

#### **Report to Committee**

To:

Parks, Recreation and Cultural Services

Date:

March 31, 2023

Committee From:

**Todd Gross** 

Director, Parks Services

File:

06-2345-20-LSCP1/Vol

Re:

Lansdowne Major Park and Open Space Guiding Principles and Next Steps

#### **Staff Recommendation**

1. That the Lansdowne Major Park and Open Space Guiding Principles as outlined in the staff report titled "Lansdowne Major Park and Open Space Guiding Principles and Next Steps," dated March 31, 2023, from the Director, Parks Services, be endorsed; and

2. That the Lansdowne Major Park and Open Space Master Plan Process proceed to Phase 2 - development of master plan concept options as outlined in the staff report titled "Lansdowne Major Park and Open Space Guiding Principles and Next Steps," dated March 31, 2023, from the Director, Parks Services.

Todd Gross

Director, Parks Services

(604-247-4942)

Att. 5

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Policy Planning Development Applications	<u>고</u>	Elf-5
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO

#### Staff Report

#### Origin

Official Community Plan (OCP) Amendment Bylaw 10154 related to the Lansdowne Shopping Centre Final Master Land Use Plan, received third reading. The amount and location of park space for the site as illustrated in the Master Land Use Plan, has received support by Council through this process. As outlined in the staff report titled "Proposed Official Community Plan/City Centre Areas Plan (CCAP) Amendment, Lansdowne Shopping Centre Final Master Land Use Plan", dated January 20, 2021, from the Director, Development, prior to the first rezoning application in Phase 1 being considered by Council, Parks Services staff will prepare a Major Park Master Plan for Council's consideration.

Parks Services staff are in Phase 1 of a three phase Lansdowne Major Park and Open Space Master Plan Process. Phase 1 is focused on development of guiding principles, which will inform the development of master plan concept options in Phase 2.

The purpose of this report is to present the Lansdowne Major Park and Open Space Guiding Principles and outline the next steps in the Lansdowne Major Park and Open Space Master Plan Process for Council consideration. This report supports Council's Strategic Plan 2022-2026 Strategy #1 Proactive in Stakeholder and Civic Engagement:

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

1.3 Increase the reach of communication and engagement efforts to connect with Richmond's diverse community.

This report supports Council's Strategic Plan 2022-2026 Strategy #2 Strategic and Sustainable Community Growth:

Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.

2.3 Ensure that both built and natural infrastructure supports sustainable development throughout the city.

This report supports Council's Strategic Plan 2022-2026 Strategy #5 A Leader in Environmental Sustainability:

Leadership in environmental sustainability through innovative, sustainable and proactive solutions that mitigate climate change and other environmental impacts.

- 5.1 Continue to demonstrate leadership in proactive climate action and environmental sustainability.
- 5.2 Support the preservation and enhancement of Richmond's natural environment.

This report supports Council's Strategic Plan 2022-2026 Strategy #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

- 6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.
- 6.2 Enhance the City's network of parks, trails and open spaces.
- 6.3 Foster intercultural harmony, community belonging, and social connections.

#### **Analysis**

#### Background

The Lansdowne Shopping Centre Land Use Plan (Land Use Plan), which is the primary subject of Official Community Plan Amendment Bylaw 10154 (the Amendment) includes four hectares (10 acres) of Major Park and Open Space Area (Park and Open Space). The Park and Open Space will be located across the future redeveloped Lansdowne Shopping Centre site (the Site), however, the majority of it will be located within 400 metres (a five minute walking distance) of the Lansdowne Canada Line Station and in close proximity to new residential, commercial and office space.

The Park and Open Space will contribute towards an enhanced pedestrian realm and increased connections while also offering a broad range of amenities and programming. Based on the widespread sizes, locations, and adjacent uses of the Park and Open Space, each component will have a distinct character, function, and features.

In terms of service levels, the Park and Open Space will function on multiple scales. They will serve as neighbourhood parks for those living within a five minute walking distance of it, while also serving as community-wide and regional destinations. The city centre park distribution standard outlines a provision of a park within 400 metres of all residential areas so that residents can reach a park within walking distance of their home. See Attachment 1 for a Map of Parks within a Five to 15 Minute Walking Distance of the Site. Given the central and highly accessible location of the Park and Open Space within the City Centre area, they will also become popular, premier destinations.

The Park and Open Space will be comprised of the elements described in the following sections of this report. The Park Elements encompass the primary park spaces on the Site and the Open Space Elements are comprised of enhanced, broadened pedestrian-oriented linkages located throughout it. See Attachment 2 for a Map of the Park and Open Space Elements.

The following elements and descriptions match those outlined in the Lansdowne Shopping Centre Master Land Use Plan and Amendment:

#### Park Elements

- 1. <u>Civic Plaza</u>: will be located at the southwest corner of the Site at the Lansdowne Road and No. 3 Road intersection, adjacent to the Lansdowne Canada Line Station. This space will facilitate gathering, cultural activities, significant public art and pedestrian circulation;
- 2. <u>Centre Park</u>: will be located along the central, southern edge of the Site. This space will incorporate facilities that will accommodate active and passive neighbourhood uses, as well as festivals and major events. Centre Park will be the largest and primary green park space included in the Site;
- 3. <u>Neighbourhood Plaza</u>: will be located at the southeast corner of the Site abutting Lansdowne and Kwantlen Roads. This space will accommodate informal gathering and smaller community events;
- 4. <u>Lansdowne Linear Park</u>: will be located along the entire length of the Site's Lansdowne Road frontage. This linear park will be a signature central section of the City's east/west civic spine and will function as a major pedestrian and cycling connection as well as an art walk that includes mixed resilient planting. This linear park will be a component of a larger linear park network that will connect the Richmond Olympic Oval and waterfront with the Garden City Lands, which is being incrementally introduced, as properties along Lansdowne Road are being redeveloped; and
- 5. <u>Park Frontage Enhancement Area</u>: will be located along the edges of the Major Park elements. This area will facilitate a transition between public and private spaces, including balancing a lively public realm with residential expectations related to quiet enjoyment of personal space.

#### Open Space Elements

- 1. No. 3 Road Wedge Plaza: will be located along the Lansdowne Shopping Centre site's No. 3 Road frontage and will extend toward the Civic Plaza. This plaza will be designed to encourage public gathering and contribute to the CCAP's designation of the area under and abutting the Canada Line between Aberdeen Centre and Lansdowne Village Centre as a "flexible street festival zone" and No. 3 Road as a "Great Street";
- 2. <u>Plaza to Park Connector</u>: will be a green link that connects the Civic Plaza and Centre Park. This connector will improve circulation during major events hosted at Centre Park. It will be designated as a secondary retail street, closed to motorized traffic and characterized by small-grain storefronts. It will include design features that prioritize the movement, enjoyment and safety of pedestrians;

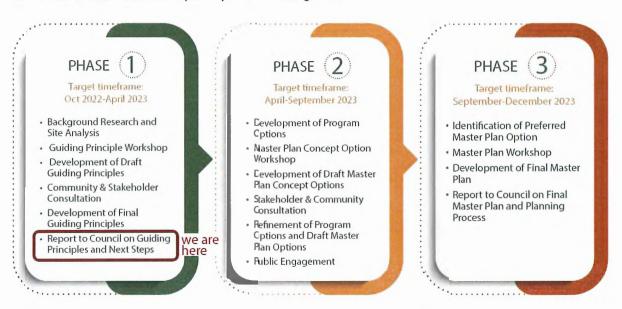
- 3. North/South Green Link: will be a broad north/south public connection between Alderbridge Way and Centre Park. This link will be characterized by its park-like character, inclusion of large trees and spaces for small groups to gather. It will also be designed to accommodate a neighbourhood mobility hub, which will include neighbourhood mobility options such as cycling amenities (racks, repair, cycle share), ride hailing pick-up and drop-off, seating, weather protection, lighting and wayfinding; and
- 4. <u>Minor Green Links</u>: will be concentrated east of an extension of Cooney Road through the Site. These proposed Minor Green Links will increase connectivity through the site and be designed to encourage pedestrian circulation.

Please note that the Park and Open Space will be further defined with community and stakeholder consultation in future phases of the planning process. See the following *Park and Open Space Master Plan Process* section for an overview of the planning process.

#### Park and Open Space Master Plan Process

As previously mentioned and outlined in the *Overview of the Park and Open Space Planning Process* diagram below, the Park and Open Space Master Plan Process is comprised of three phases. Phase 1 is focused on background research, site analysis and development of guiding principles. Phase 2 is focused on development of master plan concept options for community and stakeholder input. Phase 3 is focused on identification of a preferred master plan concept option and development of the final Lansdowne Major Park and Open Space Master Plan for Council consideration.

#### Overview of the Park and Open Space Planning Process



We are currently near the end of Phase 1 of the planning process, which will culminate in endorsement of the Park and Open Space guiding principles. The guiding principles, which are included on the following pages as well as Attachment 4, were developed based on:

- The OCP/CCAP Amendment and Master Land Use Plan, including the Special Precinct guidelines;
- The Site context as set out by the CCAP;
- Related City strategies and plans, including, but not limited to, the Park and Open Space Strategy 2022, Ecological Network Management Strategy, Integrated Rainwater Management Strategy, Enhanced Accessibility Guidelines, Recreation and Sport Strategy, Community Wellness Strategy, Community Energy and Emissions Plan, and the City Centre Public Art Plan;
- Background research including, but not limited to, the natural and cultural history of the Site, precedent studies, stormwater best management practice studies, event production and infrastructure studies, and transportation studies;
- Site analysis; and
- Feedback from community groups and key stakeholders.

#### Community Engagement

Between December of 2022 and February of 2023, the community groups listed below were provided with a presentation of the Park and Open Space Master Plan Process and draft guiding principles at their regularly scheduled meetings.

- Richmond Community Services Advisory Committee (December 12, 2022);
- Seniors Advisory Committee (January 11, 2023);
- Advisory Committee on the Environment (January 11, 2023);
- Richmond Intercultural Advisory Committee (January 18, 2023);
- Active Transportation Committee (January 18, 2023); and
- Richmond City Centre Community Centre Association (February 28, 2023).

Staff followed up via email, after the presentations, to invite feedback on the draft guiding principles and input on preliminary program ideas for the Park and Open Space. Input by way of a survey and/or general comments through email were welcomed. The draft guiding principles were well received with the vast majority of participants generally or strongly supporting them. See Attachment 3 for a detailed Summary of the Community Engagement Results.

Several participants suggested incorporation of the concepts of safety, play, physical activity and ecological regeneration into the guiding principles. As a key stakeholder, VanProp was also provided with a presentation of the process and draft guiding principles. Echoing input from the community groups, VanProp suggested inclusion of safety and ecological regeneration. The final

Park and Open Space guiding principles, included in the following section of this report, have incorporated the community and stakeholder input.

Several Park and Open Space programming ideas that ranged from public washrooms to community gardens were also received during the community engagement process. These programming ideas will be further explored in Phase 2 of the master planning process.

#### Park and Open Space Guiding Principles

The guiding principles will inform the development of Park and Open Space Master Plan concept options for stakeholder and public input in Phase 2 of the process, helping to ensure that the concept options incorporate the values and goals contained within them. The guiding principles will also serve as touchstones when key decisions need to be made about the future development of the Park and Open Space.

#### The Lansdowne Park and Open Space will be a place to...

#### CONNECT

#### Inclusive for All

Where people of all ages, genders, abilities and backgrounds are welcome to connect with each other and their community.

#### Varied Spaces

Where people have daily opportunities to access a variety of urban public spaces that include a diverse set of features, facilities and functional connections.

#### Connected to the City Centre

That is well connected and responsive to its surrounding context and the city centre park system.

#### The Lansdowne Park and Open Space will be a place to...

#### **THRIVE**

#### Health and Wellness

Where everyone, no matter their age, ability, or background, has opportunities to thrive through inclusive, year-round amenities that offer health and wellness, play and physical activity.

#### **Ecological Resilience**

Where innovative approaches to environmental sustainability result in resilient and thriving urban ecosystems.

#### **Sense of Safety**

That is welcoming to all and offers a sense of safety and comfort through considerate design of the built environment.

#### The Lansdowne Park and Open Space will be a place to...

#### CELEBRATE

#### Highlighting Local Arts, Culture and Heritage

Where Richmond's multi-cultural arts and heritage are showcased and celebrated.

#### **Active and Eventful**

Where the Richmond community is invited to come together and celebrate through a wide range of exceptional community and signature events and programming.

#### A Gateway to Richmond City Centre

That is a regional destination and a gateway to Richmond's city centre, created through memorable place-making, iconic design and dynamic events.

#### The Lansdowne Park and Open Space will be a place to...

#### IMAGINE AND BUILD THE FUTURE

#### **Future Ready**

With the flexibility and capacity to respond to the future needs of the surrounding community as it grows and diversifies.

#### Regenerative

Where a well-integrated and resilient ecological network contributes to social and environmental regeneration.

#### Prepared to Innovate

That can be adapted to accommodate and embrace future emergent best management practices, innovations, technologies and trends.

#### Next Steps

Should Council endorse the guiding principles, the planning process will proceed to Phase 2 with the development of Park and Open Space program and master plan options for public and stakeholder input. Public and stakeholder engagement will include a series of workshops with staff and community groups, in-person public pop-up events and a survey via LetsTalkRichmond. The results of the Phase 2 public and stakeholder engagement will be applied to Phase 3, which will culminate in a Park and Open Space Master Plan for Council consideration.

#### Implementation

As illustrated in Attachment 5, implementation of the Park and Open Space will be secured through phased rezoning of the Site. The phasing was mapped out through the Land Use Plan and Amendment process and is based on a balance between extending full to partial mall operations, maintaining adequate parking supply and providing sufficient Park and Open Space

to meet the needs of the new and expanding community. The owner/developer will be responsible for providing each of the completed Park and Open Space elements in the associated phase of rezoning prior to occupancy being granted for the buildings within that phase.

To bridge the open space and recreational needs of new residents until all of the final Park and Open Space is delivered, interim conditions will be provided for the Civic Plaza, Centre Park and portions of the Lansdowne Linear Park. The design of these interim spaces will be included in the Park and Open Space Master Plan for Council consideration.

#### **Financial Impact**

None.

#### Conclusion

The Lansdowne Park and Open Space guiding principles will serve as touchstones when key decisions need to be made about the future design and implementation of these pivotal public spaces. Upon Council endorsement, the guiding principles will inform the development of master plan concept options, and the park planning process will advance to Phase 2.

Miriam Plishka Park Planner (604-204-8917)

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Att. 1: Map of Parks within a Five to 15 Minute Walking Distance of the Site

- 2: Map of the Park and Open Space Elements
- 3: Summary of the Community Engagement Results
- 4: Park and Open Space Guiding Principles
- 5: Lansdowne Phased Rezoning and Implementation Strategy



#### The Lansdowne parks and open space will be located within a:

5-10 minute walking distance (400-800 meter radius) of:

- Minoru Park (lakes)
- Middle Arm Waterfront Greenway
- Lang Park
- Pythagorus Academy School Grounds (privately owned but publicly accessible)

10-15 minute walking distance (800-1200 meter radius) of:

- Minoru Park
- Olympic Riverside Plaza
- Aberdeen Neighbourhood Park
- Alexandra Neighbourhood Park
- Tomsett Neighbourhood School Park
- Garden City Community Park

Future Neighbourhoo PRCS - 65 uture destination sport-oriented park

Future Polygon Talisman park

#### Legend

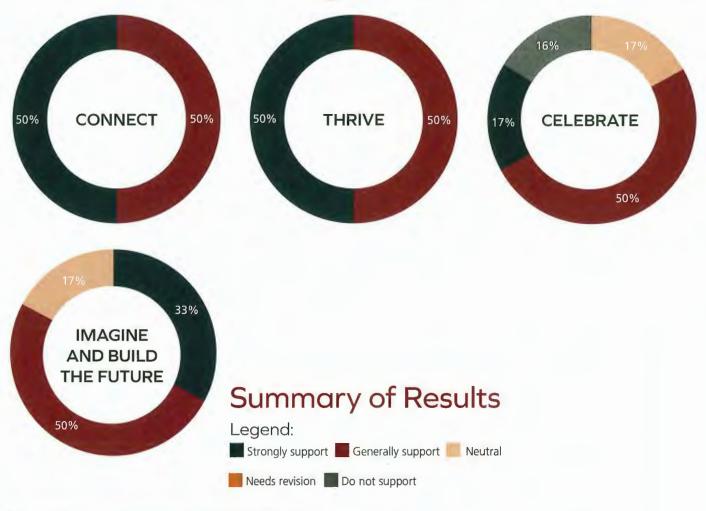




Park (post 2031)



# Feedback on Draft Guiding Principles



# Key Input

- Incorporation of safety
- Incorporation of play and physical activity
- Incorporation of regeneration in relation to ecological restoration

# Park and Open Space Program Ideas

Suggested by the highest number of people

# Public washrooms

# Covered outdoor space Picnic areas

Seating for seniors and those with mobility challenges

Exercise equipment

Public art

**Eco/Climate Action interpretation** 

Water features

**Destination playground** 

Places to do tai chi

Suggested by the least number of people

Covered bike parking

Use of recycled and sustainable materials

Varied topography

**Employment of lawn alternatives** 

Support for wildlife (birds and pollinators)

Eco tourism
Food service

Abundant tree and/or understory planting

Community gathering space

Outdoor theatre/arts/performance space

Dog Off-leash area(s)
Community gardens

#### Park and Open Space Guiding Principles

The Lansdowne parks and open space will be a place to...



## CONNECT

- Inclusive for all: A place where people of all ages, genders, abilities, and backgrounds are welcome to connect with each other and their community.
- Varied spaces: A place where people have daily opportunities to access a variety of urban public spaces that include a diverse set of features, facilities, and functional connections.
- Connected to the City Centre: A place that is well connected and responsive to its surrounding context and the city centre parks system.



## CELEBRATE

- Highlighting local arts, culture, and heritage: A place where Richmond's multi-cultural arts and heritage are showcased and celebrated.
- Active and eventful: A place where the Richmond community is invited to come together and celebrate through a wide range of exceptional community and signature events and programming.
- A gateway to Richmond City Centre: A place that is a regional destination and a gateway to Richmond's city centre, created through memorable place-making, iconic design and dynamic events.



## THRIVE

- Health and wellness: A place where everyone, no matter their age, ability, or background, has opportunities to thrive through inclusive, year-round amenities that offer health and wellness, play and physical activity.
- Ecological resilience: A place where innovative approaches to environmental sustainability result in resilient and thriving urban ecosystems.
- Sense of safety: A place that is welcoming to all and offers a sense of safety and comfort through considerate design of the built environment.



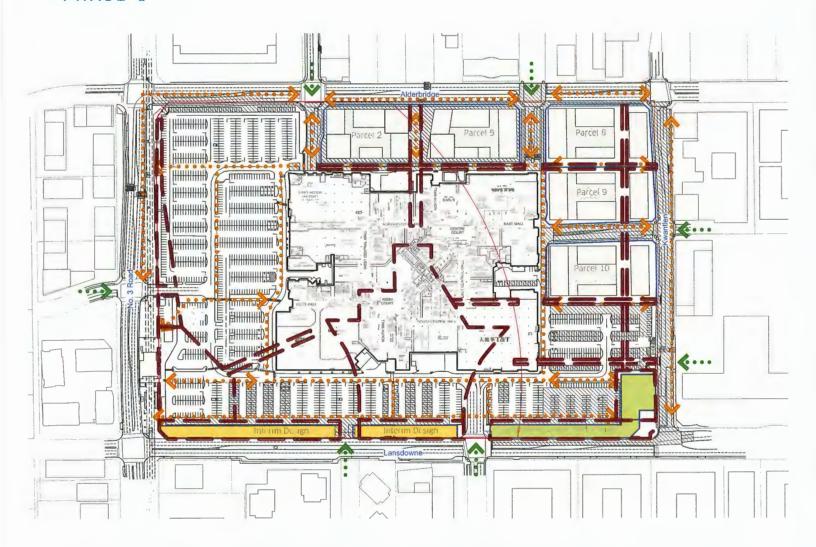
# IMAGINE AND BUILD THE FUTURE

- Future ready: A place with the flexibility and capacity to respond to the future needs of the surrounding community as it grows and diversifies.
- Regenerative: A place where a well-integrated and resilient ecological network contributes to social and environmental regeneration.
- Prepared to innovate: A place that can be adapted to accommodate and embrace future emergent best management practices. innovations, technologies, and trends.

#### Lansdowne Phased Rezoning and Implementation Strategy

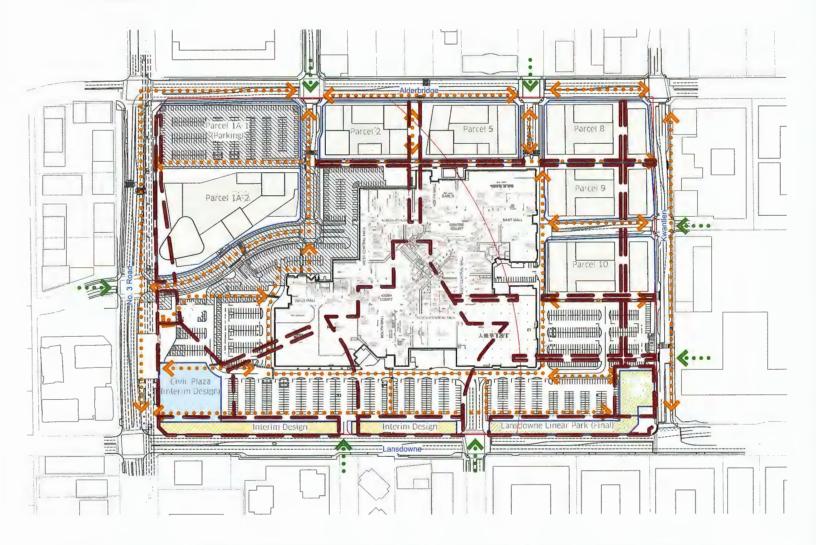
#### PHASE 1

would be Parcels 9, 5, 10, and 2.

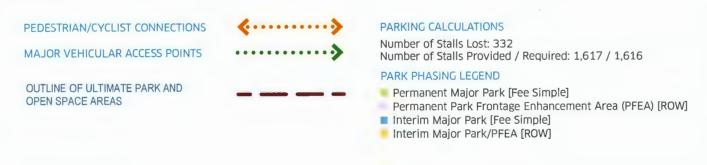


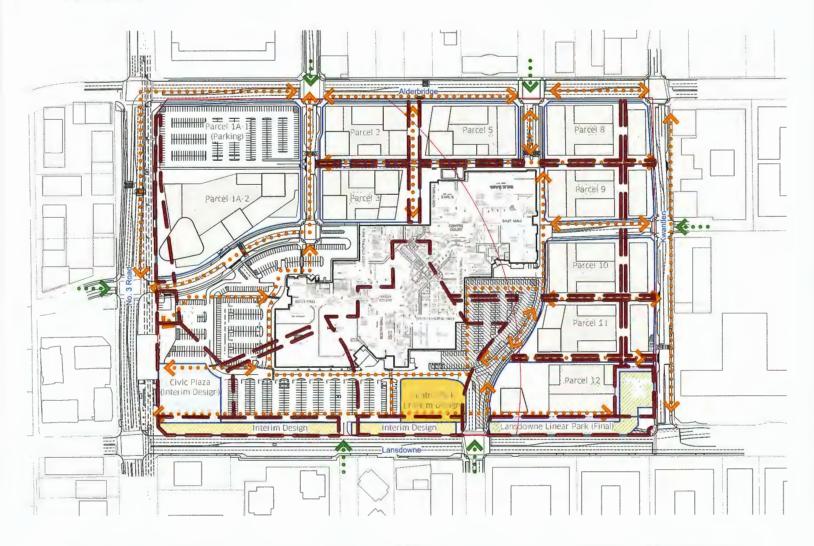
Phase 1 can be accommodated with the existing mall, being mostly confined to the current parking lots. This phase would see the creation of Parcels 2, 5, 8, 9, and 10, along with the Neighbourhood Plaza and Eastern section of the Lansdowne Linear Park. Interim connector parks would be provided for the Western and Central portions of the Linear Park. Challenges associated with Phase 1 are mostly regarding grade changes from the new parcels to the existing mall. Entry roadway grades will not, however, exceed 5% slopes, and will start to address the grade differential between the ultimate site and the surrounding roadways. The interim mobility hub would be started in this phase, with initial program elements located adjacent to the Canada Line station. Ultimate road standards (excl. sidewalks and boulevards) on Alderbridge and Kwantlen would also be completed, as well as an additional driveway access on Lansdowne Road.





Phase 2 includes the addition of the Southern half of Parcel 1 (site area 14,275m²), and the removal of the North-West corner of the mall; 'Zone 1' as identified in the *Lansdowne Centre Phase Demo Report* by Iredale Architecture. This Phase would also see the completion of portions of Hazelbridge and the East-West Road. Construction in the North West will be broken down into only completing Parcel 1A-2 as the initial mixed-use phase. An interim Civic Plaza park and completion of the interim Mobility Hub would also be provided at this time, along with No. 3 Road bike lane upgrades.





Phase 3 would add Parcels 3, 11, 12. To accommodate the construction of Parcel 3, 'Zone 2' of the mall would need to be removed in the North-West. The mall entrance roughly aligned with the Southern half of Cooney Road could be reworked, with the removal of 'Zone 5' in the South-East of the mall. Further extensions of cycle/pedestrian connections to the mall and development would be provided at this time, with connections highlighted along Cooney between Alderbridge and Lansdowne. An interim road standard for the Southern leg of Cooney Road would be instated, including a sidewalk connection. An interim Centre Park is also included.

PEDESTRIAN/CYCLIST CONNECTIONS

MAJOR VEHICULAR ACCESS POINTS

OUTLINE OF ULTIMATE PARK AND OPEN SPACE AREAS



#### SUB-PHASING

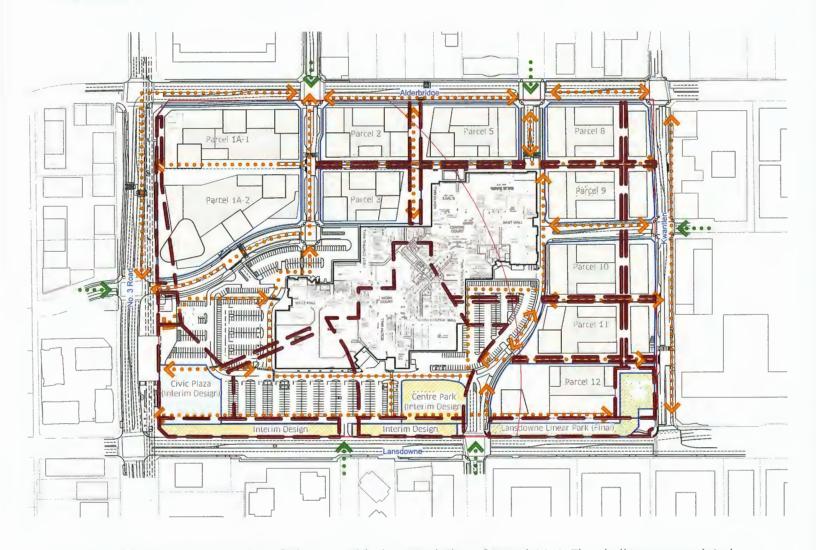
The tentative order for Phase 3 would be to jointly target Parcel 3 and the interim Centre Park. The parcel order conjointly/after that would be Parcels 11 then 12. With Parcel 12 would come the Eastern Linear Park & Neighbourhood Plaza park frontage enhancement areas.

#### PARKING CALCULATIONS

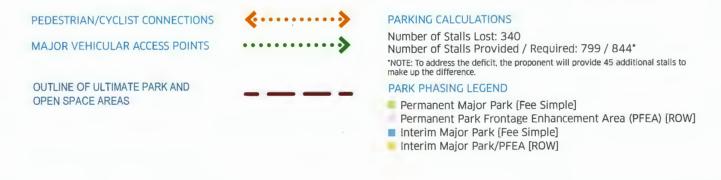
Number of Stalls Lost: 372 Number of Stalls Provided / Required: 1,139 / 844

#### PARK PHASING LEGEND

- Permanent Major Park [Fee Simple]
- Permanent Park Frontage Enhancement Area (PFEA) [ROW]
- Interim Major Park [Fee Simple]
- Interim Major Park/PFEA [ROW]



Phase 4 is largely a continuation of Phase 2, with the completion of Parcel 1A-1. The challenges associated with this phase would be concerned with parkades under Parcels 1A-1 & 1A-2.





Phase 5 would be when the existing Lansdowne Mall was completely decommissioned, coming down to facilitate the construction of Parcels 4, 6, 7, the Centre Park, the Neighbourhood Mobility Hub, and the central portion of the Linear Park. Hazelbridge and Cooney would also be completed at this time, finalizing the provision of the ultimate civil road network.





Phase 6 would entail the completion of Parcel 1B-1. The expanded Civic Plaza area would continue to feature an interim design at this time, and the ultimate City Mobility Hub would be completed. The Western portion of the Linear Park would be dedicated at this time, and completed to its final design in this phase or during Phase 7 (at the discretion of the City). Parcel 1B-1's PFEA to secured as a ROW.





Phase 7 would be the last stage, completing Parcel 1B-2 and the final design of the Civic Plaza & its PFEAs as the final elements (Parcel 1B-2's PFEA to secured as a ROW). Along with Phase 6, Phase 7 would involve the completion of the underground parkade under Phases 1B-1 & 1B-2.

