



**To:** Planning Committee  
**From:** Wayne Craig  
Director, Development

**Date:** November 28, 2017

**File:** CP 15-717017

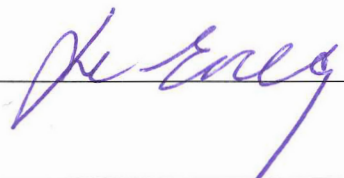
**Re: Proposed Official Community Plan/City Centre Area Plan Amendment,  
Lansdowne Shopping Centre Master Land Use Plan – Request to Endorse  
Applicant Led Public Consultation**

**Staff Recommendation**

That staff be authorized to manage an applicant undertaken community consultation process regarding the Proposed Master Land Use Plan for the Lansdowne Centre shopping centre site.

  
Wayne Craig  
Director, Development  
(604-247-4625)

Att. 10

| REPORT CONCURRENCE           |                                     |  |
|------------------------------|-------------------------------------|--|
| ROUTED TO:                   | CONCURRENCE                         | CONCURRENCE OF GENERAL MANAGER   |
| Community Social Development | <input checked="" type="checkbox"/> |  |
| Parks Services               | <input checked="" type="checkbox"/> |  |
| Recreation Services          | <input checked="" type="checkbox"/> |  |
| Engineering                  | <input checked="" type="checkbox"/> |  |
| Transportation               | <input checked="" type="checkbox"/> |  |

## Staff Report

### Origin

Vanprop Investments Ltd. has applied to the City of Richmond to amend the Official Community Plan (OCP) and Schedule 2.10 of the OCP, the City Centre Area Plan (CCAP) for the site at 5300 No. 3 Road, which is approximately 50 acres and is the location of the existing Lansdowne Shopping Centre (Attachment 1).

Based on the size and visual prominence of the site, and the property's necessary phased redevelopment, the applicant has worked with staff to draft a Proposed Master Land Use Plan to guide future redevelopment of the property. The process of developing a Draft Master Land Use Plan for the property has identified proposed amendments to the OCP/CCAP, which include the applicant's proposal to reorganize density, height and land uses, and to change the shape of the 10 acre City park that the CCAP identifies for this site. No additional density is proposed, the proposed density is consistent with the CCAP supported density over the site. Similarly, the proposed ratio of residential to non-residential use is consistent with the existing CCAP and would remain unchanged. The proposed amendments are refinements, rather than significant modifications, that are consistent with OCP/CCAP objectives for this site including density, use and height.

The Proposed Master Land Use Plan proposes two (2) primary amendments.

- While the CCAP supports the greatest density, building height and mix of uses on the western 1/3 of the property, the applicant proposes to spread density, height and mixed land uses slightly eastward, while retaining the greatest building density, height and mix of uses within 400 m of the Lansdowne Canada Line Station, which is consistent with CCAP objectives and supports Transit Oriented Development (TOD) principles.
- The long, rectangular park extending along the north side of Lansdowne Road is proposed to be reorganized to create distinct and connected park and plaza spaces to maximize the park's accessibility and use by residents, workers and tourists.

The purpose of this report is to seek Council support for initiating a comprehensive community consultation process to seek feedback from the community and stakeholders on the Proposed Master Land Use Plan Concept (Attachment 2). If Council supports staff's community consultation recommendation, the consultation would start in mid-December 2017 and conclude before the end of April 2018. It is anticipated that a report that summarizes the outcome of the consultation would be provided to Planning Committee before the end of June 2018. The report would also include a Concept Lansdowne Master Land Use Plan that Council would be asked to endorse to confirm the basis for the next phase of work. The final phase of the proposed OCP amendment process would focus on finalizing the Lansdowne Master Land Use Plan and OCP/CCAP amendments, as well as developing an implementation strategy to manage the future phased rezoning and Development Permit applications. The Final Lansdowne Master Land Use Plan and OCP/CCAP amendments will be brought forward for Council consideration and approval once the amendments and implementation strategy are finalized.

This report:

1. Includes an overview of the proposed OCP/CCAP amendments.
2. Outlines the process for advancing the OCP/CCAP amendment application, and summarizes the current status of the review including the outcome of initial consultation with public bodies including the School District.
3. Outlines a recommended community consultation plan for Council's endorsement.

The subject application is an OCP/CCAP amendment application only. This makes it unlike most OCP/CCAP amendment applications, which are usually accompanied by a rezoning application. This report is the first in a series of three (3) anticipated reports to Council associated with the proposed OCP/CCAP amendment and, as redevelopment is anticipated in phases over many years, the OCP/CCAP amendment would be followed by phased site specific rezoning and Development Permit applications and associated reports, in accordance with the standard development application process.

## Findings of Fact

### Background

The subject site is located at the centre of the Lansdowne Village in the City Centre, is immediately adjacent to the Lansdowne Canada Line Station, and is bound by No. 3 Road, Alderbridge Way, Kwantlen Street and Lansdowne Road (Attachment 1).

The site has four (4) different existing CCAP Village land use designations.

- **Urban Core T6 (Residential and Mixed Uses)** and a **Village Centre Bonus (VCB)** on the westerly 1/3 of the site. The permitted density is up to 3.0 Floor Area Ratio (FAR), with a provision for up to 1.0 FAR of additional non-residential bonus density provided the conditions and requirements of the VCB are addressed. The maximum building height is 47 m geodetic.
- **Urban Centre T5 (Residential and Mixed Uses)** on the eastern 2/3 of the site. The permitted density is 2.0 FAR and the maximum building height is 25 m.
- **(Major) Park**, shown as a linear east/west oriented 10 acres along the southern portion of the site abutting Lansdowne Road, which would be secured by the City through future phased rezoning applications.

These designations are shown in Attachment 3.

The subject property's Urban Core T6 and VCB land use designations facilitate the acquisition and delivery of approximately 4,975 m<sup>2</sup> (53,500 ft<sup>2</sup>) of on-site indoor city amenity space that would be secured in accordance with density bonusing provisions in the CCAP:

- The Urban Core Transect (T6 area) requires the equivalent of 1% of the total residential floor area to be provided as constructed community amenity.

- The Village Centre Bonus (VCB) supports 1.0 FAR of additional non-residential density conditional to providing the equivalent of 5% of the additional 1.0 FAR as constructed community amenity.

The Proposed Master Land Use Plan identifies a potential location for a City owned amenity at the prominent intersection of No. 3 Road and Lansdowne Road adjacent to the proposed Civic Plaza. This location has been set aside as a possible location for a City owned amenity based on its desirable proximity to proposed park, plaza and open space, as well as proximity to the existing Canada Line station/Village Centre. The scope of the proposed OCP/CCAP amendment process is limited to identifying a possible location for a City owned amenity building. Acquisition of the community amenity space would be secured as a condition of a future rezoning application.

The use and function of the community amenity building requires Council approval through a separate process. Staff would assess options for the amenity and bring forward a report for consideration by Council. Council's decision regarding the use and function of the City owned amenity building may affect the final location of the amenity.

## **Analysis**

### Summary of Proposed Official Community Plan (OCP)/City Centre Area Plan (CCAP) Amendments

The proposed amendments to the Official Community Plan (OCP)/City Centre Area Plan (CCAP) are consistent with fundamental CCAP objectives including:

1. Supporting Transit Oriented Development (TOD) and a strong Village Centre;
2. Locating the majority of the Major Park within 400 m of a Village Centre; and
3. Increasing the network of connections and mobility options within the City Centre.

#### *5 Minute Walking Distance (400 m Radius)*

A 400 m radius, defined as a 5 minute walk, is the CCAP preferred walking distance from a Village Centre/Canada Line station within which the greatest building density and height, and mix of land uses, and concentration of amenities, including Major Park area, is to be located to maximize pedestrian and cyclist integration with transit and opportunities for people to live, work and play in their neighbourhood.

The Lansdowne Canada Line Station is a major transportation hub located at the centre of the Lansdowne Village and abutting the subject site. The applicant's Proposed Master Land Use Plan includes amendments to disperse the density, building height and land uses while remaining consistent with the CCAP's objective to support the greatest amounts of density, building height and mix of uses within a 400 m radius or 5 minute walking distance of the Lansdowne Station (Attachment 4).

### *Developable Area and Park Area*

The CCAP shows a linear east/west oriented 10 acre park along the southern portion of the site abutting Lansdowne Road and supports development of land north of the linear park. The CCAP preferred location for Major Park area is within a 5 minute walking distance (400 m radius) of a Village Centre. The existing plan includes 72% of the park area within the 400 m radius. The Proposed Master Land Use Plan proposes to increase the park area within the 400 m radius to 86% of the total dedicated park area, which would be supplemented by public greenways and outdoor space that would be secured by right of way agreements to maximize opportunities for walking, rolling and cycling.

The proposed OCP/CCAP amendment application review process is limited to considering the location and orientation of the park. The Proposed Master Land Use Plan includes changes to the shape of the park and the resulting developable area, which are supported by Parks and Planning and Development Department staff. Consultation with stakeholders and the public would be focused on the applicant's proposal to change the shape of the park area. The use and design details related to the park would be undertaken through a separate planning process that would be led by Parks Services staff and subject to Council review and approval.

In order to study the proposed amendments to the shape of the park, the process of developing the Proposed Master Land Use Plan included identifying general objectives for the park area. The proposed park areas would:

- Increase the amount of park area within a 400 m radius (5 minute walking distance) of the Canada Line Station.
- Contribute to a civic focus.
  - The Lansdowne Linear Park is proposed along Lansdowne Road, which is intended to become the City's east/west civic spine.
  - The Civic Central Plaza is proposed at the intersection of Lansdowne Road and No. 3 Road, which has been identified as the centre of the City Centre.
- Establish a series of distinct and well-connected spaces in visually and physically prominent locations.
- Be public spaces that are owned and managed by the City and designed to encourage public use.
  - To ensure the Civic Plaza is an active space, Parks staff and the applicant will investigate the feasibility of co-developing, co-managing and co-planning active use of the plaza area to ensure that the area is programmed regularly and is an attractive destination on a daily basis. A co-management approach would be subject to approval by Council and would be brought forward for consideration in a separate report that is prepared by Parks Services staff.
  - The Major Central Park is bound on three (3) sides by public roads. On the north side, the park blends into a combination of public plaza and greenway that would be secured through public right of ways and provide connection to public roads.
  - Kwantlen Park abuts the intersection of Lansdowne Road and Kwantlen Street and is connected to the balance of the park by Lansdowne Linear Park and public right of ways.

- In addition to physical connections among the park uses, proposed buildings, plazas, roads and greenways are strategically sited to maintain view corridors between park and open spaces to support wayfinding and linkages between park areas.
- Accommodate a range of park uses.
  - The Civic Plaza  
An urban space sized and located to accommodate large civic events and activities (e.g. national celebration, large city wide events, seasonal festivals, art festival, outdoor movies, etc.).
  - The Central Park  
A major park space that meets neighbourhood and city wide needs (e.g. active and passive regular park use, a festival lawn for major events).
  - The Lansdowne Promenade  
A wider continuation of the linear park along Lansdowne Road west of No. 3 Road, which is being incrementally introduced through development that introduces an active street edge along Lansdowne Road (e.g. used daily by pedestrians and non-motorized traffic, used for civic and parade events).
  - The Kwantlen Green  
An urban gathering space oriented toward Kwantlen Polytechnic University that provides space for smaller community events (e.g. urban space to accommodate socializing, street performers, small group gatherings and passive users) (Attachment 5).

Further, the park and open space arrangement is part of a strategic triangular circuit of city park spaces that includes Middle Arm Waterfront Park, Aberdeen Park, and the proposed series of park spaces on the subject site.

The fundamental importance of the 400 m radius or 5 minute walking distance from the Canada Line Station, and the changes to the developable area and park shape influence the proposed OCP/CCAP plan amendments.

### **Density**

The CCAP supports a maximum density of 3.0 FAR, with the provision for up to 1.0 FAR of additional non-residential bonus density, on the westerly 1/3 of the site. The CCAP supported density on the eastern 2/3 of the site is 2.0 FAR.

Based on the property's existing land use designations, the existing CCAP supported density blended over the 50 acre property is 2.77 FAR. The applicant does not propose additional density; instead, they propose to change the on-site organization of density while remaining consistent with fundamental CCAP objectives. The CCAP supports 76% of the on-site density within a 400 m radius (5 minute walking distance) of the Canada Line Station. The Proposed Master Land Use Plan is consistent with the CCAP's objective to concentrate density within the 400 m radius but proposes a minor reduction with 73% of the overall density proposed within the 400 m radius. The Proposed Master Land Use Plan proposes a 3% change to the dispersal of density within and outside the 400 m radius area (Attachment 6).

*Summary of proposed density reorganization within and outside a 400 m radius (5 minute walking distance) of the Canada Line Station*

|                            | CCAP within 400 m radius | Proposed within 400 m radius | CCAP outside 400 m radius | Proposed outside 400m radius |
|----------------------------|--------------------------|------------------------------|---------------------------|------------------------------|
| % of total on-site density | 76%                      | 73%                          | 24%                       | 27%                          |

### Mixed Uses

The CCAP designates the westerly 1/3 of the site (that portion of the lands west of Hazelbridge Way) for mixed uses (e.g. residential, retail, office, entertainment, community amenity) and supports only residential uses on the remaining 2/3 of the site.

Consistent with the CCAP's objective to maximize the mix of uses within a 400 m radius (5 minute walking distance) of a Village Centre and in support of the CCAP's designation of Hazelbridge Way as a Pedestrian-Oriented Retail Precincts-High Street and Linkage, the Proposed Master Land Use Plan extends the mixed use land designation to a limited portion of the property on the east side of Hazelbridge Way.

The Proposed Master Land Use Plan includes a range of on-site uses including:

- A significant community amenity (approximately 4,975 m<sup>2</sup> [53,500 ft<sup>2</sup>]), which is tentatively proposed to be located at the corner of Lansdowne Road and No. 3 Road;
- A Major Park that includes a series of related spaces that provide a range of highly accessible civic park spaces;
- Retail/commercial/entertainment space with residential and office space above located along and west of Hazelbridge Way; and
- A range of housing types (Attachment 7).

### Height

The CCAP supports the tallest buildings on the westerly 1/3 of the site and buildings that are no greater than 25 m in height on the eastern 2/3 of the site.

Consistent with the existing CCAP designation for the site, the Proposed Master Land Use Plan includes residential and office towers that are the maximum height permitted within the City (47 m geodetic) on the western 1/3 of the site, which is bound by the No. 3 Road corridor and Hazelbridge Way. In addition, the Proposed Master Land Use Plan includes some buildings that are taller than 25 m, on the eastern 2/3 of the site, east of Hazelbridge Way and introduction of a range of building heights (Attachment 8).

- With the exception of one (1) tower that is proposed on the east side of the Cooney Road extension, towers are wholly or partially within a 400 m radius (5 minute walk) of the Canada Line station.
- Towers would be strategically located to frame the park/public amenity area (including the Major/Central Park and the north/south greenway, which provides outdoor amenity space that is in addition to the required park dedication area).

- Towers proposed along the east side of Hazelbridge Way would be associated with ground level commercial high-street uses. The additional density supports the high street designation of this area.
- The proposed variation in on-site building heights and architectural design features, which would be secured through associated design guideline amendments, encourages a varied skyline and a distinct village character, in accordance with CCAP objectives.

The proposal to permit buildings taller than 25 m east of Hazelbridge Way would comply with building heights that are permitted by the existing Airport Zoning Regulations (AZR) for YVR Airport, and current OCP policies including the Aircraft Noise Sensitive Development (ANSD) Map.

#### The Vancouver Airport Authority (VAA) Aeronautical Zoning Regulation (AZR) Initiative

The Proposed Master Land Use Plan includes building heights that are consistent with the existing building height requirements. However, the subject site is in an area that is affected by the Vancouver Airport Authority's (VAA) proposal for a new third (South) runway, which is associated with new building height limits for properties located below the flight path of the proposed new runway. The City has expressed its concerns regarding the VAA's proposed new building height limits with the VAA, Transport Canada, and the federal Minister of Transport. Consultation with YVR/VVA is included in the proposed community consultation plan.

The applicant is aware of the VAA's application and is working with staff to maintain the greatest on-site building density and height within 400 m (a 5 minute walking distance) of the existing Canada Line Station/Village Centre in accordance with existing Council approved policies.

#### *Increasing Connections & Improved Transit, Pedestrian and Cycling Options*

A primary objective of the OCP and the CCAP is shortening existing long blocks in the City Centre by introducing more and better connections for vehicles, pedestrians and cyclists. This includes introducing a finer street grid and an accessible bicycle and pedestrian network, supporting transit oriented development, prioritizing public open space, and supporting ecological connectivity. The combination of more connections, mixed land uses and densification encourages walking, rolling, cycling and transit use for daily tasks and is associated with lower car dependence and an increased sense of neighbourhood.

The CCAP includes north/south extension of Hazelbridge Way and Cooney Road between Alderbridge Way and Lansdowne Road, and a new east/west road to connect No. 3 Road and Kwantlen Street. With the exception of a minor adjustment to the alignment of the new east/west road, while still providing the intended functions in accordance with the CCAP, the Proposed Master Land Use Plan is consistent with the CCAP. The plan also includes a series of supplementary on-site connections and proposes to secure additional public open space and greenways with private right-of-way agreements (e.g. north/south greenway connection between Alderbridge Way and the proposed Major/Central Park, public connective plaza between the Civic Central Plaza and the Major/Central Park, enhancements to public realm along No. 3 Road, and connections between individual developments) (Attachment 9).

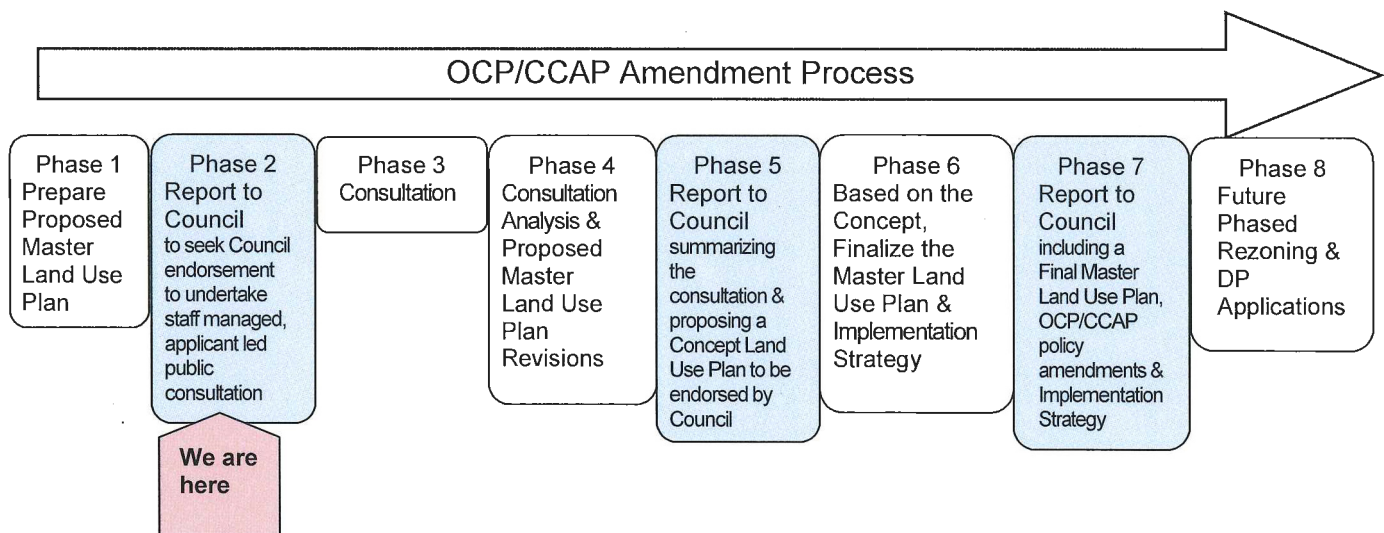


Proposed Process to Amend the Official Community Plan (OCP)/City Centre Area Plan (CCAP)

The proposed process to amend the OCP/CCAP and establish a Final Master Land Use Plan includes approximately eight (8) phases, three (3) reports to Council, and preparation of the following:

1. A Proposed Master Land Use Plan and community consultation plan (Phase 1)
2. A Concept Master Land Use Plan to be endorsed by Council (Phase 4)
3. A Final Master Land Use Plan, OCP/CCAP amendments, and associated Implementation Strategy (Phase 6)

The following flow chart outlines the proposed OCP/CCAP amendment process and highlights both the current status of the application review process and future reports to Council, which are shown in blue. The details of each phase are discussed below.



*Phase 1: Prepare Proposed Master Land Use Plan (complete)*

The Proposed Master Land Use Plan includes:

- OCP/CCAP amendments to the location of density, building height, and land use on the site;
- Changes to the shape of the 10 acre Major Park;
- Clarification how the redevelopment will relate to the Canada Line station;
- Locations of roads, lanes, pedestrian connections, and possible community amenities;
- A phasing concept for the site; and
- Intended sustainability measures.

**Advisory Design Panel (ADP)**

The Proposed Master Land Use Plan was considered by the Advisory Design Panel (ADP) on September 7, 2017. Members of the ADP were strongly supportive of the Proposed Master Land Use Plan including:

- The proposal to apply a 5 minute walking distance (400 m radius) from the Canada Line Station to organize on-site density, the proposed on-site building height hierarchy, and the building massing and height proposed for the westernmost properties abutting No. 3 Road;
- The revised shape of the park;
- The introduction of a finer grid of connections and site porosity; and
- The use of alternative road standards to support on-site connectivity, promote alternative forms of transportation, and facilitate sharing between traditionally separated uses (e.g. loading and pedestrians).

A copy of the relevant excerpt from the ADP Minutes from September 7, 2017 is attached for reference (Attachment 10).

### **Early Consultation with Public Bodies**

The proposed community consultation plan, which is discussed in detail in a subsequent section of this report, includes consultation with stakeholders, including public bodies. Early, initial notification has been provided to the School District and TransLink.

#### School District

According to the OCP Bylaw Preparation Consultation Policy 5043, which was adopted by Council and agreed to by the School District, the proposed OCP/CCAP amendment application is not required to be referred to the School District. The subject application is limited to an OCP/CCAP amendment to reorganize density, height and land uses on site; it does not include the introduction of new land uses. The property's current designations in the OCP and CCAP do not identify school use on the subject site. Further, the applicant does not propose additional density; therefore, there is no impact to population assumptions that were used by the School District to generate projections for school age children and that were referred to the School District prior to the adoption of the CCAP in 2009.

Although provision of schools is a School District responsibility, the City of Richmond has administered the collection of School Site Acquisition Charges (SSAC) on all residential development since 2001. The money that is collected and distributed to the School District is used to help pay for new school sites that are needed as a result of new residential development.

Upon receipt of the application, staff notified the School District with a first, early notification and opportunity to comment. As well, the letter advised that the School District would be included in the consultation process, which is conditional to Council support to conduct community consultation.

The applicant and School District staff have met to discuss the Proposed Master Land Use Plan and the conversation has included whether the School District is interested in a school site in this location. While the applicant is not required to accommodate a school at the subject property, the applicant has indicated a willingness to discuss the incorporation of an integrated urban school with the School District. City staff have communicated this message to School District staff and have encouraged them to pursue direct discussions. By authorizing staff to proceed

with the proposed community consultation process, City staff would provide Council with an update regarding this issue in a future report that summarizes the overall outcome of the consultation process.

TransLink

Similar to the early notification that was sent to the School District, a referral was sent to TransLink. TransLink has not responded to staff's referral in writing. The scope of the proposed OCP/CCAP amendment does not trigger TransLink's Adjacent and Integrated Developments (AID) requirements. Further, the Proposed Master Land Use Plan would not affect the existing right of ways that are registered on the property and that secure TransLink's interests associated with the abutting guideway and Lansdowne Canada Line Station. However, the applicant is working proactively with TransLink and further consultation with TransLink is included in the proposed consultation plan.



*Phase 2: Report to Council (current stage)*

This report asks for Council support to undertake City staff managed, applicant undertaken community consultation for the Proposed Master Land Use Plan.

*Phase 3: Consultation (anticipated to be completed before the end of April 2018)*

Staff would oversee the developer conducting city approved public consultations regarding the overall Proposed Master Land Use Plan for the site. The proposed consultation plan is discussed in detail in a subsequent section of this report.

*Phase 4: Analysis of Public Consultation Feedback (anticipated to be completed before the end of May 2018)*

*Phase 5: Report to Council (Endorse Concept Master Land Use Plan)*

The report would provide a summary of the feedback received during consultation and include reference to any resulting forthcoming changes to the Proposed Master Land Use Plan in the form of a Concept Master Land Use Plan.

The process of finalizing the Master Land Use Plan and OCP/CCAP amendments, as well as developing an Implementation Strategy, is anticipated to require approximately a year. Therefore, staff would request that Council endorses the Concept Master Land Use Plan to confirm the basis for the next phase of work. A similar approach was successfully used during the CCAP development and implementation process, which was a complicated and lengthy plan development and review process.

*Phase 6: Finalize OCP/CCAP Amendments, Final Master Land Use Plan and Develop an Implementation Strategy*

Revisions to the Concept Master Land Use Plan would be undertaken in response to feedback from the public and stakeholders, and in response to staff comments and issues that are identified as the plan details are further developed.

Development of an Implementation Strategy would include but is not limited to:

- Identifying and analyzing all OCP/CCAP amendments that are required to support the Final Master Land Use Plan; including amendments to design guidelines to ensure that future development is consistent with the architectural and landscape concepts that are presented during the OCP/CCAP review process.
- Establishing a strategy for the phasing, acquisition, and development of:
  - Park, public open space and public realm;
  - Roads, lanes and associated infrastructure;
  - Engineering services (e.g. water, sanitary, drainage, flood construction levels, etc.);
  - District energy plant location(s) and alternative energy sources; and
  - Sustainability measures that align with CCAP sustainability objectives including.
- Demonstrating that including Minor Roads in the calculation of net site area results in a development outcome that is better than would have been otherwise achieved.
  - The subject site includes two roads that are not included on the Development Cost Charge (DCC) program (Hazelbridge Way and New East/West Road).
  - The Proposed Master Land Use Plan includes the area of these roads in the calculation of net site area in accordance with the CCAP's discretionary policy.
  - The CCAP permits, on a project-by-project basis, the inclusion of land that is dedicated or otherwise transferred to the City for road in the definition of net development site area in instances when the following criteria are met:
    - The feature is not identified in the City's DCC program; and
    - The development outcome is determined, to the satisfaction of the City, to be better than what could otherwise have been reasonably achieved.
  - Although land dedication and site definition is undertaken at the rezoning review stage; the Implementation Strategy will include detailed study of the density associated with the road area to ensure compliance with the intention of the CCAP policy.
- Identifying and working proactively with the applicant to respond to the City's Affordable Housing Strategy and to emerging planning issues that shape the City, which includes, but is not limited to the following:
  - Strategic siting, unit mix and delivery timeframe for the low end market rental housing units that would be provided in accordance with the City's Affordable Housing Strategy. The current policy secures 10% of residential floor area as affordable housing unit area.
  - Increasing housing options and availability of housing by way of expanding the type of housing proposed on the subject site. (e.g. Family friendly sized housing units, micro suites, rental units, enhanced accessibility provisions for seniors and individuals with mobility challenges, etc.)
  - Retaining and attracting the 20-30 year old demographic. (e.g. Employment, housing, amenity and entertainment options that appeal to this demographic, etc.)
  - Building on the City's commitment to Transit Oriented Development (TOD) and sustainability by offering incentives that support transit and alternative modes of transportation. (e.g. Parking reductions for residential and commercial/office along

the No. 3 Road transit corridor, design to accommodate the future impact of self-driving cars and increasing popularity of car share programs, etc.)

- In addition to the provision of an energy plant with an alternative energy source, incorporating sustainability and energy conservation features (e.g. solar panels, water conservation features, inclusion of smart home technology, etc.)
- Incorporating provisions to facilitate easy retrofitting of new technology (e.g. Design and build adaptable parking areas with a car-less future in mind, etc.)

#### *Phase 7: Report to Council*

The report would include:

- Finalized OCP/CCAP amendment details and analysis;
- A Final Master Land Use Plan; and
- An Implementation Strategy to manage and guide phased development of the site.

Council would review the proposed OCP/CCAP amendments, proposed Final Master Land Use Plan, and associated Implementation Strategy and if acceptable, would approve the proposed amendments. Staff would then work with the applicant to satisfy all bylaw adoption terms.

#### *Phase 8: Future Phased Rezoning and Development Permit Applications (continues to 2035)*

Site planning and building design details would follow in a series of future rezoning and Development Permit applications in accordance with the City's standard development application review process.

#### Associated Reports & Process

Council would receive a series of reports regarding matters that are related to the future redevelopment of the site but that are outside the scope of the OCP/CCAP amendment review and reporting process. It is anticipated that the following reports would follow the successful adoption of the proposed OCP/CCAP amendments and Final Master Land Use Plan for the subject site.

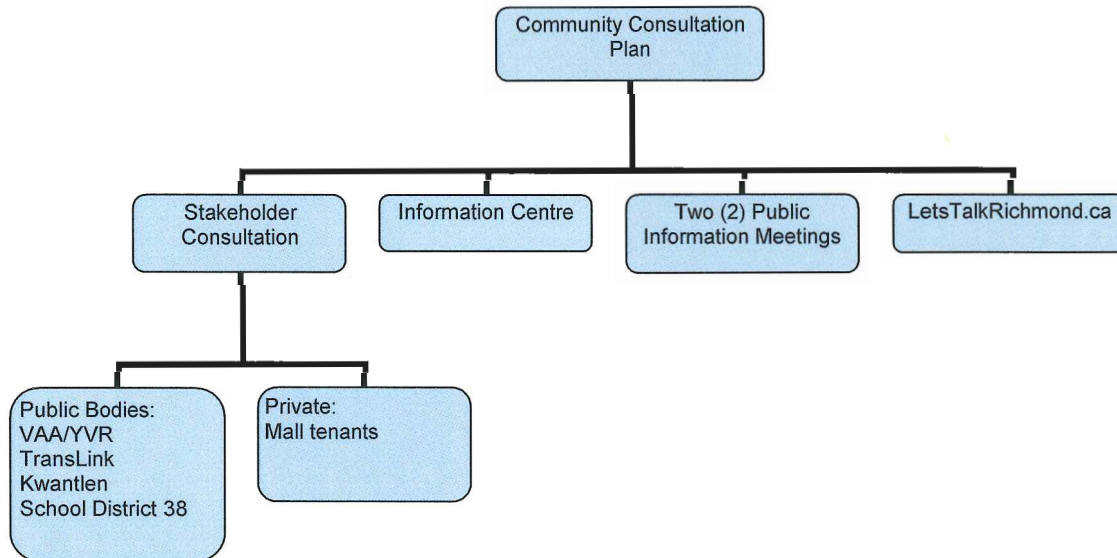
- **Park Plan**  
The park would be acquired in phases (to be considered by the Implementation Strategy). The park planning process would be led by Parks Services staff and is expected to be undertaken in phases as portions of the Major Park are acquired through future phased rezoning applications.
- **City Community Amenity Building**  
The use of the community amenity building(s) is a Council decision. The planning and approval process will be a separate process that will include consultation with Council.
- **Public Art**  
The public art plan for this site will be undertaken through a separate process led by the Public Art Planner.
- **District Energy**  
The district energy (energy plant with an alternative energy source) implementation plan for this site would be undertaken through a separate process led by Lulu Island Energy Company (LIEC) staff and include introduction of a service area bylaw and consultation

with Council. A separate legal parcel would be negotiated for the plant and staff would work with the applicant to determine an appropriate size and location for the plant facility.

Details: Proposed Community Consultation Process

Based on the size of the site and its prominent location in the City Centre, staff recommend that the developer conduct a community consultation process regarding the Proposed Master Land Use Plan for the site. The results will inform detailed plan development and the results of the community consultation will be reported to Council in a report tentatively scheduled for April 2018.

The applicant proposes to commence the consultation process in mid-December and to conclude consultation before March 31, 2018. Marzolf and Associates has been retained by the applicant to assist with the community consultation process. Working collaboratively with staff, the applicant would prepare the community consultation information (including notices, display boards, feedback questionnaire, and, physical model). The following provides details for the proposed community consultation process, which Council is asked to endorse.



- Stakeholder Consultation (proposed between December 2017 to April 2018)  
Staff would schedule, organize and attend meetings with the applicant and stakeholders including public bodies (VAA/YVR, TransLink, Kwantlen Polytechnic University, and School District 38) and private stakeholders (current mall tenants) to provide information related to the Proposed Master Land Use Plan and to discuss preferences and concerns. Staff would summarize of the outcome of the discussions.

The proposed OCP/CCAP amendments are limited to changes to the distribution of density, building height and land uses, and changes to the shape of the park. Additional density or new uses are not proposed. Based on the scope of the proposed amendments and the extensive consultation process that was undertaken at the time the CCAP was introduced, advisory committees are not included in the list of stakeholders that are proposed to be

consulted at this time. Instead, these organizations may be consulted in the future in association with specific rezoning applications or a separate but related process, such as the use of the community amenity building and/or park plan. (e.g. Advisory Committee on the Environment, Child Care Development Advisory Committee, Vancouver Coastal Health, Community Services Advisory Committee, Public Library Board and/or Museum Society Board).

- Information Centre (proposed mid/late December 2017 to late February 2018)  
The applicant would host an information centre in the existing Lansdowne Centre shopping centre in a vacant commercial space. The information centre would be open to the public during mall hours and would be staffed three (3) afternoons a week, but would not be staffed at other times.

The information available to the public would include:

- Information that is consistent with the material that will be presented at the public information meetings;
  - A large physical model of the Proposed Master Land Use Plan;
  - Information cards that include the scheduled public information meeting dates and times, as well as the LetstalkRichmond.ca web address. Public feedback would be collected through LetstalkRichmond.ca; however, the feedback survey would be launched closer to the date of the first scheduled public information meeting.
- Two (2) Public Information Meetings (proposed between late January and early February 2018)  
The applicant would host a minimum of two (2) public information meetings in an unleased commercial space in the mall. Public information meetings would be held in late January/early February. One event would be hosted on a Saturday between the hours of 10:00 a.m. and 2:00 p.m. and the other on a weeknight evening between the hours of 5:00 p.m. and 8:00 p.m. City staff from different departments in the organization would attend the public information meetings to observe the process and to provide information related to the planning review process, and City policies and guidelines. The information material displayed at the public information meetings would also be posted on the City's webpage. The City's webpage would include a link to the LetsTalk Richmond.ca site and the associated feedback survey.
  - LetsTalkRichmond.ca (proposed early January to early March 2018)  
LetsTalkRichmond.ca, is the City's interactive discussion and community engagement website. This on-line public engagement tool would be used to share information with the public about the Proposed Master Land Use Plan and to collect community feedback.

Rather than distribute paper feedback forms at the information centre and public information meetings, the public would be provided with the LetsTalkRichmond.ca web address and asked to respond to the feedback questionnaire on-line. A limited number of laptops would be available for use by members of the public who prefer to complete the LetsTalkRichmond.ca feedback survey at the public information meeting. The feedback

function on the LetsTalkRichmond.ca website would be available in late January, closer to the time of the first scheduled public information meeting. Those who prefer paper forms would have the option of requesting that a hardcopy of the feedback form is mailed to their address; a postage paid envelope would be included.

While some members of the public would prefer paper copies of feedback forms, encouraging use of the web-based tool is advantageous:

- Staff manage the LetTalkRichmond.ca website and directly receive public feedback responses.
- The system limits opportunity for misinterpretation of hand written comments as well as duplication of responses.
- The process is convenient. The website can be accessed at any time.
- Although basic personal information is required for the system to accept feedback, responses and the identity of those completing the feedback forms is private and secure.
- Responses are systematically organized and can be graphically represented.
- LetsTalkRichmond.ca has a registered mail-out list that includes approximately 2,500 individuals. Email notification of the Proposed Master Land Use Plan will be sent to these individuals.

#### *Notification/Advertisement*

To ensure stakeholders and interested members of the community are notified of the proposed community consultation process, public notification would include:

- Printed notification of the scheduled public information meetings in two (2) local papers (e.g. Richmond News, Richmond Sentinel);
- Social media platforms (e.g. City's Facebook page and Twitter account);
- News release issued to local media as well as posted on the City's website;
- Direct mail-outs in advance of the public information meetings to properties within 100 m of the subject site. The standard notification area includes properties that are within a 50 m radius of the subject site.

At the conclusion of the consultation process, staff will review and analyze the comments that have been received. A report that summarizes the outcome of the public consultation process will be prepared for consideration by Council.

#### **Financial Impact**

There is no financial impact associated with undertaking staff managed, applicant undertaken community consultation regarding the Proposed Master Land Use Plan.

#### **Conclusion**

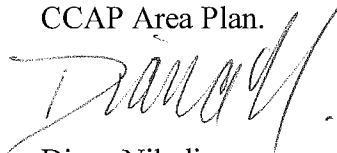
Staff are seeking Council's support to commence community consultation regarding the Proposed Master Land Use Plan for the Lansdowne Centre shopping centre site.



Redevelopment of the existing Lansdowne Centre shopping centre site would be undertaken in phases and requires a strategic master planning approach to manage and coordinate redevelopment of this large and prominent property. The applicant has worked with staff to develop a Proposed Master Land Use Plan, which is attached to this report and includes the approximate amount and type of development, park and open space, and public/city amenities. Although the Proposed Master Land Use Plan includes amendments to the OCP/CCAP, the amendments remain consistent with fundamental CCAP objectives including supporting a strong transit oriented Village Centre, maximizing public open space and amenity within 400 m of a Village Centre, and maximizing connection and mobility options within the City Centre.

The proposed consultation process would be managed by City staff and undertaken by the applicant. At the conclusion of the consultation process, a report would be prepared for Council that includes both a summary of the consultation process and a Concept Master Land Use Plan. Council would be asked to endorse the Concept Master Land Use Plan to guide staff as they work with the applicant to finalize bylaw amendments, a Final Master Land Use Plan, and develop an Implementation Strategy.

The proposed Lansdowne Master Land Use Plan development and community consultation process is similar to that used to successfully prepare and finalize the successful original 2009 CCAP Area Plan.



Diana Nikolic  
Senior Planner (Urban Design)

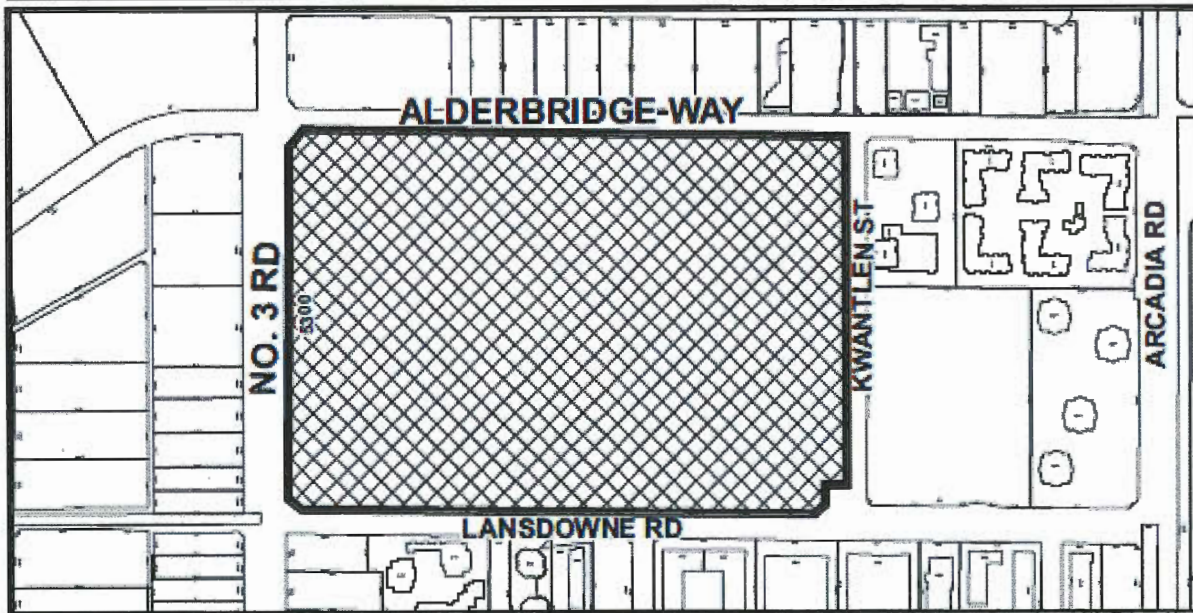
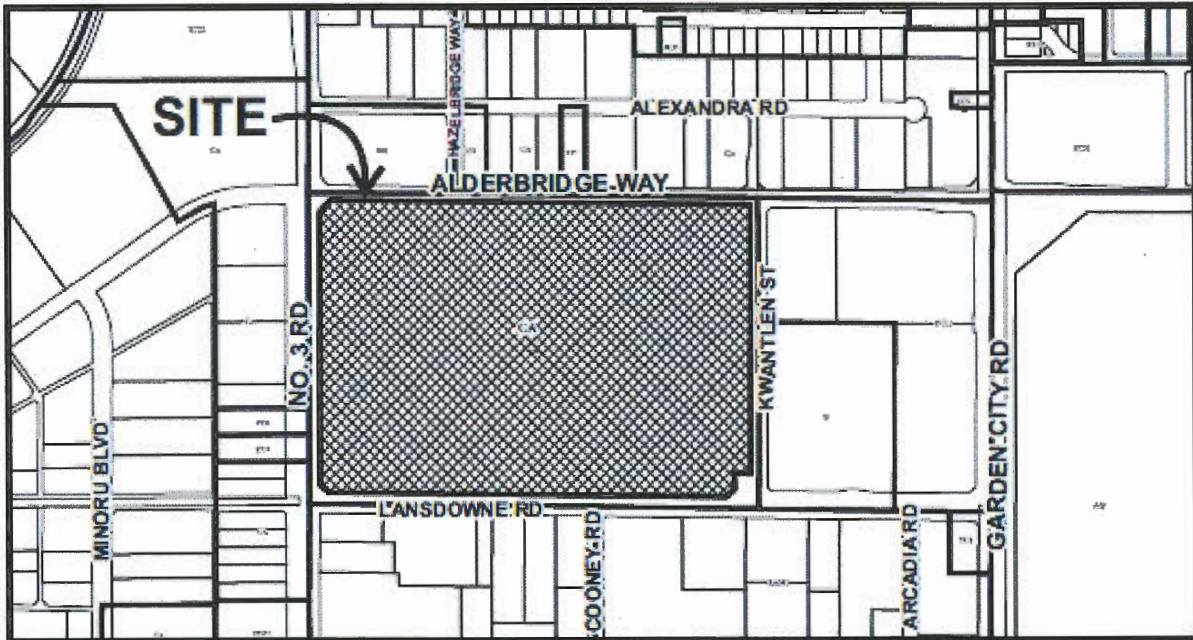
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Att. 1: Location Map

- 2: Proposed Master Land Use Plan
- 3: Specific Land Use Map: Lansdowne Village (2031)
- 4: 400 m (5 Minute Walking Distance) from the Canada Line Station/Village Centre
- 5: Developable Area & Park Area
- 6: Density
- 7: Mixed Uses
- 8: Building Height Dispersal
- 9: Connections & Improved Transit, Pedestrian and Cycling Options
- 10: Excerpt from ADP Minutes (September 7, 2017)



City of  
Richmond















CP 15-717017

Original Date: 10/04/17

Revision Date: 10/05/17

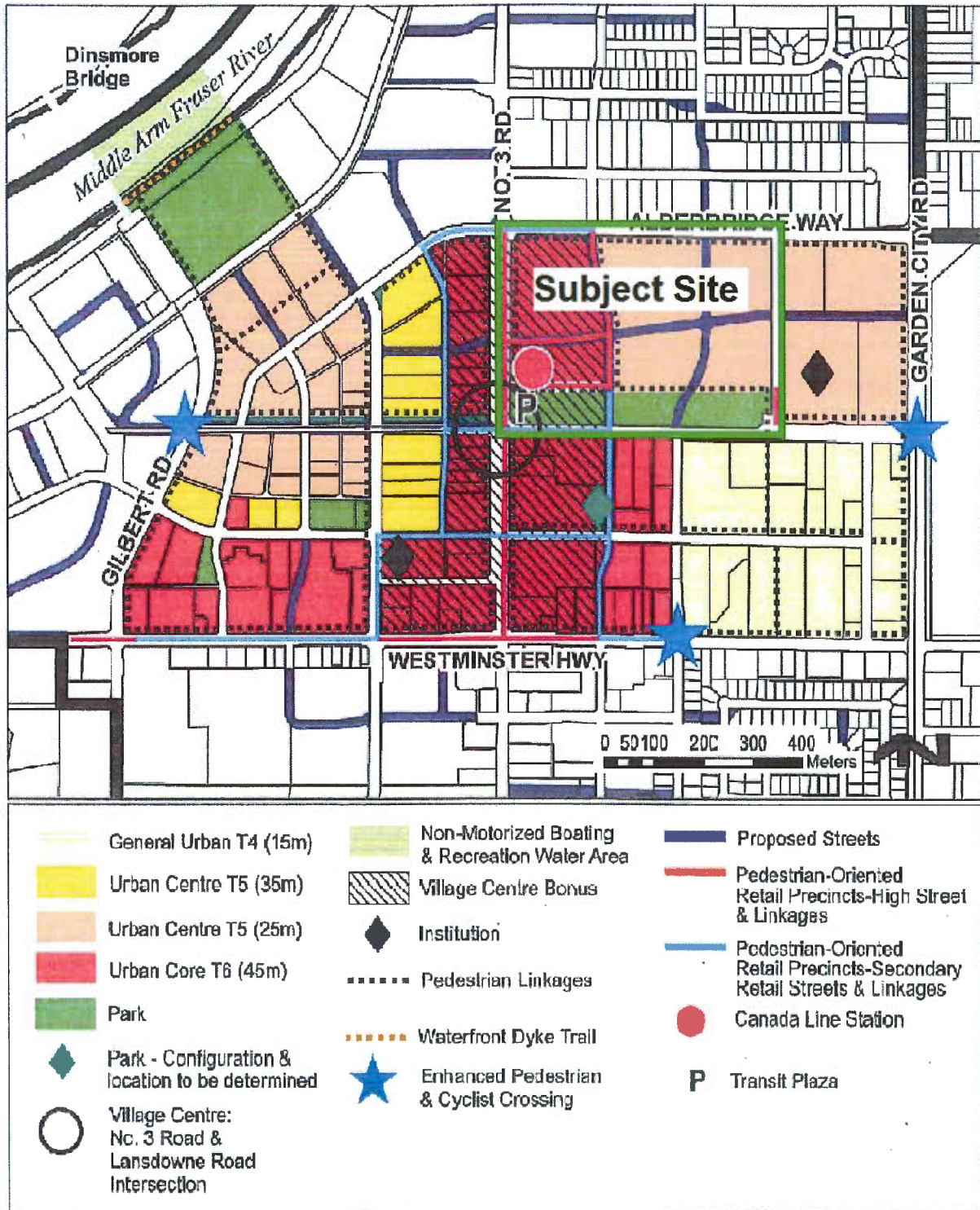
Note: Dimensions are in METRES

**LEGEND**

|   |  |   |  |   |   |   |  |
|---|--|---|--|---|---|---|--|
|  | Office Towers<br>(47m Max Height)      |  | Community Amenity Building                                       |  | Predominantly Residential<br>Mid-Rise Blocks (35m Max Height) |  | Residential Blocks with a Mix<br>of Mid and Low Rise Buildings<br>(25m Max Height) |
|  | Residential Towers<br>(47m Max Height) |  | Retail Block with Office / Residential<br>Above (35m Max Height) |  | Park & Public Open Space                                      |   |  |
|  | Retail 'High Street'                   |  | Other Street Network   |  | Public Space Secured with Right of Way                        |   |  |
|  | 400m Radius - 5 Min. Walk              |  | Private Roads/Laneways   |   |   |   |  |



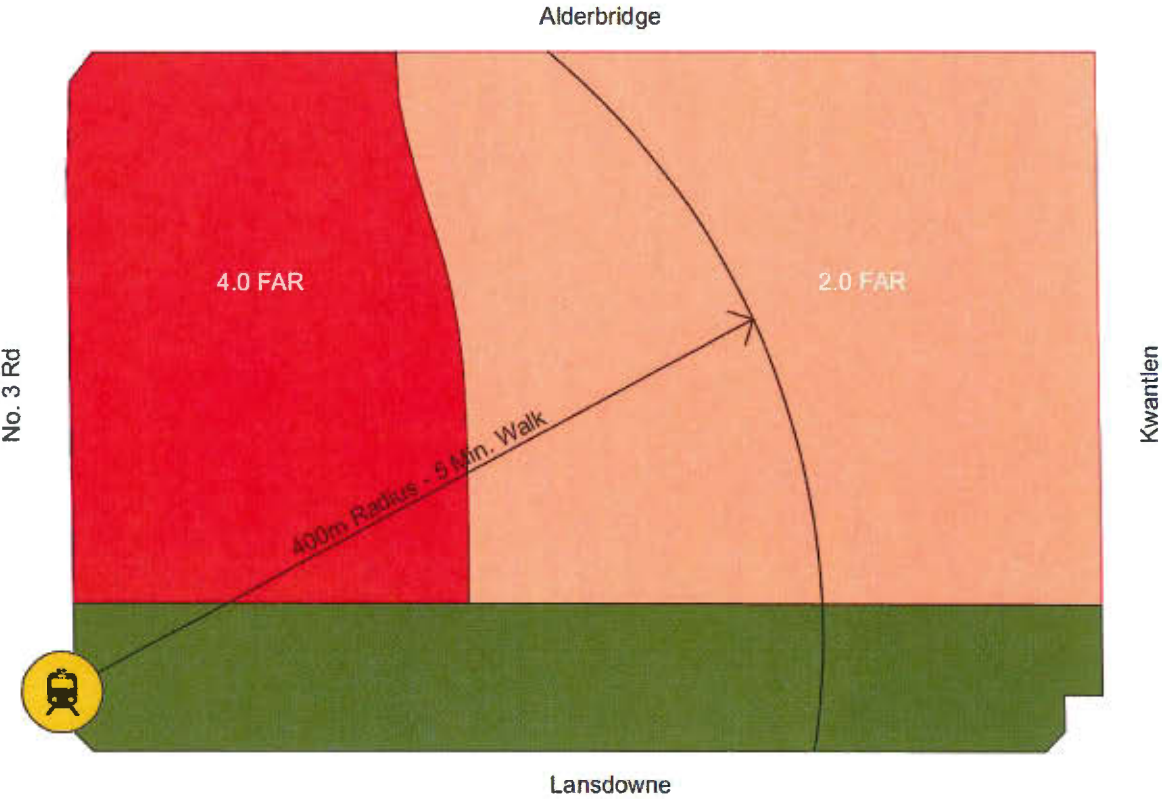
Specific Land Use Map: Lansdowne Village (2031) Bylaws 8427 & 8516  
2010/09/13



400 m Radius (5 minute Walking Distance) from the Canada Line Station/Village Centre

Figure 1 Existing CCAP: Land use designations and 400 m radius (5 minute walking distance) from Canada Line Station

The CCAP supports the greatest building density and height, mix of land uses, and concentration of amenities, including Major Park area, within a 400 m radius (5 minute walking distance) from a Canada Line station/Village Centre.



Developable Area & Park Area

Figure 1 Existing CCAP: Allocation of developable area and park areas

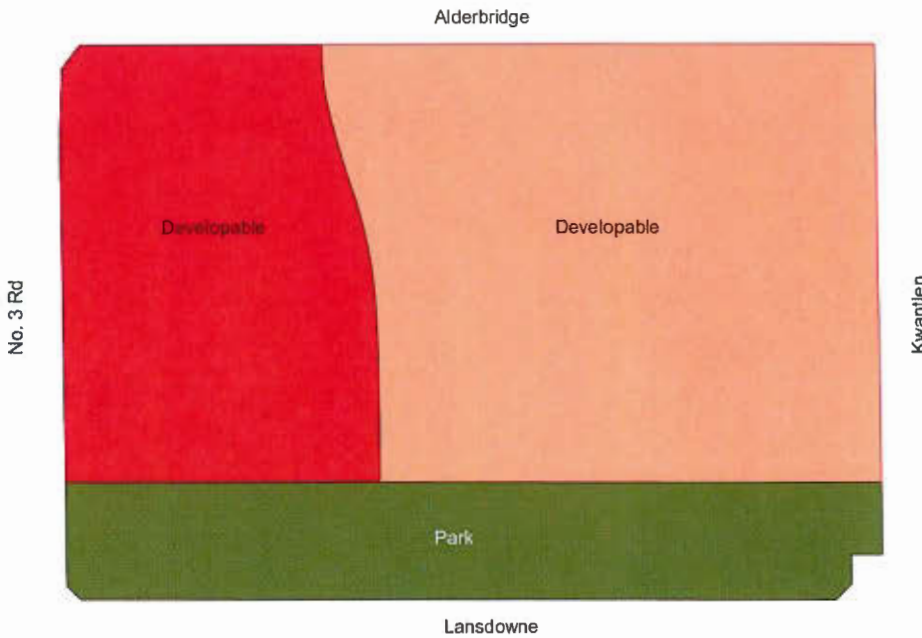
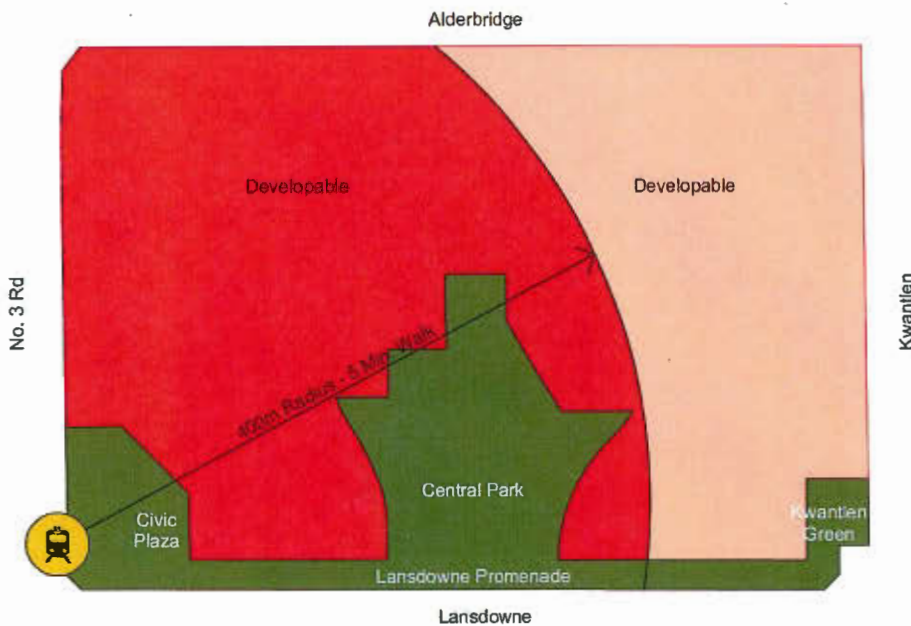


Figure 2 Proposed Master Land Use Plan: Allocation of developable area and park areas

The Proposed Master Land Use Plan includes changes to the shape of the park that increase the total park area within a 400 m radius (5 minute walking distance) from the Canada Line station/Village Centre. Consistent with the CCAP, the Major Central Park is entirely within a 5 minute walking distance from the Canada Line station/Village Centre.



Density

Figure 1 Existing CCAP: 76% of the permitted on-site density is within a 400 m radius (5 minute walking distance) from the Canada Line station/Village Centre

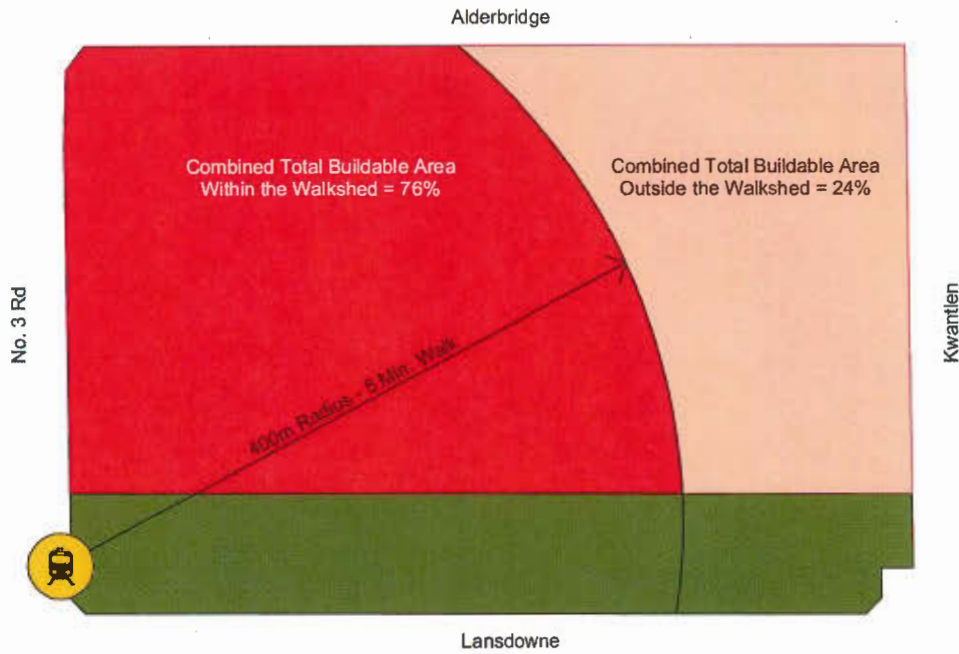
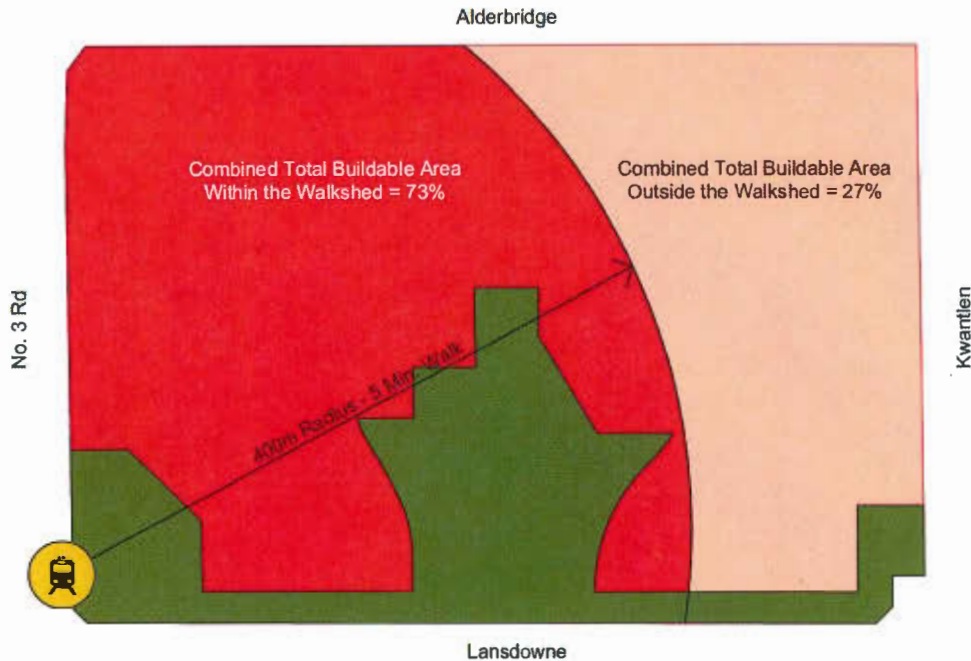


Figure 2 Proposed Master Land Use Plan: 73% of the proposed on-site density is within 400 m (5 minute walking distance) from the Canada Line station/Village Centre and the total park area within a 400 m radius (5 minute walking distance) from the Canada Line station/Village is increased



Mixed Uses

Figure 1 Existing CCAP: Mixed uses are limited to the portion of the site located west of Hazelbridge Way

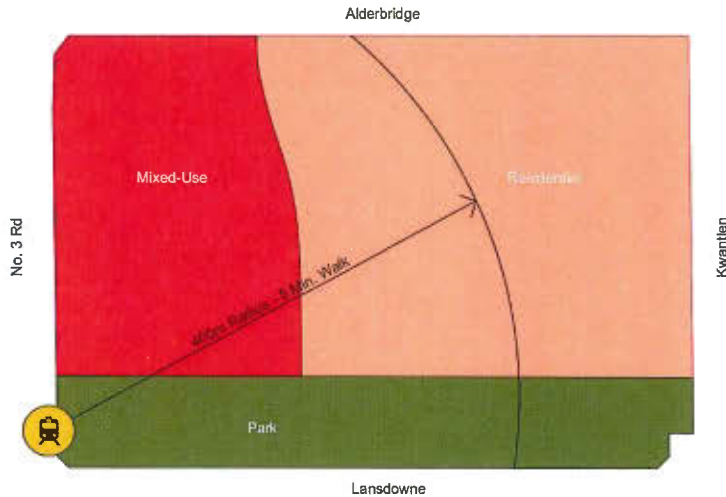
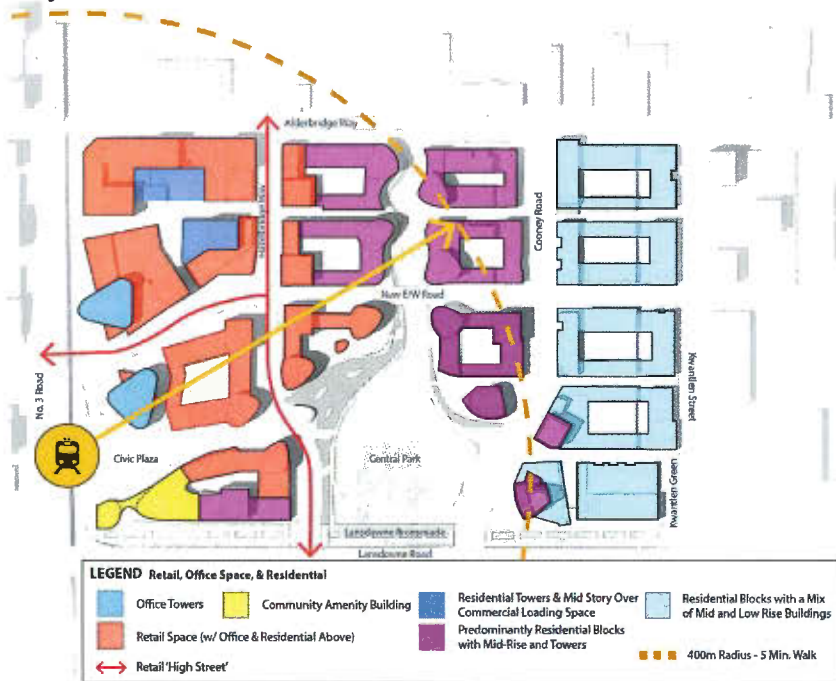


Figure 2 Proposed Master Land Use Plan: Mixed uses are expanded to support CCAP objectives

Consistent with the CCAP’s objective to maximize the mix of uses within a 400 m radius (5 minute walking distance) of a Village Centre and in support of the CCAP’s designation of Hazelbridge Way as a Pedestrian-Oriented Retail Precincts-High Street and Linkage, the Proposed Master Land Use Plan extends the mixed use land designation to a limited portion of the property on the east side of Hazelbridge Way.





Building Height Dispersal

Figure 1 Existing CCAP: Building heights are limited to 45 m west of Hazelbridge Way and 25 m east of Hazelbridge Way.

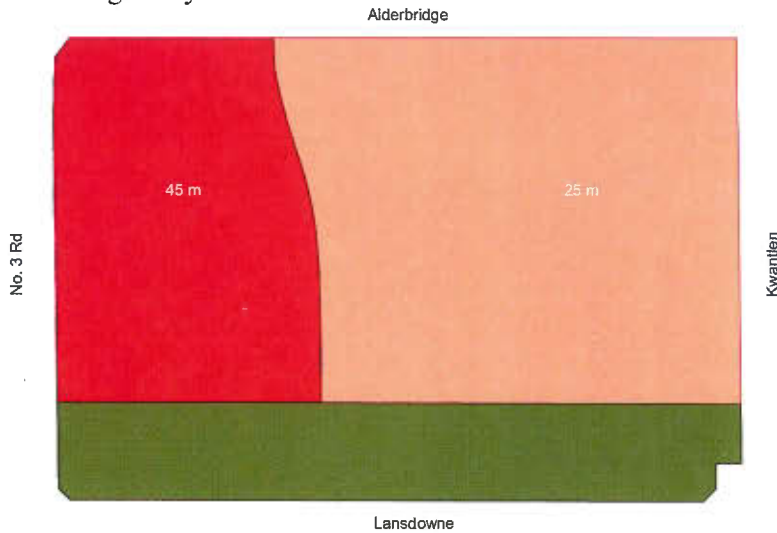


Figure 2 Proposed Master Land Use Plan: Strategic consideration of proposed building heights

The dispersal of building heights in the Proposed Master Land Use Plan is based on consideration of:

- Proximity to the Canada Line station/Village Centre;
- Site planning objectives including framing the park and public spaces;
- Adjacent land uses (ex. residential towers to support ground level commercial high-street uses); and
- The CCAP's objective to encourage a varied skyline



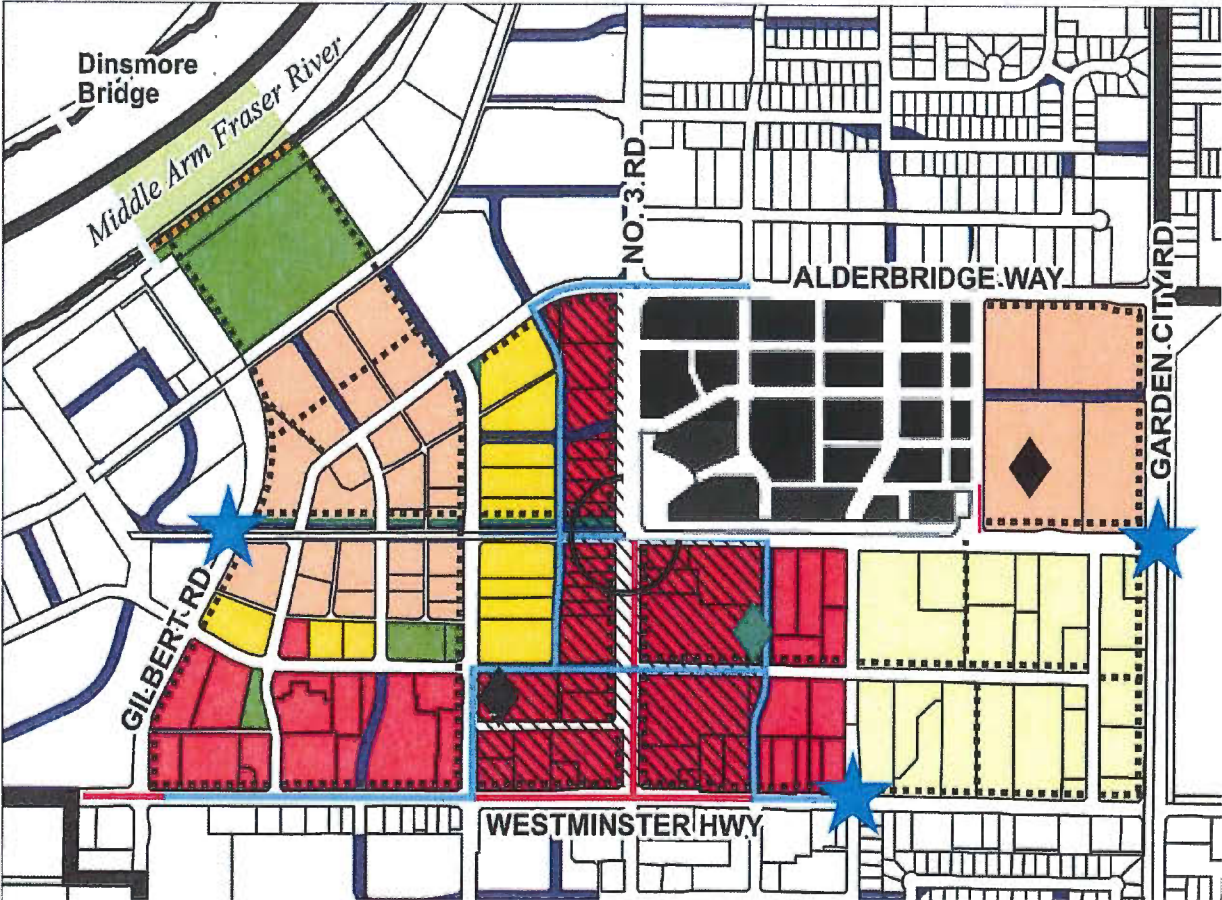
Connections & Improved Transit, Pedestrian and Cycling Options

Figure 1: Introduction of a finer grid of on-site connections than required by the CCAP

A primary objective of the OCP and the CCAP is shortening existing long blocks in the City Centre by introducing more and better connections for vehicles, pedestrians and cyclists.

Figure 1 overlays the on-site connections that are proposed by the applicant on the existing Lansdowne Village Specific Land Use Map. The original plan indications only north/south extension of Hazelbridge Way and Cooney Road between Alderbridge Way and Lansdowne Road, and a new east/west road to connect No. 3 Road and Kwantlen Street.

**Specific Land Use Map: Lansdowne Village (2031)** Bylaws 8427 & 8516  
2010/09/13



Connections & Improved Transit, Pedestrian and Cycling Options (continued)

Figure 2 Proposed Master Land Use Plan: Public open space and greenway connections



Figure 2 Proposed Master Land Use Plan: Summary of proposed on-site connections



## Advisory Design Panel

Thursday, September 7, 2017

- ...
2. **CP 15-717017 – CITY CENTRE AREA PLAN AMENDMENT APPLICATION TO CHANGE THE SHAPE OF THE CITY PARK AND CHANGE THE DISPERSAL OF HEIGHT AND DENSITY ON THE 50-ACRE SITE. NO ADDITIONAL DENSITY IS PROPOSED. THE ADVISORY DESIGN PANEL IS BEING CONSULTED ON THE PROPOSED MASTER LAND USE PLAN.**

ARCHITECT: Dialog

PROPERTY LOCATION: 5300 No. 3 Road

### **Applicant's Presentation**

Jim Cox, Vanprop Investments Ltd., Joost Bakker and Matthew Thomson, Dialog, presented the project and answered queries from the Panel.

### **Panel Discussion**

*Comments from the Panel were as follows:*

- support the proposed block sizes on site; key to achieving permeability within the site is by securing public rights of way over private property, dedicated road and park; openings also need to be welcoming spatially and architecturally; building massing on Parcel 1A is supported;
- not concerned with the proposed tower on Parcel 11 outside of the 400-meter walkshed as the whole site is well organized and walkable from/to the Lansdowne station;
- support the location and design of the Major Park as opposed to a long linear park; the width of the “throat” between the two roads adjacent to the park should be maintained and the park should be visible from No. 3 Road; ensure park width is maintained between Hazelbridge and Cooney and that the park is not walled in by development; also, public access over private property between the plaza and the park is essential to provide pedestrian connection from Lansdowne station to the park;
- support the proposed hard paved plaza; however, enhance the landscaping in the detailed design of the plaza to make the plaza more inviting to the public and meet City Centre Area Plan (CCAP) requirements, e.g. required percentages for urban forest and eco amenities; the space will need to be well programed to be successful;

- the project is a welcome addition to the City Centre; appreciate the overall building forms and architectural expression at this stage of the project; the design team is commended for their commitment to design excellence; the applicant is advised to also commit to landscape architecture design excellence to ensure a resilient, long-lived landscape even over slab; the City is also encouraged to buy-in to the design excellence theme, e.g. through designing pedestrian oriented streets;
- consider incorporating a commuter bicycle path along the No. 3 Road corridor which has the potential to become a major bicycle corridor;
- applicant needs to resolve the challenges of dealing with stormwater in a meaningful way and move beyond just a visual expression of water in the proposed development;
- Canada Line corridor along No. 3 Road lacks planting and currently appears as a grey environment; applicant needs to enhance planting along No. 3 Road;
- appreciate the high quality of presentation by the applicant;
- appreciate the City for the opportunity given to the Panel to review the Master Land Use Plan;
- the applicant is commended for the high quality of materials package provided to the Panel;
- in general, permeability at ground level is good;
- support the strategy to disperse building heights and density over a larger area on site; no concerns with a tower on Lot 11 or massing on parcel 1A;
- support the central location of the park along Lansdowne Road as opposed to the linear park; creates a more holistic vision for the whole precinct and still connects to the City;
- large projects done by a single architect tend to result in uniformity of style and types of housing; applicant is encouraged to introduce a variety of housing styles as the site develops;
- difficult to comment on the proposed civic plaza as proposed uses for the civic building is yet to be determined; however, investigate whether Parcel 1B should have more density than currently proposed considering its proximity to Lansdowne station and the prominent No. 3 Road and Lansdowne Road intersection;
- appreciate the proposed park-side water features; however, investigate its practicality;
- permeability at ground level is good;
- mid-block connections between buildings and on the edges should be planned and maintained through legal agreements; mid-block connections through strata is not encouraged due to potential safety and security issues and should be designed with consideration of possible future gate locations;

- on-site loading areas could be shared with pedestrians; look at precedent on potential treatment and pedestrianization of loading areas at University of British Columbia, Yaletown, and Gastown in Vancouver;
- understand the rationale for the proposed density and building massing for Parcel 1A; appreciate the applicant's move to anticipate the requirements for the future location of a grocery store in this parcel;
- support the location of the 400-meter walkshed outlier tower as some municipalities are using an 800-meter walkshed for rapid transit;
- look at opportunities for introducing traffic calming, on-street parking and specialized materials on road cross sections throughout the site;
- western leg of the new East-West Road could be treated differently if ownership is retained by the applicant;
- public-private roads and mid-block connections could be maintained through legal agreements;
- appreciate the 4-8 storey podiums connecting towers as shown in the plans; Panel support for the proposal is based on what is currently presented to the Panel, e.g. proposed building heights and spaces between buildings;
- support the proposed civic central plaza; however, careful programming is needed to encourage public use;
- the applicant is encouraged to maintain the building design excellence theme, which should be enforced through design guidelines;
- applicant is encouraged to give attention to landscape and pedestrian realm signage and lighting in all parcels and how they connect with each other; could be included in the design guidelines to maintain the connection;
- City is encouraged to maintain what is presented by the applicant and supported by the Panel;
- commend the applicant and City staff for the proposed design changes to the CCAP without an overall increase to the proposed density;
- appreciate that public art will be included in the project;
- appreciate the attention to public spaces and connection and circulation throughout the site; applicant is encouraged to give further thought to these as the project moves forward;
- the applicant is encouraged to investigate further opportunities for integrating public art into the project and to coordinate with the City's public art planner;
- the applicant's six design principles provided clear direction which resulted in the successful design of the project, e.g. hierarchy of access in and around the site and distribution of density;
- appreciate the workable connections between the four diverse edge conditions around the site;

- Parcel 1A frontages greater than 100 meters is not an issue as they are not obstructing the key access points to the Lansdowne station and plaza;
- support the proposed density for Parcel 1A; appreciate the proposed distribution of density around the site;
- support the location of the 400-meter walkshed outlier tower on Parcel 11; the proposed drift in density and height is a welcome break from the typical rigid arrangement of height and massing in the city center and frames the park well;
- Cooney Road extension helps frame the park and will be a significant north/south connection in the city centre; provide identity to the east side of the road;
- potential conflict on the south end of Hazelbridge Way extension with the pedestrian access from the plaza to the park could be an issue; support the plan for road closures during periods of heavy pedestrian traffic, e.g. during events and festivals; maintaining a strong east-west connector and north-south connection via Cooney Road will help make Hazelbridge Way a flexible north-south connector;
- support for private ownership of the west leg of the new East-West Road; appreciate the gateway approach with two office towers, one on either side of the road; would make the street vibrant; consider a pedestrianized surface treatment for the road which could also accommodate heavy vehicle traffic;
- connector road from the plaza to the park appears constrained; consider introducing a flared aperture on the west side to provide a clearer pedestrian connection from Lansdowne station to the park and enhance wayfinding to the park;
- general hierarchy of connections and access points in and around the site is well presented; support the design of the north/south greenway connecting the park to the northern portion of the site which is a welcome departure from rigid pedestrian walkways;
- the proposed civic plaza is the main pedestrian entry to the site; however, the plaza space could experience an empty feeling during early morning and late evening hours;
- consider the No. 3 Road edge condition; a potential empty edge along No. 3 Road could be hard to control; however, it could be mitigated through wayfinding, directing pedestrian traffic and enhancing the landscape treatment; the applicant is encouraged to give attention to this important issue;
- the design of the civic building should not only be iconic but its proposed uses should also help activate the plaza space during day and night times;
- overall, the project is unique and provides a historical opportunity for the whole development to be greater than its various parts;

- consider moving back the towers from the edges of the north-south greenway to maintain a human scale for pedestrian traffic along the greenway; the towers should not overpower pedestrian activities along this corridor;
- consider introducing traffic calming measures that include raised pedestrian crosswalks throughout the proposed development, especially along Cooney Road for pedestrian safety;
- support the proposed distribution of building heights and density on site based on the 400-meter walkshed;
- commend the design team for the high quality presentation and materials package provided to the Panel;
- the project is moving in the right direction in terms of sustainability;
- strongly recommend energy sharing between different types of uses;
- the design team needs to focus on central gravity for the energy; consider installing the central plant in Phase 2 (mixed use development) of the project where most of the energy sharing will occur;
- temporary energy centers are not generally supported as they are used for heating purposes only, rather than both heating and cooling, and will negatively impact future energy sharing;
- appreciate the applicant not indicating LEED targets as they are moving targets; however, the applicant needs to set tangible sustainability targets; the City is advised to encourage the applicant to set targets for thermal energy demand, energy use, and greenhouse gas emissions;
- net-zero building targets are a broad term; currently, the project does not include provisions to realistically identify the development as a net-zero development;
- building design excellence is evident in the project; however, it should not be limited to building shape and form but should include thermal performance; slab edges shown in the model will impact thermal performance;
- the applicant is advised to proactively set high energy targets at the start of the project as future energy codes will require more stringent energy targets;
- appreciate the ground level permeability and proposed density for Parcel 1A;
- not concerned with the 400-meter walkshed outlier tower on Parcel 11; provides a visual connection to the Lansdowne station;
- support an alternative road design for the south end of Hazelbridge Way;
- public art should be part of the design guidelines as the project moves forward; public art should be experiential; consider a Master Land Use Plan for public art in the project;
- the project should have a clear landscape plan that is included in the design guidelines;



- basically, the project should be treated as a development in a park; the buildings should include another layer of park and open space at the top of the buildings;
- design development is needed to simplify the connection between the plaza and the park; scale needs to be considered; and
- the project is a major development and will set the standard for other developments in the City; hope that the design team will continue to pursue design excellence until the completion of all phases of the project.

**Panel Decision**

It was moved and seconded

*That CP-717017 be supported to move forward to Council's Planning Committee subject to the applicant giving consideration to the comments of the Panel.*

**CARRIED**