



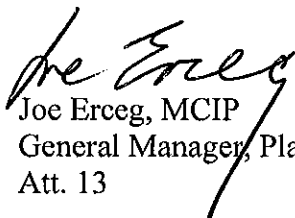
City of Richmond

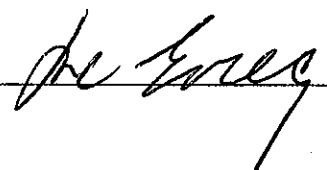
Report to Committee

To: Planning Committee **Date:** April 7, 2010
From: Joe Erceg, MCIP **File:**
General Manager, Planning and Development
Re: **Broadmoor Neighbourhood Service Centre Master Plan & New OCP Policies and Development Permit Guidelines: OCP Amendment Bylaw No. 8579 for 7820 Williams Road, 7980 Williams Road, 10151 No. 3 Road, 10060 Dunoon Drive and 10020 Dunoon Drive**

Staff Recommendation

1. That Richmond Official Community Plan Bylaw 7100, Amendment Bylaw No. 8579 proposing text amendments to Schedule 1 of Richmond Official Community Plan Bylaw 7100 by establishing new OCP policies and Development Permit Guidelines for the Broadmoor Neighbourhood Service Centre Area, be introduced and given first reading;
2. That Bylaw No. 8579 having been considered in conjunction with:
 - the City's Financial Plan and Capital Program; and
 - the Greater Vancouver Regional District (GVRD) Solid Waste and Liquid Waste Management Plans;be hereby deemed to be consistent with said program and plans, in accordance with Section 882(3) (a) of the Local Government Act;
3. That Bylaw No. 8579, having been considered in accordance with OCP Bylaw Preparation Consultation Policy 5043, be referred to the Richmond School Board for informal comment prior to Public Hearing;
4. That upon approval of the Bylaw 8579, the Broadmoor Neighbourhood Service Center Master Plan dated April 7, 2010, be approved.


Joe Erceg, MCIP
General Manager, Planning and Development
Att. 13

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Affordable Housing	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Engineering	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Parks Planning, Design & Construction	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Development Applications	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Transportation	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Law	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Community Energy	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>
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Staff Report

Origin

This report presents a unique approach to planning for the redevelopment of a portion of one OCP Neighbourhood Service Centre (NSC), the Broadmoor Shopping Centre. It was initiated by the developer (First Capital Realty Ltd.) who is interested in redeveloping part of the Shopping Centre now, before the OCP Update is completed in 2011. With Council's and Planning Committee's awareness and acceptance, the approach involves:

1. First, having City staff prepare Terms of Reference for the developer to undertake broad community consultation and then, with their consultants and City staff scrutiny, prepare a Master Plan for the Shopping Centre;
2. Second, having City staff review for acceptability, the studies and Master Plan;
3. Third, City staff preparing the proposed OCP amendment for Council's consideration and, if acceptable, approval, along with the Master Plan;
4. Fourth, proceeding with specific phased rezonings.

At the start of this process, City staff informed Council of the above via a February 19, 2009 memo (**Attachment 1**) which was discussed at Planning Committee on May 5, 2009.

The February 19, 2009 memo to Council memo stated that:

- "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."

With this City direction, the above Master Planning process proceeded.

The purpose of this report is to present a proposed: (1) OCP amendment and (2) Broadmoor Neighbourhood Service (Shopping) Centre Master Plan for Council's consideration and approval. These documents only apply to the redevelopment of the Broadmoor Shopping Centre. The other seven Neighbourhood Service Centres will need to await the completion of the OCP Update to see if, when and how they may redevelop.

Background

The "Broadmoor Shopping Centre" area is that portion of the area designated in the OCP as the Broadmoor Neighbourhood Service Centre (NSC). It is located on the southwest corner of No. 3 Road and Williams Road. The Neighbourhood Service Centre areas to the east and north east are not part of this report, the proposed OCP amendment or Master Plan.

The Broadmoor Shopping Centre is comprised of five commercial properties which are owned by three different owners, namely:

- First Capital Realty Ltd. which owns 3 properties at the Broadmoor Centre, in the north half, totalling approximately 1.41 ha. (3.5 ac.);
- Petro Canada which owns the Petro Canada gas station (1 property), at the northeast corner, totally approximately 0.246 ha. (0.61 ac.); and
- Richlea which owns one property, the Richlea Shopping Centre at 10151 No. 3 Road - the south half, totalling approximately 1.65 ha. (4.1 ac.).

The City of Richmond owns the servicing lane on the north west portion of the site from Williams Road to the Safeway store.

For the Broadmoor Shopping Centre, **Attachment 2** contains a more detailed summary of the affected five properties (e.g., ownership, existing density, zoning, density, site size, existing uses) and **Attachment 3** contains a map of the properties within the Shopping area and their ownership.

Context

The existing 1999 OCP has policies which enable Neighbourhood Service (shopping) Centers to redevelop. City staff are aware that Council is cautious about allowing any Neighbourhood Service Center redevelopment to occur, prior to the completion of the current OCP Update scheduled for completion in mid 2011, as Council is sensitive to possible community concerns regarding densification outside the City Centre.

Due to an expressed interest by the proponent in redeveloping part of the Broadmoor Shopping Centre at this time, the City (as outlined above) indicated to the proponent that, if they agreed to first consult with the Broadmoor community, prepare a Master Plan based on City established Master Plan Terms of Reference (**Attachment 4**) and obtain community and Centre owner support for the Master Plan, the City would consider establishing OCP policies which would enable the Broadmoor Shopping Centre to redevelop, prior to the completion of the OCP Update. The proponent agreed. The result is the proposed Master Plan and OCP amendment.

Chronology of Broadmoor Shopping Centre Property

Pre City Master Plan Requirement Activity

Over the last few years, there have been a number of rezoning and development applications on the Broadmoor Mall portion of the Shopping Centre site, namely:

- In June 2006, rezoning application RZ 06-340370 was received to remove the Pub and Sales (CP2) zoning 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.
- In February 2008, First Capital Realty submitted a rezoning and Development Permit application (RZ 08-410730 and DP 07-378677) to redevelop the western portion of Broadmoor Mall (near Williams Road and Dunoon Drive into a mixed-used development. *(Note: This rezoning proposal will be considered at the same meeting as the subject report.)*
- In 2008, a Development Permit DP 09-464198 was received, and in June 2009 a DP (Phase 1) was issued to renovate the facades of the east wing and make improvements to surface parking fronting onto No. 3 Road. There was no change to the building footprint.

- Between October 2008 and January 2009, First Realty engaged the Broadmoor community about the possible redevelopment of the western portion of their site, and held a Public Open House in the neighbourhood to inform residents about the proposed development and to gauge response to additional truck traffic along Dunoon Drive.

With The City's Master Plan Requirement

In February 2009, the City advised First Realty Ltd. that a more comprehensive community consultation process and Master Plan would be first required for the entire Broadmoor Shopping Centre site, in order to provide an overall planning framework to guide the redevelopment process over various phases of redevelopment. The City also requested that First Realty Ltd. seek the agreement from the other Shopping Centre owners: Richlea and Petro Canada. The proponent agreed.

Broadmoor Shopping Centre Master Plan Terms of Reference

In March 2009, the City developed a Terms of Reference (TOR) for the Broadmoor Shopping Centre Master Plan to guide the Master Plan process and requested that First Realty Ltd. address all the items within the TOR.

The purpose of the TOR was to provide a planning framework by which:

- For Developers, they:
 - could voluntarily conduct community consultation, studies and prepare a Master Plan for the Broadmoor Shopping Centre; and
 - based on the Master Plan, could prepare specific proposals to redevelop the Shopping Centre in phases;
- For The Community, they:
 - could have certainty regarding the process and their input;
- For The City, it:
 - would define the topics and issues which needed to be addressed, and
 - would have an appropriate OCP planning framework which reflected the community's preferences and could be used to assess the appropriateness of specific phased Shopping Centre redevelopment proposals.

The key tasks outlined in the Master Plan Terms of Reference were to:

- establish a City overall planning framework for phased development;
- involve the community through extensive public consultation;
- develop a vision, goals objectives, vision, principles and a preferred land use concept for the evolution of the Broadmoor Shopping Centre;
- set out basic Centre design guidelines and site relationships for future development;
- address Centre transportation, parking, servicing, sustainability, affordable housing, child care, park, beautification and community planning service requirements; and
- identify and provide mechanisms for developers' contributions.

Broadmoor Shopping Centre Master Plan Public Consultation

First Capital Realty undertook a public consultation process with the local community, business owners and stakeholders (e.g., two elementary and two secondary schools, South Arm Community Association; Richlea Square and Broadmoor Mall owners and tenants). Information was made available via a website, distribution of a neighbourhood newsletter and survey to 4,005 residents. A Public Open House was held on September 29, 2009, and advertised in both local newspapers and via mail drops.

The purpose of the Open House was to:

- Introduce the Master Plan process and collect the neighbourhood survey responses;
- Present a draft vision and general guiding principles for the long term redevelopment of the Master Plan Area; and
- Introduce two preliminary concept plan options: Preferred Concept 1 (**Attachment 5**) and Concept 2 (**Attachment 6**).

Generally, the public supported Concept 1 and the proposed Master Plan is based on a modification of Concept 1. A detailed overview of the consultation process and results of community feedback are appended in the Broadmoor Master Plan.

Highlights of the Master Plan Process Community Survey Responses

The highlights of the community's survey responses are below:

- a) What residents like most about the Broadmoor Shopping Centre:
 - Broadmoor Mall is close to home (75%)
 - Range of shopping options (42%)
 - Safeway/grocery store as an anchor (42%)
 - Access to Transit (23%)
 - Bakery (18%)
- b) Key issues that the community wants addressed by Centre redevelopment:
 - Traffic and parking concerns (27%)
 - Out-dated/unattractive appearance of the Centre (22%)
 - Mall not being pedestrian-friendly (16%)
 - Lack of services (14%)
- c) Key suggestions for improving the Broadmoor Centre:
 - Improve appearance (24%)
 - Improve parking (18%)
 - Provide greater variety of stores and restaurants (15%)
- d) Types of land uses most supported are:
 - Retail (61%)
 - Mixed Use (e.g., commercial at grade with residential above (48%)
 - Low rise apartment, 6 storeys or less (32%)
 - Office (27%)
 - Townhouse (16%)
 - No residential (11%)

Based on the consultation and survey findings, in general, responding residents indicate that they are in favour of the proposed Master Plan elements (e.g., vision, concept, planning principles). Most residents indicate a preference for improved retail outlets (e.g., fresh produce). The most highly preferred type of development is for more retail uses, followed closely by mixed use (apartments above commercial at grade). Most residents support building heights of 6 storeys or less, or townhouses.

Consultation with Broadmoor Shopping Centre Owners

As requested, the Consultant consulted with other Centre owners (Richlea and Suncor [Petro Canada]), for over a year (**Attachment 7**). Both were willing to do so, as long as their long term interests are not compromised. (See more discussion below). In summary, the Centre owners support the Master Plan, as it balances certainty with flexibility.

City's 2009 OCP Update Public Consultation Survey Results

The results from the City's 2009 OCP Update Survey distributed in November 2009 indicate a high level of City resident support for redeveloping shopping malls with mixed uses (e.g., residential uses on top of commercial). Out of 439 survey responses to the statement in Question 19: *"Allow more types of residential housing within and around shopping centers as mixed use developments (along with office and retail) to strengthen neighbourhoods,"* - 332 (75%) either strongly agreed (141 responses) or agreed (191 responses) with this statement. Only 49 (11%) of respondents disagreed (22 respondents) or strongly disagreed (27 respondents) with the survey statement.

Findings of Fact

The OCP definition of a Neighbourhood Service Centre is:

"Those areas of the City which are intended to accommodate the shopping, personal service, business, entertainment, recreational, and community facility and service needs of area residents, and may include residential uses."

The Broadmoor Shopping Centre is a portion of one of eight commercial nodes in Richmond that are designated as Neighbourhood Service Centre (NSC) in the OCP. Residential uses exist in two of the Neighbourhood Service Centres. The NSC at the intersection of Williams Road and Shell Road and the NSC at Terra Nova both have ground-oriented multiple family housing. To date, there has been no mixed use (e.g., residential over commercial) development in the NSC commercial nodes.

Surrounding Development

- North: Williams Road, a minor arterial with some transit service runs along the northern edge of the site. Across Williams Road is a 29-unit, two storey townhouse development fronting onto Williams Road and No. 3 Road, zoned "Low Density Townhouses (RTL1)";
- East: No. 3 Road, a major arterial and OCP designated transit corridor. Across No. 3 Road, to the east, is a three-unit commercial property and a 100-unit, three-storey apartment building fronting onto Williams Road and No. 3 Road, zoned "Local Commercial District (CL)" and "Medium Density Low Rise Apartments (RAM 1)" respectively.

- There is also an existing 308-unit, three-storey apartment complex fronting onto both No. 3 Road and Ryan Road, zoned “Low Density Low Rise Apartments (RAL 1)”;
- West: Dunoon Drive, a local road and across Dunoon Drive a single family residential area, zoned “Single Attached (RS1/E)” and a shared park-school site called Maple Lane Elementary School and Park.
- South: An 87-unit townhouse development which is under a Land Use Contract (LUC) 022.

Related Policies & Studies

Official Community Plan

- 1999 Official Community Plan (OCP) designation: “Neighbourhood Service Centre” on the Specific Land Use Map, Attachment 2 to Schedule 1.
- Existing broad 1999 OCP policies for Neighbourhood Service Centre redevelopment emphasize fostering a “village” character and enhancing them by:
 - encouraging services and amenities to cluster in their vicinity;
 - improving the pedestrian, bike, wheelchair and scooter-friendliness of these centers;
 - achieving a main street gathering place for the surrounding neighbourhood;
 - 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 and big box retail uses;
 - encouraging local transit service to connect to the local gathering places (e.g., along Williams Road to the South Arm Community Centre and Broadmoor Shopping Centre);
 - The intersection of No. 3 Road and Williams Road and the Broadmoor Neighbourhood Service Centre is referred in the OCP (4.1 Road Network) as a “Priority Area” where distinctive design features in the road network are to be provided to complement neighbourhood character and to emphasize landmark locations. The design of roads at landmark locations (gateways, entrances to neighbourhoods, etc.) is to be integrated with civic beautification elements such as public art, special boulevard trees, and other decorative features.
- The relevant OCP policies for the area around the Broadmoor Neighbourhood Service Centre area include: (1) achieving low density residential development – along Williams Road (between Gilbert and No.3 Road) and along No. 3 Road south of Francis Road to Williams Road; and (2) improving the community’s identity, through a more coordinated pedestrian scale.

Broadmoor Neighbourhood Service (Shopping) Centre Master Plan Concept

The preferred Master Plan Land Use Concept in (**Attachment 8**) identifies proposed land uses, building heights, primary and secondary vehicular circulation, primary and secondary pedestrian corridors, key gateways and the location of privately owned but publicly accessible green space. The summary below provides additional information about the long-term build-out of the Broadmoor Shopping Centre:

Proposed Broadmoor Shopping Centre Land Use Concept Requirements			
	General	Residential	Commercial
Master Plan Site Area	33,624.5 m ²	60%	40%
Total Built Area	40,114 m ²	20,988 m ² exclusive of parking	11,674 m ² exclusive of parking
Floor Area Ratio	– 0.5 FAR base – 1.5 FAR maximum		
Number of Dwelling Units	n/a	approximately 225 units	n/a
Additional Population	Between 535 – 675 people @ an assumed ratio of 2.5-3 persons per household		
Privately Owned Open Space	1,600 m ² (0.16 ha)		
Structured Parking	10,565 m ²		
Heights vary	2 - 6 storeys (24.3 m; 80 ft.)		
Proposed Residential Flood Elevation Level	2.9 m elevation		
Proposed Commercial Flood Elevation Level	0.3 m above the crown of fronting street		

Broadmoor Neighbourhood Service Centre Master Plan

The Broadmoor Neighbourhood Service Centre (i.e., the Broadmoor Shopping Centre) Master Plan (**Attachment 9**) contains demographic data, the public consultation program and materials, a Centre vision, guiding principles, land use, height, density and sustainability policies, urban design guidelines, transportation requirements, a servicing capacity analysis and implementation program. The Master Plan is to be used to guide redevelopment decisions (e.g., rezonings, DP Permits).

The Centre is envisioned to become a more vibrant, accessible, and sustainable compact mixed use hub with a mix of housing, shops and services. The Centre will be the “heart” of Broadmoor where people will be able to live, work, and meet their daily needs. **Section 11** of the Master Plan contains extensive design guidelines that will guide the redevelopment of the site and some highlights are:

- heights (4 to 6 storeys) are greatest along No. 3 Road and the northeast corner of the site at Williams and No. 3 Road, where development of a public urban space and building architectural features will establish a landmark at this intersection;
- residential units are located above commercial units and townhouse forms front Dunoon;
- local and sustainable products are used wherever possible (e.g., wood, recycled materials);
- a series of pedestrian connections, nodes and gateways have been defined;
- two landmark gateways at Williams and No. 3 Road and the south entrance along No. 3 Road;
- two open space nodes (privately owned but publicly accessible), one of which will front Dunoon and the second node one will be a central plaza within the Shopping Centre area connected by pedestrian access routes;
- approximately 225 residential units are proposed for the Master Plan at build out;
- 4 major primary and one secondary pedestrian connections have been identified for the site including:
 - a centrally located, landscaped pedestrian spine that extends parallel to the No. 3 Road E-W Major Gateway entry which will include decorative pavement and a double row of trees; and

- a N-S internal pedestrian corridor between Williams and the two main E-W primary pedestrian corridors connecting through the site
- an extended pedestrian realm (sidewalks and enhanced landscaped boulevard) are provided around the site on Williams, Dunoon, and No. 3 Road.

Form and Character

Buildings will be arranged to create a functional mixed use node with a more urban character and respond appropriately to the adjacent neighbourhood context. Buildings will vary in height from two to six storeys and contain a variety of commercial spaces and residential units. The total commercial area will remain more or less the same as the existing commercial floor space. The highlights include:

- The character will reflect a contemporary design that integrates durable and natural materials;
- More pedestrian oriented public spaces, pedestrian paths and links to adjacent neighbourhoods;
- Heights are to be the greatest along No. 3 Road and the northeast corner of the site at Williams and No. 3 Road where development of a public urban space and architectural features will establish a landmark at this intersection.

Gateways and Pedestrian Connections

- To create a neighbourhood core that invites and welcomes the community, a series of pedestrian connections, key gateways and open space nodes have been defined;
- Two gateways and two open space nodes are to be connected by pedestrian corridor and vehicle access routes;
- Four vehicle entries four pedestrian routes are proposed.

Open Space Node at Dunoon

A public green space (privately owned) fronting on Dunoon is envisioned as a green outdoor space that provides a place for social interaction, seating and enhances the quality of the urban environment;

Central Open Space Node

A central space/structure (kiosk and plaza) will be located in the central parking area to break the paved parking surfaces into smaller parking clusters;

Accessibility

The Master plan provides an opportunity to improve accessibility within the site and to better integrate the Shopping Centre to the neighbourhood by the following:

- a) Integration of the Shopping Centre with the surrounding neighbourhood
 - By incorporating improved pedestrian entry ways and pedestrian corridors from Maple Lane Park to the site (e.g., the public green space node fronting onto Dunoon to allow better pedestrian access);
 - Providing wider front yard setbacks along the southern portion of the site along Dunoon to increase visibility of the Shopping Centre from Maple Lane Park;
 - Providing an improved pedestrian crossing at Dunoon and Williams Rd; and

b) Accessibility within the Shopping area

- Primary and secondary pedestrian corridors through the site which are well defined through a combination of surfaces, colour, landscape features, signage, seating, and human-scale lighting and separated, where feasible, from parking areas, and driveways;
 - A centrally located, E-W landscaped pedestrian spine from the No. 3 Rd. entry to Dunoon Drive and includes double row of trees, boulevard and 2.5 m wide paved path;
 - A second primary pedestrian corridor to the central plaza node from the northern access on No. 3 Road which will extend along the internal storefronts and include raised crossings where vehicles cross its path;
 - A N-S internal pedestrian primary pedestrian corridor between William and the two main E-W pedestrian corridors;
 - A secondary pedestrian corridor to be extensions of the Primary Corridors and complete the pedestrian circulation network and extend along the internal and external frontages of the residential and commercial buildings;
- Pedestrian routes are universally accessible (e.g., curb cuts and level entry ways) and can accommodate a range of uses;
- A central plaza node to act as an organizing space within the central surface parking area and organize the parking area vehicular circulation; and
- Minimum universal housing standards within units to ensure ready access, use and occupancy by a person with a disability or to age in place.

Sustainable Infrastructure and Green Buildings

The Broadmoor Master Plan promotes innovative sustainability approaches. Developments will incorporate a comprehensive green building and infrastructure strategy that addresses on-site rainwater management, energy efficiency, renewable energy production, potable water conservation and waste minimization. At the minimum, the buildings will meet LEED Silver Certification or equivalency, including the LEED Storm Water Management Credit and the LEED Heat Island Effect: Roof Credit.

Proposed Redevelopment Phasing

Due to market conditions, multiple property owners, leasing agreements with tenants on the site and redevelopment phasing, the implementation of the Master Plan is anticipated to occur in phases as indicated below (also see a phasing plan map **Attachment 10**). The following shows the anticipated order and approximate timeframes that redevelopment may occur over the next 30 years:

- Phase 1 (completed): First Realty alters the facades of the east wing of the Broadmoor Centre (2011);
- Phase 2 (in process): First Realty redevelops the north western portion of the Broadmoor Centre site (2011);
- Phase 3: First Realty may redevelop the north eastern portion of Broadmoor Centre site (2024);
- Phase 4: Richlea may redevelop (TBD);
- Phase 5: Petro Canada may redevelop (TBD).

*Staff Comments – Technical Review*Developers Contributions

- For Affordable Housing: City staff recommend that developers contribute to affordable housing through density bonusing, as per the Council approved Affordable Housing Strategy;
- For Child Care: City staff recommend that developers contribute to enhancing existing City facilities through density bonusing (e.g., \$1.00 per buildable sq. ft.);
- For Broadmoor Neighbourhood Beautification: City staff recommend that developers contribute to beautification through density bonusing (e.g., \$0.75 per buildable sq. ft.);
- For Community Planning Services: City staff recommend that developers contribute to community planning services through phased development agreements or other means (e.g., voluntary contributions) (e.g., \$0.25 per buildable sq. ft.);
- For City Park Contributions: City staff indicate that that the proposed Centre redevelopment residents will not require new additional City parks. Instead, developers will be required to contribute through DCCs for City park space elsewhere;
- For Public Art: Encouraged and voluntary at \$0.60 per buildable square foot;

Privately Owned - Publically Accessible Park Space

The Master Plan proposes privately owned park space (e.g., 0.16ha/0.39 acre) located in two areas within the Shopping area which will be maintained privately. The open space will be provided by future developers (e.g., in Phase 3 and 4) and they are compensated by receiving the same redevelopment density as other Centre developers.

While the Broadmoor Local area has a shortfall (29 acres) in required open space based on the city-wide standard of 7.66 acres/1000 residents, the immediate area of the proposed development is well served by the 11-acre Maple Lane Neighbourhood Park immediately to the west. The additional 0.16 ha of privately owned, publicly accessible open space proposed in the Master Plan will serve both the expected 500 to 675 new residents in the new Centre area as well as provide much-needed visibility to Maple Lane Neighbourhood Park from No. 3 Road. The park land acquisition and development DCCs which will result from this development will assist in meeting other development and acquisition priorities in the Broadmoor area and across the City.

Engineering – Capacity Analysis at Build-Out

A requirement of the Master Plan was for the proponent to undertake a capacity analysis of the engineering infrastructure servicing (sewer, storm and water) of the Broadmoor Shopping Centre based on existing and ultimate land uses, to determine the capacity and required upgrades.

- Sanitary Sewer: Through the Servicing Agreement in Phase 2, First Capital Realty will be required to:
 - upgrade existing sanitary sewer along south side of Williams Road, on the east side of Dunoon;
 - remove the existing north-south aligned sanitary sewer within the lane;
 - remove the east-west aligned sanitary sewer within the right-of-way and
 - install a 200 mm sanitary sewer along Williams Road and along Dunoon.

The analysis of future Master Plan redevelopment concludes that the ultimate sanitary upgrade will generally remain the same as that required in Phase 2.

- Storm Sewer: Through the Servicing Agreement in Phase 2, First Capital will be required to upgrade and relocate the existing storm sewer on Dunoon and on Williams Road. An analysis of the future development of the site concludes that the ultimate upgrade scope remains the same as that required in Phase 2.
- Water Capacity/Site Water: The proposed developments will not require a higher water pressure than what is available for fire-fighting purposes. The existing public watermain system, currently and ultimately will have adequate available flow to accommodate the future development as proposed in the Master Plan.

As redevelopment occurs, rezoning applications and reports will outline the various rezoning considerations and requirements that must be addressed by each developer, and will be included in servicing agreements and other City mechanisms. These will be addressed to the satisfaction of the Director of Engineering, and other City staff, prior to rezoning adoption.

- Alternative Energy Management:
 - In order to address alternative energy requirements of phased proposals, developers will be required to look at opportunities to integrate alternative energy supplies into their building design and mechanical systems as outlined in the Master Plan;
 - Energy and Communication utilities will be located underground, where possible;
 - BC Hydro, Telus, and Shaw Cable have identified new utility pole requirements and underground servicing ducts to service the sites. These utilities will be under a Municipal Access Agreement and/or in a ROW registered by the utility company.
- Flood Plain Construction Levels
 Broadmoor Shopping Centre redevelopment presents an opportunity to meet Richmond's current minimum recommended flood habitable floor elevation standards. The existing average site elevation is approximately 1.1 m geodetic. Redevelopment will provide the following minimum habitable floor elevations:
 - for residential uses, the minimum habitable floor elevation level shall be 2.9 m (9.5 ft.); and
 - for all other uses, the minimum habitable floor elevation of a building shall be 0.3 m (1.0 ft.) above the crown of the fronting street.
- Transportation
 Bunt & Associates conducted a Transportation Study (**Attachment 11**) for the Broadmoor Neighbourhood Service Centre Master Plan area, and looked at all redevelopment phases over a long term (e.g., 2031) time horizon. The study:
 - involved a traffic impact assessment for each phase to build out to verify the traffic conditions in the long-term;
 - identified the required off-site improvements;
 - reviewed on-site circulation and provisions for pedestrians, bicycles and parking;
 - assessed the Transportation Demand Management (TDM) principles to support the overall planning and sustainability objectives.

*Transportation Study - Major Findings**At Build-Out:*

- The signalized intersection at No. 3 Road and Williams Road will continue to perform satisfactorily over the long term;
- The north access on No. 3 Road will be restricted to right in/right out and the control method on the South access to No. 3 Road will be upgraded with a new traffic signal;
- The No. 3 Road/Ryan Road intersection will not need to be upgraded from a pedestrian signal to a full traffic control signal in Phase 2, but will be reviewed at future development phases in conjunction with design of site accesses on No. 3 Road;
- An existing crosswalk located near Dunoon Drive on Williams Road will be upgraded to a "Special Crosswalk" during Phase 2;
- Pedestrian and Bicycle Connections: The Broadmoor Neighbourhood Service Centre Master Plan redefines the pedestrian and bicycle connections, nodes and gateways through the site to form an integrated development concept. Direct, safe and attractively pedestrian corridors/routes are to be provided from the main entrances of the commercial areas and residential lobbies to the nearest bus stops. The pedestrian paths, including those through the parking lot, with clear, safe and proper crossing facilities are also provided.
- Transit: The Broadmoor Master Plan area is well served by transit. Additional transit service along Williams Road is encouraged to link the community with the Broadmoor Shopping Area.
- It is recommended that existing transit services in the adjacent area be further reviewed as and when necessary to reflect the changes in travel patterns after the opening of the Canada Line;
- Vehicular Access: Existing site accesses on No. 3 Road, Williams Road, and Dunoon will be consolidated through redevelopment;
- If the gas station redevelops, driveways associated with the gas station on No. 3 Road and Williams Road will be consolidated with other entrances which will reduce potential vehicular conflicts near the intersection of No. 3 Road and Williams;
- Commercial traffic (including all servicing trucks) will ultimately access the site via the arterial streets and not on Dunoon if and when the Richlea (Safeway site) redevelops. Existing loading areas accessed from Dunoon will be eliminated in subsequent phases;
- The internal traffic layouts will define a pedestrian route network to minimize potential conflicts with vehicular traffic.
- Due to the fact that peak parking demands from commercial and visiting residential parking do not occur at the same time, reducing the required parking by 10% (allowed under the Parking By-law with adequate TDM measures) will not cause undesirable impacts.
- Access from No. 3 Road: There will be two access entries from No. 3 Road to the Broadway shopping area. Ultimately, when Phase 3 is developed, there will be right-in-right-out operation at the north access and a 3 or 4-way traffic signal will be provided at the south access.

Study Transportation Demand Measures (TDM)

The total parking requirement (both residential and commercial) for the proposed Broadmoor shopping area plan is 295 parking stalls based on the City of Richmond's parking bylaw after allowing shared parking (13 stalls) arrangements. The Broadmoor Master Plan proposes a

total of 267 parking stalls, which is within the allowable 10% maximum parking reduction with the implementation of achievable TDM measures.

The Broadmoor Master Plan proposes the following TDM measures, which the City considers acceptable:

- Car-sharing: One car co-op vehicle will be purchased by First Realty Ltd. and be available for the residents of the Master Plan area. At Phase two, the applicant will purchase the co-op vehicle and provide any associated maintenance and insurance fees. Parking spaces for car sharing vehicles will be provided close to a residential unit.
- Transit: In Phase 2, the applicant will install two bus shelters along No. 3 Road and/or Williams Road at the developer's cost. The applicant will consult with TransLink and Coast Mountain Bus Company as to the best way to promote bus services in the area.
- A Mini Transit Plaza/Lay-By: For build-out, a mini transit plaza should be considered within the First Capital site to accommodate existing and future bus stops and lay-bys.
- Bicycle Facilities: Enhanced end-of-trip bicycle facilities will be provided for each development phase within each of the buildings. They will be located close to the bicycle storage rooms and bike racks. These facilities include showers and changing rooms. Direct and safe bicycle paths to/from the future bicycle storage rooms and the existing Williams Road on-street bicycle lanes will be provided.
- Neighbourhood Traffic Calming:
In consultation with nearby residents, traffic calming measures may include: corner bulges on Dunoon Drive to narrow the traffic lane width, a shorter crosswalk distance and reduced vehicle speed; a marked crosswalk at Dunoon Drive south of Petts Road with a 30 km/h sign approaching the park/playground; and speed humps on Nevis Drive and Petts Road. Traffic calming study is to be conducted to understand the local residents' concerns, to identify the change in the number of on-street parking and to assess whether the suggested traffic calming measures are warranted. These traffic calming measures will be at the developer's cost.

Additional transportation studies will be required for each rezoning application to assess:

- parking demand;
- current best practises of Transportation Demand Measures; and
- the need for additional off-site transportation improvements for pedestrians, cyclists and vehicles.

Analysis

Overview

The staff review of the Broadmoor Master Plan indicates that it: (1) complements and enhances existing OCP policies, (2) acceptably addresses of the Broadmoor community's preferences, (3) has the support of the Centre owners and (3) supports the City's 2009 OCP Update community survey findings.

The Existing 1999 OCP

The existing OCP designates the Broadmoor Shopping Centre as a "Neighbourhood Service Centre". The intent of this OCP designation is to allow the gradual introduction of mixed uses (e.g., residential with commercial uses) to create a pedestrian oriented mixed use community

which serves the day to day shopping, live, work and play needs of community. The Broadmoor Master Plan promotes a shift away from car focussed uses to forms of development that:

- are more compact and pedestrian-friendly;
- provide for a more vibrant, diverse mix of multiple family housing choices;
- provide more variety of pedestrian-oriented commercial uses, green space and community amenities;
- provide for green building and green infrastructure;
- better balances commercial and new residential space;
- follow an orderly phased development and community consultation approach;
- promote sustainability objectives; and
- provide transportation improvements.

Proposed Official Community Plan (OCP) Policies

The proposed OCP policies for the Broadmoor Neighbourhood Service Centre implement the Master Plan and guide the long term, phased redevelopment of this Neighbourhood Service Centre. These proposed OCP Broadmoor policies apply only to the Broadmoor Neighbourhood Service Centre. The other seven Neighbourhood Service Centres will need to await the completion of the OCP update (e.g., in 2011), to see if, when and how they may redevelop. Shopping Centre redevelopment will be market driven, phased and subject to further community input (e.g., through rezoning public hearings for phases), City analysis and Council approvals.

Highlights of Proposed OCP Policies

(1) Vision:

The long term Broadmoor Neighbourhood Service Centre Vision is to be:

“A vibrant, accessible and sustainable mixed use hub where people will be able to live, work and meet their daily needs.”

(2) Consistency with the Master Plan:

The redevelopment (e.g., rezonings, Development Permits, Building Permits) of the Broadmoor Shopping Centre is to be consistent with the OCP policies and Development Permit Guidelines, and decisions are to be guided by the Council approved Broadmoor Neighbourhood Service Centre Master Plan (i.e., Master Plan) dated April 7, 2010.

(3) Flexibility

Over the possible 30 year redevelopment period, as the Shopping Centre redevelops, owners clarify their proposals, more specific technical studies are completed and requirements become better known, Council may modify the OCP policies and Master Plan, as necessary.

(4) Mix and Range of Land Uses:

- Generally, the mix of land uses will be 60% non residential (e.g., commercial) and 40% residential;
- Shopping Centre land uses are to be consistent with those defined in the OCP definitions (e.g., Neighbourhood Service Centres which allow shopping, personal service, business, entertainment, recreational and community facility and service uses which meet the needs of area residents and residential uses).

(5) Density:

- Base: The base density will be 0.5 Floor Area Ratio (FAR);
- Maximum Density: The maximum overall density will be 1.5 FAR, and minor density variations across the site may be allowed, subject to Council approval.

(6) Building Height:

Generally, the maximum building height of the redeveloped Shopping Centre will not exceed 6 stories (24.3 m; 80 ft.) and the whole Centre area is not to be redeveloped to 6 storeys (e.g., 6 stories along the arterials, lower elsewhere).

(7) Sustainability:

Shopping Centre redevelopment is to incorporate sustainability features (e.g., LEED Silver Certification or equivalency, including LEED Storm Water Management Credit, efficient resource use, and incorporate sustainable building materials, ways to better address indoor air quality, noise mitigation and avoid noxious emissions, and consider opportunities for urban agriculture on the site).

(8) Flood Plain Construction Levels

Broadmoor Shopping Centre redevelopment presents an opportunity to meet Richmond's current minimum recommended flood habitable floor elevation standards. The existing average site elevation is approximately 1.1 m geodetic. Redevelopment will provide the following minimum habitable floor elevations:

- for residential uses, the minimum habitable floor elevation level will be 2.9 m (9.5 ft.); and
- for all other uses, the minimum habitable floor elevation of a building will be 0.3 m (1.0 ft.) above the crown of the fronting street.

(9) Financing Infrastructure:

The financing of infrastructure is to be primarily by developers in a variety of ways including Development Cost Charges (DCCs) (for roads, water, sanitary, drainage, parks) and other mechanisms (e.g., service agreements, latecomer charges, phased development agreements).

(10) Financing Community Amenities:

- As noted above, the financing of the Master Plan identified community amenities (e.g., affordable housing, child care, community planning services, community beautification, above and beyond the City's standard servicing agreement requirements) is to be primarily by developers, through density bonusing, phased development agreements and other means.
- Density Bonusing: (additional density above the base 0.5 FAR) may be allowed where developers:
 - meet the Council approved Affordable Housing Strategy requirements, and
 - provide as per the approved Master Plan, a Broadmoor Community Amenity Contribution (e.g., \$2.00 per buildable square foot) which is to be allocated as follows: \$1.00 for child care and \$0.75 for community beautification;
- Phased Development Agreements and other mechanisms (e.g., voluntary contributions) may be used to obtain funds for community planning services (e.g., \$0.25 per buildable sq. ft.);

- Public Art: The provision of public art is encouraged, voluntary and where provided is to be at \$0.60 per buildable square foot;

(11) Existing Land Use Contract (LUC)

As there is an existing Land Use Contract 022 covering the south portion of the Centre and a residential area to the south, the City will require that, prior to any redevelopment of the Centre, for the Centre portion, the LUC will be need to discharged and replaced with zoning which is more acceptable to the City (e.g., Site Specific Zones).

Proposed OCP Development Permit Guidelines

The intent of the Broadmoor Guidelines is to enhance the design, character and function of the Broadmoor Neighbourhood Service Centre:

- The redevelopment of the Broadmoor Shopping Centre shall meet all applicable existing, general OCP Development Permit Guidelines; and
- In addition, there will be specific Development Permit Guidelines which will also apply to the redevelopment of the Broadmoor Shopping Centre. The specific Guidelines have been referenced in previous sections in this report and are outlined in detail in the Broadmoor Neighbourhood Service Centre Master Plan in Section 11.

Summary of Public Consultation

An extensive public consultation process (open houses, surveys) was undertaken by the proponent during the Broadmoor Shopping Centre Master Plan process:

- The consultant's survey of residents indicates neighbourhood support for the Master Plan;
- The City's 2009 OCP Update survey indicates a high level of City resident support;
- The Centre owners support the Master Plan. City staff requested that the other two owners (i.e., Suncor Energy Inc. [Petro Canada] and Richlea) provide letters of support for the Master Plan.
- On January 21, 2010, Suncor Energy Inc. (Petro Canada) provided a letter stating that that it is "neutral and / or in general support to the Master Plan as long as it does not compromise our long term interests." (**Attachment 12**). Suncor expects to remain in their current format for the foreseeable future.
- On April 7, 2010, Richlea provided a letter stating that it: "___" (**Attachment 13**).
- The Centre owners' letters of support are acceptable as the redevelopment of the Centre will be phased, based on more owner co-operation and more specific proposals, involve additional community input (e.g., public hearings) and be subject to Council approvals.

Consultation with Richmond Schools and School Board

- The Consultant met with the following schools and their comments are reflected in the consultant's survey findings in the Broadmoor Neighbourhood Service Centre Master Plan:
 - Maple Lane Elementary School (presentation)
 - William Bridge Elementary School (presentation)
 - Hugh McRoberts Secondary School
 - Steveston-London Secondary School
- School Board: In mid 2009, City staff generally discussed with School Board staff, the proponent's desire and activities to redevelop the Broadmoor Centre;
- The City Policy No. 5043 regarding OCP Amendment Consultation Referrals requires that OCP amendments are to be referred to the School Board for comment when a proposal has

the potential to generate 50 or more school aged children (e.g., 295 or more multiple family housing units) above what the 1999 OCP allows. The proposed Broadmoor Neighbourhood Service Centre Master Plan proposes approximately 225 residential units. Thus, no formal referral is required. For information purposes, City staff recommend that the OCP amendment and Master Plan be forwarded to the School Board to ensure that they are aware of the planned changes and may comment; and

- On February 18, 2010, City staff again advised School Board staff of the above.

Based on the consultation findings, City staff recommend approval of the proposed OCP amendment and Broadmoor Neighbourhood Service Centre Master Plan, as they will provide survey requested community uses and amenities, and have Centre owners' support. As well, the City's 2009 OCP Survey findings support Centre redevelopment (i.e., 75% of City residents strongly agreed). In addition, the phasing of the Master Plan enables the community and Centre owners to be further consulted and possible changes to be made to the Master Plan if necessary.

Summary of Benefits of the Proposed Broadmoor Master Plan

The Master Plan provides the following benefits:

- For the Community:
 - certainty;
 - addresses community preferences (e.g., improved Centre appearance);
 - more diversity in shops and services;
 - enhanced traffic and TDM practices;
 - more integrated parking and pedestrian routes; and
 - an enhanced mixed community where people can live, work and play.
- For Centre Owners and Developers:
 - certainty;
 - flexibility;
 - economic enhancements;
- For the City:
 - certainty;
 - flexibility;
 - OCP objectives for NCS realized;
 - more provisions for childcare, affordable housing, and public realm beautification; and
 - have primarily developer financed improvements.

Financial Impact

Developers will contribute to DCCs and community amenities through a variety of means including density bonusing, phased development agreements and voluntary contributions.

Conclusion

A developer wishes to redevelop the first phase of the Broadmoor Shopping Centre. After community consultation and consultant studies, an acceptable Master Plan is proposed which has community and Centre owner support. An OCP amendment is recommended to implement the Master Plan. The Plan provides the City with a Centre specific, sustainable, tailored and phased

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community-based framework to guide and review future redevelopment applications for the Broadmoor Shopping Centre. The proposed Master Plan is consistent with the existing OCP policies. Staff recommend approval.



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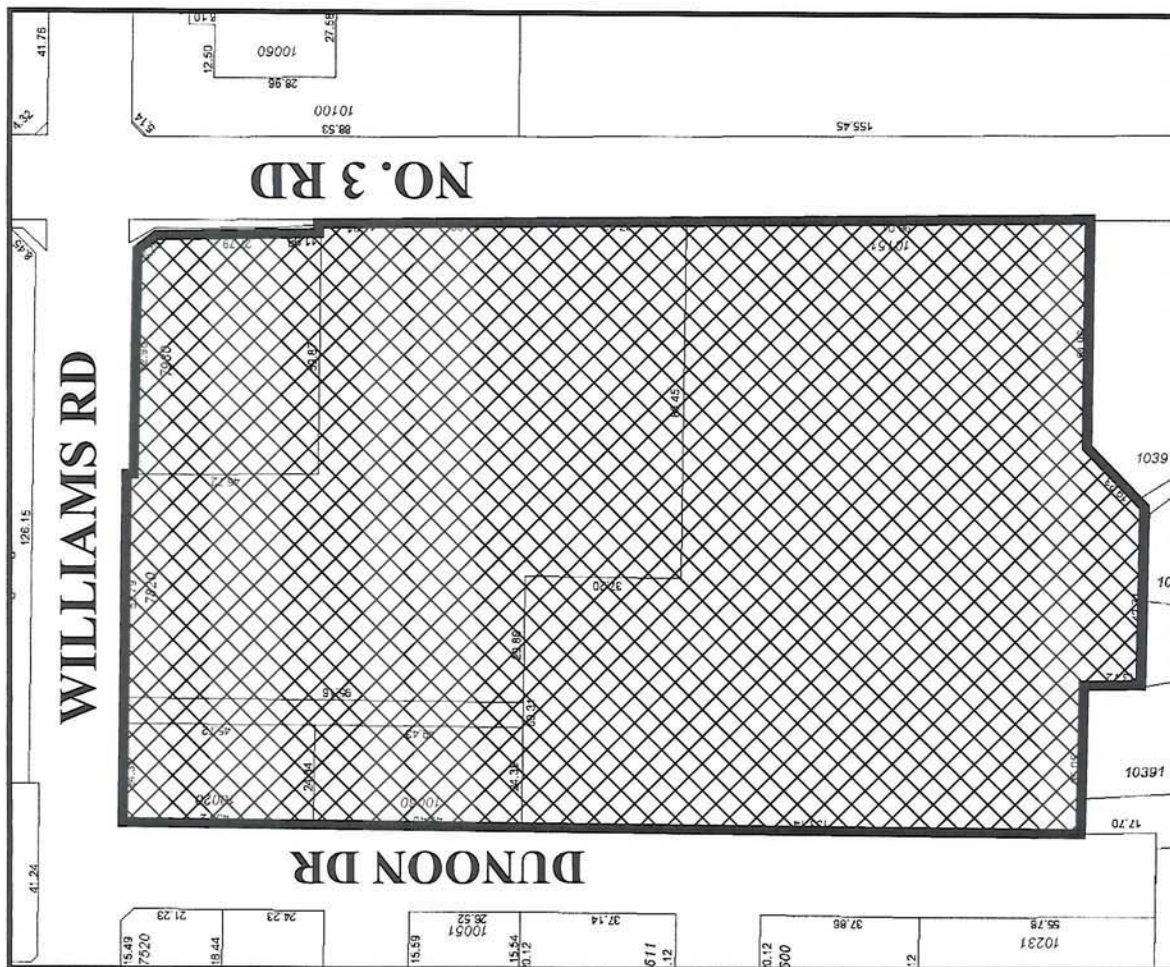
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Attachments

Attachment 1 – City Staff Memo to Council re the status & need for a Master Plan
Attachment 2 - Broadmoor Shopping Centre Site Data Sheet
Attachment 3 - Broadmoor Shopping Area Site Owners and Properties Map
Attachment 4 - Broadmoor Shopping Centre Master Plan Terms of Reference
Attachment 5 - Broadmoor Land Use Concept 1
Attachment 6 - Broadmoor Land Use Concept 2
Attachment 7 - Broadmoor Master Plan Property Owner Participation (e-mail)
Attachment 8 - Broadmoor Neighbourhood Service Centre Preferred Land Use Concept
Attachment 9 - Broadmoor Neighbourhood Service Centre Master Plan
Attachment 10 - Broadmoor Neighbourhood Service Centre Phasing Diagrams
Attachment 11 - Broadmoor Shopping Centre Master Plan Transportation Study
Attachment 12 – Suncor Letter January 21, 2010
Attachment 13 – Richlea Letter April 7, 2010



OCP AMENDMENT



OCP Amendment Bylaw No. 8579

Original Date: 03/05/08

Revision Date: 04/14/10

Note: Dimensions are in METRES