



To: General Purposes Committee **Date:** May 25, 2021
From: Todd Gross **File:** 06-2345-20-
 Director, Parks Services K GEO1/Vol 01
Re: **Official Community Plan (OCP) Land Use Designations for Lots at King
 George Park**

Staff Recommendation

1. That removal of the 'Park' land use designation from five lots at No. 5 Road and Cambie Road (4080, 4040, and 4020 No. 5 Road , 12040, and 12060/12062 Cambie Road) as outlined in Option 1 in the staff report titled, "Official Community Plan (OCP) Land Use Designations for Lots at King George Park," dated May 25, 2021 from the Director, Parks Services, be endorsed; and
2. That Official Community Plan Amendment Bylaw No. 7100 and 9000, Amendment Bylaw 10284, which would remove the 'Park' land use designation from five lots at No. 5 Road and Cambie Road (4080, 4040, and 4020 No. 5 Road, 12040, and 12060/12062 Cambie Road) and re-designate the property addressed as 4020 No. 5 Road to 'Commercial' in the Official Community Plan and East Cambie Area Plan, and re-designate the properties addressed as 4080 and 4040 No. 5 Road, and 12040, 12060 and 12062 Cambie Road to 'Neighbourhood Residential' in the Official Community Plan and 'Townhouse Residential' in the East Cambie Area Plan, receive first reading at the Open Council meeting on Monday, June 28th.

Todd Gross
 Director, Parks Services
 (604-247-4942)

Att. 3

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Development Applications	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO
	CJ	

Staff Report

Origin

The purpose of this report is to:

- Provide background information about the existing 'Park' OCP land use designations on five privately owned properties at the southeast corner of No. 5 Road and Cambie Road: 4080, 4040, and 4020 No. 5 Road, 12040, and 12060/12062 Cambie Road;
- Analyze matters related to parks standards and acquisition, assess parks needs for the area, and identify prospective transportation improvements at the No. 5 Road and Cambie Road intersection; and
- Present Official Community Plan Amendment Bylaw No. 7100 and 9000, Amendment Bylaw 10284 with proposed changes to the land use designations of the five properties in question.

While there is no direct referral on this issue, these properties have been the subject of various land use inquiries and Council-related discussions over the years. The property at 4080 No. 5 Road has an active Development Permit (DP) application to construct a new commercial building, and the property owner has expressed concerns about further improving the property due to its 'Park' OCP land use designation.

At the January 26, 2021 Parks, Recreation and Cultural Services Committee meeting, the Manager's Report noted that, in response to a query from the Committee, staff would make an effort to expedite submission of a Report to Council regarding the 'Park' OCP land use designation issue.

This report supports Council's Strategic Plan 2018-2022 Strategy #4 An Active and Thriving Richmond:

An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.

4.3 Encourage wellness and connection to nature through a network of open spaces.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond's physical and social needs.

6.1 Ensure an effective OCP and ensure development aligns with it.

This report supports Council's Strategic Plan 2018-2022 Strategy #8 An Engaged and Informed Community:

Ensure that the citizenry of Richmond is well-informed and engaged about City business and decision-making.

Background

History

Refer to Attachment 1 (History of ‘Park’ Land Use Designation Issue at No. 5 Road and Cambie Road) for a chronological history of this issue.

Existing OCP Designations

The Official Community Plan Bylaw 9000 (Schedule 1) designates all five privately owned properties as ‘Park.’ The area is also subject to the East Cambie Area Plan Official Community Plan Bylaw 7100 (Schedule 2.11B), which designates these properties as ‘School/Park Institutional.’

Attachment 2 (No. 5 Road and Cambie Road OCP (Schedule 1) Land Use Designations) contains a location map of the subject properties that includes existing OCP (Schedule 1) land use designations.

Existing Zoning

The existing zoning for these five properties is as follows:

- 4080 No. 5 Road – Local Commercial (CL): permits a commercial use limited to a retail convenience store.
- 4040 No. 5 Road – Single Detached (RS1/F): permits a single-family home.
- 4020 No. 5 Road – Neighbourhood Commercial (CN): permits a wider range of commercial uses to service the surrounding community.
- 12040 Cambie Road – Single Detached (RS1/F): permits a single-family home.
- 12060/12062 Cambie Road – Two-Unit Dwellings (RD1): permits a duplex.

Under current zoning, properties with commercial zoning (CL or CN) or duplex zoning (RD1) would be required to apply for and obtain a Development Permit to redevelop these sites in accordance with the existing zoning. Properties that have residential zoning (single-family) can redevelop the house through a building permit application.

There is an active DP application at 4080 No. 5 Rd (DP 18-843061) that is proposing to construct a new commercial building on the property. The property owner has expressed concerns about further improving the property given its ‘Park’ OCP land use designation. While they are able to continue to use the property in accordance with current zoning, they are unable to pursue any form of rezoning given the current ‘Park’ designation.

Consultation

On April 27, 2021, City staff from Parks, Policy Planning, and Transportation virtually attended the East Richmond Community Association (ERCA) meeting. Staff wanted to engage ERCA members about the parcels in question, including potential changes to their OCP land use designation, and transportation improvements related to the No. 5 Road and Cambie Road intersection. Furthermore, these five privately owned properties have been discussed by ERCA members in the past (refer to Attachment 1 – History of ‘Park’ Land Use Designation Issue at

No. 5 Road and Cambie Road for more information). The following is a summary of comments made by ERCA members:

- The ERCA did not communicate support or opposition for potentially redesignating these properties to remove the ‘Park’ OCP designation;
- Concerns were raised about future redevelopment of these properties specific to traffic safety, congestion, and housing that responded to the needs and demographics (e.g., large number of seniors) in the community; and
- ERCA members appreciated the proposed No. 5 Road and Cambie Road intersection improvements.

Analysis

City Wide Park Standards and Acquisition

The Council-approved City of Richmond 2022 Parks and Open Space Strategy (POSS) prescribes City-wide green space standards to ensure adequate accessibility, provide connections to nature, and promote mental and physical wellbeing. The City-wide green space quantity standard – applicable to East Cambie – is 3.1 hectares (7.66 acres) of park and open space for every 1,000 residents. The City-wide distribution standard suggests that Neighbourhood Parks serve an 800-metre radius, Community Parks – such as King George Community Park – serve a 1.5-kilometre radius, and that City-wide trails and greenways serve a 1-kilometre radius. City-wide park acquisition is based on projected population growth and the POSS quantity and distribution standards. Privately owned parcels identified with a ‘Park’ OCP land use designation are assessed based on these criteria and, if they are determined to provide sufficient value to the City, are added to the Parks Acquisition and Development Development Cost Charges (DCC) Program and prioritized accordingly.

To date, the five lots in question (4080, 4040, and 4020 No. 5 Road, 12040, and 12060/12062 Cambie Road), despite their ‘Park’ OCP land use designation, have not been included in the Parks Acquisition and Development DCC Program.

Parks Need Assessment

At present, East Cambie is exceeding the established green space quantity and distribution standards. There are approximately 113.19 hectares (279.71 acres) of park for 10,810 residents (based on population figures from the 2016 Census), which equates to 10.47 hectares (25.88 acres) per 1,000 residents (roughly three times the quantity standard). Based on Census figures, the population of East Cambie declined slightly between 2011 and 2016. Population in this area is expected to remain stable with modest growth, and East Cambie is thus anticipated to meet green space quantity and distribution standards for the foreseeable future.

The Richmond Nature Park (the Nature Park) falls within the East Cambie Area boundary, and is largely responsible for it successfully meeting the green space quantity standard. Comprising approximately 85.96 hectares (212.41 acres), the Nature Park affords opportunities for an immersive nature experience that is unique in Richmond and should not be undervalued.

At 19.71 hectares (48.70 acres), King George Community Park is one of the largest parks in the City. It boasts a diverse range of amenities, including: basketball and tennis courts, baseball diamonds, soccer fields (including an artificial turf field), a children's playground, spray park, picnic area, community gardens, public washroom, natural area, seating, and extensive walking pathways. Construction is currently underway to see a public gathering space realized in the park, adjacent to the Cambie Community Centre. These existing and planned park amenities provide myriad active and passive recreational opportunities for wide-ranging interests, park user demographics, and physical abilities.

The five lots in question total 0.54 hectares (1.34 acres). The addition of this area to King George Community Park would not be anticipated to have a significant impact on its amenities. Should development occur within these lots, it would not affect the ability of East Cambie to meet its park quantity and distribution standard, or change the findings of this Parks Need Assessment.

Park Valuation Assessment

In accordance with the POSS, Parks delivers a broad range of services within the larger context of City policies (e.g., the Official Community Plan, the City Centre Area Plan, the Development Cost Charges program, and the Parks, Recreation, and Cultural Service Master Plan 2005-2015). The objective is to acquire park land to meet the POSS framework focus areas: Health and Wellness, Great Spaces and Experiences, Connectivity, Green and Blue Networks, Diversity and Multi-functionality, and Resource Management.

Upon staff review and consideration of the POSS objectives and framework, the prospective park value of these five properties would be limited. At present, the parcels are comprised of greater than 50% impervious surfaces (including existing building footprints and paved surfaces), and do not provide significant ecological value. Their adjacency to high volume arterial roads – No. 5 Road and Cambie Road – and a busy intersection is undesirable from a park safety and comfort standpoint, and would preclude many recreational park amenities from being located in this area. Staff feel that the existing passive recreational amenities on the west side of King George Park would benefit from a continued visual and noise buffer from the No. 5 and Cambie Road intersection.

Transportation Considerations

Intersection upgrades will soon be realized at No. 5 Road and Cambie Road. The Council-approved capital project will include left turn bays on all four legs and a multi-use pathway (MUP) along Cambie Road and No. 5 Road (Cambie Road to Thorpe Road). The upgrade will impact private properties, including the five lots at the southeast corner of the intersection.

As part of the 2020 budgeting process, this project was approved by Council. The detailed design stage is in progress, with construction anticipated to commence in Q4 2021 or Q1 2022. Real Estate services is aware of the required land acquisition and/or statutory right-of-way (SRW), and the project will move forward once the detailed design is completed and legal plans reflecting the impact are prepared. When re-development occurs at the intersection, Transportation will require a dedication to accommodate extension of the left turn bays and other related works.

Option 1 – Removal of ‘Park’ OCP Land Use Designation (Recommended)

As noted in the Parks Need Assessment, East Cambie is currently well-served by publicly accessible green space, and exceeds City park quantity and distribution standards (refer to Attachment 3 – Green Space Distribution in East Cambie Area). Based on expected growth, it is anticipated to meet these standards for the foreseeable future. While the Nature Park provides the majority of park area for East Cambie, King George Community Park offers a wide range of park amenities for all ages and abilities. Given their relatively small cumulative area (0.54 hectares/1.34 acres), as well as their existing conditions and adjacency to high volume arterials and a busy intersection, staff anticipate limited prospective park value from the five lots in question.

Based on the above, staff recommend removing the ‘Park’ OCP land use designation from the five properties at the southeast corner of No. 5 Road and Cambie Road (4080, 4040, and 4020 No. 5 Road, 12040, and 12060/12062 Cambie Road).

Option 2 – Retain ‘Park’ OCP Land Use Designation and Add Lots to Parks Acquisition Program (Not Recommended)

Option 2 is to retain the existing ‘Park’ OCP land use designation and add the five lots to the Parks Acquisition and Development DCC Program. This option is not recommended, as the Parks Need Assessment in this report has demonstrated that East Cambie is currently, and projected to continue, meeting the City’s established park quantity and distribution standards. Furthermore, adding these parcels to the Parks Acquisition and Development DCC Program will have financial implications, and Park staff do not anticipate that any prospective contribution to park area and/or amenities would sufficiently justify their cost. It is also the opinion of staff that, if these parcels were identified for acquisition, they would not qualify as a high priority given more pressing park needs across the City.

Next Steps

If Option 1 is endorsed, staff recommend that Official Community Plan Amendment Bylaw No. 7100 and 9000, Amendment Bylaw 10284 receive first reading at the Open Council meeting on Monday, June 28th.

If Option 2 is endorsed, there are a number of steps that would need to occur. First, these parcels would be added into the Parks Acquisition and Development DCC Program database. Real Estate Services, in conjunction with a land economist, would need to be engaged in order to accurately assess and determine the valuation of these parcels, factoring in acquisition costs and estimated fees for demolition. Parks staff would then work with Real Estate Services and a consultant to determine acquisition priority and ranking. Once these are established, the parcels would be added to the program at the next opportunity, and Real Estate Services would lead the effort to purchase as they become available.

Financial Impact

Proceeding with the staff recommendation (Option 1) would have no financial impact. However, should Option 2 be chosen, there would be financial implications associated with adding the five parcels to the Parks Acquisition and Development DCC Program, as noted in the previous section.

Conclusion

Five residential properties at the southeast corner of No. 5 Road and Cambie Road (4080, 4040, and 4020 No. 5 Road, 12040, and 12060/12062 Cambie Road) are currently designated as ‘Park’ in the OCP. To date, these properties have not been contemplated for acquisition by the City.

As noted in the Parks Need Assessment section of this report, East Cambie is currently exceeding the City’s park quantity and area standards, and is expected to continue to do so for the foreseeable future. Based on this assessment, staff recommend proceeding with Option 1 and removing the ‘Park’ OCP land use designation from these five lots.

If Option 1 is endorsed by Council, staff recommend that Official Community Plan Amendment Bylaw No. 7100 and 9000, Amendment Bylaw 10284, receive first reading at the Open Council meeting on Monday, June 28th.



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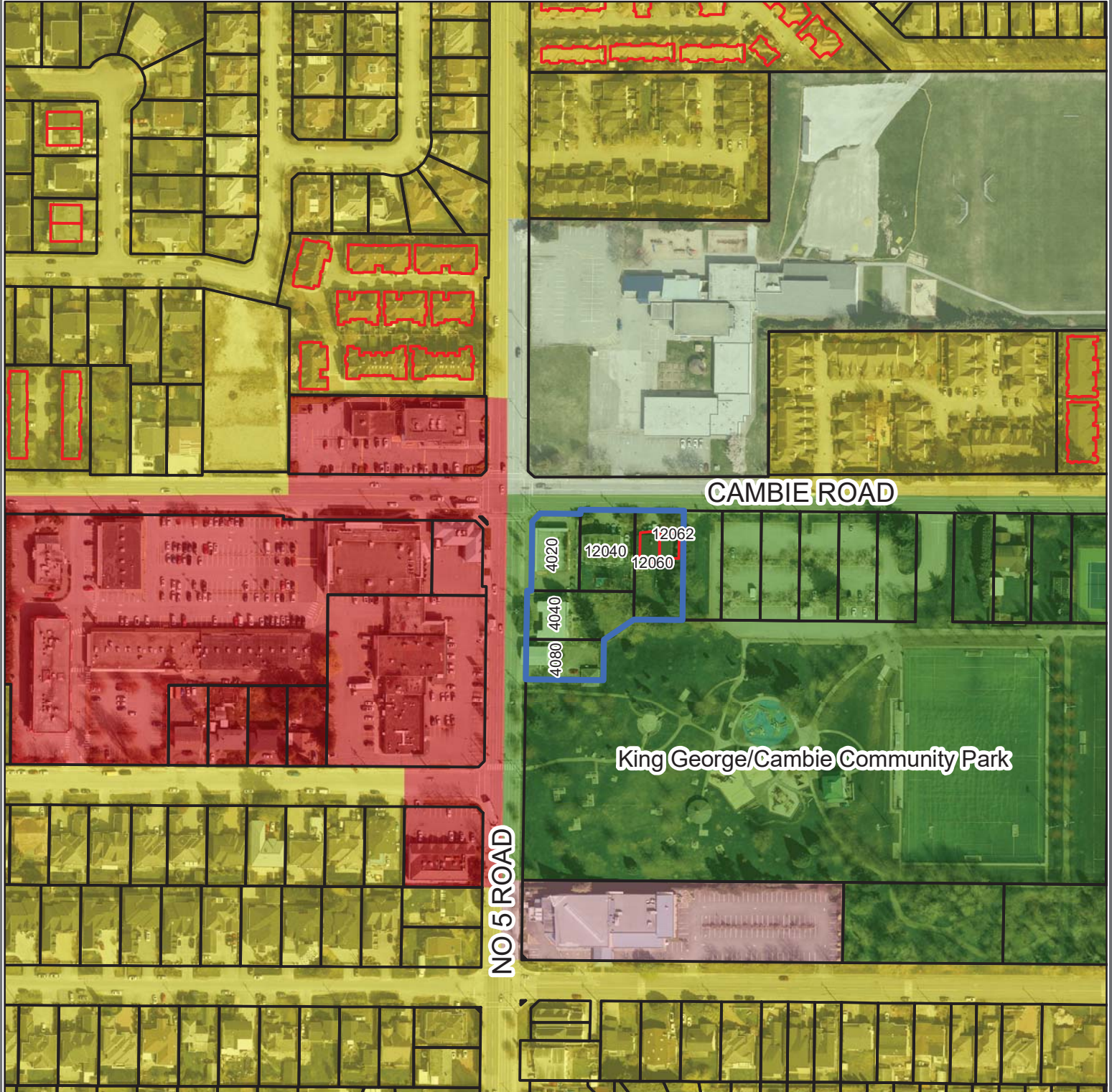
- Att. 1: History of ‘Park’ Land Use Designation Issue at No. 5 Road and Cambie Road
- 2: No. 5 Road and Cambie Road OCP (Schedule 1) Land Use Designations
- 3: Green Space Distribution in East Cambie Area

History of 'Park' Land Use Designation Issue at No. 5 Road and Cambie Road

The following is a brief chronological history of the 'Park' Official Community Plan (OCP) land use designation issue for the five properties at the southeast corner of No. 5 Road and Cambie Road (4080, 4040, and 4020 No. 5 Road, 12040, and 12060/12062 Cambie Road):

- **November 2002:** The Planning Committee considered amendments to the OCP to redesignate these properties as Neighbourhood Service Centre and a new 'Mixed Use' designation in the East Cambie Area Plan. The new 'Mixed Use' land use designation was to be defined as "Residential or Institutional uses with up to 25 per cent of the area permitted for Commercial uses." This recommendation was referred back to staff in order to discuss these amendments with Richmond School District No. 38 on the future plans for Mitchell Elementary School and to look at the community need, over a projected period of time, for this area.
- **May 2005:** Following a delegation from representatives of the East Richmond Community Association (ERCA), the General Purposes Committee referred the issues raised by the delegation to staff. The issues included contacting a developer to obtain advice on options for the redevelopment of the five properties at Cambie Road and No. 5 Road, determining the feasibility of street beautification (e.g., street banners, hanging baskets, planters) for this intersection, to report on sponsorship options to achieve this beautification and to review the issue of acquiring the buildings located adjacent to King George Park.
- **July 2006:** City staff reported back to the President of the ERCA on a number of items, including the five properties at No. 5 Road and Cambie Road, with a copy of the letter sent to Mayor and Councillors. The letter noted that the five properties were not on the City's priority list for acquisition and that the City was unaware of any interest in developments at that corner. The letter indicated that the City was aware of the interest in achieving appropriate development on that corner and was committed to working with potential developers to attain this.
- **April 2016:** A report to Planning Committee titled "Amendment to Park Related Land Use Designations under Richmond Official Community Plan Bylaw 7100 and Richmond Official Community Plan Bylaw 9000" recommended that Richmond Official Community Plan Bylaw No. 9489 be introduced and given first reading. This bylaw recommended that the five properties at No. 5 Road and Cambie Road be redesignated to another land use category, as the City had no plans to purchase and utilize the land for park related purposes.
- **June 2016:** At Public Hearing, the President of the ERCA shared the opinion that the parcels should be purchased for park purposes. It was moved and seconded that the application be referred to staff to remove any reference of the properties located at No. 5 Road and Cambie Road (Item 3) from the proposed bylaw. Bylaw No. 9489 was revised and brought forward in a report titled "Amendments to Richmond Official Community Plan Bylaw No. 7100 and Richmond Official Community Plan Bylaw No. 9000, Amendment Bylaw 9489 (Park Related Land Use Designations)." It excluded the properties located at No. 5 Road and Cambie Road.

No 5 Road and Cambie Road OCP (Schedule 1) Land Use Designations



Legend

- Subject Properties
- OCP Land Use Designation**
- Community Institutional
- Neighbourhood Residential
- Neighbourhood Service Centre
- Park
- School

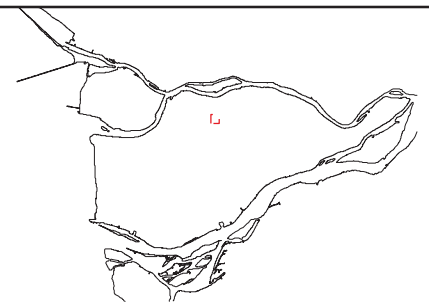
Note:
The information shown on this map is compiled from various sources and the City makes no warranties, expressed or implied, as to the accuracy or completeness of the information.
Users are reminded that lot sizes and legal description must be confirmed at the Land Title office in New Westminster.
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1:2,720



GP - 12
(Special)



Green Space Distribution in East Cambie Area



Legend

- East Cambie Area Boundary
- Publicly Accessible Green Space
- Walking/Cycling Radius
(per Parks and Open Space Strategy Standards)

Scale: 1:30,000



Source: Esri, Maxar, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

**GP - 13
(Special)**