

SCHEDULE 17 TO THE  
MINUTES OF THE REGULAR  
MEETING OF COUNCIL FOR  
PUBLIC HEARINGS HELD ON  
MONDAY, JULY 21, 2008



**City of Richmond**  
Planning and Development Department

<b>To Public Hearing</b>	
Date:	July 21, 2008
Item #	60
Re:	Bylaw 8383
<b>Memorandum</b>	

**To:** Mayor and Councillors  
**From:** Terry Crowe  
Manager, Policy Planning  
**Date:** July 21 2008  
**File:**  
**Re:** City Centre Area Plan (CCAP): Staff Comments on The YVR and UDI Letters

The purpose of this memorandum is to provide staff comments regarding the Vancouver International Airport Authority (YVR) letter dated July 17, 2008 and the Urban Development Institute (UDI) letter dated, July 18, 2008 (see attached) both regarding the proposed CCAP.

YVR's Comments

YVR states that it is opposed to the CCAP because it increases (1) residential development in the high aircraft noise areas, and (2) traffic on the Arthur Laing Bridge.

*Staff Response:*

*Aircraft Noise – Residential Development*

YVR objects based on federal Transport Canada guidelines which it is required to follow. The City is not required to meet these guidelines. The City is responsible for zoning. As well, the City needs to balance a wide range of interests in the City Centre (e.g., obtain the benefits of the Canada Line; promote Live-Work-Play). In 2004, the City researched and approved an OCP Aircraft Noise Sensitive Development Policy. It did so with YVR input. This policy limits new residential uses in many higher noise areas. The CCAP follows this policy. In addition, the CCAP proposes many non residential areas for the long term (e.g., industrial, commercial, office, and 200 acres of parkland). Also, the City has improved its aircraft noise covenants.

The CCAP will be discussed with the City Airport Noise advisory Committee, but not with the expressed purpose of limiting residential uses in the City Centre, but for contextual information.

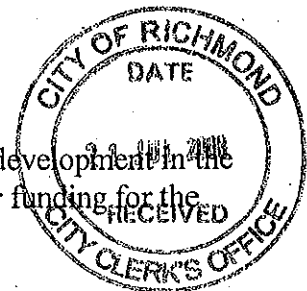
*Traffic On the Arthur Laing Bridge*

Regarding how increased traffic on the Bridge will be accommodated, the City has already undertaken such a study with YVR as a funding partner. YVR never raised this issue as a concern throughout the study process. The City will manage traffic increases by monitoring, encouraging traffic shifts to transit and other routes and bridges, and improving traffic information (e.g., by having cameras on the Bridge).

UDI Comments

*The Capstan Station*

UDI is concerned regarding the Capstan Station as it: (1) does not want to see development in the area delayed, if Pinnacle does not fund the Capstan Station and other developer funding for the Station needs to be arranged, and (2) does not want to pay towards the Station.



*Staff Response*

City staff are working with Pinnacle to secure funding for the Capstan Station, as part of the rezoning process. If this approach does not work, as a contingency scenario, developers may be asked to fund the Station as it is in a transit oriented development area where the Station is to be committed to before development occurs. As well, with the Station, developers will receive the benefit of reduced parking and associated costs, with which they agree.

*Green Roofs*

UDI wants to explore options regarding green roofs. Staff Response: Staff agree and a green roof option report will be discussed at Planning Committee tomorrow.

*Affordable Housing*

UDI has some concerns regarding the implementation of the Affordable Housing Strategy. Staff Response: City continue to meet with UDI to address them, separately from the CCAP approval process.

*Funding Community Facilities*

UDI is asking Council not require developers pay for community amenities. Staff Response: The staff report on the CCAP Implementation Strategy addresses this matter as it identifies non developer options by which they may be funded.

*Summary*

Staff consider that the YVR and UDI comments are being addressed and the CCAP need not be delayed to do so. Staff suggest that if need be, the CCAP can be amended after it is approved, based on more detailed analysis.

For clarification, please contact me at 604-276-4139.



Terry Crowe,  
Manager, Policy Planning

TTC:cas  
Att. 1

- pc:
- TAG
  - David Weber, Director, City Clerk's Office
  - Brian J. Jackson, MCIP, Director of Development
  - Victor Wei, P. Eng., Director, Transportation
  - Holger Burke, MCIP, Development Coordinator
  - Suzanne Carter-Huffman, Senior Planner/Urban Design



To Public Hearing
Date: <u>July 21, 2008</u>
Item # <u>6</u>
Re: <u>Bylaw 8383</u>
_____

July 17, 2008

Mr. David Weber  
Director City Clerk's Office  
CITY OF RICHMOND  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

Dear Mr. Weber:

RE: Official Community Plan Amendment Bylaw 8383

Thank you for your letter dated 26 June 2008 requesting our comments on the Official Community Plan Amendment Bylaw 8383, which adopts the new City Centre Area Plan. The Airport Authority is opposed to the City Centre Area Plan as proposed for two reasons:

- Increased residential development in areas with high levels of aircraft noise
- Increased traffic on the already congested Arthur Laing Bridge

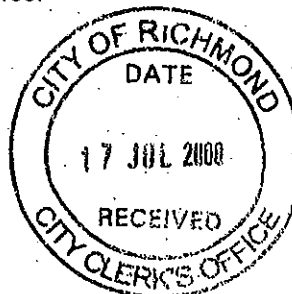
Aircraft Noise

The population of the City Centre Area is forecasted to double by 2021, and it is expected that the majority of the City's population growth in the next 15-years will occur in the City Centre Area. This is of concern given that the City Centre Area is directly under the main flight paths for the south (08R/26L) and north (08L/26R) runways at Vancouver International Airport.

The City Centre Area is subject to low altitude aircraft operations and high levels of aircraft noise. Based on the long term Noise Exposure Forecast (NEF) planning contours created for the year 2015, the subject area is within levels of NEF 30-40. Based on Transport Canada guidelines, residential housing is not suitable for these areas.

While the residential developments proposed in the new City Centre Area Plan would comply with the City's OCP Aircraft Noise Sensitive Development Policy, this policy is not consistent with, and contradicts, Transport Canada guidelines for compatible land uses around airports. Continued residential encroachment around the airport will severely impact the ability of YVR to operate 24-hours a day to meet the travelling and business demands of the people of the region and Province.

P.O. BOX 33750  
AIRPORT POSTAL OUTLET  
RICHMOND, BC CANADA V7B 1Y7  
WWW.YVR.CA  
TELEPHONE 604.276.6500  
FACSIMILE 604.276.6505



Mayor and Council have identified aircraft noise as a concern and have recently established a Citizen's Airport Noise Advisory Task Force. We request that the City Centre Area Plan be referred to the Task Force to ensure the City avoid further decisions which increase the number of Richmond residents bothered by aircraft noise.

Should the City proceed with residential developments in areas clearly identified as being exposed to aircraft noise, it should ask the Citizen's Airport Noise Advisory Task Force to assess building mitigation requirements and measures to ensure residents are clearly advised that the area is exposed to aircraft operations.

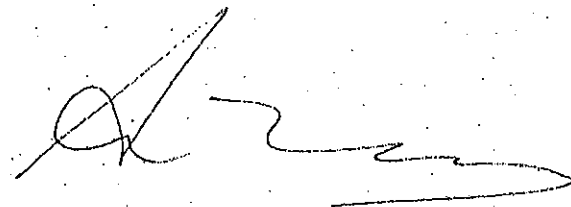
Ground Transport

Even by assuming a significant increase in the number of trips by Canada Line and by walking and cycling, we anticipate an increase to vehicle traffic generated by the projected population growth in the City Centre Area. Many of these auto trips will likely be heading to Vancouver via the Arthur Laing Bridge, and there is simply not enough capacity on the Arthur Laing Bridge to accommodate the anticipated additional automobile trips.

The City needs to demonstrate how this additional vehicle traffic will be accommodated on the existing bridges between Vancouver and Richmond without impairing access to Vancouver International Airport.

I thank you for including us in your review process and allowing us to provide comments. Should you have any questions, please feel free to call Mark Cheng, Superintendent Noise Abatement & Air Quality, at (604) 276-6366.

Yours truly,

A handwritten signature in black ink, appearing to read 'Anne Murray', with a long, sweeping horizontal line extending to the right.

Anne Murray  
Vice President  
Community and Environmental Affairs



<b>To Public Hearing</b>
Date: <u>July 21, 2008</u>
Item # <u>6</u>
Re: <u>Bylaw 8383</u>

URBAN DEVELOPMENT INSTITUTE - PACIFIC REGION  
#200 - 602 West Hastings Street  
Vancouver, British Columbia V6B 1P2 Canada  
T. 604.669.9585 F. 604.689.8691  
[info@udi.org](mailto:info@udi.org)  
[www.udi.bc.ca](http://www.udi.bc.ca)

July 18, 2008

His Worship Mayor Malcolm Brodie and Council  
City of Richmond  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

Dear Mayor and Council:

**Re: City Centre Area Plan (CCAP)**

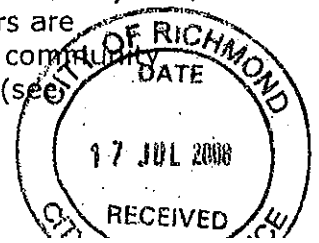
On June 17, 2008, the Urban Development Institute (UDI) informed Council that we could not support Richmond's proposed CCAP because of additions and changes to the Plan that we were not made aware of during the consultation process. UDI also had concerns with several matters related to the CCAP which were outlined in our April 18, 2008 letter to Council. These included green roof requirements, affordable housing and the funding of community facilities.

Since our June letter, City staff have worked with the industry to resolve some of these issues, but there are still several outstanding concerns that we would like to bring to Council's attention.

**Capstan Station:**

There are two issues of concern related to the Capstan Station. One is the proposed delay in developing in the Capstan Village until full funding is available for the station. When the CCAP was being finalized, the industry was not made aware of this requirement nor that there was a funding problem. We understand that City staff are working with TransLink to resolve the matter, and as our members have made significant investments in the area, we anticipate a rapid resolution.

We are also concerned that the City may still be contemplating a charge against development to fund the station. In the CCAP report, the City proposes legislative changes to impose a DCC to fund the station. UDI raised its objections a few years ago when the City implemented a RAV Fee, and we cannot support such a fee or a DCC to fund transit related infrastructure. We also note that the City collected significant funds from the RAV fee - in part to fund the Capstan Station. If there is a shortfall in funding for the station, the monies previously collected should be used to pay for the shortfall. Certainly, the industry should not be asked to pay for the station with a new charge or fee. Our members are concerned that if the industry is forced to pay for the station, then fees for other community facilities in the CCAP may also be established despite assurances to the industry (see below).



## **Green Roofs:**

In our April 18<sup>th</sup> letter to the City of Richmond, we stated several industry concerns about the green roof requirements – especially for large one to two storey buildings (e.g. industrial buildings and big box retail). We have been able to determine that adding a green roof to these types of industrial/commercial developments can increase project costs by 20%. In addition, some developers cannot purchase insurance for projects with these types of roof systems due to liability issues.

In our moderate coastal climate, the resulting benefits associated with green roofs do not warrant this extra cost or liability. There are other ways to provide a "net gain" to the environment without implementing mandatory green roofs. Furthermore, industrial and commercial tenants will not likely pay the additional green roof costs, impacting the City's ability to attract new industrial/commercial development and investment.

The City of Richmond is contemplating a variance process that would include Council approval for waiving a green roof. A similar process was adopted in Port Coquitlam, and is of great concern to UDI members. This variance process can take several months and there was uncertainty with the outcome. Developers will not be able to purchase land without knowing the ultimate requirements (e.g. will Council grant a green roof variance or not?) that will be imposed on their projects by the City. This again will discourage investment, as tenants (a) are unable to take on the capital cost of green roofs and (b) unwilling to take on the uncertainty of the variance process.

A UDI member brought forward a green roof variance application in Port Coquitlam, and was able to demonstrate to Staff and Council that an alternate option to the green roof (e.g. energy efficient building design, sustainable storm water management) provided a net gain to the environment vs. a green roof, and was economically viable for the developer and tenant. Had this alternate option not been entertained, the City of Port Coquitlam would have jeopardized the 400 jobs associated with the project as the developer and tenant would not have been able to absorb the **additional \$5.6 million in green roof construction costs.**

City Staff are providing Council with another option – a "**sustainability points system.**" This is certainly an improvement from the original requirement. It is less costly, and more flexible, which allows us to approach development on a project by project basis. More work on this option is needed, but UDI would like to explore the "sustainability points system" further with Staff. For example, how will it change when new technologies emerge? UDI urges Council to approve this option in principle, and allow the industry to work with staff to finalize the approach.

## **Affordable Housing:**

We have also raised concerns regarding Richmond's affordable housing strategy which was passed last year and which has been incorporated into the CCAP. City staff have met with UDI members and have proposed some improvements to the strategy. We urge Council to approve these changes.

However, one issue remains outstanding related to how the net area is calculated for the affordable housing units under the strategy. Currently, the gross area of the building is used – including non-saleable common areas such as hallways, stairwells and amenity spaces. As a result, the calculation skews the amount required for the actual affordable

units. This is an unfair mechanism which needs to be changed. City staff have made some improvements but are concerned about making further changes as they believe the process may become too complicated as information is not available on a site by site basis.

Therefore, we propose City staff use the same exempted areas for each zone as they appear in the zoning bylaw. In addition, amenity areas as well as spaces needed for accessibility/adaptability measures should be exempted. This information is available in development applications. UDI is willing to work further with City staff on this matter.

### **Funding Community Facilities:**

We understand that the cost of community facilities for the CCAP is identified to be over \$250 million, not including land costs. The industry is already providing significant amenities and infrastructure improvements in the City Centre through DCCs and Density Bonusing. City staff note in their reports that development funding is already being fully utilized. They have also indicated in their reports to Council that other mechanisms can be used to fund these facilities. We trust and rely on this given the current development cost environment, as there will be no contingency available to pay additional charges..

We hope these matters can be resolved before Council approves the CCAP.

Original signed by

Maureen Enser  
Executive Director

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