



CITY OF RICHMOND

REPORT TO COUNCIL

TO: Richmond City Council

DATE: January 19, 2000

FROM: David McLellan
Chair, Development Permit Panel

FILE: 0100-20-DPER1

RE: Development Permit Panel Meetings Held on Various Dates

PANEL RECOMMENDATION

That the recommendations of the Panel to authorize the issuance of:

- i) a Development Permit (DP 99-164714) for the property at 11020 Williams Road;
- ii) a Development Permit (DP 99-167589) for the property at 4711 Blair Drive;
- iii) a Development Permit (DP 99-170431) for the property at 14791, 14831, and 14911 Steveston Highway;
- iv) a Development Permit (DP 99-170971) for the property at 15100 River Road;

be endorsed, and the Permits so issued.

David McLellan
Chair, Development Permit Panel

PANEL REPORT

The Development Permit Panel considered four development permits at meetings held in November, December and January which are now ready for Council consideration.

DP 99-164714 – KBK NO. 61 VENTURES LTD. – 11020 WILLIAMS ROAD

The proposal to redevelop the Shellmont Centre at the south east corner of Williams Road and Shell Road into a small commercial building and rental townhouses did not generate any public comment. The Panel encouraged the applicant to design the common space so that it could be utilized for child care. The Panel was quite satisfied with the final design, including the provision of public art at the prominent corner.

The Panel recommends that the permit be issued.

DP 99-167589 – 576105 BC LTD. – 4711 BLAIR DRIVE

The proposal to develop this townhouse site in Odlinwood at the north east corner of Fisher Drive and Alderbridge Way did not generate any public concern. The variance to building height along Fisher Drive provides for a gradual transition from the three storey townhouses across the street to the two-storey townhouses on the eastern side of this site. The Panel was able to have the proponent improve pedestrian connections into and through the site as well as to improve the design of the internal street. This project should be a good complement to the project already underway by the same proponent on the site immediately to the east.

The Panel recommends that the permit be issued.

DP 99-170431 – CTA DESIGN GROUP – 14791, 14831 AND 14911 STEVESTON HIGHWAY

The proposal to construct an open air concert hall at the east end of Steveston Highway generated comment from the immediate neighbour to the site. The most significant variance to established standards in the proposal is to allow parking for the premises to be located down the street from the principal site. The Panel found that this solution acceptable as it lessened some of the concerns of the neighbour and the prime riverfront land was deemed of too high a value for just car parking. The Panel was satisfied with the approaches taken to accommodate the disabled on site as well as tour buses and similar transportation modes.

The Panel received an assurance from the proponent that the southern area of the property would be properly landscaped pending construction of additional buildings on the site and also that a location for public art was identified. The proponent also committed to a number of transportation infrastructure improvements that are detailed in the staff report.

The Panel recommends that the permit be issued.

DP 99-170971 – E.O.C. HOLDINGS LTD. – 15100 RIVER ROAD

The proposal to subdivide land on River Road between No. 6 and No. 7 Road required a development permit as a portion of the site is designated as environmentally sensitive. There was no public comment on the proposal and the Panel found the project to be consistent with a previous approval given by Council on the site.

The Panel recommends that the permit be issued.

DJM:djm

DEVELOPMENT PERMIT PANEL

Wednesday, January 12, 2000

Time: 3:30 p.m.

Place: Council Chambers
Richmond City Hall

Present: David McLellan, Chair
Chuck Gale, General Manager, Engineering & Public Works
Jim Bruce, General Manager, Finance & Corporate Services

The meeting was called to order at 3:30 p.m.

The Chair introduced the members of the Development Permit Panel to the audience and explained the procedures.

1. **MINUTES**

It was MOVED and SECONDED

That the minutes of the meeting of the Development Permit Panel held on Wednesday, December 15th, 1999 be adopted.

CARRIED

2. **DEVELOPMENT PERMIT DP 99 170431**

(Report: Dec. 24/99; File: 99-170431, REDMS: 124517, 125671, 122774, 126693)

APPLICANT: CTA Design Group

PROPERTY LOCATION: 14791, 14831 and 14911 Steveston Highway

INTENT OF PERMIT: To permit the construction of a 4,645 m² (50,000 ft²) concert facility on a site zoned Athletics and Entertainment (AE) and within an Environmentally Sensitive Area (ESA); and

1. Vary the provisions of the Zoning and Development Bylaw to:
 - a) Permit parking to be located more than 150 m (492.126 ft.) from the building; and
 - b) Reduce the road setback from 6 m (19.685 ft.) to

.9 m (2,953 ft.) for a free-standing architectural feature in the parking lot.

APPLICANT'S COMMENTS

John Cooper and John Christianson of CTA Design, and Paul Mercks of Paul Merc Concerts, were in attendance to answer the questions of the Panel. Mr. Cooper gave a brief overview of the Project and referencing the EXPO site, noted the high demand for a facility such as this to attract major artists. He stated that they were in the process of tendering the contract for foreshore improvement by adding rip rap due to water scouring in the area and raising the height of the dyke. He reminded Panel members that on completion of subdivision of land and registration, the City will own a 6 m strip of property for access from Steveston Hwy. to the park area for access and maintenance.

John Christianson reviewed the project for Panel members, noting areas of interest.

It was commented that modifications had been made to the landscape plans providing for a riparian bench along the eyebrow of the walkway as designed by Westmar and a marsh bench on the east end of the site.

STAFF COMMENTS

Joe Erceg, Manager, Development Applications, advised that staff were recommending approval of the application and further advised that the Applicants had worked with staff to resolve a number of outstanding items (Schedule A). He referred to unresolved issues which included: unclear details of the trail materials; traffic management plan; potential conflict with pedestrians and vehicles from the Fraser Wharves Ltd.; participation in the Public Art Program.

CORRESPONDENCE

None.

PANEL COMMENTS

The Chair suggested that the Applicants consider grassing over the site of future development towards the south end of the property and the Applicants agreed. The Chair further suggested that the Applicants work with the community to identify a potential site for public art, possibly in the public plaza area. Mr. Cooper agreed that a specific location would be set aside for this purpose. Using site plans, the handicapped accessibility of the proposed project was explained, as well as the development of grade across the site.

The General Manager, Public Works & Engineering, commented on the importance of controlling the intersection at No. 6 Road and Steveston. Mr. Erceg stated that the Transportation Department was comfortable with the improvements being made, i.e. slight widening of No. 6 Road in the interim. The ditches will not be filled in. Mr. Gale noted that once the foreshore becomes City property, the City then assumes responsibility for ongoing maintenance. A sample board was provided, showing the tensile roofing material. The Applicants stated that reports have indicated that noise levels will fall within the City's by law parameters.

Discussion ensued regarding traffic patterns. Mr. Cooper advised that the Transportation Department had approved of the further overflow parking area and explained that off-duty RCMP officers would be utilized to direct traffic flow at events.

The Manager, Development Applications, advised that Fraser Wharves stores vehicles along the CN right of way to the north, Monday to Friday, 6:00 am to 2 pm and referred to the possibility of having many vehicles crossing Steveston Hwy. from the site to the Fraser Wharves storage area itself.

GALLERY COMMENTS

Lawyer, Rob McDonald, was in attendance to make a presentation on behalf of Fraser Wharves Ltd. (Schedule B) which included a brief outline of the history of the facility and expression of concern regarding pedestrian traffic, vehicular traffic, and security surrounding the proposed site. Mr. McDonald quoted sections from the Richmond Official Community Plan (OCP) to illustrate the above concerns. He referred to future development resulting in increased traffic which would impact their business. Panel members were encouraged to visit the site for further clarification of the potential difficulties.

Mr. Mercs clarified that the majority of the events at the proposed venue would occur in the night time but there was likely to be a small percentage of daytime events on Sundays, e.g. Lillith Fair, summer symphony concerts.

Upon query, Mr. Cooper agreed that the angled parking at the drop-off area should be removed.

The Chair commented that the proposed development was a step forward in the cultural development of the City. He suggested that co-operation was necessary among the neighbours and further suggested that Fraser Wharves Ltd. be kept informed as to the concert schedule for the concert facility.

It was moved and seconded

That the following recommendation be endorsed and forwarded to Council for adoption:

That Development Permit (DP 99-170431) be issued for property located at 14791, 14831, and 14911 Steveston Highway to permit the construction of a 4,645 m² (50,000 ft²) concert facility on a site zoned Athletics and Entertainment (AE) and within an Environmentally Sensitive Area (ESA); and

1. ***Vary the provisions of the Zoning and Development Bylaw to:***
 - a) ***Permit parking to be located more than 150 m (492.126 ft.) from the building; and***
 - b) ***Reduce the road setback from 6 m (19.685 ft.) to .9 m (2,953 ft.) for a free-standing architectural feature in the parking lot.***

CARRIED

3. **DEVELOPMENT PERMIT DP 99-170971**

(Report: Dec. 13/99; File: 99-170971, REDMS: 122500)

APPLICANT: E.O.C. Holdings Inc.

PROPERTY LOCATION: 15100 River Road

INTENT OF PERMIT: To allow a subdivision that would protect the Environmentally Sensitive Area (ESA) along River Road by:

- (a) Dedicating as park, the fractional remnants of the subject property north of River Road along the North Arm Fraser River;
- (b) Preserving and maintaining as a landscape buffer and by means of a restrictive covenant, the existing mature stand of trees and vegetation on the westerly portion of the property south of River Road; and
- (c) Providing landscaping adjacent to public roads and screening permitted outside storage from adjacent lots.

STAFF COMMENTS

Joe Erceg, Manager, Development Applications, advised that staff were recommending approval of the Application.

APPLICANT'S COMMENTS

Warren E. Barnard, of Watson and Barnard Land Surveyors, was in attendance to represent the Applicants and provided a brief outline of the history of the proposed project. He noted that this has been an expired application and that construction was slated for next spring.

GALLERY COMMENTS

None.

CORRESPONDENCE

None

PANEL COMMENTS

The Chair commented that there had been no change in this application and that it fit into the long term plans for the area.

It was moved and seconded

That the following recommendation be endorsed and forwarded to Council for adoption:

That Development Permit (DP 99-170971) be issued for property at 15100 River Road to allow a subdivision that would protect the Environmentally Sensitive Area (ESA) along River Road by:

- a) Dedicating as park, the fractional remnants of the subject property north of River Road along the North Arm Fraser River;***
- b) Preserving and maintaining as a landscape buffer and by means of a restrictive covenant, the existing mature stand of trees and vegetation on the westerly portion of the property south of River Road; and***
- (c) Providing landscaping adjacent to public roads and screening permitted outside storage from adjacent lots.***

CARRIED

8. **NEW BUSINESS**

None.

9. **DATE OF NEXT MEETING:**

The next meeting will be held on **Wednesday, February 16, 2000.**

10. **ADJOURNMENT**

It was MOVED and SECONDED

That the meeting be adjourned at 4:45 p.m.

David McLellan
Chair

Susan Kopeschny, Admin. Asst.
Recording Secretary



CITY OF RICHMOND
URBAN DEVELOPMENT DIVISION

MEMORANDUM

TO: Development Permit Panel
FROM: Joe Erceg
Manager, Development Applications
DATE: January 12, 2000
FILE: DP 99-170431
RE: **Application for a Development Permit at 14791, 14831 and
14911 Steveston Highway
- Supplemental Information**

Since the Staff Report was completed on December 24, 1999, staff has continued to work with the applicant to resolve outstanding issues, and this is to update the Development Permit Panel on the progress. In addition, the site map attached to the Development Permit incorrectly identifies the site as being adjacent to Dyke Road whereas it is actually next to the CNR right-of-way.

There were approximately 15 outstanding issues (and a number of minor issues) identified in the Staff Report (page 8), and the applicant has agreed to solutions for seven of these, as follows:

- 1. Details of landscaping** (park/trail interface): The applicant has agreed to provide a revised landscape plan with more detail. The trail surface is intended to be concrete pavers. The quantities of plants have been specified in all cases, especially adjacent to the Environmentally Sensitive Area (ESA). The planting has been moved off the CNR right-of-way and put onto the concert property. (See also item 3, below).
- 2. Dyke design/right-of-way:** The dyke is partially designed, based on a 6 m wide dyke crest. The applicant's consultants (Westmar) are still working on the dyke design in consultation with the City's Public Works Department, and it will be completed prior to Building Permit. Initially, the dyke alignment did not appear to match the land exchange plan, but the applicant has reviewed this matter and verbally advised that the dyke is consistent with the land exchange plan. This issue should be confirmed when updated site and landscape plans are received. Ministry of Environment approval will be required for the design.
- 3. Dimensions of the dyke:** Incorrect elevations were shown on the adjacent concert facility, but the applicant has agreed to correct this on the landscape plan. Service vehicle access will be via the 6 m dyke crest. All landscaping will be deleted from the dyke crest and slopes because of dyke access/maintenance concerns and should be relocated onto the concert hall site.
- 4. Covenant to secure parking:** The applicant has agreed to provide this prior to the Building Permit.

5. **Lease arrangement for access to parking:** City staff would prefer an access to the parking lot via No. 6 Road in addition to Steveston Highway. The applicant has agreed to provide a driveway onto No. 6 Road, and the City has agreed to allow two driveways onto Steveston Highway, but without additional left-turn lanes (retain landscaping in existing medians). Prior to installation of the west-most driveway, a lease agreement or land exchange must be negotiated with the City for use of the City-owned parcel adjacent to the proposed parking area.
6. **Servicing Agreement:** The applicants have agreed to enter into a Servicing Agreement.
7. **Widening Steveston Highway:** The applicants have agreed in principle to widen/complete the road, but are still concerned about the extent of cost and whether it will be fully off-set by Development Cost Charge (DCC) credits. The details of this matter could be deferred to the Servicing Agreement stage.

Other issues on which staff have had further discussions with the applicants include: Discrepancies between the developer's site plans and the proposed land exchange plan, access for Fraser Wharves, Design Panel critique, and provision of Public Art. Results are as follows:

The applicants have advised that the minor adjustment to the proposed land exchange plan will be required, however preference is to have a survey done after the dyke is built, and then revise the legal plans prior to registration. It is understood that the City will be receiving the agreed-to amount of land to the north and as dyke allowance.

The applicants have met with representatives from Fraser Wharves and will provide curb cuts on the extension of Steveston Highway as necessary for access. There will likely be representatives from Fraser Wharves at the Development Permit Panel meeting.

The draft Design Panel critique is attached. The Design Panel still found the design lacked site planning, details of the building design and landscape design. The Design Panel recommended a pedestrian bridge to facilitate public access from Riverport complex to the waterfront trail through the proposed concert plaza. The applicants have addressed some of the landscaping concerns, but declined to build a pedestrian bridge, and are not able to provide any more architectural design at this time due to their timetable (appropriate tensile-structure consultant not selected yet).

At the Development Permit Panel meeting, the applicants will respond to the request for a \$30,000 participation in the Public Art program.

Revised plans reflecting the above will be circulated to the Panel when they are available.

Joe Erceg
Manager, Development Applications

AJ:blg
Att.

ITEM MINUTE SUBJECT FILE

indigenous. Additional planting islands have been provided in the parking lot. The landscape treatment along the sidewalk between the parking lot and the project site will include banners, street lighting, benches, tree grates, etc.



Critique/Consensus

The Panel voted not to support the design of the project. The Panel's specific comments/suggestions are as follows:

- a) While the Panel acknowledges that some modifications have been made to improve the project design, the applicant has not provided the Panel with definitive information on the most critical component of the project – the concert hall. To date, details re: how the cable supported fabric roof will be constructed is not available, and in view of the absence of this information, the architectural treatment of the concert hall's front façade (as presented in the plan) appears to be both scant and tentative.
- b) The applicant needs to provide a longitudinal section plan that presents detailed information on elevations, grade changes, disabled access, sight-lines, etc.
- c) In terms of site planning and landscaping, the applicant needs to provide additional details re: drop-off area, transition areas (i.e. between the public plaza, public concourse & bus/limo/disabled parking areas), etc.
- d) The Panel feels quite strongly that a direct link should be provided between this project and the other entertainment facilities in the Riverport area. In this regard, the Panel suggest the construction of a pedestrian bridge along the CNR right-of-way. Re: the concern that people who will be going to the concert will park in the adjacent parking lots, this potential problem can be overcome by closing off the bridge at certain hours during event days. It should be noted that the bridge serves as an additional access point for crowd dispersal at the end of a concert.
- e) Details on the ramp system in and around the plaza area must be provided.
- f) The proposed landscape treatment between the parking lot and the project site, is still inadequate and needs further enhancement.
- g) Weather protection is needed in front of the washrooms.
- h) Disability issues include the following:
 - ◆ It is suggested the some viewing seats be moved to the middle of the theatre.

OUTLINE OF SUBMISSION OF FRASER WHARVES LTD.

DPP 01/12/0.

A. INTRODUCTION

1. Fraser Wharves Ltd. has been an established business operating in Richmond for almost thirty years. Fraser Wharves Ltd. commenced business in 1971 and has been operating its 80 acre automotive complex in Richmond since that time. The business includes complete facilities for ship docking, warehousing, processing, distribution, customisation and repairing of motor vehicles. The business includes some servicing of those automobiles and involves a rail car operation and storage areas.

2. The business makes extensive daily use of Steveston Highway and the CNR Right of Way in order to access areas to the north and south of the property which is the subject of this Development Permit Application. It is essential for the continued business operation of Fraser Wharves Ltd. that it has continuous access to Steveston Highway and the CNR Right of Way.

3. The concerns that Fraser Wharves Ltd. wishes to see addressed in this Development Permit Application include automobile traffic, pedestrian traffic and general security for Fraser Wharves Ltd.'s property and facilities.

B. PEDESTRIAN TRAFFIC

4. As the Applicants' development of the athletic and entertainment centres proceeds, it is clear parking is not adequately provided for in accordance with the zoning for the area and hence the application to vary and relax the zoning requirements in regard to parking in this Development Permit Application. Although it is difficult to tell from the conceptual drawings presently available, the plan at present appears to contemplate pedestrian traffic crossing the CNR Right of Way which is travelled by Fraser Wharves Ltd.'s trucks. Also, there appears to be contemplated a heavy pedestrian use along Steveston Highway and No. 6 Road. The solution to these problems may be overpasses to be built by the developer.

5. It is suggested that the problem of pedestrian access should be dealt with now as the space immediately adjacent to the proposed amphitheatre also appears to be slated for further development in the future without, again, space for parking in accordance with the zoning which

is only going to increase pedestrian traffic and give rise to greater safety concerns and additional disruption to the business operations of Fraser Wharves Ltd..

C. VEHICLE TRAFFIC

6. The development which is the subject of the application will greatly increase traffic on the Steveston Highway and No. 6 Road. There are a number of points where the trucks moving the automobiles as part of the business of Fraser Wharves Ltd. access Steveston Highway. One point in particular is the point at which No. 6 Road terminates at Steveston Highway. The business operations of Fraser Wharves Ltd. include movement of vehicles by way of trucks from different parts of its property south of Steveston Highway. There is also a substantial part of the operation, in particular, storage, to the north of Steveston Highway and to the north of the area which is the subject of the Development Permit Application which is accessed by way of a license agreement that Fraser Wharves Ltd. has to use the CNR Right of Way.

7.. During the course of any given 24 hour period, trucks in which the automobiles are moved, around the site, travel along Steveston Highway and the CNR Right of Way. There

can be up to 18 transport trucks at any one time operating in and out of Fraser Wharves Ltd.'s place of business. There are already traffic congestion problems with the existing development.

8. In regard to the interaction between the development which is the subject of this

Development Permit Application and the established business of Fraser Wharves Ltd. reference

should be made to Objective No. 4 in Section 4.0 - Transportation of the Richmond Official

Community Plan. Schedule 1 of Bylaw 7100. At page 61, Objective No. 4 provides as follows:

Provide road infrastructure and implement traffic management measures to facilitate the efficient movement of goods and services for commercial, industrial and farm purposes.

Also, reference should be made to Policy B under the heading of Objective 4 which provides as

follows:

Ensure major roads can accommodate commercial and industrial vehicles for safe and efficient city wide distribution of goods and services.

9. The Development Permit Application if allowed should provide traffic

management measures and measures that accommodate the commercial and industrial use of the

roads adjacent to this development. At present, the concept and context plans do not adequately address pedestrian or vehicle traffic concerns.

D. GENERAL SECURITY CONCERNS

10. It has been the experience of Fraser Wharves Ltd. to date in regard to the athletic and entertainment development at Riverport that there is an increasing number of people coming onto Fraser Wharves Ltd.'s property to look at the new automobiles which are unloaded off ships and stored on Fraser Wharves Ltd. property. With the further development contemplated by this Development Permit Application, there will in turn be additional trespassing and some provision should be made in the design of the facilities which are the subject of the application to deal with general security and trespassing. This accommodation could be in the form of landscaping, concrete barriers or other fencing.

11. Thank you for your attention to this matter. Fraser Wharves Ltd. would be pleased to provide any information you may require to ensure that pedestrian and vehicle traffic and security concerns are adequately dealt with in this matter in the interest of these neighbouring businesses existing together.