



City of Richmond

Report to Council

To: Richmond City Council
From: Jean Lamontagne
Director of Development
Re: 6080 River Road

Date: December 19, 2006
File: ZT 06-354956

Staff Recommendation

1. That Bylaw No. 8136 to amend Comprehensive Development District (CD/157) by revising the provisions on use and density, and to clarify provisions for site coverage, height, setback and parking, be introduced and given first reading.
2. That the proposed text amendment Bylaw No. 8136 proceed to a Special Public Hearing to be held in conjunction with the Regular Council meeting on January 22, 2007 at 7:00 pm in the Council Chamber, City Hall.

Jean Lamontagne
for Jean Lamontagne
Director of Development

CA:blg
Att.

FOR ORIGINATING DEPARTMENT USE ONLY		
CONCURRENCE OF GENERAL MANAGER <i>[Signature]</i>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> <i>GS</i>	NO <input type="checkbox"/>
REVIEWED BY GAO	YES <input checked="" type="checkbox"/> <i>[Signature]</i>	NO <input type="checkbox"/>

Staff Report

Origin

This rezoning is a house keeping item to ensure the Richmond Oval Neighbourhood develops as per the Master Plan approved by Council in 2005. In 2004, the City of Richmond rezoned 6080 River Road from "Recreational Vehicle Park District (RVP)" and "Business Park Industrial District (I3)" and 6451, 6951 and 7011 River Road from "School and Public Use District (SPU)" to a new "Comprehensive Development District (CD/157)" in order to permit the development of the 2010 Winter Olympic Long Track Speed Skating Oval and associated urban uses (RZ 04-279499). As site planning for the Richmond Oval precinct was in early developmental stages in 2004, the original Comprehensive Development District (CD/157) zoning schedule allowed for maximum flexibility and included minimum regulatory requirements and a broad spectrum of uses.

The entire site is approximately 29 acres (**Attachment 1**) and will be subdivided into parcels to facilitate development. The Richmond Oval building, which is currently under construction, will occupy a portion of the site comprised of up to 12 acres portion of the site (Parcel 8). The remainder of the site is being subdivided into six (6) parcels to be sold off or leased to generate revenue towards the construction of the Richmond Oval and other City-initiated projects.

The following table provides a brief summary of the proposed subdivision pattern, the principal use of each site and potential ownership.

PARCEL	PRINCIPLE LAND USE	FOR SALE/LEASE
Parcel 1	Residential Multiple-Family	For sale
Parcel 2	Residential Multiple-Family	For sale
Parcel 3	Residential Multiple-Family	For sale
Parcel 4	Mixed-Use (Commercial/Residential)	For sale
Parcel 5	Non-Residential (e.g. office/hotel/retail/restaurant)	For lease
Parcel 6	Non-Residential (e.g. retail/restaurant)	For lease
Parcel 8	Oval (Recreation, health & wellness, community)	City to retain ownership

In 2005, the City completed a master planning exercise for the Richmond Oval neighbourhood and initiated a "Request for Proposal (RFP)" process to solicit potential purchaser(s) and developer(s) for the remaining 68,867 m² (17 acres) portion of the site. This site is under a separate Subdivision Application (SD 06-353565) for seven (7) lots as shown on **Attachment 2**.

The proposed text amendment to the existing "Comprehensive Development District (CD/157)" zoning schedule is intended to ensure that the site zoning will closely reflect the neighbourhood master plan which had undergone significant public consultation in 2005 and subsequently endorsed by Council. The neighbourhood master plan formed part of the RFP documentation.

Findings of Fact

Item	Existing	Proposed
Owner	City of Richmond	
Applicant	City of Richmond	
Site Size	68,867 m ² (17 acres)	
Land Uses	Mixed-use	Residential-mixed use: residential, commercial and hotel
OCP Designation	Olympic Riverfront	
City Centre Area Plan Designation	Olympic Riverfront	
Zoning	<p>"Comprehensive Development District (CD/157)"</p> <ul style="list-style-type: none"> • broad range of permitted uses • no limits on permitted density • no requirements on height, setbacks and lot coverage 	<p>Amendments to "Comprehensive Development District (CD/157)"</p> <ul style="list-style-type: none"> • reduces range of permitted uses to ensure that the vision of a high quality, high amenity river front community is achieved • include maximum permitted density, height, setbacks and lot coverage to control massing and siting of buildings
Flood Control	No requirement	<ul style="list-style-type: none"> • the proposed text amendment to CD/157 includes a minimum floor elevation for habitable area • A Flood Indemnity Covenant is required to be registered on title as part of the subdivision process (SD 06-353565)
Aircraft Noise Sensitive Development in NEF 39 to 40	<p>Permits all new aircraft noise sensitive land uses, except single-family</p> <ul style="list-style-type: none"> • Acoustic Report Required as part of Building Permit submission • Noise mitigation and mechanical ventilation to be incorporate during construction • Compliance with Design Guidelines for siting and/or placement of outdoor amenities required 	<p>Permits all new aircraft noise sensitive land uses, except single-family</p> <ul style="list-style-type: none"> • Acoustic Report Required as part of Building Permit submission • Noise mitigation and mechanical ventilation to be incorporate during construction • Compliance with Design Guidelines for siting and/or placement of outdoor amenities required • Restrictive Covenants is required as part of the subdivision process (SD 06-353565)

Related Policies & StudiesOval Neighbourhood Master Plan

The Oval Neighbourhood Master Plan, which was endorsed by Council, presented a certain form and character of development within a maximum total buildable floor area that is roughly based on high density City Centre development (i.e. 3.0 Floor Area Ratio (F.A.R.)). It is envisioned in

the RFP that, in addition to the Richmond Oval building, approximately 200,053 m² (2,153,423 ft²), including up to 177,345 m² (1,908,988 ft²) for residential uses, can be achieved on this site.

The Request for Proposals for the Acquisition and Development of Riverfront Residential and Commercial Lands in Richmond, BC RFP Process

The City received five (5) submissions in response to the Request for Proposal in May, 2006. Staff and consultant teams evaluated the proposals and presented recommendations on the preferred proponent to Council in November, 2006 and due diligence is currently being conducted. Council is in the process of reviewing the recommendations and finalizing the selection of the successful proponent.

The successful development scheme is expected to fully comply with the urban design and sustainability intents envisioned in the Oval Neighbourhood Master Plan. The proposed amendments to the “Comprehensive Development District (CD/157)” zone described in this report would support the successful development concept and provide mutual comfort for both the proponent and the City that the successful concept will be developed on site by providing appropriate requirements.

Official Community Plan (OCP) and Area Plan

The proposed text amendment continues to support the intent of the OCP and Area Plan designation of “Olympic Riverfront” which describes the 29 acre site as “*an area that provides for sport and recreation amenities and public open space in some combination with complementary commercial, business, industry, institutional, residential, tourist, entertainment, exhibition, education, health and wellness, culture, arts and/or community use*”.

The Richmond Oval building and the mixed-use and commercial developments on Parcels 4, 5, 6 and 8 will address the non-residential components of the “Olympic Riverfront”, while Parcels 1, 2, 3 and 4 could potentially become homes to more than 4,000 new area residents (**Attachment 2**).

City Centre Area Plan Review

The Richmond Oval neighbourhood, is identified as one of the “villages” in the City Centre Area Plan Update currently underway, and is envisioned as a premiere riverfront neighbourhood with high level of public amenities such as parks and open space, as well as to showcase sustainable practices such as storm water management and alternate energy sources such as geothermal.

Transportation

The City Centre Transportation Plan aims to alleviate traffic congestion in City Centre by encouraging alternative modes of travel including improved transit and cycling and pedestrian networks. The parking requirements in the proposed text amendment reflects the desire to incorporate some Transit Oriented Development (T.O.D.) measures with the arrival of the Canada Line and improved transit linkages and in support of the densification of the City Centre.

Richmond Parks and Trails

The Parks Department commissioned the Oval Site West Public Open Space Concept Plan, which was endorsed by Council and formed part of the RFP document, to provide an open space design that would enhance the Middle Arm.

The proposed text amendment establishes the siting and building forms on the development site to provide the physical framework for establishing a variety of privately-owned publicly-accessibly (P.O.P.A.) open spaces on site to support the Oval Site West Public Open Space strategy.

Consultation

The Vancouver International Airport Authority (VIAA)

The Vancouver International Airport Authority (VIAA) was consulted at the original rezoning stage to “Comprehensive Development District (CD/157)” occurred in 2004. There are no material changes proposed in the proposed text amendment. Consequently, no further consultation was conducted.

Staff Comments

- Policy Planning, Transportation and Development Applications staff are supportive of the subject application.
- The existing “Comprehensive Development District (CD/157)” zone is extremely broad to permit maximum flexibility during the RFP process. As a result, it does not provide adequate certainty that the winning scheme from the RFP process would be the one built, because the existing Comprehensive Development District (CD/157) permits a wide range of uses and does not impose any maximum limits on the density, height, setbacks or lot coverage on this site. The proposed amendments will tighten the prescribed regulations and address these concerns.

Analysis

The original rezoning was completed prior to having a Council endorsed master plan concept for this site. As a result, the Zoning Bylaw was designed to accommodate the innovative nature of the Richmond Oval facility and its operations and to permit the widest range of use possible on the remaining portion of the site to ensure maximum flexibility for the master plan concept that was to follow.

With the Oval Neighbourhood Master Plan completed and the RFP process nearing its conclusion, it is timely to clarify the range of uses to be accommodated on the site and to provide more specific parameters for the appropriate bylaw requirements.

Proposed Zoning

The proposed text amendment will provide clarity and certainty for both the City and the developer that the successful design scheme in response to the RFP will be achieved. The proposed changes include the following:

REQUIREMENTS	EXISTING CD/157	PROPOSED AMENDMENT TO CD/157
Permitted Uses	Wide range of uses	Narrow down range of uses that meet the intent of the RFP and the proponent's proposed development scheme
Permitted Density	<ul style="list-style-type: none"> No maximum Residential Floor area not to exceed 2/3 of total buildable 	<ul style="list-style-type: none"> 3.0 F.A.R. maximum Residential Floor area not to exceed 2/3 of total buildable
Minimum Lot Size	<ul style="list-style-type: none"> No provisions 	<ul style="list-style-type: none"> Minimum lot sizes for subdivision control
Maximum Lot Coverage	<ul style="list-style-type: none"> No provisions 	<ul style="list-style-type: none"> Maximum lot coverage to ensure significant open space and to achieve specified built form
Lowest Habitable Floor Elevation	<ul style="list-style-type: none"> No provisions 	<ul style="list-style-type: none"> Provide minimum habitable floor elevation to address flood plain elevation
Minimum Setbacks	<ul style="list-style-type: none"> No provisions 	<ul style="list-style-type: none"> Provide minimum to ensure adequate setback to address interface
Maximum Heights	<ul style="list-style-type: none"> No provisions 	<ul style="list-style-type: none"> Provide location specific maximum heights to ensure that the foreshore will not be over shadowed to protect habitat value and compliance with the City's Aircraft Noise Sensitivity Policies in the Richmond Official Community Plan
Off-Street Parking and Loading	<ul style="list-style-type: none"> Per Zoning Bylaw 	<ul style="list-style-type: none"> Specific required parking based on Transit Oriented Development standards as noted in the RFP

Urban Design

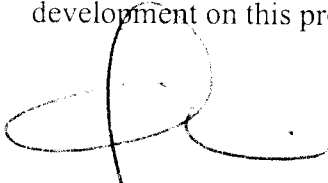
- The development on this showcase riverfront community is envisioned to incorporate the four master planning principles endorsed by Council:
 - Build a Legacy,
 - Build a Complete Community,
 - Build Green, and
 - Build Economic Viability
- The text amendment to the Comprehensive Development District (CD/157) zoning will provide parameters to guide the scale and orientation of the built form to support these principles. Detailed analysis of individual development proposals on the various parcels will be provided as part of the Development Permit review process in the future.
- Further assurance that the successful development concept from the RFP process will be incorporated into the conditions of the purchase and sales document between the City and the proponent.

Financial Impact

None.

Conclusion

Staff recommend approval of the proposed text amendment to “Comprehensive Development District (CD/157)” zone to provide an adequate level of zoning control over the future development on this premiere riverfront site.

A handwritten signature in black ink, appearing to read 'Cecilia Achiam', written over the end of the conclusion paragraph.

Cecilia Achiam, BCSLA, MCIP

Senior Coordinator, Major Projects & Development Applications

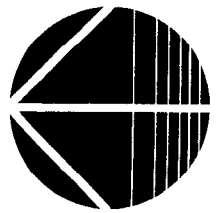
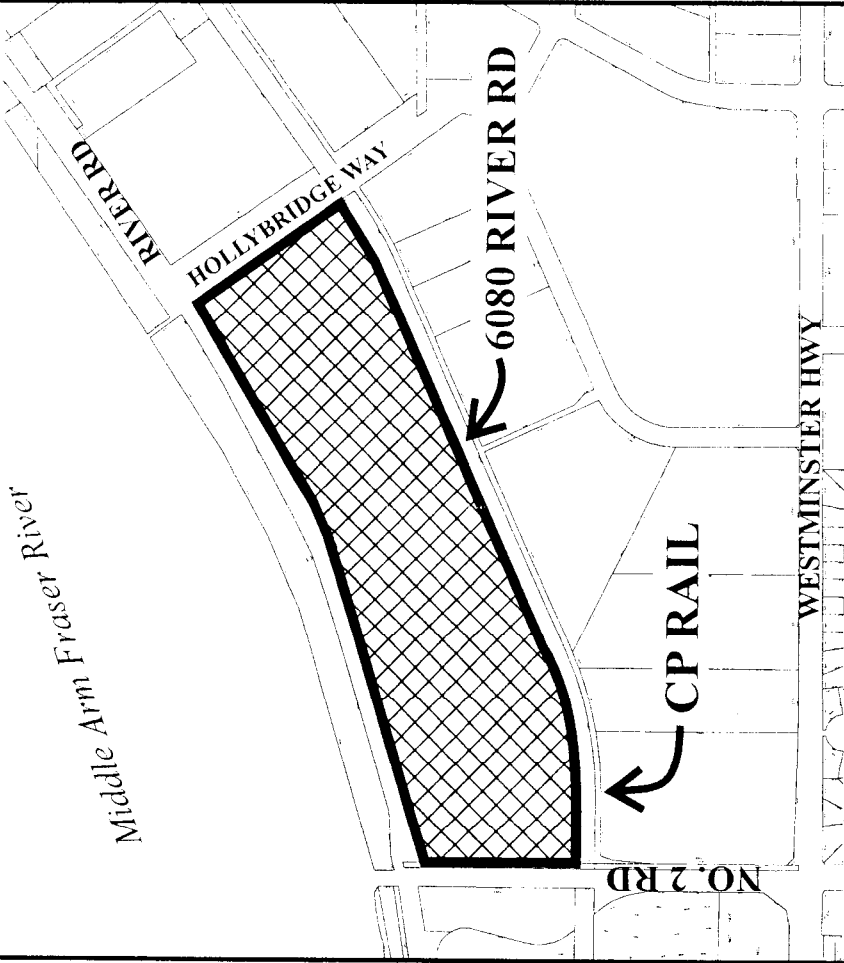
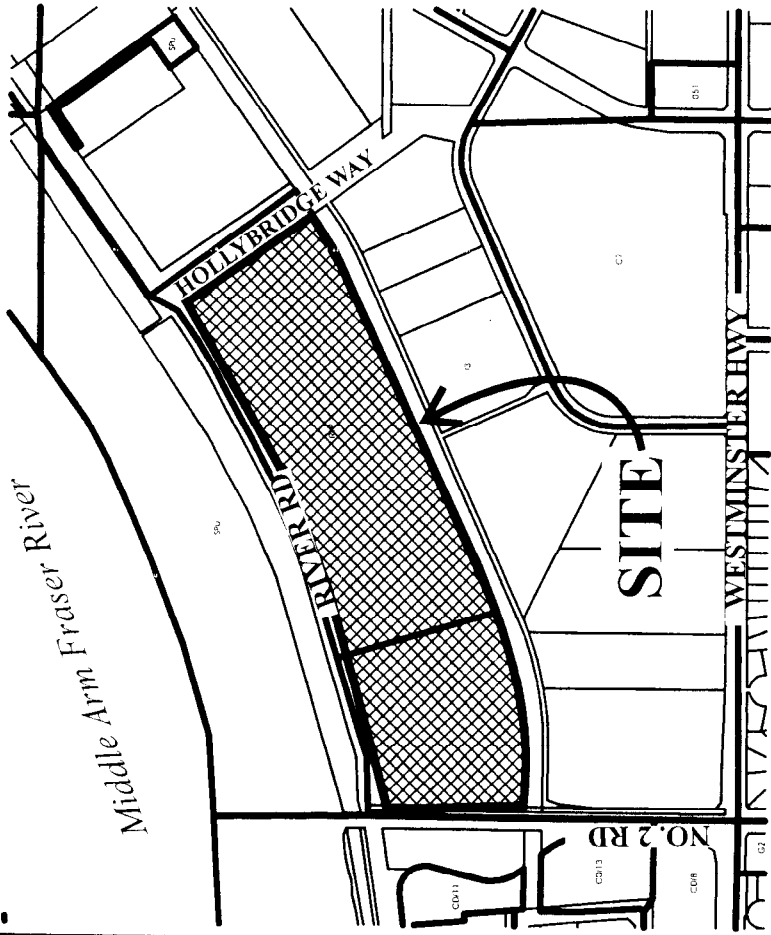
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Attachment 1: Site Map and Aerial Photo

Attachment 2: Proposed Subdivision Layout



City of Richmond

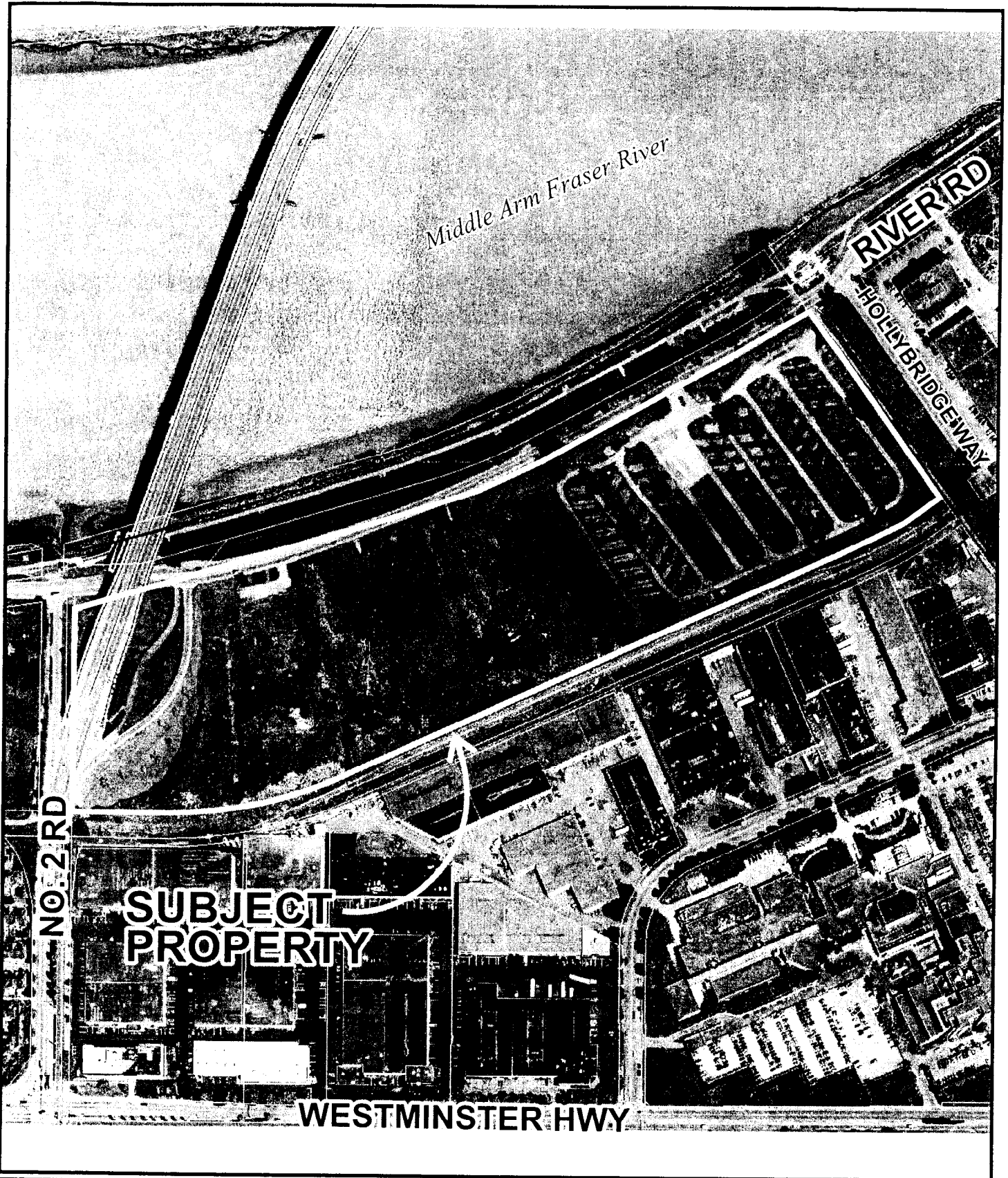


ZT 06-345956

Original Date: 12/19/06

Revision Date:

Note: Dimensions are in METRES



Middle Arm Fraser River

RIVER RD

HOLY BRIDGEWAY

NO. 2 RD

**SUBJECT
PROPERTY**

WESTMINSTER HWY



ZT 06-345956

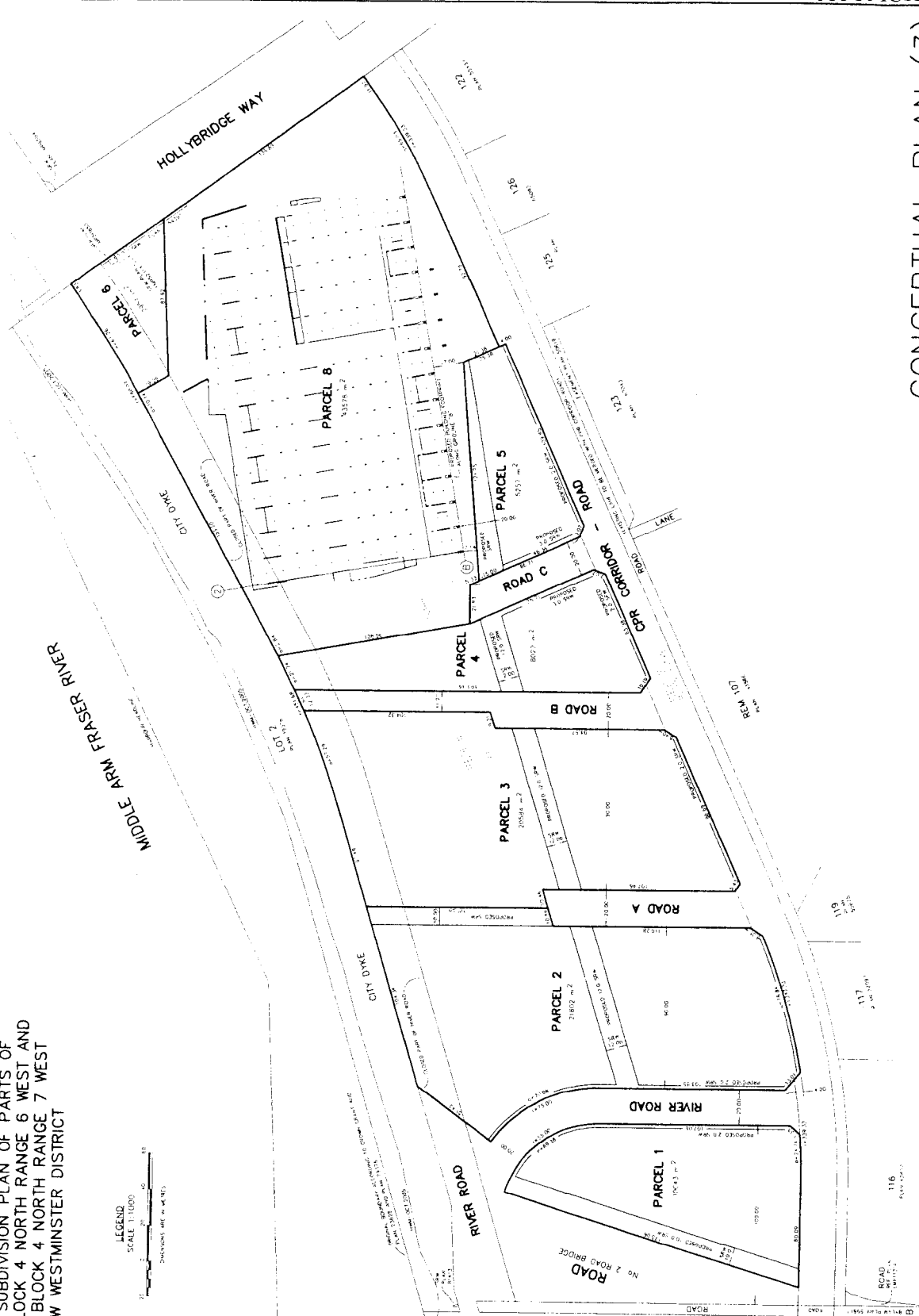
Original Date: 12/19/06

Amended Date:

Note: Dimensions are in METRES

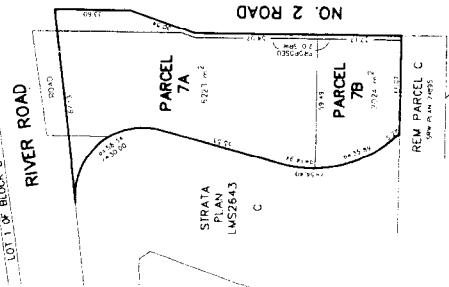
PROPOSED SUBDIVISION PLAN OF PARTS OF
SECTION 6 BLOCK 4 NORTH RANGE 6 WEST AND
SECTION 1 BLOCK 4 NORTH RANGE 7 WEST
NEW WESTMINSTER DISTRICT

LEGEND
SCALE 1:1000
DIMENSIONS ARE IN METERS



DISTRICT
LOT 3471

REMAINING WORK ACCORDING TO PLAN 222
LOT 2 OF BLOCK B PLAN 433
LOT 1 OF BLOCK B PLAN 1027



STRATA
PLAN
LMS1803

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B.05-14810-111

CONCEPTUAL PLAN (3)

TO ACCOMPANY THE RICHMOND OVAL R.F.P.
DATE OF PLAN PREPARATION:
DECEMBER 21, 2006



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 8136 (CD/157)
6080 RIVER ROAD**

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

1. Richmond Zoning and Development Bylaw 5300 is amended by repealing the existing “Comprehensive Development District (CD/157)” in Section 291.157 and replacing it with the following:

“291.157 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/157)

The intent of this zoning district is to provide for high-density riverfront mixed-use residential and commercial uses.

291.157.3 PERMITTED USES

- .01 The following **uses** are permitted only within the areas identified as “A”, “B” and “C” in Diagram 1, Section 291.157.1.05:

Community Use;
Congregate Housing;
Live/Work Dwellings as defined by section 291.157.9;
Multiple-Family Dwelling;
Boarding & Lodging, limited to two persons per **dwelling unit**;
Home Occupation;
Accessory Uses.

- .02 The following **uses** are permitted only within the areas identified as “D” in Diagram 1, Section 291.157.1.05:

Community Use;
Live/Work Dwellings as defined by section 291.157.9;
Food Catering Establishment;
Multiple-Family Dwelling;
Boarding & Lodging, limited to two persons per **dwelling unit**;
Home Occupation;
Hotel;
Office;
Retail Trade & Services, but excluding **gas station** and the sale or servicing of motorized vehicles;
Accessory Uses.

- .03 The following **uses** are permitted only within the areas identified as “E” and “F” in Diagram 1, Section 291.157.1.05:

Community Use;

Food Catering Establishment;

Hotel;

Office;

Retail Trade & Services, but excluding **gas station** and the sale or servicing of motorized vehicles;

Recreation Facility;

Accessory Uses.

- .04 The following **uses** are permitted only within the areas identified as “G” in Diagram 1, Section 291.157.1.05:

Community Use;

Food Catering Establishment;

Neighbourhood Public House;

Retail Trade & Services, but excluding **gas station** and the sale or servicing of motorized vehicles;

Recreation Facility;

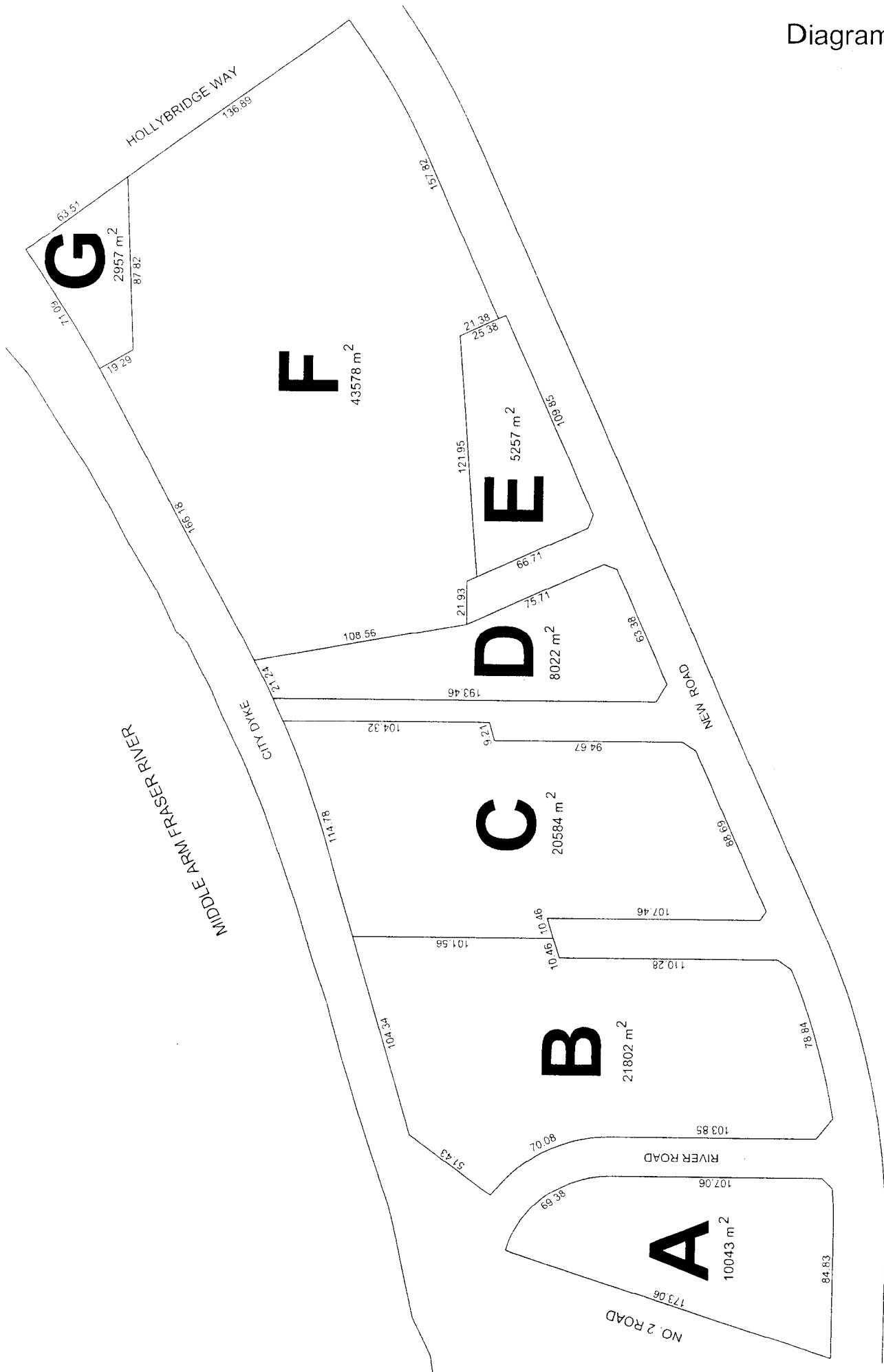
Accessory Uses.

- .05 Diagram 1

291.157.2 PERMITTED DENSITY

- .01 For the purposes of this section, the **lot area used** in the calculation of **Floor Area Ratio** is based on block areas referenced in Diagram 1, Section 291.157.1.05 less the area dedicated to the City as **Public Road**.
- .02 Subject to Subsection .05, herein, the Maximum **Floor Area Ratio** for the area identified as “A”, “B”, “C” and “D” in Diagram 1, Section 291.157.1.05 shall be 3.0; EXCEPT THAT
- (a) An additional 0.1 **Floor Area Ratio** is permitted provided that it is entirely **used** to accommodate **Amenity Space**; and
 - (b) The maximum **residential** floor area shall not exceed 177,345 m² (1,908,988 ft²).
- .03 Subject to Subsection .05, herein, the Maximum **Floor Area Ratio** for the area identified as “E” and “F” in Diagram 1, Section 291.157.1.05 shall be 3.0
- .04 Subject to Subsection .05, herein, the Maximum **Floor Area Ratio** for the area identified as “G” in Diagram 1, Section 291.157.1.05 shall be 0.8

Diagram 1



- .05 **Floor Area Ratio** shall be deemed to exclude the following:
- (a) portions of a **building used** for required off-street vehicle and bicycle parking purposes;
 - (b) unenclosed balconies; and
 - (c) elevator shafts and common stairwells.

291.157.3 **MINIMUM LOT SIZE**

- .01 A **building** shall not be constructed on a **lot** that has an area less than the following:
- (a) For the area identified as “A” in Diagram 1, Section 291.157.1.05: 10,000 m² (107,640 sq. ft.);
 - (b) For the area identified as “B” in Diagram 1, Section 291.157.1.05: 21,000 m² (226,050 sq. ft.);
 - (c) For the area identified as “C” in Diagram 1, Section 291.157.1.05: 19,000 m² (204,520 sq. ft.);
 - (d) For the area identified as “D” in Diagram 1, Section 291.157.1.05: 8,000 m² (86,110 sq. ft.);
 - (e) For the area identified as “E” in Diagram 1, Section 291.157.1.05: 5,000 m² (53,820 sq. ft.);
 - (f) For the area identified as “F” in Diagram 1, Section 291.157.1.05: 4,000 m² (43,060 sq. ft.); and
 - (g) For the area identified as “G” in Diagram 1, Section 291.157.1.05: 2,900 m² (31,215 sq. ft.).

291.157.4 **MAXIMUM LOT COVERAGE:**

- .01 For the area identified as “A” “B”, “C” and “D” in Diagram 1, Section 291.157.1.05: The Maximum **Lot Coverage** shall be 40% PROVIDED THAT a minimum of 40% of the **lot** is covered by a combination of trees, shrubs, native and ornamental plants or other landscape material specified in a Development Permit approved by the City.
- .02 For the area identified as “E” and “F” in Diagram 1, Section 291.157.1.05: The Maximum **Lot Coverage** shall be 90%.
- .03 For the area identified as and “G” in Diagram 1, Section 291.157.1.05: The Maximum **Lot Coverage** shall be 30%.

291.157.5 **LOWEST HABITABLE FLOOR ELEVATION**

- .01 For **dwelling units**: the greater of 4.0 m (13.123 ft.) geodetic or the crown of the abutting **public road**.
- .02 For all other **uses**, except off-street parking and loading: The crown of the abutting **public road** or public open space.

291.157.6 **MINIMUM SETBACKS FROM PROPERTY LINES**

- .01 For the area identified as “A,” “B,” “C,” “D,” “E,” “F” and “G” in Diagram 1, Section 291.157.1.05 the **Public Road** setback shall be:
- (a) No. 2 Road: 10 m (33 ft.);
 - (b) River Road: 3 m (10 ft.);
 - (c) HollyBridge Way: 3 m (10 ft.);
 - (d) Other Roads: 5 m (16 ft.);
 - (e) Gateways, pergolas and similar landscape **structures** that do not form part of the principal **building** and are less than 3 m (9.8 ft.) in height may be located within the **public road** setback;
 - (f) Awnings, canopies, and similar shading/weather protection devices, architectural appurtenances cantilevered from the **building** and signage integral to those features may project 2 m (6 ft.) beyond the required **setback line**; and
 - (g) Parking **structures** located entirely below the finished grade may project into the **public road** setback. Such underground encroachments must not result in a finished grade inconsistent with abutting **lots** and the **structure** must be screened by a combination of trees, shrubs, native and ornamental plants or other landscape material specified in a Development Permit approved by the City.
- .02 **Side & Rear Property Lines** for the area identified as “A,” “B,” “C,” “D,” “F” and “G” in Diagram 1, Section 291.157.1.05: 3 m (10 ft.);
- (a) Gateways, pergolas and similar landscape **structures** that do not form part of the principal **building** and are less than 3 m (9.8 ft.) in height may be located within the **side yard** or **rear yard**;
 - (b) Parking **structures** located entirely below the finished grade may project beyond the **setback line**. These underground encroachments must not result in a finished grade inconsistent with abutting **lots** and the **structure** must be screened by a combination of trees, shrubs, native and ornamental plants or other landscape material specified in a Development Permit approved by the City.
- .03 **Side & Rear Property Lines** for the area identified as “E” in Diagram 1, Section 291.157.1.05: 3 m (10 ft.), EXCEPT THAT
- (a) Along the north property line the **setback line** shall be determined by connecting the point measured 3 m (9.8 ft.) southward along the east property line beginning at the north east intersection of the north and east property lines with the point measured 15 m (49.2 ft.) southward along the west property line beginning at the north west intersection of the north and west property lines; and
 - (b) a portion of the first **storey** of a **building** less than 5 m (16.4 ft.) in **building height** may be located within the **side yard** or **rear yard**, but shall be no closer to a property line than 3 m (10 ft.).

291.157.7 MAXIMUM HEIGHTS OF BUILDINGS & STRUCTURES

- .01 For **buildings** and **structures** in the area identified as “A”, “B”, “C” and “D” in Diagram 1, Section 291.157.1.05: 47 m (154 ft.) geodetic, EXCEPT THAT
 - (a) within 20 m (66 ft.) of the property line which abuts a **lot** owned by the City for dyke purposes the maximum **building height** shall be: 18 m (59 ft.).
- .02 For **buildings** and **structures** in the area identified as “E” in Diagram 1, Section 291.157.1.05: 47 m (154 ft.) geodetic.
- .03 For **buildings** and **structures** in the area identified as “F” in Diagram 1, Section 291.157.1.05: 35 m (115 ft.) geodetic.
- .04 For **buildings** and **structures** in the area identified as “G” in Diagram 1, Section 291.157.1.05: 18 m (59 ft.) geodetic.
- .05 For **accessory buildings** and **structures**: 12 m (40 ft.).

291.157.8 OFF-STREET PARKING & LOADING

Off-street parking and loading shall be provided and maintained in accordance with Division 400 of this bylaw, EXCEPT THAT:

- .01 The number of off-street parking spaces required for the following **uses** shall be:
 - (a) For **Multiple-Family Dwelling**:
 - (i) For residents: 1.28 spaces per **dwelling unit**;
 - (ii) For visitors: 0.17 spaces per **dwelling unit**;
 - (iii) For Live/Work units (residents and visitors): 1.75 spaces per **dwelling unit**; and
 - (iv) Where two off-street parking spaces are to be **used** by the residents of a single **dwelling unit**, they may be provided in a tandem arrangement such that one parking space is behind the other and both parking spaces are generally perpendicular to the drive aisle;
 - (b) For **Congregate Housing**: 0.4 parking spaces per **dwelling unit**.
- .02 Bicycle parking shall be provided according to the following minimum standards:
 - (a) For **Multiple-Family Dwelling** and Live/Work units:
 - (i) For residents: 1.25 secured spaces per **dwelling unit**; and
 - (ii) For visitors: 0.20 unsecured spaces per **dwelling unit**;

- (b) For **Congregate Housing**:
 - (i) For staff: 0.10 secured spaces per **dwelling unit**; and
 - (ii) For visitors: 0.10 unsecured spaces per **dwelling unit**;
 - (c) A secured space shall mean a bicycle locker or parking space in a lockable bicycle room, and an unsecured space shall mean a parking space at an outdoor bicycle rack.
- .03 For all permitted **uses** in the area identified as "E" and "G" in Diagram 1, Section 291.157.05: Minimum 200 parking spaces.

291.157.9 **LIVE/WORK DWELLING UNITS**

- .01 A Live/Work dwelling shall mean any **dwelling unit** within which a resident may carry out, alone or with a maximum of 1 employee not residing in the **dwelling unit**, a profession or occupation that is clearly ancillary to the dwelling's **residential use**.
- .02 Live/Work Dwelling professions or occupations are limited to office, child care, **educational institution**, medical/dental clinic, and studio for the display, sale, production, and/or instruction in the visual, applied, or performing arts."

2. This Bylaw may be cited as "**Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 8136**".

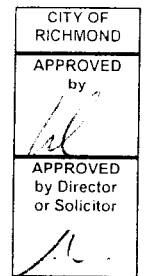
FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

ADOPTED



MAYOR

CORPORATE OFFICER