



# City of Richmond

## Report to Committee

**To:** Planning Committee **Date:** May 27, 2014  
**From:** Joe Erceg, General Manager **File:** 08-4375-01/2014-Vol 01  
 Planning and Development  
**Re:** **Referral: West Cambie Alexandra Neighbourhood Business Office Area Review**

### Staff Recommendation

That the report titled: “Referral: West Cambie Alexandra Neighbourhood Business Office Area Review”, which provides comments from the Economic Advisory Committee (EAC) and additional clarification regarding the Alexandra Neighbourhood Business Office Area development options which were presented in the report dated April 4, 2014 report, be received for information.

Joe Erceg,  
 General Manager, Planning and Development

Att: 2

REPORT CONCURRENCE		
<b>ROUTED TO:</b>  Economic Development	<b>CONCURRENCE</b>  <input checked="" type="checkbox"/>	<b>CONCURRENCE OF GENERAL MANAGER</b>  
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b>  	<b>APPROVED BY CAO</b>  

## Staff Report

### Origin

This report responds to the following referral from April 23, 2014 Planning Committee:

It was moved and seconded

*That the staff report titled, West Cambie: Alexandra Neighbourhood Business/Office Area Review, dated April 4, 2014 be referred back to staff so that it may be:*

- (1) deferred to a subsequent Planning Committee meeting to receive comment from the City's economic land consultant regarding the land use proposals; and*
- (2) referred to the Economic Advisory Committee for feedback.*

### Background

At the April 23, 2014, Planning Committee meeting, the report dated April 4, 2014 and titled, "West Cambie: Alexandra Neighbourhood Business / Office Area Review" was presented and discussed (Attachment 1).

This report is to be read in conjunction with the original April 4, 2014 report, as it provides the requested feedback from the Economic Advisory Committee (EAC) and clarification on assumptions made in the analysis of the four Development Scenarios from the City's real estate consultant, *Site Economics Ltd.* Additional office market information and detailed statistics have also been provided to address the viability of Business Office development in the West Cambie Study Area.

### Analysis

#### 1.0 Referral Feedback – Economic Advisory Committee (EAC)

The Economic Advisory Committee (EAC) has reviewed this matter twice, first time in early 2013 and, as requested by the Planning Committee, again at its May 15, 2014 meeting.

In May 2013, the EAC reviewed the report titled, *West Cambie-Alexandra Neighbourhood Business Office Area Review* which supported retaining the existing Area Plan *Business Office* designation, as it was consistent with the Employment Land Strategy 2010 and the 2041 OCP. The EAC supported retaining the Business Office designation.

On May 26, 2014, as requested by Planning Committee, the EAC once again considered the report to Committee which provided an analysis of the following Development Scenarios:

- Development Scenario 1 - 100% Mixed Employment,
- Development Scenario 2 - 60% Employment: 40% Residential (Staff recommendation),
- Development Scenario 3 - 30% Employment: 70% Residential (Westmark Proposal #2),
- Development Scenario 4 - 20% Employment: 80% Residential (Westmark Proposal #1).

The EAC reviewed the report and provides the following comments for consideration:

*After a broad discussion and given the Committee's mandate and perspective, the EAC upholds its initial position and supports Scenario 1 Retain 100% Employment Uses for the Study area. The reasons remain unchanged from the EAC's 2013 initial position to retain 100% employment in the Study Area, including:*

- Keep employment lands as such, per the City's recently adopted 2041 Employment Lands Strategy and 2041 OCP;*
- Don't give in to market pressure to convert employment land to residential use because the capacity of the existing residential zone is virtually limitless, while the capacity of office and industrial is limited;*
- Avoid setting a precedent of converting employment land to residential, just because the immediate market opportunity is suggesting residential uses, when the underlying principle is need [sic] to be a long term overall City economic benefit to the community;*
- Constraints (e.g., appropriate zoning) will encourage creativity for the development of the employment lands and current zoning and Area Plan requirements should not be ignored, due to current market conditions; and*
- Respect the process and Council-approved outcomes of the 2041 OCP, the 2014 Resilient Economy Strategy and the 2041 Employment Lands Strategy and the effort of staff, volunteers and the larger community who participated in those processes to maintain the credibility and integrity of the work completed to date.*

## 2.0 Clarification of Assumptions

At the April 23, 2014 Planning Committee meeting, there were questions with regards to the term "industry standard" for mixed use commercial-residential developments. The information below provides further clarification with regards to this matter.

### *"Industry Standard"*

The reference to industry standard by *Site Economics Ltd.*, the City's real estate consultant, reflects development ratios where mixed use commercial-residential uses are permitted into an area designated as "employment lands". The consultant's position is that when the percentage of employment space is diminished to below 60% of the total floor area, then the area is seen by commercial office developers as being a "residential" area that has some mixed uses that may or may not include needed office space.

As these lands are identified in the *2041 OCP* and *Employment Lands Strategy* as protected employment lands, then employment space should maintain a dominant role. The consultant indicates that commercial office developers would not likely view this location as a viable employment area in which to invest in building new commercial office space, if residential is the dominant use of the site.

### 3.0 Office Locations throughout the City

Since the April 23, 2014, Planning Committee meeting, staff have reviewed additional information and more detailed statistics regarding the City's office market to better address Committee's questions.

Since office tenants have different requirements, they locate in different areas to meet their individual needs and budgets. Office space is generally identified by the *Building Owners and Managers Association* (BOMA) *Building Classification* system and by proximity to rapid transit stations. These are usually major factors in a company's decision to locate in a particular area and building, and are explained in further detail below.

#### *BOMA Office Building Classification*

The BOMA Office Building Classification system provides a general description of various types of office buildings which characterize the building's prestige based on the building's level of exterior and interior finishes including infrastructure, the types of clients and the relative market lease rates for the area. In Richmond, the main office building classifications are outlined below along with the recent reported vacancy rates and average asking gross rental rates for comparison purposes.

- **"Class A" Buildings:** Prestigious buildings competing for premier office users with rents above average. Characterized by buildings that have high-quality standard finishes, state-of-the-art systems, exceptional accessibility and a definite market presence.
  - *Percentage of Richmond Office Inventory:* **48%**
  - *Asking gross rental rates (Richmond, BC):* **\$ 29.39**
  
- **"Class B" Buildings:** Characterized by new buildings in non-prime locations and older buildings with good quality tenant improvements, competing for a wider range of users with average rents. Finishes are fair to good for the area and systems are adequate, but the building does not compete with Class A at the same price.
  - *Percentage of Richmond Office Inventory:* **44%**
  - *Asking gross rental rates (Richmond, BC):* **\$ 21.23**
  
- **"Class C" Buildings:** Characterized by older structures, poor-to-average quality of tenant improvements and may not have elevators and air conditioning. Competes for tenants requiring functional space at rents below average.
  - *Percentage of Richmond Office Inventory:* **8%**
  - *Asking gross rental rates (Richmond, BC):* **\$ 14.35**

The office building classifications and net asking rents illustrate how there are different office spaces to meet different needs and budgets.

#### *Proximity to Rapid Transit*

Not everyone wants or needs to be located within 500m of a Rapid Transit Station. An employment (e.g., office) building's proximity to rapid transit can contribute to its market attractiveness and thus can often demand higher rents than comparable buildings elsewhere.

However, this trend towards offices within 500m of rapid transit is not a guarantee for landlords, as seen in Burnaby and Surrey, where large blocks of office space were recently vacated, as the tenants moved to other transit serviced spaces in New Westminster (*Jones Lang LaSalle, Rapid Transit Index, Q3, 2013*).

#### 4.0 Office Vacancy Rates

##### *A Healthy Office Vacancy Rate*

When reviewing office vacancy rates, it should also be noted that a “healthy office vacancy rate” is considered to be around 8% (*DTZ-Barnicke Real Estate Advisors, 2014*). The consultants advise that an 8% vacancy rate is healthy, as it enables office tenants to relocate from one area to another area to better meet their changing needs and circumstances. As well, an office vacancy rate above 8% generally indicates an oversupply of office space, while a vacancy rate under 8% suggests that there is an undersupply and additional office space is welcomed. For these reasons, it is suggested that office space in the West Cambie Study Area will be viable

##### *Comparable West Cambie Office Vacancy Rates*

Since the April 23, 2014, Planning Committee meeting, staff have further researched office vacancy rate statistics and confirmed that the office vacancy rate that would be most comparable to the West Cambie Study Area is 6.3%. In Richmond, a comparable office area is located within 800m of a Canada Line rapid transit station which has comparable Class A and B office vacancy rates. Class C office space which involves existing older structures, as described in Section 3.0 above, is not included in the comparison, as in the West Cambie Study Area, those types older buildings do not exist and are not proposed for the Study Area. For these reasons, the Class C Office vacancy rate is not relevant to the comparison.

Table 1 - Detailed Office Statistics

Office Location and Class	Class A		Class B		Class C		Total	
	Inventory	Vacancy Rate	Inventory	Vacancy Rate	Inventory	Vacancy Rate	Vacancy Rate	
Transit Oriented (<500m)	163,000	< 1.0 % (undersupply)	Stats not available	Stats not available	Stats not available	Stats not available	5.3 %	
Near Transit (<800 m)	755,028	5.8% (undersupply)	75,640	10.9%	269,332	22.5%	10.8%	
West Cambie Comparable*) 800 m of rapid transit*	Class A+B (near transit) Inventory: 830,668 sq. ft Vacancy Rate: 6.3% (undersupply)					-	-	6.3%
City Centre	711,385	7.5% (undersupply)	105,765	9.3%	367,633	19.2%	11.2%	
<b>Note: A Healthy (ideal) Vacancy Rate is 8%</b>								
Crestwood	964,165	34.3 %	87,304	73.7 %	60,000	4.3 %	35.8% (oversupply)	
Richmond	2,507,839	26.3 %	916,508	26.4 %	724,037	17.1 %	24.7% (oversupply)	

Source: Coriolis Consulting Group, *Richmond Resilient Economy Strategy*

\* Jones Lang LaSalle *Rapid Transit Index (RTI) Q3-2013*

\*\* Based on Class and proximity to transit; Statistics derived from Coriolis report for this table

Table 1 above emphasises that there is a viable demand for Class A and B office space in the Study Area.

### *Interpreting Office Vacancy Rate Statistics*

One way that office vacancy rates are often misinterpreted is that they are generally reported as an average across all office classes throughout the City which is inappropriate for comparison to the Study Area. The recently approved *2014 Richmond Resilient Economy Strategy, Technical Report #3: Richmond's Role as a Regional Office Centre*, prepared by *Coriolis Consulting Ltd.* for the Richmond Economic Development Division, provides more detailed and in-depth statistics that differentiate office vacancies by Building Class and proximity to Transit (Table 1).

As well, the study reveals that the city wide office vacancy rate for all building classes in Richmond is 18.8%, as reported by *Colliers International* in their *Q1, 2014 Office Statistics*; however, the most relevant office vacancy rate for comparison to the West Cambie Study Area is 6.3%, as it includes only Class A and B office buildings and is near rapid transit.

### 5.0 Quality of Jobs and Annual Salaries

#### *Quality of Jobs*

The April 4, 2014 Report to Committee (Attachment 1) indicated that the proposed Class A and B office jobs in the Study Area under the recommended Scenario (60% Employment: 40% Residential) would enable excellent, higher paying jobs. This evaluation was based on the amount of projected jobs, since in each of the scenarios, retail space would be limited to the ground floor only and oriented towards the arterial roads. Retail floor space and the associated jobs would remain the same in each scenario, therefore any change in the amount of commercial floor space has direct correlation to the amount of projected office jobs (more commercial space = better quality jobs).

Since the recommended Scenario (60% Employment: 40% Residential) retains 84% of the existing allowable commercial (employment) floor space found in Development Scenario 1 (100% Employment), it was ranked as excellent. Scenarios 3 and 4 would retain only 42% and 28% of the commercial space, respectively, therefore they were ranked lower quality jobs.

#### *Annual Salary*

*Site Economics Ltd.* estimated an average annual salary of \$60,000 for projected jobs in the West Cambie Study Area. Statistics Canada reports that the average hourly wage of a permanent job in BC is \$25 in 2014 and the average annual base salary for office type occupations was over \$57,000 with total compensation packages at approximately \$72,000 (Table 2 below).

As incomes are generally higher in the Greater Vancouver area and development completion in the Study Area is at least 4 years from the present, the figures are confidently estimated to be \$60,000 or approximately 10% higher than the current rate.

The consultant's assumption used in the analysis, that the average salary would be approximately \$60,000 per year, is consistent with the statistics outlined below in Table 2.

Table 2 Examples of 'Office Type' Occupations to be attracted to West Cambie

Occupation	Base Salary	Benefits (25%)	Total Compensation
Management	\$ 75,358	\$ 18,840	\$ 94,198
Business, finance and administrative	\$ 46,301	\$ 11,575	\$ 57,876
Natural and applied sciences and related	\$ 66,539	\$ 16,635	\$ 83,174
Health	\$ 60,320	\$ 15,080	\$ 75,400
Social science, education, government service and religion	\$ 60,507	\$ 15,127	\$ 75,634
Sales and service	\$ 35,173	\$ 8,793	\$ 43,966
<b>Average</b>	<b>\$ 57,366</b>	<b>\$ 14,342</b>	<b>\$ 71,708</b>

Source: Statistics Canada, CANSIM Tables 282-0069 and 282-0073 (Last Modified Jan 1, 2013)

### 6.0 Future Office Development - Is there a Glut?

Since April 23, 2014, staff have verified that there is currently 1.3M sq. ft. of office space proposed in developments that are underway in the City Centre, with an anticipated completion over the next 15 years (2029). More specifically, there is 290,000 sq. ft. of proposed office space in Capstan Village and 1,000,000 sq. ft. in Bridgeport Village (e.g., Duck Island).

The 2009 City Centre Area Plan reported an existing 80 acres of zoned land for office uses, with a projected demand of 119 acres required by 2041 to accommodate the estimated 17.0 M square feet of new office space. So while the 1.3M sq. ft. may initially seem to be a large amount of office space development, it is only 13% of the 2041 OCP forecasted average yearly growth required to meet the *2041 OCP Employment Land Strategy* objectives. Thus, staff consider the proposed 1.3M sq. ft. of office space to be an undersupply of office space and not a "glut".

### 7.0 Summary

The West Cambie Study Area is a competitive and viable location for office space for the following reasons:

- Comparable Class A and B office space near transit has only a 6.3% vacancy rate (Coriolis, 2013) which means that there is an undersupply, since a healthy office vacancy rate is 8% (DTZ-Barnicke, 2014).
- As not all office space needs to be in the City Centre, the Study Area is very viable for Class A and B offices.
- 82% of Richmond's workforce are in positions that require office space.
- As approximately 92,000 Richmond workers travel to work by various methods: 76% by private vehicle, 18% take public transit, and 6% walk, bike or use other means, the Study Area is viable as:
  - The Aberdeen (Rapid Transit) Station is only 810m away and is easily walkable,
  - It is currently well served by six bus routes within 200m of the Study Area, and
  - It has excellent vehicle access, as it is located on a major arterial road network with highway access.


- Future planned/in process office development in the City Centre is still considered an undersupply as it is below the average growth rate to meet the City's Employment Land Strategy (i.e., no glut).

**Financial Impact**

None

**Conclusion**

Staff has responded to Planning Committee's request to provide Economic Advisory Committee comments and to clarify certain Study Area topics.



Terry Crowe  
Manager, Policy Planning (4139)



Patrick Burke  
Senior Planning Coordinator (4164)

- Att. 1: RTC: *West Cambie-Alexandra Neighbourhood Business Office Area Review* dated April 4, 2014
- Att. 2: Map: *Transit Proximity: Major Office Areas*





# City of Richmond

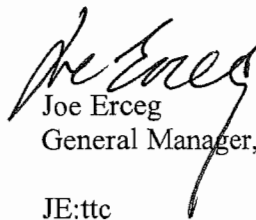
## Report to Committee

**To:** Planning Committee **Date:** April 4, 2014  
**From:** Joe Erceg, General Manager **File:**  
 Planning and Development  
**Re:** **West Cambie: Alexandra Neighbourhood Business/Office Area Review**

### Staff Recommendation

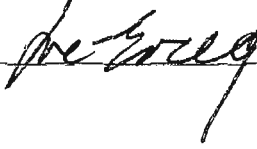


1. That Official Community Plan Bylaw 7100 and 9000, Amendment Bylaw 9121 to amend Schedule 2.11A in the 2041 Official Community Plan Bylaw 7100, to change the existing Business Office designation to Mixed Use (60% Employment:40% Residential) designation, be introduced and given first reading.
2. That Official Community Plan Bylaw 7100 and 9000, Amendment Bylaw 9121, having been considered in conjunction with:
  - a) the City's Financial Plan and Capital Program;
  - b) the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;

is hereby found to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.
3. That, in accordance with section 879 (2)(b) of the *Local Government Act* and OCP Bylaw Preparation Consultation Policy 5043, Official Community Plan Bylaw 7100 and 9000, Amendment Bylaw 9121, be referred to the following bodies for comment for the Public Hearing:
  - a) Vancouver International Airport Authority (VIAA) (Federal Government Agency), and
  - b) The Board of Education of School District No. 38 (Richmond).
4. That City staff be directed to consult with VIAA staff regarding the proposed recommendation, prior to the Public Hearing.



Joe Erceg  
 General Manager, Planning and Development

JE:ttc  
 Att. 13

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Division Community Social Development Parks Services Engineering Development Applications Transportation	<input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

On July 8, 2013, Council passed the following resolution:

*That the report from the General Manager, Planning and Development, dated June 24, 2013, titled: West Cambie – Alexandra Neighbourhood Business/ Office Area Review be referred back to staff to further consider mixed use including commercial, residential and office use and the appropriate proportion and number of units for each use.*

The purpose of this staff report is to address this referral.

### 2011 – 2014 Council Term Goals

The report addresses the following 2011 - 2014 Council Term Goal 7:

- *Managing Growth and Development.*

### Background

#### 1. West Cambie Area Plan - Alexandra Quarter

The West Cambie Area Plan was adopted in 2006. At the time of approval, the Alexandra quarter section of the Area Plan (approx. 160 acres) was estimated to enable 6,000 people and 2,000 jobs at build out in 2041. Since the Area Plan was approved, development in the Alexandra quarter has proceeded as intended (e.g., as multi-family residential projects, the Smart Centres project which includes a Walmart retail outlet, a child care facility, a district energy utility, parks and trails).

#### 2. The Study Area - Alexandra Mixed Employment (Business/Office) Area

Of the 160 acre Alexandra quarter, approximately 16 acres (15.9 acres) is designated as a Business/Office Area which occupies the north west corner of the quarter and is bounded by Alexandra Road to the south, Garden City Road to the west, Cambie Road to the north and Dubbert Street to the east: this is the Study Area (Attachments 1 & 2). The Area Plan currently allows the following uses in the Business/Office Area:

*Business and Office Uses over Retail up to 1.25 FAR including office commercial, restaurants, neighbourhood pubs, retail and retail services commercial - small floor plate only including service station, educational facilities, recreational facilities, enclosed commercial parking, preferably structured and neighbourhood commercial, at the southeast corner of Garden City Road and Cambie Road.*

#### 3. Summary of the January 2014 Westmark Proposal

Initially in 2013 and later revised in January 2014, the Westmark Development Group (Westmark) applied to rezone one third (5.1 acres) of the Alexandra Neighbourhood Business/ Office Area which they have assembled along the west portion of the Alexandra quarter and which fronts onto Garden City Road, north of Odlin Road and south of McKim Way, to enable a 20% Mixed Employment (e.g., office, commercial) and 80% Residential development (Attachment 2). The developer has been advised that their rezoning application will not be processed, until Council has decided upon an updated land use policy for the area.

**Relevant Policies and Considerations**

**1. Planning Policies**

Policy Planning staff established a review team involving Transportation, Engineering, Community Services and Parks staff, to address the referral. Staff were guided by the *2041 Official Community Plan* (e.g., *2041 OCP Population*, *2041 Housing and Employment Projections Study*, *2041 OCP Employment Lands Strategy*, *2041 City OCP Aircraft Noise Sensitive Development [ANSD] Policies*), the *2006 West Cambie Area Plan (WCAP)*, the *2007 Affordable Housing Strategy*, the *2022 Parks and Open Space Strategy*, the *Metro Vancouver – 2040 Regional Growth Strategy* and recent market trend considerations. As well, staff sought the advice from *Site Economics Ltd.* an economic land consultant to assist in evaluating the economic, employment and property tax impacts of the Development Scenarios. *Site Economics Ltd.* helped prepare the *2041 OCP Employment Lands Strategy*.

**2. Study Area Characteristics**

The Business Office Use Area, in the Alexandra Quarter is intended to assist the City in meeting its long term 2041 OCP employment land needs. The characteristics of the Study Area are summarized in Table 1 below:

<b>Table 1: Study Area Characteristics Business Office Use, Alexandra Quarter, West Cambie</b>	
<b>Topic</b>	<b>Summary</b>
Study Area - Size	<ul style="list-style-type: none"> <li>- 16 acres: (15.89 acres, or 6.43 ha - 692,601 ft<sup>2</sup>)</li> <li>- Approximately 10% of the whole Alexandra Quarter Section</li> </ul>
Total Buildable Area	<ul style="list-style-type: none"> <li>- 865,755 ft<sup>2</sup> (at 1.25 FAR)</li> </ul>
2041 OCP Land Use Designation	<p>Mixed Employment</p> <p>Those areas of the City where the principal uses are industrial and stand-alone office development, with a limited range of support services. In certain areas, a limited range of commercial uses are permitted such as the retail sale of building and garden supplies, household furnishings, and similar warehouse goods.</p>
2041 OCP Noise Sensitive Development Area (ANSD) Designation	<ul style="list-style-type: none"> <li>- Designation - Area 1A (35 - 40 NEF)</li> <li>- New Aircraft Noise Sensitive Land Uses (residential, school, hospital, day care) are prohibited</li> </ul>
West Cambie Area Plan, Alexandra Quarter Land Use, Density, Height:	<p>Business Office Uses (non residential)</p> <ul style="list-style-type: none"> <li>- Office commercial</li> <li>- Restaurants and neighbourhood pub</li> <li>- Retail and retail services commercial — small floor plate only</li> <li>- Educational facilities</li> <li>- Recreational facilities</li> <li>- Enclosed commercial parking, preferably structured.</li> <li>- A service station and neighbourhood commercial uses, at the southeast corner of Garden City Road and Cambie Road.</li> <li>- Maximum FAR 1.25</li> <li>- Maximum Height: 2 to 4 storeys (8 metres – 15 metres); 5 storeys (20 metres) of non-combustible construction can be considered.</li> </ul>
Existing Zoning	<p>Mainly Single Family - RS1/F (1x CG2 lot and 1x RD1 lot)</p> <p>Width = 18 m (60 ft)</p> <p>Minimum Area 828 m<sup>2</sup> (8,913 ft<sup>2</sup>)</p>
Existing Uses	<p>Single Family Residential</p>
Transit Services	<ul style="list-style-type: none"> <li>- The Study Area is well serviced by public transit with two current bus routes fronting Garden City Road (407 and 430), bus service along Cambie Road and there are direct bus connections to the Richmond-Brighouse and Bridgeport Canada Line stations.</li> </ul>

Table 1: Study Area Characteristics Business Office Use, Alexandra Quarter, West Cambie	
Topic	Summary
	<ul style="list-style-type: none"> <li>- The Canada Line is about 1 km (about a 15 minute walk) from the area.</li> <li>- The City is working with TransLink to monitor service levels and seek service improvements over time.</li> </ul>
Water	System
Sanitary	Septic Tank: Sanitary Sewer System connection required with development
Drainage	Yes
Alexandra District Energy Utility (ADEU)	New development will be required to connect to the ADEU

3. Criteria to Evaluate the Development Scenarios

The Study Area’s Business/Office designation was established to meet the City's short and long term needs by having an ample supply of employment lands to enable job creation, a range of high paying jobs, a healthy tax base and a mini Complete Community. The 2041 OCP indicates that Mixed Employment (Business Office) areas are to be protected, retained and densified to ensure the City has sufficient mixed employment land to meet its long term needs.

As the West Cambie Area Plan also emphasizes office jobs in this location, the loss of the Study Area’s Business Office lands to residential use would have negative implications for the City's economy and job creation. With this in mind the following criteria to assess and evaluate a range of development scenarios was used:

a) *Jobs*

- Maximize potential jobs through the protection and development of designated employment lands.
- Maximize high paying jobs and total jobs.
- Avoid creating employment land challenges which must be addressed later (e.g., replacing employment lands for needed jobs).
- If introducing residential uses into the Study Area ensure that the long term viability of the employment uses and their jobs, are not jeopardized by the residential use.

b) *Conformity with City Policies*

- Comply with City policies including land use, density, urban design, building, parking, transportation, infrastructure, social (e.g. affordable housing) and parks.

c) *City-VIAA Relations*

- Avoid jeopardizing the City's relationships with the VIAA.

d) *Property Taxes*

- Maximize property tax revenues.

e) *Precedent*

- Avoid creating an undesirable precedent (e.g. converting employment lands to other uses).
- Generate more positive benefits than the negative implications.

4. Considerations in Applying the Criteria

a) *Jobs*

Advice from *Site Economics Ltd.* indicates that high paying, long-term jobs are best achieved where the majority of the employment is in an office environment. These jobs are anticipated to be full-time, permanent and pay an average of \$60,000 annually, while

retail and service jobs tend to be less secure and pay much less. Higher paying jobs could be achieved by managing office and retail uses as follows:

- Restrict retail uses to the ground floor as this will allow more office height & density above and thus the potential for more higher-paying office jobs.
- Retail uses can likely pay more than office for ground floor space due to the arterial road exposure.
- Retail uses on the ground floor make office space above more attractive for office workers.

By restricting retail uses, office space marketability is increased and more viable, as people can live and work in the same neighbourhood.

b) *Conformity with City Policies*

- *Land Use, Density and Urban Design* - Planning staff have reviewed the Study Area in the context of the adjacent land use designations which limit the base density to 1.25 FAR. A maximum building height of 6 storeys (25 m) is proposed for Mixed Use Employment-Residential use, as the height is consistent with adjacent designations, and would maximize the employment floor area in each scenario.
- *Transportation Services* – Transportation staff advise they have no issues, as transportation improvements would be provided at the time of redevelopment based on required developer studies and City requirements (e.g., City Wide & Local Area DCCs, on and off site contributions).
- *Infrastructure Services (water, sanitary sewer, drainage)*- Engineering staff advise that they have no issues, as infrastructure improvements would be provided at the time of redevelopment based on required developer studies, and City requirements (e.g., City Wide & Local Area DCCs, on and off site contributions).
- *Affordable Housing* – to encourage the provision of built affordable housing, staff recommend offering a total 0.5 FAR Bonus Density, to be split proportionately between the Employment and Residential uses. This would have an added benefit of providing additional employment space.
- *Park Space*- Park staff advise that they have no issues as additional parks are not required in the Alexandra Neighbourhood as there is already sufficient space in the area. The existing DCC charges will apply to contribute to park land acquisition and improvements.

c) *City-VIAA Relations*

Establishing and maintaining good relations with other governments and organizations is an integral part of running a City. The introduction of residential uses in this location would require changing the 2041 OCP Aircraft Noise Sensitive Development Area (ANSND) designation from Category 1A (which prohibits residential uses) to Category 2 (which permits residential uses subject to aircraft noise mitigation measures). In response to the possibility of allowing residential uses in the Study Area, on March 27, 2013, Vancouver International Airport Authority (VIAA) staff provided the following comments:

*With regards to the position of the Vancouver Airport Authority, the ANSD designation should stand and we do not support changes to the OCP to allow the proposed development. The property in question is located within the 35 Noise*

*Exposure Forecast (NEF) planning contour, where Transport Canada does not recommend residential development per their land use guidelines. The property is also directly under the flight path of the 24-hour south runway and is one of the most severely noise affected areas of the City.*

*We also do not support the concept of 'swapping' land within other areas of the City's ANSD Policy to offset the proposed development. However, if the City wishes to undertake this option, the new offset lands to be protected should be located within the West Cambie area and have an equivalent exposure to noise and aircraft over-flights.*

In summary, the VIAA does not support allowing residential uses in the Study Area to avoid the possibility of aircraft noise complaints. While Council can make OCP ANSD decisions to allow residential uses in the study area unilaterally, it runs the risk of jeopardizing City-VIAA relations.

*d) Property Taxes*

Commercial/ employment properties are taxed at a higher mill rate than residential uses thus producing much more tax revenue for the City. Residential uses also tend to place more demands on City services and therefore they are more costly to tax payers. From a tax perspective, arrangements which have a higher proportion of employment uses are more desirable.

*e) Precedent*

Any introduction of residential uses into the Study Area has the potential to set an undesirable precedent. Owners of employment lands across the street to the west of the Study Area have already indicated that they also want their lands to be redesignated for residential use to attract higher real estate prices.

If residential uses are permitted, strict parameters for land use development ratios, density and phasing are needed to limit the negative impact of residential speculation and use. Strict and clear requirements for managing residential and employment uses will ensure that employment uses are not jeopardized by residential uses and may deter the wide spread land speculation throughout other employment areas in the City.

## **Analysis**

### **1. Review of Development Scenarios**

To address the referral, staff identified the following Development Scenarios for the Study Area:

- Development Scenario 1: An Enhanced 100% Mixed Employment Scenario: retain the existing Business / Office designation and clarify employment uses (Attachment 3),
- Development Scenario 2: A 60% Mixed Employment and 40% Residential Mixed Use Scenario: based on consultant advice and industry norms (Attachment 4),
- Development Scenario 3: A 30% % Mixed Employment and 70% Residential Option to provide an additional possibility (Attachment 5), and
- Development Scenario 4: A 20% Mixed Employment and 80% Residential Mixed Use Scenario based Westmark's January 2014 proposal: this Scenario was evaluated both for the 5 acre Westmark site and the 16 acre Study area (Attachment 6).

With the assistance of *Site Economics Ltd.*, each of the Development Scenarios are described and evaluated below, illustrated in Attachment 7 and summarized in Table 2.

	Scenario 1	Scenario 2	Scenario 3	Scenario 4 Westmark Proposal
<b>Land Use Ratio Employment Residential</b>	Emp:100% Res: 0%	Emp: 60% Res: 40%	Emp: 30% Res: 70%	Emp: 20% Res: 80%
<b>Base and Bonus Density (FAR)</b>	Base: 1.25 (Employ)  Bonus: None  Max: 1.25 FAR	Base: 1.25 (0.75 Employ +0.50 Res)  Bonus*: 0.5 (0.3 Employ + 0.2 Res)  Max: 1.75 FAR	Base: 1.25 (0.375 Employ +0.875 Res)  Bonus*: 0.5 (0.15 Employ + 0.35 Res)  Max: 1.75 FAR	Developer proposes 1.77 FAR, did not propose a density bonus
<b>Floor Area @ Max FAR (Base + Bonus)</b>	865,238 ft <sup>2</sup>	1,212,057 ft <sup>2</sup>	1,212,057 ft <sup>2</sup>	1,226,084 ft <sup>2</sup>
<b>Commercial floor</b>	865,238 ft <sup>2</sup>	726,800 ft <sup>2</sup>	363,617 ft <sup>2</sup>	245,217 ft <sup>2</sup>
<b>Residential floor</b>	n/a	485,257 ft <sup>2</sup>	848,440 ft <sup>2</sup>	980,867 ft <sup>2</sup>
<b>Ongoing Employment Completed Project (jobs)**</b>	3,502	3,047	1,656	1,220
<b>Quality of Jobs</b>	Excellent	Excellent (Higher paying office)	Good (Less office)	Good (Low paying retail)
<b>Total Estimated Annual Salaries</b>	\$210 million	\$183 million	\$99 million	\$73 million
<b>Est. Residential Units</b>	0	606	1,061	1,226
<b>Est. Additional Residents</b>	0	1,300	2,200	2,600
<b>Total Projected Alexandra Population</b>	6,700	8,000	9,000	9,300
<b>Annual Property Taxes</b>	\$4,297,595	\$4,516,000	\$3,397,177	\$3,057,435

\* Bonus FAR requires that 5% of total residential area is built affordable housing and that Bonus Employment FAR also be built.

\*\*Jobs are calculated based on 1 job per 220ft<sup>2</sup> of commercial space plus 1 job per 4000ft<sup>2</sup> of residential space

a) *Development Scenario 1 - 100% Mixed Employment*

With this Scenario, employment uses are protected by continuing to exclude residential uses. The implications of this Scenario are summarized below.

- The Alexandra quarter's Mixed Employment (Business Office) uses are required to achieve the City's long term 2041 employment objectives.
- Employment uses for this area are suitable and should prove to be technically and economically feasible over the long-term.
- Not all offices should go in the City Centre, nor be on a rapid transit line.
- Community-wide office vacancies have been declining in Richmond over the last year, dropping by 20% in one year and ending at 16.3% at the end of 2013, compared to 20.3% at the end of 2012. Declining office vacancy rates, with no growth in inventory over the



last 3 years, signal a potential growing demand for office development in Richmond in the near-term.

- According to the Rapid Transit Index (RTI) Study published regularly by John Lang LaSalle, Richmond's transit oriented office vacancy rate is at 5.3% (for buildings within 500 metres of a rapid transit station). This is the lowest among all suburban markets and has created some interest in the development community towards adding product along the Canada Line. However, the uptake has been slow, given prohibitive land prices in the immediate proximity to rapid transit. This may signal a more immediate opportunity for office development in areas such as the Study Area – areas that are still within a walking distance of the Canada Line, yet far enough to allow more reasonable land prices.
- Employment uses cannot compete for land in this area without municipal protection, as residential demand drives up land prices making employment uses less financially viable.
- Sudden surges in the demand for employment land, such as a single major office tenant may occur and thus the lands should remain available for such employment uses as intended.
- Single-use office buildings are easiest and most efficient to build, however when located on an arterial road (e.g., Garden City Road), then mixed employment buildings with ground floor retail are warranted, as the retail uses can benefit from good exposure on an arterial road.
- The Study Area was also established to accommodate similar uses which may be displaced from other redeveloping areas of the City (e.g., the City Centre), an important long term City economic re-development objective. In this regard, the range of such displaced opportunities include: Retail and Related Uses: furniture, mattress, food catering, private security uses and Office Uses: property management, holding and investment, consulting, printing, assembly, education, import/ export, travel agency, book making and binding uses. The Richmond Economic Advisory Committee acknowledges this opportunity.
- The potential long term employment and tax revenue benefits of maintaining the existing Study Area's uses outweigh the benefits of adding residential uses and reducing the Study Area's employment potential.
- When the Area Plan was prepared in 2006, it was estimated that the Alexandra quarter would generate 2,000 jobs (1,000 in the Study Area: 1,000 in the Mixed Use where SmartCentres is located). The recent analysis reveals that the Study Area may generate an estimated 3,500 jobs, which is an increase of 2,500 jobs over the original estimate. The 2041 OCP employment policies encourage such increases here and throughout the City as a high priority is placed on using land effectively and generating as many jobs as possible to maintain the City's high job to labour force ratio.
- This Scenario avoids the possibility of generating more similar requests which would jeopardize the long term availability of needed employment lands.
- While service industries (e.g. business management, financing, accounting, insurance uses) are allowed in the area, to enhance the viability of the Development Scenario 1, staff suggest amending the Area Plan to clarify that the following employment uses are permitted in the Study Area: bio-tech, research, lab uses, information technology (IT), media/software, private and public institutions such as medical facilities.

In financial terms, office uses generate significant direct and indirect economic benefits, which exceed those of residential use. Employment development pays more in property taxes annually, creates more ongoing jobs and generates fewer costs to the City than

residential uses. The estimated number of ongoing jobs would be almost three times as high in Development Scenario 4 put forth by the developer. Based on the economic analysis, it is clear that Development Scenario 1 - 100% Mixed Employment has the greatest overall positive economic, social, and planning benefits of all the Development Scenarios.

To enhance *Development Scenario 1 - 100% Mixed Employment*, staff suggest that an Amendment Bylaw be considered to clarify that the following uses are allowed in the Study Area: Bio-tech, research, lab uses, Information technology (IT), media/software, and Institutional (private and public) uses including medical facilities.

- b) *Development Scenario 2 – 60 % Employment: 40% Residential Use (Recommended)*  
 If residential uses are to be introduced into the Study Area, the economic land consultant recommends Development Scenario 2 (60% Employment: 40% Residential Use), as it best reflects the industry's recommended level of two thirds employment and one third residential use (Attachment 4). This preferred ratio is intended to stimulate the development of needed employment uses including highly desired office space by enticing developers with multi-family residential development potential. The inclusion of multi-family residential uses provides an incentive to landowners to sell or develop their lands, as it would increase their market value from the existing employment only use. The developer/builder is also provided an incentive to develop the employment space as a condition of building residential uses which provide much higher returns due to the strong residential market. The higher percentage of employment use in a mixed use development (60% Employment: 40% Residential) is believed necessary by the commercial land industry to protect the long term viability of the employment lands.

Also *Development Scenario 2* is preferred as it includes the following benefits:

- Provides 87% of the potential jobs of Scenario 1 (100% Employment) and almost twice as many jobs and \$110 million more in annual salaries than if Scenario 3 (30% Employment) was selected.
- Is the most representative of industry standards for mixed use employment-residential development which better protects the long-term viability of employment uses and higher paying office jobs.
- Is estimated to accommodate approximately 600 new residential multi-family units (1,300 residents) which assist in offsetting the costs to the developer for providing needed employment space for new jobs.
- Provides the highest potential property tax revenues (\$4.5M) and over \$1 million more annually than the other mixed use employment-residential scenarios.

- c. *Development Scenario 3 – 30 % Mixed Employment: 70% Residential Use*  
 This Scenario is proposed to provide an alternate land use arrangement to the recommended industry standard that is represented by Scenario 2. It would involve allowing the Study Area to develop up to 70% Residential and 30% Employment uses (Attachment 5). However, as the industry standard for Mixed Use areas involves a floor area ratio of 66% employment and 33% residential use, this Option may not be appropriate.

- d. *Development Scenario 4 – 20% Employment: 80% Residential Use (Westmark Proposal)*  
Staff reviewed the most recent Westmark proposal from January 2014, which proposes 20% Employment and 80% Residential uses (Attachment 8). While the Westmark proposal involves only 30% of the 16 acre Study Area, the following comments apply to the both the Westmark site and the whole Study Area.

The proposal as submitted was forwarded onto *Site Economics Ltd.*, the City's economic land consultant, who provided the following comments:

- Based on market conditions, there is clearly room to allocate a larger share of the proposal to office space, which would better support the City's long term needs and the 2041 OCP Mixed Employment designation.
- The retail component is problematic, as it is at the grade level of the proposed office building making the proposed parking difficult and limited.
- The proposed supermarket and drug store could find it very difficult to attract tenants, as the site lacks easily accessible surface parking and is not on a corner.
- The ideal situation is for ground floor retail to be located on Garden City Road frontage with good access and exposure.
- The proposed office space layout is optimal in terms of floor plate, height, and overall configuration.
- The only real issue with proposed office area is the limited scale.
- The 80% residential use reduces the viability and amount of employment space.
- Developer could be required to make a significant contribution from the residential component to subsidize employment space in the area.

From a City perspective, the Westmark proposal is not considered to be a viable Development Scenario, as:

- 1) The proposed density of 1.77 FAR exceeds the existing maximum density of 1.25 FAR and consists of only 0.36 FAR for employment uses (1.41 FAR for residential use), greatly reducing the potential number and quality of jobs.
- 2) The proposed realignment of Dubbert Street further west would unacceptably reduce available employment lands from 5.1 acres to 4.59 acres, further reducing potential jobs while increasing residential use of lands to the east.
- 3) The realignment unacceptably changes the future land use of the site to a roadway and unacceptably proposes to relocate the intersection of Dubbert Street and Cambie Road closer to Garden City Road which does not conform to the Area Plan, negatively affects other property owners and enables Westmark to reduce their road costs and place them on other developers.
- 4) The 1.77 FAR is the base density and therefore does not have any bonus density and therefore does not provide for affordable housing.
- 5) The proposed density is not consistent with the form and character of adjacent lands that have maximum densities of 1.5 FAR along High Street and 1.5 FAR (with density bonus for affordable housing up to a maximum 1.7 FAR) to the east of the Study Area, and;
- 6) Four isolated "orphan" sites remain at the southwest corner and one orphan site at the northeast corner of the block, which are too small to develop and are not permitted under the Area Plan (Attachment 2).

Overall, for economic, planning and urban development reasons staff recommend that Westmark's proposal, *Development Scenario 4*, be eliminated from further consideration as it is not a viable mixed use Development Scenario.

2. Managing Mixed Use Employment-Residential Uses.

a) *General*

The introduction of residential uses into the Study Area has its benefits and challenges. Residential uses on these lands represent a significant change and require special consideration. The goal is to ensure that the proposed land use ratios help stimulate the development of desirable employment space by allowing some development of higher demand residential uses.

The ratio of employment to residential use must be carefully managed. The industry standard to protect the viability of employment uses indicates that employment uses should be the majority use and residential use the minority use (i.e. 66% Employment: 33% Residential).

Allowing residential (multi-family) uses into the Study Area may speed up the development of the employment uses, as the developer would be able to subsidize the development of employment space (e.g., lower construction and lease costs). As well, the developer would install necessary roads and services for the residential uses which would simultaneously benefit the development of employment and office space.

To prevent only residential uses being developed and no employment uses, staff recommend that all Rezoning, Development Permit and Building Permit applications must meet the selected Development Scenario land use ratio (e.g. 60% E:40% R) that restricts the maximum percentage of residential floor (e.g. maximum 40% residential) area and ensures that the employment space is built.

b) *2041 OCP and Area Plan Policy Implications*

Introducing residential use in the Study Area would require amendments to the *2041 OCP Mixed Employment* designation and to the *2041 OCP Aircraft Noise Sensitive Development Area (ANSD)* designation to remove the residential use prohibition. As well, the *West Cambie Area Plan* would require amendment to re-designate the "Business Office" area to "Mixed Use Employment-Residential" to allow multifamily uses. A mixed-use proposal would not affect the *Metro Vancouver 2040 Regional Growth Strategy (RGS)*, as the RGS designates the Study Area "Urban" which accommodates employment and residential uses.

c) *City-VIAA Relations*

As indicated above, the introduction of residential uses in this location would require changing the *2041 OCP Aircraft Noise Sensitive Development Area (ANSD)* designation from Category 1A (which prohibits residential uses) to Category 2 (which permits residential uses subject to aircraft noise mitigation measures).

The *Vancouver International Airport Authority (VIAA)* does not support allowing residential uses in the Study Area to avoid the possibility of aircraft noise complaints, as they regard the policy as very important and may oppose any new residential uses in the

Study Area. In this regard the VIAA would not likely support Development Scenario 2, 3 or 4 which allow residential uses.

While not typically done, Planning Policy staff intend to meet with VIAA staff regarding the proposed report and recommendation, prior to the Public Hearing, to ensure that VIAA staff understand the City's rationale for the proposed recommendation.

*d) Density*

As there may be a desire by the City to introduce residential uses in the Study Area to encourage the development of employment uses, the existing maximum 1.25 FAR was reviewed to ensure that employment uses occur along with the required subsidizing residential uses and to allow for building affordable housing.

An additional 0.5 FAR density enables market residential development to subsidize employment space and includes the provision for built affordable housing raising the maximum density to 1.75 FAR. This bonus FAR will be split according to the approved development scenario ratio (e.g. 60% Employment:40% Residential), which for this example, would equate to a 0.2 FAR bonus for residential space. For the developer to take advantage of this additional FAR, they would be required to also provide the additional employment floor space at 0.3 FAR. The combination of the available density and the applicable ratio (e.g. 60% Employment:40% Residential) would ensure that residential development does not deter the development of needed employment space.

*e) Affordable Housing*

Where residential uses are allowed, as Council has indicated that built affordable housing is needed, staff recommend that all residential developments are to provide at least 5% of the total residential building area (a minimum of 4 units) as built affordable housing units. Cash-in-lieu contributions are not acceptable. This approach is to be applied instead of the older, 2006 *West Cambie Affordable Housing Density Bonusing* policies.

The proposed OCP Amendment Bylaw includes a policy change to require that built affordable housing units are required.

*f) Building Height*

The introduction of residential uses in the Study Area also necessitates the reconsideration of the maximum height of buildings. As there remains a desire and need to attract and accommodate employment uses in this location, the Study Area height needs to be attractive to developers and builders. Along with increasing the maximum FAR, the maximum building height is proposed to be increased from 5 storeys (20m) to 6 storeys (25m). This allows the applicant greater flexibility in accommodating the employment uses along with the residential uses on their sites. The proposed height limit is consistent lands to the west of Garden City Road which are located in the City Centre Area Plan and lands to the east within the Alexandra Neighbourhood (Attachment 9).

*g) General Development Requirements for Mixed Use Employment -Residential*

It is recommended that any mixed use employment-residential Development Scenario approved by Council, be required to comply with the following provisions:

- The commercial and office components of mixed use buildings should be oriented towards the arterial road network (Garden City Road and Cambie Road) to provide a consistent and complementary streetscape with future development on the west side of Garden City Road.
- Residential and ancillary uses should be inward oriented or towards the collector roads (e.g. Dubbert Street) in accordance with existing WCAP Development Permit Guidelines.
- Residential and associated accessory uses may comprise a maximum of 40% (or 70%) of the total floor area within Study Area Development Blocks 1, 2 and 3, as identified in the proposed amended Alexandra map (Attachment 10).
- To prevent only residential uses being developed and no employment uses, all Rezoning, Development Permit and Building Permit applications must meet the selected Development Scenario (e.g. 60% E:40% R) that restricts the maximum percentage of residential floor space.
- Stand alone retail buildings should not be permitted.
- Notwithstanding the clause above, stand alone single-use buildings and/or mixed-use buildings may be considered, provided that they form part of the comprehensively planned Development Blocks, 1, 2 and 3, as identified in the proposed amended Alexandra map (Attachment 10).

A summary of the OCP amendment requirements for introducing Mixed Use Employment Residential uses to the Study Area (Development Scenarios 2, 3 and 4) are outlined in Attachment 11.

### 3. Summary of Analysis

In summary, staff recommend Development Scenario 2 – 60% Employment: 40% Residential for the following reasons: it:

- potentially provides almost as many jobs as the existing Area Plan and almost twice as many jobs and over \$110 million more in annual salaries than if Scenarios 3 or 4 were selected,
- is the most representative of industry standards for mixed use commercial-residential development that better protects the long-term viability of higher paying office jobs,
- potentially provides the highest property tax revenues (\$4.5M) and over \$1 million more annually than the other mixed use commercial-residential scenarios, and;
- is estimated to accommodate more than 600 new residential multi-family units (1,300 residents), offsetting the costs to the developer for providing needed employment space.

Whichever Development Scenario is selected, staff will continue to monitor the City's long term employment land needs and co-operate with Metro Vancouver staff as they undertake long term employment land studies. As these studies are brought forward, staff will update Council regarding any changes in the City's employment land needs.

If the recommended Development Scenario 2 is chosen, the necessary OCP and Area Plan amendments are in proposed Official Community Plan Bylaw 7100, Amendment Bylaw 9121 to amend Schedule 2.11A in the 2041 Official Community Plan Bylaw 7100.

Alternatively, if Development Scenario 3: A 30% Mixed Employment and 70% Residential Option is preferred, Attachment 12 contains the necessary OCP amendment Bylaw, draft Bylaw 9122.

Should Council decide to protect and enhance the employment uses in the Study Area and not allow residential uses Staff suggest Development Scenario 1- 100% Enhanced Employment be implemented. Attachment 13 contains the necessary OCP amendment Bylaw, draft Bylaw 9120.

4. Next Steps

Staff recommend the purposed OCP Bylaw 7100, Amendment Bylaw 9121 be referred to the Vancouver International Airport Authority (VIAA) and the Board of Education of School District No. 38 (Richmond) for comment, prior to the Public Hearing (e.g., anticipated to be held on May 20, 2014). In addition, while not usually done, City staff recommend that they meet with VIAA staff prior to the Public Hearing to explain the report and recommendation.

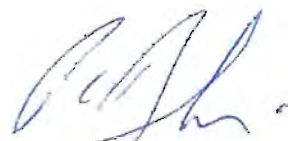
**Financial Impact**

As noted in report.

**Conclusion**

Staff's evaluation shows that, based on criteria such as the potential for creating high quality full-time jobs, maintaining good government relations, maximizing property tax revenue and avoiding an undesirable precedent, *Development Scenario 1 – 100% Employment* (existing Area Plan) is the best option. As it is staff's understanding that Council may wish to introduce residential uses into the Study Area, the second best option would be *Development Scenario 2 – 60% Employment: 40% Residential*, as it is considerably superior to Scenario 3 and Scenario 4.

The necessary OCP and Area Plan amendments are in proposed Official Community Plan Bylaw 7100, Amendment Bylaw 9121 to amend Schedule 2.11A in the 2041 Official Community Plan Bylaw 7100.



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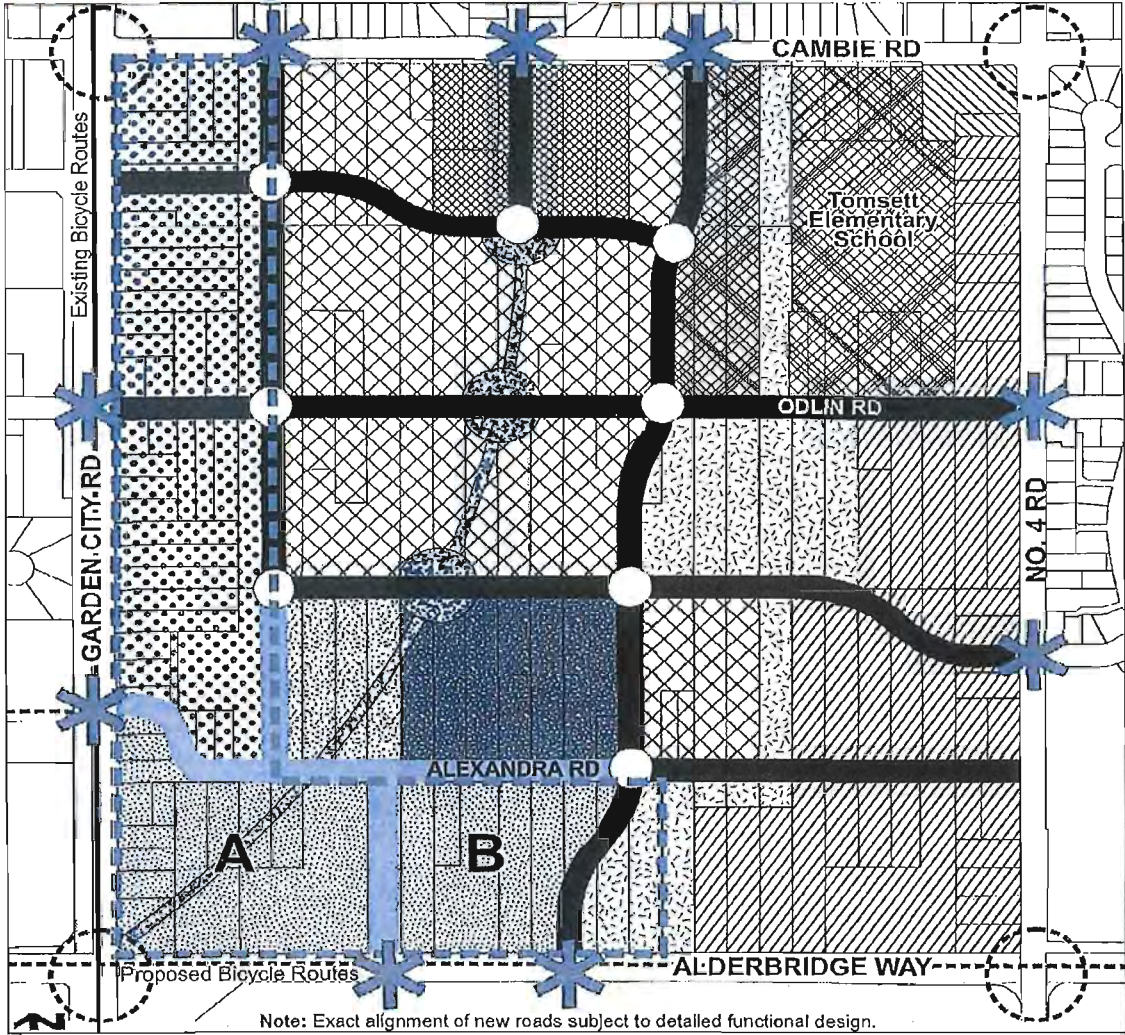
<b>Attachment 1</b>	Alexandra Neighbourhood Land Use Map
<b>Attachment 2</b>	Context Plan of Study Area and Westmark Lands
<b>Attachment 3</b>	Development Scenario 1- Enhanced 100% Mixed Employment (Business Office Use)
<b>Attachment 4</b>	Development Scenario 2 - 60% Mixed Employment:40% Residential
<b>Attachment 5</b>	Development Scenario 3 - 30% Mixed Employment:70% Residential
<b>Attachment 6</b>	Development Scenario 4 - 20% Mixed Employment:80% Residential (Westmark)
<b>Attachment 7</b>	Example Illustrations of Development Scenarios
<b>Attachment 8</b>	Proposed Westmark Site Plan – (20% Mixed Employment:80% Residential)
<b>Attachment 9</b>	Context Plan of Adjacent Density and Maximum Building Heights
<b>Attachment 10</b>	Proposed Revised Alexandra Neighbourhood Land Use Map with Development Blocks
<b>Attachment 11</b>	Summary of OCP Amendments for Introducing Mixed Use Employment-Residential Uses
<b>Attachment 12</b>	Draft Bylaw Number 9122 - 30% Mixed Employment:70% Residential
<b>Attachment 13</b>	Draft Bylaw 9120 – (100% Employment) Enhancement of Uses



City of Richmond

**Alexandra Neighbourhood Land Use Map**

Bylaw 9021  
2013/10/15



Note: Exact alignment of new roads subject to detailed functional design.

Area of No Housing Affected by Aircraft Noise	Residential Area 2 0.65 base FAR (Max. 0.75 FAR with density bonusing for affordable housing). 2 & 3-storey Townhouses.	Park: North Park Way, Central Park, South Park Way
Business/Office - office over retail FAR up to 1.25	Mixed Use: Hotel, office and streetfront retail commercial. Area A: Min. 1.25 FAR up to 2.0 Area B: Large and small floor plate up to 1.0 FAR	Alexandra Way (Public Rights of Passage Right-of-way)
Convenience Commercial	Mixed Use: - abutting the High Street, medium density residential over retail; - not abutting the High Street, medium density residential. 1.25 base FAR. Building heights low to mid-rise. (Max. 1.50 FAR with density bonusing for affordable housing).	Proposed Roadways
Residential Area 1 1.50 base FAR (Max. 1.70 FAR with density bonusing for affordable housing). Townhouse, low-rise Apts. (1-storey typical)	Community Institutional	High Street
Residential Area 1A 1.50 base FAR (Max. 1.75 FAR with density bonusing for affordable housing). Townhouse, low-rise Apto. (6-storey maximum).		New Traffic Signals
Residential Area 1B 1.58 base FAR (Max. 1.88 FAR with density bonusing for affordable housing) (6-storey maximum).		Feature Intersections - details to be developed
		Feature Landmarks in Combination with Traffic Calming Measures

Also refer to Section 8.4.5 – Alexandra District Energy Unit regarding district energy density bonusing policies.

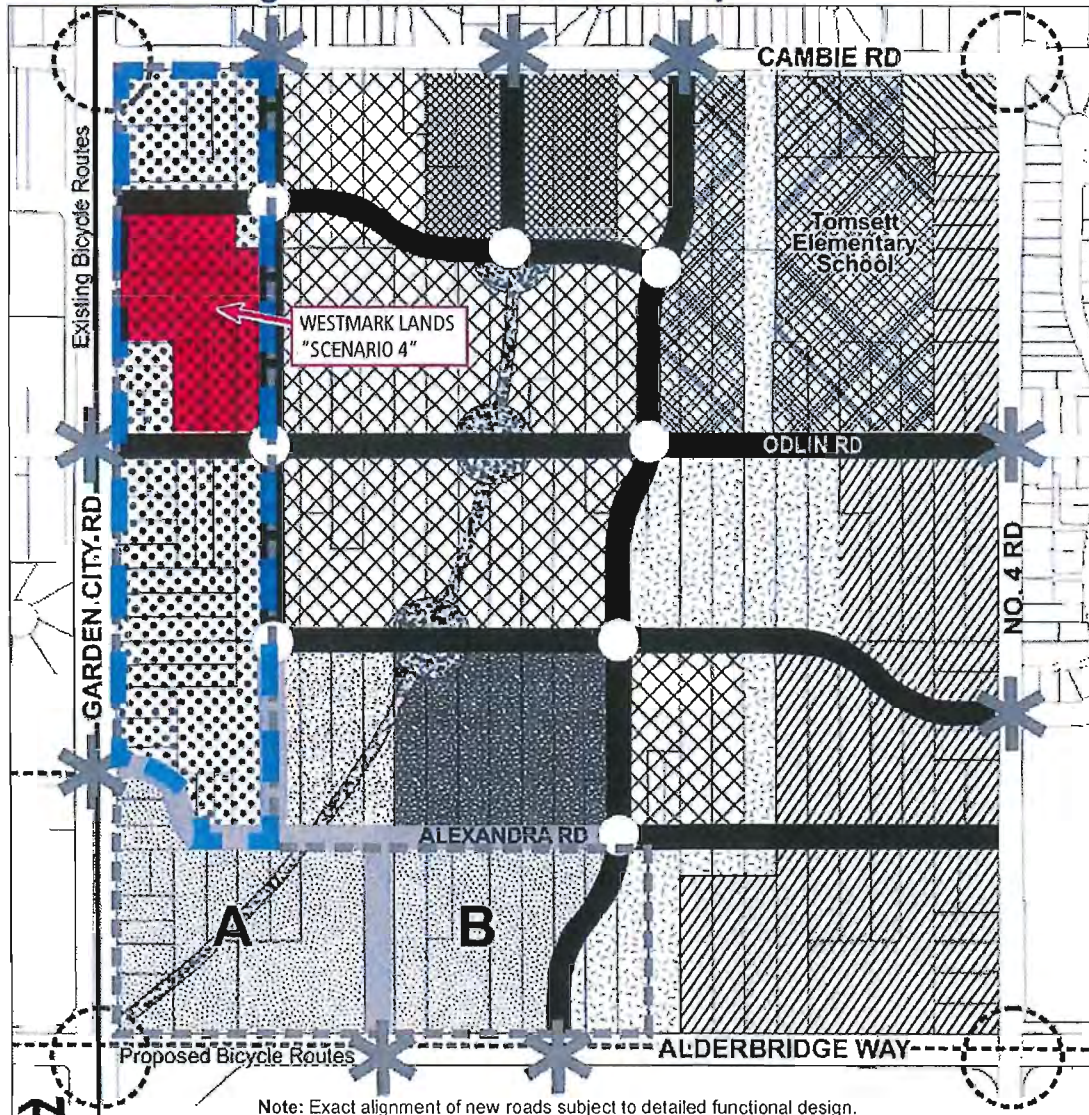
Original Adoption: September 12, 1988 / Plan Adoption: July 24, 2006  
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City of Richmond

STUDY AREA

Alexandra Neighbourhood Land Use Map

Bylaw 9021  
2013/10/15



Note: Exact alignment of new roads subject to detailed functional design.

	Area of No Housing Affected by Aircraft Noise		Residential Area 2 0.85 base FAR (Max. 0.75 FAR with density bonusing for affordable housing); 2-6 2-storey Townhouses		Park: North Park Way, Central Park, South Park Way
	Business/Office - office over retail FAR up to 1.25		Mixed Use: Hotel, office and streetfront retail commercial Area A: Min. 1.25 FAR up to 2.0 Area B: Large and small floor plate up to 1.0 FAR		Alexandra Way (Public Rights of Passage Right-of-way)
	Convenience Commercial		Mixed Use: • abutting the High Street, medium density residential over retail, • not abutting the High Street, medium density residential 1.25 base FAR - building heights low to mid-rise. (Max. 1.50 FAR with density bonusing for affordable housing)		Proposed Roadways
	Residential Area 1 1.90 base FAR (Max. 1.70 FAR with density bonusing for affordable housing); Townhouse, low-rise Apts. (4-storey typical)		Community Institutional		High Street
	Residential Area 1A 1.50 base FAR (Max. 1.75 FAR with density bonusing for affordable housing); Townhouse, low-rise Apts. (8-storey maximum)		New Traffic Signals		Feature Intersections - details to be developed
	Residential Area 1B 1.60 base FAR (Max. 1.85 FAR with density bonusing for affordable housing); (6-storey maximum)		Feature Landmarks in Combination with Traffic Calming Measures		

Also refer to Section 8.4.5 – Alexandra District Energy Unit regarding district energy density bonusing policies.

**Development Scenario 1**  
Enhanced 100% Mixed Employment (Business Office Use)

*General Description*

The following Table summarizes the characteristics of Development Scenario 1 – 100% Mixed Employment (Business Office Use, with land use enhancements):

<b>Development Scenario 1 100% Business Office Use Scenario</b>	
<b>Topic</b>	<b>Summary</b>
Study Area - Size	16 acres: (15.89 acres, or 6.43 ha ) Approximately 10% of the whole Alexandra Quarter Section
Maximum Density	1.25 FAR
Total Gross Buildable Area	865,755 ft <sup>2</sup> (Net 770,522 ft <sup>2</sup> )
2041 OCP Land Use Designation	100% Mixed Employment: Those areas of the City where the principal uses are industrial and stand-alone office development, with a limited range of support services. In certain areas, a limited range of commercial uses are permitted such as the retail sale of building and garden supplies, household furnishings, and similar warehouse goods.
2041 OCP Noise Sensitive Development Area (ANSO) Designation	<ul style="list-style-type: none"> <li>- Designation - Area 1A (35 - 40 NEF)</li> <li>- New Aircraft Noise Sensitive Land Uses (residential, school, hospital, day care) are prohibited</li> </ul>
West Cambie Area Plan, Alexandra Quarter Land Use	Business Office Uses (non residential) <ul style="list-style-type: none"> <li>- Office commercial</li> <li>- Restaurants and neighbourhood pub</li> <li>- Retail and retail services commercial — small floor plate only</li> <li>- Educational facilities</li> <li>- Recreational facilities</li> <li>- Enclosed commercial parking, preferably structured.</li> <li>- A service station and neighbourhood commercial uses, at the southeast corner of Garden City Road and Cambie Road</li> </ul>
Retail Uses	<ul style="list-style-type: none"> <li>- Retail uses can pay more for ground floor space due to arterial road exposure.</li> <li>- Retail uses make office space more attractive for workers (not isolated in suburbs)</li> <li>- Retail uses subsidize the development of office space</li> </ul>
Height	Maximum Height: <ul style="list-style-type: none"> <li>- 2 to 4 storeys (8 metres – 15 metres)</li> <li>- 5 storeys (20 metres) of non-combustible construction can be considered</li> </ul> The more height & density enables more office & likely higher paying jobs.
Existing Zoning	<ul style="list-style-type: none"> <li>- Mainly Single Family - RS1/F</li> <li>- Width = 18 m (60 ft)</li> <li>- Minimum Area 828 m<sup>2</sup> (8,913 ft<sup>2</sup>)</li> </ul>
Existing Uses	Single Family Residential
Transit Services	<ul style="list-style-type: none"> <li>- Promote the Study Area as transit oriented, as the 800 m distance to station which is not long.</li> <li>- The Study Area is well serviced by public transit with two current bus routes fronting Garden City Road (407 and 430), bus service along Cambie Road and there are direct bus connections to the Richmond-Brighouse and Bridgeport Canada Line stations.</li> <li>- The Canada Line is about 1 km (about a 15 minute walk) from the</li> </ul>

<b>Development Scenario 1 100% Business Office Use Scenario</b>	
<b>Topic</b>	<b>Summary</b>
	<ul style="list-style-type: none"> <li>- area.</li> <li>- The City is working with TransLink to monitor service levels and seek service improvements over time.</li> </ul>
Water	System
Sanitary	Septic Tank: Sanitary Sewer System to be provided with development
Drainage	Yes
Alexandra District Energy Utility (ADEU)	New development will be required to connect to the ADEU
Enhanced Land Uses: Adding the Following Land Uses For Clarity	<ul style="list-style-type: none"> <li>- Bio-tech, research, labs, information technology (IT), media/software, private and public institutions such as medical facilities.</li> </ul>
Built Out Features	<ul style="list-style-type: none"> <li>- Buildings may be stand alone or mixed employment uses, as the flexibility increases likelihood of getting office built</li> <li>- May want to restrict retail from being in standalone buildings, as this would negatively the planned character of Study Area</li> <li>- Workers may opt to live &amp; work in same neighbourhood</li> <li>- Nearby amenities such as retail encourage more and better tenants</li> </ul>
Parking	<ul style="list-style-type: none"> <li>- Excellent, surface parking, as uses cannot support the cost of structured parking at this time.</li> </ul>
Visual Examples	<ul style="list-style-type: none"> <li>- The proposed urban design look will not be a suburban look and will ensure a high quality local design</li> <li>- Retail most likely to form the ground floor of any employment use</li> </ul>
Managing Nuisances (Noise, Odour Vibration)	<ul style="list-style-type: none"> <li>- Apply the same mitigation requirements, as in other parts of the city</li> <li>- Focus commercial on and close to arterial roads minimizes the impact of commercial on residential</li> <li>- Have separate accesses and apply existing industry design standards</li> </ul>
Number and Quality of Jobs* Ranking	<ul style="list-style-type: none"> <li>- Excellent: Highest: the most &amp; highest paying jobs (e.g., \$60,000 per year)</li> <li>- Number of Jobs (includes multiplier) – 3,502 jobs</li> <li>- Annual Salaries = \$210 million</li> </ul>
Maximum Alexandra Jobs* at Build Out	3,502 + 1,000 = 4,235 jobs
Study Area Build Out Population	0
Total Alexandra build Out Population	6,700 people
Annual Taxes Generated	\$4,297,595

<b>General Pros</b>	<b>General Cons</b>
<ul style="list-style-type: none"> <li>- Clarify that bio-tech, research, labs, information technology (IT), media/software, private and public institutions such as medical facilities and private schools are allowed</li> <li>- A range of non residential mixed employment</li> </ul>	<ul style="list-style-type: none"> <li>- In the short term, may see slow Business / Office use redevelopment, as anticipated</li> <li>- May continue to receive requests from developers to convert Business / Office uses to other uses (e.g., residential)</li> </ul>

General Pros	General Cons
<p>uses is continued to support needed local employment opportunities</p> <ul style="list-style-type: none"><li>- The important Complete Community (Live, Work, Play) Concept is retained</li><li>- Avoids reducing the OCP ANSD Area 1A designation</li><li>- Avoids setting an undesirable land use change precedent</li><li>- Continues to achieve the 2041 OCP and Employment Lands Strategy</li><li>- It was always anticipated that the build out of Study Area employment uses would take time and that it is not strategic or practical to allow them to be replaced with residential uses for short term developer gain</li><li>- Enables City priorities and positive relationship with YVR to continue</li><li>- Supported by YVR, the Richmond Economic Advisory Committee (REAC) and Mr. R. Wozny, the City's real estate consultant</li></ul>	

\*Jobs are calculated based on 1 job per 220ft<sup>2</sup> of commercial space plus 1 job per 4000ft<sup>2</sup> of residential space

**Development Scenario 2**  
60% Mixed Employment:40% Residential Scenario

*General Description*

The following Table summarizes the characteristics of Development Scenario 2 - 60% Mixed Employment:40% Residential:

<b>Development Scenario 2 A Mixed Use (60% Employment:40% Residential) Scenario</b>	
<b>Item</b>	<b>General Description</b>
Study Area	<ul style="list-style-type: none"> <li>- 16 acres: (15.9 acres)</li> <li>- Approximately 10% of the whole Alexandra Quarter Section</li> </ul>
Base and Density Bonus FAR	<ul style="list-style-type: none"> <li>- Base Density= 0.75 FAR (Employ) + 0.50 FAR (Res) = 1.25 FAR</li> <li>- Bonus Density= 0.30 FAR* (Employ) +0.20 FAR (Res) = 0.50 FAR</li> <li>- * Bonus Residential FAR requires Bonus Employment FAR to also be built</li> </ul>
Maximum FAR	1.75 FAR maximum
Total Buildable Floor Area	At 1.75 FAR, total proposed gross floor area = 1,212,057 ft <sup>2</sup> <ul style="list-style-type: none"> <li>- 60% Employment Uses = 727,234 ft<sup>2</sup> Gross</li> <li>- 40% Residential Uses = 484,823 ft<sup>2</sup> Gross</li> </ul>
Maximum Height	6 storeys (25 metres) of non-combustible construction may be considered for non-combustible or concrete construction, increased open space, and no additional overshadowing of neighbouring properties.
Alexandra District Energy Utility (ADEU)	Will connect to ADEU
OCP ANSD Designations In Study Area: Replace ANSD Area 1A with an Area 2 designation to allow ANSD uses	<ul style="list-style-type: none"> <li>- Existing ANSD Designation is: Area 1A (35 - 40 NEF) which prohibits new Aircraft Noise Sensitive Land Uses (residential, school, hospital, day care)</li> <li>- With Development Scenario 2, to allow multifamily residential uses, the existing ANSD Designation would need to be replaced with the Area 2 Designation</li> <li>- The 2041 OCP does not require an equivalent Area 1 replacement area to achieve a No Net Loss arrangement and no such replacement area has been found,</li> <li>- YVR does not wish to see the residential prohibiting policy to be removed, to ensure that there will not be any residential complaints regarding aircraft noise.</li> </ul>
Number and Quality of Jobs*	<ul style="list-style-type: none"> <li>- 3,047 jobs, Excellent Quality (e.g., avg. \$60,000 per year)</li> <li>- Annual Salaries \$183 million</li> </ul>
Maximum Alexandra Jobs*	- 3,047 + 1,000 in the remainder of the Quarter = 4,047 jobs
Estimated Residential Units	<ul style="list-style-type: none"> <li>- Built Affordable Residential Units = 40 units (@ 600 ft<sup>2</sup>)</li> <li>- Market Residential Units = 566 units (@ 814 ft<sup>2</sup>)</li> <li>- Total units = 606 units</li> <li>- Residential Uses = 484,823 ft<sup>2</sup> (Gross)</li> </ul>
Affordable Housing	- At least 5% of total maximum buildable sq. ft. of residential area to be provided as Built Affordable units (minimum of 4 units)

<b>Development Scenario 2 A Mixed Use (60% Employment:40% Residential) Scenario</b>	
<b>Item</b>	<b>General Description</b>
Additional Residents	- 1,300 people
Total Alexandra population	- 1,300 + 6,700 in the remainder of the Quarter = 8,000 people
Built Out Features	<ul style="list-style-type: none"> <li>- Buildings may be stand alone or mixed employment uses, as the flexibility increases likelihood of getting office built</li> <li>- May want to restrict retail from being in standalone buildings, as this would negatively the planned character of Study Area</li> <li>- Workers may opt to live &amp; work in same neighbourhood</li> <li>- Nearby amenities such as retail encourage more and better tenants</li> </ul>
Parking	- Good, surface and underground parking
Visual Examples	<ul style="list-style-type: none"> <li>- See Attachment 7, the proposed urban design look will not be a suburban look and will ensure a high quality local design</li> <li>- Retail most likely to form the ground floor of any employment use</li> </ul>
Managing Nuisances (Noise, Odour Vibration)	<ul style="list-style-type: none"> <li>- Apply the same mitigation requirements, as in other parts of the city</li> <li>- Focus commercial on and close to arterial roads minimizes the impact of commercial on residential</li> <li>- Have separate accesses and apply existing industry design standards</li> </ul>
Parking	- Good, mixed surface and structured
Annual Taxes Generated (Highest)	- \$4,516,000
<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>- Could possibly accelerate redevelopment in the Study Area</li> <li>- Majority of space is for employment, for a variety of employment uses.</li> <li>- Affordable housing is provided</li> </ul>	<ul style="list-style-type: none"> <li>- Removes large amount of commercial and office floor area compared to Option 1.</li> <li>- Any redesignation of land from office or other employment uses may later require them to be replaced elsewhere in North Richmond not in the City Centre, in order to meet the City's long term 2041 employment land targets</li> <li>- Reduces the OCP ANSD Area 1A designation.</li> <li>- Sets an undesirable land use change precedent</li> <li>- May generate similar undesirable requests</li> <li>- May damage City relationships with YVR</li> <li>- Not supported by YVR, the Richmond Economic Advisory Committee (REAC) and Mr. R. Wozny, the City's real estate consultant</li> </ul>

\*Jobs are calculated based on 1 job per 220ft<sup>2</sup> of commercial space plus 1 job per 4000ft<sup>2</sup> of residential space

**Development Scenario 3**  
30% Mixed Employment:70% Residential Scenarios

*General Description*

The following Table summarizes the characteristics of a Development Scenario 3 - 30% Mixed Employment:70% Residential:

<b>Development Scenario 3 30% Employment:70% Residential Scenario</b>	
<b>Item</b>	<b>General Description</b>
Study Area	<ul style="list-style-type: none"> <li>- 16 acres: (15.9 acres) (1,212,057 ft<sup>2</sup>)</li> <li>- Approximately 10% of the whole Alexandra Quarter Section</li> </ul>
Base and Density FAR	<ul style="list-style-type: none"> <li>- Base Density= 0.375 FAR (Employ) + 0.875 FAR (Res) = 1.25 FAR</li> <li>- Bonus Density= 0.15 FAR* (Employ) +0.35 FAR (Res) = 0.50 FAR</li> <li>- * Bonus Residential FAR requires Bonus Employment FAR to also be built</li> </ul>
Maximum FAR	1.75 FAR maximum
Total Buildable Floor Area	At 1.75 FAR, Gross Total (BFA) is: 1,212,057 ft <sup>2</sup> <ul style="list-style-type: none"> <li>- Using 30% for Employment Use = 363,617 ft<sup>2</sup> (Gross)</li> <li>- Using 70% Residential Use = 848,440 ft<sup>2</sup> (Gross)</li> </ul>
Maximum Height	Up to 6 storeys
Alexandra District Energy Utility (ADEU)	Will connect to ADEU
OCP ANSD Designations In Study Area: Replace ANSD Area 1A with an Area 2 designation to allow ANSD uses	<ul style="list-style-type: none"> <li>- Existing ANSD Designation is: Area 1A (35 - 40 NEF) which prohibits new Aircraft Noise Sensitive Land Uses (residential, school, hospital, day care)</li> <li>- With Development Scenario 2, to allow multifamily residential uses, the existing ANSD Designation would need to be replaced with the Area 2 Designation</li> <li>- The 2041 OCP does not require an equivalent Area 1 replacement area to achieve a No Net Loss arrangement and no such replacement area has been found,</li> <li>- YVR does not wish to see the residential prohibiting policy to be removed, to ensure that there will not be any residential complaints regarding aircraft noise.</li> </ul>
Number and Quality of Jobs*	<ul style="list-style-type: none"> <li>- 1,665 jobs, Good quality, less than \$60,000 per year salary</li> <li>- Annual Salaries \$99 million</li> </ul>
Maximum Alexandra Jobs*	- 1,665 jobs + 1,000 in the remainder of the Quarter = 2,665 jobs
Estimated Residential Units	<ul style="list-style-type: none"> <li>- Built Affordable Residential Units = 71 units (@ 600 ft<sup>2</sup>)</li> <li>- Market Residential Units = 990 units (@ 814 ft<sup>2</sup>)</li> <li>- Total units = 1061 units</li> <li>- Residential Uses = 848,440 ft<sup>2</sup> (Gross)</li> </ul>
Affordable Housing	- At least 5% of total maximum buildable sq. ft. of residential area to be provided as Built Affordable units (minimum of 4 units)
Additional Residents	- 2,250 people
Total Alexandra population	- 2,250 + 6,700 in the remainder of the Quarter = 8,950 people
Built Out Features	- Buildings may be stand alone or mixed employment uses, as



	<p>the flexibility increases likelihood of getting office built</p> <ul style="list-style-type: none"> <li>- May want to restrict retail from being in standalone buildings, as this would negatively the planned character of Study Area</li> <li>- Workers may opt to live &amp; work in same neighbourhood</li> <li>- Nearby amenities such as retail encourage more and better tenants</li> </ul>
Parking	<ul style="list-style-type: none"> <li>- Moderate, mixed surface and structured parking</li> </ul>
Visual Examples	<ul style="list-style-type: none"> <li>- See Attachment 7, the proposed urban design look will not be a suburban look and will ensure a high quality local design</li> <li>- Retail most likely to form the ground floor of any employment use</li> </ul>
Managing Nuisances (Noise, Odour Vibration)	<ul style="list-style-type: none"> <li>- Apply the same mitigation requirements, as in other parts of the city</li> <li>- Focus commercial on and close to arterial roads minimizes the impact of commercial on residential</li> <li>- Have separate accesses and apply existing industry design standards</li> </ul>
Annual Taxes Generated	<ul style="list-style-type: none"> <li>- \$3,397,177</li> </ul>

Pros	Cons
<ul style="list-style-type: none"> <li>- Could possibly accelerate redevelopment in the Study Area</li> <li>- Would retain some floor space for a variety of employment uses.</li> <li>- Affordable housing is provided</li> </ul>	<ul style="list-style-type: none"> <li>- Removes 70% of the commercial/office floor area compared to Option 1</li> <li>- Any redesignation of land from office or other employment uses may later require their replacement elsewhere in North Richmond not in the City Centre, in order to meet the City's long term 2041 employment land targets</li> <li>- Reduces the OCP ANSD Area 1A designation</li> <li>- Sets an undesirable land use change precedent</li> <li>- Will likely generate similar undesirable requests</li> <li>- May damage City relationships with YVR</li> <li>- Not supported by YVR, the Richmond Economic Advisory Committee (REAC) and Mr. R. Wozny, the City's real estate consultant</li> </ul>

\*Jobs are calculated based on 1 job per 220ft<sup>2</sup> of commercial space plus 1 job per 4000ft<sup>2</sup> of residential space

**Development Scenario 4**  
20% Mixed Employment:80% Residential Scenarios

*General Description*

The following Table summarizes the characteristics of Development Scenario 4 - 20% Mixed Employment:80% Residential:

<b>Development Scenario 4 20% Mixed Employment:80% Residential Scenario</b>	
<b>Item</b>	<b>General Description</b>
Study Area	<ul style="list-style-type: none"> <li>- 16 acres: (15.9 acres) (1,212,057 ft<sup>2</sup>)</li> <li>- Approximately 10% of the whole Alexandra Quarter Section</li> </ul>
Base and Density FAR	<ul style="list-style-type: none"> <li>- Base Density= 0.25 FAR (Employ) + 1.0 FAR (Res) = 1.25 FAR</li> <li>- Bonus Density= 0.1 FAR (Employ) +0.40 FAR (Res) = 0.50 FAR</li> </ul>
Maximum FAR	<ul style="list-style-type: none"> <li>- 1.75 FAR maximum</li> <li>- Note while Westmark proposes 1.77 FAR, the calculations in this table use 1.75 FAR</li> </ul>
Total Buildable Floor Area	<p>At 1.75 FAR, Gross Total (BFA) is: 1,212,057 ft<sup>2</sup></p> <ul style="list-style-type: none"> <li>- Using 20% for Employment Use = 242,410 ft<sup>2</sup> (Gross)</li> <li>- Using 80% Residential Use = 969,645 ft<sup>2</sup> (Gross)</li> </ul>
Maximum Height	Up to 6 storeys
Alexandra District Energy Utility (ADEU)	Will connect to ADEU
OCP ANSD Designations In Study Area: Replace ANSD Area 1A with an Area 2 designation to allow ANSD uses	<ul style="list-style-type: none"> <li>- Existing ANSD Designation is: Area 1A (35 - 40 NEF) which prohibits new Aircraft Noise Sensitive Land Uses (residential, school, hospital, day care)</li> <li>- The existing ANSD Designation would need to be replaced with the Area 2 Designation</li> <li>- The 2041 OCP does not require an equivalent Area 1 replacement area to achieve a No Net Loss arrangement and no such replacement area has been found,</li> <li>- YVR does not wish to see the residential prohibiting policy to be removed, to ensure that there will not be any residential complaints regarding aircraft noise.</li> </ul>
Number and Quality of Jobs*	<ul style="list-style-type: none"> <li>- 1,220 jobs, Good, low paying retail</li> <li>- Annual Salaries - \$73 million</li> </ul>
Maximum Alexandra Jobs*	- 1,220 jobs + 1,000 in the remainder of the Quarter = 2,220 jobs
Estimated Residential Units	<ul style="list-style-type: none"> <li>- Built Affordable Residential Units = 81 units (@ 600 ft<sup>2</sup>)</li> <li>- Market Residential Units = 1132 units (@ 814 ft<sup>2</sup>)</li> <li>- Total units = 1213 units</li> <li>- Residential Uses = 969,645 ft<sup>2</sup> (Gross)</li> </ul>
Additional Residents	- 2,600 people
Total Alexandra population	- 2,600 + 6,700 in the remainder of the Quarter = 9,300 people
Built Out Features	<ul style="list-style-type: none"> <li>- Buildings may be stand alone or mixed employment uses, as the flexibility increases likelihood of getting office built</li> <li>- May want to restrict retail from being in standalone buildings, as this would negatively the planned character of Study Area</li> <li>- Workers may opt to live &amp; work in same neighbourhood</li> <li>- Nearby amenities such as retail encourage more and better</li> </ul>

<b>Development Scenario 4 20% Mixed Employment:80% Residential Scenario</b>	
<b>Item</b>	<b>General Description</b>
	tenants
Parking	- Moderate, underground
Visual Examples	- See Attachment 7, the proposed urban design look will not be a suburban look and will ensure a high quality local design - Retail most likely to form the ground floor of any employment use
Managing Nuisances (Noise, Odour Vibration)	- Apply the same mitigation requirements, as in other parts of the city - Focus commercial on and close to arterial roads minimizes the impact of commercial on residential - Have separate accesses and apply existing industry design standards
Annual Taxes Generated	- \$3,057,435

<b>Pros</b>	<b>Cons</b>
<ul style="list-style-type: none"> <li>- Could possibly accelerate redevelopment in the Study Area</li> <li>- Would retain some floor space for a variety of employment uses.</li> </ul>	<ul style="list-style-type: none"> <li>- Removes 80% of employment /office floor area compared to Option 1</li> <li>- Does not conform the Area Plan (e.g., excessive density, excessive building height, unacceptable road layout, unacceptably proposes orphaned lots, avoids applicant costs while shifting them to others</li> <li>- Stand alone residential buildings would likely develop first and possibly still leave the office and other employment land undeveloped in the short term</li> <li>- Any redesignation of land from office or other employment uses will likely require them to be replaced elsewhere in North Richmond not in the City Centre, in order to meet the City's long term 2041 employment land targets</li> <li>- Reduces the OCP ANSD Area 1A designation</li> <li>- Sets an undesirable land use change precedent</li> <li>- Will likely generate similar undesirable requests</li> <li>- May damage City relationships with YVR</li> <li>- Not supported by YVR, the Richmond Economic Advisory Committee (REAC) and Mr. R. Wozny, the City's real estate consultant</li> </ul>

\*Jobs are calculated based on 1 job per 220ft<sup>2</sup> of commercial space plus 1 job per 4000ft<sup>2</sup> of residential space

**Example Illustrations of Development Scenarios  
Alexandra Study Area**

**Illustration A** is a standalone Employment Building with ground floor retail and office space above, which would be appropriate in any of the proposed Development Scenarios 1-4

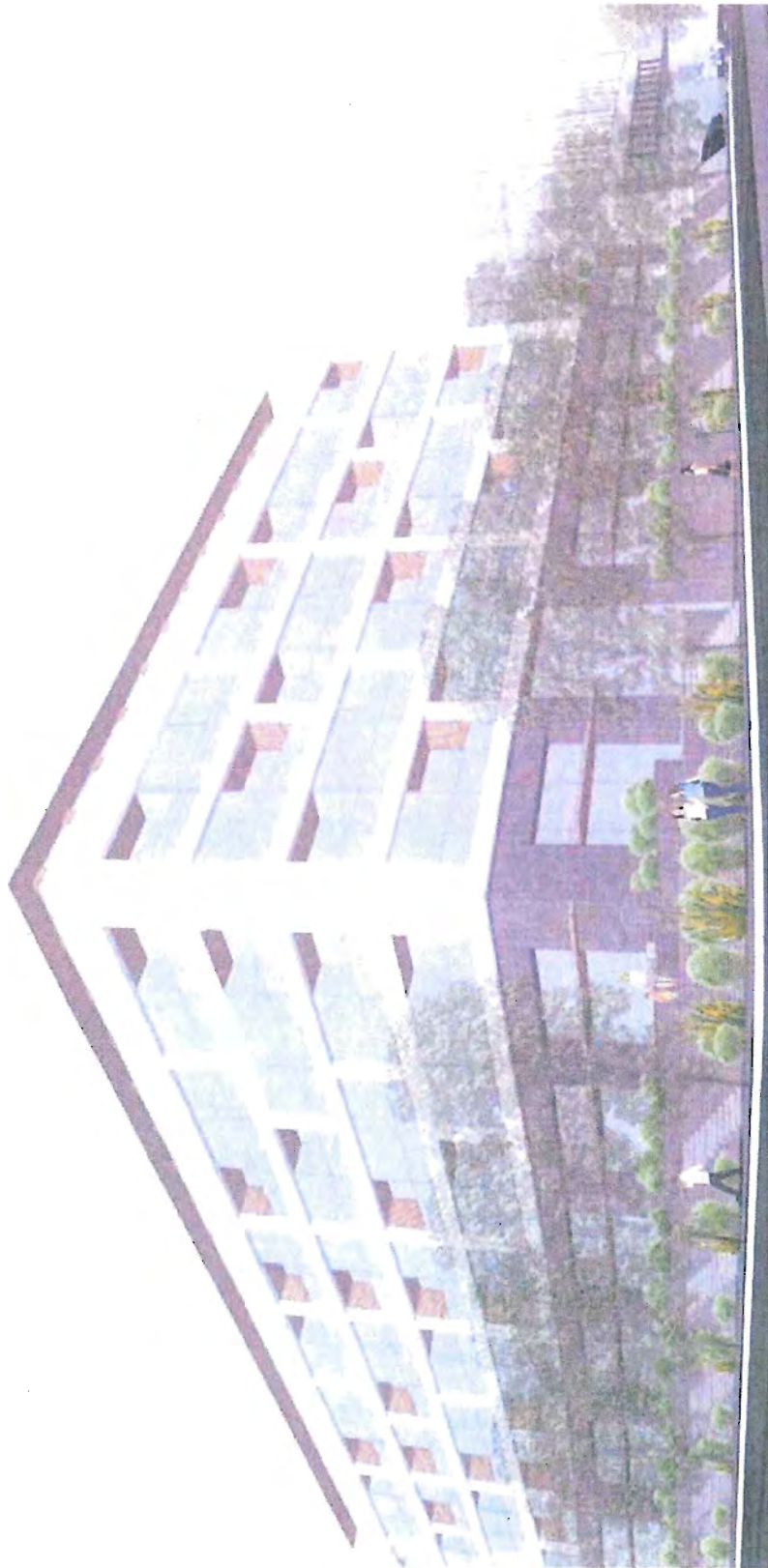
**Illustrations B to H** represents various examples of Mixed Use Employment Residential buildings that would be appropriate in Development Scenarios 2, 3 or 4 only. Some of these building forms could also be 100% Employment use.

Illustration A

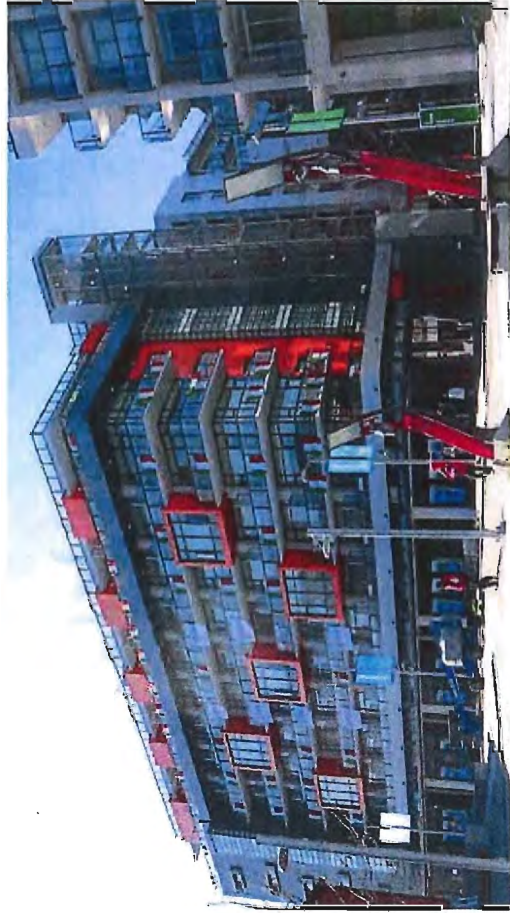


Garden City Commercial Frontage

Illustration B



Corner of McKim Way and Dubbert Street



**Olympic Village**

*Mixed Use:  
Residential  
Commercial*

Olympic Village  
Vancouver

GBL Architects

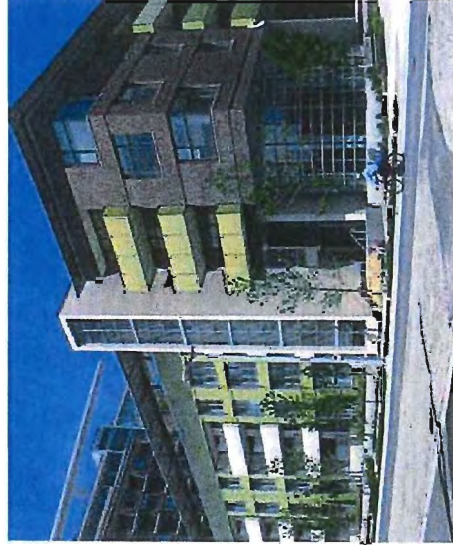


**Olympic Village**

*Mixed Use:  
Residential  
Commercial*

Olympic Village  
Vancouver

GBL Architects



**Olympic Village**

*Mixed Use:  
Residential  
Commercial*

Olympic Village  
Vancouver

GBL Architects

Illustration C

Precedent Mixed Use Developments | GBL Architects

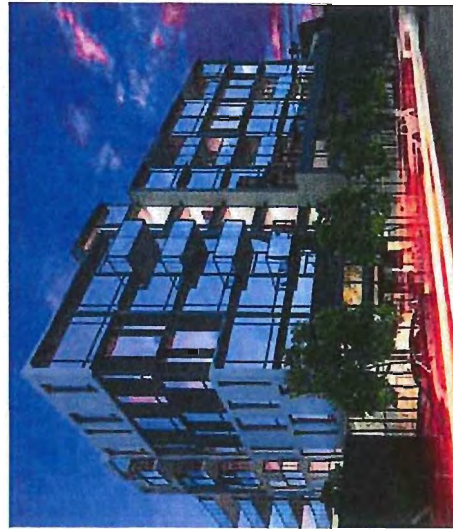


**The Luzon**

*Mixed Use:  
Residential  
Commercial*

Arbutus & 12th  
Vancouver

GBL Architects

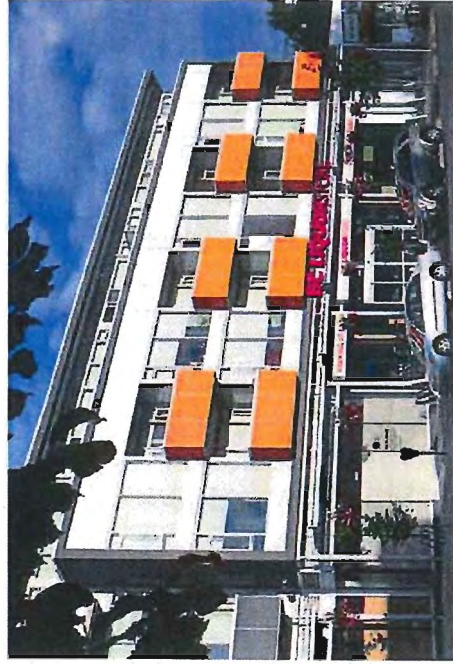


**Collection 45**

*Mixed Use:  
Residential  
Commercial*

Main & 8th  
Vancouver

GBL Architects



**The District**

*Mixed Use:  
Residential  
Commercial*

Main & 29th  
Vancouver

GBL Architects

**Precedent Mixed Use Developments | GBL Architects**

# Illustration D





Illustration E

Retail at Washington Street P

CAPELLA MIXED-USE DEVELOPMENT

CAPELLA HOLDINGS, LLC

Steinberg Architects

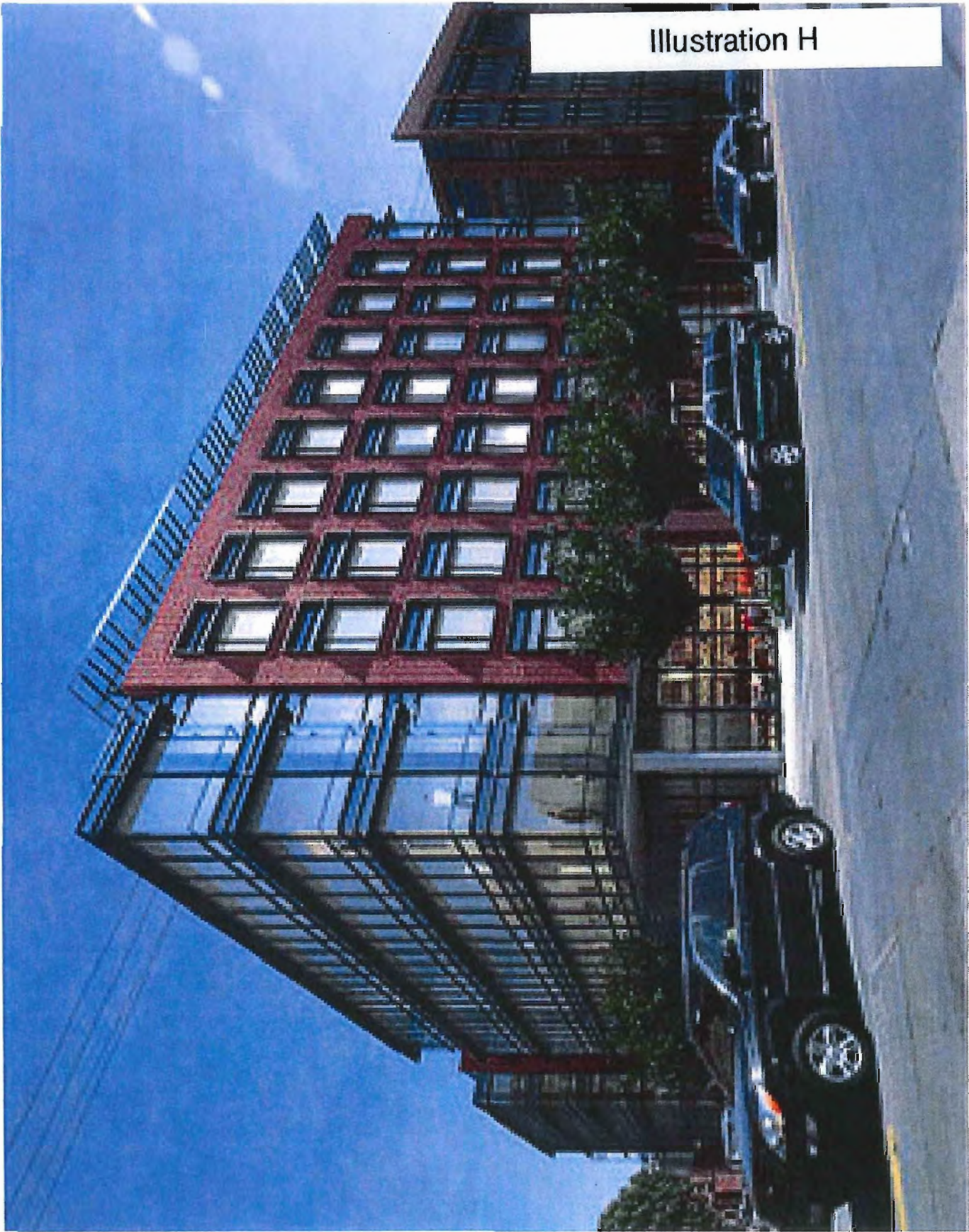
Illustration F



Illustration G



Illustration H





Level 1

CAMBIE RD

Maximum 1.2 FAR,  
Maximum 7.5 Storey/25m

GARDEN CITY RD

1

2

1.50 Base FAR,  
Maximum 1.70 FAR,  
Maximum 6 Storey/25m





1.25 Base FAR,  
Maximum 1.75 FAR,  
Maximum 6 Storey/25m

3

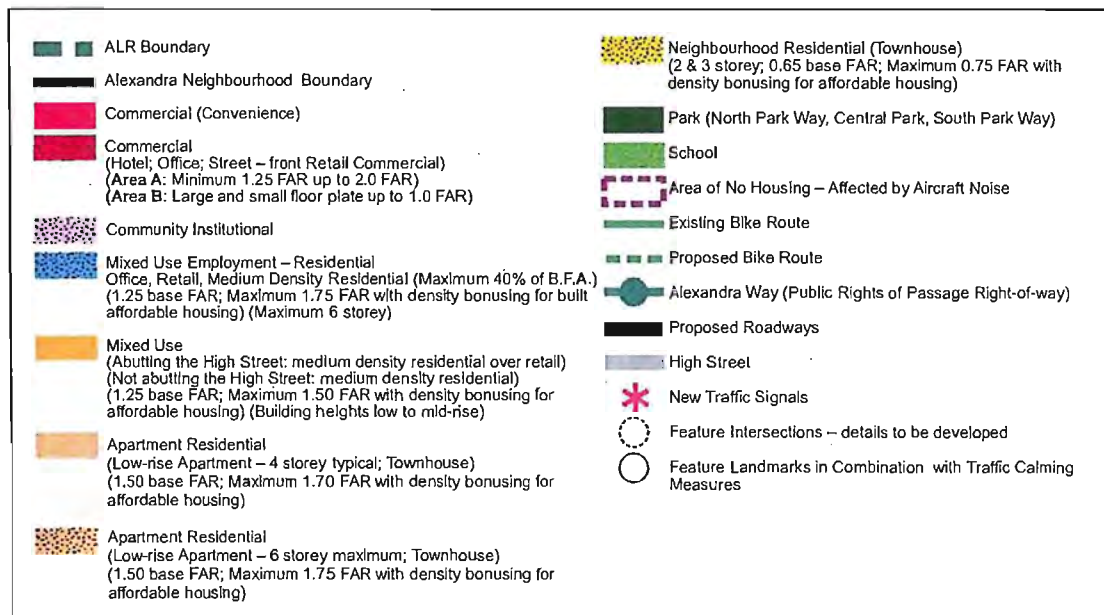
1.25 Base FAR,  
Maximum 1.50 FAR,  
Maximum 3.5 Storey/12m

ALEXANDRA RD

Legend

-  Aberdeen Village: General Urban T4
-  Alexandra Neighbourhood: Mixed Use Commercial - Residential
-  Alexandra Neighbourhood: Apartment Residential
-  Alexandra Neighbourhood: Mixed Use

# Alexandra Neighbourhood Land Use Map



## Summary of Proposed OCP Amendment Bylaw Development Requirements For Mixed Use Employment-Residential Development Scenarios

### Purpose

To summarize the OCP and Area Plan amendments, if Council pursues Development Scenarios 2, 3 or 4:

- (1) Section 8.2.1 Character Area 1 – should be renamed from Business Office to Mixed-Use Employment-Residential in the West Cambie Area Plan.
- (2) Mixed-Use Employment-Residential designations and ratios should be applied to the entire 6.4 ha (15.9 ac) employment lands, not just on Westmark's 2.1 ha (5.1 ac) parcel.
- (3) The Mixed-Use Employment-Residential area should be further segmented into Development Blocks 1, 2, and 3 (**Attachment 10**) as formed by the collector and arterial road network. Each block would form its own comprehensive planning development area required to meet the target mixed-use employment-residential ratios. Development proposals would have to demonstrate how the mixed-use targets (e.g. 60:40 or 30:70) would be met within their respective Development Blocks. Development lot assemblies forming a separate application for rezoning, should be no less than the size of Block 1, or 1.0 ha (2.47 ac), unless it constitutes the completion of that Block.
- (4) Mixed-Use Employment-Residential developments should limit the percentage of residential uses to a maximum of the total floor space built within each development and its respective residential FAR identified (e.g. 40% residential and max .70 FAR) in the bylaw; this would allow greater percentages of employment to be built if market improves.
- (5) A base density of 1.25 FAR shall continue, as per the current designation. A bonus density of up to an additional 0.5 FAR may be permitted if built affordable housing is provided. The bonus FAR must be split as per the ratios provided in the Amendment Bylaw (e.g. 40% Residential use may have a base residential FAR of 0.5 and bonus residential density of 0.2 FAR if built affordable housing is provided). The additional employment floor area must also be built, if the bonus residential area is developed, to ensure compliance with the approved ratio of employment: residential use.
- (6) To prevent only residential uses being developed and no employment uses, all Rezoning, Development Permit and Building Permit applications must meet the selected Development Scenario land use ratio that restricts the maximum percentage of residential floor space.
- (7) Development fronting along Garden City Road should be restricted to Employment and Institutional (not residential) uses only.
- (8) Development fronting along Odlin Road and Dubbert Street, south of Tomicki Avenue, should continue to conform to Section 8.2.3 Character Area 3 – The High Street, in the +Area Plan.
- (9) The maximum height of 6 storeys (25 m) should be limited to westerly portions of the Development Blocks. The height is made available to accommodate the base density of 1.25 FAR + 0.5 FAR bonus density (Max 1.75 FAR) within each development block. This is to provide a transition to the City Centre to the west and to stimulate development of employment generating commercial space.
- (10) Minimum lot size and orphaned properties of 0.4 ha (1.0 ac) or less, should not be permitted, in order to facilitate development as anticipated in the WCAP and not to perpetuate non-conforming uses (e.g. single detached homes).
- (11) Development of Live-Work spaces should be prohibited to protect the viability of the office and commercial developments, as they are regarded as residential uses and detract from employment spaces.
- (12) Developers should be expected to provide at time of rezoning, a voluntary Community Amenity contribution in addition to the Local DCC's to help pay for local and city-wide amenities.



- (13) Notwithstanding the amendments to allow residential uses within the existing Mixed Employment area identified in the WCAP, development shall be required to conform to the above restrictions in addition to the Area Plan policies, including the ANSD policies.
- (14) Section 9.3, Implementation Strategy the initial 2006 affordable housing requirements will be replaced by requiring that at least 5% of total maximum buildable sq. ft. of residential floor area is provided as built affordable housing units (minimum of 4 units).



**Richmond Official Community Plan Bylaw 7100 and 9000  
Amendment Bylaw 9122 (West Cambie Area Plan)**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Official Community Plan Bylaw 7100 is amended in Schedule 2.11A by the following:
  - a) Section 8.1.6 - under sub-heading “Lessening the Impact of Aircraft Noise”, delete the paragraph in the second bullet, and insert:
    - “There shall be no new lots for single detached housing within the Alexandra Neighbourhood (as identified on the 2041 OCP Aircraft Noise Sensitive Development Map).”
  - b) Section 8.1.6 – under the sub-heading “Building Relationship with Streets” insert a bulleted paragraph as follows:
    - “The employment components of mixed use buildings should be oriented towards the arterial road network (Garden City Road and Cambie Road) to provide a consistent and complementary streetscape with future development on the west side of Garden City Road. Residential and ancillary uses should be inward oriented towards the collector roads (e.g. Dubbert Street).”
  - c) Section 8.2 – for the map titled “Alexandra Neighbourhood Character Areas Map” – in the Legend delete: “Business Office” and insert: “Mixed Use Employment-Residential”.
  - d) Section 8.2.1 – for the map titled “Neighbourhood Character Area 1- Business Office Map” - insert labelling as follows:
    - The development block formed by Cambie Road to the north, Garden City Road to the west, the McKim Way alignment to the south and the Dubbert Street alignment to the east shall be labelled as “Block 1”.
    - The development block formed by the McKim Way alignment to the north, Garden City Road to the west, Odlin Road to the south and the Dubbert Street alignment to the east shall be labelled as “Block 2”.
    - The development block formed by Odlin Road to the north, Garden City Road to the west, Alexandra Road to the south and the Dubbert Street alignment to the east shall be labelled as “Block 3”.

- e) Section 8.2.1 – Delete the title of this section,  
“CHARACTER AREA 1 – BUSINESS OFFICE”  
and insert:  
“CHARACTER AREA 1 – MIXED USE EMPLOYMENT-RESIDENTIAL”
- f) Section 8.2.1 – Delete the title of the map,  
“Character Area 1 – Business Office Map”  
and insert:  
“Character Area 1 – Mixed Use Employment-Residential Map”
- g) Section 8.2.1- Delete last sentence of paragraph 1,  
“No residential uses are permitted in this area, due to the City’s OCP Aircraft Noise Sensitive Development Policy”  
and insert:  
“Multi-family residential uses may be permitted, subject to the applicable provisions of this Area Plan, Section 8.1.6 Architectural Elements - Lessening the Impact of Aircraft Noise, and the 2041 OCP Aircraft Noise Sensitive Development Policy.”
- h) Section 8.2.1 – under sub-heading “Land Uses”, and after the bullet “Office commercial”, insert the following,
- “Bio-tech, research, and labs
  - Information technology (IT), media/software
  - Institutional (private and public) including medical facilities”
- i) Section 8.2.1 – under sub-heading “Land Uses” insert bullet:
- “**Multi-family housing** with accessory uses, amenities and community facilities. Residential and associated accessory uses shall be comprised of a maximum of 70% of the total floor area within Development Blocks 1, 2 and 3, as identified in the Character Area 1 – Mixed Use Employment-Residential Map”.
- j) Section 8.2.1 – under sub-heading “Floor Area Ratio” delete the bullet and insert:
- The total building area within each Development Block 1, 2 and 3, excluding underground parking, shall be no greater than a total of 1.25 FAR (excluding bonus density of 0.5 FAR for built affordable housing).
  - The maximum FAR for residential use, based a minimum of 30% Employment space, shall be 0.875 Base FAR with up to 0.35 Bonus FAR if at least 5% of the residential building area (minimum of 4 units) is provided as built Affordable Housing units.
- k) Section 8.2.1 – After sub-heading “Site Coverage” insert new sub-heading and text:  
“**Phasing of Development**”
- All Rezoning, Development Permit and Building Permit applications shall ensure that a minimum of 30% employment floor area and maximum 70% residential

floor area (and associated residential accessory uses) is maintained throughout each phase within the applicable Development Block.”

- l) Section 8.2.1 – In sub-heading “Height” insert after the first bullet:
    - Minimum of two storeys (8m) and up to six storeys (25m) adjacent to the west boundary of each Development Block along Garden City Road.
  - m) Section 8.2.1 – In sub-heading “Site Coverage”, delete bullet and insert:
    - Depends on uses and configuration.
  - n) Section 8.2.1 – In sub-heading “Additional Building Design Considerations” insert bullet:
    - “Stand alone, single-use buildings and/or mixed-use buildings may be considered, provided that they form part of a comprehensive plan for each Development Block, 1, 2 and 3.”
  - o) Section 8.2.3 - **Character Area 3 - The High Street Map** - in the “Legend” delete: “Business Office”  
and insert:  
“Mixed Use Employment-Residential”
  - p) Section 9.3 – **Alexandra Neighbourhood Land Use Map** – in the “Legend” delete: “Business/Office - office over retail FAR up to 1.25”  
and insert:  
“Mixed Use Employment-Residential (Maximum 70% Residential) – base FAR of 1.25 (Max. 1.75 FAR with density bonus for built affordable housing)”.
  - q) Section 9.3.2 – **Alexandra Development Framework – in Objective 3, Policies, and after “Developer Contributions – Public Amenities”**,  
insert new sub-heading and paragraph after paragraph g):  
**“Affordable Housing in the Mixed Use Employment-Residential Area**  
h) At least 5% of the total residential building area (a minimum of 4 units) is required in the form of built affordable housing units. Cash-in-lieu contributions are not acceptable and the 2006 *West Cambie - Alexandra Interim Amenity Guidelines* as they relate to affordable housing contributions will not apply”.
2. Richmond Official Community Plan Schedule 1 of Bylaw 9000 is amended as follows:
- a) *Attachment 1* – revise the “City of Richmond 2041 OCP Land Use Map” for the designated lands, changing the Land Use and the light blue shading from: “Mixed Employment” to: “Mixed Use” with the corresponding orange shading.
  - b) Section 3.6.3 – Under sub-heading “Aircraft Noise Sensitive Development Management”, revise the “Aircraft Noise Sensitive Development Map” (pg 3-71) as follows:

Revise the map to repeal the designation of the "Business Office" lands, as identified in OCP Schedule 2 of Bylaw 7100, 2.11A West Cambie Area Plan, Section 8.2.1 of the Alexandra Neighbourhood Character Areas Map from: "Area 1A"

and insert:

"Area 2" designation.

- 3. This Bylaw may be cited as "**Richmond Official Community Plan Bylaw 7100 and 9000, Amendment Bylaw 9122**".

FIRST READING

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PUBLIC HEARING

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SECOND READING

\_\_\_\_\_

THIRD READING

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ADOPTED

\_\_\_\_\_

CITY OF RICHMOND
APPROVED by _____
APPROVED by Manager or Solicitor

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER



City of  
Richmond

100% EMPLOY (NOT RECOMMENDED)

**Bylaw 9120**

**Richmond Official Community Plan Bylaw 7100**

**Amendment Bylaw 9120 (West Cambie Area Plan)**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Official Community Plan Bylaw 7100 is amended by inserting the following text amendment to Schedule 2.11A, Section 8.2.1 – under sub-heading “Land Uses”, and after the bullet “Office commercial.”,
  - Bio-tech, research, and labs
  - Information technology (IT), media/software
  - Institutional (private and public) including medical facilities”
  
2. This Bylaw may be cited as “**Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 9120**”.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

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CITY OF RICHMOND
APPROVED by
APPROVED by Manager or Solicitor

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MAYOR

\_\_\_\_\_  
CORPORATE OFFICER



**Richmond Official Community Plan Bylaw 7100 and 9000  
Amendment Bylaw 9121 (West Cambie Area Plan)**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Official Community Plan Bylaw 7100 is amended in Schedule 2.11A by the following:
  - a) Section 8.1.6 - under sub-heading “Lessening the Impact of Aircraft Noise”, delete the paragraph in the second bullet,  
and insert:
    - “There shall be no new lots for single detached housing within the Alexandra Neighbourhood (as identified on the 2041 OCP Aircraft Noise Sensitive Development Map).”
  - b) Section 8.1.6 – under the sub-heading “Building Relationship with Streets” insert a bulleted paragraph as follows:
    - “The employment components of mixed use buildings should be oriented towards the arterial road network (Garden City Road and Cambie Road) to provide a consistent and complementary streetscape with future development on the west side of Garden City Road. Residential and ancillary uses should be inward oriented towards the collector roads (e.g. Dubbert Street).”
  - c) Section 8.2 – for the map titled “Alexandra Neighbourhood Character Areas Map” – in the Legend delete “Business Office”  
and insert:  
“Mixed Use Employment-Residential”.
  - d) Section 8.2.1 – for the map titled “Neighbourhood Character Area 1- Business Office Map” - insert labelling as follows:
    - The development block formed by Cambie Road to the north, Garden City Road to the west, the McKim Way alignment to the south and the Dubbert Street alignment to the east shall be labelled as “Block 1”.
    - The development block formed by the McKim Way alignment to the north, Garden City Road to the west, Odlin Road to the south and the Dubbert Street alignment to the east shall be labelled as “Block 2”.

- The development block formed by Odlin Road to the north, Garden City Road to the west, Alexandra Road to the south and the Dubbert Street alignment to the east shall be labelled as “Block 3”.
- e) Section 8.2.1 – Delete the title of this section,  
“CHARACTER AREA 1- BUSINESS OFFICE”  
and insert:  
“CHARACTER AREA 1 – MIXED USE EMPLOYMENT-RESIDENTIAL ”
- f) Section 8.2.1 – Delete the title of the map,  
“Character Area 1- Business Office Map”  
and insert:  
“Character Area 1 – Mixed Use Employment-Residential Map”
- g) Section 8.2.1- Delete last sentence of paragraph 1,  
“No residential uses are permitted in this area, due to the City’s OCP Aircraft Noise Sensitive Development Policy. ”  
and insert:  
“Multi-family residential uses may be permitted, subject to the applicable provisions of this Area Plan, Section 8.1.6 Architectural Elements - Lessening the Impact of Aircraft Noise, and the 2041 OCP Aircraft Noise Sensitive Development Policy.”
- h) Section 8.2.1 – under sub-heading “Land Uses”, and after the bullet “Office commercial”, insert the following,
- “Bio-tech, research, and labs
  - Information technology (IT), media/software
  - Institutional (private and public) including medical facilities”
- i) Section 8.2.1 – under sub-heading “Land Uses” insert bullet:
- “**Multi-family housing** with accessory uses, amenities and community facilities. Residential and associated accessory uses shall be comprised of a maximum of 40% of the total floor area within Development Blocks 1, 2 and 3, as identified in the Character Area 1 – Mixed Use Employment-Residential Map”.
- j) Section 8.2.1 – under sub-heading “Floor Area Ratio” delete the bullet and insert:
- The total building area within each Development Block 1, 2 and 3, excluding underground parking, shall be no greater than a total of 1.25 FAR (excluding bonus density of 0.5 FAR for affordable housing).
  - The maximum FAR for residential use, based a minimum of 60% Employment space, shall be 0.5 Base FAR with up to 0.2 Bonus FAR if Affordable Housing is provided as built Affordable Housing units.
  - A minimum of 0.75 FAR of Employment Space shall be completed prior to developing residential space above the first 0.25 FAR
- k) Section 8.2.1 – After sub-heading “Site Coverage” insert new sub-heading and text:



**“Phasing of Development**

- All Rezoning, Development Permit and Building Permit applications shall ensure that a minimum of 60% employment floor area and maximum 40% residential floor area (and associated residential accessory uses) is maintained throughout each phase within the applicable Development Block.”
- l) Section 8.2.1 – In sub-heading “Height” insert after the first bullet:
- Minimum of two storeys (8m) and up to six storeys (25m) adjacent to the west boundary of each Development Block along Garden City Road.
- m) Section 8.2.1 – In sub-heading “Site Coverage”, delete bullet and insert:
- Depends on uses and configuration.
- n) Section 8.2.1 – In sub-heading “Additional Building Design Considerations” insert bullet:
- “Stand alone, single-use buildings and/or mixed-use buildings may be considered, provided that they form part of a comprehensive plan for each Development Block, 1, 2 and 3.”
- o) Section 8.2.3 - **Character Area 3 - The High Street Map** - in the “Legend” delete: “Business Office”  
and insert:  
“Mixed Use Employment-Residential”
- p) Section 9.3 – **Alexandra Neighbourhood Land Use Map** – in the “Legend” delete: “Business/Office - office over retail FAR up to 1.25”  
and insert:  
“Mixed Use Employment-Residential (Maximum 40% Residential) – base FAR of 1.25 (Max. 1.75 FAR with density bonus for built affordable housing)”.
- q) Section 9.3.2 – **Alexandra Development Framework** – in **Objective 3, Policies** and after “**Developer Contributions – Public Amenities**”,  
insert new sub-heading and paragraph after paragraph g);  
“**Affordable Housing in the Mixed Use Employment-Residential Area**  
h) At least 5% of the total residential building area (a minimum of 4 units) is required in the form of built affordable housing units. Cash-in-lieu contributions are not acceptable and the 2006 *West Cambie - Alexandra Interim Amenity Guidelines* as they relate to affordable housing contributions will not apply”.
2. Richmond Official Community Plan Schedule 1 of Bylaw 9000 is amended as follows:
- a) *Attachment 1* – revise the “City of Richmond 2041 OCP Land Use Map” for the designated lands, changing the Land Use and the light blue shading from: “Mixed Employment” to: “Mixed Use” with the corresponding orange shading.

- b) Section 3.6.3 – Under sub-heading “Aircraft Noise Sensitive Development Management”, revise the “Aircraft Noise Sensitive Development Map” (pg 3-71) as follows:

Revise the map to repeal the designation of the “Business Office” lands, as identified in OCP Schedule 2 of Bylaw 7100, 2.11A West Cambie Area Plan, Section 8.2.1 of the Alexandra Neighbourhood Character Areas Map from: “Area 1A”

and insert:

“Area 2” designation.

- 3. This Bylaw may be cited as “**Richmond Official Community Plan Bylaw 7100 and 9000, Amendment Bylaw 9121**”.

FIRST READING

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PUBLIC HEARING

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SECOND READING

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THIRD READING

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ADOPTED

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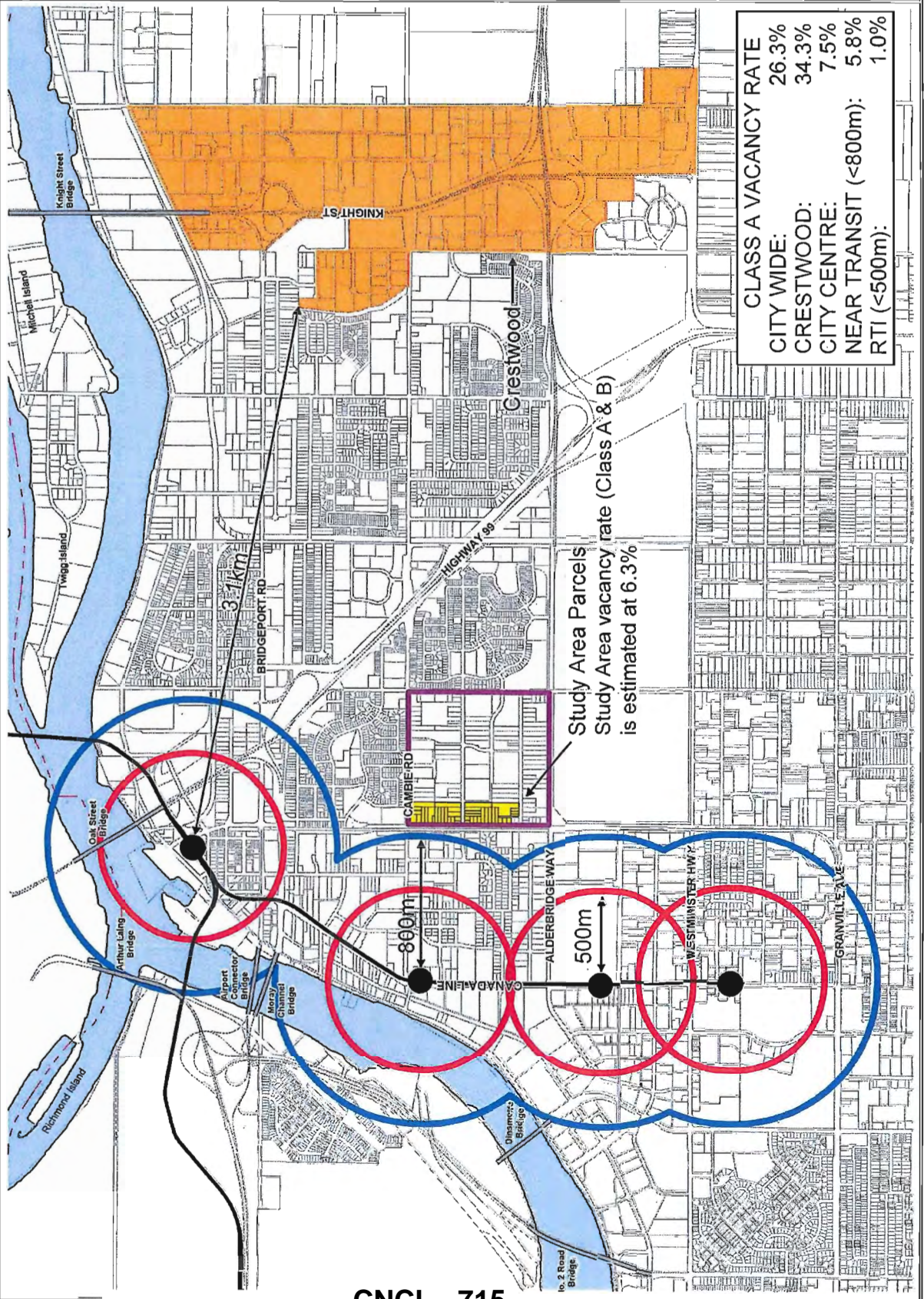
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MAYOR

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CORPORATE OFFICER

Transit Proximity: Major Office Areas



- Legend**
- Alexandra Neighbourhood
  - Study Area Parcels
  - 500m Walking Distance
  - 800m Walking Distance
  - Crestwood



<b>CLASS A VACANCY RATE</b>	26.3%
<b>CITY WIDE:</b>	34.3%
<b>CRESTWOOD:</b>	7.5%
<b>CITY CENTRE:</b>	5.8%
<b>NEAR TRANSIT (&lt;800m):</b>	1.0%
<b>RTI (&lt;500m):</b>	

May 27, 2014  
Prepared by: [City of Richmond Logo]

City of Richmond

Map Scale: 1:50,000

North Arrow

Inset Map

Disclaimer: This map is for informational purposes only. It is not intended to be used as a legal document. The City of Richmond is not responsible for any errors or omissions on this map.