



To: General Purposes Committee **Date:** March 13, 2009
From: Joe Erceg, MCIP **File:**
 General Manager, Planning & Development
Re: Proposed Work Program - Railway Avenue Corridor

Staff Recommendation

That, as per the report entitled: "Proposed Work Program - Railway Avenue Corridor", from the General Manager, Planning and Development, dated March 13, 2009, the Proposed Work Program - Railway Avenue Corridor (**Attachment 3**), be approved

Joe Erceg
 Joe Erceg, MCIP
 General Manager, Planning and Development

Att. 3

FOR ORIGINATING DEPARTMENT USE ONLY					
ROUTED TO:		CONCURRENCE		CONCURRENCE OF GENERAL MANAGER	
Parks Planning, Design & Construction ...	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	<i>Joe Erceg</i>			
Recreation & Culture	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>				
Transportation	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>				
REVIEWED BY TAG		YES	NO	REVIEWED BY CAO	
		<input checked="" type="checkbox"/>	<input type="checkbox"/>	<i>CVC. not j.</i> <input checked="" type="checkbox"/>	

Staff Report

Origin

Currently, the future development and ownership of the Railway Avenue corridor (Corridor) is uncertain as: (1) the Canadian Pacific (CP) Railway has not finalized the disposition of its lands, and (2) the City and TransLink need to carry out further transit and land use planning in consultation with the community, before the ownership, transit and land use matters can be finalized. Recently, City staff met with CP and Polygon to discuss possible next steps. After the meeting, CP has requested the City to authorize CP to initiate and conduct a Corridor planning process (**Attachment 1**).

Purpose

The purpose of this report is to recommend that Council approve the proposed Work Program for the Railway Avenue Corridor (**Attachments 2 and 3**), whereby the City would manage the work and CP and Polygon would do the work. The purpose of the study is to determine how the Corridor lands can best be owned, planned and integrated with the community, with a view to creating opportunities and benefits for the City, community, CP, Polygon and stakeholders.

Background

On November 1990, the City of Richmond and CP prepared a "Richmond Rail No. 2 Road to Steveston Opportunities Report", by CIVITAS Urban Design and Planning, Inc. The purpose of the report was to determine if it was possible to re-develop the Railway Avenue Corridor and achieve the Municipality's and CP's objectives. The project was not pursued, as the City had other planning priorities. As well, the City recognized that the subject was sensitive, as the surrounding community may have strong views regarding growth, transit and land use, and that a careful public consultation process would be needed. In 2005, the City and CP discussed the matter as part of the process related to the City's successful purchase of the CP corridor between No. 2 Road and Capstan Way. At that time, the City made a commitment to revisit the matter at a later time. On February 12, 2009, City staff met with CP and Polygon representatives at their request to discuss next steps. City staff indicated that they would be prepared to bring a report forward and support a City managed, CP lead, community planning driven process with specific conditions (see below), for Council's consideration. On February 17, 2009, CP made a request for Council to authorize such a study.

Analysis

To complete the planning of the Railway Avenue Corridor, the issues which need to be addressed include: community, landowner and stakeholder concerns, land ownership, improved transit and greenways, and a range of land use and servicing opportunities, priorities and options. From this, a Railway Corridor Concept can be prepared which would include a vision, principles, policies (e.g., land use, density, buffering, servicing, transit, amenities), and a preferred ownership pattern. A complementary Railway Corridor Concept Implementation Program would include OCP amendments, other City policy adjustments, amenities, financial strategies and land ownerships changes. In February 2009, City staff indicated to CP and Polygon that any process must be community planning driven, not development application (e.g., rezoning) driven, to enable Council and the community to have the necessary time and proper context to discuss and establish an effective Corridor Concept and Implementation Program.

City Priorities

As well, City staff indicated the Corridor planning process, at a minimum, must protect and advance the following important City and community interests:

- (1) Protect The Possibility of a Transit Corridor (e.g., possible future light rail or a frequent bus network route; improved bicycle lanes, pedestrian greenways and trails). As improved transit service is a City priority, City staff indicated to CP and Polygon that the City's Railway Avenue Corridor interests include protecting the Corridor as a possible future enhanced public transit route. TransLink is aware of this City priority; however, this process has not begun. City staff suggest that it is desirable to conduct a Railway Corridor planning process now, to keep the Corridor available for possible future improved transit. Thus, if it is decided in the future to provide improved transit along Railway Avenue, it can occur and if not, the land can be used for community purposes (e.g., parks).

It is noted that, on one hand, improved transit is welcomed, but on the other hand, it usually involves some degree of increase in land use density (e.g., residential, commercial), which may or may not be acceptable to the community. Undertaking land use planning for the Railway Corridor now can be beneficial as it can provide more certainty regarding which land uses and densities may be acceptable to the community. It is noted that, at this time, TransLink does not have prescribed densities for improved transit and thus Richmond, through the proposed Corridor planning process, can assist in determining what the land use densities should be.

- (2) Protect the Linear North-South Greenway (e.g., trails, preserving open spaces by providing an enhanced connection between the north and south arms of the Fraser River). Another City priority is improving the linear North-South Greenway via the Corridor. The proposed Corridor planning program can assist in identifying, securing and providing for the Greenway.
- (3) Achieve The Completion Of Adjacent Neighbourhoods Completing the adjacent neighbourhoods is another City priority. The integration of the disposed CP lands with the surrounding neighbourhoods is a priority. This involves asking the community what they would like to see to complete their neighbourhoods. This may include affordable housing, child care, convenience commercial uses (e.g., a grocery store), dog parks, other parks, community gardens, heritage conservation, improved drainage, buffering, and improved intersections and traffic safety.

Current Corridor Ownership

Currently, along the Railway Corridor, CP wishes to divest its lands, and the City owns approximately 15 acres and CP 15 acres. The ownership pattern is fragmented. Polygon already owns land along the Corridor and wishes to redevelop them. The proposed planning process can assist in identifying land exchanges to better address City, CP, Polygon, adjacent land owner and community needs and interests. Any City land exchanges are to be, at a minimum, no cost to the City and wherever possible should result in revenue to the City. Through the planning process, a City objective will be to ensure that its priorities are met.

The Proposed Work Program

The proposed Corridor work program would involve: (1) community consultation, (2) the identification of land use, transit, greenway, community amenity, servicing and ownership options, and (3) solutions. It is intended to result in:

- (1) A Railway Corridor Concept which will include a City vision, principles, policies and a preferred ownership pattern, and address land use, density, urban design, transit, servicing, amenities, buffering, greenway, community amenity and ownership, and
- (2) An Implementation Program which will include OCP amendments, other policy adjustments, financial strategies, and City, CP, Polygon and other land ownership exchanges. Taking this approach, mutually beneficial solutions are anticipated.

The Proposed Work Program:

- Is designed to enable the City, the community, TransLink, CP and Polygon and other stakeholders to identify their concerns and priorities, and for them to be addressed. It is anticipated that the proposed Work Program (**Attachment 3**) can be completed by December 2009,
- Does not need to wait until the OCP update is completed (e.g., until after 2010), as certainty and beneficial results can be achieved sooner. Note that the upcoming OCP update will not provide the needed level of detail to address the Corridor concerns, as it addresses higher level City wide concerns.

The Corridor Study Area

The Corridor Study Area is shown in **Attachment 2**. It extends a block on each side of Railway Avenue. All Richmond can participate in the study (e.g., through open houses, surveys).

Roles

CP will lead the work and do it with Polygon. A City Team led by Policy Planning and comprised of Transportation Planning, Parks, Recreation and Cultural Services, Engineering, Real Estate, Finance and others will oversee and manage CP's (and Polygon's) work and its quality.

City Caveat

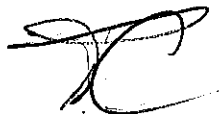
Council reserves the right to modify the Program including to terminate it, if in its sole view, it becomes in the City's interests to do so.

Financial Impact

None, at this time. CP and Polygon have agreed to carry out the work in close collaboration with the City. The City's role can be conducted within the approved City budget. Positive City land ownership, land use, transit, amenity and servicing benefits are anticipated.

Conclusion

The Railway Avenue corridor is incomplete. City staff recommend a Work Program to establish an appropriate Corridor Concept and Implementation Program.



Terry Crowe,
Manager, Policy Planning
TTC: cas

Attachment 1 – Canadian Pacific Railway Letter (Feb 15, 2009)

Attachment 2 – Railway Avenue Corridor Location Map

Attachment 3 – Proposed Railway Avenue Corridor Work Program



**CANADIAN
PACIFIC
RAILWAY**

John Walsh
Vice President
Real Estate

Gulf Canada Square
401 - 9th Avenue SW
Calgary Alberta
T2P 4Z4

Tel (403) 319-791
Fax (403) 319-655

February 17, 2009

Mr. Joe Erceg
General Manager Planning and Development
City of Richmond
6911 No. 3 Road
Richmond, B.C.
V6Y 2C1

Dear Joe:

Re: Canadian Pacific Railway Corridor Adjacent To Railway Avenue

As you are aware, Canadian Pacific Railway Company ("CP") is the owner of lands in the City of Richmond that run parallel to Railway Avenue (as such lands are more particularly described on Schedule A attached to this letter, the "Railway Avenue Lands").

Further to our meeting on February 12, 2009, CP would like to initiate a public planning process for the Railway Avenue Lands and requests that you seek Council endorsement to initiate the process at your earliest convenience.

You may recall that CP went to great lengths to make the lands available for sale to the City of Richmond in 2005, which was critical to the timely construction of the Olympic Oval, a striking facility that will provide recreational opportunities for generations to come. As part of the agreement between CP and the City at that time, the City agreed to work cooperatively in evaluating future options for use of the Railway Avenue Lands.

As discussed in our meeting, CP envisions that future use of the Railway Avenue Lands would provide significant land use opportunities to benefit the residents of the City of Richmond in the following areas:

- a. a future public transportation corridor;
- b. completion of a linear pathway to substantially connect the North and South arms of the Fraser River; and
- c. achieving "completion" of adjacent neighbourhoods through enhancements and other features commensurate with the unique characteristics of adjoining neighbourhoods.

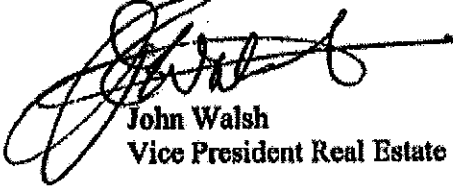
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CP is very excited about the opportunity to work with the City to ensure that the future uses of the Railway Avenue Lands will contribute to a valuable community asset, to enrich both the City and adjoining neighbourhoods.

We would appreciate the City's support in this endeavour and look forward to your cooperation.

Yours truly,



John Walsh
Vice President Real Estate

cc: Victor Wei
Director of Transportation, City of Richmond
Terry Crowe
Manager Policy Planning, City of Richmond

Enclosure

SCHEDULE "A"

Legal Descriptions

Railway Avenue Lands

PID: 004-211-961

Parcel "One" (Plan with Fee Deposited 9554 F) Section 36 Block 4 North Range 7 West except: Firstly: Parcel "D" (Bylaw Plan 64731) and Secondly Parcel "H" (Bylaw Plan 64732) New Westminster District

PID: 018-591-582

Lot 5 Section 1 Block 3 North Range 7 West New Westminster District Plan LMP13724

PID: 004-211-871

Parcel "4" (Plan with Fee Deposited 7130 F) Section 25 Block 4 North Range 7 West except: Parcel "G" (Bylaw Plan 64732) New Westminster District

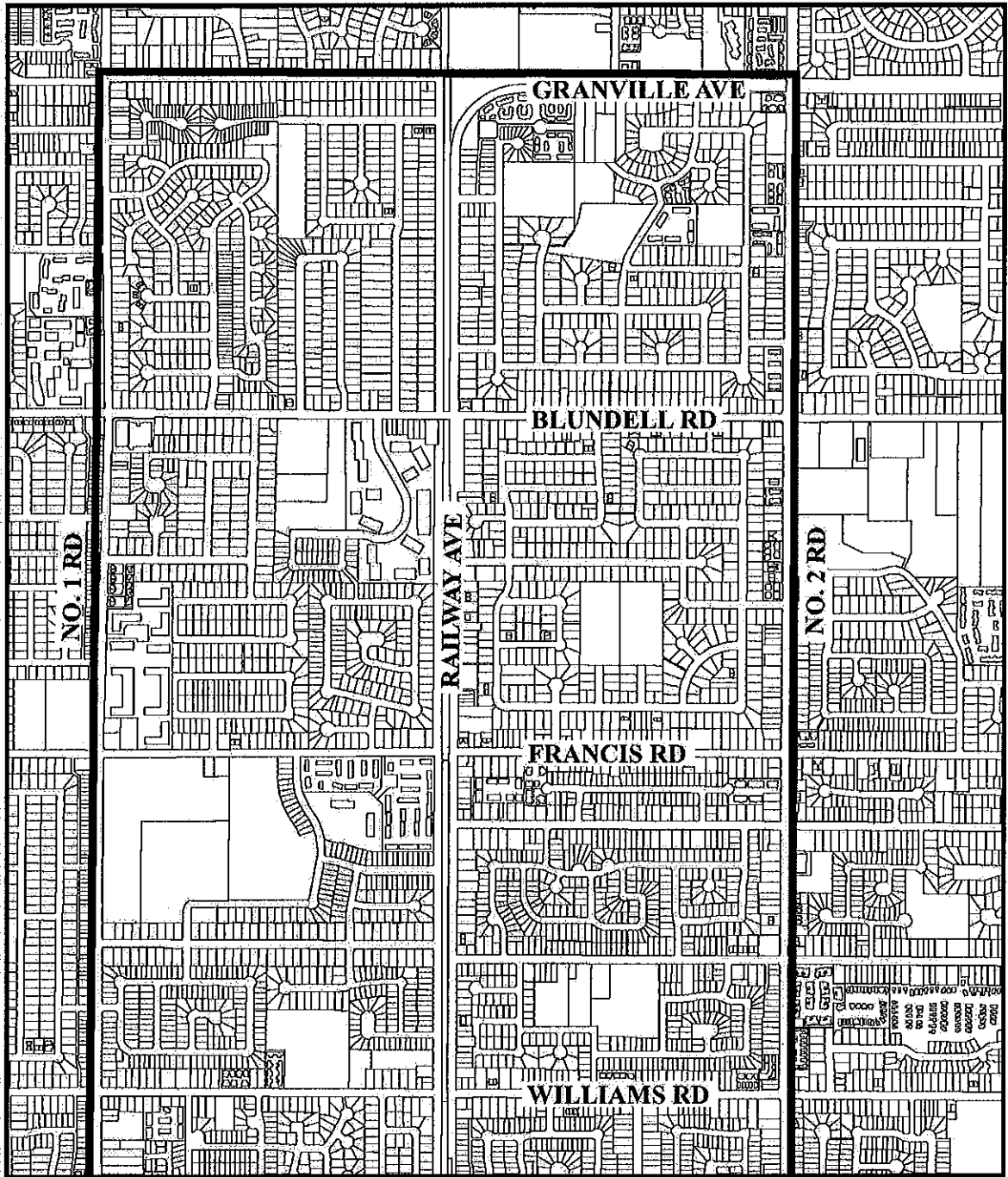
PID: 015-605-442


Parcel K (Statutory Right of Way Plan 915) Section 13 Block 4 North Range 7 West except: Part subdivided by Plan 30615 New Westminster District

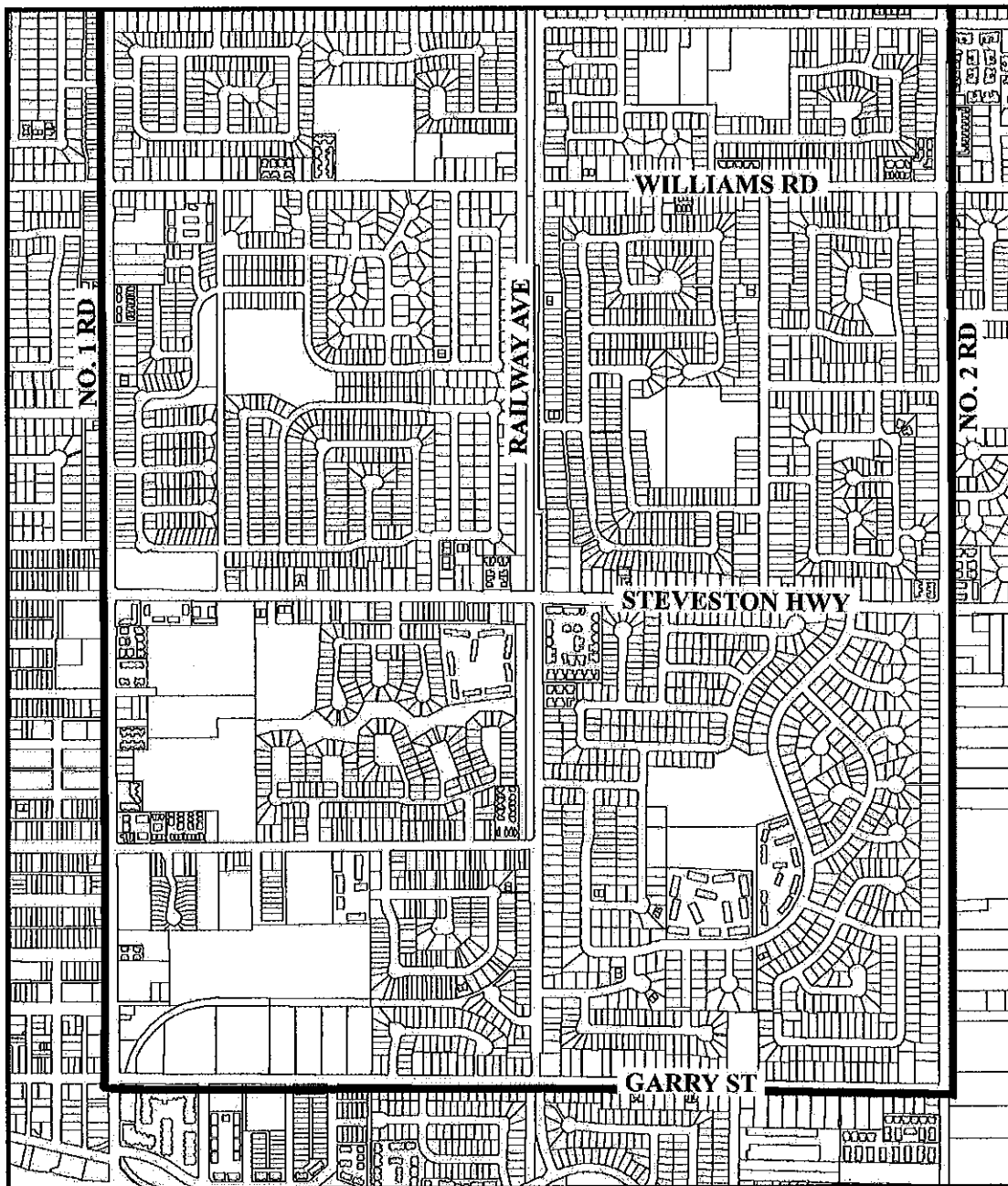
PID: 004-211-901

Parcel "3" (Plan with Fee Deposited 7132 F) Section 24 Block 4 North Range 7 West except: Firstly: Parcel E (Bylaw Plan 64731) and Secondly: Parcel F (Bylaw Plan 64732) New Westminster District

Attachment 2
Railway Avenue Corridor Location Map



	<p>Map 1 Railway Avenue Corridor Study Area</p>	<p>Original Date: 04/02/09 Amended Date: Note: Dimensions are in METRES</p>
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Map 2
Railway Avenue Corridor
Study Area

Original Date: 04/02/09

Amended Date:

Note: Dimensions are in METRES

Attachment 3
Proposed Work Program - Railway Avenue Corridor
 March 13, 2009

Proposed Work Program
Railway Avenue Corridor
Richmond, BC

1. **Purpose**
 To identify a Work Program for the Railway Avenue Corridor, to determine if and how best:
 - For the City: It can protect and advance its interests (e.g., ensure future transit, land use, density, amenities),
 - For CP: They can divest their lands (e.g., to the City, Polygon, others),
 - For Polygon: Assuming an agreement is reached with CP, they can re-develop the Railway Avenue lands.
2. **Program Emphasis**
 - This is to be a community planning exercise, not a development application driven exercise.
3. **Roles**
 - CP will lead the work and do it with Polygon.
 - A City Team led by Policy Planning and comprised of Transportation Planning, Parks, Recreation and Cultural Services, Engineering, Real Estate, Finance and others will oversee and manage CP's (and Polygon's) work and its quality.
4. **Program Changes:**
 The following Work Program may be changed by Council due to City, CP, Polygon and other stakeholders' priorities and workloads, however the parties will endeavour to meet the time frames noted below.
5. **City Caveat**
 Council reserves the right to modify the Program including to terminate it, if in its sole view, it becomes in the City's interests to do so.

Work Program Railway Avenue Corridor		
Activity	Who Does It	Suggested Timing
1. Meeting with City Staff, CP and Polygon - Discuss and agree on the general process and roles	CP, Polygon, City Staff	Feb. 12 2009
2. Establish City Team & Generally Establish CP & City Roles and Dates - Policy Planning - Transportation Planning - Parks - Engineering - Real Estate	City Team	March 31
3. Report to General Purposes Committee – To discuss the proposed Work Program	City	Mon April 6
4. Report to Council – To approve the proposed Work program	City	Tues. April 14
5. Verify City Interests: - The city Team will meet with TransLink to establish the timing of providing future upgraded transit service (e.g., status, needed ROW, densification – ridership requirements) - Maintain arterial road function	City Team will: - meet with TransLink - verify City's interests, - advise CP of findings.	By April 17,

Work Program Railway Avenue Corridor		
Activity	Who Does It	Suggested Timing
- Maintain bicycle route		
- Protect transit corridor		
- Protect parks and trails		
- Protect heritage		
- Determine City land or dollar value if swapped for CP land		
- Densification: Set maximum FAR and where (e.g., Arterial Road Policy)		
- Provide design criteria		
- Build public consensus		
6. Prepare Verified Ownership map		
7. Update Cross-Sections:		
- Road ROW,	CP - Polygon	By April 17
- Bicycle ROW,		
- Trail ROW,		
- Transit ROW		
8. Verify Existing Infrastructure		
- Water	CP - Polygon, with Eng	
- Sanitary		
- Drainage other		
9. Planning Committee Discussion With CP and City Team		
- This is an opportunity for Planning Committee (and all of Council) to discuss any additional Council opportunities, concerns, conceptual options, etc.,	CP, City Team	On April 21
- Open House Assumption: To save time, staff ask that they be authorized to hold the Open House without going back to Council.		
10. 1st Public Open House		
- City Team will ensure that CP prepares adequate information and gives adequate notice of the Open House, including distributing, to each property owner in the Study area, an informative flyer.	CP lead	By May 15
11. Analyze Feedback and Prepare Conceptual Options		
- Conceptual Option 1 (e.g., land uses, swap, densification, servicing, phasing implications)		
- Conceptual Option 2 (e.g., land uses, swap, densification, servicing, phasing implications)		
- Prepare implementation program (e.g., timing, densification, ownership, financing, phasing)	CP leads	May 15 -- June 15
12. Recommended Corridor Concept and Prepare Implementation Options		
- Identify who will exchange what lands		
- Estimate land values		
- Estimate arrangements		
13. RTC Prepared: Re Recommended Railway Corridor CONCEPTS		
14. Report to General Purposes Committee – To discuss the Railway Corridor CONCEPT	City Team	June 24 RTC is written Mon July 6
15. Report to Council – To approve in principle the preferred CONCEPT		Mon July 13
16. 2nd Open House To Present Options Together With Recommendation	CP leads	By July 31

Work Program Railway Avenue Corridor		
Activity	Who Does It	Suggested Timing
17. Finalize Corridor Plan and Implementation Program	CP, Polygon City Team oversees	Aug 1 - By Sept 15
18. Agree To Land Exchanges	City Team	Sept 23
19. City Staff Prepare RTC	All	Oct 5
20. Seek GP Committee Recommendation For Corridor Plan & Implementation Program	All	Oct 13
21. Seek Council Approval For Corridor Plan & Implementation Program	City Team with CP and Polygon	Oct - Dec 21, 2009
22. City staff to bring forward OCP changes		

Prepared by Policy Planning
City Of Richmond