



4.0 KINGSWAY REZONING AREA

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At the heart of the Norquay Village Neighbourhood Centre is Kingsway - the main shopping street for the neighbourhood, a major regional connection, and a street that currently functions more as a barrier than as a place for active street life and community interaction. Although historically Kingsway has functioned well and has attracted a diversity of shops and services, over time the street has lost some of its lustre. Today's Kingsway does not meet the local shopping needs of neighbourhood residents nor does it provide the distinctive 'sense of place' desired to mark Norquay Village.

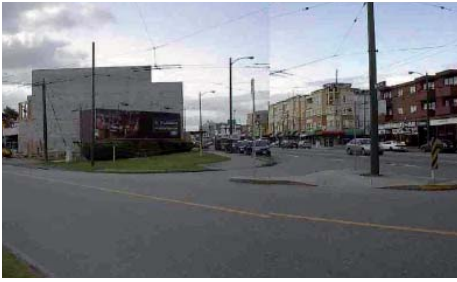
In response, this Plan proposes a comprehensive strategy for redevelopment along the Kingsway corridor with a specific emphasis on improving the pedestrian quality of the street. A mix of mid-rise development opportunities with strategic public realm investments will evolve the character of the street in line with a changing neighbourhood - filling in gaps and supporting a vital community life and providing the goods and services of daily life.

This section outlines the basic principles, development parameters and urban design guidelines that will guide rezoning applications along the Kingsway corridor. This includes detail on the basic building typology, framework for development of key sites, urban design guidelines, and public realm improvements.

Existing conditions along Kingsway (2010)



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4.1 Existing Conditions / Policy Context

Kingsway is currently the major retail, service, and movement corridor in the Norquay Village Neighbourhood Centre and is also the major east-west diagonal road connecting to downtown in the City. The diagonal orientation of the street and the intersection of multiple street grid patterns in Norquay Village creates many interesting angled intersections. These angled intersections in turn create interesting ‘flat-iron’ situations that call for creative design solutions. Another result of the diagonal orientation of the street is that it creates blocks that are longer than typical for Vancouver. Average block lengths along Kingsway in Norquay Village are approximately 1,200 feet, which creates situations where pedestrians must travel further than is typical to cross the street or connect to Kingsway from the surrounding neighbourhoods.



The long blocks along Kingsway, in combination with its role as a major regional road connection with generous right-of-way dedicated to automobile movement, contributes to the feel of the street as a thoroughfare and not a local, pedestrian-friendly street. Sidewalks are complete and well-used but narrow in many places and occasionally encroached upon. There is a lack of distinctive street furniture or decoration that identifies this particular stretch of Kingsway as belonging to any specific neighbourhood and the presence of long expanses of surface parking detract from an interesting and enjoyable pedestrian experience.



Current development patterns along Kingsway consist primarily of low- and mid-rise commercial and mixed-use (commercial and residential) buildings. Older buildings (greater than 20 years in age) are typically between 1 to 2 storeys in height while newer buildings are typically 4 storeys in height, reflecting the predominant zoning. Most buildings are located along the front property line (some exceptions exist with off-street surface parking creating a buffer between the sidewalk and the front door).



Properties along Kingsway are primarily zoned C-2, a mixed-use residential and commercial zone which generally requires ground-level retail and allows three storeys of residential above (with a typical maximum of 2.5 FSR). Although there has been some redevelopment consistent with the C-2 zoning, the majority of Kingsway has not seen much redevelopment to this form (along this portion of Kingsway, there are only four examples of redevelopment to this form).

This Plan envisions that Kingsway will continue its role as the primary local shopping street and location for higher-density development within the Neighbourhood Centre. This role is also reflected in the R-C Community Vision which identified Kingsway as a location within the Neighbourhood Centre for a greater variety of retail stores, mixed-use developments, additional community amenities and facilities, and for strengthening in its role as a major neighbourhood shopping area and special community place.

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4.2 Concept / Principles

The basic concept for Kingsway was to ensure an appropriate amount of height and density considering the nature of the street to encourage new development and to improve the pedestrian environment. New developments on Kingsway will be serving multiple functions: providing continuous ground-floor retail space for the shopping street; introducing new housing for a critical mass of population that can support a greater variety of shops and services; providing a multitude of public spaces for sitting, socializing, community-building and improving pedestrian connectivity with the rest of Norquay. These functions will provide a new visual identity to the neighbourhood. This concept was informed by the public input heard throughout the planning process and by the Community Directions, which include:

1. *Strengthen Kingsway as a diverse, vibrant, and walkable neighbourhood 'heart' and 'high street' for Norquay Village.*
2. *Create an attractive pedestrian-friendly and safe streetscape along Kingsway.*
3. *Encourage new development along Kingsway that adds to the diversity and character of Norquay with human-scaled buildings and streetscape improvements.*
4. *Shops and services should be locally-oriented, providing daily goods and services within a comfortable walking distance of residences.*
5. *Focus higher density development in locations with convenient access to shops, services, and transit*
6. *Seek new opportunities to create functional and distinctive local public spaces to serve as community gathering spaces for neighbourhood activities.*



Building on the Community Directions, the following discussion outlines the principles that were developed to guide the formulation of the Kingsway Rezoning Area policies. This discussion is provided as background to enable fuller understanding of the proposed policy.

- 1. Midrise Buildings and Densities.** The vision for Kingsway is for a midrise ‘urban village’ with building heights (6 to 8 storeys with taller buildings at key sites) that fit the width and character of the street, with higher density development located at the most convenient locations (for transit and walking to shops and services), which creates new and more affordable housing opportunities and supports new and existing local businesses.
- 2. Investment in the Public Realm.** Redevelopment along the Kingsway corridor should also act as a catalyst for public realm improvements with specific emphasis on improving the quality of the pedestrian environment (wider sidewalks, new benches and lighting, more mid-block pedestrian connections), on enhancing the identity and distinctiveness of Norquay Village, and on providing new spaces for community gathering and interaction.
- 3. Maintain a Retail Focus along Kingsway.** Kingsway is the traditional shopping street within the Neighbourhood Centre and will remain so. Opportunities for new local retail should reinforce Kingsway as the neighbourhood high street and this Plan does not envision creating additional or secondary shopping areas until Kingsway’s potential as a local shopping area is realized.
- 4. Apply Urban Design Criteria.** New developments should be designed to contribute to the unique local character of Norquay Village and to the creation of an attractive and functional pedestrian-oriented public realm (sidewalks and public spaces). New development will also be required to be respectful of local context and to fit well into the Neighbourhood Centre with quality materials, an emphasis on smaller storefronts and attention to details.
- 5. Place an emphasis on the ‘2400 triangle’.** The triangle formed by Kingsway, Nanaimo, Slocan, and East 33rd Avenue has been frequently identified as a ‘heart’ of the Neighbourhood Centre. Given the current redevelopment of the Eldorado Motel and the potential redevelopment of the 2400 Motel, there is the opportunity to concentrate major commercial and public amenities in this prominent triangle.

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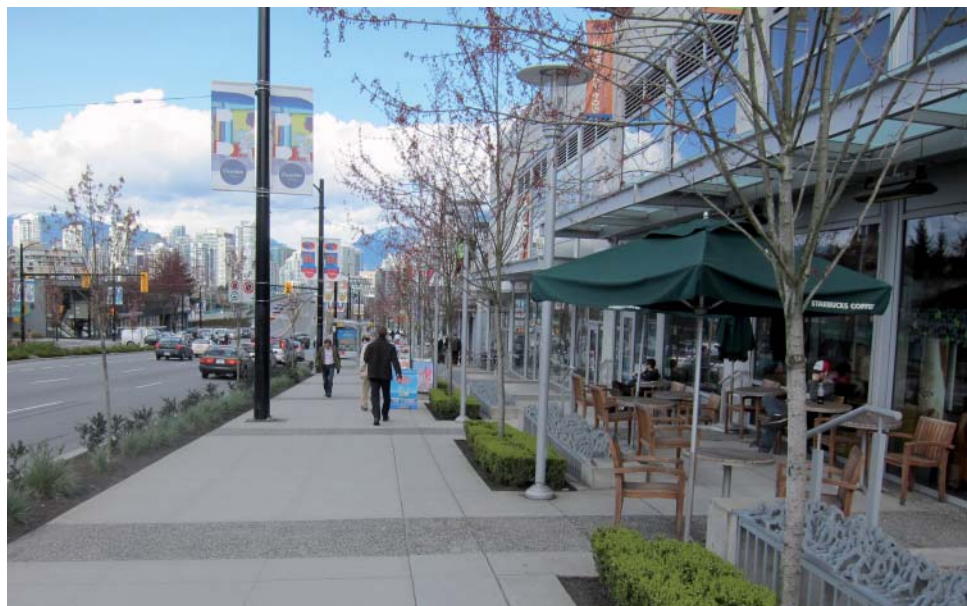
Other Policy Considerations

A Robust Pedestrian Realm on the Kingsway Shopping Street

In CityPlan, one of the primary directions for Neighbourhood Centres is to “provide public places for strolling, window shopping, conversation, and entertainment, which link the centre with the rest of the neighbourhood.” While this direction is clearly desirable in the interests of community-building and sustainability, the current state of this section of Kingsway in Norquay Village presents an exceptional challenge. The pedestrian realm can be significantly improved through the provision of the following:

- **Wider Sidewalks on Kingsway.** The current experience of walking along Kingsway does not meet the ambitions of this Plan to create a pedestrian-centric local shopping street. Narrow sidewalks (for the character of the street) and the lack of buffers from nearby automobile traffic often leave the impression that the street is not intended for pedestrian activity. A primary goal of this Plan is to achieve wider sidewalks through required building setbacks: up to twice the width of existing sidewalks (from 12 feet to 25 feet) as a standard requirement, and further setbacks on key sites such as the 2400 Motel redevelopment and around the intersection of Kingsway and Earles.

These wide sidewalks will create an environment that provides psychological relief from the feeling of vulnerability due to the proximity of fast vehicular traffic. By achieving greater pedestrian comfort, pedestrian streetlife will increase as people feel more at ease to linger, sit, relax and engage in face-to-face interactions on the sidewalk. Furthermore, wide sidewalks allow more outdoor seating, a second row of trees, patios and the display of merchandise for the ground floor retail and services, which will further encourage human interaction.



- **Mid-Block Pedestrian Linkages, Shopping Courts and Lighted-Crosswalks.** To break up the long blocks along Kingsway, this Plan encourages mid-block pedestrian mews and shopping courts. These new pedestrian linkages will provide pedestrian pathways to the residential areas off Kingsway and also the opportunity for outdoor shopping courts, which supplement the typical sidewalk experience and add more activation with shop frontages, patio life, and residential lobby entrances to the apartment housing located above the shops. A good example of a mid-block pedestrian linkage and shopping court can be found on the 2300 block of West 4th Avenue (known as the “Capers” development).

Another important element of this Plan is the intent to add mid-block, pedestrian-actuated signalized crosswalks, subject to demand assessment. These will be placed in conjunction with the pedestrian linkages. The provision of these lighted crossings will most likely be linked to a requirement for public realm improvements for major development applications.

- **Public Plazas Marking the Norquay Neighbourhood.** There are two large potential development sites located at either extreme of the Norquay shopping street on Kingsway (currently in use by Purdy’s Chocolates and Canadian Tire). Any redevelopment on these two sites will be required to provide a large (approximately 6,000-8,000 square feet) and fully landscaped public plaza which will be activated by retail uses on the edges. These plazas should be prioritized for primary pedestrian use and should not be accessible by vehicles. The detailed design of these plazas will occur during the Rezoning or Development Permit application phase.





*Basic Kingsway Building Design:
mix of 10 storey and 4 storey
Density: 3.8 FSR*



*Special "Mid-Block" Sites Building Design:
12 storey
Density: 3.8 FSR*



*Special "Gateway" Sites Building Design:
14 storey
Density: 3.8 FSR*

4.3 Kingsway Rezoning Policies

The following sections contain the policies and development parameters intended to direct rezoning considerations in this Area.

Building Typology

The basic building type proposed for Kingsway is a 8 to 10 storey mixed-use building (retail-at-grade and residential or office above) with variations in the height of individual building elements encouraged to create an eclectic and varied streetscape.

Policies

1. Base Building Height. The basic building height permitted along Kingsway is 6 storeys (from sidewalk to datum line). This height can be accommodated within the existing C-2 zoning (with Director of Planning approval) in exchange for the expanded sidewalk setback area required below and without increase to the allowable floor space (2.5 net FSR).

In the case of a rezoning, the 8 to 10 storey basic building height can accommodate an increase in floor space (up to 3.8 net FSR).

In all cases, the minimum required amount of floor space for ground floor retail is 0.35 net FSR.

2. Building Height for Larger Sites. For sites with greater than 150 feet of street frontage, variation in height (i.e., a mix of 4 storeys and 10 storeys) is desired.

3. Increased Building Height for Mid-Block Sites. Certain select sites are permitted an increase in height beyond the 10 to 12 storey pattern in exchange for additional public open space and mid-block pedestrian connections. These sites are identified in Figure 3.

4. Upper Storey Setbacks. Building elements above the 6 storey datum line must be setback a minimum of 5 feet from the building frontage.

5. Future Connections to Shared or Sustainable Energy. Developments should be designed to be easily connectable to a district heating system or other alternative sustainable energy source. Building design for connectivity and the connection agreement must be to the satisfaction of the City Engineer.

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Figure 3: Mid-Block and Large Sites



“Mid-Block” Sites: Maximum Building Height: 12 Storey



Large Sites for Public Plazas: Maximum Building height: 14 Storey

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Urban Design

A key theme of the urban design approach for Kingsway is a new development policy for all Kingsway properties that will require significant building setbacks and public right-of-ways to achieve twice the width of existing sidewalks (from 12 to 25 feet). On the 2400 Motel redevelopment and around the intersection of Kingsway and Earles, a significant increase to commercial and community activity is anticipated. In these cases, further setbacks will achieve sidewalk widths to 40 feet. These wide sidewalks will create an environment that provides psychological relief from the feeling of vulnerability due to the proximity of fast vehicular traffic. By achieving greater pedestrian comfort, pedestrian streetlife will increase as people feel more at ease to linger, sit, relax and engage in face-to-face interactions on the sidewalk. Furthermore, wide sidewalks allow more outdoor seating, a second row of trees, patios, and the display of merchandise for the ground floor retail and services, which will further encourage human interaction. Successful Vancouver examples of wide sidewalks on busy arterials can be found on the new CrossRoads development on Broadway west of Cambie, and the treatment of the east side of Cambie on the first two blocks north of Broadway.

Typical Sidewalk Design



Policies

- 1. Sidewalk Setback.** New development should be setback a sufficient distance from the front property line to create a 24 foot sidewalk area. Additional setbacks may be required at prominent locations for the creation of public plaza spaces.
- 2. Public Plazas on Large Sites.** Projects larger than 1 acre in size (there are two sites in the Neighbourhood Centre: a site at Gladstone that is currently in use as a Canadian Tire and a site at Earles that is currently in use as a Purdy's chocolate factory) are also expected to include a more expansive (approximately 6,000 to 8,000 sq. ft. in size) public plaza space, landscaped and activated on the edges by retail uses. These plazas should be prioritized for primary pedestrian use and should not be accessible by vehicles. The detailed design of these plazas will occur during the Rezoning or Development Permit application phase.
- 3. Building Materials.** New development is required to use high-quality and durable building materials such as brick, metal, and concrete.
- 4. Weather Protection.** Continuous weather protection for pedestrians in the form of awnings or canopies is required along all Kingsway frontages.
- 5. Human-scaled Architectural Detail.** Buildings should have detailed and well articulated street level façades with quality materials to help animate the street and create visually interesting building frontages from the pedestrian view.
- 6. Pedestrian-oriented Streetfronts.** New development will contribute to the creation of pedestrian-oriented streetfronts through the following:
 - Locating active uses at-grade along all major pedestrian frontages;
 - Aligning buildings to relate directly with the primary pedestrian frontage with lobbies and building entries oriented toward the sidewalks;
 - Modulating building faces in width, height, and finishing materials to visually break up large building walls.



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- The inclusion of smaller commercial retail units (CRUs) into the building façades of large retail tenants is encouraged. Individual storefronts that are greater than 30 metres in width should provide multiple entrances at the street level, which may include incorporating separate individual retail units that have entrances oriented to the street.
 - Buildings are expected to have a high degree of transparent glazing (doors and windows).
 - Blank walls or façades should be limited.
- 7. Landscaping.** Landscape is an important aspect of quality and fit with the neighbourhood. Guidelines will be written to address relationships of private and public outdoor spaces, and to call for intense planting of gardens and yards. Guidelines will also address achieving quality lanescapes, while addressing parking and servicing needs. Improvements to the public realm will be done in accordance with the Linkages and Greening Plan to enhance the pedestrian, cyclist, and visual experience of the neighbourhood. Planting of public boulevards will be encouraged.
 - 8. Views and Focal Points.** The street network and building configuration should be designed to maximize focal point opportunities. And where possible, views and vistas should be aligned with key buildings and should terminate with a landmark feature, a building or public space.
 - 9. Universal Access.** New buildings should be designed to ensure universal access for all citizens. Where feasible, buildings should be designed to eliminate the need for access ramps. Where this is not feasible, the ramps should be designed to have minimal impact on the sidewalk and should not intrude into the pedestrian thoroughway.

2400 Motel Site

A common theme throughout the Neighbourhood Centre planning process has been the opportunity to create a true centre or ‘heart’ of the community in the triangle formed by Kingsway, Slocan Street, East 33rd Avenue, and Nanaimo Street. Located at a topographical high point in the community and the city, this site is one of the area’s most notable redevelopment sites. This Plan recognizes the potential of this site not only as a catalyst for the revitalization of Kingsway but also as an opportunity to create a meaningful community gathering space and to provide the types of commercial shops and services sought by the neighbourhood.

Any redevelopment of this site will require a separate detailed rezoning process which will also address other issues, such as heritage and housing affordability. This section is intended to provide plan-level direction to inform, but not preclude, the rezoning process.

Policies

To ensure the success of any new development on the 2400 Motel site, the following criteria are specified for any development inquiry on this site:

1. **Maximum Building Height.** Two tower elements with the maximum height of 16 and 12 storeys.
2. **Overall Building Density.** 3.8 FSR (net).
3. **Sidewalk Setbacks.** The City will seek a significant setback (up to approximately 25 feet) from the Kingsway property line to achieve a wide sidewalk along Kingsway. This increased sidewalk area is expected to be activated by street-level retail uses.
4. **Grocery Store.** The City will seek a commitment for a large grocery store tenant on the ground floor with any vehicle access restricted from the Kingsway frontage.
5. **Community Gathering Space (indoor).** An Indoor Community Space of approximately 15,000 square feet, to be operated by a third party (future neighbourhood house or flexible public facility for arts, seniors, youth).
6. **Community Gathering Space (outdoor).** A Major Outdoor Public Gathering Space that is south-facing and shielded from the Kingsway traffic noise. Some of this space should also be set apart from the East 33rd Avenue traffic noise and therefore located at the southeast corner of the site against East 30th Ave. This space should also be activated by the ground floor uses of the Indoor Community Space and the large grocery store, and should be spatially well-defined by the surrounding buildings. The overall area of this space should be approximately 20,000 square feet in size, and should be proportioned to facilitate large gatherings of people.
7. **Public Plaza.** A smaller plaza for increased street and outdoor patio life off Kingsway in the middle of the site frontage, which will take advantage of views to downtown and the Coast Mountains and to provide visual relief from the otherwise continuous built-form along the Kingsway frontage. Furthermore, this should be designed to allow sun penetration onto the Kingsway sidewalk.

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8. **Pedestrian Accessibility.** A north-south pedestrian connection should be provided through the site, activated with retail or community frontages.
9. **Taller Building Elements.** Any building forms that are taller than 6 storeys should be against the Kingsway frontage while smaller forms should respond to the envisioned 4-storey building forms on the adjacent sites across 33rd and 30th Avenues.
10. **Consolidation.** If the site located directly west of the site (at the intersection of Kingsway and Slocan Street) is obtained and consolidated with this site, then a third tower of 10 to 12 storeys in height may be located at the “flatiron” corner condition at Kingsway and East 33rd Avenue.
11. **Office Uses.** An office component to the development serving local service needs (e.g., medical, dental services) is highly encouraged.
12. **Housing Affordability.** Opportunities to provide increased housing affordability on the site, including the potential for market rental housing, should be considered through the rezoning process.
13. **Reconsideration at Time of Rezoning.** The above parameters may be revisited at the time of rezoning to better achieve Plan objectives.