



Planning Committee

Date: Tuesday, December 18, 2012

Place: Anderson Room
Richmond City Hall

Present: Councillor Bill McNulty, Chair
Councillor Evelina Halsey-Brandt
Councillor Chak Au
Councillor Linda Barnes
Councillor Harold Steves
Mayor Malcolm Brodie

Also Present: Councillor Ken Johnston
Councillor Linda McPhail

Call to Order: The Chair called the meeting to order at 4:02 p.m.

MINUTES

It was moved and seconded

That the minutes of the meeting of the Planning Committee held on Tuesday, December 4, 2012, be adopted as circulated.

CARRIED

NEXT COMMITTEE MEETING DATE

Tuesday, January 8, 2013, (tentative date) at 4:00 p.m. in the Anderson Room

COMMUNITY SERVICES DEPARTMENT

1. **HOUSING AGREEMENT BYLAW NO. 8969 TO PERMIT CITY TO ENTER INTO A HOUSING AGREEMENT TO SECURE AFFORDABLE RENTAL HOUSING UNITS AT 3391 AND 3411 SEXSMITH ROAD- PINNACLE INTERNATIONAL (RICHMOND) PLAZA INC.**

(File Ref. No. 12-8060-20-8969) (REDMS No. 3695815)

It was moved and seconded

That Bylaw No. 8969 be introduced and given first, second and third readings to permit the City, once Bylaw No. 8969 has been adopted, to enter into a Housing Agreement substantially in the form attached hereto, in accordance with the requirements of s. 905 of the Local Government Act, to secure the Affordable Housing Units required by the Rezoning Application 10-544729.

CARRIED

PLANNING & DEVELOPMENT DEPARTMENT

2. **APPLICATION BY URBAN ERA BUILDERS AND DEVELOPERS LTD. FOR REZONING AT 6551/6553 WILLIAMS ROAD FROM SINGLE DETACHED (RS1/C) TO LOW DENSITY TOWNHOUSES (RTL3)**

(File Ref. No. 12-8060-20-7840/8700, RZ 10-521413) (REDMS No. 3136056 v.3)

It was moved and seconded

- (1) *That Bylaw 8700, for the rezoning of 6551/6553 Williams Road from "Single Detached (RS1/C)" to "Low Density Townhouses (RTL3)", be introduced and given first reading;*
- (2) *That third reading of Bylaw 7840, for the rezoning of 6511/6531 Williams Road, be rescinded; and*
- (3) *That Bylaw 7840, for the rezoning of 6511/6531 Williams Road, be referred to the January 21, 2013 Public Hearing.*

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3. **APPLICATION BY POLYGON DEVELOPMENT 192 LTD. FOR REZONING AT 8311, 8331, 8351, AND 8371 CAMBIE ROAD AND 3651 SEXSMITH ROAD FROM SINGLE DETACHED (RS1/F) AND AUTO-ORIENTED COMMERCIAL (CA) TO HIGH RISE APARTMENT (ZHR12) CAPSTAN VILLAGE (CITY CENTRE) AND SCHOOL & INSTITUTIONAL USE (SI)**

(File Ref. No. 12-8060-20-8903) (REDMS No. 3555723 v.3)

Wayne Craig, Director of Development, accompanied by Suzanne Carter-Huffman, Senior Planner – Urban Design, stated that the proposed project would (i) relocate and expand a current City-owned playing field; (ii) provide funding towards the future construction of the Capstan Canada Line station; (iii) provide funding towards the City’s Affordable Housing Reserve in lieu of building affordable housing units; (iv) be designed and built to facilitate future connection to the District Energy Utility; and (v) provide substantial road and infrastructure improvements.

With the aid of an artist rendering, Mr. Craig commented on the proposed park relocation and expansion.

In reply to queries from Committee, Mr. Craig and Ms. Carter-Huffman provided the following information:

- the proposed new park is larger than the current City-owned playing field on Sexsmith Road and would act as a ‘gateway’ to Aberdeen Village’s busy commercial precinct;
- the proposed parking podium wall will be examined at the Development Permit stage in an effort to screen its façade; and
- staff will encourage increasing the number of proposed Art Loft Units at the Development Permit stage.

It was moved and seconded

- (1) *That Richmond Zoning 8500 Amendment Bylaw No. 8903, to amend the Richmond Zoning Bylaw No. 8500 to create “High Rise Apartment (ZHR12) Capstan Village (City Centre)” and for the rezoning of 8311, 8331, 8351, 8371 Cambie Road and 3651 Sexsmith Road from “Single Detached (RS1/F)” and “Auto-Oriented Commercial (CA)” to “High Rise Apartment (ZHR12) Capstan Village (City Centre)” and “School & Institutional Use (SI)”, be introduced and given first reading; and*
- (2) *That the affordable housing contribution for the rezoning of 8311, 8331, 8351, 8371 Cambie Road and 3651 Sexsmith Road (RZ 11-591985) be allocated entirely (100%) to the capital Affordable Housing Reserve Fund established by Reserve Fund Establishment Bylaw No. 7812.*

CARRIED

3.

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4. **APPLICATION BY FIRST RICHMOND NORTH SHOPPING CENTRES LTD., FOR REZONING AT 4660, 4680, 4700, 4720, 4740 GARDEN CITY ROAD AND 9040, 9060, 9080, 9180, 9200, 9260, 9280, 9320, 9340, 9360, 9400, 9420, 9440, 9480, 9500 ALEXANDRA ROAD FROM "SINGLE DETACHED (RS1/F)" TO "NEIGHBOURHOOD COMMERCIAL (ZC32) – WEST CAMBIE AREA" AND "SCHOOL & INSTITUTIONAL (SI)"**

(File Ref. 12-8060-20-8864/8865/8973) (REDMS No. 3448492 v.19)

With the aid of various artist renderings, Mr. Craig provided background information regarding the proposed development, and the following information was noted:

- in order to facilitate the proposed development, an Official Community Plan (OCP) amendment is needed to realign the future May Drive; this amendment would change the road pattern and in doing so, it would reduce the ‘Park’ designation over portions of the subject properties;
- the applicant is seeking to reduce the minimum density permitted in the Mixed Use Area A in the West Cambie Area Plan from 1.25 FAR to 0.60 FAR;
- the applicant has agreed to further enhance and activate the pedestrian realm during the Development Permit process; as such, the proposed development responds well to the objectives of the Mixed-Use Area A;
- the realignment of Alexandra Road has been identified as a critical component of the proposed development;
- since the proposed project would be the single largest redevelopment in the immediate vicinity of the road realignment, staff have requested that the developer acquire, design and construct the Alexandra Road / Leslie Road Connector; and
- the developer has been unsuccessful at acquiring any of the properties required to facilitate the Alexandra Road / Leslie Road Connector; as such, the developer is seeking a proportional cost share model to fund the Alexandra Road / Leslie Road Connector.

Victor Wei, Director, Transportation, commented on the rationale for the proposed proportional cost share model to fund the Alexandra Road / Leslie Road Connector. He stated that over several years of negotiations with the developer, the proposed model is the second best alternative to the developer acquiring, designing and constructing the Alexandra Road / Leslie Road Connector in its entirety.

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Mr. Wei stated that based on traffic projections for the area, the current proposed interim road improvements can accommodate the projected traffic growth for up to ten years given that the developer would be providing various road and intersection upgrades. It is proposed that the developer contribute 59% or \$5,564,286.00 (including \$3,745,058.00 as a cash contribution for land and \$1,819,228.00 as a letter of credit for construction of the road) prior to final adoption of the rezoning. The remaining 41% of the total cost for the Alexandra Road / Leslie Road Connector would be outstanding and would be funded by other owners / developers within the defined catchment area. Staff project that in ten years, the City will have collected the remaining 41% of the funding model to acquire the properties needed to facilitate the construction of the Alexandra Road / Leslie Road Connector.

In reply to a query from the Chair, Mr. Wei advised that historically, the City has been successful in requiring that a developer implement a major road realignment.

In reply to queries from Committee, Mr. Craig advised that the scale of the proposed development is consistent with the Area Plan Objectives and that a proposed new Neighbourhood Commercial zoning district has been developed for the proposed development.

In reply to concerns made by Committee, Mr. Wei commented on associated risks to the City in relation to the proposed proportional cost share model for the completion of the Alexandra Road / Leslie Road Connector, and the following was noted:

- any funds recovered from the sale of the residual lands from the five outstanding properties needed to complete the Alexandra Road / Leslie Road Connector would be reimbursed to the developer, but only after full completion of the road realignment, including all costs associated with the lands assembly and disposal process;
- there is no certainty that the five outstanding properties needed to complete the Alexandra Road / Leslie Road Connector will be available for sale;
- land values may increase at a higher rate than anticipated resulting in a funding shortfall for the acquisition of the five remaining properties; and
- there is no guarantee that the adjacent properties included in the calculation for the proposed proportional cost share model will redevelop and contribute to the Alexandra Road / Leslie Road Connector, therefore, resulting in a funding shortfall.

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Mr. Wei advised that if the Alexandra Road / Leslie Road Connector realignment was not implemented within ten years, the road network level of service and traffic would gradually deteriorate to result in extreme congestion and potential traffic safety issues.

Mr. Wei advised that staff support reducing the required number of on-site parking stalls as the proposed development is within walking distance to the Canada Line. Also, he stated that in light of the Transportation Demand Management (TDM) measures (i.e., bicycle storage, end-of-trip cycling facilities, bus stop upgrades, and electrical vehicle plug-ins), staff did not feel that the area needed an oversupply of parking stalls.

The Chair expressed concern related to the proposed proportional cost share model for the completion of the Alexandra Road / Leslie Road Connector, querying whether the City has ever considered such an approach in the past.

In response to a question from the Chair, Mr. Craig commented on the range of amenities being provided as part of the proposed development.

Discussion took place regarding the need for the Alexandra Road / Leslie Road Connector realignment, and Mr. Wei advised that if no other development took place in the area, the anticipated ten year time line would merely be extended; the Alexandra Road / Leslie Road Connector realignment is necessary. Also, Mr. Wei commented on properties within the proposed catchment area, noting that properties with in-stream applications are exempt from contributing any funds towards the completion of the Alexandra Road / Leslie Road Connector; however, should any new and separate development applications for different designs be submitted, these properties would become liable to contribute to completion of the Alexandra Road / Leslie Road Connector.

Joe Erceg, General Manager, Planning and Development, commented on negotiations between the City and the applicant as it relates to the proposed proportional cost share model for the completion of the Alexandra Road / Leslie Road Connector, noting that it is the second best alternative. Mr. Erceg stated that the applicant has indicated that the proposed proportional cost share model is their best offer. He echoed comments made by staff in regards to risks to the City in relation to the proposed proportional cost share model.

Discussion ensued and Committee expressed concern in relation to how the proposed proportional cost share model for the completion of the Alexandra Road / Leslie Road Connector would penalize adjacent properties and whether similar funding models would be considered for future developments throughout the City.

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In reply to queries from Committee, Mr. Wei stated that due to transportation safety measures, the Alexandra Road / Leslie Road Connector must be realigned and curved to meet the existing Leslie Road west of Garden City Road as a conventional four-legged signalized intersection.

Discussion ensued regarding the proposed realignment of the future May Drive, and Mr. Craig advised that the proposed realignment is needed in order to meet parking demands. He commented on the proposed terms of the realignment, and stated that it would reduce the 'Park' designation over portions of the subject properties. Also, Mr. Craig spoke of the proposed roof top deck, noting that it would be further designed through the Development Permit process.

Discussion further ensued and Committee queried whether the proposed realignment of the future May Drive was a benefit to the City. It was noted that as per the proposed terms of the development, the City would lose approximately two acres of Environmental Sensitive Area (ESA) park land in exchange for a 0.83 acres roof top green deck of a concrete parking structure and a 0.16 acre park dedication. Members of Committee expressed their concern regarding the proposed reduction in park / ESA land and were not agreeable with the proposed terms of compensation for said land.

Mike Gilman, Senior Land Development Manager, SmartCentres, provided an overview of the proposed development, noting the following information:

- the proposed project site is 16.8 acres bound by Alexandra Road on the north, a proposed May Drive extension on the east, Alderbridge Way on the south, and Garden City Road on the west;
- approximately 45 to 50 new stores would be created as part of the proposed development;
- the proposed development would consolidate twenty lots, creating two development parcels (east and west), approximately seven acres each, separated by a new north-south road – High Street;
- a portion of the site identified as Area J in the east development parcel of the proposed project is anticipated to be transferred to the City for park purposes; the proposed elevated landscaped deck over a portion of the surface parking area would also provide publicly accessible green space;
- the west development parcel includes seven buildings: Building A, along Garden City Road is a two-storey building and would contain an anchor tenant; Building B, along Alexandra Road is a four-storey retail / parkade structure; and the remaining five buildings are all one-storey high;

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- a pedestrian corridor runs throughout the entire west development parcel, with walkway features such as decorative paving, lighting, way-finding signage, and several pedestrian plazas that would connect one plaza to another;
- the east development parcel includes a proposed three-storey Walmart store along Alderbridge Way;
- the main entry lobby for the proposed Walmart store would be located along Alderbridge Way;
- the proposed Walmart store is approximately 161,000 square feet; and
- the size of the proposed Walmart store is comparable to the existing Walmart store in New Westminster.

Mr. Gilman highlighted that the proposed development would (i) participate in the Alexandra District Energy Utility; (ii) be constructed to LEED Silver equivalency; (iii) reduce stormwater discharge through rooftop detention, permeable pavers, and bioswales; (iv) utilize water efficient plumbing fixtures; and (v) reduce energy consumption with high-efficiency mechanical equipment.

Also, he commented on the proposed reduction to minimum density, noting that the proposed development would be very compact, and spoke of various TDM measures. Mr. Gilman stated that interim transportation improvements are proposed at the Garden City Road / Alderbridge Way intersection, including the provision of dual left-turn lanes on the westbound, northbound and southbound approaches.

Mr. Gilman concluded his presentation by stating that the proposed project would generate approximately \$7.25 million in Development Cost Charges and other voluntary contributions. Also, he commented that the proposed project would play a significant role in economic development and act as an anchor for the West Cambie Area.

In reply to a query from Committee regarding SmartCentres' position on the Alexandra Road / Leslie Road Connector and the proposed proportional cost share model, Mr. Gilman stated that SmartCentres is prepared to provide road improvements elsewhere as presented before Committee; however SmartCentres cannot complete the Alexandra Road / Leslie Road Connector due to challenges related to the acquisition of the five remaining properties in the Alexandra Road / Leslie Road Connector's path.

Councillor Steves left the meeting (5:19 p.m.).

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Discussion ensued regarding the City's risk for the proposed proportional cost share model. In response to comments made by Committee, Mr. Gilman commented on the formula utilized to calculate the figures of the proposed proportional cost share model and stated that risk to the City is minimal. Mr. Gilman was of the opinion that since the proposed development would only generate 59% of the projected traffic growth in the area, that SmartCentres should only be responsible for 59% of the total cost of the Alexandra Road / Leslie Road Connector.

Councillor Steves re-entered the meeting (5:25 p.m.).

Jim Wright, 8300 Osgoode Drive, expressed concern related to the ecological impact the proposed development would have to wildlife in the area. Also, Mr. Wright was of the opinion that the proposed development would negatively impact viewsapes. Mr. Wright commented on the West Cambie Natural Park as it relates to the north-south trail, noting that the trail should be at minimum twenty metres wide in an effort to not disrupt the existing ecological footprint and preserve viewsapes.

Greg Nicholson, 9091 Alexandra Road, identified himself as one of the five property owners whose lot is in the path of the Alexandra Road / Leslie Road Connector. Mr. Nicholson commented on past dealings with parties interested in acquiring his property, noting that he was first approached thirteen years ago. He stated that he was prepared to sell his property for a reasonable price; however, he has yet to see a proper legal offer. In reply to a query from Committee, Mr. Nicholson advised that he was last presented an offer two years ago; however, the offer did not stipulate a completion date.

Steve Jedreicich, representing Townline, owner of 9191 Alexandra Road, expressed concern regarding the proposed proportional cost share model to fund the Alexandra Road / Leslie Road Connector. He stated that as a long-standing developer in Richmond, Townline has never seen a proportional cost share model be considered for works required as part of a development application. He stated that 9191 Alexandra Road has road dedications on three of its four sides, and the proposed proportional cost share model would add to the site's challenges. Mr. Jedreicich advised that based on the proposed proportional cost share model, Townline's estimated cost for eight percent of the construction of the Alexandra Road / Leslie Road Connector, is approximately \$750,000.

In reply to a query from Committee, Mr. Craig advised that programming details for the proposed green deck would be considered as part of the Development Permit process.

Laurie Bachynski, Manager, Business Enterprise, reviewed the figures related to the proposed proportional cost share model.

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Discussion took place regarding risks to the City in relation to the proposed proportional cost share model.

The Chair requested that a copy of the applicant's traffic study be forwarded to Council for information.

As a result of the discussion, the following **referral** was introduced:

It was moved and seconded

That the staff report titled Application by First Richmond North Shopping Centres Ltd., for Rezoning at 4660, 4680, 4700, 4720, 4740 Garden City Road and 9040, 9060, 9080, 9180, 9200, 9260, 9280, 9320, 9340, 9360, 9400, 9420, 9440, 9480, 9500 Alexandra Road from "Single Detached (RS1/F)" to "Neighbourhood Commercial (ZC32) – West Cambie Area" and "School & Institutional (SI)" dated November 29, 2012 from the Director Development be referred back to staff to:

- (1) review arrangement for payment of cost for immediate construction of the road and any possible distribution of cost between developments;*
- (2) look at the potential arrangement to purchase residences on the road pathway and other further alternatives if any; and*
- (3) review alternatives to the proposed May Drive alignment and the proposed structure with the green space.*

CARRIED

5. **MANAGER'S REPORT**

None.

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (6:29 p.m.).

CARRIED

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Certified a true and correct copy of the Minutes of the meeting of the Planning Committee of the Council of the City of Richmond held on Tuesday, December 18, 2012.

Councillor Bill McNulty
Chair

Hanieh Berg
Committee Clerk