



**CITY OF VANCOUVER**

**ADMINISTRATIVE REPORT**

Report Date: June 6, 2007  
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Meeting Date: July 12, 2007

TO: Standing Committee on Planning and Environment

FROM: Director of Planning in consultation with the General Manager of Engineering Services

SUBJECT: Future Neighbourhood Centres Planning

**RECOMMENDATION**

- A. THAT Council approve undertaking planning for the Main Street Neighbourhood Centre, as identified in the Riley Park South Cambie Community Vision, and generally in accordance with the approved 2002 Terms of Reference for Neighbourhood Centres Planning;
- B. THAT Council instruct staff to report back in early 2009 on the priorities for planning the remaining neighbourhood centres at the completion of this round of centres planning;
- C. THAT Council instruct staff to seek opportunities to incorporate ideas emerging from the EcoDensity Initiative to help create denser and greener neighbourhood centres.

**GENERAL MANAGER'S COMMENTS**

The General Manager of Community Services recommends approval of the foregoing.

**COUNCIL POLICY**

In 2002, Council approved the Neighbourhood Centre Program to implement Community Vision directions for shopping area improvements and increased housing choice through additional density in Vision neighbourhoods.

In 2004, Council adopted Public Realm and Housing Plans for the first Neighbourhood Centre at Knight and Kingsway. In 2005, Council approved two new zones for the Housing Plan Area: RT-10 (infill/duplex) and RM-1 (courtyard rowhouse).

In 2005, Council approved a program for the second neighbourhood centre, Norquay Village (Kingsway and Nanaimo). It will be completed in 2007.

In 2006, Council amended the City's Financing Growth Policies so that developments with less than four units also be required to contribute to the costs of growth through Development Cost Levies, and to establish DCL rates appropriate to the new housing densities created for neighbourhood centres.

In 2006, Council assigned two Area Planning teams to plan neighbourhood centres starting in the Fall of 2007 and identified Hastings Sunrise North as one of the two centres to be planned.

## **SUMMARY**

Planning for the centre at Knight and Kingsway is complete; planning for Norquay Village is nearing completion. Up to seventeen additional neighbourhood centres will have been identified through the Community Visions Program by the end of 2007. To expedite the delivery of neighbourhood centres, centres will be planned in pairs starting this fall. One of those centres will be Hastings Sunrise North; staff recommend the second centre to be the Main Street area in Riley Park. Staff will report back in early 2009 on the priorities for planning the remaining centres. Staff will also seek opportunities to implement ideas emerging from the EcoDensity process to help create denser and greener neighbourhood centres, as well as process improvements to enable faster planning of centres.

## **PURPOSE**

This report recommends that the Main Street area (in and around 16<sup>th</sup> - 33<sup>rd</sup>) be the next neighbourhood centre to be planned, concurrently with Hastings Sunrise North, which has already been selected by Council for planning. This report also acknowledges that Capital Plan funding has been an important component of neighbourhood centre planning by providing funds for needed public realm improvements.

## **BACKGROUND**

The Neighbourhood Centres Program implements Community Vision directions for shopping area improvements and increased housing choice through additional density in single family neighbourhoods. The key products are public realm and housing area plans for each centre, developed over an eighteen month period in consultation with the community through working groups, open houses, and a survey. The public realm plan is implemented through improvements to the shopping area with Capital Plan funding and cost-sharing with partners such as TransLink and ICBC. The housing plan is implemented through the adoption of new zoning schedules in the residential areas around the shopping area.

In 2004 and 2005, Council adopted Public Realm plans and new zoning schedules for the first Neighbourhood Centre at Knight and Kingsway. In November 2005, Council approved a program for the second centre, Norquay Village (Kingsway and Nanaimo), which will be completed in mid-2007. The Knight and Kingsway plan added the capacity for an additional 800 units of new types of ground oriented housing (in addition to the over 370 units on the King Edward village site). Staff estimate the potential for approximately 1500 additional units of ground oriented housing in Norquay Village, based on rezoning to medium density zoning schedules, such as RM-1 and RT-10. Staff are also exploring the potential for additional housing capacity along and near Kingsway, and the three acre City-owned 2400 Motel site, both the subject of separate planning studies generated by the Neighbourhood Centres Program.

In June, 2006, Council determined the priorities for future area planning across the city, including the assignment of two staff teams to plan the remaining neighbourhood centres over the next decade. Council requested that Hastings Sunrise be the next centre to be planned, with staff to report back on the sequencing of the remaining centres.

## DISCUSSION

In total, seventeen neighbourhood centres have been identified in Community Visions, with the probable addition of one or two more, once the final Vision, West Point Grey, is complete later in 2007 (see Appendix A).

Two neighbourhood centre planning teams will be available to start planning two new centres this summer. Hastings Sunrise North will be one of the two, as decided by Council in June, 2006, to take advantage of scheduled Engineering works, synergy with Hastings Park planning, the Olympics, and the ability to partner with active community groups and individuals. Staff recommend that Main Street be the second, based on the evaluation summarized in this report.

While the Neighbourhood Centres Program is scheduled to plan most centres, planning for some of the centres will happen through related programs. Two centres, Cambie & King Edward and Cambie & 41<sup>st</sup> are Canada Line station areas and will be planned over the next several years through the Station Area Planning Program. Council has recently approved a policy program to consider redevelopment of the Arbutus Village Shopping Centre site as a mixed use, commercial and residential neighbourhood centre. Planning for sites constituting the remainder of the neighbourhood centre may be done in conjunction with this study. This leaves up to fourteen centres to plan through the Neighbourhood Centres Program over the next decade.

## FUTURE CENTRES PLANNING - SELECTION CRITERIA

Staff undertook a two phase evaluation to determine which centre would be planned next along with Hasting Sunrise North. That evaluation was based on the following criteria (see appendix B for a detailed list):

### PHASE ONE

1. Housing yield potential for each Centre (based on approved Vision directions for new housing types and locations);
2. Shopping area need determined by a review of 15 indicators in the categories of: retail viability, pedestrian safety and access, and existing public realm.

#### PHASE TWO

3. A Centre by Centre review of additional factors that would provide a rationale for adjusting the results of Phase One. These include:
  - special opportunities such as large site redevelopment, Canada Line Planning, the Olympics, etc.;
  - the relative cost of capital improvements;
  - the availability of existing zoning schedules;
  - scheduled infrastructure investments, such as sidewalk or road replacement;
  - the adequacy of existing infrastructure (i.e. water and sewer);
  - the adequacy of existing amenities, such as parks, community centres, libraries and schools;
  - the need to increase elementary school enrolment;
  - the need to target ground oriented housing in communities with increases in seniors and families with young children;
  - community support for Centres planning.

A summary of the results is listed below. The detailed evaluation results are provided in Appendix C, along with the methodology and assumptions.

#### Future Centres Planning - Evaluation Results

Planning Order	Centres (to be planned in pairs)		Notes
1	Hastings Sunrise North	Main St. (16th-33rd)	Hastings Sunrise North identified as first priority by Council, June, 2006; Main Street ranks next highest due to large housing potential and opportunity to plan Little Mountain Housing site at the same time.
2	Victoria Drive	Oak & King Edward	
3	1st & Renfrew	Fraser St. (16 <sup>th</sup> -27th)	
4	Punjabi Market	Fraser - South Hill	- Staff will explore the possibility of combining the Punjabi Market and Fraser programs into a larger program for housing across Sunset
5	Vancouver Heights	Dunbar	
6	Collingwood	Kerrisdale Village	
Separate Initiative	Arbutus Village		- May be planned in conjunction with the Arbutus Village Shopping Centre policy program
Separate	Cambie & 41 <sup>st</sup>	Cambie & King	To be planned through Station Area

Initiative		Edward	Planning in the coming years
Undetermined	West 10 <sup>th</sup>	4 <sup>th</sup> & Alma	- West 10 <sup>th</sup> and 4 <sup>th</sup> & Alma are potential future centres that may be identified in the West Pt. Grey Vision (completion in 2007)

Based on this evaluation, the next two centres identified are Hastings Sunrise North and Main Street (in and around 16<sup>th</sup>-33<sup>rd</sup>). Hastings Sunrise North was already selected by Council. Main Street has a high rank due to the significant housing potential - it is one of the longest neighbourhood centres identified. It will also be efficient to plan this centre in conjunction with the redevelopment of the Little Mountain Housing site located along Main Street between 33<sup>rd</sup> and 37<sup>th</sup> Avenues. That process is expected to begin later this year.

Staff do not recommend fixing the future order of the remaining centres at this time. There are several reasons why staff recommend reporting back on the next centres to be planned at the conclusion of this round of centres planning (in the Spring of 2009). Efficiencies in delivery may be possible through: precedents and completed work that can apply to more than one centre (e.g. zoning schedules and background studies); streamlined consultation processes; combined or expanded scope in some areas that have similar housing directions or interests, as is the case for the entire Sunset community, whose Vision approved infill and duplex throughout the community; linkages to other programs and initiatives, such as the EcoDensity Initiative.

Through the EcoDensity Initiative, principles and ideas are being generated to promote housing opportunities that reduce our impact on the environment. Decisions to implement EcoDensity are expected this fall. Neighbourhood centres will be a platform for delivering EcoDensity ideas owing to their mixed use, compact form that allow people to walk to shops, services and transit. New ideas that could build on centres include: making centres greener through the introduction of shared energy systems; making centres denser by allowing more housing in the commercial heart of centres and adjacent residential areas. EcoDensity is already influencing Centres planning, as exemplified by the review of new housing potential along Kingsway in the Norquay Village planning process. Additional ideas for implementing EcoDensity through centres planning will be reported to Council separately.

## PUBLIC ENGAGEMENT

Each adopted Vision area has a Vision Implementation Committee, along with specialized sub-committees, to guide and participate in the implementation of adopted Vision Directions. The criteria and results of the evaluation to determine the order of planning for the remaining centres, was presented and discussed with each Implementation Committee and/or subcommittees that deal with Housing Directions.

All Committees showed a high degree of interest in future centres planning, for both new housing options as well as improvements to local shopping streets. Emphasis was placed on the need to plan for new housing in tandem with the commensurate delivery of public realm and greening improvements. There was also a high degree of frustration with the length of time it will take to plan the remaining centres.

## FINANCIAL IMPLICATIONS

The Neighbourhood Centres Program has two existing Planning staff teams, an Engineer and Engineering Assistant, and annual public process funding as part of the City Plans base operating budget.

Capital allocations for centres public realm improvements were included in the 2006-2008 Capital Plan. Capital funds will also be needed for the next four neighbourhood centre plans that will be completed by the end of the 2009 - 2011 Capital Plan cycle. This is based on the eighteen month schedule for delivery of neighbourhood centre plans. Staff will prepare these allocations, for Council consideration, within the upcoming Capital Plan Review process for 2009 - 2011.

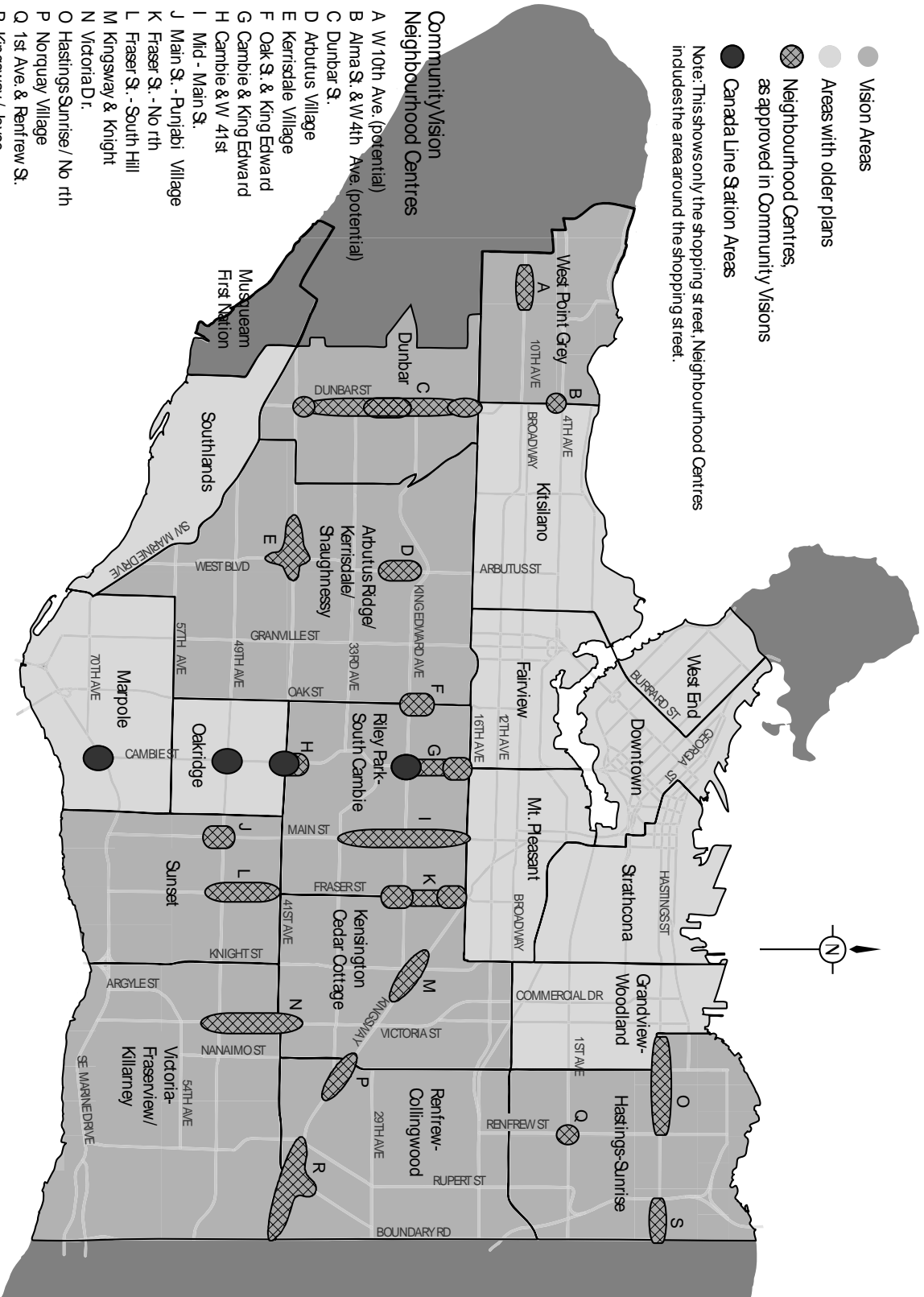
## CONCLUSION

One neighbourhood centre plan is complete; one is underway. Up to seventeen additional neighbourhood centres will have been identified through the Community Visions Program by the end of 2007. To expedite the delivery of neighbourhood centres, centres will be planned in pairs starting this fall. One of those centres will be Hastings Sunrise North as approved by Council in 2006; staff now recommend the second centre to be the Main Street area in Riley Park. Staff will report back in early 2009 on the priorities for planning the remaining centres, including new opportunities related to EcoDensity.

# COMMUNITY VISION NEIGHBOURHOOD CENTRES

- Vision Areas
- Areas with older plans
- ▨ Neighbourhood Centres, as approved in Community Visions
- Canada Line Station Areas

Note: This shows only the shopping street. Neighbourhood Centres includes the area around the shopping street.



## Appendix A. Community Vision Neighbourhood Centres

- A W/10th Ave. (potential)
- B Alma St. & W 4th Ave. (potential)
- C Dunbar St.
- D Abutus Village
- E Kerrisdale Village
- F Oak St. & King Edward
- G Cambie & W 41st
- I Mid - Main St.
- J Main St. - Pungabi Village
- K Fraser St. - No rth
- L Fraser St. - South Hill
- M Kingsway & Knight
- N Victoria Dr.
- O Hastings/Sunrise/ No rth
- P No rquay Village
- Q 1st Ave. & Renfrew St.
- R Kingsway / Joyce
- S Vancouver Heights

**Appendix B. Evaluation Criteria and Additional Considerations for the Planning Order for Remaining Centres**

<b>Criteria</b>	<b>Description</b>
<b>I. Housing Yield</b>	<b>(50% weighting)</b>
a. Net Unit Yield	- net unit yield over 25 years based on Vision directions for new housing types.
<b>II. Shopping Area Improvement Potential</b>	<b>(50% weighting)</b>
a. Retail Viability	<b>The higher potential for improving retail viability measured by:</b>
i. Vacancy Rate	- the higher the vacancy rate for the centre;
ii. Merchant Mix	- the greater deviation from the standard merchant mix in the centre;
iii. Anchor Stores	- the lower number of anchor stores in the centre;
iv. BIA	- the lack of a BIA or business association in the centre;
v. Vacant Sites	- the higher the number of vacant sites per centre.
b. Pedestrian Safety and Access	<b>The higher potential for improving pedestrian safety and access measured by:</b>
i. Pedestrian Collisions	- the higher number of pedestrian collisions per block;
ii. Total Collisions	- the higher number of collisions involving all modes per intersection;
iii. Traffic Volumes	- the higher traffic counts per street;
iv. Pedestrian Crossing Distances	- the longer the pedestrian crossing distances in total length and per 1000 linear ft;
v. Bus Stop Interval	- the longer the average distance between bus stops.
c. Public Realm Improvements	<b>The higher potential for improving public realm measured by:</b>
i. Street Trees	- the lower the number of street trees per block;
ii. Bus Shelters	- the lower the number of bus shelters per block;
iii. Trash Cans	- the lower the number of trash cans per block;
iv. Sidewalk Width	- the lower the ratio of Sidewalk to Street ROW;
v. Banners, Public Art, etc.	- the lower the presence of banners, public art, etc. in a centre.



<b>III. Additional Considerations</b>
<b>i. Special Opportunities</b> such as Canada Line Planning, large sites, the Olympics, etc. that would provide efficiencies or partner funding;
<b>ii. Scheduled Infrastructure Investments</b> , such as sidewalk or road replacement to create efficiencies and share funding;
<b>iii. Relative Cost of Capital Improvements</b> to more evenly distribute Centres with high costs over time;
<b>iv. Availability of Existing Zoning</b> schedules to take advantage of the recent investment in new medium density zoning;
<b>v. Adequacy of Existing Infrastructure</b> to accommodate increased population (i.e. water and sewer);
<b>vi. Adequacy of Community Amenities</b> , such as parks, community centres, libraries and schools to accommodate increased population;
<b>vii. Rate of Change in Elementary School Enrolment</b> to target population growth in areas with falling enrolment;
<b>viii. Age of Population</b> to target ground oriented housing in communities with projected increases in seniors or families with young children;
<b>ix. Degree of Community Support</b> for Centres planning as expressed through the Visions and current community discussions.

Note: the additional considerations were used to determine if the results of the evaluation should be adjusted. See Appendix C for the results.

## Appendix C. Evaluation Results, Methodology and Assumptions

The evaluation was based on a 50/50 weighting of housing yield (net unit increase over 25 years) and public realm need for each centre (based on the 15 Public Realm Indicators). Staff then reviewed each centre against the list of additional considerations to determine if adjustments to the rankings were justified or necessary. Only three adjustments were made based on “special opportunities”. The results are summarized in the table below.

Main Street (16<sup>th</sup>-33<sup>rd</sup>) and Victoria Drive score the highest, due mostly to the large housing areas identified in their respective Community Visions, resulting in a high yield of housing potential in those centres. Kerrisdale scored the lowest, due to the existing higher density housing in the neighbourhood and the higher quality public realm - Kerrisdale has one of the more active BIAs in the city.

Three adjustments were made to rankings, all based on the category of “special opportunities”. The two centres with Canada Line stations were removed from the ranking because they will be addressed through station area planning (Cambie & King Edward and Cambie & 41<sup>st</sup>). Arbutus was removed because of the opportunity to combine planning with the cost recovery rezoning policy program for the Arbutus Shopping Centre redevelopment. [West Point Grey and 4<sup>th</sup> & Alma are unranked as the Vision is not complete in that community and their designations as centres remains uncertain.]

Outside of these “special opportunities”, no strong rationale could be made to adjust the rankings any further:

**Scheduled Infrastructure Investments:** Engineering Services reviewed all upcoming water, sewer, sidewalk replacement and similar projects for each neighbourhood centre. Hastings Sunrise North was the only Centre that included significant alteration to the street/sidewalk, thus providing an opportunity to coordinate those activities with Centres planning.

**Relative Cost of Capital Improvements:** Staff reviewed the anticipated capital costs for improvements to each Centre’s public realm. The centres with higher capital costs were already distributed fairly evenly.

**Availability of Existing Zoning:** Two new medium density zoning schedules were developed during the Knight and Kingsway Centre Program for infill, duplex, small house and courtyard rowhouse types (RT-10 and RM-1). Other Visions include the potential for additional housing types (e.g. traditional rowhouse, 4-6plexes, 4-6 storey on Commercial Streets, etc.). There is no definitive answer as to what will or will not be required for additional zoning until the issues can be discussed with the communities during the course of the program.

**Adequacy of Existing Infrastructure:** Engineering Services deemed water and sewer capacity generally adequate across Vision communities for the types of densities being planned for. Large site specific developments that require higher standards, particularly for fire sprinkling, will be reviewed on a case by case basis.

**Adequacy of Community Amenities:** Growth in housing units requires commensurate increases in community amenities, such as parks, libraries, community centres, etc. The City’s Financing Growth policies provide a mechanism to collect and allocate funding for new or expanded amenities, as growth occurs. In addition, the period of build out for the increased

number of units extends well into the future and gives time to anticipate the future demands within the planning programs for those respective amenities.

Rate of Change for Elementary School Enrolment: it is anticipated that the new medium density zoning will offer an attractive housing choice for families with young children. Increases in the number of young children can in turn help address falling school enrolment in communities caused by an aging population in the existing housing stock. Staff reviewed elementary school enrolment from 2001 to 2007. While most Vision communities experienced declines, the most significant were Hastings Sunrise (-9%), Killarney (-8%) and Riley Park (-6%). Based on the results of the evaluation, including identifying Hastings as a top priority, all three communities will receive Centre's planning in the next few years. Therefore, no further adjustments are recommended.

Age of Population: it is anticipated that high demand for medium density ground oriented housing will come from seniors and families with young children. Staff reviewed Census information from each Local Area in the city to assess whether some communities had above average anticipated increases in these population groups. No meaningful conclusions could be reached due to a high degree of migration into Local Areas during a given census period (i.e. over 50% in most communities), no indicator of willingness to move into this type of housing, and the lack of data at a neighbourhood centre level.

Degree of Community Support: staff reviewed the Vision documents and current discussions taking place at the Vision Implementation Committees to gauge interest for Centres planning. There is significant interest from communities across the city to receive planning with no clear difference that would justify adjusting the evaluation results.

**Neighbourhood Centres Sequencing Results**  
(to be reviewed again in 2009 before the next round of centres planning)

Final Ranking	Centre	Raw Score - Avg. of Housing Yield and Public Realm Need Scores	Adjustments made based on Unique Opportunities or Investments
1	Main St. (16th-33rd)	4.5	
2	Victoria Dr	4.7	
3	Oak & King Edward	5.9	
4	1st & Renfrew	6.6	
5	Fraser St. (16th-27th)	7.3	
6	Punjabi Market	7.5	
7	Fraser - South Hill	7.7	
8	Vancouver Heights	8.5	
9	Dunbar	8.9	
10	Collingwood	9.9	
11	Kerrisdale Village	10.0	
n/a	Arbutus Village	-	May be planned in conjunction with the Arbutus Village Shopping Centre policy program
n/a	West Point Grey	-	Awaiting completion of the West Point

			Grey Vision - anticipated mid 2007
n/a	4 <sup>th</sup> & Alma		"
n/a	Cambie and 41 <sup>st</sup>	-	To be planned through Station Area Planning
n/a	Cambie and King Ed	-	"

### Evaluation Methodology and Assumptions

The following methodology and assumptions are used in calculating the sequencing of centres:

#### Methodology:

- Ranking of centres based on a 50/50 weighting between housing yield and public realm need; public realm need, in turn, based on the 15 public realm indicators;
- The scoring shows a relative comparison between centres rather than a strictly ordered ranking. That is, instead of rankings of 1-16, the analysis shows how close the centre's scores are for each measure (e.g. 4.5, 4.5, 4.6, etc.);
- Adjustments to the ranking are then made using "additional considerations" described above.

#### Assumptions:

- Centre boundaries are estimated from the respective Visions and/or by applying a five minute walking radius; these boundaries are for scoping purposes only, noting that the actual study area boundaries will be determined when planning commences in any given centre;
- Estimated housing yield has been determined by applying the "best suited" zoning schedule (i.e. RM-1 or RT-10) to the associated Vision directions for new housing;
- Housing yield does not include existing capacity from C zones or existing or potential capacity for CD-1 sites;
- Absorption of added capacity created by adopting new zoning is estimated to be: 60% for RM-1 and 30% for RT-10, over a 25 year period.