 SMALL HOUSE / DUPLEX ZONE

*Write a District Schedule and Guidelines for a Small House / Duplex Zone, generally as described below. Ensure all new development in the zone (including one family and two family dwellings) meets high standards of quality, character, landscape and neighbourhood fit.*



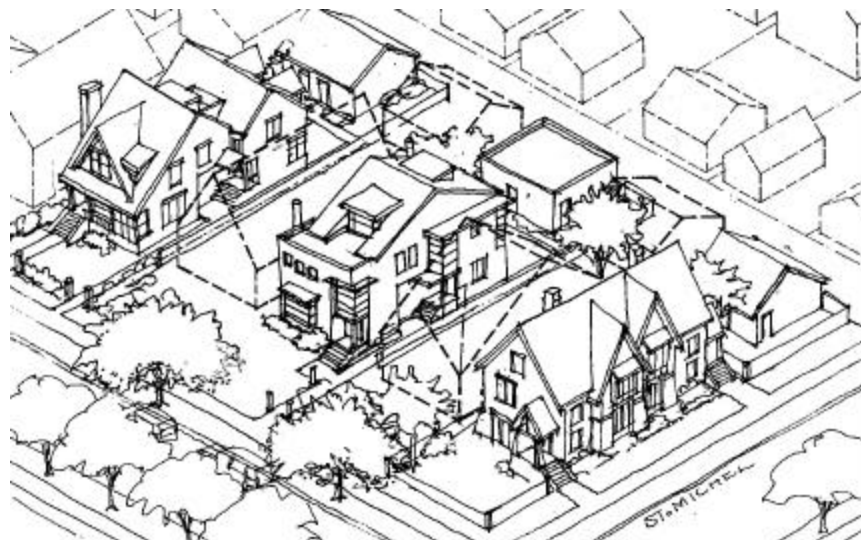
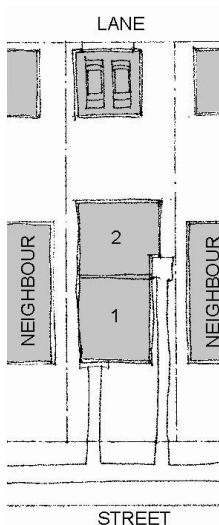
(Refer to Section 8.0 for details on Parking, and Section 9.0 for details on Guidelines).

### 7.1 General Description

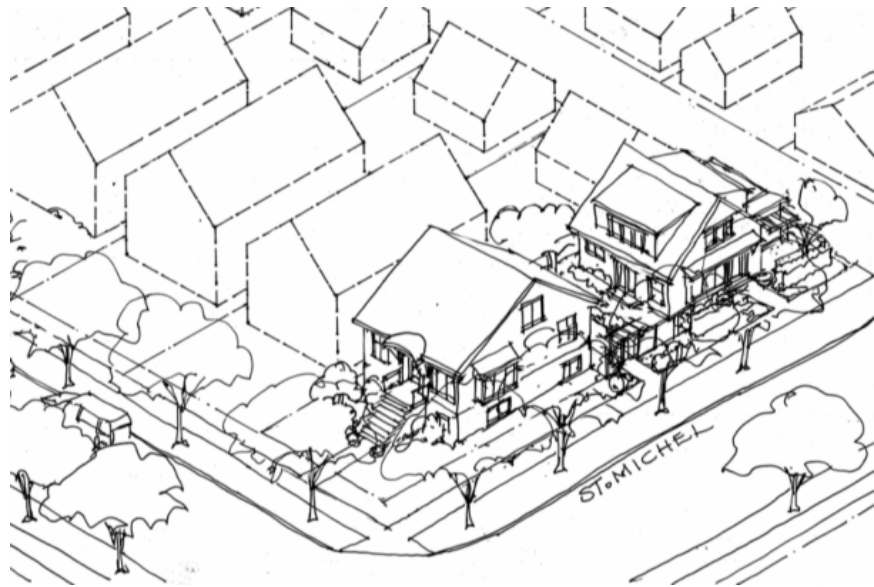
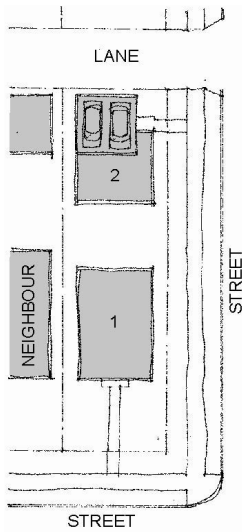
The Small House / Duplex Zone will enable a variety of new housing to be built depending on the size of the site: single lots, and assemblies of two and three typical lots. The following are representative of what the zoning would typically allow. Further refinement and testing of the zoning may result in some minor changes to what is described below.

#### One 33 x 120 foot lot

- New single family house with or without suite (0.6 FSR, same as current zoning); or
- Duplex (two attached units, strata-titled), 0.6 FSR; or
- Retaining a character house. Sites that do so may be permitted 0.65 to 0.7 FSR, conversion to two or three units, and/or an infill (or “coach house”) unit over the garage at the lane. (Infill will be feasible only where fire access requirements can be met.)



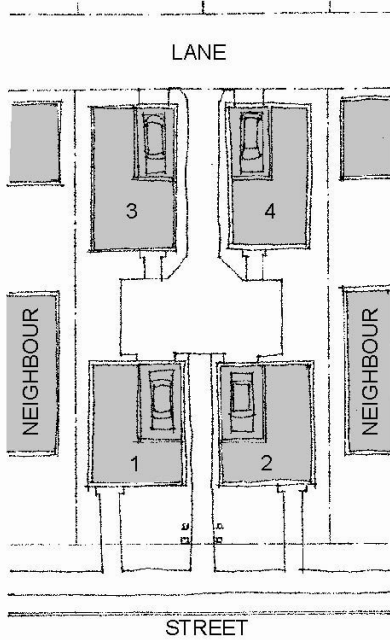
*One lot: duplex, site plan and aerial view*



*One lot: character house + infill, site plan and aerial view*

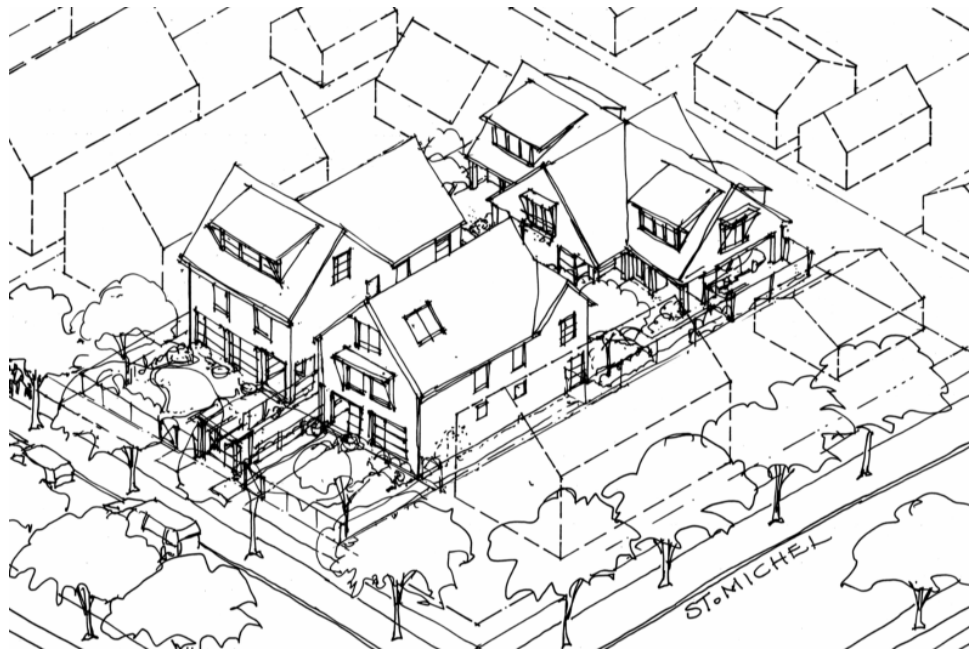
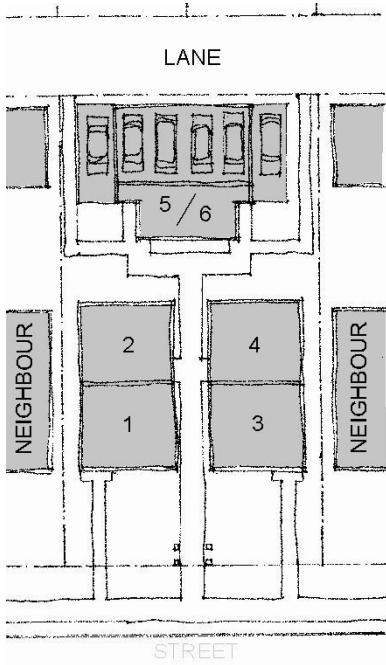
**Two 33 x 120 foot lots**

- Four small houses or duplex court
- Building density of 0.7 to 0.75 FSR
- Existing character houses are to be retained as part of the development. Flexibility in siting and other regulations will be included to assist this.



*Two lots: small houses, site plan and aerial view*

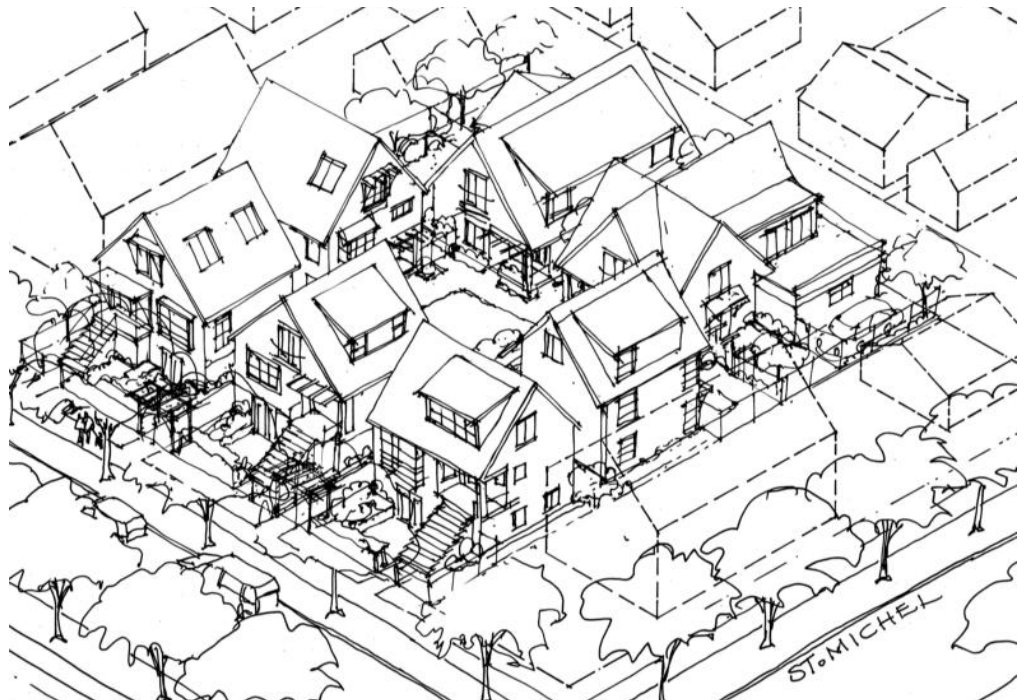
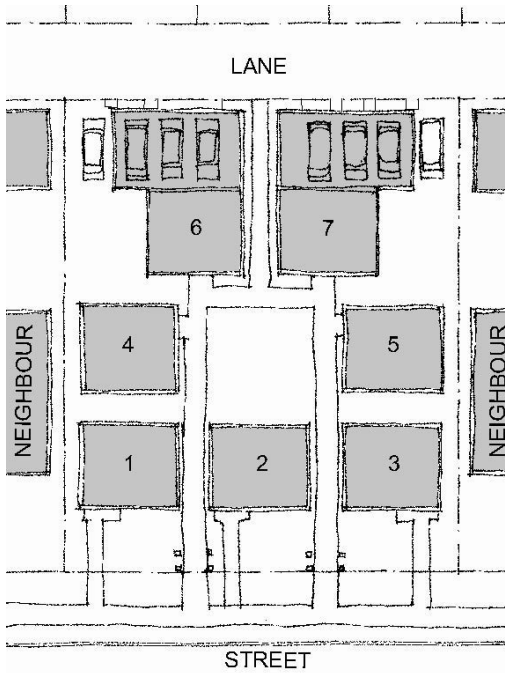




*Two lots: duplex court, site plan and aerial view*

**Three 33 x 120 foot lots**

- 7 or 8 units in mini-houses and/or duplexes
- Building density of 0.75 to 0.8 FSR
- Existing character houses are to be retained as part of the development. Flexibility in siting and other regulations will be included to assist this.



*Three lots: Mini-houses, site plan and aerial view*

## 7.2 Basic Parameters

- **Minimum site sizes** will be specified for different forms of development.
- **Unit density** will vary depending on site size, assembly and frontage, but will typically be in the range of 22 to 30 units per acre
- **Building density** will be 0.6 to 0.8 FSR depending on site size, with at-grade parking,
- **Required front yards** will be approximately 16'.
- **Rear yard** requirements will be minimized to enable buildings to more fully utilize the depth of lots to advantage and to enable garden space in the middle and/or edges of sites.
- **Site coverage** and **impermeable material area limits** will be used in the interests of storm-water management. These limits will likely be somewhat higher than what is allowed in current single family zoning to accommodate the increased footprint of medium density ground-oriented housing.
- **Maximum building height** will be 2 full storeys and a partial 3rd storey (which will be contained within the roof form), and 35'.

Further refinement and testing of the zoning may result in some changes to what is described above.

## 7.3 Atypical Sites and Lots



Variations in the above basic parameters will be included to deal with non-standard situations such as extra deep lots, shallow lots, sites without lanes, corner locations, topography, etc.

*Two lots at a corner: small house variation*

## 7.4 Character House Retention Incentives and Requirements

The Small House/Duplex zone will include incentives for the retention of pre-1940 character houses on single lots, and will require their retention as part of any development that involves the assembly of two or more lots. Flexibility in siting and other regulations will be included to assist this. (A character house is defined as one built before 1940, and still having a majority of its original features. Refer to Section 5.7).

In both the Small House/Duplex zone and the Courtyard Rowhouse zone, single lot properties retaining character houses that meet these criteria will be offered the following incentives in the zoning:

- An increase in allowable FSR from 0.6 to 0.65 or 0.7
- An increase in the number of units allowed (from 2 to 3, on a typical 33' lot, possibly more on a larger lot)
- The potential to build a coach-house or infill unit, if fire access requirements can be met (typically a 4' clear side yard access on a mid-block lot; corner lots and lots which flank a lane will not need to have this width of side yard)
- possibly relaxation of minimum parking requirement by one space

## 8.0 ON-SITE PARKING

*Amend the Parking By-Law to include minimum on-site parking requirements for the new zones of one space per unit for developments up to 1.0 FSR, and 0.85 space per unit + 1/250m<sup>2</sup> for developments over 1.0 FSR. The provisions of the Parking By-law allowing relaxation of parking will be particularly applicable for small units, retention of character houses, difficult siting conditions, and disability parking.*

### 8.1 General Requirement

One space per unit is a standard parking requirement in RS zones (single family), and RT zones (duplex, triplex, and infill up to .75FSR). Recent studies by the Engineering Department have shown that the parking actually needed in multi-family development (typically 1.45 FSR and above) on the east side with average levels of transit service is 0.85 space per unit + 1/250m<sup>2</sup>.

Engineering and Planning staff are confident that on-site parking of one space per unit, combined with parking along the street frontage, will meet the needs of development at 1.0 FSR or less in the new zones. Developments greater than 1.0 FSR will be required to provide underground parking at 0.85 space per unit + 1/250m<sup>2</sup>.

In addition to adequately meeting parking needs, one space per unit is important to creating a built form and massing that fits with the neighbourhood, and to maintaining housing affordability.

### 8.2 Parking Relaxations

In the report back on revisions to the Parking By-Law that will accompany the zoning referral, consideration will be given to allowing parking relaxations to address the following:

- **Character Building Retention:** Various incentives and requirements will be built into the zoning to encourage the retention of pre-1940 character houses. This may include a one space relaxation for developments retaining character houses.
- **Small Unit Relaxation:** A parking relaxation for small units may be considered (i.e., a relaxation of one parking space for one unit of less than 65 m<sup>2</sup> per

project). This relaxation would encourage the provision of small units, thereby improving overall affordability at the same time as increasing variety.

- **Siting Limitations:** Space along the lane will be in demand for access to parking spaces, pedestrian access, and provision for garbage and recycling. This may be exacerbated by the locations of utility poles or trees. Consideration will be given to parking relaxations where there are difficult site conditions.
- **Disability Parking:** Consistent with administrative policy, disability parking spaces will be relaxed in developments with multi-level units and at-grade parking. However, for developments with at-grade parking that wish to provide disability spaces, the standard double-counting procedure will be followed. In multi-unit developments with elevator access and underground parking, requirements for disability parking spaces will be consistent with other multi-family zones in the city.

## 9.0 DESIGN GUIDELINES

*Ensure that the Guidelines that accompany the two new zones address the need for design and materials quality, neighbourhood fit, and style generally as outlined below.*

Guidelines will ensure overall quality of design and materials in all new development. They will call for landscaped yards, attractive entrances and porches, and proper treatment of parking and garages.

### 9.1 Design Quality

Some of the aspects to be included are:

- simple roof forms and massing
- pitched roofs
- façade depth and interest: porches, reveals, steps, insets, projections, overhangs,
- robust detail
- quality, durable materials
- relationship to adjacent properties, including shadowing and overlook.

### 9.2 Landscape

Landscape is an important part of quality and neighbourhood fit, particularly when outdoor space is limited in scale. Guidelines will ensure that small yards make a positive contribution to the streetscape through:

- transition to the street
- comfortable private outdoor spaces in front yard (screening while providing visual connections)
- gates and entries
- intense planting
- definition of private outdoor and shared outdoor spaces
- 'vertical greening' - landscape screening, arbours, plant structures

Lanes are an important part of the pedestrian network of the neighbourhood, and a secondary focus of development in the new housing types. The guidelines will address the relationship of dwelling units to the lane, and landscaping viewed from the lane including:

- treatment of garage facades and parking places
- planting areas, plant support structures/trellises, trees where possible
- gates and garden views
- enclosed or screened places for garbage and recycling

The guidelines will also address storm-water management and permeability in landscape design. Guidelines will encourage permeable paving materials, wheel-path only driveways, planting to slow storm water release to the ground, and possibly some storm-water retention methods.

### 9.3 Traditional and Contemporary Design Style

The existing houses in the area are a mix of ages and design styles. There are some areas that have a fairly consistent streetscape comprised of pre-1940's houses with a majority of character elements intact. Other streets were developed later, and still others have experienced a lot of redevelopment over time with a mix of house styles typical of the decade in which they were redeveloped.

The Housing Area Plan survey sought people's preferences regarding architectural style. Options and results are outlined in the table below.

	Mail-back survey	Random Survey
encourage traditional style throughout, or	52%	35%
encourage traditional style in the part of the area that have quite a few pre-1940 character buildings, and a mix of styles elsewhere, or	23%	21%
encourage a mix of styles throughout the area	26%	44%

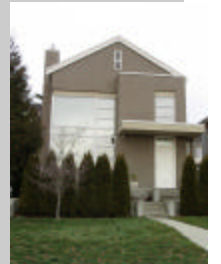
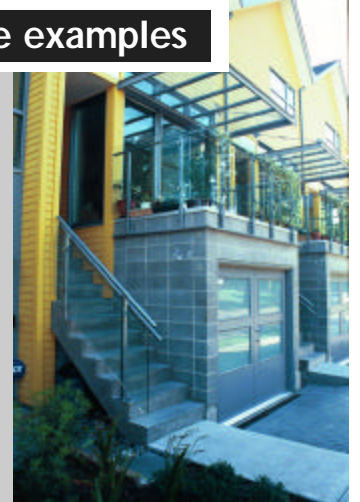
The combined survey results do not show a clear preference regarding architectural design style. The mail-back survey expressed a preference for traditional style throughout the area (52%), whereas the telephone survey preference was for a mix of styles throughout the area (44%). Both surveys responded similarly (23% and 21% respectively) to traditional style in character areas and a mix elsewhere. Mail-back results were analyzed geographically and there was no particular correlation between preference and general architectural character of sub-areas.

After discussion with the Housing Area Working Group, it is proposed that the Guidelines be written to allow traditional and contemporary styles in all parts of the area, with an emphasis on quality and neighbourhood fit. There will be elements written into the guidelines that many people associate with traditional styles including pitched roof forms, front porches, façade interest, detail, and quality materials.



traditional style examples

contemporary style examples



# 10.0 LOCATION OF NEW ZONES

Apply the two new zones to the areas shown in Figure 3, through a City-initiated rezoning.



**Figure 3**  
**Proposed Locations for New Housing Zones**

## 10.1 Location

The Courtyard Rowhouse Zone will be located on the blocks behind Kingsway to place more people close to shopping and transit, and to act as a transition between four storey C-2 buildings and the rest of the neighbourhood. Courtyard Rowhouse zoning will also be located along Knight Street because it is a defining edge to neighbourhoods, and because of its convenient access to transit.

Three storey apartments will be an option in the Courtyard Rowhouse Zone in the area shown around Kingsway and Knight. This will provide more housing choice for disabled and less mobile seniors that is very close to services, shopping and transit, without being directly on an arterial as C-2 apartments are.

The Small House / Duplex Zone will be located in the rest of the area. It will introduce more housing variety in a way that reflects the original scale and fabric of the area.

## 10.2 Current and Projected Dwellings and Population

The estimates below show how many people and dwelling units there may be in 20 years under the current zoning, compared to the numbers if the zoning changes as described in this policy plan. As in other zones, redevelopment to the new housing forms will not occur on all sites. These estimates were based on an analysis of past redevelopment patterns in the area, as well as on the rate of redevelopment in other existing zones in the city where assembly is required for redevelopment.

	Now	In 20 years, zoning as now	In 20 years, if zoning changes
<b>Dwellings</b>	2,410	2,630	3,440
<b>Residents</b>	7,080	8,400	10,850

This Plan could result in an additional 800 dwellings beyond what might otherwise develop in the area if the zoning were to remain unchanged. (It should be noted that there is also residential growth potential in the C-2 zoned commercial mixed-use area along Kingsway of about 1100 to 1700 units.)

In terms of existing affordable units that may be affected by redevelopment in the new zoning, namely secondary suites in single family homes, growth and rate of change estimates could see potentially about 250 secondary suites being redeveloped, out of a total of about 700 suites in the Housing Plan area. There are about 4000 secondary suites in the KCC local area as a whole. While some secondary suites will be lost, the proposed zoning will open up opportunities for new dwelling units of a variety of sizes and types.

## 11.0 SITE SPECIFIC REZONING

*Do not consider site specific rezoning in the area covered by the Housing Area Plan, except for projects which further adopted city-wide policies, and for one particular site where a rezoning could result in a better form of development, as described below.*

- **Heritage retention projects**  
-involving retention of buildings on the Vancouver Heritage Register that are located in the Housing Area



- **Social or affordable housing projects**  
-for non-profit housing projects, housing agreement projects, or special needs residential facilities (SNRFs)
- **Institutional uses**  
-for projects focused on expansion, downsizing, or reuse of publicly owned or non-profit institutional, cultural, recreational, utility, or public authority uses. This is intended to allow institutions the flexibility to remain on site, while developing the housing potential provided by the new Courtyard Rowhouse or Small House/Duplex zoning.
- **Parcels at 3731 & 3741 Knight**  
-if these lots can be assembled and amalgamated with the G2 zoned sites across the lane at 1345 to 1385 Kingsway. A rezoning could achieve a more liveable form of housing on these sites, as well as expanding the currently inadequate pedestrian space on the northwest corner of Kingsway and Knight.

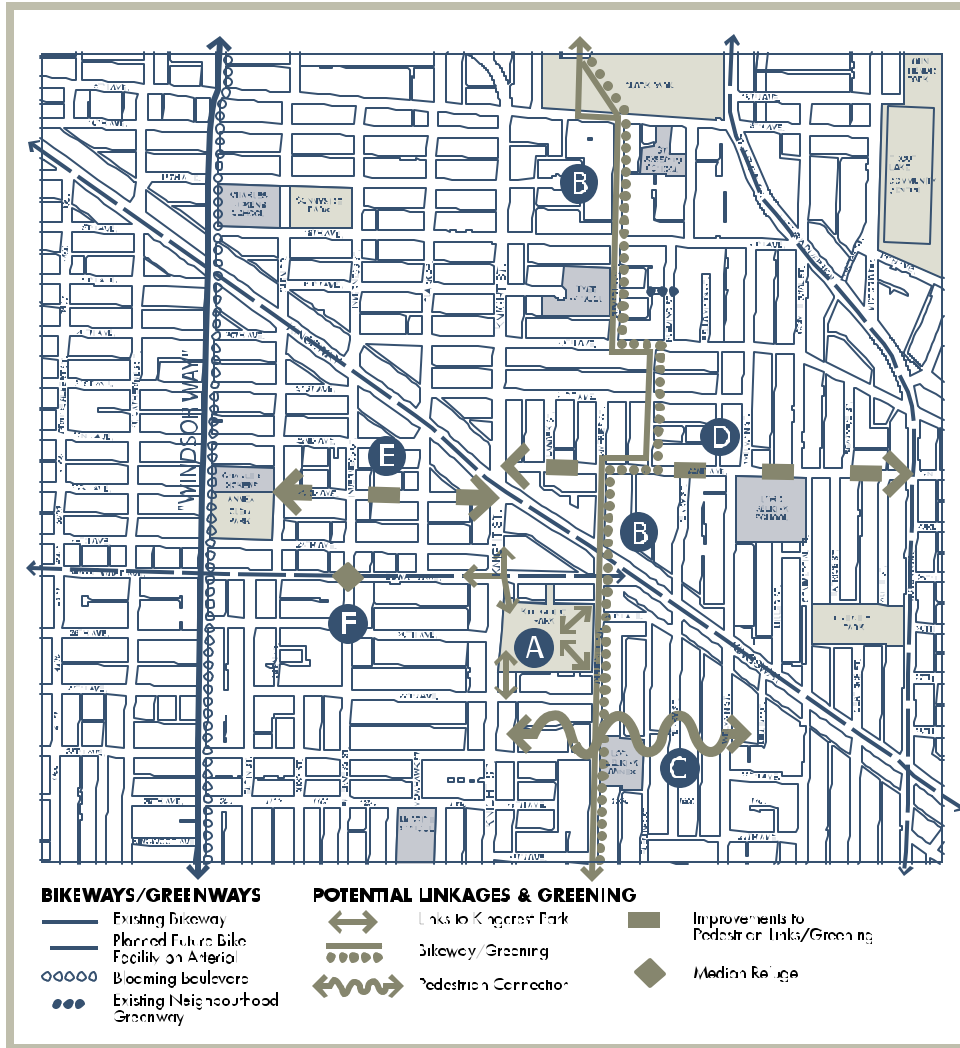
In each case, a site-specific rezoning proposal would be subject to community consultation, and be reviewed for how it relates to its existing surroundings.

## 12.0 LINKAGES AND GREENING

**Endorse the Linkages and Greening Concept shown in Figure 4, with elements as described below, and develop an implementation strategy (including funding and timing) for report back to Council.**

The Concept includes a number of elements. While all were supported in the mail back and random surveys, the results did not indicate a clear order of priority. The report back on implementation strategy will provide further direction on appropriate timing for all of them. There are various City programs that might be drawn on for implementation: Bikeways, Greenways, Green Streets, and the Public Art Program. It is anticipated that funds would be sought from the 2006 - 2009 Capital Plan.





**Figure 4 Linkages and Greening Map**

The elements in the Concept are:

**A. Improvements to the linkages to and through Kingcrest Park.**

These may include a land exchange between city departments to make the northwest corner lots available as an entry, as well as including access as a consideration in upcoming Kingcrest Park improvements being planned by the Park Board.



**B. A north/south bikeway and possibly greening along Dumfries St, as an alternate to Knight Street.**

The bikeway proposal is also being put forward in the Clark/Knight Whole Route Study. Greening would be similar to the Windsor Way “blooming boulevard”, if there is interest on the part of adjacent homeowners.



**C. An east/west connection through the long blocks south of Kingsway between Commercial St. and Knight St.**

Currently pedestrian and bike movement in the area is impeded by some very long blocks (1300 ft). Achieving a link may involve acquiring land or rights-of-way, possibly in conjunction with housing development.

**D. Walking and greening improvements to East 22<sup>nd</sup> Avenue between Victoria Drive.**

**E. Walking and greening improvements to East 23<sup>rd</sup> Avenue between Knight St. and Glen Drive.**

Together East 22<sup>nd</sup> and East 23<sup>rd</sup> would form a pleasant east/west pedestrian route linking several parks and schools with the heart of the shopping area and with the north/south bikeways. The improvements might include landscaped traffic circles and bulges. They would have the added advantage of slowing cars, since parts of both these streets are used as shortcuts between arterials by some drivers.



**F. A median refuge to assist pedestrians crossing King Edward Ave. at Inverness St.**

This would assist residents living south of King Edward to reach the shopping area. It would be similar to the median refuge installed along the Windsor Way bikeway, two blocks east.



## 13.0 TRAFFIC AND ON-STREET PARKING

*Proactively monitor traffic volumes and speeds in the housing plan area, beginning with a 'baseline' count at the time the zoning is changed, and then at appropriate intervals thereafter. Designate some Local Area Traffic funds to implement traffic calming measures where warranted as a result of increased density. Investigate introducing a measure of residential density, or change in density, as one of the criteria for establishing priorities for traffic calming measures.*

### 13.1 Traffic Calming

Traffic calming measures are instigated on a complaint basis, and prioritized city-wide according to a set of criteria. Data is collected about traffic speed and volumes, as well as school zones, greenways, bikeways, and pedestrian generators such as skytrain and retail areas. Locations are ranked, and those with the more pressing need receive priority for traffic calming measures.

While this practice is generally equitable, at present it does not include consideration of the number of residents affected (i.e., housing density) at any location. As such, it does not offer reassurance for residents concerned about increasing traffic and traffic problems that may come with residential intensification.

Staff will undertake the following measures to address potential traffic issues as a result of increased density in the housing study area:

- Proactive monitoring of traffic over time in the area. This will allow the City to take action when needed rather than relying solely on complaints. It will also be useful information for other areas where the City may consider new zoning. Triggers for monitoring may be time intervals, and/or number of new units developed in the area.
- Investigate introducing a measure of residential density, or change in density, as one of the criteria for establishing priorities for traffic calming measures. This would recognize that a problem may impact more residents and more pedestrians in areas with greater density. In this way, a neighbourhood street that has been rezoned to allow for new housing types might receive a higher priority than a single family zoned street with the same measured traffic volumes and speeds.
- Consider having funds from the Local Area Traffic Capital Budget designated to address traffic issues that may arise in the area due to increased density. Potential locations would have to warrant installation of traffic calming measures, but would not have to compete with the rest of the city.

### 13.2 On-Street Parking

Local residential streets near Kingsway are used for on-street parking by customers frequenting the businesses, as well as by residents. If demand for on-street parking outstrips available spaces, the City does have "resident only" and "resident permit" parking programs which could be introduced.

## 14.0 WATER

***In the small portion of the proposed Courtyard Rowhouse zone south of Kingsway between Dumfries and Millar, which has some deficiencies in water service, limit the project and building size of individual developments.***

The driving factor in water-main planning is the provision of sufficient water supply for fire fighting. This factor generally outweighs the consumption demand by residents.

The Housing Plan area is generally well serviced, but there are a few locations where water supply issues need to be addressed: in particular, the area south of Kingsway between Dumfries and Millar. In this area, it will be important to ensure that each individual courtyard rowhouse project has building sizes that do not exceed about 8000 square feet to ensure sufficient flow for fire fighting (for example, this might be a typical building size on a project on 3 x 33' lots). While individual project sizes would be limited, the overall number of projects or units that could be built would not be affected. A note will be registered on the City's Prism system to this effect, and the limit will be included in the Zoning and Guidelines. Applicants considering development in the area will be advised to seek professional advice regarding fire fighting requirements and to consult with Engineering - Waterworks Design at an early stage of enquiry about a potential project.

The lower density and smaller building sizes of the Small House/Duplex Zone can be served by the existing mains in the area, with the exception of the 1600 block of E 21<sup>st</sup>. The existing water main on this block is, however, of a type that the City targets for replacement. Engineering will schedule the upgrade of the water main on this block for late 2004, or early 2005.

## 15.0 STORM AND SANITARY SEWER

***Where needed, schedule planned city renewal of sewer services to accommodate potential growth as outlined in this Plan.***

Current design standards for sewers are quite conservative and any recently constructed sewers and those currently scheduled would have significant reserve capacity available to serve the potential increased housing density outlined in this Plan.

Some of the remaining older sewers in the area are combined storm and sanitary sewers which do not meet current design standards. Areas serviced by older combined sewers may be subject to surcharging and possible flooding with additional population and increased impermeability.

Funding under the Canada/British Columbia Infrastructure Program has accelerated sewer replacement and separation in the area west of Knight Street. Over the next two years, most of the remaining combined storm sewers west of Knight are scheduled to be replaced and will be designed with appropriate levels of service for longer term projected growth.

The remaining combined sewers east of Knight Street were scheduled to be replaced over the next forty or so years as part of an ongoing commitment by the City to replace combined sewers. With approval of this Plan, Engineering will prioritize and accelerate scheduled replacement of these sewers to accommodate the types and locations of housing and the projected population outlined in this plan. Development can be initiated in the area prior to this replacement.

## **16.0 GARBAGE AND RECYCLING**

The proposed new housing types have been reviewed with Engineering Solid Waste (Garbage and Recycling), and the regulations and guidelines will be written to ensure that provision is made for current and planned garbage and recycling needs.

## **17.0 DEVELOPMENT COST LEVIES**

***Introduce DCL rates appropriate for the development allowed in the two new zones, based on a report back with further information.***

The current City-wide DCL rate of \$6/square foot (\$64.58/m<sup>2</sup>) for residential uses was determined by examining the costs of growth associated with multi-family residential developments, typically three or four storey apartments and high-rise towers. This type of development represents a significant increase in built area, number of units, and population over previously existing development. The new housing types represent a comparatively smaller increase in density over single family with suites, and therefore likely make a smaller contribution to growth. The report back on DCL rates will include analysis of comparative growth costs, and may recommend an equitable, potentially lower, DCL rate or rates for new residential development.

Vancouver's Charter has also recently been changed to allow DCLs to be charged on developments less than 4 units, which means that all residential development will be able to be equitably treated in terms of DCL contributions. The report back on DCL rates will be in context of this new authority.

DCLs from development within the new zones would be contributed to the City-wide DCL fund. DCL-eligible projects (e.g., daycare, replacement housing, parks development, infrastructure) in the area can be funded and planned as part of comprehensive city-wide program delivery. While this can mean that projects in other areas may sometimes be a higher priority for funding, it also means priority projects in this area can proceed with funds collected elsewhere.

## **18.0 COMMUNITY FACILITIES AND SERVICES**

### **18.1 Parks**

There are currently four parks in the housing plan area (Sunnyside, Glen, Kingcrest and Brewers) totalling 6.1 hectares. The largest nearby park is John Hendry Park (Trout Lake). The whole Kensington-Cedar Cottage local area has 1.1 hectares of neighbourhood park per 1000 residents, which is the same as the overall city average and is the Park Board standard. The projected additional population in the study area would reduce the ratio to about 1.0 hectares per 1000 residents, over a 20 year period (not accounting for population increases that may occur elsewhere in the KCC local area.)

Park Board staff have been consulted in the creation of the Kingsway and Knight Housing Area Plan. The proposed additional population will use the existing parks for their recreational pursuits. Improvements may be required to allow for a greater variety and intensity of uses in these parks, potentially to be funded with development cost levies.

The Park Board is in the process of planning park improvements for Kingcrest Park; consultation and design are currently underway. The allocated budget for this work is \$330,000.

### **18.2 Community Centres**

The area is served by both the Kensington and Trout Lake Community Centres, offering a full range of facilities, including an ice rink and pool. Kensington, which was opened in 1980, was expanded by 6000 sq.ft. in 2001. Trout Lake Community Centre, which opened in 1964, is identified in the Park Board Long Range Renewal Plan for Community Centres as a high priority for major upgrading.

### **18.3 Library**

The current Kensington Branch Library is slated to be replaced by a new larger branch located in the King Edward Village development, now underway on the ex-Safeway site at the intersection of Kingsway and Knight.

### **18.4 Schools**

The housing plan area is in the catchment areas of 4 elementary schools, 3 elementary annexes, and 2 high schools. Total enrolment in both the elementary and high schools has dropped between 1997 (when the KCC Community vision was underway) and 2003.

School enrolment is difficult to predict many years in advance because it is affected by many factors. These include family occupancy rates, changes in family size, and participation rates of students attending public schools. How fast new housing is developed will also be a factor. New housing will likely bring new children to the area. At the same time, aging "baby boomer" families may result in a reduced number of children in existing households.

In fulfilling its mandate to provide for students, the Vancouver School Board monitors enrolment trends throughout the City on an ongoing basis, and plans school programs

and facilities as required. One project currently underway in this area is a seismic upgrade feasibility study for Dickens Elementary School.

### **18.5 Daycare**

As the housing types that would be allowed in the new zones are ground-oriented and would be attractive to families, there would likely be an increase in the number of children under 5, and aged 5 - 12 in the area.

In general, daycare spaces are needed on the east side of the City. However, opportunities for group daycare may be difficult to secure in the immediate neighbourhood. An alternative approach is home daycare spaces. As well as being suitable homes for families, the new housing types would be suitable for home daycares with review by the Licensing Authority, because they offer ground orientation, small private outdoor spaces, and in some cases shared common outdoor spaces that could be gated and secured.

Group daycare facilities are eligible for DCL funding, and the City's Child Development Coordinator will be assessing relative needs and opportunities for daycare in this area over time. When planning for new facilities the City looks at both capital and operating subsidies.

### **18.6 Affordable Housing**

Three non-market housing projects with a total of 41 dwelling units are located in the housing plan area: St. Margarets' Church at E22nd and Dumfries, the Lion's Paraplegic Lodge at E20th and Clark, and Lu'Ma Housing on the 4200 block of Welwyn. In KCC as a whole, there are 679 units of non-market housing.

There are about 700 secondary suites in the area, of which about 250 may be replaced by new housing types over a twenty year period. While these secondary suites may be lost, the proposed zoning will open up opportunities for new dwelling units of a variety of sizes and types.

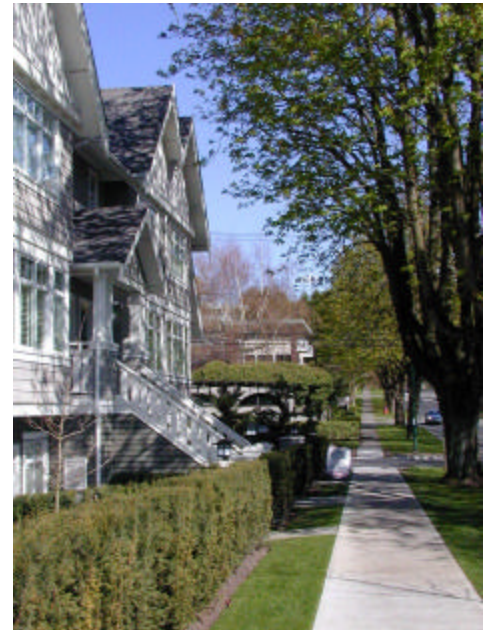
It should also be noted that City-wide DCLs are available to fund replacement affordable housing and, as noted in Section 11, City policies regarding rezoning to accommodate social or affordable housing projects would still apply.



# APPENDIX

The proposed zones are new, so there are no exactly comparable examples. However, the following photographs illustrate examples with some similar attributes.

## Rowhouse Examples



19.2 Duplex, Infill, Small House Examples



# ACKNOWLEDGEMENTS

This Housing Area Plan is the result of contributions by many, both in the Neighbourhood Centre program and in the KCC Community Vision that led to it. The Neighbourhood Centre staff team would like to thank the members of the HAWG, the development community, and other staff and consultants who helped to create this Plan.

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Craig Sidjak	Vancouver School Board
Mark Vuillamy	Board of Parks and Recreation

