



City of Richmond

Report to Committee

To: Planning Committee
From: Terry Crowe
Manager, Policy Planning

to Planning - NOV 16, 2004.
Date: November 5, 2004

File: 08-4045-20-11.

Re: WEST CAMBIE PLAN: PROPOSED PREFERRED LAND USE OPTION

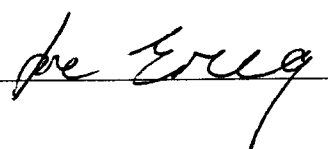
Staff Recommendation

That the West Cambie Proposed Preferred Land Use Option, as identified in the report from the Manager, Policy Planning, dated November 5, 2004 be presented to the community for feedback.



Terry Crowe
Manager, Policy Planning

Att. 3

FOR ORIGINATING DIVISION USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Emergency and Environmental Programs	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Fire Rescue	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
R.C.M.P.	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Engineering	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Parks Design, Construction & Programs ..	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Recreation & Cultural Services	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Economic Development	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Staff Report

Origin

The purpose of this report is to:

- Present the findings of the West Cambie Area Plan, Phase 2 Open Houses, which proposed nine planning principles and three land use options for public consideration; and
- Seek Council's approval to present a Preliminary Preferred Land Use Option to the community for comment.

Findings Of Fact

As directed by Council, the 2nd set of Open Houses was held on June 24th and 26th, 2004, at Talmey Elementary School. Approximately 145 people attended the open houses.

Analysis

Two West Cambie Planning Sub-Areas

For planning purposes, the West Cambie Planning Area is divided into two sub-areas, namely:

- The bulk of the West Cambie Planning Area, to the north and east of the Alexandra quarter section, which is comprised of stable and new residential areas and thus less susceptible to change. In this sub-area, the land uses are proposed to remain substantially the same; and
- The Alexandra quarter section, as it is most ready for redevelopment and the subject of the three land use redevelopment options.

Phase 2 Open Houses & Findings

Introduction

For reference, the Phase 1 Public Open House findings are presented in **Attachment 1**.

The Phase 2 Public Open Houses (June 2004) proposed nine (9) planning principles and three Alexandra land use options which are summarized in **Attachment 2**.

Detailed Findings

A complete report on the findings from the second set of Open Houses is presented under separate cover, which is available for review in the City Clerks Department.

Summary of Phase 2 Open House Findings

From discussions and surveys with the public, many of whom are landowners in the area, there is:

- General support for the nine planning principles;
- Little desire for Option 1, which emphasized redevelopment in the form of a business park or for institutional (health, education) uses;
- Preference for redevelopment as proposed in the mixed use Options 2 and 3;
- A definite desire for redevelopment, primarily in the form of higher density housing;
- No major objection to the proposed FirstPro commercial development;
- A strong message to ensure that the final Land Use Concept is implementable (e.g., that the necessary services can be provided in a timely manner and that the final land use

layout conforms as much as practical to existing lots and road right of ways to facilitate land assembly and implementation).

After the public Open House findings were compiled, staff and the consultants held a one-day design charrette to identify and synthesize community planning and City corporate considerations and ideas.

The consultants then drafted a Preferred Land Use Option which was then further refined by staff.

Phase 3 Preferred Land Use Option for West Cambie – Alexandra Quarter

Planning Principles

Based on this process, ten planning principles are proposed. In order of the public's current preferences, they are as follows:

1. Establish a mix of land uses that contributes to a complete and balanced community;
2. Create viable land parcels for redevelopment;
3. Ensure compatibility with neighbouring areas;
4. Ensure an effective implementation program;
5. Ensure a connected and safe traffic circulation system;
6. Facilitate the development of a cohesive, lively, busy centre;
7. Promote sustainable change;
8. Provide community connections and civic facilities;
9. Foster memorable identity through urban design; and
10. Minimize noise conflicts with airport operations.

These ten planning principles have been incorporated into the proposed Preferred Land Use Option to guide decisions.

Highlights of the Proposed Alexandra Sub-Area - Main Proposed Plan Components

The main components of the proposed Alexandra Preliminary Preferred Land Use Option (**Attachment 3**) are:

- **General Considerations**

- The proposed theme of this quarter section is "A Completed and Balanced Community";
- The Alexandra quarter is regarded as a transition area between the City Centre and the residential areas to the east;
- The southern portion of the Alexandra area is recognized as a vital and important gateway and vehicular traffic route to Richmond and the City Centre;
- A greenway is proposed along the south edge to leave the City's options open with respect to the future development of the DFO lands to the south of Alderbridge Way.

- **In the southwest portion of the Alexandra Area:**

- A "High Street" on Alexandra Road (e.g., an area which encourages a pedestrian-oriented commercial street, with mixed-use development including residential and retail/service uses) is proposed to become the social hub of the community and provide for the day-to-day needs of area residents and workers. The proposed FAR is 1.50.

- At the intersection of Garden City Road and Alderbridge Way, a mixed-use area is proposed to accommodate a mix of uses including large floor plate commercial with significant urban design requirements and structured parking, where higher density offices and commercial or a hotel uses are encouraged but not required above.
- The proposed FAR is 2.0. This is lower than permitted in the City Centre, which has densities up to FAR 3.0.
- **The southern edge of the Alexandra Area, along Alderbridge Way:**
 - To achieve the existing OCP policy of “no net loss policy” for Environmentally Sensitive Areas (ESAs), an environmentally sensitive reserve and park area are maintained along the southern edge of the Alexandra area.
- **In the western portion of the Alexandra Area along Garden City:**
 - Multi-storey retail/service uses with offices above, which do not involve residential uses, are proposed. This mix of land use mirrors that occurring to the west of Garden City Road. The proposed FAR is 1.5.
- **In the central portion of the Alexandra Area:**
 - With care and attention to building design, road cross-sections, sidewalks and landscaping, a central part of the quarter section can become a neighbourhood centre and social hub, catering to the day-to-day needs of West Cambie area residents and workers.
 - Mid-rise multi-family housing that provides a transition from the most urban areas of the area to the ground-oriented neighbourhoods of Odlinwood and The Oaks neighbourhoods to the north and east.
 - Medium density housing (primarily non-ground oriented at a FAR of between 1.25 and 1.5) may be located in this central portion of the Alexandra area.
- **In the eastern portion of the Alexandra Area, along No 4 Road:**
 - The lowest density attached housing (ground-oriented townhouses at a FAR of 0.65) is proposed along the eastern portion of the area. This area is closest to Tomsett School.
- **In the northern portion of the Alexandra Area, along Cambie Road:**
 - Provision has been made for “Community Institutional” uses in the northern area of the Alexandra quarter. The types of uses that could be accommodated in this area include schools, places of worship, and community buildings. Additionally, non-profit housing associated with any of these uses is appropriate (e.g. faith-based, assisted living housing). The proposed FAR for uses in this area is 1.25.

Recommendation

The proposed, Preferred Land Use Option, which balances varied interests, is recommended for public comment.

Proposed City OCP Aircraft Noise Sensitive Development Policy

As the proposed Alexandra Preferred Land Use Option had already been drafted, it was very influential during City - Vancouver International Airport Authority (VIAA) discussions regarding the City's proposed OCP aircraft noise sensitive development policy.

The West Cambie Area is located in the +30 Noise Exposure Forecast (NEF) area, with the Odlinwood and Alexandra neighbourhoods being located predominantly in the +35 NEF area.

While the VIAA preferred no residential development above the +30 NEF contour, the City indicated that the drafted Preferred Land Use Option needed to take precedence.

The draft Alexandra Preferred Land Use Option minimizes aircraft noise sensitive development and nuisance, as it proposes:

- No single-family residential uses, although authorized infilling is allowed;
- Only mid- and high-rise residential uses, in certain areas;
- The area is not to be redeveloped with all aircraft noise sensitive development uses (e.g., residential uses), but rather a mix of land uses (e.g., commercial, institutional, office, park); and
- Where multi-family and high-rise uses are proposed, high aircraft noise mitigation standards are required.

The proposed Alexandra Preferred Land Use Option better limits residential uses than does the current OCP.

City Centre Boundary Considerations

The consultants and City staff have reviewed the question of whether or not the City Centre boundary should be changed to include all or some of the West Cambie area. This review considered the following: the Official Community Plan, the City Centre Area Plan, the existing West Cambie Area Plan, public and stakeholder feedback and professional analysis.

Analysis

The City Centre and West Cambie are related, but distinctive areas. The land uses and urban design character of West Cambie, particularly the Alexandra quarter section, are proposed to be considerably different than the City Centre.

The following provides more detail about these differences:

The City Centre Area:

1. Is the downtown and central commercial and service centre for Richmond, which promotes the creation of a distinctive, vibrant and activity oriented City Centre;
2. Is to be serviced by the proposed light rapid transit (RAV) service;
3. Land uses are to complement light rapid transit by encouraging people to travel on RAV by proposing transit oriented developments and precincts along the proposed RAV alignment;
4. Promotes less car-dependence;
5. Provides an identifiable area which supports pedestrian oriented retail uses and movement;
6. Supports high density residential, office and commercial uses;

7. Ensures better future transportation management of transit and vehicle movement;
8. Is located away from major regional highway entry points and corridors;
9. Encourages highway and auto commercial uses to locate outside the City Centre area and closer to major highway connections, so as to minimize traffic congestion; and
10. Has sufficient available developable land to meet the long-term City Centre objectives and growth.

The West Cambie Area:

1. Is a large traditional residential neighbourhood area with a wide range of land uses;
2. Consists of two-thirds of the West Cambie Plan Area being comprised of detached and ground-oriented family housing developed during the past 15 years;
3. Does not justify a planning rationale for any substantive redevelopment to higher densities that are equivalent to those of the City Centre;
4. Includes the Alexandra quarter which is likely to be redeveloped over the next 15 years;
5. From a community planning perspective, the Alexandra quarter section is well suited to be a **transition area** between the City Centre to the west and the lower density residential areas to the east, for the following reasons:
 - The proposed densities in this area are to be between 0.65 and 2.0 FAR, lower than the City Centre;
 - Medium-Density Residential development of up to FAR 2.0 is proposed in areas that border the City Centre, which is consistent with the OCP;
 - It has good access to highways and a high exposure to vehicle traffic along Garden City Road and Alderbridge Road;
 - It is serviced by bus service; and
 - It can accommodate uses which rely on bus service and automobile traffic as it is nearer to highways than the City Centre;

Transportation Department Comments

The City's Transportation Department provides the following comments regarding this preferred long-term traffic in the City Centre and West Cambie areas:

The City Centre Area:

The goal of the Transportation Plan for the City Centre is to promote sustainable transportation (that is, pedestrian-friendly, bike-friendly and transit-friendly) approaches to the design of buildings, streets and parks and discourage car-dependent lifestyles.

Four key objectives for transportation in the City Centre are to:

- 1) Balance automobile usage with other means of travel, with an emphasis on transit;
- 2) Make roads work for pedestrians, cyclists, and transit, not just cars;
- 3) Encourage people to make transportation choices which reduce traffic growth; and
- 4) Implement improvements to take advantage of opportunities created by new development.

The West Cambie Area:

In the West Cambie area, the goal is to improve transportation access to facilities and services while minimizing the social and environmental impacts of traffic, particularly within the residential neighbourhoods.

To achieve this goal, policies including the following should be pursued:

- Develop, maintain and improve a hierarchical network of roads to provide efficient and direct vehicular access to and from the area and ensure good circulation within the area;
- Ensure that all commercial and industrial developments have adequate parking, traffic circulation and access routes;
- Increase the availability of bicycling paths through the area; and
- Increase safety and livability of the neighbourhoods by minimizing the through and speeding traffic on residential roads.

Recommendation

Staff recommend that the City Centre boundary not be modified or expanded as there is sufficient land in the City Centre to achieve the City Centre vision as a high density, downtown core and rapid transit serviced area.

Correspondingly, there is no reason to modify the boundaries of the West Cambie Planning area as the West Cambie area is and should continue to be a distinct neighbourhood with lower densities than the City Centre, where the Alexandra area serves as a transition area between the City Centre and the residential areas to the east. For example, while the vision for the City Centre is not to encourage future highway commercial uses, with appropriate urban design, the West Cambie Area can.

Note:

In 2005, the City Centre Area Plan will be updated to ensure that it continues to meet the City's needs, vision and objectives (e.g., development which better promotes the use of light rapid transit).

Implications for the FirstPro Rezoning Application

Based on public consultation, the Proposed Alexandra Preferred Land Use Option does not preclude the FirstPro rezoning proposal. It should be noted that, as per the preferred Land Use Option, FirstPro has been advised that, if its application is to proceed, it must be modified to a "compact urban form", not the usual suburban sprawled form, pulled to the street, minimize the impact of the car (e.g., screening parking behind buildings and structured parking), significant urban design requirements, and support the "High Street" pedestrian-oriented streetscape. While the mixed-use concept encourages development above the proposal, it is not required.

Staff are aware that there are sensitivities regarding the proposal, seek direction and in the absence of it, the Preferred Land Use Option will indicate the above requirements.

Timing

Initially, it was anticipated that the City's OCP aircraft noise sensitive development policy would be approved in September 2004 and prior to the West Cambie Preferred Land Use Option being brought forward in October 2004. The proposed OCP aircraft noise sensitive development policy was delayed from September to November 2004, the first possible approval date. As a result, the presentation of the proposed West Cambie Preferred Option has been delayed several months.

Next Steps

If Council approves:

1. The West Cambie Preferred Land Use Option would be presented to the public for comment in December 2004.
2. After the open houses, a final Land Use Concept would be presented to Council for approval in late January 2005.
3. Based on the approved Land Use Concept, the revised West Cambie Area Plan would be presented to Council in March 2005.
4. It is anticipated that an Implementation Strategy to implement the West Cambie Area Plan will be presented for Council's consideration when the Area Plan is presented.

Financial Impact

West Cambie Area Planning Update budget was approved in 2004.

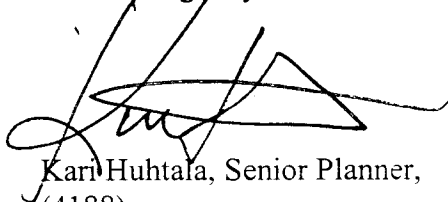
Conclusion

The West Cambie - Alexandra Area has the potential to be one of the most "Complete and Balanced" neighbourhoods in Richmond.

The proposed West Cambie Alexandra Area Preliminary Preferred Land Use Option seeks to:

1. Balance and co-ordinate many redevelopment interests;
2. Establish the Alexandra area as a complementary transition area between the City Centre and the residential uses to the east;
3. Achieve a complete and balanced neighbourhood;
4. Accommodate a broad range of land uses and redevelopment opportunities (e.g., mixed use, commercial, housing, office, community institutional, park, natural areas);
5. Reflect the City's proposed aircraft noise sensitive development policies and minimize aircraft noise nuisance;
6. Allow a range of residential and commercial densities;
7. Retain existing mature landscapes; and
8. Keep the City's options open for the development of the DFO lands to the south.

The existing City Centre boundaries should be maintained.



Kari Huhtala, Senior Planner,
(4188)
KEH:cas

Phase 1 - West Cambie Plan Update Findings

Summary

The Phase 1 public open houses (February and March, 2004) resulted in the following community comments:

□ Likes

- Proximity to amenities, services and highways
- Area solitude and nature
- Enjoyment of green space and rural setting

□ Issues

- Uncertainty regarding the redevelopment potential of the Alexandra area (e.g., infrastructure improvements, future densities, existing residential vacancies, property speculation).
- Traffic issues (e.g., vehicle speeding, rush hour traffic short-cutting, pedestrian safety).
- Need for improved community facilities.

□ Direction

- Retention of residential nature.
- Retain and increase open space.
- Many want higher density residential development.
- Many would like commercial development, but only in specific areas.
- Support shown for First Pro commercial proposal.
- Some would like improved community facilities, such as a swimming pool and community centre.
- Several indicated that parks and open space are important features that should be included in the area.

Prepared by
The City of Richmond

Phase 2 - Planning Principles & Land Use Options

From the February and March, 2004 public open house consultations, the following nine (9) planning principles were developed as a foundation for more detailed land use planning and urban design considerations with the community:

Planning Principles

- #1 Create viable land parcels for redevelopment
- #2 Ensure compatibility with neighbourhood area
- #3 Minimize noise conflicts with airport operations
- #4 Promote sustainable change
- #5 Ensure a connected and safe traffic circulation system
- #6 Provide community connections and civic facilities
- #7 Foster memorable identity through urban design
- #8 Define edges and intersections
- #9 Undertake an implementation strategy

The Bulk of the Planning Area

In the bulk of the planning area, little change is expected because it consists of primarily of stable residential neighbourhoods.

Land Uses Options – Alexandra Area

Three land use options for the Alexandra area (i.e., the south west undeveloped portion of the West Cambie area) have been developed based on the “Planning Principles”.

While there are significant differences among the options, each one makes the assumption that the area will be redeveloped with full urban services a much higher density than at present.

Option 1: The Boulevards – A Business Park Theme

- ❑ Business park (e.g., offices, ancillary offices, educational or health-related uses) within a well landscaped setting.
- ❑ The northeast portion would be an enclave of multifamily housing, the existing school and a new community park.
- ❑ Higher density uses (hotel, mixed use) complete the southwest corner.

Option 2: The Village – A Complete Community Theme

- ❑ A mix of land uses, including a hotel, offices, retail and housing of varying types, including a live-work option.
- ❑ A street oriented village in the southwest quadrant is intended to be a lively active centre for the entire West Cambie area.
- ❑ Multi-family housing and community uses provide a transition with adjacent housing to the north and east.
- ❑ The existing school is retained in association with a new park and community centre.

Option 3: The Residences – A Residential Theme

- ❑ Primarily residential in character.
- ❑ Auto-oriented commercial uses and a mixed office-business area on the south and west edges provide a transition from the adjacent City Centre uses.
- ❑ A linear green spine and large natural park at the southeast complete the neighbourhood.

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West Cambie Area Plan Update 2004

Alexandra Area Preferred Land Use Option

This document sets out a preferred land use and road pattern for the **long-term redevelopment** of the Alexandra Area of the West Cambie area. This work is an outcome of many discussions and provides a basis for Council and public review at future Open Houses.

The overall theme of the Preferred Land Use Option is a "Complete and Balanced Community". A number of City documents were consulted in the preparation of this option, including the *Official Community Plan (OCP)*, *City Centre Area Plan*, *State of the Environment 2001 Update*, *Richmond's Suburban History*, and the *Richmond 1999 Industrial Strategy*.

The proposed Preferred Land Use Option reflects the City's proposed OCP Aircraft Noise Sensitive Development Policy.

The proposed Preferred Land Use Option presented in this report will be further refined following input from elected officials, City staff and the public. Once a final Preferred Land Use Concept is confirmed, more details about the preferred character of specific sub-areas will be developed. Future private developments and projects in the public realm will be guided by these guidelines. The timeframe for completion of the draft area plan is early 2005.

Public and City staff involvement

There has been regular and valuable input from the public and a wide range of City staff at key points from January through November 2004:

- January 2004 – City staff information exchange meetings
- February 26 & 28, and March 26, 2004– Open Houses to gather input on issues
- May 3, 2004 – Consultant and City staff design charette

- June 24 & 26, 2004 - Open Houses to present three land use/road options: Business-Institutional; Complete Community; Residential
- July 29, 2004 – Consultant - City staff information exchange meeting
- August 12, 2004 – Consultant - City staff design charette
- August - October 2004 – City-VIAA discussions.

From discussions and surveys with the public, many of whom are landowners in the area, there is a definite desire for redevelopment primarily in the form of higher density housing. There is little desire for redevelopment in the form of a business park or for institutional (e.g., health, education) uses.

One of the strongest messages, from both the public and City staff, is the need to ensure that the Preferred Option is implementable, conforming as much as practical to existing lots and road right of ways.

A complete report on the findings from the second set of Open Houses is presented under separate cover.

Current Situation

- The Alexandra area – approximately 150 acres – is bounded by Cambie, Garden City, Alderbridge and No. 4 roads. It is one of three main areas that make up the West Cambie Area.
- The area retains a subdivision pattern that is predominantly one-acre lots – many are relatively narrow (87 feet) and quite deep (498 feet). The primary land use is semi-rural residential, although there are two large greenhouse operations, a small convenience centre, gas station and elementary school. There are also several home-based businesses (e.g., machinery repair, cartage, trades).
- Much of the land is vegetated and the overall character speaks to an older, more rural Richmond. An Environmentally Sensitive Area (ESA) is located in the southeast portion of the area. This is considered by the City as an area of significant habitat for small mammals and songbirds. There are no City parks in the area.
- The area does not have sanitary or storm sewers, although collector services are available at the perimeter of the area. There are two east-west roads – Odlin and Alexandra – but no north-south roads.

- The southern boundary, along Alderbridge Road, is an exceptionally important visual and functional entry to Richmond's City Centre from points east. The City and GVRD have invested significantly in making this an attractive highway with a central median with a maturing tree canopy.
- A number of land assemblies are taking place in the Alexandra area and the City has received serious inquiries about immediate redevelopment opportunities. Three official rezoning proposals (highway commercial, assembly, commercial) have currently been received.

Ten Planning Principles provide a Firm Foundation

There was moderate to very high support for the nine planning principles presented at the June 2004 Open Houses. Based on this input and further long-term redevelopment planning considerations, these principles have been modified slightly.

Principle #1

Establish a mix of land uses that contributes to a "Complete and Balanced Community".

Alexandra is an area that can be a successful transition area from Richmond's City Centre to the solidly residential areas of Oaks and Odlinwood. As such, a combination of land uses is appropriate, resulting in a good blend of jobs and homes. This mix will contribute to a "Complete and Balanced Community" – an area where people can live, work and play.

- Rationale: This area exhibits the characteristics of an area likely to undergo certain change. This change may be swift if the market conditions continue to be robust. As the area is on the edge of the City Centre, within walking distance of the proposed RAV line, it is an area that can take a mix of uses at moderate to higher densities.

Principle #2

Create viable land parcels for redevelopment

To encourage the redevelopment of viable land parcels for urban uses. Future uses will benefit from excellent proximity to highways, Richmond City Centre, airport, and RAV transit.

- Rationale: This is a well-serviced, accessible part of Richmond and redevelopment should be urban in character. This means having urban standards of infrastructure and setting in motion land uses and sufficient densities to make redevelopment viable.

Principle #3

Ensure compatibility with neighbouring areas.

To encourage transitional redevelopment which is compatible in scale and urban design with adjacent areas and does not create significant adverse impacts on the Odlinwood/Alderbridge and The Oaks neighbourhoods.

- Rationale: The public consultation indicated that residents of the adjacent neighbourhoods to the north and east are receptive to change in the Alexandra Area but are concerned that future uses do not have a negative impact on their quality of life. At present, the Alexandra Area serves a "buffer" from City Centre type uses and densities to the west. For this reason, it is important to develop a land use pattern that allows a compatible transition, particularly along the north and east edges of the area.

Principle #4

Ensure an effective implementation program.

To coordinate and facilitate the redevelopment of the Alexandra Area with a well-understood, effective implementation program.

- Rationale: Currently, there are more than 100 landowners in the Alexandra Area. The City, working in conjunction with future developers, will facilitate the infrastructure and amenity program. Any City costs related to the implementation will be pre-determined and budgeted for (e.g., park acquisitions and improvements, street right-of-ways). These may be in addition to existing Development Cost Charges (DCCs).

Principle #5

Ensure a connected and safe traffic circulation system.

To establish a circulation system that allows for vehicle connections within and beyond the area, discourages through-traffic, and maintains a safe and attractive environment for walking and cycling.

- Examples: An internal road layout that prevents speeding and short-cutting; signalized intersections at key locations on the perimeter of the area, cycling lanes, sidewalk curb cuts, transit-friendly, etc.

Principle #6

Facilitate the development of a cohesive, lively, busy centre.

To identify an area that serves as a retail and social hub for the Alexandra neighbourhood within easy walking distance for most residents and workers.

- Examples: A cluster of street-oriented stores, services and restaurants easily accessed by pedestrians, bicyclists and motorists; an alternative could be a group of recreational facilities.

Principle #7

Promote sustainable change

To set high standards for development, including means and methods to promote social, economic and environmental sustainability.

- Social examples: Encouraging affordable housing, providing access to community activities, designing for crime-prevention.
- Economic examples: Providing infrastructure and land to accommodate jobs and investment. Determining how services and facilities will be paid for, such as development cost charges.
- Environmental examples: Encouraging natural vegetation and wildlife habitat; 'green' building standards; surface stormwater systems.

Principle #8

Provide community connections and civic facilities.

To create a system of greenways and community facilities that serves the residents of the entire West Cambie area.

- Rationale: The West Cambie area lacks a focus and access to community facilities. Also, the three main neighbourhoods are poorly connected to each other.

Principle #9

Foster memorable identity through urban design.

To foster an identity for the area through urban design elements in private developments and the public realm.

- Private development examples: gradation in scale and massing, commonality of some exterior materials, preferred character, preferred landscaping, minimum and maximum building heights, minimum and maximum setbacks, appropriate parking requirements.
- Public realm examples: landmarks, signage, native plant materials, public art, streetscaping, vegetation buffers, and traffic calming measures.

Principle #10

Minimize noise conflicts with airport operations.

To minimize aircraft noise sensitive uses and require aircraft noise mitigation building standards.

- Rationale: The West Cambie Area is affected by aircraft noise.
- Accordingly, only mid-high rise residential uses are proposed, in certain portions of the Alexandra area and aircraft noise mitigation building standards are required.

Preferred Land Use Option:

“A Complete and Balanced Community”

This concept of a “Complete and Balanced Community” envisions multi-family housing of varying types and densities, offices, community institutions, and retail commercial of various sizes and formats. The Alexandra area is of sufficient size (approximately 150 acres) to accommodate such a mix of uses.

When fully developed, as conceptually portrayed in the accompanying materials, the area can be an exciting fusion of jobs and residents.

The calculations (using Floor Area Ratios and job/housing multipliers) indicate, that if the area were fully developed to its Floor Area Ratio maximum, there could be approximately 2,200 jobs and 3,000 housing units.

Owing to its proximity to the City Centre, main highways, the future RAV line and bus service, the area is ready to take on a true urban character, particularly along its western edge. Overall, the Alexandra area will be very distinct from the lower density residential neighbourhoods to the north and east, and the City Centre to the west.

Proposed Land Uses

The pattern of land uses is depicted in the accompanying plan, along with photographs that provide some examples of what types of buildings and landscapes might be appropriate for this area.

The **main components** of the land use plan are:

- A “High Street” with housing above streetfront retail/services in the southwest quadrant. With care and attention to building design, road cross-sections, sidewalks and landscaping this area can become a social hub, catering to the day-to-day needs of area residents and workers. The proposed FAR is 1.50.
- Multi-family housing provides a transition from the most urban areas of the area to the ground-oriented neighbourhoods of Odlinwood and The Oaks. No single-family detached housing is proposed owing to the restrictions associated with aircraft operations. The lowest density attached housing (ground-oriented townhouses at a FAR of 0.65) will

be located along the eastern portion of the area. This area is closest to Thomsett School. Medium density housing (primarily non-ground oriented at a FAR of between 1.25 and 1.5) will be located throughout the central portion of the Alexandra area.

- Multi-storey retail/service uses with offices above are identified along the western portion of Garden City Road. This mix of land use mirrors that occurring to the west of Garden City Road. The FAR is 1.5.
- The southern portion of the Alexandra area is an important gateway to Richmond's City Centre:
 - Depending on the range of land uses south of Alderbridge (now the DFO site), there could be compatible and visually complementary land uses. For this reason, the Preferred Option retains a substantial natural area in the southeast and a mixed-use area in the southwest;
 - At the intersection of Garden City Road and Alderbridge Way, a mixed-use area is proposed which would:
 - Accommodate higher-density large floorplate commercial, office and hotel uses, subject to:
 - a "compact urban form", not a sprawled form;
 - high urban design, architectural form and character guidelines at this gateway location;
 - the buildings being pulled up to the greenways on Garden City Road and Alderbridge Way;
 - encourage higher density offices and commercial or a hotel uses above, but not required;
 - The building streetscape is to provide a pedestrian scale and storefront rhythm, in particular along the pedestrian-oriented "High Street" on Alexandra Road;
 - Structured parking which is not to be visible from the arterial streets, with the majority of parking to be contained within structures; and

- Surface parking is to be minimized, and if provided, screened behind buildings.
- The proposed floor area ratio (FAR) is 2.0.; and
- The proposed FAR is lower than much of the City Centre, which has densities up to FAR 3.0.
- Provision has been made for community institutional uses in the northern area of the plan. The types of uses that could be accommodated in this area include such uses as schools, places of worship, community buildings (e.g. fire station). Additionally, non-profit housing associated with any of these uses is appropriate (e.g. faith-based, assisted living housing). The FAR for uses in this area is 1.25.

Proposed Traffic Circulation

- The area has excellent access from busy arterial roads and a regional highway. Owing to the high volumes of traffic on these perimeter roads and the desire to maintain the treed central boulevards on Alderbridge and Garden City, only a limited number of intersections are recommended.
- Signalized intersections will be required along each of the perimeter roads to accommodate safe turning movements. Refer to the accompanying plan for the potential location of signalization.
- The internal road pattern has been developed as a modified grid and, wherever practical, aligned with existing right of ways (Odlin, Alexandra). New north-south routes are introduced to facilitate connectivity throughout the area.
- All collector roads will have sidewalks and landscaped boulevards to promote a safe, attractive area for pedestrians. Traffic calming measures will be integrated into the road system. In particular, traffic calming will be a feature along "High Street" and in the vicinity of the school.
- Provision is made in the plan for the City's adopted bicycle route and greenway systems along Alderbridge, Garden City and Odlin roads.

Open Space Features

- The plan creates an open space system of inter-linked natural areas, places for active recreation, community gardens, green links and tree-lined sidewalks. The accompanying plan identifies those that are intended to be publicly owned and key features that are incorporated as part of development proposals.
- More than 80% of the City's identified ESA in the southeast portion is retained. A contiguous area is added in order to compensate for the portion that is not retained. Overall, this follows the City's policy of "no net loss".
- A north-south, publicly-owned greenway will connect the natural area (ESA), the active park/playing fields, and elementary school. This will stretch from Alderbridge to Cambie.
- A north-south green spine will also link "High Street" with housing areas in the central portion of the area. Ideally, there will be pocket-sized areas along the green spine and a link to the community garden.
- East-west greenways/bikeways will be located along Alderbridge and Odlin Roads, in conformity with the City's recently adopted Parks and Trails plan.

Design Features

- The Alexandra area will be a distinctive area of the City. At all major intersections, there will be unique urban design features (e.g., public art, feature landscaping, signage). Additionally, public art may be incorporated as a feature at significant street ends.
- Landscaping along Alderbridge and Garden City roads will be formal in appearance, including a central treed boulevard.
- The roads will be designed to accommodate on-street parking. In keeping with the urban character of the area, large surface parking areas within any development are not appropriate. In structure and rooftop parking are preferred.
- Character areas will be identified in the next phase of this project. These will provide general design guidance with respect to such key

building and site concerns as: setbacks, rooflines, facades, materials, lighting, parking maximums, landscaping, etc.

In Conclusion

The road layout and land use pattern in this report presents a solid foundation for facilitating a Balanced and Complete Community. It is also a practical and implementable plan that responds positively to the input received from the public and all City departments.

City staff and consultants will be requesting further input on this preferred plan from members of the public.

The Alexandra landowners and developers will be the main agent of change. The City, however, will continue to have an important role to play through an implementation program for services and amenities, design guidelines for sub-areas, and rezoning reviews.

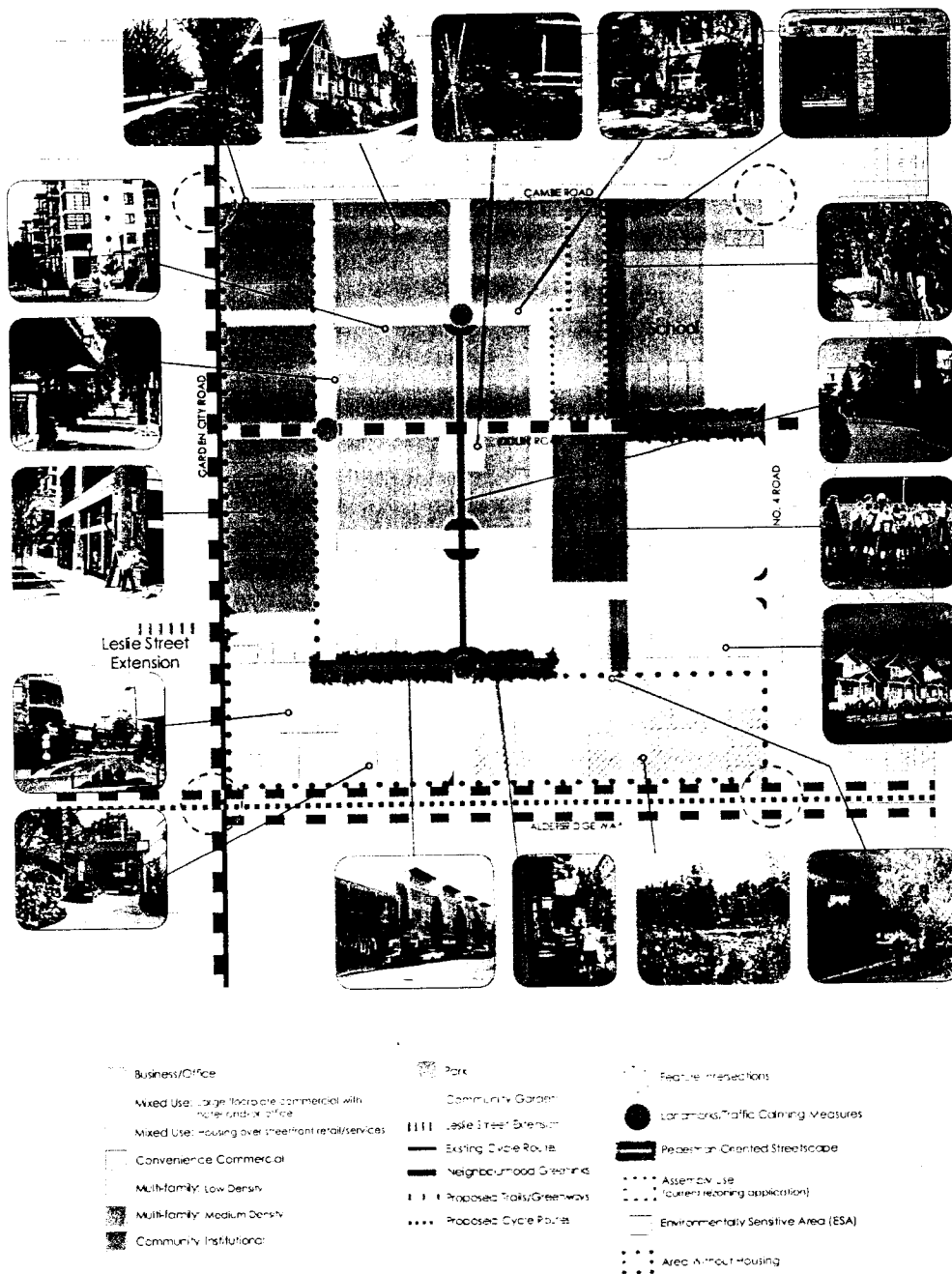
The next steps are to:

- finalize a Land Use Concept,
- prepare the update the Area Plan based on the Concept,
- prepare an effective Implementation Strategy that clearly spells out what the City will undertake and what is expected of future developers. This will include a financial analysis of expected costs and the preferred ways and means to facilitate a smooth development program.

Prepared by
City of Richmond

Alexandra Area Land Use Plan

A Complete and Balanced Community



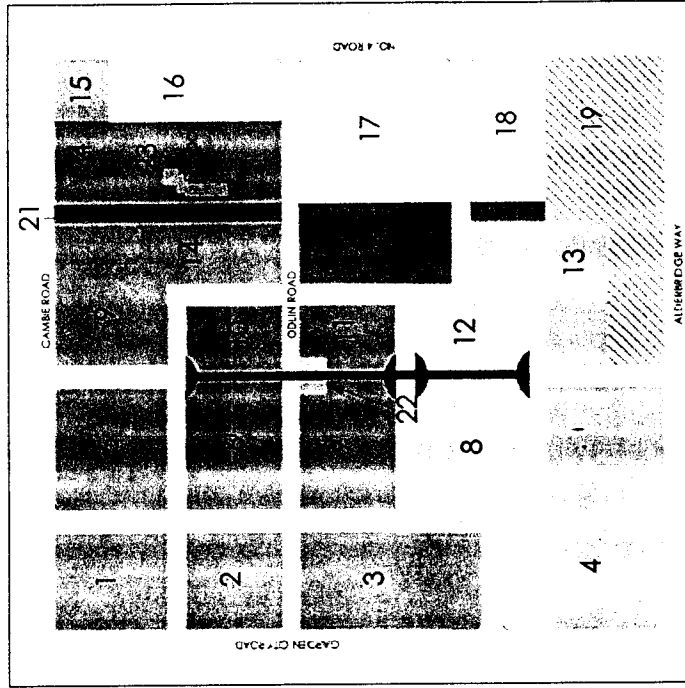
October 20, 2004

Proposed Alexandra Area Land Use Plan Areas by Land Use, Density (FAR) and Derived Jobs, Population

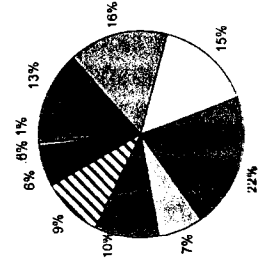
The Alexandra Area Land Uses and Floor Area Ratio

Area	Land Use	Hectares	Acres	Floor Area Ratio
1	Business/Office	1.0	2.5	1.0
2	Business/Office	1.0	2.5	1.0
3	Business/Office	1.0	2.5	1.0
4	Mixed Use (large floorplate commercial, hotel, office)	5.5	13.9	2.00
5	Multi-Family: Medium Density	2.2	5.5	1.50
6	Multi-Family: Medium Density	2.2	5.5	1.50
7	Multi-Family: Medium Density	2.0	5.0	1.50
8	Mixed use: Housing over streetfront retail/services	2.6	5.8	1.50
9	Multi-Family: Medium Density	2.0	5.0	1.50
10	Multi-Family: Medium Density	1.2	2.6	1.50
11	Multi-Family: Medium Density	1.0	2.5	1.50
12	Mixed use: Housing over streetfront retail/services	1.4	2.9	1.50
13	Mixed Use: Housing over streetfront retail/services	2.3	5.7	1.50
14	Community Institutional	0.5	1.3	0.50
15	Convenience Commercial	1.9	4.6	0.65
16	Multi-Family: Low Density	3.7	9.3	0.65
17	Multi-Family: Low Density	1.8	4.6	0.65
18	Multi-Family: Low Density	1.8	4.6	0.65
19	Community Institutional	0.5	1.3	0.50
20	Community Institutional	0.5	1.3	0.50
21	Community Institutional	0.5	1.3	0.50
22	Community Gardens	0.3	0.8	0.00
23	Community Institutional	0.8	1.9	1.25
24	Community Institutional	0.8	1.9	1.25
Total		50.4	123.8	

The Alexandra Area Land Areas by Number



Preferred Option	Population
Housing Units	2,950
Jobs	2,500
City Parks and Open Space	5,900
Park (active recreation) Central	2,222
Park (urban greenway) North	0.8
Community Gardens	0.3
Environmentally Sensitive Area	1.2
School	1.6
Private Greening	2.4
Sub-total	11.6



November 2, 2004