

Supports Item No. 1
CF&S Committee Agenda
May 16, 2013



POLICY REPORT
URBAN STRUCTURE

Report Date: April 22, 2013
Contact: Matt Shillito
Contact No.: 604.871.6431
RTS No.: 9946
VanRIMS No.: 08-2000-20
Meeting Date: May 16, 2013

TO: Standing Committee on City Finance and Services

FROM: General Manager of Planning and Development Services

SUBJECT: Norquay Village Neighbourhood Centre Plan Implementation - Public Benefits Strategy and Apartment Transition Area Rezoning Policy

RECOMMENDATION

- A. THAT Council approve the Norquay Neighbourhood Public Benefits Strategy as described in this report and attached as Appendix A as a guide for capital planning for the next 30 years.
- B. THAT Council set the fixed-rate targets for Community Amenity Contributions from rezonings as follows:
 - on Kingsway for sites under .4 ha., a rate of \$107.60 per sq. m. (\$10.00 per sq. ft.) of floorspace achieved in excess of existing zoning.
 - in the Apartment Transition Area, a rate of \$161.40 per sq. m. (\$15.00 per sq. ft.) of floorspace achieved in excess of existing zoning.
- C. THAT Council adopt by resolution the new *Norquay Village Neighbourhood Centre Plan – Apartment Transition Area Rezoning Policy* generally in accordance with Appendix C.
- D. THAT staff take the necessary steps to notify the development industry and affected stakeholders upon Council approval of the new Public Benefits Strategy and fixed-rate CAC targets.

REPORT SUMMARY

The Norquay Village Neighbourhood Centre Plan (November 2010) envisages a range of new housing options (including apartments, rowhouses, stacked townhouses, duplexes and infill houses) within the area centred on Kingsway between Gladstone and Killarney (see Figure 1). Plan implementation includes the following actions:

- new zones to allow duplexes, rowhouses and stacked townhouses (RT-11 and RM-7 zones);
- delivery of a Public Benefits Strategy attached as Appendix A; and
- adoption of an Apartment Transition Area Rezoning Policy to govern consideration of rezoning applications for 3-4 storey apartment buildings in the area between Kingsway and area covered by the new zones (see Figure 1), attached as Appendix C.

It is anticipated that through the approved Norquay Plan policies Norquay's population will grow from approximately 10,500 (2011 census) to approximately 15,500 over the next 30 years. To achieve Plan directions for a "complete" community, a Public Benefits Strategy (Appendix A) has been developed to guide future capital investments in Norquay. The Strategy builds on the existing facilities and infrastructure within Norquay Village as well as those located beyond the boundaries of this planning area that are used by Norquay residents.

A major component of the strategy is to renew existing facilities and infrastructure, including the Collingwood Library, the fire hall that serves Norquay Village and the water/sewer pipes that are reaching the end of their service life. A second component of the strategy is to add new facilities and infrastructure to address existing deficiencies and/or anticipated population growth: additional childcare, additional affordable housing, a community facility and associated open space, upgrades to existing parks, provision of a green corridor connecting two parks, and transportation improvements.

As currently developed, the cost to deliver the Public Benefit Strategy is between \$101 and \$106 million. About 50% of the strategy involves the renewal of existing facilities and infrastructure that will primarily be funded from property taxes and utility fees. The remaining 50% of the strategy involves the provision of new or upgraded facilities and infrastructure that will primarily be funded from Community Amenity Contributions (CACs), Development Cost Levies (DCLs), direct contributions from developers toward infrastructure upgrades, strategic partnerships and other City capital funding. Fixed-rate CAC targets are recommended for Kingsway sites that are less than 0.4 ha. in size and in the Apartment Transition Area.

Implementation of the strategy will be integrated into the City's overall capital program and build on key guiding principles such as co-locating community and civic facilities, partnering with other governments and non-profit agencies, and ensuring long-term operational and financial sustainability. The Strategy is intended to act as a guide for the City (including City Council, Park Board and Library Board) in making future decisions on the allocation of funding to public benefits and infrastructure in Norquay over the next 30 years. Given this long timeframe, the Strategy will need to be monitored and reviewed periodically as project timelines, costs and funding strategies continue to be refined and as new opportunities arise.

COUNCIL AUTHORITY/PREVIOUS DECISIONS

Below are previous Council decisions that provide direction for the Norquay Public Benefits Strategy:

2010: Norquay Village Neighbourhood Centre Plan adoption and direction to report back with a Public Amenities and Infrastructure Financing Strategy. Since the 1970s, Public Benefit Strategies have been developed for areas of the City that will experience significant population growth. More recently, the strategies not only include a review of new population needs, but also a review of the need to renew existing assets.

2011: Housing and Homelessness Strategy

2011: Greenest City Action Plan: green economy, green transportation, and access to nature (ensure all residents are within 400m of greenspace by 2020).

2012: Park Board Strategic Plan - Goal 4: Healthy Ecosystems, Objective 4.1: Green Stewardship - To model and advocate for best practices in ecosystem enhancement and management.

2012: Bold Ideas Towards An Affordable City, Report of the Mayor's Task Force on Housing

Affordability - this report offers recommended actions to reduce barriers and create opportunities for the creation of affordable housing in Vancouver.

CITY MANAGER'S/GENERAL MANAGER'S COMMENTS

The General Manager of Planning and Development Services RECOMMENDS approval of the foregoing.

REPORT:

Background/Context

The Norquay Village Neighbourhood Centre is a 1.5 sq. km. area centred on Kingsway and bounded roughly by Gladstone Street, 41st Avenue, Killarney Street and 29th Avenue/Euclid Streets (see Figure 1). This report completes implementation actions from the Norquay Plan (November 2010) by recommending Council adoption of:

- a rezoning policy to permit sites in the Apartment Transition Area to be developed with 3-4 storey apartments, and
- a Public Benefits Strategy for Norquay.

The Norquay Plan envisions a complete community with a variety of housing types supported by a revitalized Kingsway with an enhanced pedestrian environment and new services. Policies to allow mid and high-rise apartments along Kingsway, and two new low-density zones in the adjacent residential areas have already been approved by Council. Adoption of the Apartment Transition Area Rezoning Policy contained in Appendix C completes actions

required to permit the range of housing types envisioned in the Plan. In all, approximately 3,400 additional housing units and 5,000 new residents are anticipated over the next 30 years. In addition to housing variety, public facilities and amenities are important components of a livable and socially sustainable community. The Public Benefits Strategy contained in Appendix A reviews current needs and future requirements for all asset categories: community facilities, childcare, parks and open space, housing, public safety, transportation and utilities. Delivery of required improvements is anticipated to occur in tandem with additional population and as opportunities arise on strategic sites.

Figure 1 Norquay Neighbourhood Centre Housing Areas



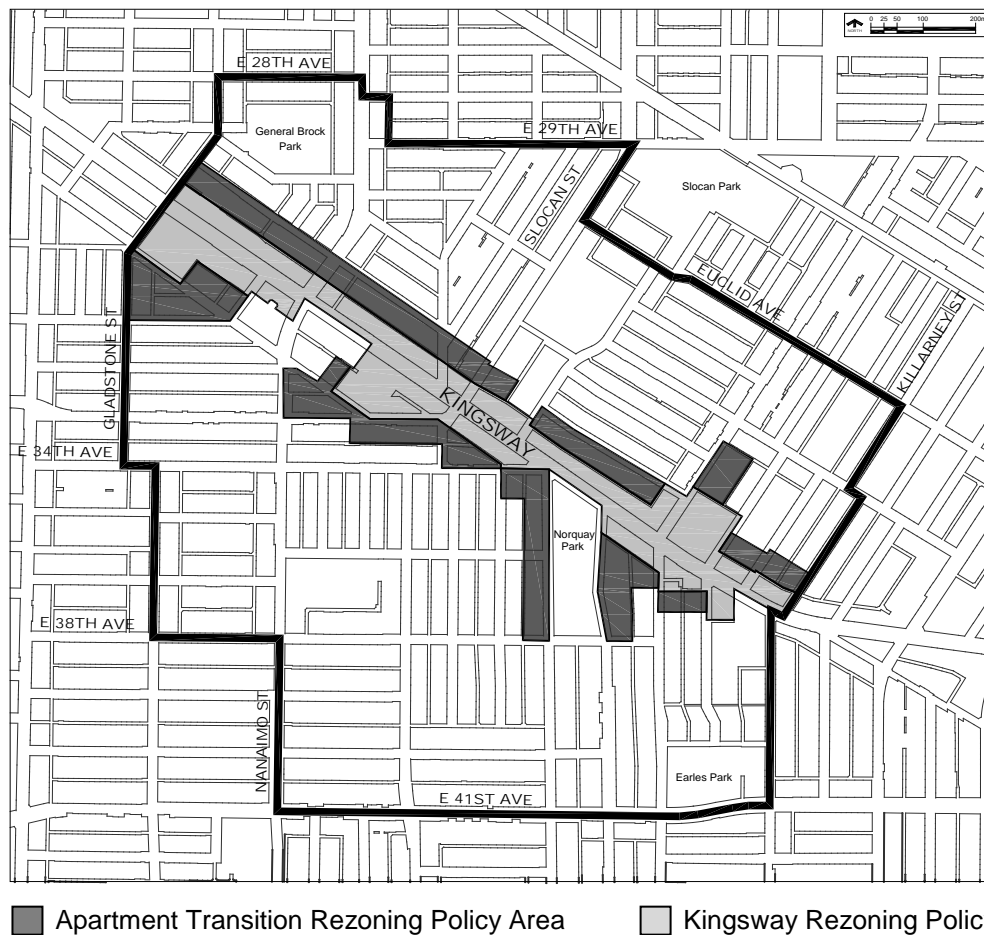
Strategic Analysis

Implementation of the Norquay Village Neighbourhood Centre Plan requires delivery of the Public Benefits Strategy attached to this report and introduction of greater housing variety through a rezoning policy for Kingsway (in place through the Norquay Plan), the RT-11 and RM-7 Zones (recently approved by Council at Public Hearing) and the Apartment Transition Area Rezoning Policies attached to this report as Appendix C. The Apartment Transition Area Rezoning Policy and Public Benefits Strategy are summarized below (see Appendices A and C for full details).

1. Apartment Transition Area Rezoning Policy

The Norquay Plan recognizes the need for a careful transition from the greater heights and densities on Kingsway to the lower density residential areas behind, and therefore a 3 to 4-storey apartment area generally borders Kingsway as shown in Figure 2. In order to establish clear development parameters and enable development to proceed in this area, staff recommends that Council adopt the *Norquay Village Neighbourhood Centre Plan – Apartment Transition Area Rezoning Policy* in Appendix C. The Policy calls for an apartment building form with a variety of unit sizes, private or semi-private outdoor space for each unit, and sustainable, liveable features such as access to natural light and ventilation (Figure 3).

Figure 2 Apartment Transitional Area



The Norquay Village Neighbourhood Centre Plan included a provision that at least 50% of the units in the apartment area have 3 bedrooms. Further planning work, including independent

economic analysis, indicated that a strict 3-bedroom requirement would significantly impact development economics and limit any potential contribution to community amenities from this area. However, recognizing the intent of the Plan to provide additional family housing, staff have included a maximum unit per hectare provision in the Rezoning Policy that will result in an average unit size of 800 sq. ft. This will provide flexibility for developments to have a good mix of housing with smaller 1-bedroom (averaging 600 sq. ft.) and larger 2 and 3 bedroom family units averaging 1000 sq. ft., with the optimal mix determined for each project at the rezoning stage. It should be noted that the need for family-sized units will also be met through the two new zones - Rowhouse/Stacked Townhouse and Small House/Duplex – both of which will provide a large number of 3-bedroom units.

FIGURE 3



Example of four-storey apartment building

The key development parameters for this building form are (see Appendix C for details):

	Site Assembly - 2 Parcels	Site Assembly - 3 or More Contiguous Parcels
Minimum street frontage	16.2 m (50 ft.)	27.4 m (90 ft.)
Maximum density	1.5 FSR	2.0 FSR
Maximum building height	13.7 m (45 ft.)	Same
Underground parking	Required	Same

Consideration of rezonings under this policy will allow staff to gain experience with the first development proposals in this transition area. Based on that experience, in due course staff will be in a good position to develop a new zoning district for this housing form.

2. Public Benefits Strategy Summary

During the planning process, residents, business owners and service providers identified the community's priorities for amenities and facilities needed to create a complete and livable neighbourhood centre. The key priorities outlined in the approved Plan are:

- A community facility with indoor space and an associated outdoor space
- A linear park (Ravine Way) linking Norquay Park with Slocan Park and the 29th Avenue Station
- Upgrading of local parks - General Brock Park and Slocan Park
- Additional childcare spaces
- New affordable housing

Staff reviewed these priorities in the context of service gaps, the condition of existing facilities in the wider neighbourhood (within approximately 2 km of Norquay's centre), City-wide service levels and growth projections. This work is summarized below and detailed in the Public Benefits Strategy attached as Appendix A.

Community Facilities - Recreation, Social and Cultural, Libraries

The Norquay neighbourhood has a number of community facilities within walking distance (see Figure 4):

- Four Community Centres - Killarney, Kensington, Renfrew and Trout Lake; three with pools and two with ice rinks.
- Three Neighbourhood Houses
- Two libraries

The majority of these facilities are in good to excellent condition. All of the community centre facilities have been rebuilt, expanded or renovated within the past 15 years. In addition, two of the three area neighbourhood houses are less than 20 years old. However, the closest Neighbourhood House providing social and family services - Cedar Cottage - dates from 1950, is undersized and in need of renewal and expansion. Further, the current population in Renfrew Collingwood has a higher proportion of single-parents and recent immigrants than most Vancouver neighbourhoods - populations that rely more heavily on Neighbourhood House services - and the anticipated population growth will increase service demands. The nearest branch library - Collingwood - was built in 1951 and is also in need of renewal.

While all these services are accessible from Norquay, there is no facility within the neighbourhood centre itself. Given the need to renew two facilities currently serving Norquay, there is an opportunity to combine one or both facilities within a new multi-use community space in a central location to provide the social focus and identity for the new neighbourhood that is currently lacking. The 2400 Motel site has been identified in the Plan as being at the heart of the neighbourhood, near future shopping and services and easily accessible via transit and so an ideal opportunity for co-location of facilities. The anticipated size would not be as large as a typical community centre (30,000 sq. ft.) but sufficient to accommodate a number of uses and establish a presence in the neighbourhood. The target size is approximately 15,000 sq.ft. with an estimated cost of \$7 - 10 million

depending on the exact size and uses. An associated outdoor space would also be an important component of the future project. More detailed design and programming of the space would occur in consultation with the community and area service providers, to ensure it delivers priority services and is financially viable. Possible services would include senior’s programming, children’s activities, arts production/display, meeting rooms for community groups and family services space to provide a community focus for socializing and community building.

Figure 4 Current Community Facilities in Norquay



Childcare

Norquay is located in one of the areas of the City with the highest need for childcare spaces. Renfrew-Collingwood, Kensington-Cedar Cottage and Hastings-Sunrise combined have the

lowest childcare service levels in the City, as well as some of the higher needs in terms of low median family incomes and high recent immigrant populations. In addition, many of the new housing options being introduced will be family units, making childcare a priority in Norquay.

The current neighbourhood licensed childcare shortfall in Norquay is estimated at approximately 200 spaces, split equally between full day care (0 - 4 age group) and the school age care group (5 - 12 years). Based on the projected population increases for Norquay over the next thirty years, an estimated 140 additional full daycare spaces for children aged 0 - 4 years, focused on infant and toddler care, and approximately 150 spaces of school age care (5 - 12 years) would be needed.

	Current Need	Additional Demand	Total Demand (over 30 years)	Strategy Target
0-4 years	100 spaces	140 spaces	240 spaces	190 spaces
5-12 years	100 spaces	150 spaces	250 spaces	200 spaces
Total	200 spaces	190 spaces	490 spaces	390 spaces

An allocation of up to \$10.5 million is recommended to help reach a target for a total of 390 new spaces. It should be noted that realizing this target will require partnerships with senior government, Vancouver Board of Education, as well as the non-profit sector.

The Strategy target is for approximately 190 full day licensed child care spaces for the 0-4 age group with a focus on infant and/or toddler care (under 3 years), as these are the age groups in greatest need of additional space. This target would address 50% of the current shortfall (50 spaces) as well as increased demands from new population growth (140 spaces). Providing these spaces in newly constructed space, depending on the form of development, is estimated to cost \$90,000 to \$120,000 per space (excluding land cost). The strategy recommends an allocation of up to \$9 million which, will provide for between 75 and 100 spaces if located in new construction, leaving a shortfall of between 90 and 115 spaces. Cost-effective options will be pursued as much as possible, and could include co-locating space or using existing structures to achieve the target. Similarly, the additional 200 licensed spaces for school aged care (5 -12 years) are based on a cost estimate that locates the spaces in school areas should partnerships with the Vancouver Board of Education be realized, with \$1.5 million to address new demand and 50% of the current shortfall.

Parks and Open Space

Norquay has two school playgrounds and two large under-utilized parks - General Brock and Slocan (adjacent to the Norquay boundary) as well as one smaller park - Earles - in the southeast corner, all in need of renewal over the next 30 years. In addition, there are two areas in Norquay that do not meet the Greenest City Access To Nature target of ensuring all residents are within a 400 metre walk to a park or natural space (Figure 5) .

Norquay Park was upgraded in 2011 with a water park, sports court and new child's play area. The other three parks are well distributed but would benefit from additional park features to provide improved recreation services for an increased population. Given its location near

anticipated greater population growth, General Brock Park is considered to be the priority for upgrading in the first 10 years of the Strategy. The total cost of upgrading all three parks is \$2 million over the life of the Strategy.

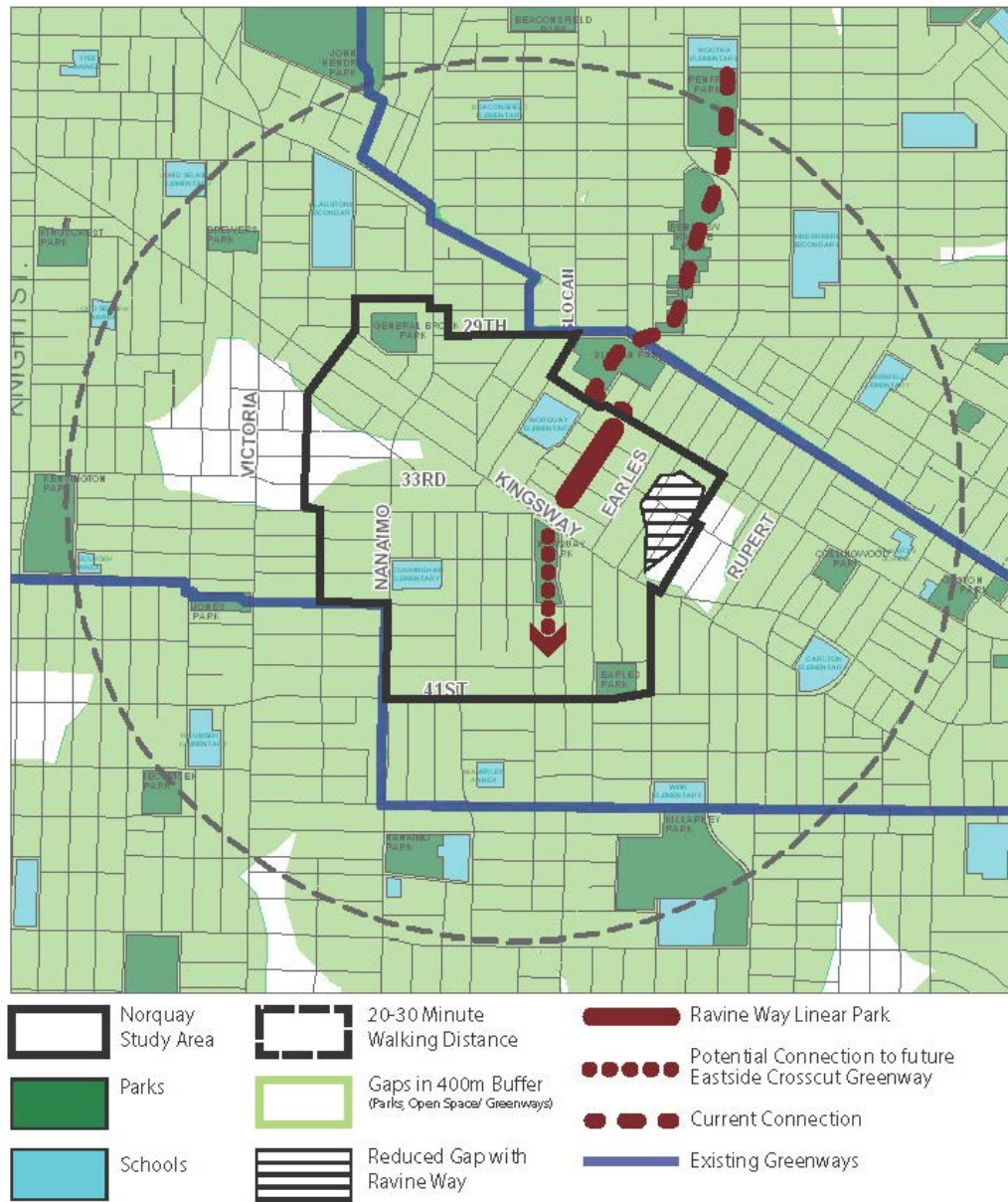
Ravine Way Linear Park

A special opportunity exists to address one of the Access To Nature gaps using a Metro Vancouver trunk sewer line Right-of-way that runs between Norquay Park and the 29th Avenue Skytrain station (Figure 5). Creation of a Ravine Way Linear Park along this route would achieve multiple citywide and Norquay Plan goals:

- Create local green spaces and help to address one of two Access To Nature gaps in Norquay.
- Encourage local active transportation (walking and cycling) by providing a safe route between Norquay Park and Slocan Park, the 29th Avenue Skytrain station and Still Creek Greenway.
- Support City-wide and Regional active transportation by providing a possible connection to the future East-side Cross-cut greenway and linking to regional systems in Burnaby.

A new mixed-use project currently under construction at 2699 Kingsway across from Norquay Park has incorporated the first section and link to Ravine Way through a plaza space. Two City-owned sections are currently in use as community gardens. Remaining sections would be acquired and built incrementally as opportunities arise and funding becomes available through the capital planning process. Appendix B contains a list of properties that need to be acquired at a minimum to ensure a complete connection through the neighbourhood. The estimated cost is up to \$7.0 million including approximately \$5 million for land and approximately \$1.5 million for construction of the Linear Park. These estimated costs will be further refined based on a design concept to be developed as part of the Norquay Public Realm Plan.

Figure 5 - Parks and Open Space



Affordable Housing

The primary housing contribution of the Plan is the development of new housing options (e.g. apartments, stacked townhouses, row houses, etc.) that will provide more affordable market housing options for families and opportunities for seniors to downsize while remaining in the neighbourhood. The Plan will also result in additional market rental units in the form of secondary suites in duplexes and rowhouses, and lock-off units in stacked townhouses. Non-market units are also necessary to assist low income families and seniors to continue to find housing in the area. Affordable housing needs in Norquay are similar to the rest of the City. Census data shows that 530 renter households (39% of renter households) pay more than

30% of their income on housing. Approximately 165 renter households (12% of renter households) pay more than 50% of their income on housing, indicating severe affordability challenges and potential risk of homelessness. All of these households have incomes of less than \$50,000, and 95% have incomes below \$25,000. Therefore, the number of households spending more than 50% of income on housing is a strong indicator of the minimum need for social housing intervention.

The City's Housing and Homelessness Strategy also anticipates that a share of future residential capacity will be secured as affordable housing. Demand analysis shows that approximately 40% of new households in the City will be renters, and 15% of new rental units should be secured as social housing. The Plan anticipates approximately 3,400 new housing units over the next 30 years. This growth generates a need for approximately 200 social housing units.

The total need for social housing in Norquay is 300 - 400 units, reflecting both the minimum existing need and a share of future growth. In Norquay Neighbourhood Centre, the 2400 Motel site is the major opportunity to accommodate non-market housing because of its large size, potential for high density development (anticipated to accommodate approximately 500 residential units) and City ownership. The site also provides an excellent opportunity to co-locate affordable housing with the services that will be provided in other civic facilities at this location.

The strategy targets achieving 100 units or 20% of the 500 units possible at the 2400 Motel site, addressing between 25% and 35% of the total need for social housing in the neighbourhood. These units could be delivered in whole or in part on the 2400 Motel site or elsewhere in the neighbourhood, likely on Kingsway or in the Apartment Transition Area. The cost to deliver 100 units of non-market housing (land and construction) is approximately \$25 million (\$250,000 per unit).

The Plan will generate significant Development Cost Levies, a portion of which will support affordable housing development. As Norquay Neighbourhood Centre has a similar level of housing need as the City as a whole, this strategy assumes that funding for affordable housing will be allocated through the City-wide Capital Planning process and used to achieve affordable housing projects as opportunities arise. The City will continue to seek senior government funding and strategic partnerships to maximize the delivery of affordable housing with limited City resources. These funding sources (DCLs, Capital, senior government funding, partnerships) will be used to augment the supply of affordable housing beyond the 100 units targeted for the 2400 Motel site in order to further address the estimated 300-400 unit need in Norquay. This could include affordable housing projects in Norquay, as well as the broader areas of Kensington-Cedar Cottage and Renfrew-Collingwood.

In addition to potential for social housing development on the 2400 Motel site, on smaller C-2 sites on Kingsway and throughout the apartment areas, the Norquay Neighbourhood Centre Plan creates the opportunity for increased rental supply. The introduction of new zoning districts that allow secondary suites and lock-off units in duplex and townhouse forms creates the capacity for an additional 600 rental units over the life of the Plan. Through the Rental 100 policy, City incentives will also be available for secured market rental development on Kingsway and in the apartment area.

Public Safety

The current fire hall #20 at Victoria and 38th Avenue, while adequate to serve Norquay's current needs and anticipated growth, is 50 years old and in need of renewal in the next 10+ years. The replacement cost is estimated to be between \$10 and \$12 million.

Transportation and Public Realm

Urban design improvements to Kingsway commenced in 2012 (funded from 2012 -2014 Capital Plan) to create a unique identity and improve the pedestrian environment on Norquay's retail high street by adding a centre median, curb bulges, landscaping and lighting. The extension of Clarendon Street to connect to 33rd Avenue is planned for construction this summer at a cost of \$1.5 million to improve pedestrian safety, bus routing and connections for all modes. Further improvements to support active transportation on key routes, primarily linking schools and parks are needed to improve safety and convenience. These improvements are estimated to cost \$2.0 million (see Figure 7 in Appendix A). A Public Realm Plan, to be developed in consultation with the community will help to integrate and prioritize these improvements for implementation through both developer-funded rezoning conditions and Capital funding in future years.

Utilities

Water service is considered to be adequate to accommodate the additional population. However a portion of the water service built before 1950 will be replaced over the next 30 years at a cost of \$3 million.

Current sewer capacity is adequate to handle projected growth based on the progress of the City's on-going sewer separation program in west Norquay. The remainder of this work will be completed in the next 10 to 20 years at a cost of \$29 million, funded through utility fees. A portion of the 1950s already separated system in east Norquay will require upsizing over time at a total cost of \$4 million, however no major replacement requirement is anticipated in the short term unless major redevelopment were to concentrate in specific locations. It is anticipated that a revised City-wide funding formula for upgrading sewers will be well advanced prior to major replacement requirements in Norquay.

3. Norquay CAC Policy

Staff engaged a consultant to review development economics in order to recommend new fixed-rate CAC targets and to estimate the total CACs that could be collected in Norquay. Land value "lift" was tested for typical rezoning sites on Kingsway and in the Apartment Transition Area. The analysis projected the difference between values under current zoning and the new higher value after rezoning. Kingsway sites had a lower increase in value due to a variety of factors including existing uses and allowable densities, and the higher costs of concrete versus wood-frame construction. The fixed rate targets recommended have been established to enable development to be economically viable while achieving an amenity contribution that is comparable to the typical offering of approximately 75% of property value increase.

The recommended CAC approach is as follows:

1. CACs for all sites on Kingsway larger than .4 ha. (1.0 ac) to be negotiated at the time of rezoning. This would include the existing three large sites (Canadian Tire, 2400 Motel site, Purdy's Chocolates).
2. A fixed-rate target of \$107.60 per sq. m. (\$10.00 per sq. ft.) for additional density achieved above the current C-2 zoning maximum of 2.5 FSR on smaller sites on Kingsway.
3. A fixed-rate target of \$161.40 per sq. m. (\$15.00 per sq. ft.) of density achieved above the current RS-1 maximum density on sites in the Apartment Transition Area.

Based on these contribution targets, CACs are projected to total approximately \$22 million over 30 years. It should be noted that the third major site at 2777 Kingsway - Purdy's Chocolates - was not considered to be a likely redevelopment candidate in the forecast period and CAC recoveries from this site were not included in the total estimated recoveries.

Implications/Related Issues/Risk (if applicable)

Financial

Public Benefits Costs Estimates and Funding Strategy

The Public Benefits Strategy for Norquay Village comprises projects that renew existing facilities and infrastructure as well as those that address population growth. As currently developed, the cost to deliver the Public Benefit Strategy is between \$101 and \$106 million:

	Renewal of existing facilities and infrastructure	New/upgraded facilities and infrastructure to address population growth	TOTAL	PRIMARY FUNDING SOURCES
Community Facilities:	nil	\$10.5 M	\$10.5 M	<ul style="list-style-type: none"> • CACs • DCLs • Other governments and partners
• Other*	\$7 - \$10 M*	nil	\$7 - \$10 M	<ul style="list-style-type: none"> • Property taxes • CACs
Parks and Open Spaces	\$2 M	\$7 M	\$9 M	<ul style="list-style-type: none"> • DCLs
Affordable Housing	nil	\$25 M	\$25 M	<ul style="list-style-type: none"> • CACs • DCLs • Other governments and partners
Public Safety	\$10 - \$12 M	nil	\$10 - \$12 M	<ul style="list-style-type: none"> • Property taxes

	Renewal of existing facilities and infrastructure	New/upgraded facilities and infrastructure to address population growth	TOTAL	PRIMARY FUNDING SOURCES
Transportation	to be determined	\$3.5 M	\$3.5 M	<ul style="list-style-type: none"> • DCLs • Property taxes • Direct contribution from developers
Utilities	\$32 M	\$4 M	\$36 M	<ul style="list-style-type: none"> • Utility fees • Direct contribution from developers
TOTAL	\$51 - \$56 M	\$50 M	\$101 - \$106 M	

* The community facility is targeted for the City-owned 2400 Kingsway site. While the focus is the renewal of existing community facilities in the neighbourhood (e.g. Collingwood Library), the project could also include new community space.

Renewal of existing facilities and infrastructure are typically funded from property taxes (e.g. renewal of Collingwood library and fire hall #20) and utility fees (replacement of water/sewer pipes).

Provision of new or upgraded facilities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), Development Cost Levies (DCLs) and direct contributions from developers toward infrastructure upgrades, augmented by funding from other governments and non-profit agencies (in particular for affordable housing and childcare). It is estimated that development in Norquay Village will generate about \$22 million in CACs (either in-kind or as cash contributions) and about \$35 million in City-wide DCLs.

The Norquay Village Public Benefit Strategy will be integrated into the City's overall capital program (10-year strategic outlook, 3-year plan and 1-year budget).

Public Consultation

Approximately 300 people attended two public open houses held in the neighbourhood on January 23 and 26, 2013 to update the community on work to develop a Public Benefits Strategy and on the new zones. The directions in the draft Strategy were shared and comment requested on what the priorities should be, recognizing that funding will accrue over time.

Comments (67 forms were received) were generally positive, noting that most of the policies in the Norquay Plan were supported in some way in the Strategy. The strongest support was for a multi-use community facility and public gathering space on the 2400 Motel site with 65% of responses recording this as their first choice and 82% choosing it as either their first or second priority. Comments stressed that it should be larger and include services for a range of users. Concerns were also expressed about the options for relocating existing services to

the 2400 Motel site, noting that this would not result in a sufficient increase in community space and would potentially reduce services provided in the current locations. The Ravine Way Linear park was also a priority among those responding with 51% selecting it as their first or second choice. Other comments included support for recent Kingsway Street improvements, requests for better and safer walking and cycling routes and more public green spaces to mitigate increased density. Appendix D contains a summary of the comments heard at the open houses.

CONCLUSION

Staff have evaluated the Norquay Plan directions for public benefits in the context of current facilities and service levels in Norquay and City-wide service levels and projected population growth expected from the new zoning. A Public Benefits Strategy is recommended based on this work. The Public Benefits Strategy is intended to act as a guide for the City (including City Council, Parks Board and Library Board) in making future decisions on the allocation of funding to public benefits and infrastructure in Norquay over the next 30 years.

Norquay Village Neighbourhood Centre Public Benefits Strategy (2013-2042)

A. THE NORQUAY VILLAGE NEIGHBOURHOOD CENTRE PLAN (2010)

The Norquay Neighbourhood is a 1.5 sq. km. area centred on Kingsway and bounded roughly by Gladstone Street, 41st Avenue, Killarney Street and 29th Avenue/Euclid Streets (see Figure 1). It was identified in the Renfrew-Collingwood Community Vision as an important part of the community and an ideal opportunity to build on its location near the 29th Avenue Skytrain station and centred on Kingsway to create a new neighbourhood centre. The Norquay Village Neighbourhood Centre Plan envisions a complete community with a revitalized Kingsway shopping area, improved public realm and services, and increased housing variety so that people of all ages and circumstances will have more opportunities to live and remain in Renfrew-Collingwood over various stages of their lives. Upgraded public amenities will be necessary to support the current and the new population living in medium-density mixed-use development on Kingsway, an Apartment Transition Area and new housing forms in the surrounding neighbourhood.

Five key priorities are outlined in the approved Plan:

- A community facility with indoor space and an associated outdoor plaza
- A linear park (Ravine Way/Still Creek Linear Park) linking Norquay Park with Slocan Park and the 29th Avenue Station
- Upgrade of two local parks - General Brock and Slocan Parks
- Additional childcare spaces
- New affordable housing

To ensure comprehensive approach to developing a Public Benefits Strategy for the Norquay Neighbourhood Centre, the current condition and service levels at facilities within approximately 2 km of Norquay's centre was assessed and compared to City-wide service levels. The impact of new population on these service levels, and anticipated funding from new development was projected over a 30 year period. This work is summarized below.

Figure 1 Norquay Neighbourhood Centre Housing Areas



B. GROWTH ESTIMATES

The Norquay Plan area is forecast to add approximately 3400 new units and approximately 5,000 people over 30 years, based on similar rates of development as those experienced in areas with similar zoning. In Norquay, development rates in the low-density zones are projected to be just over 1% (of properties annually). This would result in about 34% of eligible properties being redeveloped over 30 years. On Kingsway the assumed rate is higher (1.6% per year on average) given the larger and more readily redevelopable sites. The unit

count estimate does not include possible additional rental units in the form of secondary suites and lock-off units within duplexes, rowhouses and stacked townhouse units. It is estimated that up to 600 additional rental units could be constructed. However, this will not affect the total population estimates as the rental units would be contained within the same allowable floor area. Population estimates are based on 500 sq.ft. of residential space per person in the duplex/infill and rowhouse/stacked townhouse areas and 600 sq. ft. in the apartment areas and on Kingsway. These averages are based on evidence from current residential developments across the City. Growth is anticipated to occur incrementally overall, however the bulk of new development on Kingsway is anticipated to occur in the first half of the forecast period when more redevelopable sites are available.

C. FACILITY NEED ASSESSMENTS AND PROJECT DESCRIPTIONS

1. Community Recreational, Social,Cultural and Library Service Facilities

Community Centres, Pools and Ice Rinks

Community centres provide for the recreational needs of residents. The Norquay area is served by four community centres located within a 20 - 30 minute walk from the centre of Norquay - , Renfrew, Kensington, Killarney and Trout Lake, all of which have been renovated, expanded or rebuilt within the past 15 years. (Figure 2) The first three all have associated indoor pools and the last two of these centres also have ice rinks. Together these four facilities serve approximately 130,000 residents. These recently reconstructed and upgraded centres will be able to accommodate the recreational needs of the projected additional population in Norquay for the foreseeable future.

Figure 2 Current Community Facilities Serving Norquay



Neighbourhood Houses

Neighbourhood houses offer cultural, family and social services. Three neighbourhood houses are located within a 20 - 30 minute walk of the centre of Norquay - Collingwood, Cedar Cottage and South Vancouver. (Figure 2) Both Collingwood and South Vancouver Neighbourhood houses are operating at capacity currently. Collingwood Neighbourhood House will soon be getting a 10,000 sq. ft. annex as part of a major rezoning application at Boundary Road and Vanness Street.

The current population in Norquay, and the Renfrew-Collingwood and Cedar Cottage neighbourhoods have a higher proportion of single-parents (19% vs 16% across the City in 2011) and recent immigrants than most Vancouver neighbourhoods (8.9% vs. 7.5% across the City in 2006). These are populations that rely more heavily on neighbourhood house services. The additional population in Norquay will increase service demands - particularly at Cedar Cottage - the nearest Neighbourhood House which dates from 1950, is outdated in terms of functionality, undersized for the population it serves and in need of renewal. The Cedar Cottage Neighbourhood House Community Board has been working for several years on renewal and expansion plans for their current site and have a fund-raising program directed to renew the facility.

In addition to social and family needs, like most Vancouver neighbourhoods, there is currently little dedicated space in the neighbourhood for production, display or performance arts. Renfrew-Collingwood has several active cultural groups including the Renfrew Collingwood Multi-cultural Artists Network - an organization with over 100 local artists, active in producing and promoting visual and performance art. This group has recently acquired use of the small field house at Slocan park and formed the Art House In The Field Collective to use this small facility for art production and performance.

Libraries

Norquay is served by three libraries - Renfrew Branch is located in Renfrew Park and two smaller community branches - Collingwood located just to the east of the Norquay area, at the corner of Kingsway and Rupert St, opened in 1951, and the Kensington Branch relocated in January 2009 to King Edward Village at the corner of Kingsway and Knight.

Renfrew, Collingwood and Kensington libraries serve the Renfrew-Collingwood and Kensington Cedar Cottage local areas. Based on the 2006 census and using the local area boundaries, these three libraries provide approximately 0.31 sq. ft./resident of neighbourhood branch library space, which is at or slightly above the city average. The need to renew and/or relocate the Collingwood Library will be evaluated in the context of future population growth and a City-wide strategy for the provision of library services.

Assessment and Strategy Direction

Creating a complete community in Norquay requires all important services to be available within a comfortable walk or short transit or bike ride. Recreational services are well supplied by four community centres, none within Norquay but all within an approximate 30 minute walk. However a current library serving Norquay - Collingwood, and a social service facility - the Cedar Cottage Neighbourhood House, are both in need of renewal and expansion.

While all these services are accessible from Norquay, there is no facility within the neighbourhood centre itself. Some services should be available within the community at a central location to help provide a focus for social interaction and to create a neighbourhood identity. Given the need to renew two facilities currently serving Norquay, there is an opportunity to combine one or both facilities within a new multi-use community space in a

central location to provide this social focus and identity for the new neighbourhood that is currently lacking.

The Plan has identified the future heart of the new Norquay Neighbourhood Centre as being around the 2400 Motel site on Kingsway. This site is ideally located to serve as a community focal point, near the geographic centre of the Norquay Neighbourhood on Kingsway, adjacent the major future shopping and service area, and well served by transit. The redeveloped 2400 Motel site would include both market and non-market housing and retail/commercial services for the expanding population in Norquay. Possible community uses identified are multiple and varied including senior's programming, children's activities, arts production/display, meeting rooms for community groups and family services space. These are the types of services offered through area neighbourhood houses and libraries. Options to renew and co-locate one or both existing outdated 1950s facilities - the Collingwood library and Cedar Cottage Neighbourhood house on the 2400 Motel site will be explored as part of creating a new multi-use space that provides a community identity and focus for delivery of services, socializing and community building.

The anticipated size would not be as large as a typical community centre (30,000 sq. ft.) but sufficiently large to accommodate a number of uses and establish a presence in the neighbourhood. The targeted size is approximately 15,000 sq.ft. with an estimated cost of \$7 - 10 million depending on the exact size and uses. More detailed design and programming of the space would occur in consultation with the community and area service providers, to ensure it delivers priority services and is financially viable.

2. Childcare

Most Vancouver neighbourhoods are underserved for childcare spaces. Norquay is located in a neighbourhood identified as one of three Vancouver areas with the highest need for childcare spaces. Renfrew-Collingwood, Kensington-Cedar Cottage and Hastings-Sunrise combined have the lowest childcare service levels in the City and the highest needs in terms of low median family incomes and high recent immigrant populations.

All Day Daycare (0-4 years)

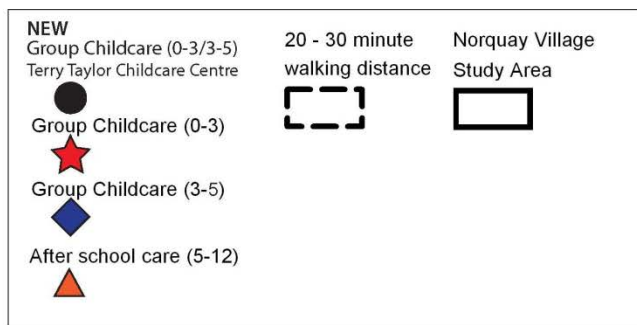
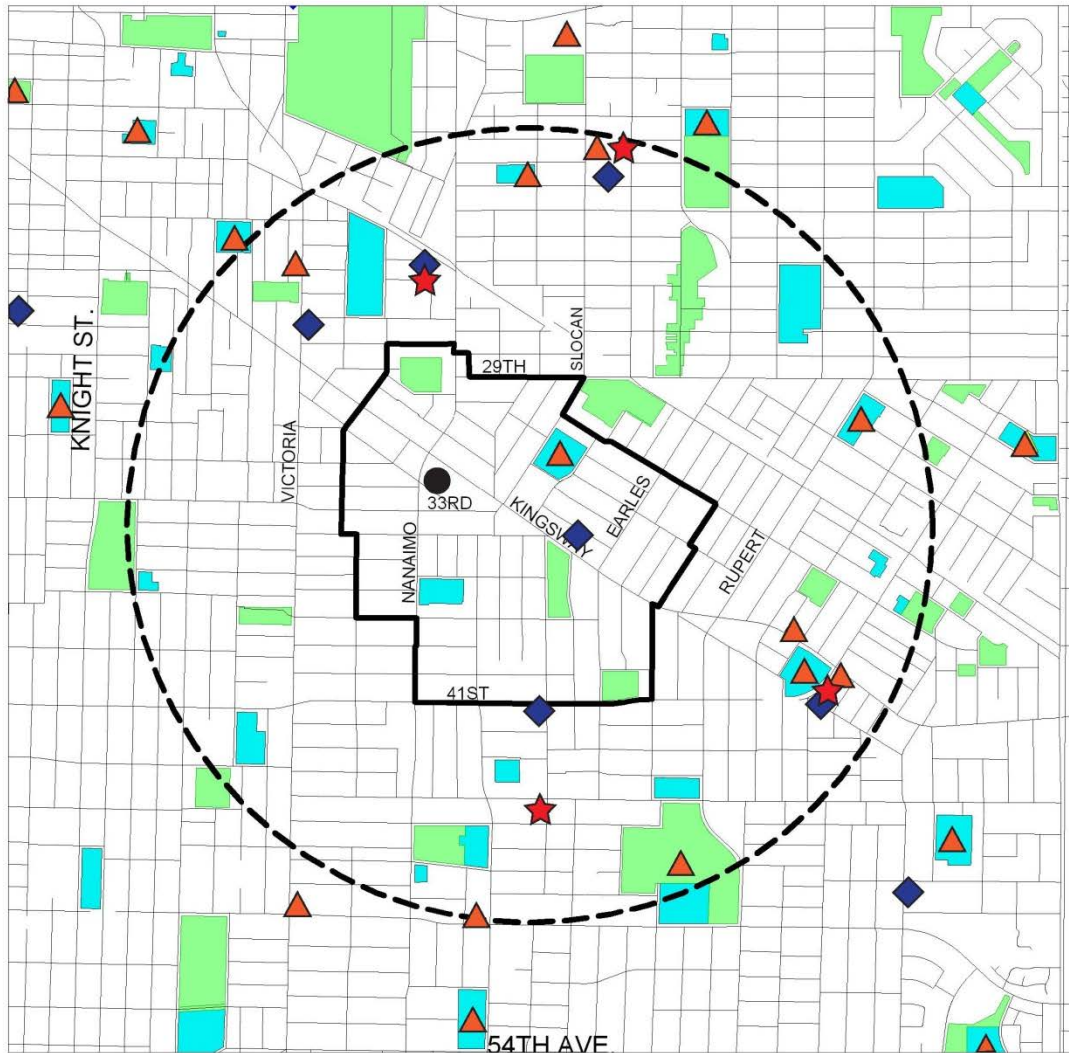
There are currently approximately 160 childcare spaces in Norquay and surrounding area (within an approximate 2 km radius) as shown in Figure 3. Recent additions to spaces include the Terry Taylor Early Learning Centre at 2300 Kingsway with 37 spaces for toddlers and 3-5 year olds, opened in 2012. The current shortfall is estimated at roughly 100 spaces. Based on the projected population increase of 5,000 people to 2042, an estimated additional approximate 140 spaces for children aged 0 - 4 will be required for Norquay over 30 years. It would be beneficial if these childcare spaces could be delivered spread out across the study area. For the 0 - 4 years age group it is recommended that efforts focus on delivering infant and toddler (under 3 years).

School Age Daycare (5-12 years)

Current facilities for ages 5-12 total approximately 150 spaces in Norquay and surrounding area (within an approximate 2 km radius) as shown in Figure 3. There have been 49 school-age spaces recently added (expansions at Graham Bruce Annex, Renfrew Elementary, and Sir

Walter Grenfell). The current shortfall for school age care is estimated at roughly 100 spaces. Based on the projected population increase of 5,000 people to 2042, an estimated additional approximate 150 spaces for children aged 5-12 will be required in Norquay over 30 years.

Figure 3 Childcare Spaces Serving Norquay



Assessment and Strategy Direction

Given the existing significant shortfall in available spaces in the neighbourhood, and the focus of creating housing options suitable for families in Norquay, childcare is a priority. A total allocation to childcare of up to \$10.5 million is recommended.

All Day Daycare (0 - 4 years)

Based on the current deficit and increased demand estimates, approximately 190 new daycare spaces for 0-4 age group are targeted over the life of the Strategy. This number would accommodate projected new demands and reduce the current space deficit by 50% over 30 years. Providing these spaces in new construction is estimated to cost between \$90,000 and \$120,000 per space (excluding land cost). The strategy recommends an allocation of up to \$9 million which will provide for between 75 and 100 spaces in new construction, leaving a shortfall of between 90 and 115 spaces. Cost-effective options will be pursued as far as possible including co-locating space with other uses.

The focus for (0-4 years) spaces should be infant and/or toddler care (under 3 years), the two age groups in greatest need of additional space. Recognizing that this service is only financially viable when located with other programs, these spaces will need to be paired with other revenue generating programs. These cost estimates reflect hard costs and exclude the provision for operating and/or start up grants or ongoing maintenance costs.

School Age Daycare (5-12 years)

Providing an additional 200 licensed spaces for school aged care (5 -12 years) is targeted over the life of the Strategy. Based on locating these spaces in school areas, should partnerships with the Vancouver Board of Education be realized, a cost of \$1.5 million would address new demand and 50% of the current shortfall. Costs for school age care varies depending on the condition and extent of renovations and equipment required to convert under-utilized school space. An estimate of \$7,500 per space is considered to be an average cost based on recent experience with the provision of these spaces.

For both all-day and school age spaces, cost-effective options will be pursued as much as possible, including co-locating space. However, achieving the full target of 390 spaces will require partnerships with senior government and the non-profit sector.

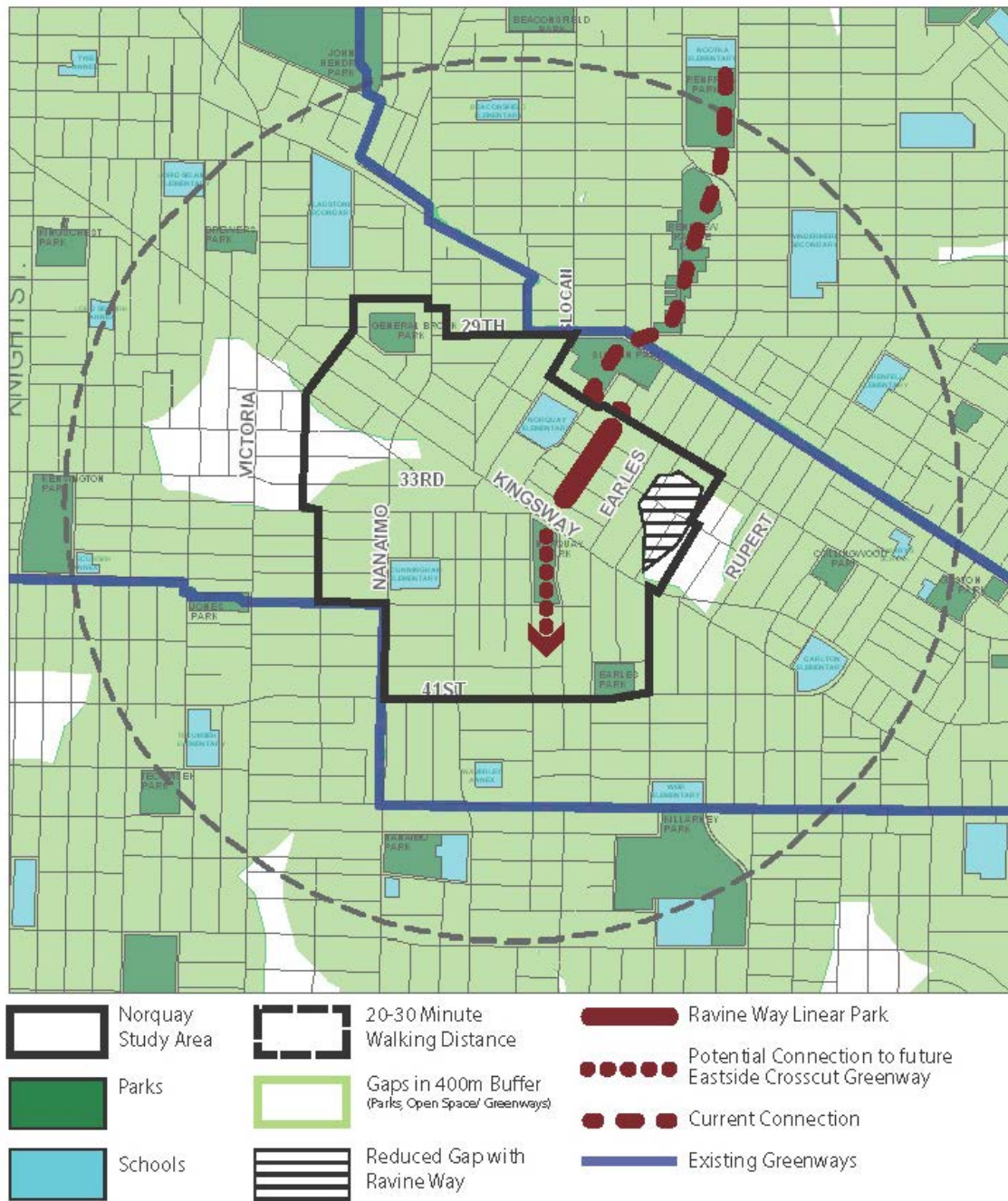
	Current Need	Additional Demand	Total Demand (over 30 years)	Strategy Target
0-4 years	100 spaces	140 spaces	240 spaces	190 spaces
5-12 years	100 spaces	150 spaces	250 spaces	200 spaces
Total	200 spaces	190 spaces	490 spaces	390 spaces

3. Parks, Open Space and Access to Nature

Norquay has four area parks- General Brock, Slocan, Earles and Norquay - and two school playgrounds (Figure 4). These open spaces are well distributed and offer large areas of open green space but would benefit from additional park features to accommodate an increase in population. The exception is Norquay Park where a park renewal occurred in 2011 to add a water park, sports court and new child's play area. General Brock, Slocan Park, immediately adjacent and serving Norquay, and Earles Park in the southeast corner of Norquay, are all currently on the Park Board list of parks in need of upgrading. As well, there is an opportunity to extend General Brock in the future by acquiring 4 small adjacent properties to increase its street presence and accessibility.

Norquay has two gaps with respect to the City's goal of ensuring everyone lives within 400 metres of a park, beach, greenway or other natural space by 2020. Figure 4 shows a 400 metre green buffer around each school, park and greenway in close proximity to Norquay. The two portions of the neighbourhood that are outside the 400 metre distance from greenspace are shown as unshaded areas in Figure 4.

Figure 4 Parks and Open Space



Assessment and Strategy Direction

Parks

General Brock Park, Slocaii and Earles Parks all offer large underutilized green spaces that would benefit from additional park features to accommodate an increase in population. Given its location nearer areas with anticipated greater population growth, General Brock Park is

considered to be the first priority for upgrading in the first 10 years of the Strategy. The total cost of upgrading all three parks is estimated at \$2 million over the life of the Strategy.

Access to Nature - Ravine Way Linear Park

A special opportunity exists to help address both the Access To Nature gap in the eastern portion of the neighbourhood, advance the City's active transportation goals and connect to the regional system of greenways and trails. Locally, the Ravine Way Linear Park would provide a pedestrian connection from Slocan Park/29th Avenue Skytrain Station to Norquay Park (see Figure 4) and potentially connect to the future City Eastside Crosscut Greenway. To the north it would connect to the existing trail system and linear parks along Still Creek in Renfrew Ravine, Renfrew Park and in the Grandview Boundary Mixed Employment Area beyond (see Figure 5). Sections of greenway have been completed in this area along Still Creek and include connections to the Central Valley Greenway which links to the regional system in Burnaby and New Westminster.

Figure 5 City and Regional Connections - Ravine Way Linear Park



The opportunity to create a connection in Norquay exists because of a Metro Vancouver trunk sewer line and right-of-way that cuts mid-block through a series of long east-west blocks south of the 29th Avenue Skytrain station. Many of the affected properties are in City ownership but have restricted or no development potential because of the Metro right-of way. This opportunity was first identified when portions of the current pedestrian trail along Still Creek was constructed in the 1980s. Planning in Norquay has provided a new opportunity to advance the idea in the context creating a new community in Norquay. A new mixed-use

project at 2699 Kingsway across from Norquay Park has incorporated the first section and link to Ravine Way through a plaza space. Subsequent sections can be constructed incrementally as properties and funding became available.

Prior to completion of the entire park route, sections would function as pocket parks, mid-block connections or as two City-owned properties currently function - as community gardens. Once completed, Ravine Way Linear Park would serve as a unique feature in the neighbourhood, linking two important major parks, providing a more direct access to the 29th Avenue Skytrain station and a variety of passive green spaces and community gardens. The estimated cost of property purchase is \$5.0 million over 30 years. Construction is estimated at \$1.5 million. Appendix B contains a list of properties that need to be acquired at a minimum to ensure a complete connection through the neighbourhood. These estimated costs will be refined further based on a design concept to be developed as part of the Norquay Public Realm Plan.

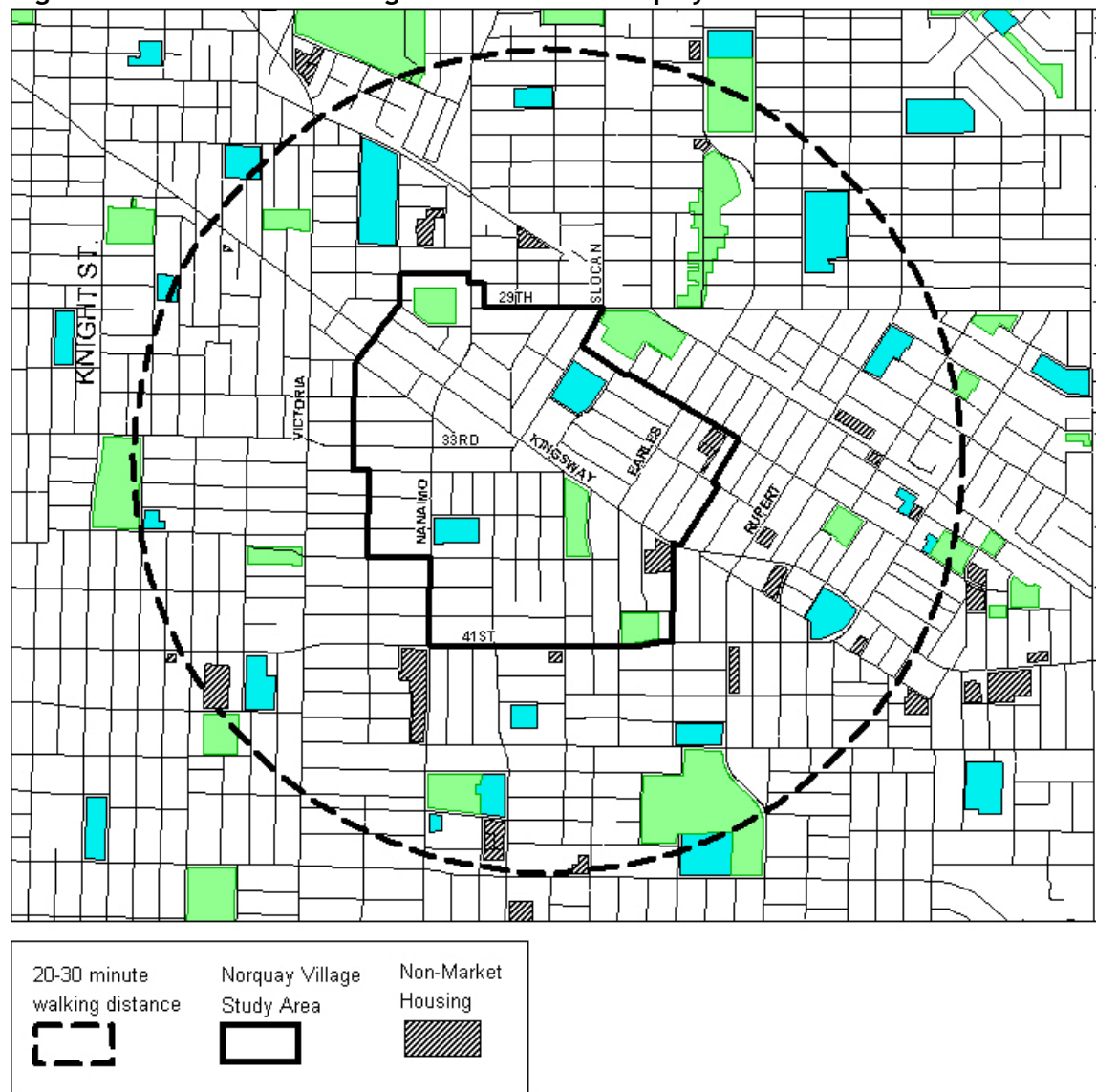
The Access To Nature gap in the western portion (see Figure 4) would be partly addressed through a proposed new development at the old Canadian Tire site on Kingsway which has included a new public open space as a community amenity on the southwestern portion of the site at the corner of Gladstone Street and 30th Avenue. In addition to these key public green spaces, the Plan supports adding to and extending public space throughout the neighbourhood, including providing public plaza space as part of major new developments on Kingsway.

4. Housing Affordability and Choice

In July 2011, City Council approved the Housing and Homelessness Strategy 2012 - 2021 and committed to improving choice and affordability for all residents and in all neighbourhoods across the City. This housing “continuum” consists of providing a range of housing options available to households of all income levels, from emergency shelters for people who are homeless to affordable home ownership options for workers with moderate incomes. The Strategy identifies priority actions for the City over the next ten years (2012-2021) and more immediate actions (2012-2014). Improving housing affordability and increasing housing choice are also key goals in the Norquay Neighbourhood Centre Plan Policies.

There are two non-market housing projects within the Norquay boundaries - Lion’s View containing 92 units and the Dundee Court Co-op containing 73 units. Other non-market housing is located near Norquay as illustrated in Figure 6. The larger Renfrew-Collingwood neighbourhood has about 1100 units of non-market housing which represents 6% of the total housing units, below the City average of 9% but higher than many other Vancouver neighbourhoods.

Figure 6 Non-Market Housing in and around Norquay



Assessment and Strategy Direction

Market Housing

It is expected that home ownership options will be addressed through market projects provided through rezonings along Kingsway, in the Apartment Transition Area and in the new housing zones allowing new - duplexes/infill and rowhouses/stacked townhouses. The proposed building types (i.e. mid and high-rise apartments, 4-storey apartments, and ground oriented housing types with rental suites) provide housing ownership options that are more affordable than the predominant existing single family housing and provide many new options for singles, couples, families and seniors to remain in this neighbourhood as personal circumstances change. The secondary suites and lock-off units add to available market rental options in the neighbourhood while making home ownership more attainable.

Affordable Housing

New housing that is built in the normal development market - or, “market housing” - is often not affordable to lower income households in Vancouver. “Non-market housing” is often subsidized in partnership with other levels of government (e.g. BC Housing), to help these households. Non-market housing is designed for independent living, unlike community care facilities (formerly special needs residential facilities), which provide support, care or supervision for residents. Some projects include non-market housing and community care units. Often, the term social housing is used to describe non-market housing.

Need for Affordable Housing

The primary role of the Norquay Plan is the introduction of new housing forms (e.g. apartments, stacked townhouses, row houses, etc.) that will provide greater diversity and more affordable housing for families. The Plan will also result in additional market rental units in the form of secondary suites in duplexes, and lock-off units in stacked townhouses and rowhouses. Additional non-market units are necessary to assist low income families and seniors to continue to find housing in the area.

Affordable housing needs in Norquay are similar to the rest of the City. Census data shows that 530 renter households (39% of renter households) pay more than 30% of their income on housing. Approximately 165 renter households (12% of renter households) pay more than 50% of their income on housing, indicating severe affordability challenges and potential risk of homelessness. All of these households have incomes of less than \$50,000, and 95% have incomes below \$25,000. Therefore, the number of households spending more than 50% of income on housing is a strong indicator of the minimum need for social housing intervention.

The City’s Housing and Homelessness Strategy also anticipates that a share of future residential capacity will be secured as affordable housing. Demand analysis shows that approximately 40% of new households in the City will be renters, and 15% of new rental units should be secured as social housing. The Plan anticipates approximately 3,400 new housing units over the next 30 years. This growth generates a need for approximately 200 social housing units.

The total need for social housing in Norquay is 300 - 400 units, reflecting both the minimum existing need and a share of future growth.

Delivery of Affordable Housing

The City of Vancouver achieves affordable housing through a range of tools, including partnerships to develop social housing on City-owned land, capital grants to support non-profit housing projects and inclusionary housing policies that require and incentivize the inclusion of affordable housing in private developments.

In Norquay Neighbourhood Centre, the 2400 Motel site is the major opportunity to accommodate non-market housing because of its large size, potential for high density development (anticipated to accommodate approximately 500 residential units) and City ownership. The site also provides an excellent opportunity to co-locate affordable housing with the services that will be provided in other civic facilities at this location.

The strategy targets achieving 100 units or 20% of the 500 units possible at the 2400 Motel site, addressing between 25% and 35% of the total need for social housing in the neighbourhood. These units could be delivered in whole or in part on the 2400 Motel site or elsewhere in the neighbourhood, likely on Kingsway or in the Apartment Transition Area. The cost to deliver 100 units of non-market housing (land and construction) is approximately \$25 million (\$250,000 per unit).

The Plan will generate significant Development Cost Levies, a portion of which will support affordable housing development. As Norquay Neighbourhood Centre has a similar level of housing need as the City as a whole, this strategy assumes that funding for affordable housing will be allocated through the City-wide Capital Planning process and used to achieve affordable housing projects as opportunities arise. The City will continue to seek senior government funding and strategic partnerships to maximize the delivery of affordable housing with limited City resources. These funding sources (DCLs, Capital, senior government funding, partnerships) will be used to augment the supply of affordable housing beyond the 100 units targeted for the 2400 Motel site in order to further address the estimated 300-400 unit need in Norquay. This could include affordable housing projects in Norquay, as well as the broader areas of Kensington-Cedar Cottage and Renfrew-Collingwood.

In addition to potential for social housing development on the 2400 Motel site, on smaller sites on Kingsway and throughout the apartment area, the Norquay Neighbourhood Centre Plan creates the opportunity for increased rental supply. The introduction of new zoning districts that allow lock-off suites in duplex and townhouse forms creates the capacity for an additional 600 rental units over the life of the Plan. Through the Rental 100 policy, City incentives will also be available for secured market rental development on Kingsway and in the apartment area.

5. Transportation

Walking and Cycling

The Neighbourhood Centre is focused on Kingsway, a major auto-oriented arterial which currently divides the community and is a barrier for pedestrians. Kingsway streetscape improvements began in 2012 to add a new pedestrian crossing, intersection improvements including improved accommodation of cycling and transit, centre median, curb bulges, street trees and lighting to create a unique identity for the neighbourhood and pedestrianize this future “High Street” for the neighbourhood (funding came from the 2012-2014 Capital Budget and Translink). Additional Kingsway improvements will continue to occur as part of redevelopment on adjacent sites including additional pedestrian crossings, wider sidewalks and additional street furniture.

In the remainder of Norquay, projects were identified to improve pedestrian and bike connections and encourage active transportation through greater convenience and safety, while enhancing the public realm (Figure 7) . These include improvements to crossings and completion of sections of missing sidewalks, adding street trees, lighting and other conveniences.

Figure 7 Key Active Transportation Connections



Improvements to pedestrian and bike connections:

- | | |
|--|---|
| 1 Duchess Street pedestrian and bike improvements | 5 East 38th pedestrian improvements |
| 2 Ravine Way Linear Park | 6 East 39th Ave. improvements |
| 3 Euclid east-west connector | 7 Nanaimo Greenway treatment |
| 4 Brock Park - Norquay Elementary connector | 8 Clarendon Connector |
| | 9 Kingsways streetscape improvements |

Assessment and Strategy Direction

Active transportation modes are being supported through public realm and safety improvements on Kingsway and construction of the Ravine Way Linear Park. In addition, the Clarendon connector (Number 8 in Figure 7 and detailed in Figure 8) is scheduled for construction in 2013 to enhance vehicular, bus and active transportation in Norquay. It will remove inappropriate traffic from local streets and allowing Nanaimo to operate as a collector south of 33rd Ave. (\$1.5 million has been allocated from the 2012-2014 Capital Budget).

Completing the sidewalk network (highlighted in Figure 9), adding curb bulges and improving pedestrian crossings on important routes will complete the active transportation system. The total estimated cost of these enhancements is \$2.0 million.

Figure 8 Clarendon Connector

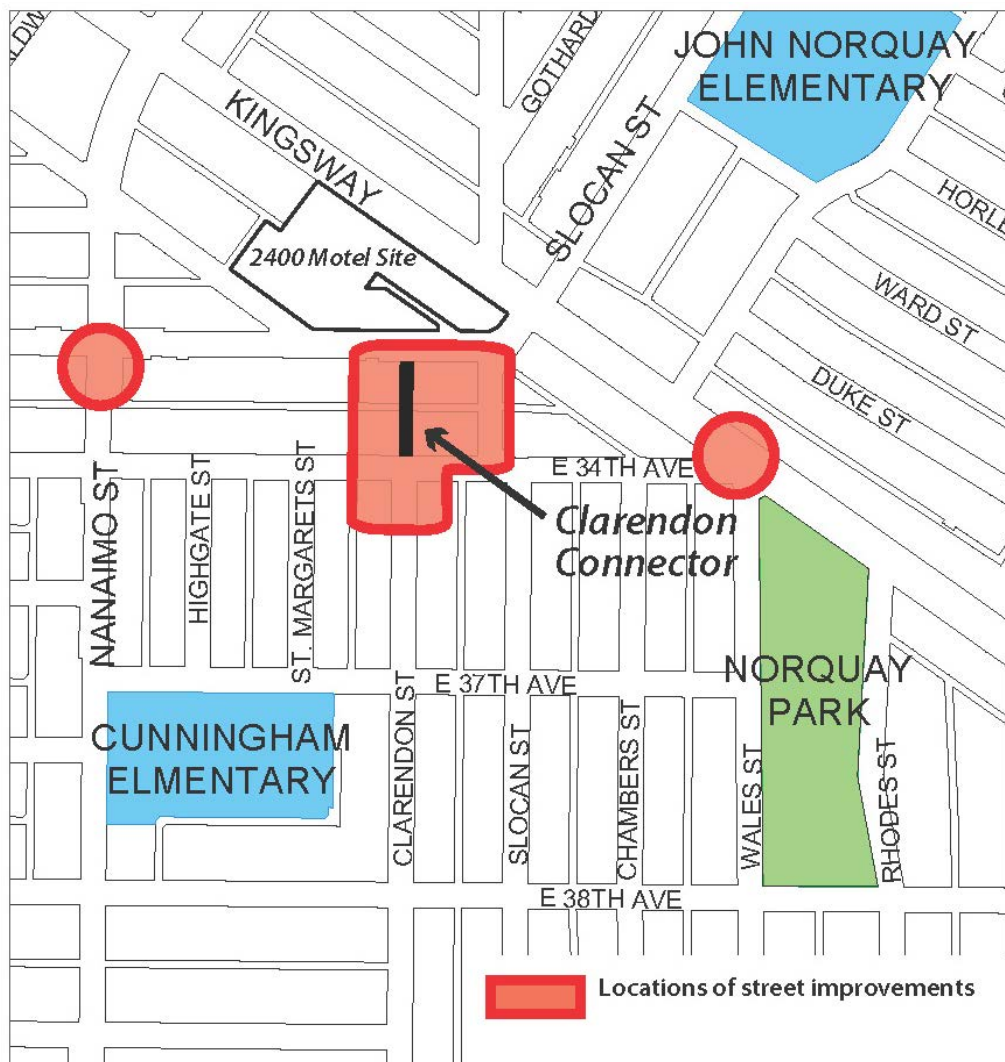
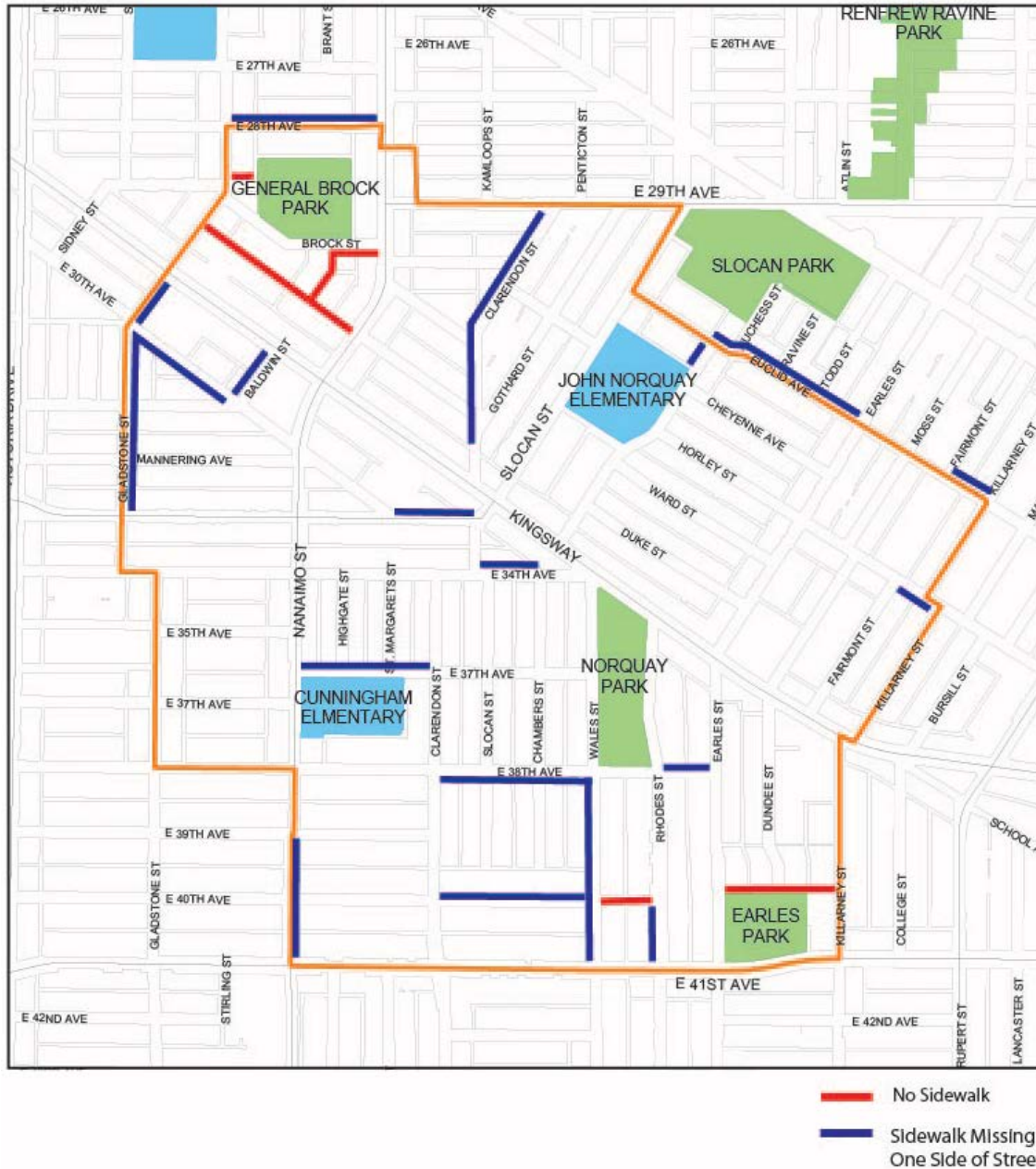


Figure 9 Norquay Village Missing Sidewalks



A Public Realm Plan to be developed in consultation with the community, will help to integrate and prioritize these improvements for implementation through both rezoning conditions and Capital and DCL funding in future years. It will provide further guidance for the design of future public plazas on Kingsway, a concept plan for the Ravine Way Linear Park, and overall vision on how public spaces could be better defined and connected to support community life and develop a unique Norquay character.

6. Utilities

Waterworks

There is a total of 23.3 km of water pipes within the Norquay Village area. The age of the pipes is as follows:

- built before 1950: 3.0 km (13%)
- built/rebuilt between 1950 and 1980: 15.0 km (64%)
- km built/rebuilt since 1980: 5.3 km (23%)

It is anticipated that most if not all of the pipes built before 1950 will be replaced over the next 30 years at an approximate cost of \$3 million.

It is anticipated that the capacity of the existing water pipes is sufficient to accommodate the contemplated growth identified in the Norquay Village Plan.

Sewers

There is a total of 38.7 km of main sewer pipes within the Norquay Village area, which is divided into two drainage districts: the western portion is part of the China Creek basin and the eastern portion is part of the Still Creek basin. The sewer program for Norquay Village is mainly about replacing aging sewer pipes and separating them into sanitary and storm pipes, and part of an ongoing, long-term program of the City.

	Combined Sewer Pipes	Sanitary Sewer Pipes	Storm Sewer Pipes	TOTAL
Still Creek basin	0 km	10.2 km	10.8 km	21.0 km
China Creek basin	8.7 km	4.4 km	4.6 km	17.7 km
TOTAL	8.7 km	14.6 km	15.4 km	38.7 km

The sewer pipes in the China Creek basin are partially separated: about 4.5 km have been separated into sanitary and storm pipes, with 8.7 km remaining to be separated. It is anticipated that the combined sewer pipes will be separated over the next 10-20 years at an approximate cost of \$29 million. As they are rebuilt, the new pipes will be sized to match the new zoning in Norquay Village.

The sewer pipes in the Still Creek basin are already fully separated into sanitary and storm pipes. It is estimated that about 2 km of existing sewer pipes (mostly sanitary pipes) will have to be rebuilt to accommodate anticipated growth at an estimated cost of \$4 million.

7. Other Community Facilities

Schools

Norquay Village is located within the catchment area of 3 elementary schools and 3 high schools. According to the Vancouver School Board, elementary schools have experienced a decline in enrollments recently and all schools in the area have significant spare capacity to accommodate increased enrollment from new population for the foreseeable future.

Public Art

Vancouver's Public Art program seeks to incorporate contemporary art practises into city planning and development through a variety of mechanisms, including requiring larger site rezonings to contribute monies or an art installation as part of the approval. In Norquay, all of the 3 identified larger sites will require art contributions. Additionally, the Public Realm Plan will identify spaces and provide guidance to increase the amount of public art in Norquay. In terms of artist productions space, the 2400 Motel site multi-use facility could have flex space that could be used for production, display and arts performance space.

D. COST ESTIMATES AND FUNDING STRATEGY : 2013 -2042

The Public Benefits Strategy for Norquay Village comprises projects that renew existing facilities and infrastructure as well as those that address population growth. As currently developed, the cost to deliver the Public Benefit Strategy is between \$101 and \$106 million:

	Renewal of existing facilities and infrastructure	New/upgraded facilities and infrastructure to address population growth	TOTAL	PRIMARY FUNDING SOURCES
Childcare:				
• Daycare (0-4 years old)	nil	\$8 M	\$10.5 M	<ul style="list-style-type: none"> • CACs • DCLs • Other governments and partners
• School age (5-12 years old)	nil	\$2.5 M		
Other Community Facilities	\$7 - \$10 M	nil	\$7 - \$10 M	<ul style="list-style-type: none"> • Property taxes • CACs
Parks and Open Spaces:				
• Park renewals	\$2 M	nil	\$9 M	<ul style="list-style-type: none"> • DCLs
• Ravine Way	nil	\$7 M		

	Renewal of existing facilities and infrastructure	New/upgraded facilities and infrastructure to address population growth	TOTAL	PRIMARY FUNDING SOURCES
Linear Park				
Affordable Housing	nil	\$25 M	\$25 M	<ul style="list-style-type: none"> • CACs • DCLs • Other governments and partners
Public Safety	\$10 - \$12 M	nil	\$10 - \$12 M	<ul style="list-style-type: none"> • Property taxes
Transportation	to be determined	\$2 M	\$3.5 M	<ul style="list-style-type: none"> • DCLs • Property taxes • Direct contribution from developers
<ul style="list-style-type: none"> • Walking & cycling • Clarendon connector 	nil	\$1.5 M		
Utilities:	\$3 M	nil	\$36 M	<ul style="list-style-type: none"> • Utility fees • Direct contribution from developers
<ul style="list-style-type: none"> • Waterworks • Sewers 	\$29 M	\$4 M		
TOTAL	\$51 - \$56 M	\$50 M	\$101 - \$106 M	

Renewal of existing facilities and infrastructure are typically funded from property taxes (e.g. renewal of Collingwood library and fire hall #20) and utility fees (replacement of water/sewer pipes).

Provision of new or upgraded facilities and infrastructure are typically funded from a combination of Community Amenity Contributions (CACs), Development Cost Levies (DCLs) and direct contributions from developers toward infrastructure upgrades, augmented by funding from other governments and non-profit agencies (in particular for affordable housing and childcare). It is estimated that development in Norquay Village will generate about \$22 million in CACs (either in-kind or as cash contributions) and about \$35 million in City-wide DCLs.

The Norquay Village Public Benefit Strategy will be integrated into the City's overall capital program (10-year strategic outlook, 3-year plan and 1-year budget).

The Strategy is intended to act as a guide for the City (including City Council, Parks Board and Library Board) in making future decisions on the allocation of funding to public benefits and infrastructure in Norquay over the next 30 years. Given this long timeframe, the Strategy will need to be monitored and reviewed over time as information on costs and revenues becomes more precise and in case new opportunities arise or priorities evolve.

RAVINE WAY LINEAR PARK**RAVINE WAY LINEAR PARK - KEY PROPERTIES TO BE ACQUIRED ON AN OPPORTUNITY BASIS**

<u>Address</u>	<u>Lot Size</u>	<u>Easement Width</u>	<u>Comment</u>
2731 Horley	68 x 106 ft.	33 ft.	subdivide & sell 33 ft. (35 ft. park)
2698 Ward	50 x 102 ft.	15 ft.	subdivide & sell 30 ft. (20 ft. park)
2696 Duke	33 x 109 ft.	20 ft.	to relocate Duke Daycare play space

**DRAFT NORQUAY VILLAGE NEIGHBOURHOOD CENTRE PLAN - APARTMENT TRANSITION
AREA REZONING POLICY**

Adopted by City Council on _____2013

1 Intent

The intent of this policy is to provide guidance on rezonings in the Apartment Transition Area in the Norquay Neighbourhood Centre, specifically related to proposals involving 3- to 4-storey low-rise apartments.

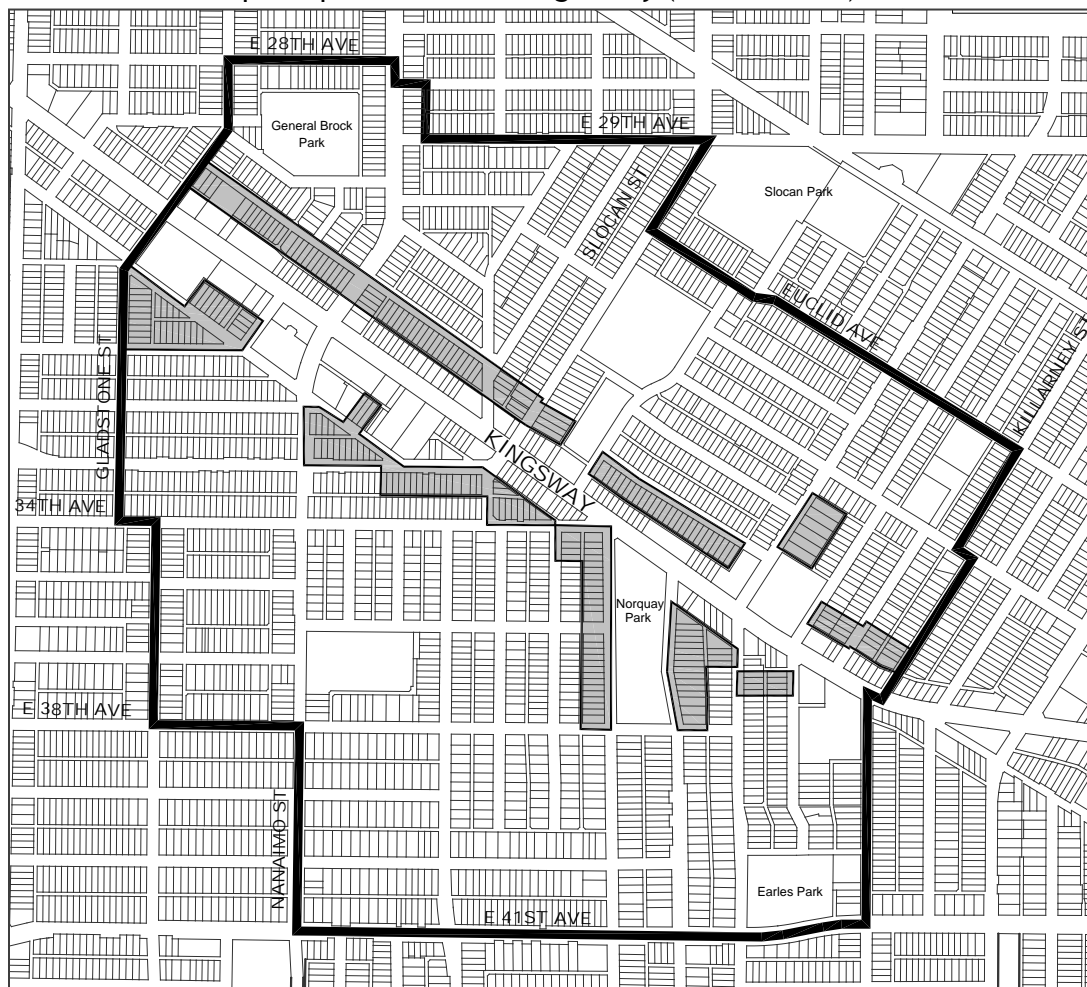
The Norquay Village Neighbourhood Centre Plan recognizes the need for a careful physical transition between the higher densities and mid-rise buildings on Kingsway to the ground-oriented residential neighbourhood behind Kingsway. This policy requires that new development be residential use, in the form of 3- to 4-storey low-rise apartments, forming a streetscape which is compatible with the adjacent low-density residential neighbourhood and streets.

The form of development should provide housing options, including some 3-bedroom units suitable for families, as well as a range of other smaller sized units. The major focus for this form of development should include sustainable building practices such as natural cooling and ventilation, access to natural light, as well as a high degree of liveability, with the inclusion of private and semi-private outdoor spaces.

2 Application

This Rezoning Policy applies to specific areas, as identified in Map 1 below.

Map 1: Apartment Rezoning Policy (shaded areas)



The Apartment Transition Zone enables the consideration of rezoning applications for the following:

2.1 Site Assemblies - 3 or more contiguous parcels

Minimum street frontage of 27.4 m (90 ft.);
 Maximum FSR (floor space ratio) of 2.0;
 Maximum dwelling unit density: 240 dwelling units/hectare
 Maximum building height 13.7 m (45 ft.); and
 Underground parking.

2.2 Site Assemblies – 2 parcels

Minimum street frontage of 15.2 m (50 ft.);
Maximum FSR (floor space ratio) of 1.5 (1.75 for corner parcels);
Maximum dwelling unit density: 180 dwelling units/hectare
Maximum building height 13.7 m (45 ft.); and
Underground parking.

2.3 For site assemblies that include irregularly shaped parcels, rezoning applicants must demonstrate that underground parking can be provided for the proposed form of development.

2.4 Single parcels of land which are less than 15.2 m (50 ft.) in width will not be eligible for rezoning, unless an applicant can demonstrate that there are no opportunities remaining for comprehensive redevelopment with adjoining properties. Rezoning applicants must also demonstrate that these isolated single parcels of land can be reasonably developed up to a maximum of 1.2 FSR with consideration for building mass, parking and project economics.

3 Siting and Building Character Design Provisions

- One principal building per development site, unless the site qualifies for single site development (see 2.4);
- Maximum building height 13.7 m (45 ft.) and 4 storeys;
- Front and rear yard setback: 3.7 m (12 ft.);
- Side yard setback 2.1 m (7 ft.) [1.2 m (4 ft.) single lot scenario under 2.4];
- Fourth floor setback: 3.0 m (10 ft.) [unless the site faces a park or open space that is larger than a typical street width];
- Required rear setback for the 2nd, 3rd and 4th storeys: 6.1 m (20 ft.);
- All large dwelling units [74.3 m² (800 sq. ft.) or more] should have two major exposures to facilitate access to natural cross ventilation and natural light. This particular requirement will likely result in a building form involving courtyards, resulting in a greater amount of exterior wall surface area in comparison to a typical double-loaded corridor apartment building;
- At least 50 percent of the street frontage should have a 3- or 4-storey building expression at the front yard setback line. The remaining building frontage may be further set back from the front property line to facilitate courtyards or enhanced side yards; and
- Minimum courtyard width: 9.1 m (30 ft.). All courtyards or enhanced side yards should be sited against the front or rear property lines. While courtyards serve to facilitate the requirement for cross ventilation through large dwelling units, they also serve to enliven the public realm with greenery and activity.

4 Dwelling Unit Design Parameters

Every room should be equipped with an operable window. Bathrooms and small kitchens, however, are exempt;

The living room for each dwelling unit should be oriented toward and have direct views to the street, the rear lane or to a large courtyard with 15.2 m (50 ft.) of uninterrupted sightlines; All secondary rooms must be equipped with an operable window that looks out onto at least 2.4 m (8 ft.) of uninterrupted view; and

Each dwelling unit should be equipped with a balcony, roof deck or patio of at least 1.8 m (6 ft.) in width and depth.

5 Early Review Process

Prior to submitting a written rezoning enquiry for any site in the Apartment Transition zone, rezoning applicants are strongly encouraged to meet with City staff early in their design process. The purpose of this meeting is to review the development concept, ensure proper contextual influences are considered, and clarify submission requirements as well as expectations related to , density, form and scale of development, building character, parking and access requirements.

The processing of rezoning applications that may result from this policy will include the typical review by City advisory bodies, including but not limited to the Urban Design Panel. Depending on the nature of a proposal, additional special review may be required and could include: presentation of proposals at the enquiry stage, public information meetings, etc.

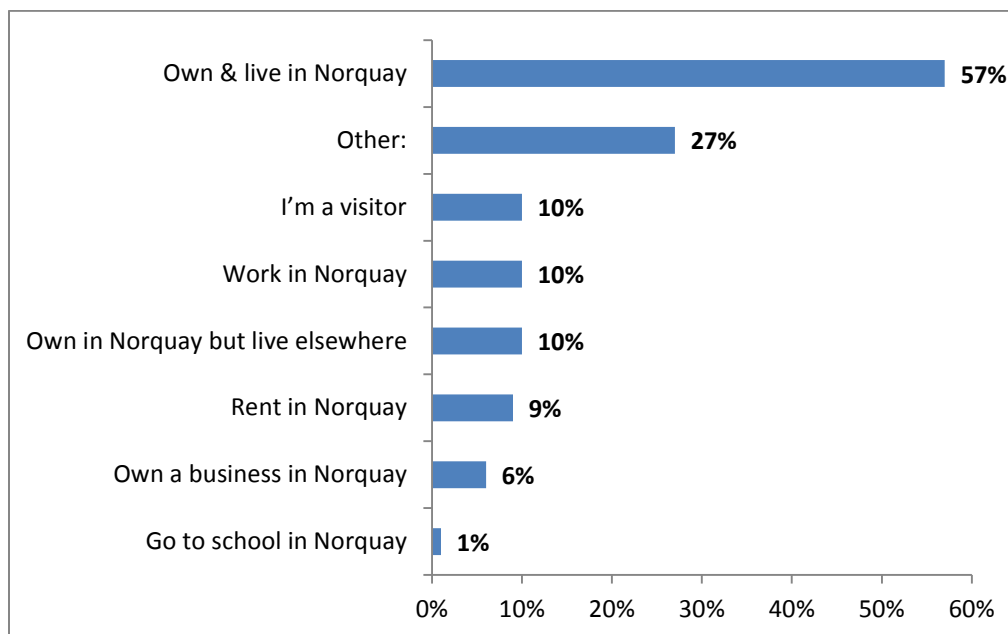
PUBLIC CONSULTATION - OVERVIEW SUMMARY OF COMMENTS RECEIVED

Two public open houses were held on January 23 and 26, 2013 to solicit feedback on the new RT-11 and RM-7 zones and the draft Public Benefits Strategy. The sessions were attended by approximately 300 people and 67 response forms were returned. The following summarizes responses to a question on amenity priorities:

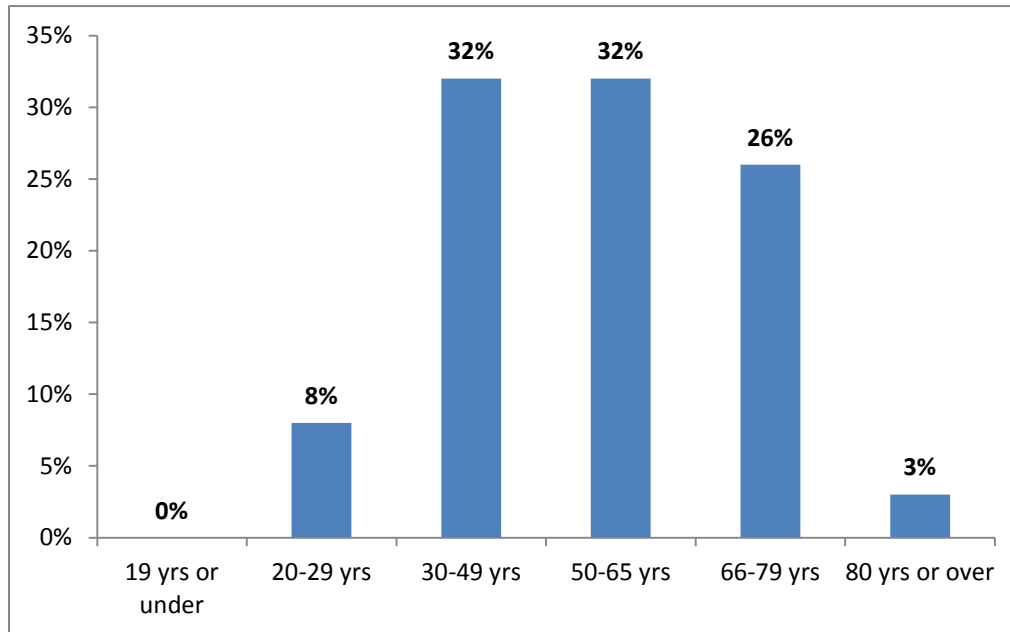
CAC funding from new development is anticipated in the next 1-2 years which can support the Public Benefits Strategy. We would like to know what you think the top priorities should be for investment. Please rank the following items:

Investment Priorities	Choice 1	Choice 2	Choice 3	Choice 4	Choice 5	Choice 6	Choice 7
Brock Park Renewal	3%	10%	19%	29%	13%	23%	3%
Childcare	3%	32%	13%	13%	32%	8%	0%
Community Space (eg. A gathering space on the 2400 Motel Site)	65%	17%	8%	8%	2%	0%	0%
Non-Market Housing	13%	10%	10%	13%	13%	35%	6%
Pedestrian/Cycling improvements (eg. Complete sidewalks, improved road crossings)	15%	9%	36%	18%	9%	6%	6%
Ravine Way Linear Park	14%	37%	11%	9%	11%	3%	14%
Other: describe below if relevant	32%	16%	28%	8%	4%	0%	12%

What is your connection with Norquay? (Check all that apply)



Which age category do you fall in?



The following summarizes the common themes that emerged on the draft Public Benefits Strategy:

Public Benefits Strategy Comment Themes:

General support for the directions in the draft Strategy - e.g. *“Overall I’m pleased that there is a plan to improve Kingsway. Its long overdue”*. e.g. *“It looks good, very interested to see how the ravine park (path) turns out.”* e.g. *Good strategies that will benefit the area by general clean up and reducing crime.”*

Stressing the need for certain amenities - e.g. *“More public space that has access to sunlight and has wind breaks”* . e. g. *Walking and cycling around Kingsway is pretty bad!! I would like to see more safe and pleasant sidewalks, crossings and cycling lanes.”*

Desire to see more details - e.g. *“Currently it is a broad stroke strategy, when there are more details I would like to know more”* .

Concerns that the community gathering space will only contain relocated facilities - e.g. *“Primary focus must be placed on the top priority - an entirely new community space, indoor and outdoor, at the 2400 Motel site. What is outlined in the Norquay Plan must not be diverted into a convenient opportunity to sneak in an upgrade to an existing library or neighbourhood house that already serves a different geographic area which would stand to lose what it now enjoys.”*

Desire for a full community centre - e.g. *“Norquay Village is right in the middle of many community centres, but none of them are easily accessed by walking to them. There needs to be a new community centre in this area somewhere along Kingsway.”*

Concerns with spending CACs on non-market housing - e.g. *“While I am a strong advocate for non-market (social) housing and do not object to locating some of it in my neighbourhood, I do not think this is an appropriate use of CACs. Non-market housing is a city-wide social good, not an amenity or benefit to a specific community. It should be funded some other way. If CACs end up being allocated to non-market housing, this housing should be targeted to those categories identified by the community as most in need of such support: seniors and families”.*

Suggested additions to Strategy - e.g. *“Housing for seniors and community gathering places for seniors.”* e.g. *“Independent businesses especially produce stores, bakeries etc. along Kingsway”.*

Concern that expansion of area parks is not mentioned - e.g. *“Panel 15 remains silent on the Norquay Plan priority of improving visibility of and access to Brock Park and Slocan Park through acquisition of a few mostly irregular bordering properties. Seek opportunities to extend General Brock and Slocan parks to provide enhanced street presence and park entrance. Abandonment of this Norquay Plan priority is not acceptable”.*

Concern at the absence of commitment to constructing Clarendon Connector - e.g. *“Despite extensive consultations and multiple years on the drawing board, the relatively small-scale local transportation improvement of the Clarendon Connector seems to have failed to make its way into the 2012 - 2014 Capital Plan.”*