



City of Richmond
 Planning and Development Department

Memorandum

To: Mayor and Councillors
From: Brian J. Jackson, MCIP
 Director of Development
Date: February 19, 2009
File: RZ 08-410730
Re: **Broadmoor Shopping Centre Development Applications
 and Public Consultation Report Binder**

The purpose of this memo is provide some background information to consider while reviewing the Public Consultation Report binders that Brook + Associates Inc. has delivered to each of you.

The City is reviewing Rezoning and Development Permit applications for the site, as described below. Although staff advised the applicant that holding a public meeting was premature and asked the developer to wait until a mutually acceptable redevelopment proposal had been agreed upon, the owner decided to proceed anyway.

Location

Broadmoor Shopping Centre is located at the corner of No. 3 Road and Williams Road, behind the corner gas station. The Centre is one of three commercial properties that together are designated as a Neighbourhood Service Centre in the OCP. It includes 7820 Williams, 10020 Dunoon Drive and 10060 Dunoon Drive, which are zoned Community Commercial District (C3) and Neighbourhood Pub District (NHP) limited to the location of the Pioneer's Pub.

It is an older commercial development with a long history and more than a few expansions and changes over it's long history. It includes commercial units setback from No. 3 Road in 2 wings, store fronts facing the neighbouring Richlea Shopping Centre and surface parking areas wrapping around the corner gas station. The Centre backs onto a City lane and includes two Dunoon Drive properties across the lane, which are required to be used for parking.

Development Applications

Rezoning application RZ 06-340370 was received on June 20, 2006 & has been withdrawn. The application was to remove the NHP zoning district and the associated Pioneer's Pub to make room for a new retail anchor tenant. The application was withdrawn and a new lease secured to accommodate the Pub.

Development Permit application DP 07-378677 was received on June 21, 2007 in association with the previous Rezoning application. The application was revised and is currently under review in association with the new Rezoning application.

Rezoning application RZ 08-410730 was received on February 20, 2008 for a new CD zone to allow for the insertion of a new mixed-use building with a residential component onto the site. The new building would replace the older wing that backs onto the lane and involves city lane closure and sale. The OCP allows for residential land use in the Neighbourhood Service Centre land use map designation.

Development Challenges

Transportation, specifically access to the Safeway loading bay, was identified early on as a key issue that must be overcome. The applicant is proposing to close the City lane, which Safeway trucks currently use to access the loading bay. Their site plan proposal accommodates departing Safeway trucks through their site to Williams Road, but approaching Safeway trucks would turn off Williams Road onto Dunoon Drive and left into the site. Staff have expressed concern about the re-routing of the large delivery trucks onto the residential street, although Dunoon Drive is currently used by trucks accessing the service and loading area of the neighbouring Richlea Shopping Centre. We are waiting for the applicant's engineering consultant to provide a functional analysis of truck turning movements from Williams Road, through Dunoon Drive and into the site.

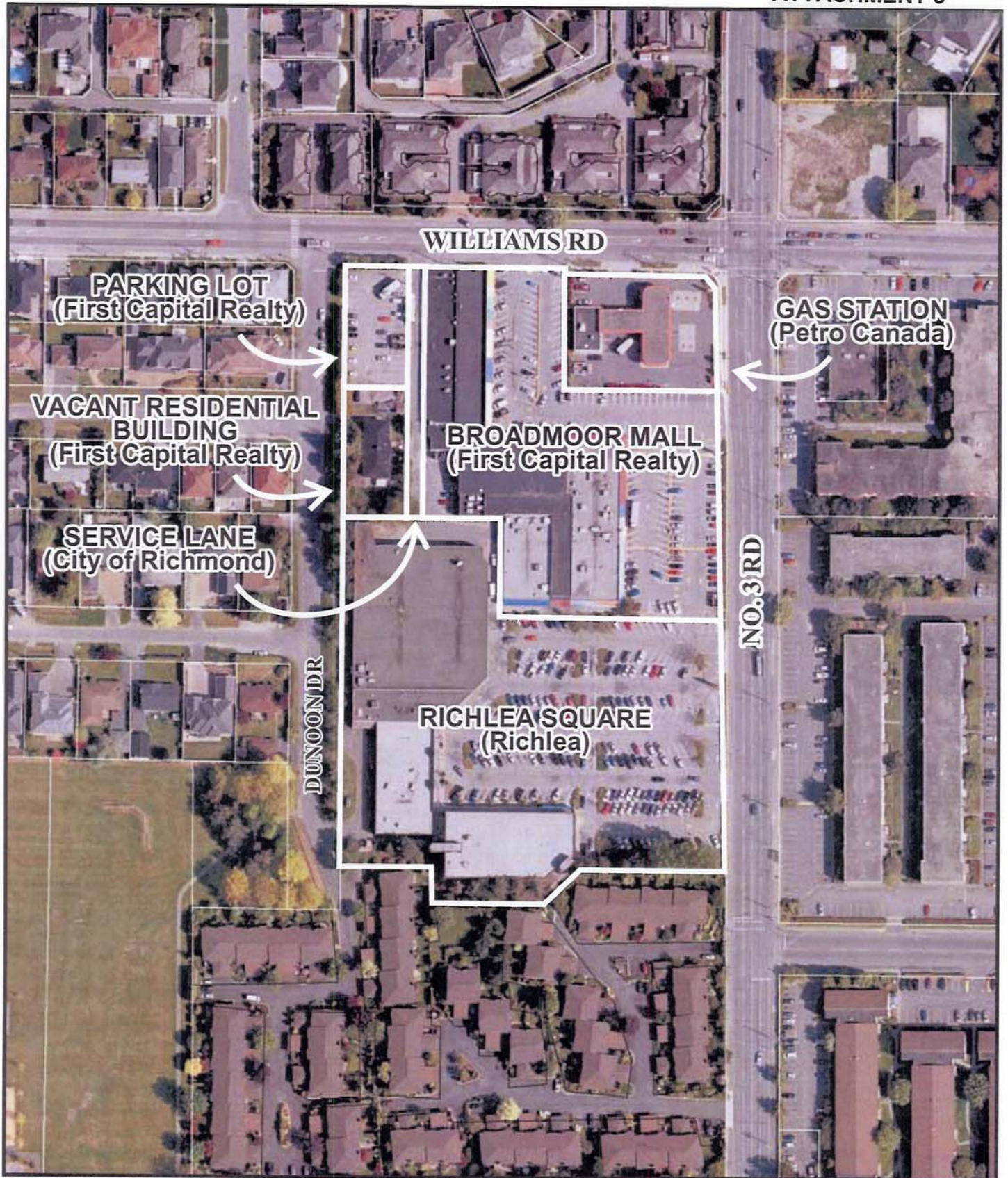
There are significant issues that the applicant must address before the application comes forward, including transportation as noted above, but also, how the entire Neighbourhood Service Centre area (Richlea, Broadmoor & Petrocan) might get redeveloped. This application is only for a portion of the existing Broadmoor Shopping Centre and until we understand how the entire centre could get redeveloped, we cannot support the application.

Staff will be going back to the applicant to require a Master Plan for how the redevelopment of the entire Neighbourhood Service Centre could be done AND ask for all the landowners to agree on such a redevelopment plan. This will be difficult because the landowners have generally not cooperated between themselves.

Brian J. Jackson, MCIP
Director of Development

BJ:sb

Broadmoor Shopping Centre Data Sheet			
Parcel	Property Owner	Site Area (m2)	Zoning and Existing Uses
Broadmoor Mall	First Capital Realty	11,269	Community Commercial (CC) Pub and Sales (CP2) - 2 banks - Pub and Liquor Retail - 4 restaurants/Fast Food - Dry Cleaner - Tailor - Barber - Grocery - Pet Retail - Mobility Retailer
Richlea Square	Richlea	16,929	LUC 022 - Safeway - 4 restaurants/cafes - Bank - Insurance Broker - 3 Dental Clinics - 2 Medical Clinics - Pharmacy - Dry Cleaner - 2 Aestheticians - Travel Agent - Animal Clinic - Other retail (House of Cards, Blockbuster)
Petro Canada	Petro Canada	2,490	Gas Station Commercial (ZC) - Gas Station - Convenience Store
Residential Lot	First Capital Realty	1,202	Community Commercial (CC) Vacant Residential Building
Parking Lot	First Capital Realty	1,113	Community Commercial (CC) Parking Lot
Lane	City of Richmond	541.5	Service Lane



Broadmoor Shopping Area Site & Owners

Original Date: 01/13/10

Amended Date:

Note: Dimensions are in METRES

March 20, 2009

**Terms of Reference
Broadmoor Shopping Centre Master Plan**

1. Purpose

The purpose of the Terms of Reference (TOR) for the Broadmoor Shopping Centre (BC) Master Plan is to provide the City and developers with a planning framework by which:

- Developers:
 - can voluntarily prepare a Master Plan for Broadmoor Shopping Centre (see table below), and
 - based on the Master Plan, may prepare specific proposals to redevelop the Shopping Centre in phases,
- The City can have an appropriate planning framework which reflects community preferences and can be used to assess the appropriateness of specific Shopping Centre redevelopment proposals. (Note: This framework may be later modified by the City when updating the OCP).

2. Synopsis:

In this report, the following terms have the following meanings and management approaches:

Area (see Map 1)	Location	Management Approach
<p>Larger Area: The Broadmoor Neighbourhood Centre</p>	<p>Means the four quarter sections centred on the intersection at No. 3 Road and Williams Road.</p>	<p><u>The Consultation Area</u></p> <ul style="list-style-type: none"> - Developers who wish to prepare a Master Plan for the smaller Broadmoor Shopping Centre area are to consult with: <ul style="list-style-type: none"> - City residents, and in particular, - the residents, businesses and property owners in the Broadmoor Neighbourhood Centre area, to determine their interests and preferences which are to be incorporated into the Shopping Centre Master Plan. - The Master Plan is not to be prepared for the larger Neighbourhood Centre area, but only for the smaller Shopping Centre area.
<p>Smaller Area: The Broadmoor Shopping Centre</p>	<p>Means Shopping Centre, on the south west corner at the intersection of No. 3 Road and Williams Road.</p>	<p><u>The Master Plan Area</u></p> <ul style="list-style-type: none"> - Using the terms of reference and consultation findings from residents in the City and larger Neighbourhood Centre area, developers may prepare a Master Plan for the smaller Broadmoor Shopping Centre. - Council's approval of the Master Plan is required. - Using the approved Shopping Centre Master Plan: <ul style="list-style-type: none"> - Developers may then prepare specific redevelopment proposals for the Shopping Centre area, and - The City will use the Master Plan to evaluate them.

3. The Broadmoor Shopping Centre Master Plan Area

To reiterate, the Master Plan area is only the smaller Broadmoor Shopping Centre and not the larger Broadmoor Neighbourhood Centre area.

4. Rationale

To redevelop the Broadmoor Shopping Centre, an OCP Neighbourhood Centre vision, planning principles and policies need to be established. This has not been done, as City staff are undertaking other Council priorities. A developer has indicated that they wish to re-develop a portion of the Broadmoor Shopping Centre now. In order for this to occur, the City requires that they first undertake a planning program to prepare a Master Plan for the Broadmoor Shopping Centre).

These terms of reference are prepared to enable developers to prepare such a Master Plan and the City to have a basis upon which to decide if and how redevelopment proposals may proceed.

If the developer does not wish to prepare the Broadmoor Shopping Centre Master Plan, their proposed redevelopment will not proceed.

5. Existing Official Community Plan Policies For All Neighbourhood Centres

An objective of the OCP is to maintain a hierarchy of retail and personal service locations in the City (e.g., City Centre, neighbourhood centres, local commercial centres). The neighbourhood centres and local commercial centres are outside the City Centre and are intended to meet community-wide and neighbourhood needs. The OCP identifies seven "Neighbourhood Centre" locations one of which is the Broadmoor Neighbourhood Centre (Map 1).

The existing broad OCP Neighbourhood Centre redevelopment policies emphasize:

- Fostering a "village" character for neighbourhood retail districts outside the City Centre.
- Enhancing neighbourhood shopping centres by:
 - Supporting their enhancement and encouraging services and amenities to cluster in their vicinity,
 - Improving the pedestrian, bike, wheelchair and scooter-friendliness of these centers, to achieve a "main street" gathering place for the surrounding neighbourhood,
 - Improving the urban design of the Neighbourhood Centres,
- Encouraging the development of small, pedestrian-friendly, street front convenience and personal service facilities on major roads to complement neighbourhood service centres and meet the needs of surrounding residents.
- Discouraging strip malls & big box retail uses.

The relevant OCP policies for the Broadmoor Neighbourhood Centre are:

- Achieving Low Density Residential Development - along Williams Road (between Gilbert and No. 3 Road) and along No. 3 Road south of Francis to Williams,
- Improving The Community's Identity – by establish a stronger community identity through:
 - A more co-ordinated pedestrian-scale,
 - Improved transit service (e.g., to connect the shopping centre and the south Arm community Centre).

6. The Role, Importance Of Neighbourhood Centres

- Neighbourhood Centres are specific places that:
 - Strengthen The Heart Of The Community: - where residents can find a wide variety of stores, services, commercial uses, jobs, housing, amenities and public places to meet with neighbours and join in community life.
 - Enhance The Quality Of Life - With a wider range of uses and amenities,
 - Improve Pedestrian and Transit Oriented Uses:
 - Reduce the dependency on the car (e.g., improve transit; bus, bicycling, walking),
 - Improve vehicular access,
 - Provide New Community Benefits:
 - Promote sustainability (e.g., reduce storm water runoff & energy consumption, provide green roofs and walls, urban agriculture opportunities),
 - Improve a greater variety of housing forms and choices
 - Other, TBD,
 - Provide Community Amenities
 - Increase built amenities (e.g., more affordable housing, child care, community meeting rooms),
 - Improve parks and trails: City parks staff advise that future development is to provide an opportunity to better connect proposed development with Maple Lane Park and open up the park more to the residents in the area.
 - Other, TBD.
 - Allow Greater Densities: than the surrounding single family areas, in order to create more vibrant communities, accommodate limited growth and provide more amenities at no cost to the City.
- There is no one model to achieve this.

7. The Build Out Time

The build out of the Broadmoor Shopping Centre Master Plan will be market driven and is estimated to occur over the longer term (e.g., 2041).

8. Characteristics of Broadmoor Shopping Centre

The Broadmoor Shopping Centre is consists of five properties with the following existing uses:

- a gas station,
- two existing shopping areas,
- a neighbourhood pub,
- private liquor store,
- surface parking lots,
- an existing nonconforming duplex,
- an existing City lane that services the loading bay for the anchor large format grocery store (Safeway),
- older commercial developments with a long history and several previous expansions.

9. Characteristics of The Area Surrounding Broadmoor Shopping Centre

- Immediately around the Shopping Centre
 - To the north is:
 - Williams Road, a minor arterial with some transit service (Williams Roads has been identified as needing more transit service),
 - Across Williams Road, are a two-storey townhouse development (29-unit and 6-unit) fronting onto Greenlees Road, Williams Road and No. 3 Road, zoned "Townhouse District (R2),
 - To the east is:
 - No. 3 Road, a major arterial and transit route,
 - Across No. 3 Road, is an existing 3-unit commercial property and a 100 unit three-storey apartment building fronting onto both Williams Road and No. 3 Road, zoned "Local Commercial District (C1)" and "Townhouse & Apartment District (R3)" respectively. There is also an existing 308-unit three-storey apartment complex fronting onto both No. 3 Road and Ryan Road, zoned "Medium-Density Residential District (R7)",
 - To the south is:
 - an 87-unit strata-titled townhouse development, under "Land Use Contract 022",
 - To the west is:
 - Maple Lane Elementary School park and single-family homes. The park is located east of the school, fronting onto Dunoon Drive and No. 3 Road and is zoned "Land Use Contract 022" and "School and Public Use District (SPU). The single-family homes front onto Williams Road, Dunoon Drive, Nevis Drive, and Petts Road, zoned "Single-Family Housing District," subdivision areas C (R1/C) and E (R1/E), and "Comprehensive Development District (CD/124)".
- Within an 800 m walking radius is:
 - a few small commercial and medical properties,
 - a secondary school (McRoberts),
 - 3 elementary schools (Maple Lane, Errington & Bridge),
 - single-family housing on larger lots (predominantly R1/E),
 - a few duplexes (R5),
 - large rental apartment building properties,
 - strata-titled townhouse developments,
 - two churches, a synagogue development property, and
 - one of Richmond's major parks (South Arm) with a number of playing fields & courts, walking trails, community centre & outdoor swimming pool.

10. The Broadmoor Neighbourhood Shopping Centre Planning Principles

The following Principles are to be addressed in the Master Plan for the Shopping Centre:

- Sustainability: (e.g., social, economic and environmental; the City's Green Building policies, infrastructure),
- Achieve A Compact Community:
 - Better integrate development with the surrounding urban fabric,
 - Allow mixed-uses (e.g., residential, office, commercial) neighbourhood,
 - Allow new uses including interior and exterior oriented retail uses,
 - Encourage street oriented retail (along Williams and No. 3 Road),
 - Other TBD,
- Improve Connectivity and Transit To and From the Shopping Centre:
 - Encourage a more integrated access network of streets, and bicycle and pedestrian paths to enhance non car uses:
 - Improve linkages to the surrounding neighbourhood (including improved pedestrian crossing across No. 3 Road and Williams at relevant locations),

- Improve transportation circulation, parking and loading areas, and pedestrian and cycling connections,
- Encourage alternatives to the car (e.g., bus passes, co-op cars, bicycle facilities, and walking), within a 5 to 10 minute walking distance (400 to 800 metres; 1,300 to 2,500) feet,
- Improve pedestrian and traffic safety,
- Economic Viability:
 - Seek economically viable uses,
 - Have developers provide community amenities, at their cost.

11. Shopping Centre Master Plan Considerations

The following factors are to be considered when preparing the Master Plan and incorporated into it as necessary:

- A Community Vision:
 - An overall Shopping Centre vision and character statement (e.g. retail and residential streetscapes, Williams and No. 3 Road streetscape),
- Principles: see above,
- Mixed Use:
 - Ensure that the existing mix of uses is expanded not reduced.
- Land Use Types and Quantities:
 - The estimated land use types and amounts that are needed and likely to be achieved in this location,
- Building Form:
 - For all uses, a variety of building forms,
 - For residential uses, 3 storey townhouses and mid-rise buildings,
- Density:
 - All uses: - the maximum density is to be 1.5 FAR maximum,
 - For buildings with affordable housing or institutional uses, additional density of up to 0.5 FAR, for a total of 2.0 FAR may be allowed.
- Buildings Heights:
 - Are to be varied,
 - All Buildings: the maximum building height is to be 9 m (62 ft.) or 6 storeys
 - Buildings with affordable housing or institutional uses may be higher than 6 stories.
- Urban Design:
 - Public safety must be incorporated into building and landscaping designs,
 - Provide community focal points and elements to give a sense of place,
 - Improve streetscape and the public realm (e.g., medians, boulevards, street furniture),
- Amenities:
 - Identify gaps in community amenities (e.g., childcare, parks) and the anticipated need for them,
 - Provide more built affordable housing and child care facilities,
 - Enhance parks, trails, community facilities and public plazas,
 - Public art is encouraged,
- Flood Protection
 - The City will advise of required flood construction levels.
- Infrastructure Upgrades (water, sanitary sewer, storm drainage),
 - The existing water, sanitary sewer, storm drainage capacities are to be identified
 - The proposed improvements to accommodate new development are to be identified.

12. A Shopping Centre Master Plan Implementation Program

- Developers are required to prepare a Shopping Centre Master Plan Implementation Program which includes:
 - An OCP vision, policies and design guidelines,
 - Zoning and building requirements
 - A Financing Program which shows:
 - How much each Master Plan element (e.g., infrastructure, amenities, public realm improvements, streetscape upgrades) will cost, on site and off site,
 - Who will pay for them,
 - How they will be paid, (e.g., directly by developers, by DCCs, density bonusing) and
 - When they will be paid.
- A phasing plan is required.
- City costs are to be zero or minimal.

13. Process and Schedule

- City Staff Team and Role
A City Broadmoor Neighbourhood Centre City staff team will be responsible for the overall management of the process and ensuring that the Terms of Reference are addressed. The City Staff Team membership will include staff from Planning, Development, Transportation, Engineering, Parks, and Real Estate.
- Proponent Role
 - Proponents will be responsible for doing all the work at their expense.
 - The proponent will undertake necessary studies including:
 - Public consultation,
 - Demographics,
 - Land use (residential, commercial, office),
 - Economic: the potential market for proposed developments and their financial feasibility (e.g., opportunities and constraints to new development, including residential and retail/service uses),
 - Urban design: (e.g., neighbourhood character, streetscape),
 - Engineering,
 - Flood Protection,
 - Traffic and transportation,
 - Financing,
 - Proposed City and private land ownership,
 - Other.
- Public Involvement
 - The developer will consult with residents, property owners, tenants, businesses, community groups and stakeholders in Neighbourhood Centre and Shopping Centre areas by using a variety of City approved methods (e.g., open houses, mail in surveys, random telephone surveys),
 - All city residents are to be invited to provide comments,
 - An initial open house and survey is required to provide an opportunity to identify issues and opportunities, and solutions,
 - The proponent will ensure that:
 - Community needs are incorporated into the Shopping Centre Master Plan,
 - New development provides improved community amenities,

14. Shopping Centre Owner Consensus

The proponent is to ensure that all Shopping Centre property owners and tenants are consulted, and the property owners of the five Shopping Centre properties agree in writing to the Shopping Centre Master Plan.

15. The Products

The study results include:

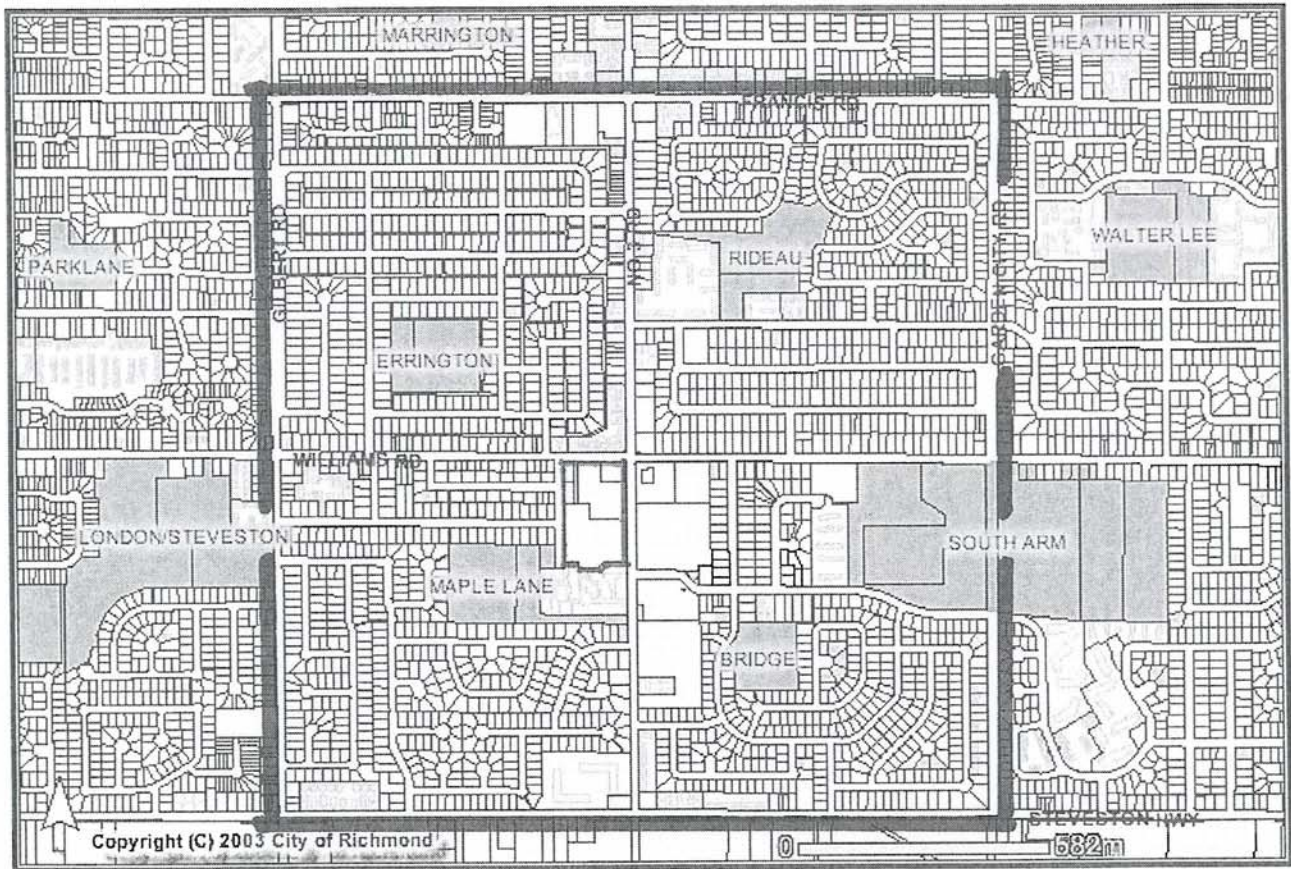
- A Work Program showing how all work will be completed,
- Survey results (e.g., community priorities),
- Background studies,
- Shopping Centre Master Plan options,
- Drafts and a final Shopping Centre Master Plan,
- Drafts and a final Implementation Program including:
 - OCP amendments including policies, design guidelines
 - Zoning regulations
 - Phasing schemes,
 - Financing schemes,
 - Other, as required.

16. Possible Alteration Of the Terms Of Reference and Possible Termination Of The Process

City staff and Council will monitor the process and based on community feedback may alter the Terms of Reference, including terminating the process without compensation.

Contact
TERRY CROWE, Manager
Policy Planning Division, City Of Richmond
Tel: 1-[604]-276-4139

Broadmoor Neighbourhood Centre



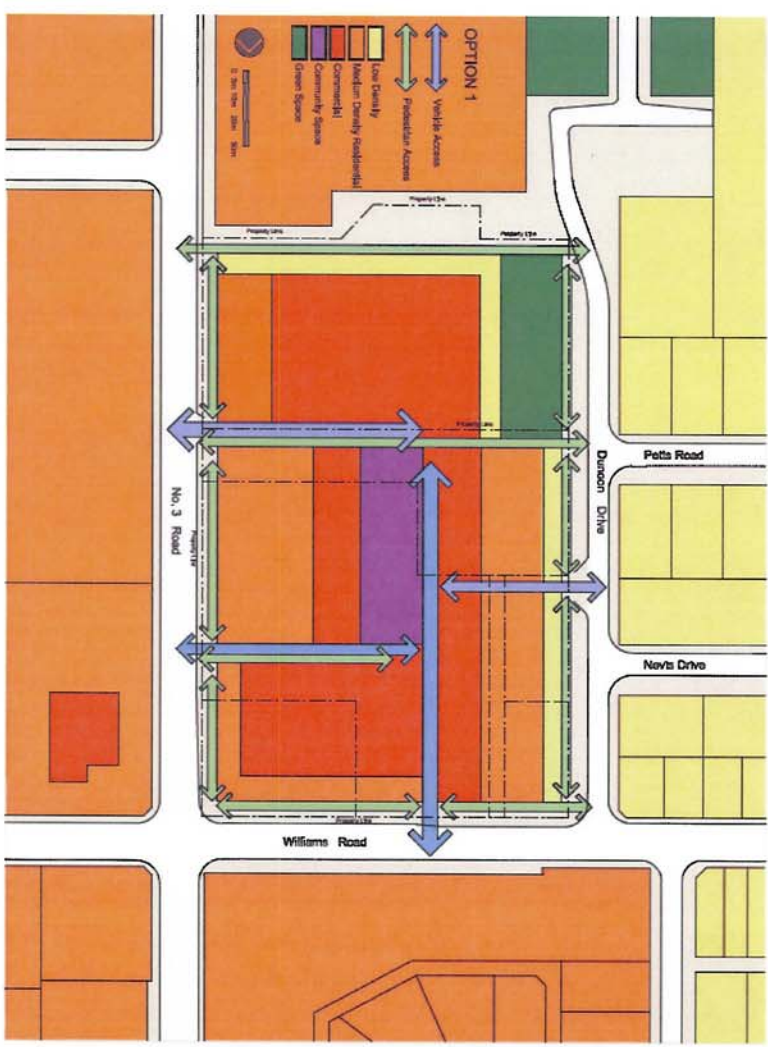
Broadmoor Neighbourhood Centre	
Broadmoor Shopping Centre	

Land Use Concept 1

People will be able to live, work and meet their daily needs without having to use a car to do so. Public spaces will encourage gathering and accessibility for all people.

Key Elements

- Key elements of the plan are designed to:**
- Revitalize the existing shopping area and provide additional shopping options
 - Pedestrian improvements to the streetscape both internally and to the surrounding site and numerous green connections through the site.
 - Enhance the economic viability of the mall and individual tenants
 - Provide additional housing options in the Broadmoor community
 - Residential interface integrates with adjacent Dunoon and Maple Village residential areas.
 - Residential densities increase as approach No. 3 Road and Williams
 - Most commercial uses oriented internal to the Centre to create an intimate shopping experience.
 - Centralized larger community space to meet additional residential need with adjacent pocket park and green connections.
 - Direct linkage with Maple Lane neighbourhood park
 - Primary access to the site off Williams and No. 3 Road - secondary accesses for service and residential uses.



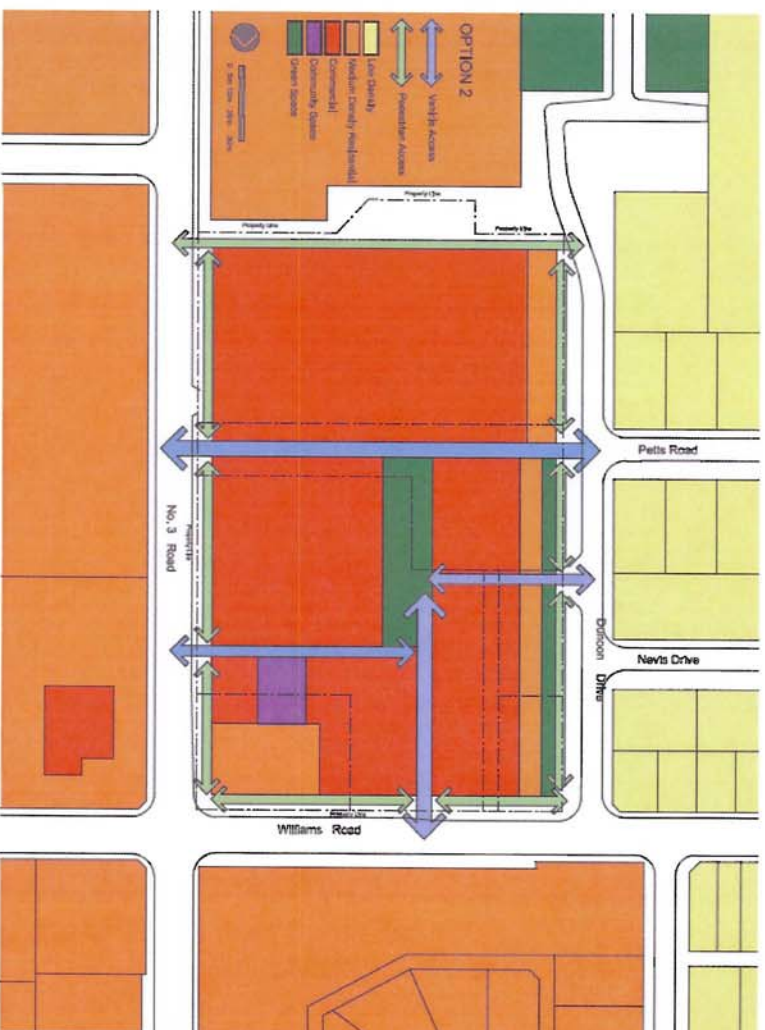
Land Use Concept 2

People will be able to live, work and meet their daily needs without having to use a car to do so. Public spaces will encourage gathering and accessibility for all people.

Key Elements

Key elements of the plan are designed to:

- Revitalize the existing shopping area and provide additional shopping options.
- Enhance the economic viability of the mall and individual tenants
- Highest residential uses located at corner of No 3 Road and Williams.
- Lower residential density integrates with adjacent Dunoon residential.
- Majority of land remains commercial.
- Green pocket park centralized.
- Less community space as in less demand with lower residential densities.
- Community space is located close to residential uses.
- Green connections surround the Centre whereas vehicle access is internalized.



Shopping for Everyday Life

Broadmoor Shopping Centre Master Plan

Christy, June

From: Blaire Chisholm [BChisholm@brookdev.com]
Sent: January 18, 2010 5:25 PM
To: Christy, June
Subject: Broadmoor Master Plan Property Owner Participation

Hi June,

For your information, the following provides a brief outline of the key dates and happenings in our discussions with the Master Plan property owners.

First Capital Realty initiated an early and ongoing dialogue with the two adjacent private property owners who form part of the Master Plan area. Owner representatives were identified at the end of March 2009 and a meeting was organized May 4 with the following objectives:

- to review the Terms of Reference for the Master Plan,
- review preliminary concept diagrams and solicit feedback, and
- to discuss an agreement in principle between the landowners.

At the conclusion of the meeting, the owner representatives agreed to work with each other to best of their ability without compromising their long term and unique development interests. Over the course of the next eight months, e-mail has been the predominant form of communication, as owners preferred to communicate in this manner, and were not available or declined to meet. Materials sent to the owners included various drawing iterations of the Master Plan concepts, the newsletter with the neighbourhood survey, a reminder invite to the September Open House, copies of the Open House information panels and Public Consultation Summary Report and finally the Master Plan document. Detailed feedback has been limited, but both owners have re-iterated that they are willing to cooperate in this process, as long as their long term development interests are not compromised. Petro Canada has noted that they expect to remain in their current format for the foreseeable future and have no issue with the Master Plan and Richlea representatives re-iterate that they expect the Master Plan to not compromise their long term development interests.

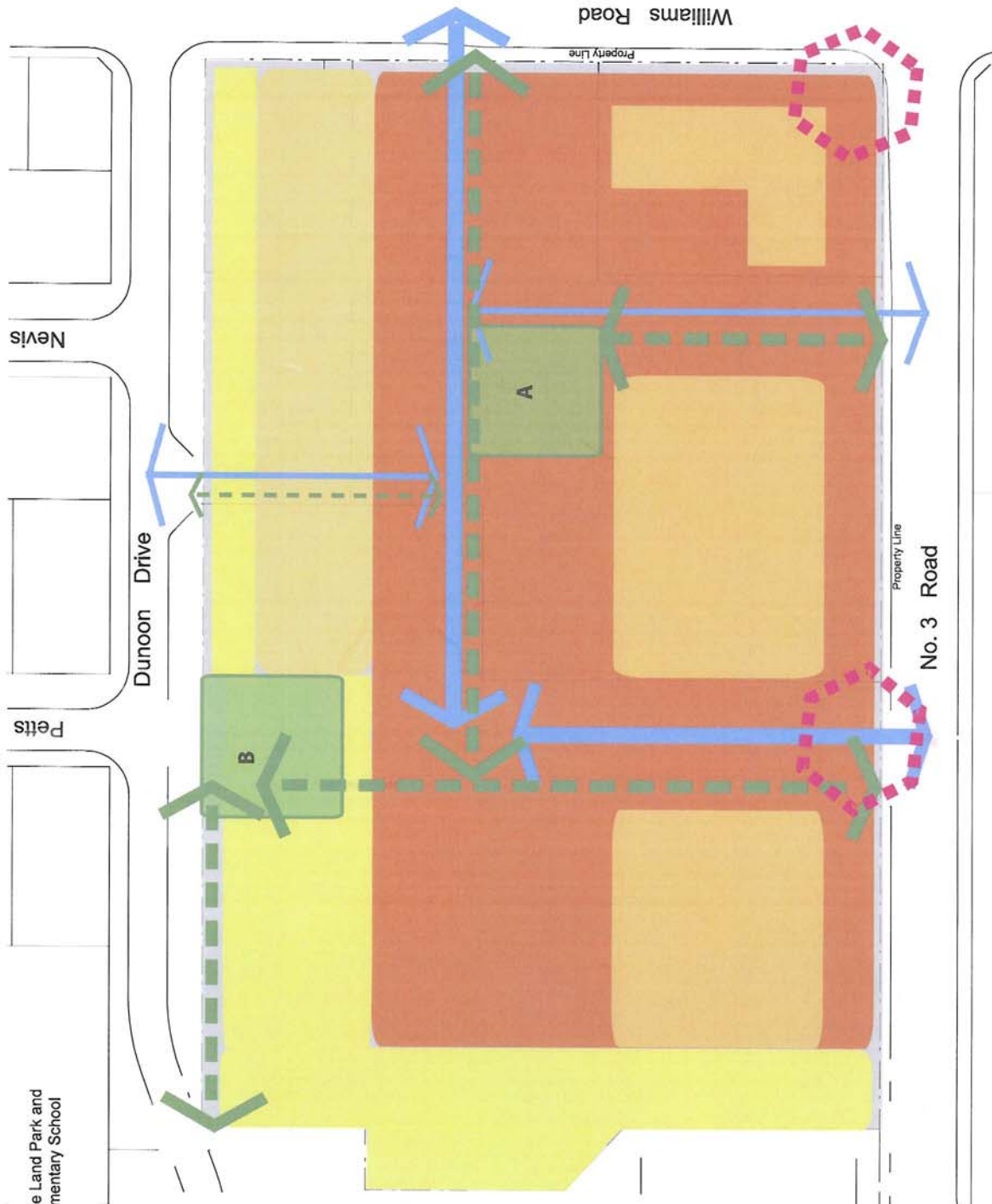
Meeting Dates:

March 31, 2009 - Representative of property owners identified for meeting.
May 4, 2009 - Start up meeting ' Master Plan Terms of Reference' with Richlea and Petro representatives
June 3 - E-mail sent to Richlea and Petro with notes of May meeting and a request for a second meeting - both representatives decline to meet
August 18 -E-mail sent to Richlea with request to meet to discuss access/easements - Richlea representative requested that communication be sent via e-mail and no meeting
September - Notification circulated in newspaper and newsletter mail-out for Open House
September 28 - Reminder e-mail about Open House and request for feedback
October 28 - Results from Open House sent to both landowners with request for feedback via e-mail
November 9 - Follow up with Richlea representative - who notes will cooperate with FCR as long as their interests are not compromised.
December 2 - Response from Petro with new contact provided. E-mail correspondence saying no issue with Master Plan.
December 18 - Request to meet to discuss Master Plan
January 18, 2010 - Master Plan document sent to Richlea and Petro Canada.

Blaire Chisholm, BSc (Env), MUP
Associate
T (604) 731-9053 ext.104

01/25/2010

Broadmoor Neighbourhood Service Centre Land Use Concept



Maple Land Park and Elementary School

Pettis

Nevis

Dunoon Drive

Williams Road

No. 3 Road

Broadmoor Shopping Centre Master Plan
Land Use and Connections

- Low Density (2-4 storeys)
- Medium Density } Mixed-Use (2-6 storeys)
- Commercial
- Nodes (A,B) (Privately-Owned Publicly Accessible Open Space)
- Primary Vehicle Circulation
- Secondary Vehicle Circulation
- Primary Pedestrian Corridor
- Secondary Pedestrian Corridor
- Gateways

