



PATHWAYS TO REDEVELOPMENT

A GUIDE FOR NON-PROFIT ORGANIZATIONS TO EXPLORE REDEVELOPMENT

MARCH 2017

***A SPECIAL THANK YOU TO OUR
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PURPOSE



Neighbourhood houses are a unique feature of Vancouver's community, providing a meaningful resource to the neighbourhoods they serve. As the programs and services of these facilities continue to adapt to the needs of a changing population, the state of many of the physical buildings hinder the ability of these vital organizations to evolve. Many other non-profit organizations who provide social programs and services are faced with a similar issue. In creating this guide, it became apparent that the prospect of the redevelopment of a community facility can be challenging.

This guide is created to support similar organizations in exploring redevelopment. While the guide does not cover every step in the redevelopment process, it does provide some of the important steps that staff, directors and community members need to consider before undertaking this task. By reviewing this guide, your organization will be in a better position to begin exploring the redevelopment process.

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WHO WE ARE

This guide is the result of a collaboration between graduate students from the School of Community and Regional Planning at the University of British Columbia and the Cedar Cottage Neighbourhood House (CCNH). It is based on research conducted from September 2016 to March 2017 to assist CCNH in their redevelopment process. The findings are structured to help similar organizations in creating clear processes, assessing their alternatives and making informed decisions.



Project Design

Research for this project included reviewing development, zoning and financial guidelines and policies. Interviews were conducted with City of Vancouver (CoV) staff from Social Policy, Rezoning and Housing Policy departments. Other notable interviews were completed with former planning professionals, an executive director of another neighbourhood house and an architect to understand the redevelopment process for a non-profit organization within the City of Vancouver.

Findings from this research were presented to CCNH staff, the Executive Director and Board Members in a workshop facilitated by the SCARP studio team. A review of CCNH's previous work, and presentation of development options through case studies (showcased later in the report) helped CCNH reassess their strategic direction. CCNH is currently considering the SCARP team's recommendations and evaluating the feasibility of each of their redevelopment options.



Cedar Cottage Neighbourhood House

Cedar Cottage Neighbourhood House is located in the Kensington-Cedar Cottage area and is part of the Association of Neighbourhood Houses of BC. They are a volunteer-driven, community service agency whose mission is to make neighbourhoods better places to live. They provide a broad range of accessible, free and affordable programs for children, youth, families, seniors and adults in east Vancouver.



Project History



Cedar Cottage Neighbourhood House has been building a strong community in Kensington-Cedar Cottage since the 1950s. Faced with rapid population growth and an aging building, the organization began exploring redevelopment options for a new building. Different sites as well as potential auxiliary locations for specific programs have been considered over the past 10 years.

In 2014, CCNH received funds from the City of Vancouver to create a functional program as a means to guide the form and function of a new neighbourhood house. The goal of this redevelopment is to create a new CCNH that enhances and expands the programs and services currently offered, while enabling them to better address the needs of their changing community.

PROCESS

This guide uses a six step process to cover the necessary steps in approaching a redevelopment project. Each step is discussed in detail throughout the guide and examples are used to provide additional clarity.

1

Undertake Preliminary Studies

2

Explore Development Options

3

Develop an Overall Timeline

4

Begin Rezoning Process

5

Explore Financing Options

6

Engage Your Community



IT'S IMPORTANT TO ALSO...

develop a **well-thought out process** that engages your board members, executives and stakeholders involved in the progression of the redevelopment project. Appoint a **strong leader** to the project who can take on risk and bring others along. Identify key partnerships that help push the project forward. Organize a redevelopment committee with different **subject matter experts** to bring knowledge that might not exist within your organization. Develop a **communications plan** that conveys information about the project and its impact on your community. Emphasize the importance of **convening decision makers** to discuss the risks and opportunities involved in the project. **Document** your process, decisions and your reasoning as development projects can be long and change direction.

PRELIMINARY STUDIES

The following categories showcase the key studies that need to be undertaken before the consideration of any new development. Some studies such as public engagement and project scoping need to carry on throughout the project and commence early in order to ground the project and justify the development.

The purpose of these studies is to assess the current capacity of the organization and their ability to absorb change and manage large multi-stakeholder projects. Organizations should understand the needs of their community, gauge community support, and design a project that is feasible, manageable and responsive to changing needs. While conducting first-hand research is essential, organizations need to also align their vision with local policies and objectives in order to ensure support from the municipality. The Interim Rezoning Policy, Affordable Housing Strategy and Rental 100 are examples of some of the relevant CoV policy guidelines.





Internal Capacity Assessment

Evaluation of current capacity and programs through an asset-based approach.

Identification of key assets: staff, users, programs, leadership and financial capacity.



Internal Needs Assessment

Identification of areas of improvements and gaps in services and programs.

Justification for the new space.



Feasibility Analysis

Vision and purpose of development.

A functional program that outlines spaces and their functions.

Architectural drawings and space modelling.

Design workshop or charrette.



Stakeholder Analysis

Identification of key stakeholders: staff members, funders, community members and users of the space.

Analysis of connections and creation a network diagram.



Community Asset Mapping

Community profiles: demographics, trends, composition, growth projection, economic viability, etc.

Visual map of community assets.

Identification of gaps.



Community Support

Synthesis of community outreach and public engagement efforts.

Report on community support based on surveys, meetings, focus groups.

DEVELOPMENT OPTIONS

Each development project is unique and varies in complexity, scope, risk, and cost. The options below demonstrate the various approaches to redeveloping a facility. The combination of these approaches can be chosen to increase both the functionality and size of the space.



Acquire New Auxiliary Space

CoV can provide satellite space for eligible NGOs through Community Amenity Contribution (CAC) negotiations.



Renovation

Renovations are time and cost effective ways of enhancing existing spaces if expansion and circulation are not major constraints.



Redevelop on Current Site

Redeveloping an existing property can help leverage land and connection to adjacent neighbourhood.





Develop New Infrastructure

Developing a new building on an existing site or a more viable location can offer exciting new opportunities. New locations can be identified by CoV. Sale of existing property can also provide the organization a financial advantage.



Develop New Infrastructure + Housing








Addition of housing to new development can garner additional support from CoV. External housing service providers can be hired to manage housing units if outside of organization's work scope.



Develop New Infrastructure + Housing + Retail

Partnerships with social purpose, non-profit developers can add expertise, reduce risk and help with management of large projects.



-  On Current Site
-  Rezoning
-  Partnerships
-  Time
-  Cost
-  Relocation
-  Property Manager

CASE STUDIES

These case studies are examples of Vancouver-based developments that offer unique approaches to acquiring new spaces. While varying in scope and complexity, they all can be achieved alone or through partnerships. These examples were shared with CCNH in the redevelopment workshop. They proved to be effective for envisioning the dynamics of each approach as well as the challenges and opportunities within each.



Join Venture + Retail + Affordable Housing

Large Scope

Oakridge Lutheran Church partnered with Catalyst Community Developers through a joint venture to build a six story mixed-use building. The development included four levels of affordable housing with a community space and the Church below it. The Church continues to own its new space while retail space and the rental units are mutually owned, which will generate income for them in perpetuity.

Socially responsible developers such as Catalyst manage the development project from obtaining necessary permits to renting the units, and help reduce the risk.

This unique approach is new in Vancouver and offers an innovative way of managing a large construction project for a non-profit organization that might not have the expertise needed in this field.

New Facility + Senior Housing

Medium Scope

In 2015, Kitsilano Neighbourhood House completed the renovation of its two heritage buildings and addition of a third new building. This \$20M redevelopment resulted in an upgraded LEED neighbourhood house and child care facilities, as well as 15-units of affordable seniors housing with rooftop gardens and an amenity room.

Adding senior housing units to the project allowed KNH to address an urgent need within their community. These units managed by a full-time staff member. This addition also helped them access funding from the Federal and Provincial Affordable Housing Initiatives.



Current Facility + Auxiliary Space

Small Scope

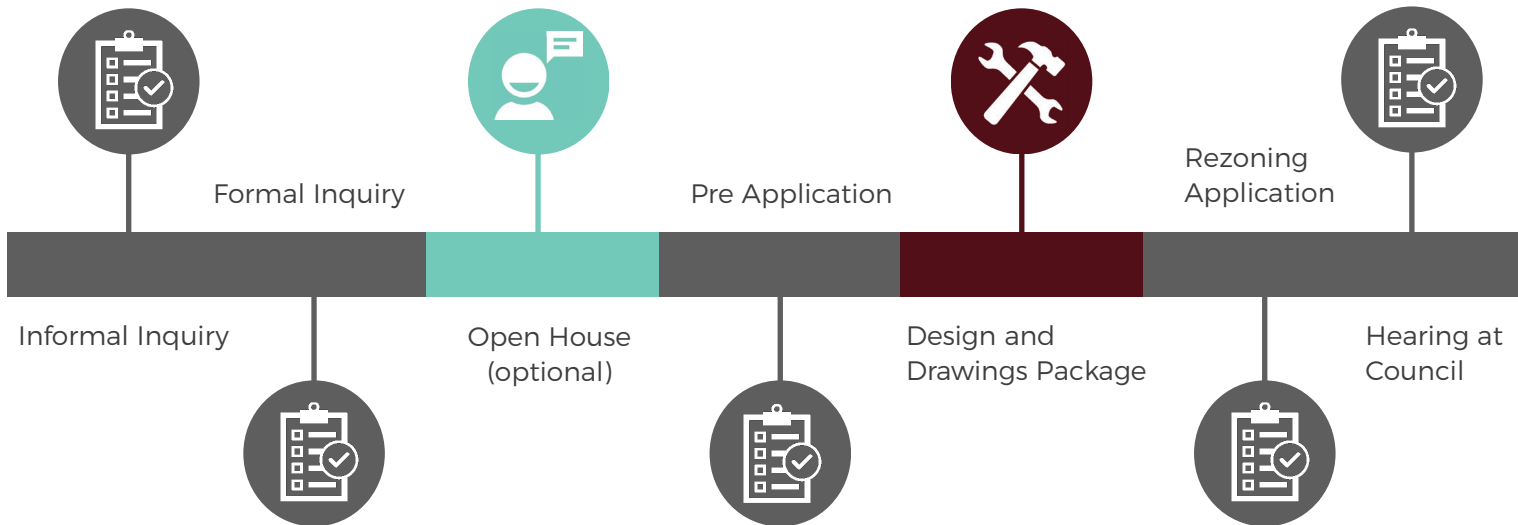
CoV Community Amenity Contributions (CACs) can offer non-profits with a chance to acquire auxiliary spaces for satellite offices. This will expand their reach within their community without interrupting their current operations.

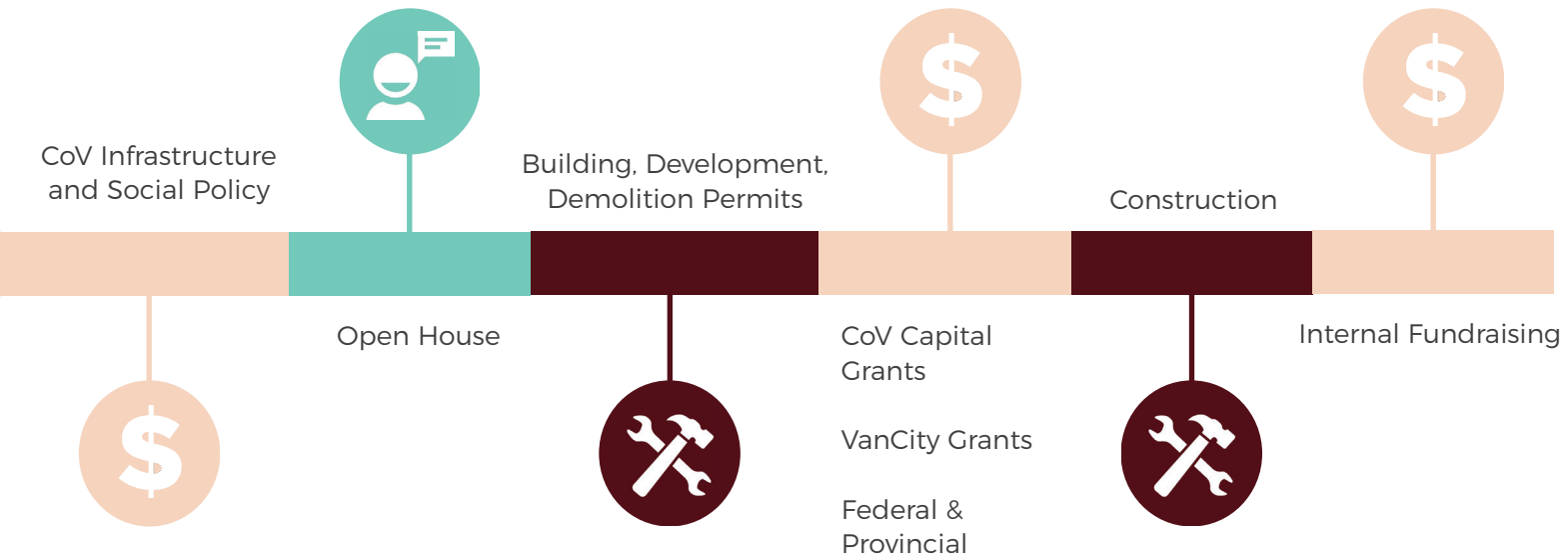
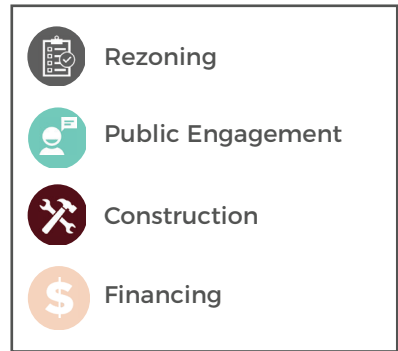
Collingwood Neighbourhood House has secured a satellite office from a large rezoning in the Joyce and Vanness. A CAC from the Arbutus Shopping Centre, which is to be developed into a high density residential development, will provide an adult day centre for Arbutus, Shaughnessy, and Kerrisdale.



REDEVELOPMENT TIMELINE

This overall redevelopment timeline provides a snapshot of the various other timelines competing for your attention in the redevelopment process. It includes a rezoning process, public engagement requirements, construction milestones and financing options from CoV in relation to each other. Use this timeline to get an overall picture of the key milestones to be considered at each step of the process.





REZONING PROCESS



01

Informal Enquiry

Start conversation with CoV as soon as possible.

Prepare general proposal ideas. Align proposal with CoV policies and objectives.

Call informal enquiry number or send email.

Cost: \$0

02

The City of Vancouver responds with general revisions and procedures and whether the applicant will be supported for not.

03

Formal Enquiry

Use recommendations from informal enquiry to update proposal.

Begin preparation of conceptual drawings.

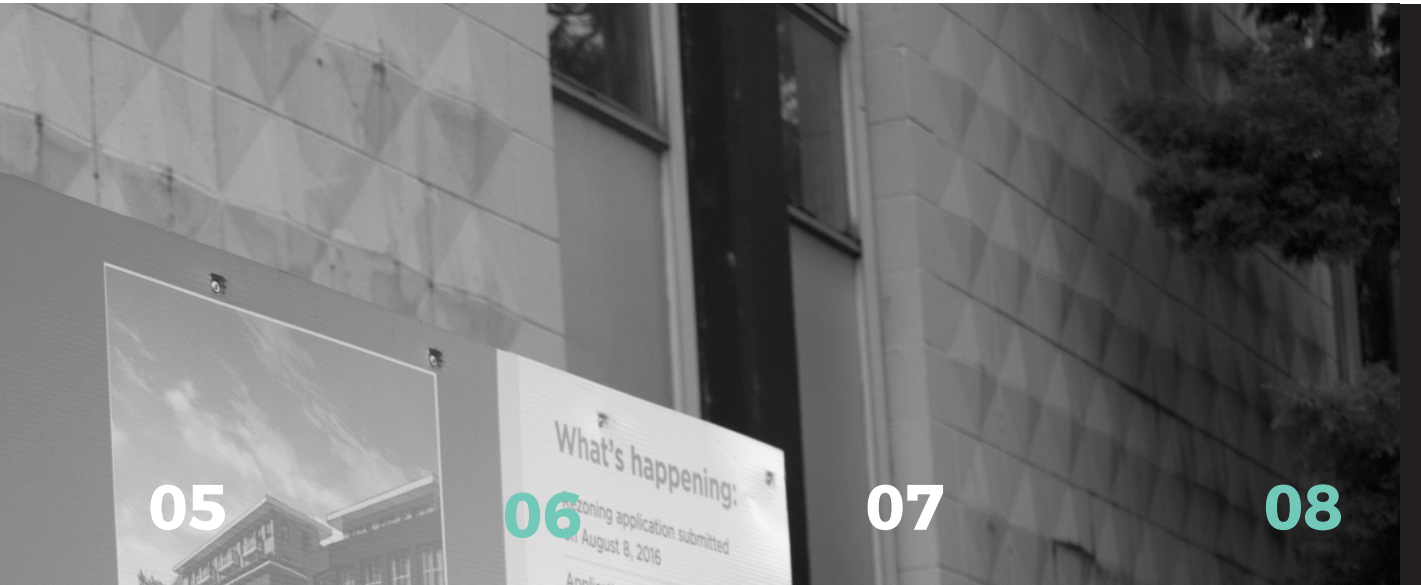
Cost: \$332*

*fee for incorporated non-profit societies

04

The City of Vancouver creates cross-departmental review team.

10 to 12 week period from formal enquiry to receiving formal response from CoV.



05

Pre-Application

The formal CoV letter responds with recommendations and revisions.

Changes to the proposal will have to be made before proceeding to the rezoning application.

Cost: \$0

06

The City of Vancouver arranges a pre-application meeting with assigned rezoning planner to explain next steps such as:

- Open house details
- Rezoning application requirements
- Potential meetings with other CoV staff

07

Rezoning Application

Refer to submission requirements at CoV.

Prepare complete design package and sign bylaw, large-scale drawing sets and sign bylaw amendment.

Cost: \$42,200 + \$1600*

*Sign Bylaw Amendment

08

Hearing at Council

From rezoning submission to a hearing before council, current rezoning permit processing time at CoV are a one year minimum.

FINANCING

It is important for non-profits to budget for all stages of the redevelopment process. Soliciting community support, applying for rezoning, funding and building/demolition permits and any other professional services, studies and drawings could cost more than \$100K.*

CoV Social Grants

CoV offers multiple grants for social purpose organizations that can be used to cover pre-construction costs. These grants include Social Policy Capital Grants (max \$112K) and Infrastructure Grants (max \$150K). In many examples, CoV waives fees for non-profits who fulfill CoV policies and providing housing or amenities.

Government Funding

The Federal and Provincial governments provide funding for affordable housing builds. The Province Affordable Housing Initiative (PIAH) has allocated \$355 million to create about 2,000 affordable rental housing units in BC over five years. CMHC SEED Funding offers a \$200K interest free loan with a non repayable contribution of up to \$50,000 for such projects.

VanCity

VanCity supports the development and expansion of community-focused real estate, affordable housing and other community buildings through their impact lending and investment stream. They offer financing options such as grants, mortgages and lines of credit.

CoV Capital Planning

CoV supports major redevelopment of community facilities through capital funding. Organizations need to begin conversation with CoV planning and finance staff as early as possible to access large funds on the 3-year capital planning cycle.

Program Funding

Program funding can contribute towards construction of the physical space required for a specific function. Organizations that offer child care services can access CoV and Provincial funding (max \$500K). Programs such as the Good Food Organizations of Canada also provide funding to organizations becoming a Good Food Center.

Internal Fundraising

Each organization needs to create a fundraising plan and dedicate a staff member to solicit donations from investors, the community and interested parties in order complement other streams of funding.

COMMUNITY ENGAGEMENT

Community engagement is an essential part of the redevelopment process. Building and fostering community support for a project creates trust and acceptance in the outcome. A good process will combine both CoV required open houses and an in-depth organization-lead engagement process that goes above and beyond to involve the community. Specific objectives of an open house include presenting schematics of the rezoning proposal to the community and seeking public feedback on the proposal.



ORGANIZATION-LEAD

Optional

Additional engagement with members of your community will further build trust and support of the project.

A pre-application open house is organized and hosted by the applicant.



COV OPEN HOUSE

Required

As part of the pre-application for rezonings, CoV requires an open house to engage the local community.

An application open house is organized and hosted by CoV staff with assistance from the applicant.

Best Practices

Building community support and incorporating feedback in a genuine way is not an easy task. Following this set of best practices early and often will help the project.

- Ask what people want before the official process begins. Hold focus groups with select groups to gain more information.
- Find the community members most likely to support you and make an effort to genuinely incorporate their feedback.
- Create a master 'narrative' about why the development is needed. Use this story to communicate the value of redevelopment.
- Craft a list of key messages and repeat these often and consistently.
- Invite people to give their feedback rather than sharing information only.

RECOMMENDATIONS

A redevelopment is no small task. A considerable level of effort, support and time is needed in order to ensure the project is realized. In addition to the process outlined in this guide, several important recommendations to remember will contribute to the success of your organizations' path to redevelopment.



ADDITIONAL RESOURCES



Hiring and Working with Development Consultants

A guide for non-profit housing providers. Prepared by CitySpaces Consulting Ltd. for the BC Non-Profit Housing Association in August 2012. Available online.



Application for Rezoning Advice

This application from CoV is used to review drawings and provide preliminary advice about a rezoning proposal, prior to the submission of a rezoning application. It is also known as a “Written Enquiry” or a “Letter of Enquiry”. Must request copy from CoV.



Rezoning Application Submission Requirements

A checklist that must be completed and submitted with a Rezoning Application. Must request copy from CoV.



CoV ‘Pre-Application’ Open House Guide for a Rezoning Enquiry

A guide from CoV that outlines what is required from the applicant to host a pre-application open house. Must request copy from CoV.



CoV Open House for a Rezoning Application Guide

A guide from CoV that outlines what is required from both CoV and the applicant to host a rezoning open house. Must request copy from CoV.



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Cedar Cottage
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SCARP
School of Community
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a place of mind
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