



City of Richmond

Report to Committee

To: General Purposes Committee *To General Purposes Dec 15, 2003*
From: Cathy Volkering Carlile, General Manager, **Date:** December 11, 2003
Parks, Recreation & Cultural Services **File:** 4060-05-03
Re: **FEEDBACK - IMPERIAL LANDING OPEN HOUSES**

Staff Recommendation

That:

1. the Vision (Attachment 7) presented in the report from the General Manager, Parks, Recreation and Cultural Services, dated December 11, 2003, be endorsed;
2. staff be directed to prepare an area plan amendment which incorporates the endorsed Vision for public hearing, as soon as possible (e.g., a March 2004 public hearing);
3. staff be directed to make information regarding the endorsed Vision available for public viewing at City Hall; with comments to be presented at the public hearing.

Cathy Volkering Carlile
General Manager - Parks, Recreation & Cultural Services

Att. 8

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Policy Planning	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Development Applications	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Waterfront Strategic Team	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

Staff Report

Origin

On October 20, 2003, the General Purposes Committee, at its closed meeting, directed that staff:

- 1) be authorized to conduct open houses to seek feedback on the alternative vision options (included in the report dated September 19th, 2003, from the General Manager, Parks, Recreation & Cultural Services), and report to the General Purposes Committee by December 2003;
- 2) canvass Council prior to publication of any supporting materials, including graphics, that will be used at the open houses; and
- 3) include in the materials to be presented at the open houses, a vision for:
 - (i) the Steveston Interurban Tram;
 - (ii) the Britannia Heritage Shipyard/Phoenix Net Loft;
 - (iii) BC Packers Interpretative Centre;
 - (iv) parking; and
 - (v) a private marina.

The purpose of this report is to:

1. summarize the Open House feedback,
2. provide a recommended Vision for the Imperial Landing waterfront, and
3. provide illustrations (e.g., a map, sketches and cross sections) to show how the Vision may look.

Findings Of Fact

The Developer - ONNI

In September 2003, ONNI applied for a Development Permit to build the Imperial Landing Maritime Mixed Use (MMU) area as per the existing Area Plan and Zoning requirements (see **Attachment 1**). ONNI is therefore anxious to build.

Open Houses

The public were invited to review three possible visions and their elements regarding the Imperial Landing waterfront:

- Vision 1- see **Attachment 2**.
- Vision 2 - see **Attachment 3**
- Vision 3 - see **Attachment 4**.

Public Consultation

The public consultation is summarized in **Attachment 5**.

As well, at the invitation of the Copper Sky Strata Council, City staff attended their meeting on Monday, November 24, 2003 to outline the Open House process, visions and elements.

Additional Consultation Opportunities

Some Steveston residents (e.g., Copper Sky and Britannia) indicated that they did not see the public notices for the two Open Houses.

In response, staff displayed the Open House information during the week of December 8-12, 2003 and informed the public as follows:

- by advising representatives of the Copper Sky and Britannia apartments
- placing notices of the Open House display the in City Hall lobby, and
- placing a notice on the City's web site.

Feedback

The public feedback is summarized in **Attachment 5**.

Correspondence

Received correspondence is provided in **Attachment 6**.

The above information will be available at the public hearing.

Analysis

Focus On Preferences

The Open House consultation focussed on obtaining general public preferences.

Feedback from the public suggested that a performing arts centre, library, and retail fish market are compatible. These uses do not need to be developed immediately. The performing arts centre and library could locate in the immediate area. The retail fish market could locate in the Imperial Landing waterfront area.

Any public amenity is to be reviewed according to the City's Park, Recreation and Cultural Master Plan, and corporate priorities.

Analysis

- Staff, with consultants, analysed the feedback in relation to criteria such as:
 - economic
 - financial
 - environmental
 - social
 - urban design.
- These criteria are considered to be essential for a first class waterfront.

Vision (Attachment 7)

- The intent of the Vision is to guide City, private and community interests, investment and decisions in developing the Imperial Landing over the long term, in a viable manner.
- Based on the public open house feedback, staff analysis and criteria, a Vision has been prepared (see **Attachment 7**).

- The Vision is to be interpreted with flexibility.
- To illustrate one possible way in which the Vision may be built, a map, perspective sketch and cross section have been prepared (see **Attachment 8**).

Timing

The timing of decisions is affected as, since September 2003, the City has had an active Development Permit application to build the Imperial Landing Maritime Mixed Use (MMU) area.

Next Steps

Staff recommend that Council:

1. endorse the recommended Vision (**Attachment 7**) (The illustrations are not to be endorsed as they are only examples and flexibility is required)
2. direct staff to prepare an area plan amendment which incorporates the endorsed Vision for public hearing as soon as possible (e.g., for a March 2004 public hearing). The public will have further opportunities to comment on the endorsed Vision when the area plan amendment is considered at Planning Committee, Council and the required Public Hearing in the spring 2004.
3. direct staff to make information regarding the endorsed Vision available for public viewing at City Hall, with views to be presented at the public hearing.


Financial Impact

- Approving the Vision
 - the Vision has been prepared so that some of the proposed public amenities can be paid for by private investment.
 - Public amenities which are not paid for through private development may be paid for, overtime, by other means (e.g., development cost charges (DCCs), partnerships, taxes).
 - City capital costs will be first reviewed and approved by Council.
 - The Vision also encourages additional investment opportunities by the community and stakeholders.
- Preparing the Area Plan amendment - no additional costs.

Conclusion

Staff were directed to conduct public open houses with the community and stakeholders regarding three possible visions for the Imperial Landing waterfront.

The results of the feedback are presented.


Terry Crowe, Manager
Policy Planning (4139)
TTC:cas

ATTACHMENT 1 - ONNI DEVELOPMENT PERMIT APPLICATION MAP

ATTACHMENT 2 – OPEN HOUSE VISION 1

ATTACHMENT 3 - OPEN HOUSE VISION 2

ATTACHMENT 4 - OPEN HOUSE VISION 3

ATTACHMENT 5 – OPEN HOUSE PUBLIC CONSULTATION

ATTACHMENT 6 – CORRESPONDANCE

ATTACHMENT 7 - VISION

ATTACHMENT 8 – ILLUSTRATIONS OF THE VISION

ATTACHMENT 1

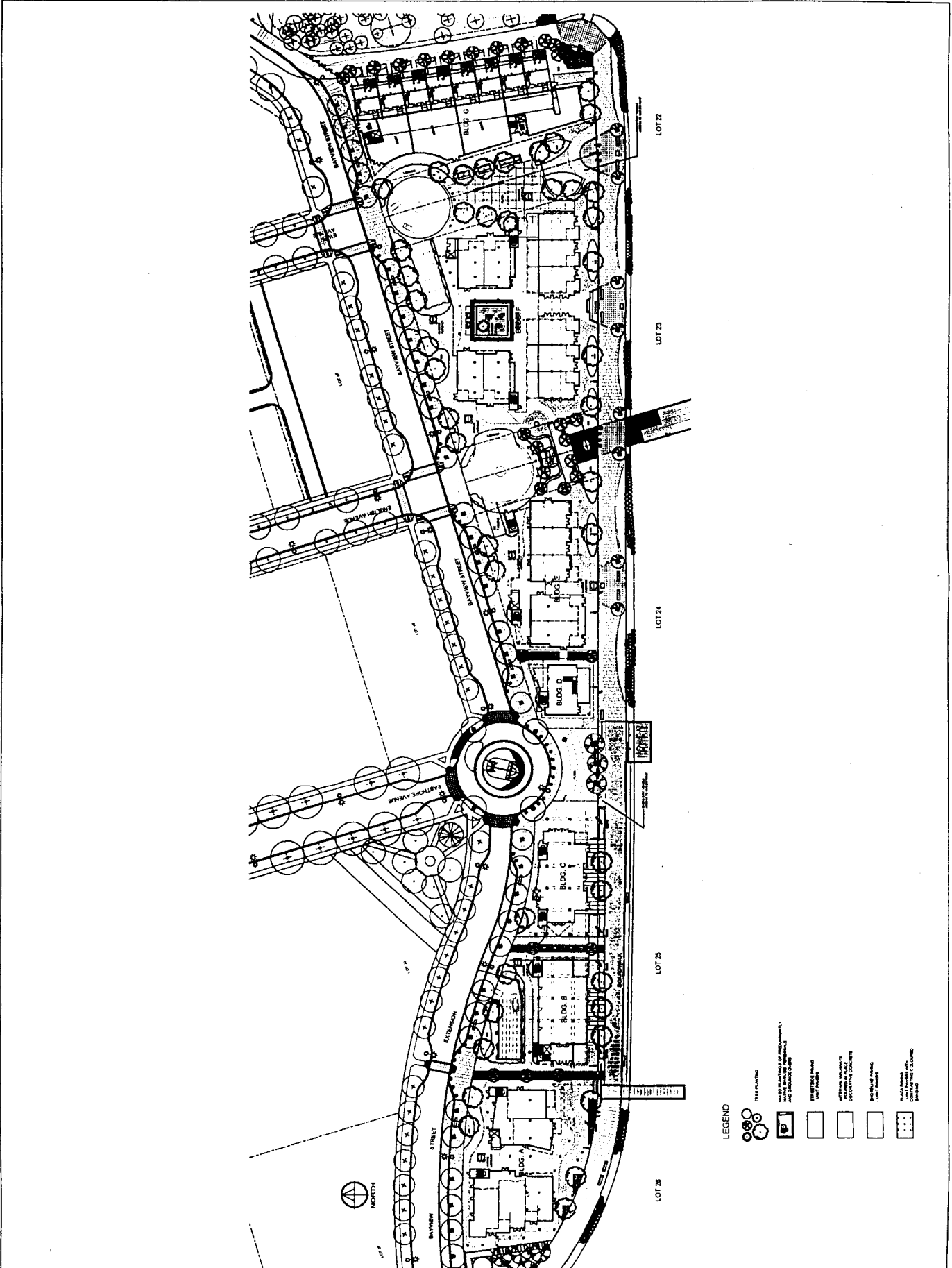
ONNI DEVELOPMENT PERMIT APPLICATION MAP

**KILLICK
METZ
BOWEN
ROBE**
ARCHITECTS PLANNERS INC.
1150 NORTH UNIVERSITY AVENUE
ANN ARBOR, MI 48106
PH: 734.763.1300
WWW.KMBR.COM
PROJECT FILE

PREPARED BY: KILLICK METZ BOWEN ROBE
DATE: 10/20/10
SCALE: 1/8" = 1'-0"
SHEET: 1 OF 4
PROJECT: [illegible]

CAPITAL DEVELOPMENT
GENERAL CONTRACTOR
GENERAL CONTRACTOR
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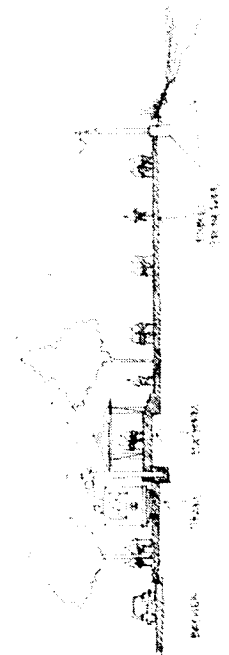
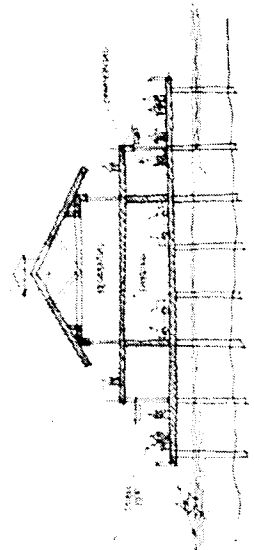
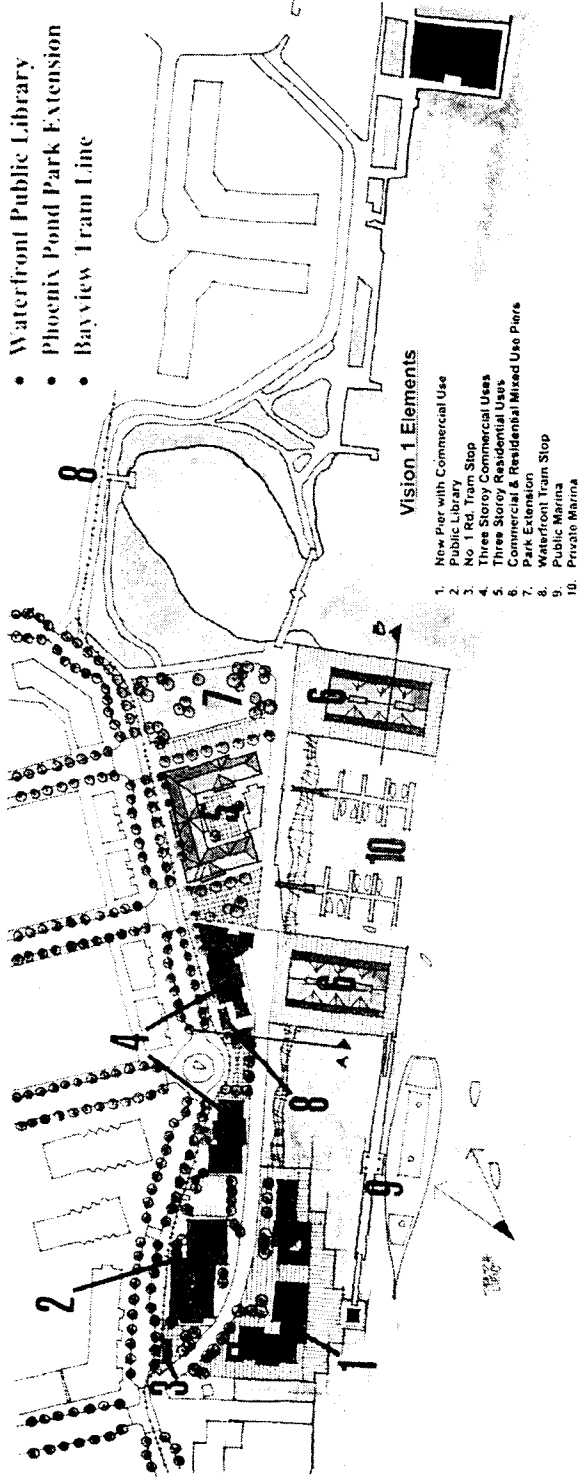
REVISIONS

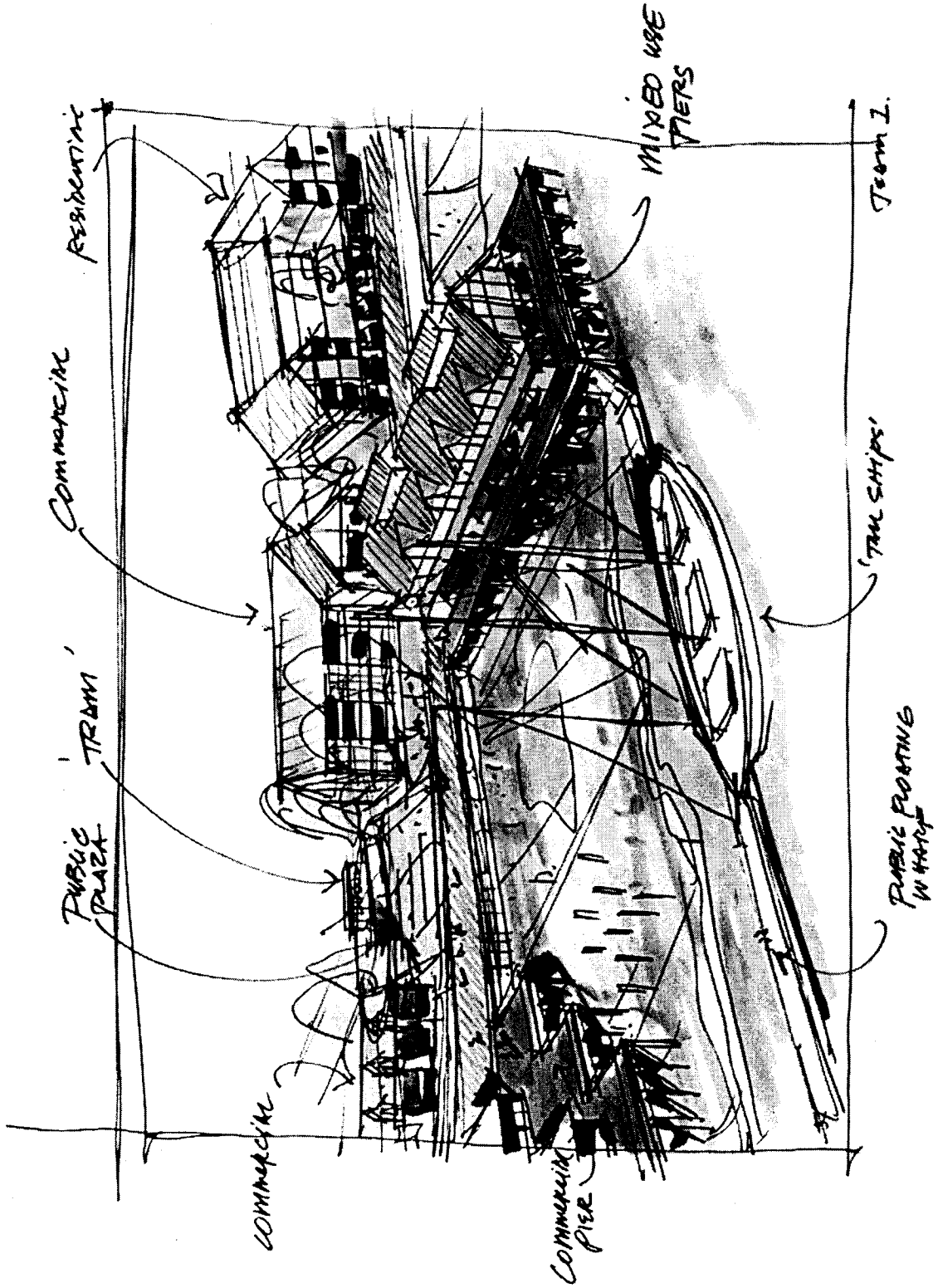


LEGEND

(Symbol: Small circle with dot)	TREE PLANTING
(Symbol: Circle with crosshairs)	NEED TO CLARIFY LOCATION OF THIS SYMBOL
(Symbol: Square with diagonal lines)	STREET SIDE PLANTING
(Symbol: Square with horizontal lines)	PARKING PLANTING
(Symbol: Square with vertical lines)	CONCRETE
(Symbol: Square with diagonal lines, top-left to bottom-right)	BRICK
(Symbol: Square with diagonal lines, bottom-left to top-right)	STONE
(Symbol: Square with dots)	GRAVEL
(Symbol: Square with horizontal lines, top half)	ASPHALT DRIVE
(Symbol: Square with horizontal lines, bottom half)	CONCRETE DRIVE

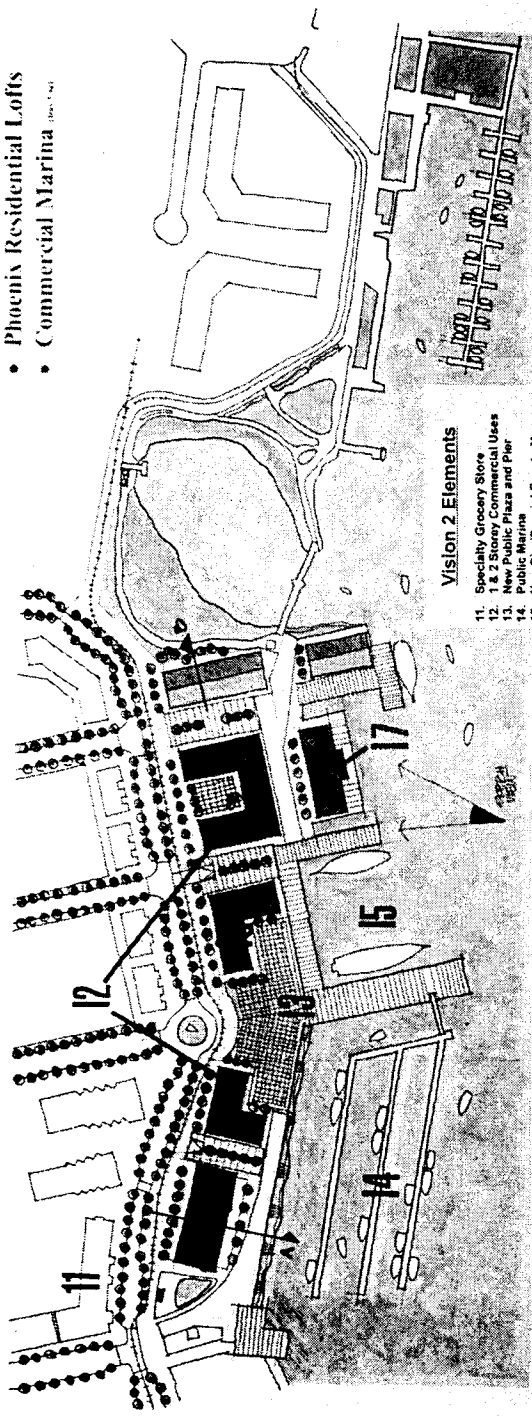
OPEN HOUSE VISION 1





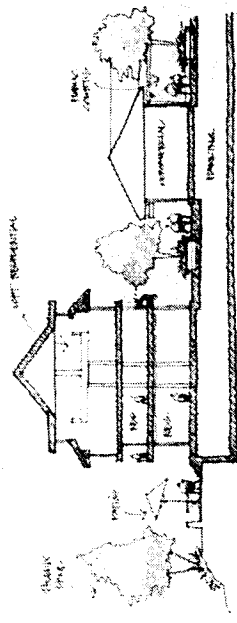
OPEN HOUSE VISION 2

- Specialty Grocery Store
- Phoenix Residential Lofts
- Commercial Marina

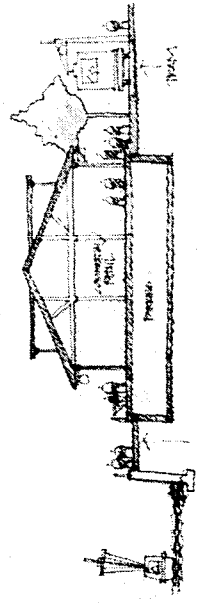


Vision 2 Elements

11. Specialty Grocery Store
12. 1 & 2 Story Commercial Uses
13. New Public Plaza and Pier
14. New Pier/Special Events Moorage
15. Retail Fish Market (Not Auction)
16. Waterfront Restaurant
17. Waterfront Restaurant



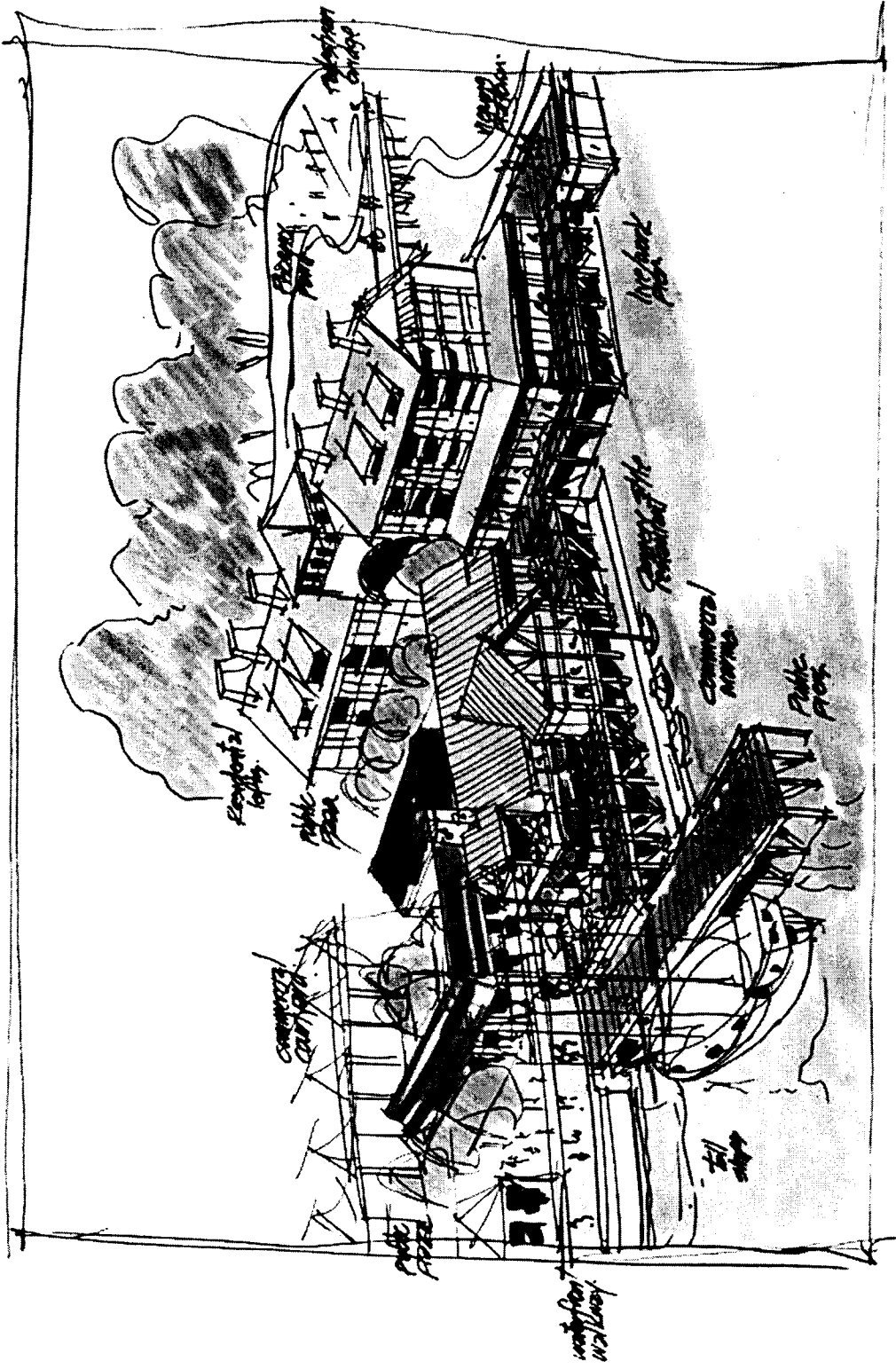
SECTION D
Pier 1 (Water)



SECTION A
Pier 1 (Water)

Imperial Landing: TEAM 2 VISION

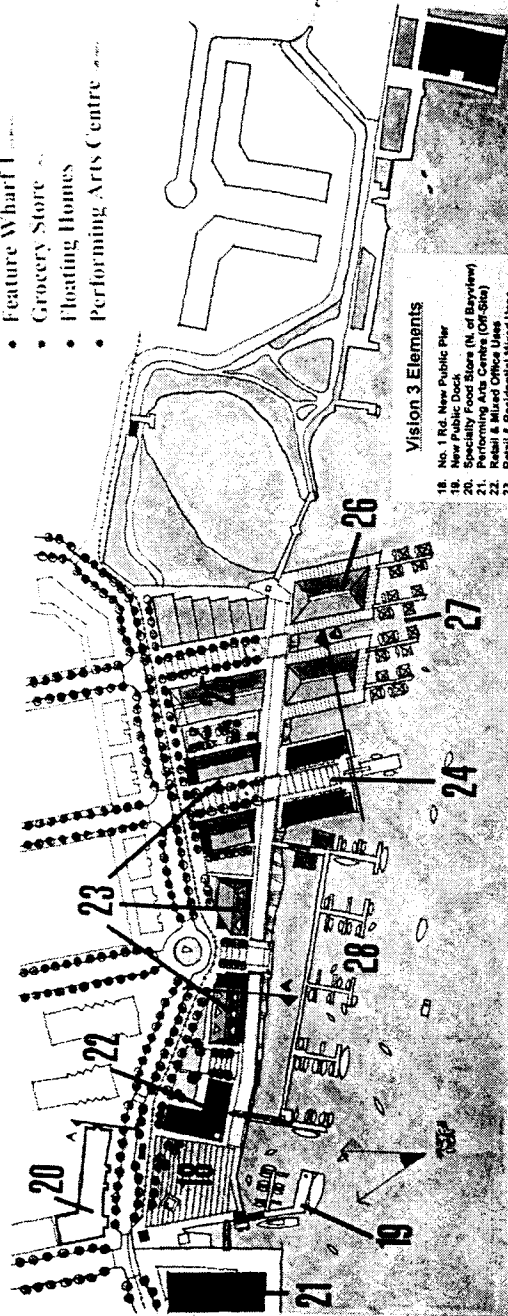




TEAM - 2

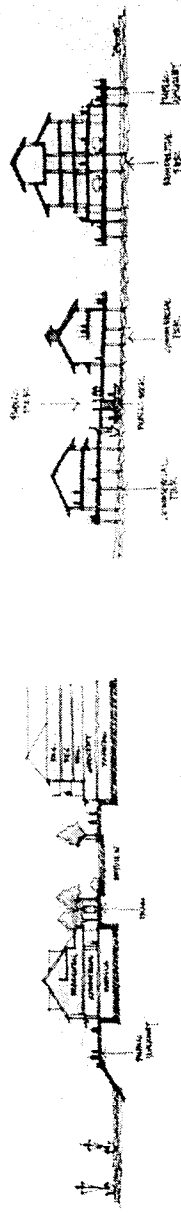
OPEN HOUSE VISION 3

- Feature Wharf 1
- Grocery Store
- Floating Homes
- Performing Arts Centre



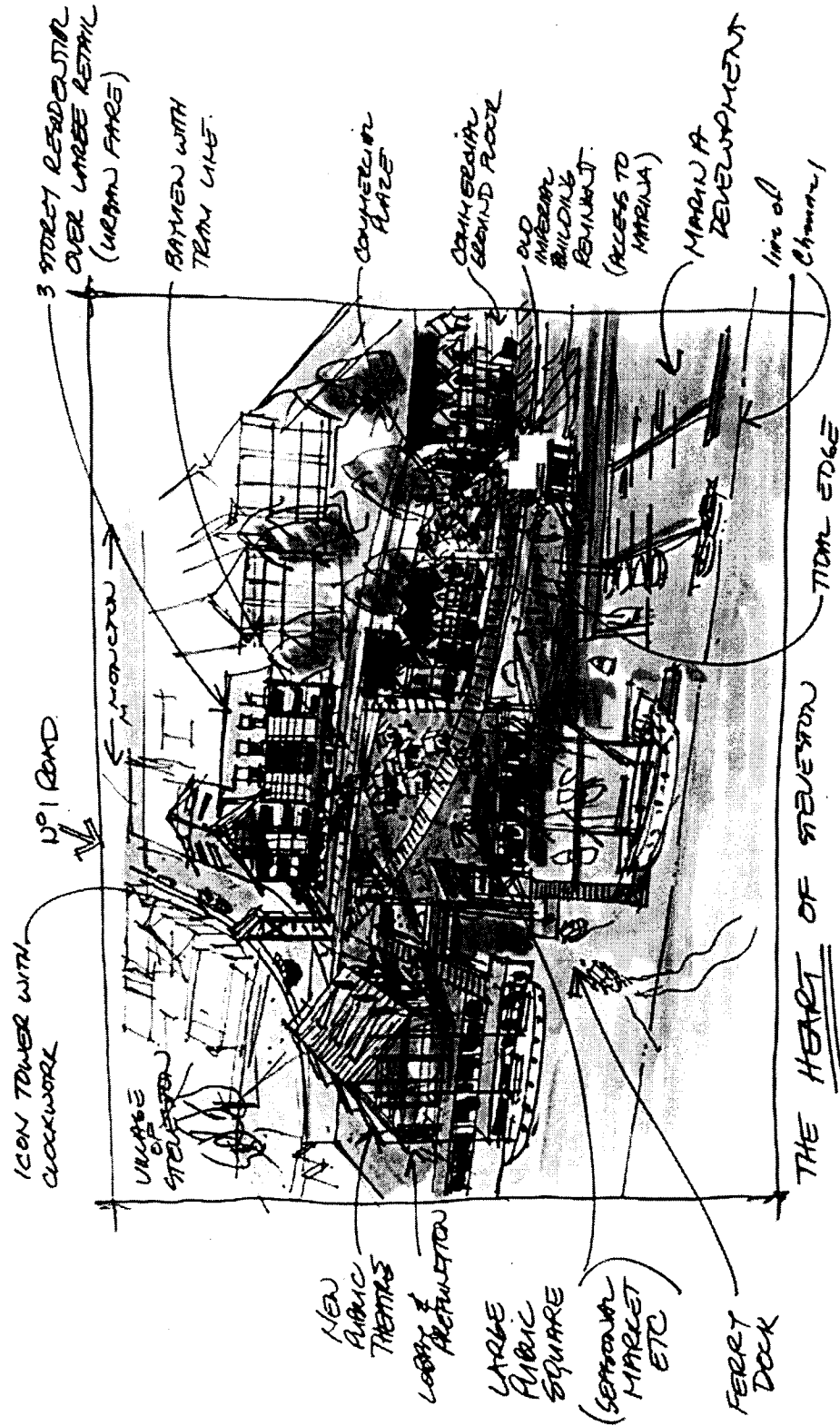
Vision 3 Elements

- 16. No. 1 Rd. New Public Pier
- 18. New Public Dock
- 20. Specialty Food Store (N. of Bayview)
- 21. Residential (Off-Site)
- 22. Retail & Mixed Office Use
- 23. Retail & Residential Mixed Uses
- 24. New Commercial Pier-WP Public Dock
- 25. Residential on Land
- 26. Floating Over Water
- 27. Floating Homes
- 28. Public Marina



Imperial Landing: TEAM 3 VISION





Team 3

ATTACHMENT 5

OPEN HOUSE PUBLIC CONSULTATION



RICHMOND

Island City, by Nature

SUMMARY

OPEN HOUSES RESULTS *Imperial Landing Waterfront*

November 17th and 20th, 2003

Prepared by:

*Michael von Hausen, MLAUD, MCIP, CSLA
President*

MVH Urban Planning & Design Inc.

&

Don Wuori, CSLA

Principal

Don Wuori Design Consultant

In Association with
The City of Richmond

December 11, 2003

SUMMARY

The following is a summary of responses from the Imperial Landing Open Houses held on November 17th and 20th, 2003 in Richmond City Hall. The results reflect an evaluation of the elements of three Visions for the Imperial Landing portion of the Steveston waterfront. They provide a general indication of preferences and should be treated with flexibility and care in drawing conclusions.

Open House Dates

The Open Houses were held in the City Hall Lobby on:

- Monday November 17, 2003, from 11am to 8pm, and
- Thursday, November 20, 2003, from 11am to 8pm.

Public Notice of The Two Open Houses

The City provided public notices of the two open houses in the following manner:

- large notices in the City's Notice Board in the Richmond Review on November 9, 13 and 16, 2003.
- a notice of the Open Houses on the City's Web Site;
- posters in the City Hall;
- posters in all community centers; and
- letters of invitation to 20 stakeholders.

As well, at the invitation of the Copper Sky Strata Council, City staff attended their meeting on Monday, November 24, 2003 to outline the process, visions and elements.

Attendance and Representation

- The responses represent an 84% response rate of the 224 attendees at the two open houses.
- Attendees were equally split between the two open houses.
- The majority of the responses were from:
 - residents (67%), and
 - business/residents (13%),
 for a total response rate of 80% from the Steveston area.
- A number of special interest groups were represented (9%) including:
 - Richmond Artists
 - Steveston Community Centre
 - ONNI
 - Steveston Harbour Authority
 - Steveston Museum Advisory
 - Pacific Coast Maritime Museum
 - National Maritime Museum
 - BC Packers Ltd.,
 - Fraser River Port Authority
 - London Heritage Farm
 - Phoenix Cannery Association,
 - Copper Spirit Hotel Group
 - Fraser River Estuarium & Education Society

- Steveston Legacy
- Pacific Sail Association
- Army, Navy & Air Force Veterans (Richmond)

Feedback Opportunities

The participants in the open houses were provided the opportunity to review and comment on the concept boards and background information.

In particular attendees were asked for feedback on the following:

1. Likes and Dislikes for 28 Elements of the three Visions;
2. Each of the three Visions;
3. the future uses for the Phoenix Net Loft;
4. Additional comments on the Visions; and
5. Other comments about the City of Richmond.

Participants were also given the opportunity to draw their own vision on a map.

Feedback Comments

The following is a summary of the most liked and disliked elements of the three visions:

1. **The Top Ten:** Of all the respondents two out of three, liked the following the best:

Element
Public Park Extension
Public Marina
#1 Road Pier
Public Plaza and Pier
#1 Road Tram Stop
Specialty Grocery Store
Specialty Food Store (North of Bayview Street)
New Public Dock
Performing Arts Centre
Waterfront Tram Stop (Easthope & Bayview)

2. **The Bottom Five:**

Element
Floating Homes
Residential Uses Over Water
Three Storey Commercial Uses Over Land
Three Storey Residential Uses Over Land
Commercial & Residential Mixed Use Piers

3. The 13 In-Between:

Element
New Pier with Special Events Moorage
Public Library
Public Marina (Vision 2)
Waterfront Restaurant
Retail & Office Mixed Use
Public Marina (Vision 3)
New Pier with Commercial Use
One & Two Storey Commercial Over Land
Retail & Residential Mixed Use
Retail Fish Market
New Commercial Pier with Public Dock
Residential Uses on Land
Private Marina

Phoenix Net Loft Uses

In general, five themes summarized the potential reuse for the Phoenix Net Loft Building, each emphasizing a public use preference:

1. Performing Arts Centre and Community Art Gallery for local artists
2. Marine recreation
3. Heritage preservation
4. Special events
5. Research & Eco-Education Facility.

Mapping

The mapping exercise invited attendees to draw their vision of the Imperial Landing area.

The 25 submissions of drawings and proposals ranged from a full park waterfront to a rich mix of residential, commercial, and public-related uses including the Granville Island type theme.

A central theme was a public-oriented waterfront with water-related uses but generally no residential buildings over the water, reinforcing the other results.

Other suggested proposals included:

- A Pocket Cruise Ship terminal;
- A 1st Nations Cultural Centre and Hotel;
- Three life sized bronze statues depicting three aspects of the fishing industry at #1 Road; and
- A Tall Ship training facility.

Overall Major Themes from Open Houses

1. The Do's

- a) Public waterfront activities including marinas, park extension and related public uses (e.g., performing arts centre);
- b) Expand green space and park along the waterfront;
- c) Maintain openness of the waterfront;
- d) Develop publicly-oriented commercial uses and residential uses not to exceed 2 stories on land or water (Note: The existing zoning permits 3 storey buildings.);
- e) Expand public piers and related activities;
- f) Introduce a waterfront Tram stop at No. 1 Road and at Easthope Avenue and Bayview Street (reservations were that the Tram line should provide for local and tourist transit, linked to the main transit network);
- g) Develop a specialty food store on-site or off-site (20,000 – 30,000 square feet; for example, Choices, Capers or Meinhardts);
- h) Develop a waterfront restaurant over water; and
- i) Reuse the Phoenix Net Loft for public and marine oriented uses.

2. The Don'ts:

- a) Do not build residential uses on the water;
- b) Do not develop 3 storey buildings (Note: The existing zoning permits 3 story buildings.);
- c) Do not overbuild the waterfront;
- d) Do not have parking over the water or provide road access across the public walkway to parking over the water (parking generally noted as an issue); and
- e) Do not fill Lot H on the waterfront;

ATTACHMENT 6

CORRESPONDENCE

November 27, 2003

Terry Crowe
Manager, Policy Planning
City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

Dear Mr. Crowe,

RE: Imperial Landing, Waterfront Vision Choices

Members and staff of the Richmond Public Library Board attended the Open House on Imperial Landing outlining various visions and options and have discussed them at our Board meeting on November 26th. I would like to take this opportunity to provide you with the Library Board's feedback.

The Library Board is very excited about the possibility of an expanded and relocated library branch being an integral part of the waterfront development. There is no question that our current branch in the Steveston Community Centre has outgrown its space and that a major library branch in the Steveston area is required to meet the growing population's demand for library service.

In very general terms the Library Board's requirements for a branch facility are as follows:

- 25,000 square feet (preferably on one floor)
- Good street visibility
- Adjacent to other high traffic, seven-day-a-week facilities
- Easy road access for both cars and passenger drop off
- Convenient and sufficient parking

We have also heard that there may be other opportunities for a library located within the broader BC Packers site—perhaps even using existing buildings. The Library Board is open to investigating all reasonable proposals that meet our basic requirements.

A new library presents a wonderful opportunity to carry out the Library's vision for a more comprehensive and seamless delivery of community services as I described during my recent report to City Council. The Steveston location and proximity to the waterfront present the opportunity to have an exciting maritime theme and "feel" to the library branch. The Board can see using the library facility to help highlight and showcase local history and to develop library collections and programs in co-operation with local historical groups to offer fun and educational programs on local history for both children and adults. The library will attract hundreds of thousands of visitors every year and will provide an excellent opportunity to increase the exposure of other community services.

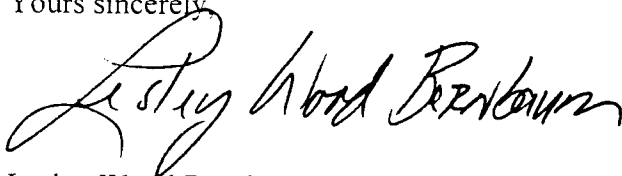
Another important element for the library will be to have a variety of gathering spaces for the community. Some should be informal to encourage relaxation and impromptu meetings while other spaces should be designed to facilitate holding community events and providing space for community groups to offer their programs and showcase their services. The Library sees itself as being a facilitator and enabler for a wide variety of community groups to more effectively carry out their programs.

Of course, an expanded Steveston library will require increases to both the capital and operating budgets. As with previous library expansions, the Library Board will commit to a substantial community fund development program to raise money for the capital program while looking to City Council to support the increases in operating costs.

I understand that events may move quickly as plans are considered and evaluated. The Library Board needs to ensure that its perspective is readily available and part of the decision-making process. Therefore we request that our Chief Librarian, Mr. Greg Buss, be involved as early as possible in all discussions and plans relating to a library.

Thank you for giving us the opportunity to review the Imperial Landing visions and options and asking for our feedback. We look forward to further discussions on this very exciting project.

Yours sincerely,

A handwritten signature in cursive script that reads "Lesley Wood Bernbaum". The signature is written in dark ink and is positioned above the printed name and title.

Lesley Wood Bernbaum, Chair
Richmond Public Library Board

Copy: Mayor and Council
Cathy Volkering Carlile



101-1965 West 4th Avenue
Vancouver, BC, Canada, V6J 1M8
Phone (604) 257-0325
Fax (604) 736-5044

December 8th, 2003

City of Richmond
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

Attention: Mayor & City Council

**Re: BCS 374 - Copper Sky East @ 4600 Westwater Drive
Tram Railway and Waterfront Development – Imperial Landing**

Dear Mayor and Council Members,

Copper Sky is a new Strata Corporation, with 91 units, located at 4600 Westwater Drive. At the most recent meeting of the Strata Council, held November 24th, Mr. Terry Crowe, Manager of the Policy Planning Department, addressed Council regarding a tram railway that is envisioned to run along Bayview Street and continue onto London Farm. Mr. Crowe indicated the tram will either:

- a) connect with Westwater Drive, turn South onto Brunswick Drive and continue East past the Britannia Heritage Shipyard: or
- b) continue on from Bayview Street past Pheonix Pond and along the shoreline south of Copper Sky East.

The Strata Council wishes to bring to your attention their strong opposition to either of these Tram Railway proposals.

The Strata Council feels these proposals will negatively impact the ambiance of the neighborhood and present a number of significant health and safety concerns. The council also questions the economic viability of the tram proposal. The Strata Council is also concerned that questions pertaining to the tram were not adequately listed in the survey completed by those who attended the open house held on November 17th and 20th, 2003 in the lobby of the Richmond City Hall. The question of the tram was noted in only two questions (Vision 1, questions #3 and #8)

Currently walkers, skateboarders, and cyclists use the shoreline path. If a tram is integrated into the pathway, the City of Richmond will be faced with many of the same challenges as the City of Vancouver. One needs only look to the issues surrounding the use of the Stanley Park Sea Wall – too many competing interests using a limited resource.

The Strata Council would also like to address the development proposed on the water at Imperial Landing in all three visions presented at the open house.

The Strata Council wishes to bring to your attention their strong opposition to any development on the water.

Development on the water such as "floating homes" and marinas would take away from the serenity of the area as well as clutter up the view lines of many residents. It would be unfortunate to lose such a beautiful and peaceful setting. Also, when looking at the proposals for the water development, it seems that issues such as parking and traffic have not been adequately addressed. We find that very worrisome. Parking in the Steveston area is already severely limited.

We appreciate your taking the time to read this letter and ask that you keep us informed of any further developments in regard to the Imperial Landing waterfront development and proposed tram railway. We ask that you consult with us first before taking any action or initiative related to our concerns and ask that we be given adequate notice.

Yours truly,

BAYWEST MANAGEMENT CORPORATION
On Behalf of the Council of Owners at Strata Plan BCS 374

Dave H. Olafsson
Strata Property Agent

Direct: 604-714-1524
Email: dolafsson@baywest-mgt.com

cc: Terry Crowe, Manager, Policy Planning Department

ATTACHMENT 7

VISION

VISION
IMPERIAL LANDING WATERFRONT

The Imperial Landing waterfront development complements Steveston Village and the adjoining residential development with a rich mix of public, residential and commercial uses which reflect the community's fishing and home port roots, and together create a unique and vibrant high quality waterfront destination for City residents, workers and visitors to live, work and play.

Sustainability Principles

Social

- Provide public access along the waterfront;
- Expand the public orientation of the waterfront by including marinas, piers, plazas and related public uses;
- Retain the Tram line on Bayview Street with tram stops along Bayview at No 1 Road and Easthope;
- Introduce more hard surface public spaces that can accommodate both public uses and programmed events;
- Use materials and building forms that are similar to the historical development pattern;
- Utilize traditional methods of construction such as posts and pilings;
- Increase contact with the water by introducing publicly accessible commercial development and amenities built over the shoreline.

Environmental

- Ensure that development meets the environmental principles associated with the waterfront;
- Ensure that adequate parking and transit is provided.

Economic

- Pay for and maintain some public amenities by providing commercial and residential development opportunities;
- Develop commercial uses that create an interesting and vibrant waterfront, and enhance the viability of Steveston;
- Mix residential with commercial uses;
- Develop publicly-oriented commercial uses on land and water;
- Permit public amenities and limited commercial uses over the water.

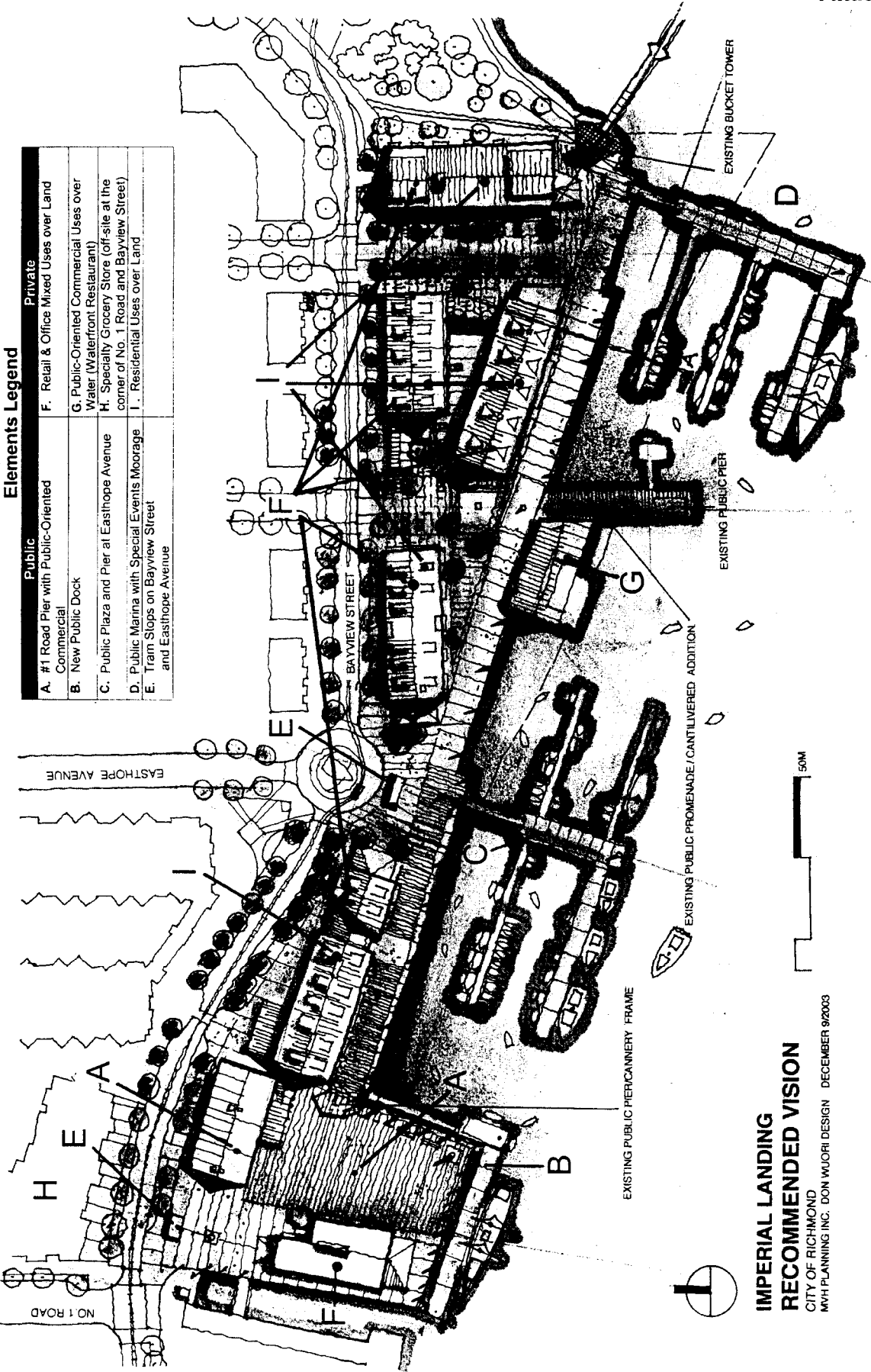
Elements of The Vision

	Public Amenities		Private Uses
A*	No 1 Road Pier with Public-Oriented Commercial	F*	Retail & Office Mixed Uses over Land
B*	New Public Dock	G*	Public-Oriented Commercial Uses over Water (e.g., waterfront restaurant)
C*	Public Plaza and Pier at Easthope Avenue	H*	Specialty Grocery Store (e.g., No 1 Rd & Bayview Ave.)
D*	Public Marina with Special Events Moorage	I*	Residential Uses over Land
E*	Tram Stops at: - No. 1 Road, and - Easthope Avenue on Bayview Ave.		
* = see accompanying Vision Illustrations			

ILLUSTRATIONS OF THE VISION

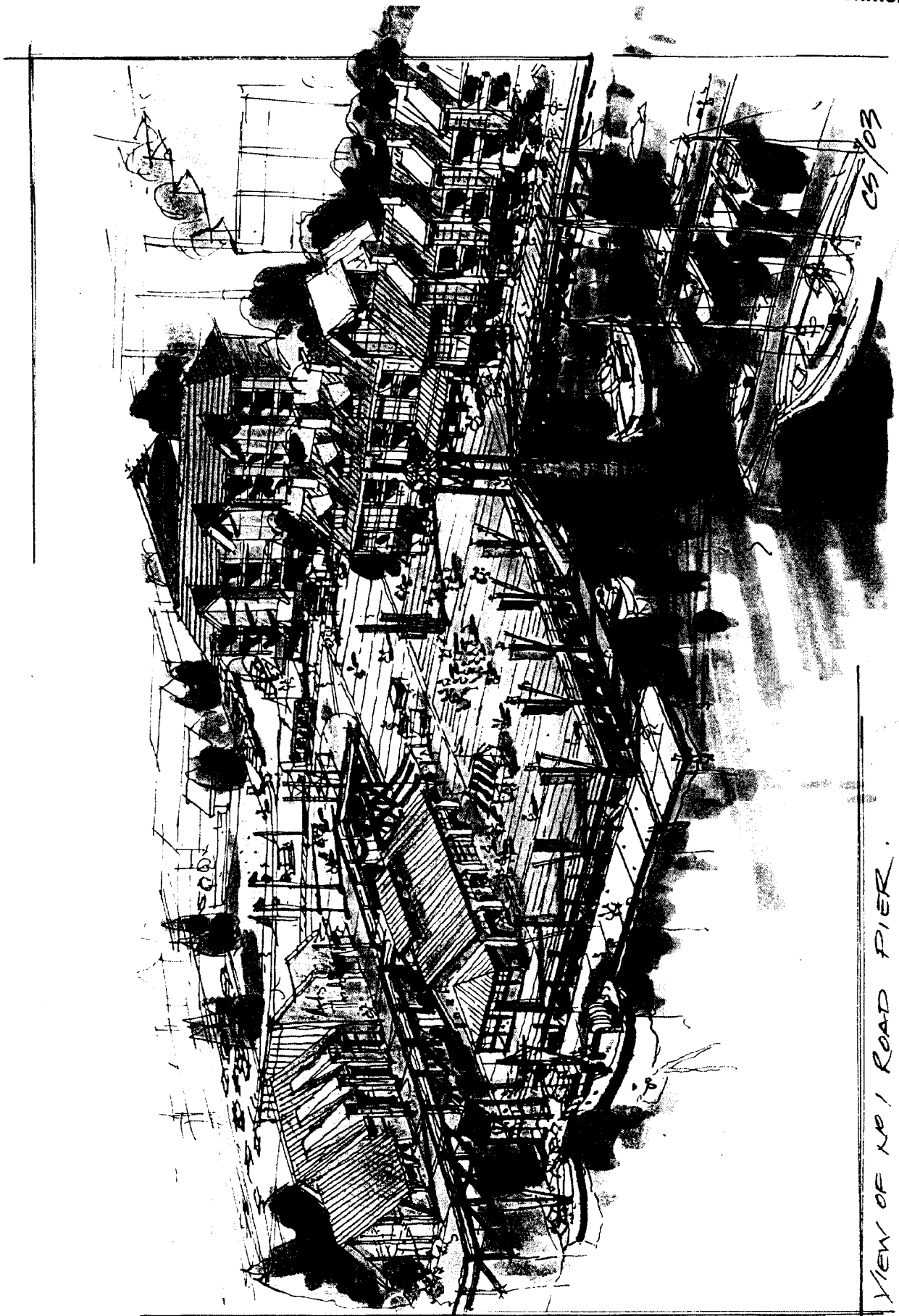
Elements Legend

Public	Private
A. #1 Road Pier with Public-Oriented Commercial	F. Retail & Office Mixed Uses over Land
B. New Public Dock	G. Public-Oriented Commercial Uses over Water (Waterfront Restaurant)
C. Public Plaza and Pier at Easthope Avenue	H. Specialty Grocery Store (off-site at the corner of No. 1 Road and Bayview Street)
D. Public Marina with Special Events Moorage	I. Residential Uses over Land
E. Tram Stops on Bayview Street and Easthope Avenue	



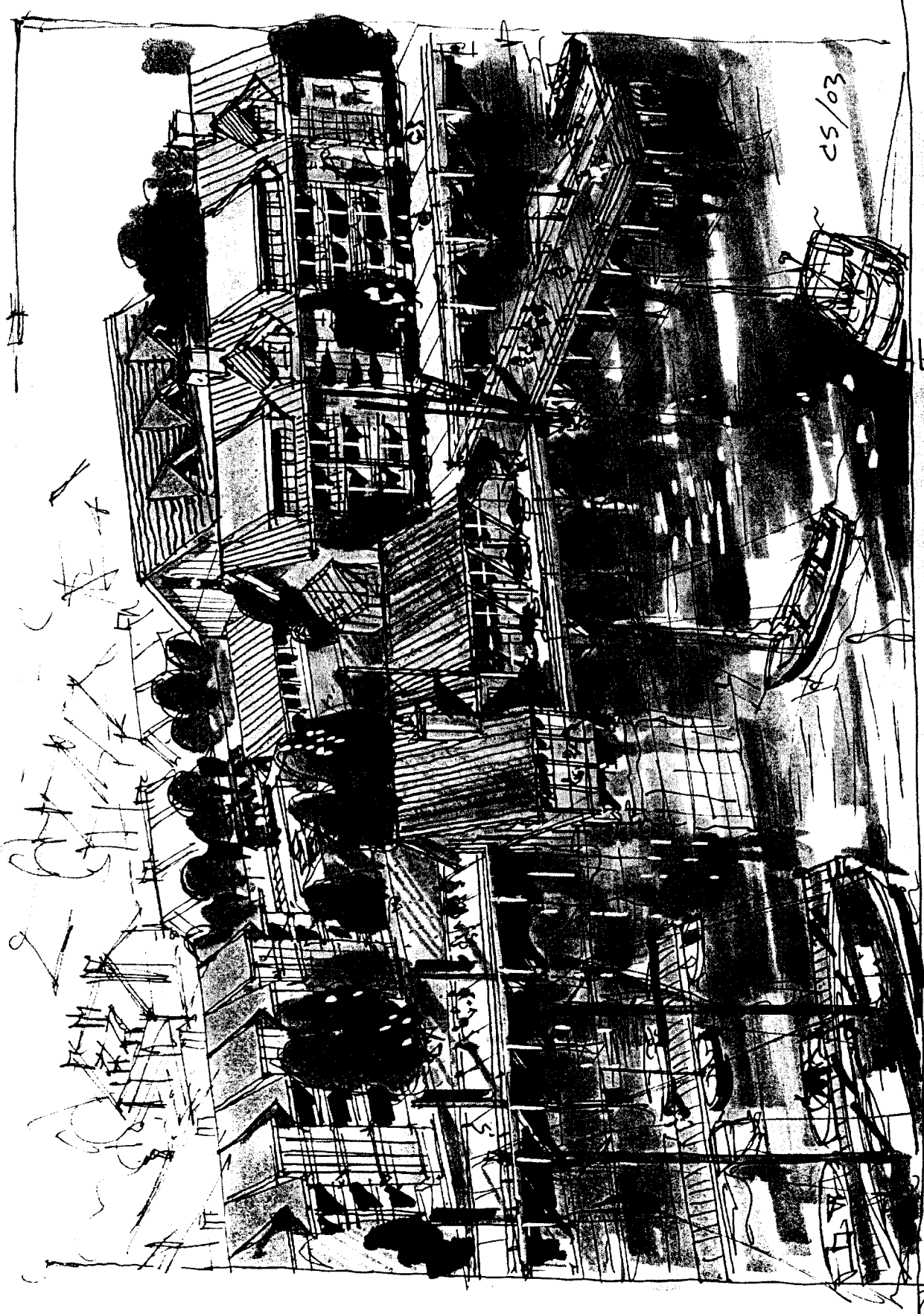
**IMPERIAL LANDING
RECOMMENDED VISION**

CITY OF RICHMOND
MWH PLANNING INC. DON WUJORI DESIGN DECEMBER 9/2003



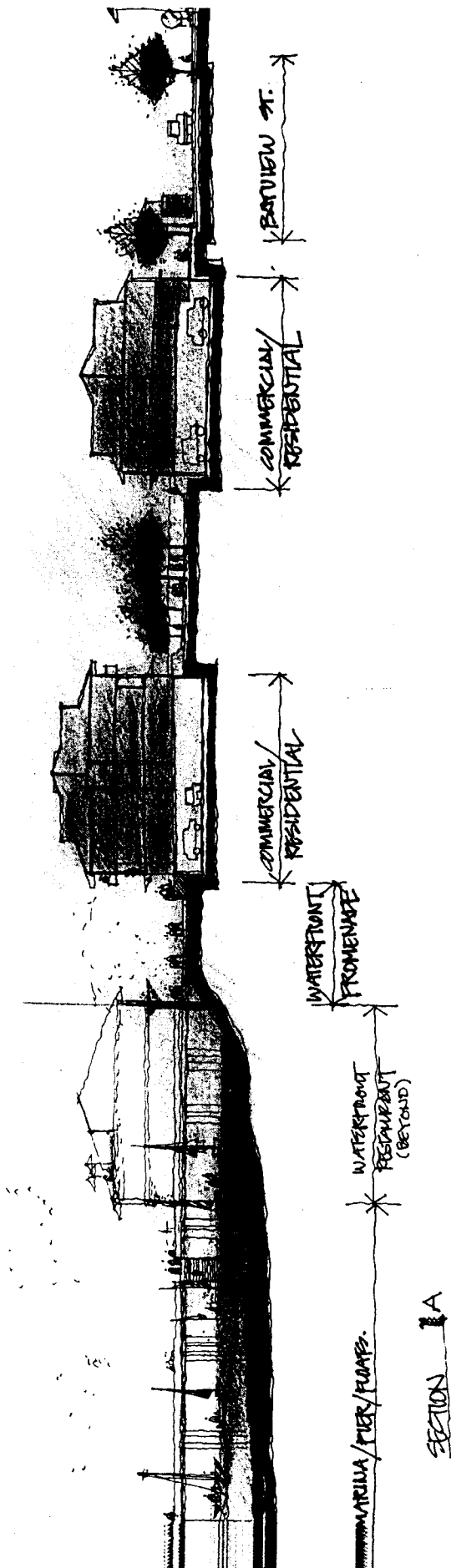
CS/03

VIEW OF NO. 1 ROAD PIER.



CS/03

VIEW OF EXISTING PUBLIC PIER WITH NEW WATERFRONT RESTAURANT.



**IMPERIAL LANDING
RECOMMENDED VISION**
CITY OF RICHMOND
MVH PLANNING INC./DON WUORI DESIGN DECEMBER 9/2003