



**To:** Planning Committee

**Date:** April 5, 2002

**From:** Joe Erceg  
Manager, Development Applications

**File:** RZ 02-202372

**Re: APPLICATION BY STEVESTON INDEPENDENT SCHOOL SOCIETY FOR  
REZONING A PORTION OF 4020 MONCTON STREET FROM COMPREHENSIVE  
DEVELOPMENT DISTRICTS (CD/101 & CD/102) TO ASSEMBLY DISTRICT  
(ASY)**

**Staff Recommendation**

That Bylaw 7348, for the rezoning of a portion of 4020 Moncton Street from Comprehensive Development Districts (CD/101 & CD/102) to Assembly District (ASY), be introduced and given first reading.

*H. Bulle*

*for*

Joe Erceg  
Manager, Development Applications

JE:dcb  
Att. 4

FOR ORIGINATING DIVISION USE ONLY		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Recreation & Cultural Services .....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	<i>David Bulle</i>
Parks Design, Construction & Programs..	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

## Staff Report

### Origin

The Steveston Independent School Society has applied to the City of Richmond for permission to rezone a portion of 4020 Moncton Street from Comprehensive Development Districts (CD/101 & CD/102) to Assembly District (ASY) in order to accommodate a new private educational institution. The proposed independent, interdenominational school would be located in the 3,251.5 m<sup>2</sup> (35,000 ft<sup>2</sup>) former BC Packers Office Building. A location map is provided in **Attachment 1**.

### Project Proposal

Documents submitted by the applicant describe the school as follows:

*“Steveston Academy (the “School”) will be an independent, co-educational, inter-denominational, and university preparatory school. It is incorporated under the name Steveston Independent School Society, pursuant to the Society Act of British Columbia.”*

*“Steveston Academy will open with approximately 280 students from Kindergarten to Grade 8. In the second year, Junior Kindergarten and Grade 9 will be added. Grades 10 to 12 will be added in subsequent years. The School expects to eventually serve approximately 400 students.”*

Academy representatives have indicated their willingness to limit the total number of students to 400.

The applicant has indicated that their goal is for the facility to be ready for occupancy by September 2002, inclusive of all land use related approvals and renovations.

An application for subdivision (SD 02-201883) has been submitted by the current owners of the property, Onni Imperial Landing Development Limited, which would allow for the creation of a lot for the proposed school development plus a 7 m (22.97 ft) wide parcel (transferred to the City) along the west side of the school property. The proposed site plan and subdivision are shown in **Attachment 2 and 3**.

An application for a Development Variance Permit (DV 02-202908) has also been submitted. It is proposed to vary the setback requirement of the existing building from Ewen Avenue from 6 m (19.685 ft.) from a public road as required in the Assembly District to 5.44 m (17.848 ft.) and to vary the off-street parking setback from 3 m (9.843 ft.) to 1.94 m (6.365 ft.) along Moncton Street and to 2 m (6.562 ft.) along Ewen Avenue. These variances are required in order to accommodate the existing building and proposed parking on the new subdivided site.

Retention of the former BC Packers building and associated land for parking requirements is expected to have a relatively minor impact upon the original concept plan for the BC Packers property (refer to **Attachment 4**). It has been estimated that the Steveston Academy proposal will displace approximately fourteen single-family lots and ten townhouse units for a total of 24 units removed.

**Findings of Fact**

<b>Item</b>	<b>Existing</b>	<b>Proposed</b>
Owner	Onni Imperial Landing Development Limited	Steveston Independent School Society upon completion of rezoning
Applicant	Steveston Independent School Society	Same
Site Size	Upon Subdivision: School Site: 6,979 m <sup>2</sup> (75,123.79 ft <sup>2</sup> ) Lot as Road Dedication: 646 m <sup>2</sup> (6,953.71 ft <sup>2</sup> )	Same
Land Uses	Office	Private Educational Institution
OCP Designation	Residential	Same
Area Plan Designation	Residential	Same
Zoning	Comprehensive Development Districts (CD/101 & CD/102)	Assembly District (ASY)
Off-Street Parking	130 stalls required for office use (which has been discontinued)	79 stalls required and proposed for school use

**Related Policies & Studies**Provision of Open Space

Ministry of Education staff advise that under the *Independent School Act* there are no requirements for independent schools to provide outdoor open space unless required by regional or municipal zoning regulations. Enquiries with the Cities of Port Coquitlam and Surrey indicate that neither of these municipalities have existing regulations regarding the provision of open space for independent schools. Similarly, Richmond currently has no such requirements within its Zoning bylaw.

Access to Moncton Street

With the rezoning of the BC Packer's property, a covenant was registered on title restricting vehicular access from Moncton Street. With the change of use, and the desire on the part of the property owners and the applicant not to force school traffic to navigate the residential streets to the south, it is proposed to amend this registered covenant to permit access to/from the subject lot to Moncton Street as a condition prior to final reading of the rezoning.

### Traffic and Transportation Related Concerns

The rezoning application was accompanied by a traffic and parking study prepared by Bunt & Associates Engineering Ltd. This report has been reviewed by Transportation Department staff and was considered in their analysis and comments.

### **Staff Comments**

#### Policy Planning

Assembly District zoning is required. There are no Provincial or City regulations regarding open space requirements for independent schools. The applicant will be asked to provide evidence that they can accommodate their open space and library needs through agreements/arrangements with other agencies.

#### Engineering, Utilities and Services

There are no servicing concerns with this proposal.

1. The developer will be required to amend the engineering drawings (a schedule to the Servicing Agreement) which were approved as a condition of the BC Packers rezoning to reflect the new lot configuration. The revisions shall also include the new driveway at the west side of the property as this driveway will provide access to the community mixed use site.
2. This site is located in the "Central Lands" as defined in the Development Agreement required under the BC Packers rezoning. This agreement triggers the need to have all the services constructed within the "Central Lands". It is staff's opinion that not all of these services need to be constructed with this specific development proposal. Therefore, the Development Agreement will need to be amended to reflect the change in the scope of the works. The works that will be required with this development are the upgrading of the Moncton Street frontage and any utility extensions to service the site.
3. There is a covenant restricting access from Moncton Street registered on title. Since Transportation staff have no objections to the two proposed driveways to Moncton Street, the covenant would either need to be discharged or amended to allow only these two accesses.

All of the above are required to be completed prior to final adoption.

#### Transportation

##### *Site Design Considerations*

- Orient main entrance of the building for students to the rear of the site (where pick-up/drop-off activity will occur).

- Provide a nominal 79 on-site parking stalls to meet expected pick-up/drop-off, staff and visitor parking demand (may be revised subject to final site planning if agreed to by Transportation).
- Provide lighting in rear parking area.
- Ensure rear parking area is not gated off when needed by adjacent community uses (as outlined in any joint use agreements).
- Ensure pedestrian connections are maintained to the residential neighbourhood south of the school.

#### *Transportation Infrastructure Requirements to be addressed through the Servicing Agreement*

- Consult with the Steveston Community Association and the City regarding the relocation of their access to align with western school access. If agreement is reached, proceed with implementation at the cost of the developer.
- Provide a special pedestrian crossing with pedestrian activated amber flashers and down lighting consistent with City standards on Moncton Street at the west side of the site.
- Construct curb extensions on both north and south sides of Moncton Street at either end of school frontage.
- Construct access to future community use site to west of the subject property.
- All improvements, including those within easement areas or areas covered by right-of-passage to be subject to the Servicing Agreement.

#### *Legal Requirements*

- Apply for parking setback variances on north and east sides of site.
- Ensure public right-of-passage on western 10 m (32.81 ft.) of the site (east of the 7.0 m/ 23 ft. being granted to the City as a lot for road purposes).
- Provide covenant to limit size of school to 400 students.

#### *Additional Issues*

The following are not intended to be requirements of this rezoning but reflect commitments by the applicant / operators of the school. The City supports Steveston Academy's proposal to:

- Implement and enforce a "no driving to school policy" for students. (It is requested that the school not to alter this policy without consultation with the City and that a copy of the policy be provided to the City.)
- Manage pick-up/drop-offs to prevent this activity from occurring on Moncton Street within the frontage of the site and in the front parking lot.

#### Zoning

The provision of 79 stalls meets the zoning requirements for the development proposal.

#### Parks Design, Construction & Programs

In consultation with the proponents from the Steveston Academy, it was noted that the preferred amount of sports playing field usage for the students would be approximately 30 hours per week during the Spring and Autumn seasons and 15 hours per week during the winter months. The

playing field requirement for the Academy presents some significant challenges at the Steveston Park site given that no formal playing fields exist with the exception of the baseball diamond which is the home of the Richmond Senior Men's Fastball League.

#### Challenges:

- The open grass playing fields at Steveston Park are not programmed sports playing fields and have poor drainage capacity. The impact from regular usage would quickly deteriorate the fields especially in inclement weather.
- The Steveston Park Master Plan approved by Council designates the open green space in Steveston Park as informal 'passive' recreational areas and any change to that designation would potentially require re-visiting the master plan and be subject to public/ neighbourhood consultation.
- There is a close proximity of the open green spaces to bordering residential properties, and several significant trees on site prevent the creation of a full sized soccer field in the park.
- If the sports fields were to be programmed by the proponent on a regular basis there would be a need for an increased level of maintenance at the site and also some drainage upgrades.

#### Opportunities:

- In discussion with the proponent there may be an opportunity to utilize the planned artificial turf surface at Minoru Park for 'pay for play' day time field usage (the proponent expressed a willingness to provide transportation to off site recreational facilities e.g. Basketball Centre at Riverport).
- The Lacrosse box at Steveston Park can be used for day time usage with the requirement for increased maintenance of the site.
- Nearby City-owned school/park sites such as Westwind Park or Manoah Steves Park may be alternative sites for field sport recreational programs.
- Conversion of the Steveston Park Baseball outfield to artificial carpet turf to accommodate unlimited outdoor recreational open space and potentially serve as a practise space for school and community field hockey programs.

The proponent has expressed a willingness to negotiate through a joint use agreement for indoor and outdoor recreational space. It is proposed that through this process open space could be identified to accommodate the proposed facility.

## Recreation and Cultural Services

There are several questions or issues that need to be addressed with this rezoning proposal:

1. Traffic entrance and egress - where will these points be and how will they align with the entrances to the Community Centre property on the opposite side?
2. Parking - will there be sufficient parking (short and long term) or will there be overflow possibilities onto the City site?
3. Increase in demand for playing fields - typically when a school site is added there is some increase in the supply of playing fields. With no open space as part of this project, there will be a change in the traditional balance in the provision of park land.
4. The prospective use of park and recreation space by the school is still unknown. What will be the demands on space with fairly large developments (BC Packers/Steveston Academy) expected so near to the existing Community Centre? The City will be reluctant to enter into long term agreements that will put at risk the ability to respond to future community need, the highest priority. However, short to medium term arrangements are likely to be accommodated in space that is available during the typical school week including "after school hours".
5. The support of the Steveston Community Society. Programming for the Steveston Community Centre operates under a partnership with the Steveston Community Society for its operational management of the facilities. At this point, the Society holds some reservations with regard to the Community Centre participating in a joint facility use arrangement with the Steveston Academy. Discussions are ongoing with Steveston Academy and there is a likelihood that some of their facility-based Physical Education programs will be able to be provided at the Steveston Community Centre under either joint use or facility rental arrangements.

## **Analysis**

### Traffic and Transportation

The parking requirements, proposed access scheme and internal circulation were a result of the analysis in the traffic and parking study prepared by Bunt & Associates Engineering Ltd. They are intended to meet the site's traffic demands at peak capacity. Steveston Academy representatives have indicated that they will take an active role in ensuring that parent drivers do not abuse neighbouring parking facilities when dropping off students at the school. They have also indicated that they will impose a no driving regulation for students who are at the legal driving age to reduce the overall number of cars frequenting the site.

There is an opportunity to rationalize the access to both Steveston Academy and the Steveston Community Centre parking lot by consolidating them at a single location. The applicant will explore this further with the Steveston Community Association and the City. Staff have required traffic calming measures to be installed on Moncton Street as part of this development at appropriate locations.

The current proposal modifies the conceptual road right of way plan for the west side of the former BC Packer's office building. Rather than a fully closed road greenway with a pedestrian pathway, this proposal would result in a right-of-way containing a smaller landscaped greenway with pedestrian walkway, a driveway access and an access to the City's Community Mixed Use site. The Academy would retain ownership of the eastern 10 m (32.81 ft.) of their lot in order to meet their side yard setback requirements for the existing building, while the western 7 m (23 ft.) would be transferred to the City as a lot. A legal agreement would be set up as a condition of final reading to ensure that the City acquires, at no cost, the 10 m (32.81 ft.) strip should the educational/ institutional use on the site be discontinued. A legal agreement will also be required to ensure that no additional building construction will occur within the 10 m strip. A public right of passage agreement and a right-of-way will also be required for this area.

### Park Open Space and Use of Community Facilities

While private educational institutions typically receive some level of funding support from the Provincial Government, they do not receive the benefit of funding for land acquisitions. Vacant lots large enough to support both a school and its related open space needs are increasingly rare within Richmond's more urban areas and land assembly is costly. Consequently, many private educational institutions have tended to seek industrial or agriculturally zoned sites where land costs are lower even though support services are significantly more limited and the schools more isolated from the communities they serve.

Steveston Academy has expressed a desire to be a community based school and have some access to the range of services in the area. With a limited amount of available land and unable to provide playfields and a gymnasium on their own site, the Steveston Academy has indicated their desire to utilize the facilities of the Steveston Community Centre and Steveston Park to satisfy some of their curriculum needs. Academy representatives have prepared a draft Joint Use Agreement Proposal to stimulate discussion and provide a framework for moving toward a possible use agreement with the Community Centre and City.

Given the Steveston Community Centre's mandate to serve the greater Steveston community and the uncertainty of future use demands as the BC Packers site builds out, Steveston Community Centre staff have expressed reservations about entering into any long term agreements with the Steveston Academy. While some interim agreement with the Steveston Community Centre may be possible, the longer term uncertainties suggest that agreements between the Academy and other facilities/organizations will likely be necessary.

The staff comments from Parks Design, Construction & Programs do suggest that alternative City facilities could potentially accommodate some of the Academy's needs. It is expected that negotiations along these lines will likely take place. Academy representatives have indicated that they are also exploring access arrangements at non-City facilities for some of their physical education/outdoor recreation program needs.

Although to the date of this report, no agreements have yet been reached on the use or availability of any of the City's Community Centre facilities, nor to staff's knowledge, with any



other organizations for use of their respective facilities, it appears that alternative solutions do exist and are actively being explored by the proponents if only to meet the expectations of their future clientele. Staff believe that most, if not all, of the remaining identified technical concerns with the proposed rezoning can be addressed through the series of requirements identified in this report.

### Additional Requirements

In addition to those requirements already specified in this report, the following requirements have also been identified. As an institutional use, a development permit is not required as per the Local Government Act. Consequently, these requirements are proposed as conditions of the final reading of the rezoning.

- Approval of the Development Variance Permit relaxing of the building and parking setbacks along Ewen Avenue and Moncton Street (including the submission of a detailed landscaping plan for the dedicated parcel to the west of the site);
- An encroachment agreement for the second storey building overhang into the public right of passage;
- A covenant to limit the number of students attending the facility.

### Options and Recommendations

#### **Option 1: Endorse The Rezoning Application As Caveated By The Satisfying Of Conditions Prior To Final Reading As Stated In This Report (*Recommended*)**

##### Pros:

- Does not unduly delay redevelopment of the site if the final reading conditions are satisfied;
- Potential for strengthening, enhancing and contributing to the Steveston community;
- Fills an apparent need within Richmond;
- Creates the potential for joint use agreements; and
- Retains the former BC Packer's office building on site as a functioning facility in the longer term.

##### Cons:

- Will result in more traffic than would be generated by the 24 residential units that the school replaces;
- Reduces the size of the greenway originally planned for west of the subject site;
- Accelerates the need for signalization at Railway Avenue and Moncton Street; and
- Requires amendments to the Development and Servicing Agreements approved for the BC Packers site.

**Option 2: Reject the Rezoning Given The Potential Impacts Upon The Community And The Lack Of On-Site Facilities**

## Pros:

- Does not impose additional use demands upon the Steveston Community Centre facilities or Steveston Park;
- No additional traffic impacts over those projected for the BC Packers site redevelopment plan;
- The existing Development and Servicing Agreements would still stand; and
- The original greenway west of the site would still be required.

## Cons:

- Loses a potential asset to the Steveston Community; and
- Removal of the former BC Packer's office building.

## Consequence:

- The City may need to develop facility standards for private schools.

**Financial Impact**

Undetermined. Any agreements for joint use between the Steveston Academy, the City and the Steveston Community Association would likely involve revenues for the City/Centre in the form of user fees.

**Conclusion**

Staff have concluded that most of the technical concerns with the proposed rezoning and subsequent redevelopment of the former BC Packers office building for the use by Steveston Academy either have, or can be addressed. In principle, staff believe that the proposed rezoning has merit. While there are concerns regarding the impacts of the proposal on the Steveston Community Centre and Steveston Park it is felt that these can largely be addressed either through agreements with the City or through agreements between the Academy and other external agencies/organizations.



David Brownlee  
Planner 2

DCB:cas

There are requirements to be dealt with prior to final adoption:

**Legal requirements, specifically;**

1. Amendment of the engineering drawings attached to the Servicing Agreement to reflect the new lot configuration, driveway accesses and additional off site works (e.g. upgrading Moncton Street frontage with curb extensions on both sides of the street and a pedestrian crossing; relocation of the Steveston Community Centre access; construction of access to community mixed use site).
2. Amendment of the Development Agreement to reflect the change in the scope of the works.
3. Discharge or amendment of the covenant restricting access from Moncton Street.
4. A Development Variance Permit for relaxation of the building and parking setbacks.
5. An encroachment agreement for the second storey building overhang.
6. A covenant limiting the number of students attending the facility to 400.
7. A public right-of-passage agreement for the western 10 m (32.81 ft.) of the site (east of the 7.0 m/ 23 ft. being granted to the City as a lot for road purposes).
8. An agreement for dedication of the 10 m (32.81 ft.) strip of land should school use be discontinued and the removal of any existing building encroachments this area.
9. A covenant ensuring no new building construction within the 10 m strip.
10. Transfer to the City the 7 m (22.97 ft) wide parcel along the west side of the school property.

**Other requirements, specifically;**

1. Provide evidence that the site design considerations outlined in this report are to be addressed.

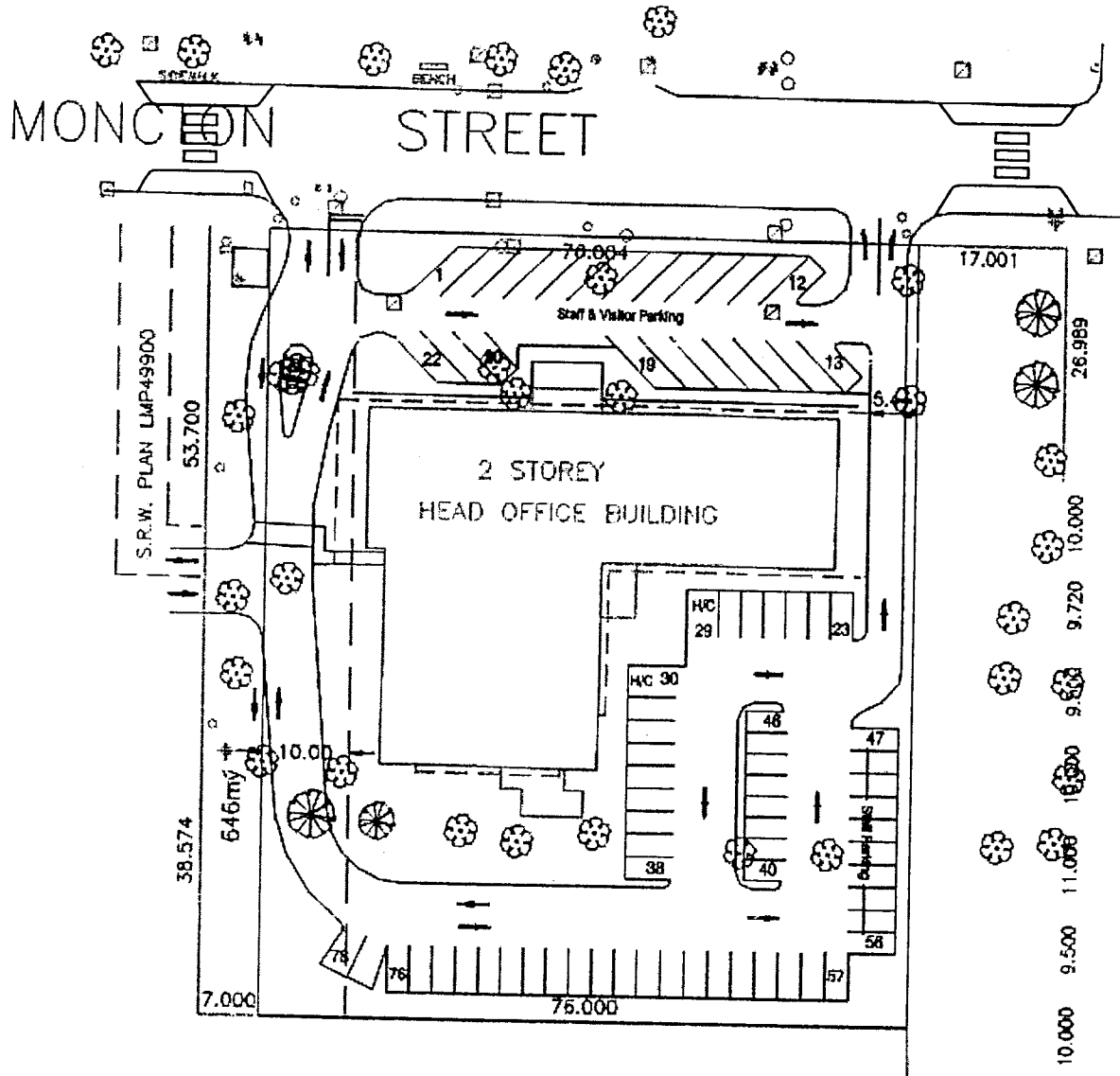
**Additional Issues:** Note that these are not requirements to be dealt with prior to final adoption but stand as acknowledgement of commitments by the applicant / operators.

1. That the Academy provide a copy of the “no driving to school policy” for students to the City.
2. That the Academy provide a letter outlining the school’s mechanism for managing pick-up/drop-off as indicated in the report.

## List of Attachments

- |              |   |
|--------------|---|
| Attachment 1 | Location Map                                  |
| Attachment 2 | Proposed Site Plan                            |
| Attachment 3 | Proposed Subdivision Plan                     |
| Attachment 4 | Original Concept Plan For The BC Packers Site |





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N.T.S.

B U N T  
& ASSOCIATES

Proposed Site Plan  
Steveston Academy - Richmond, BC

Exhibit

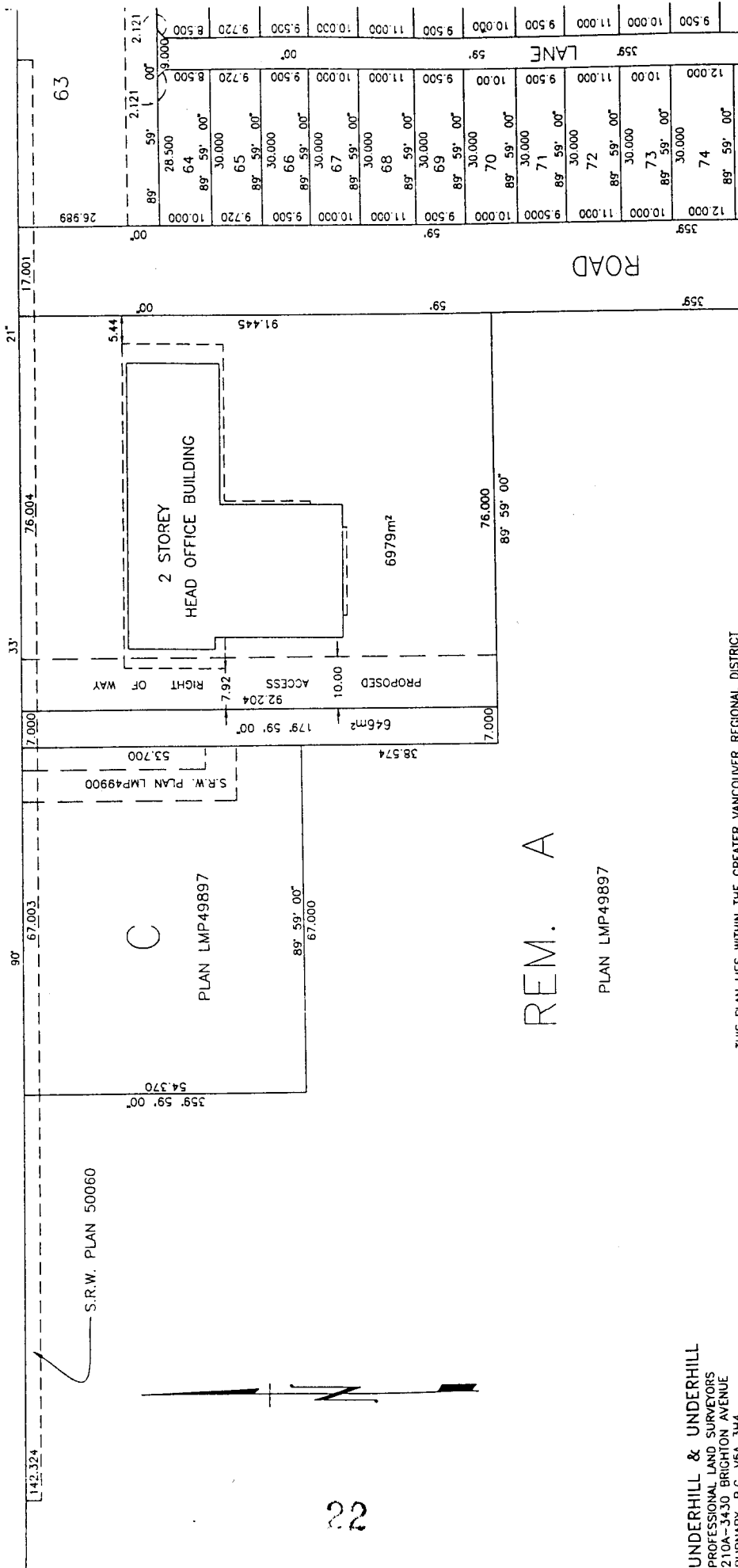
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PROPOSED SUBDIVISION PLAN OF A PORTION OF LOT A  
 PLAN LMP49897, SECTION 11, BLOCK 3 NORTH  
 RANGE 7 WEST, GROUP 1, N.W.D.  
 B.C.G.S. 92G-015

SCALE 1:750



MONCTON STREET



S.R.W. PLAN 50060

PLAN LMP49897

REM. A

PLAN LMP49897

UNDERHILL & UNDERHILL  
 PROFESSIONAL LAND SURVEYORS  
 210A-3430 BRIGHTON AVENUE  
 BURBANY, B.C. V5A 3H4  
 TEL. (604) 732-3384

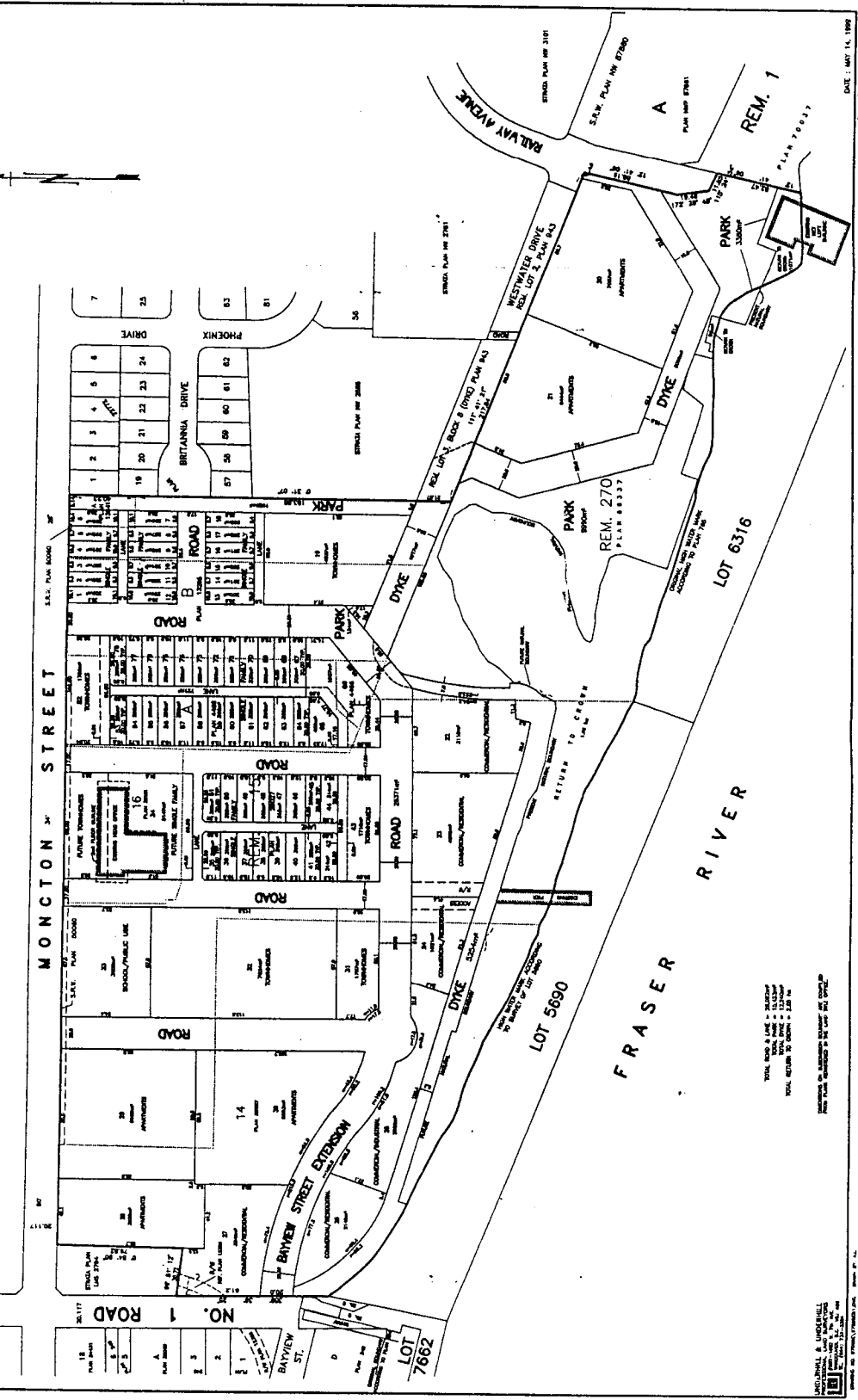
THIS PLAN LIES WITHIN THE GREATER VANCOUVER REGIONAL DISTRICT

V02004\STEVESON\_ACADEMY\_SUB\_R3.DWG

H-032 R3

PLAN OF PROPOSED SUBDIVISION OF:  
 LOT 14, PLAN 29027; LOT 15 EXCEPT: PART SUBDIVIDED BY PLAN 32161, PLAN 29027;  
 LOT 16, PLAN 32161; PARCEL A (EXPLANATORY PLAN 13641) OF LOT A, PLAN 13295;  
 LOT 270 EXCEPT: FIRSTLY, PART SUBDIVIDED BY PLAN 70037, SECONDLY, PART DEDICATED ROAD ON PLAN NWP87859, PLAN 66337;  
 LOTS A AND F, PLAN 4466; LOT B, PLAN 13295;  
 PARCEL ONE (REFERENCE PLAN 12306) OF PARCEL A OF LOT 8, PLAN 765;  
 PART OF LOTS 2 AND 3, PLAN 943;  
 ALL OF SECTION 11, BLOCK 3 NORTH, RANGE 7 WEST, NEW WESTMINSTER DISTRICT

SCALE 1:1000



TOTAL ROAD & LAKE = 24.0000  
 TOTAL PUBLIC USE = 13.0000  
 TOTAL RETURN TO DONOR = 2.0000  
 TOTAL AREA = 39.0000

INDUSTRIAL & UNDERWELL  
 11000 110th Street, New Westminster, B.C. V3M 2G2  
 TEL: 604-273-1100  
 FAX: 604-273-1101

DATE: MAY 14, 1999  
 G-511 R3





**Richmond Zoning and Development Bylaw 5300  
Amendment Bylaw 7348 (RZ 02-202372)  
A Portion of 4020 Moncton Street**

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

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area and by designating it **ASSEMBLY DISTRICT (ASY)**:

That area shown cross-hatched on "Schedule A attached to and forming part of Bylaw 7348".

2. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7348"**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

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\_\_\_\_\_

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\_\_\_\_\_

\_\_\_\_\_

CITY OF RICHMOND
APPROVED for content by originating dept.
HB
APPROVED for legality by Solicitor

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY CLERK

