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**To:** Richmond City Council **Date:** May 24<sup>th</sup>, 2002  
**From:** Councillor Bill McNulty **File:** 8060-20-7370  
Chair, Planning Committee  
**Re:** APPLICATION BY HOTSON BAKKER ARCHITECTS FOR AMENDMENT OF THE OFFICIAL COMMUNITY PLAN AND REZONING OF 14791 STEVESTON HIGHWAY FROM "ATHLETICS AND ENTERTAINMENT DISTRICT (AE)" TO "COMPREHENSIVE DEVELOPMENT DISTRICT (CD/134)"

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The Planning Committee, at its meeting held on May 22<sup>nd</sup>, 2002, considered the attached report, and recommends as follows:

**Committee Recommendation** (Cllr. Greenhill opposed to Parts (1) to (4) of the recommendation)

- (1) *That Bylaw No. 7371, to amend Official Community Plan Bylaw No. 7100, to:*
  - (a) *Redesignate 14791 Steveston Highway:*
    - i) *From "Commercial" to "Mixed Use" in Attachment 1 to Schedule 1, and*
    - ii) *From "Commercial" to "Limited Mixed Use" in Attachment 2 to Schedule 1, and*
  - (b) *Amend the Regional Context Statement to identify the Riverport Area as a mixed use centre, including limited residential uses,*  
*be introduced and given first reading.*
- (2) *That Bylaw No. 7371, having been considered in conjunction with:*
  - (a) *the City's Financial Plan and Capital Program;*
  - (b) *the Greater Vancouver Regional District (GVRD) Solid Waste and Liquid Waste Management Plan;**is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.*
- (3) *That Bylaw No. 7370, for the rezoning of 14791 Steveston Highway from "Athletics and Entertainment District (AE)" to "Comprehensive Development District (CD/134)", be introduced and given first reading.*
- (4) *That no additional residential development be approved in the Riverport Area until an Area Plan for this area is completed.*
- (5) *That an Area Plan be undertaken for the Riverport Area.*

Councillor Bill McNulty, Chair  
Planning Committee

VARIANCE

Please note that staff recommended the following:

- (1) That Official Community Plan Amendment Bylaw No. 7371, to amend Official Community Plan Bylaw No. 7100, to:
  - (a) Redesignate 14791 Steveston Highway:
    - i) From “Commercial” to “Mixed Use” in Attachment 1 to Schedule 1, and
    - ii) From “Commercial” to “Limited Mixed Use” in Attachment 2 to Schedule 1, and
  - (b) Amend the Regional Context Statement to identify the Riverport Area as a mixed use centre, including limited residential uses,  
be introduced and given first reading.
- (2) That Bylaw No. 7371, having been considered in conjunction with:
  - (a) the City’s Financial Plan and Capital Program;
  - (b) the Greater Vancouver Regional District (GVRD) Solid Waste and Liquid Waste Management Plan;is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.
- (3) That Bylaw No. 7370, for the rezoning of 14791 Steveston Highway from “Athletics and Entertainment District (AE)” to “Comprehensive Development District (CD/134)”, be introduced and given first reading.
- (4) That the Public Hearing be held after the GVRD’s comments are received and staff comment on them in a report back to Planning Committee.
- (5) That no additional residential development be approved in the Riverport Area until an Area Plan for this area is completed.
- (6) That an Area Plan be undertaken for the Riverport Area.

## Staff Report

### Origin

Hotson Bakker Architects has made an application to amend the Official Community Plan and rezone 14791 Steveston Highway in order to allow for residential uses. The site is along the waterfront east of the Riverport Entertainment Complex (**Attachment 1**).

The applicant proposes to create a unique waterfront community consisting of rental housing, market condominiums, athletes' dormitories, restaurant and offices. Public open space in the form of waterfront walkways, plaza areas and marine piers are proposed throughout the site.

### Findings of Fact

Item	Existing	Proposed
Owner	Legacy Park Land Ltd.	Unknown at this time
Applicant	Hotson Bakker Architects	No change
Site Size	2.08 hectares (5.15 acres)	Potential subdivision to 4 lots ranging in size from 0.10 ha (0.25 acres) to 0.63 ha (1.56 acres)
Land Uses	Vacant	Commercial, residential, dormitory and recreation uses
OCP Designation	Commercial	Mixed Use
Zoning	AE (Athletics and Entertainment)	CD (Comprehensive Development)
ESA Designation	Yes	Yes

### Site Context

The site, which is located along the waterfront, is separated from the Riverport Entertainment Complex by a 30 metre (100 feet) CN Rail right-of-way. It is surrounded by the following land uses:

- North: City owned properties that are zoned AE and designated "Commercial"
- South: Fraser Wharves, zoned "Light Industrial District (I2)"
- West: CN Rail right-of-way and Riverport Entertainment Complex (zoned AE)
- East: City owned property zoned AE; Fraser River

### Previous Applications

The subject properties were rezoned to "Athletics and Entertainment (AE)" from "Light Industrial District (I2)" in 1997 as part of Rezoning Application #RZ 97-117077.

In 1998, the City and property owner of the subject sites, Legacy Park Land Ltd., completed a subdivision and land exchange (SD 97-122612) to create the current parcels. A strip of land between the two parcels was given to the City for dyking and to provide access to 3.6 ha (9.0 acres) of City-owned lands to the north of the subject site.

A Development Permit application (DP 97-122639) followed because the subject properties that were subdivided are designated as Environmentally Sensitive Areas (ESA's). The Development Permit was issued by the City to allow the subdivision to proceed provided that identified ESA's in the eastern portion of the area and on parts of the shoreline were preserved.

A Development Permit (DP 99-170431) was also issued for a concert hall on this site after Council approval on January 24, 2000. That Development Permit lapsed on January 24, 2002.

### **Project Description**

The applicant proposes five buildings on the site to accommodate residential, dormitory, commercial, childminding, and community meeting space. A Site Plan is included as **Attachment 2**.

### Proposed Uses

The proposed building at the north end of the site would be a four-storey dormitory building. The ground floor would contain a childminding facility and meeting room. The three floors would contain a total of 30 rooms for visiting athletes and coaching staff who would use athletic facilities at Riverport. Each room would accommodate between 2 and 4 persons for a total of 108 beds.

The rental building would accommodate 110 units in a four-storey building above an underground parking structure. The proposed unit mix is as follows:

- 19 studio units (36.6 m<sup>2</sup> (394 sq. ft.) in size)
- 60 one-bedroom units (ranging from 52.5 m<sup>2</sup> (565 sq. ft.) to 52.9 m<sup>2</sup> (569 sq. ft.) in size)
- 31 two-bedroom units (ranging from 72.4 m<sup>2</sup> (779 sq. ft.) to 77.2 m<sup>2</sup> (831 sq. ft.) in size)

The market condominium would consist of two, four-storey buildings above an underground parking structure. The buildings would accommodate a total of 114 units in the following mix:

- 13 studio units (47.1 m<sup>2</sup> (507 sq. ft.) in size)
- 57 one-bedroom units (ranging from 61.2 m<sup>2</sup> (659 sq. ft.) to 77.4 m<sup>2</sup> (833 sq. ft.) in size)
- 44 two-bedroom units (ranging from 81.5 m<sup>2</sup> (877 sq. ft.) to 98.6 m<sup>2</sup> (1,061 sq. ft.) in size)

The proposed Port Building would be a two storey building at the south end of the site and contain:

- 482 m<sup>2</sup> (5,187 sq. ft.) of ground floor restaurant space, and
- 226 m<sup>2</sup> (2,439 sq. ft.) of offices in the second floor.

Building Statistics

Building	Proposed Uses	Building Area	Off-Street Parking Spaces Provided	Site Area	Floor Area Ratio (Based on net site area)
Bldg. 1	108 – Bed Athletes' Dormitory, Child Minding Facility, Community Meeting Rooms	1,356.8 m <sup>2</sup> (14,605 sq. ft..)	23 spaces	1,014.8 m <sup>2</sup> (10,924 sq. ft..)	1.34
Bldg. 2	110 – Unit Rental Housing Building	7,457.8 m <sup>2</sup> (80,278 sq. ft..)	149 spaces	4,770.2 m <sup>2</sup> (51,348 sq. ft..)	1.56
Bldg. 3 & 4	114 – Unit Condominium Building (No Rental Units)	9,300.6 m <sup>2</sup> (100,114 sq. ft..)	158 spaces	6,334.3 m <sup>2</sup> (68,184 sq. ft..)	1.47
Bldg. 5	Port Building with Ground Floor Restaurant and Second Floor Offices	708.5 m <sup>2</sup> (7,626 sq. ft..)	22 spaces	2,064.8 m <sup>2</sup> (22,226 sq. ft..)	0.34
Totals		18,823.7 m <sup>2</sup> (202,623 sq. ft..)	352 spaces	14,184.2 m <sup>2</sup> (152,682 sq. ft..)	1.33

The proposal also includes the construction of the following public amenities, both on the subject site and on adjacent lands or waterlots:

- Public rights-of-passage over all parts of the site not occupied by buildings;
- A 4.5 m (15 ft.) waterfront walkway;
- A childminding facility, providing 193 m<sup>2</sup> (2,076 sq. ft..) of indoor area and 182 m<sup>2</sup> (1,961 sq. ft..) of outdoor area, intended primarily for employees of and visitors to Riverport;
- An 18.3 m (60 ft.) ramp and 139.4 m<sup>2</sup> (1,500 sq. ft..) floating dock at the foot of Steveston Highway that can accommodate 2 to 4 boats;
- A pedestrian overpass (approximately 7.0 m (23 ft.) clearance) over the CN Rail right-of-way to connect the subject site to the Riverport Entertainment Complex;
- Three waterfront public plaza areas located:
  - at the east end of Steveston Highway,
  - in front of the market condominium building, and
  - at the foot of the pedestrian overpass alignment;
- A 74.3 m<sup>2</sup> (800 sq. ft..) meeting room for community use;
- A 15 m (49.2 ft.) wide public road along the east side of the CN Rail right-of-way, with the potential to loop through adjacent City-owned lands to Triangle Road.

The applicant seeks several variances to City bylaws and typical standards, including the number of required parking stalls and width of a road right-of-way. These variances will be discussed further in this report.

## City Staff Comments

The application was circulated to a number of internal departments for review and comment. The main comments are noted by issue below:

### Overall Concerns

This proposal raises the following concerns:

- (1) A Land Use Change & Creating A New Waterfront Residential Community
  - It involves a significant change in land use: namely residential, which also means creating a new residential community in a place not before envisioned.
  - When Riverport was developed, it was never envisioned to include residential uses because it is quite isolated from services and facilities that would serve a resident population (e.g. local commercial services, schools, public transportation, etc.).
  - Residential uses could be heavily impacted by noise from the CN rail line when it becomes active, the existing entertainment complex, and a potential amphitheatre on nearby lands.
  
- (2) Managing the Area
  - Currently, the OCP does not promote the development of Riverport as a new residential community.
  - If the proposal is to be approved, it will mean that the City will be shifting:
    - from managing the area just as an entertainment and sports centre
    - to managing the area as both:
      - an entertainment and sports centre, and
      - a residential community.
  - There are challenges to successfully integrating such a mix of land uses.
  
- (3) How to Achieve the Change
  - All development must be consistent with the City's:
    - OCP Bylaw, and
    - Zoning Bylaw.
  - The City's OCP Bylaw must be consistent with the GVRD Livable Region Strategic Plan (LRSP).
  - Accordingly, if the proposed development and any others like it are to be approved the following must occur, ideally in the following order:
    - Firstly, the City's Regional Content Statement (RCS) in the OCP must be amended to change the City's planning and management approach for this area to allow the proposed residential uses. In doing so the City would be:
      - indicating that the Riverport area is acceptable for residential community development.
      - explaining why it is acceptable and how it will be successfully achieved.
    - Secondly, the OCP text and maps must be amended to redesignate the Riverport area as an acceptable place for the proposed residential development.

- Thirdly, the Zoning Bylaw must be changed to allow the proposed uses.
- As the comparison table below indicates, the proposal is a change from the scope of the Athletics and Entertainment (AE) zone in three key ways:
  - land use,
  - density and
  - parking for residential uses.
- The following table compares this proposal to the Zoning Bylaw.

	<b>AE Zone Requirements</b>	<b>Proposed Development</b>
Land Uses	The extent of living accommodation permitted is limited to dormitories, hotels, and caretaker accommodation.	This proposal includes 224 permanent residential dwelling units in the form of rental housing and condominiums.
Maximum Floor Area Ratio	1.0 (measured on net site area)	Ranges from 0.34 to 1.56 (measured on net site area). The average site floor area ratio is 1.33.
Parking for Residential Uses	Zoning Bylaw requires: <ul style="list-style-type: none"> <li>• 1.5 parking spaces per multi-family dwelling unit; and</li> <li>• 0.2 visitor parking spaces per dwelling unit.</li> </ul>	Applicant proposes: <ul style="list-style-type: none"> <li>• 1 parking space for studio units;</li> <li>• 1.3 parking spaces for one-bedroom units;</li> <li>• 1.5 parking spaces for two-bedroom units.</li> </ul>

Child Care Facility

- A childminding facility is proposed to be located at the north end of the site, which seems rather remote and isolated for use by employees and visitors to the Riverport Area, and other City residents who may wish to use these spaces.
- It is proposed that the facility will be:
  - built by the developer,
  - owned and leased by the developer, and
  - operated by a licensed operator.

Parks and Open Space

- The City’s Waterfront Amenity Strategic Group has been developing a long-range vision for the City’s waterfront areas. The group’s preliminary vision for this area is a park/recreation area that is an extension of the entertainment complex.
- There should be more integration of the waterfront site with the entertainment complex and greater openness along the water’s edge.
- The proposed buildings should be set back further from waterfront walkway (e.g. at least 3 metres from the edge of the right-of-way).

- The proposed 4.5 metre (15 ft.) wide pedestrian waterfront walkway should be widened further, given the potential of this area to be a major destination.
- Proximity of a potential amphitheatre to the north will generate noise impacts on the proposed residential uses.

#### Parking and Transportation

- The applicant is proposing to provide 352 parking spaces, which falls short of bylaw requirements by 101 spaces, or 22.3%. Therefore, a variance is required.
- The new roadway fronting the development is to be dedicated to the City and constructed to full City standards.
- The new road right-of-way requires a variance from 17.0 metres to 15.0 metres. The applicant should confirm that the proposed 15.0 metre right-of-way can accommodate all necessary utilities.
- A vehicular turnaround is required at the north end of the new road and end of Steveston Highway.
- The provision of a secondary access for emergency vehicles to access the proposed development is required. The applicant will be required to enter into agreements with adjacent property owners (namely CN Rail, the owners of the Riverport Entertainment Complex and the City) for the use of their lands to provide emergency access to the site. The emergency access route will be constructed to City standards.
- Pedestrian connections between the subject site and the Riverport Entertainment Complex must be provided by the applicant and be integrated into the proposed pedestrian walkway system on both sides of the CN Rail right-of-way.
- A financial contribution of \$291,600, which reflects the proportion of additional traffic loading from this development on the Steveston Highway Interchange, is requested over and above normal Development Cost Charges.
- The applicant is asked to consider the dedication of a 35 m x 35 m corner cut at the southeast corner of No. 6 Road and Triangle Road to mitigate the impact of non-farm traffic on the agricultural lands and to provide better access to the facilities at the north end of the Riverport Entertainment Complex.
- Steveston Highway and the Steveston Interchange represent the only access to the Riverport Area that does not rely on the use of local roads traversing the ALR. The Steveston Interchange experiences significant congestion, particularly during peak travel periods. Funding remains a major impediment to securing a long term upgrading strategy. The City lacks the financial means (through the current DCC Program) to effect any significant improvements to this interchange. The City is in the process of developing a long-term funding strategy for improvements to the Southeast Richmond arterial road network (including Blundell Road and Steveston Highway) which will require participation from Translink, the Province and the private development community.

#### Dyking

- It is necessary that a 20 metre dyke right-of-way with an 8 metre wide crest to accommodate two-way traffic for dyke maintenance vehicles, be provided.
- Buildings should be set back a minimum of 3 metres from the dyke right-of-way.



- There is to be no landscaping with significant root structures that could damage the dyke's integrity.

#### Sanitary Sewer

- There is no municipal sanitary services in this area. The Riverport Entertainment Complex is serviced by a private sewage treatment plant.
- An amendment to the existing permits and/or registration that have been issued by the Ministry of Water, Land and Air Protection is required to specify the addition of residential uses to be serviced by the private treatment facility.

#### Water

There is a central water system that is deemed adequate to handle the proposed development.

#### Storm Sewer/Drainage

The area is serviced by storm sewer and drainage systems which are deemed to be adequate for the proposed development.

#### Environmental Concerns

##### *FREMP*

As a condition of Fourth Reading, FREMP approval must be received for structures located on the water side of the dyke (in the waterlot).

##### *Environmentally Sensitive Areas (ESAs)*

Issues associated with the site's designation as an Environmentally Sensitive Area (ESA) were resolved in the previous Development Permit (DP) application. If there are any outstanding ESA issues, these can be addressed in the forthcoming DP application.

#### **Consultation**

The application was also circulated to a number of external agencies for review and comment.

#### Greater Vancouver Regional District

The OCP amendment bylaw to accommodate the proposed development must be forwarded to the GVRD for their comment. The GVRD will be requested to approve the proposed OCP bylaw (Regional Context Statement) amendment. If it does not approve, an appeal procedure is available for Council to pursue. Hence, information on the development was sent to the GVRD for preliminary review.

The GVRD expressed concerns from a regional growth management perspective and principles based on the Livable Region Strategic Plan (LRSP). It points out that the proposed development is not consistent with the Regional Context Statement (RCS) for Richmond that is included in the current OCP that was adopted in 1999.

The GVRD's comments are included in **Attachment 3**.

The proposal is inconsistent with the LRSP objectives, as follows:

- Achieve a Compact Metropolitan Region
  - The proposed development exceeds the assigned dwelling unit capacity to Riverport.
  - Requires City's resources to be directed away from existing neighbourhoods and into this proposed unforeseen development.
- Protecting the Green Zone
  - May cause land use conflicts with the Provincial Agricultural Land Reserve.
- Building Complete Communities
  - The proposed development is completely detached from existing neighbourhoods, schools, community services and parks. Many car trips are anticipated.
- Increase Transportation Choice
  - As the proposed development is isolated, walking, transit and cycling access will be difficult.
  - Road network is already strained and not designated to handle residential development.

The GVRD advises that if the City proceeds with the OCP amendment and rezoning, an amended RCS needs to be forwarded to the GVRD Board for their consideration and ideally, their approval.

#### Advisory Design Panel

The application was presented to the City's Advisory Design Panel for preliminary review on May 8, 2002. It was noted that the overpass is not accessible to persons in wheelchairs and that it could be visually overwhelming due to its height. Design Panel members expressed a desire that CN Rail be encouraged to allow at-grade crossings instead of the overpass. The applicant was generally encouraged by the Design Panel to continue developing the details of the development concept.

#### Ministry of Water, Land and Air Protection

The private sewage treatment plant at Riverport is currently registered under the provisions of the *Municipal Sewage Regulation*. The addition of new residential uses to be serviced by the plant requires an amendment to the registration. The Ministry requires the applicant to:

- Submit proof of security based on the volume of discharge generated by the entire Riverport Complex (both existing commercial and new residential uses). The security is to be used to ensure that maintenance and repair is done in a timely manner so that residents are not severely impacted in the event of a plant failure;

- Submit proof of the establishment of a Capital Replacement Fund to ensure that there are adequate funds available to eventually replace the plant when it reaches the end of its life cycle.

Ministry staff did not cite any concerns or reservations about servicing residential uses with a private treatment plant. The *Municipal Sewage Regulation* is a new regulation that replaces an old permit system. The new regulations are more stringent to ensure that residential interests are better protected.

#### Child Care Development Board

The Child Care Development Board questioned the viability of childminding at this location as childminding in the City, in general, has not been overly successful. The Board suggested that the developer consider paying cash-in-lieu of providing a child care facility so that the funds may be used to develop child care in areas of greater need.

If the developer wishes to provide the space, the Board suggests that the developer ensure that the space is flexible enough to carry out different forms of child care such as summer school age programs, infant care, etc.

#### Community Care Facilities Licensing (Richmond Health)

The plans submitted by the applicant generally appear to meet the requirements for a childminding facility.

The applicant is required to meet with Provincial Licensing (Health ) staff in the more detailed design of the childminding facility to ensure that plans meet their design guidelines.

#### Richmond School District

There is available capacity at both the elementary and secondary school levels to accommodate any school aged children who may reside in the Riverport Area.

#### Fraser River Port Authority

The Fraser River Port Authority (FRPA) has jurisdiction over the navigable parts of the river, including those that are over fee simple lands. The FRPA has indicated that they do not object to the proposed residential uses in this area; however, they are concerned about the potential conflict between the CN rail right-of-way and the residential community.

The FRPA notes that the conflict between truck traffic and automobile traffic would increase as a result of this traffic.

### CN Rail

CN Rail advises that the rail line behind the subject site that will ultimately connect the Fraserport Lands to Fraser Wharves is anticipated to be built within the next three to five years. (See **Attachment 4**). They advise that given the proximity of residential uses to the rail line, noise attenuation measures must be used in the design of residential buildings.

### The Corporation of Delta

The Corporation of Delta notes that on the Delta side of the Fraser River, immediately across from Riverport, there are heavy industrial uses. Delta is concerned that the normal operation of existing and future industries in riverside areas zoned for industrial use may be constrained by complaints from new residents in the Riverport Area who have a clear view of these industries. It was suggested that a covenant be placed on these lands to warn future residents of potential noise from Delta's industrial areas.

## **Analysis**

### **Creating a New Waterfront Residential Community**

#### Issues

The subject properties are currently designated:

- in the OCP as: "Commercial" use, and
- in the Zoning Bylaw as "Athletics and Entertainment District (AE)" Zone.

Under both the OCP and zoning designations for the Riverport Area, permanent residential uses are not permitted.

The only forms of living accommodation that are permitted as outright uses in the zone are dormitories, hotels and caretaker residential accommodation (limited to one such unit per lot).

Riverport was never envisioned to include any permanent residential uses. Consequently to date, there has been no:

- full public discussion on whether residential uses are desired by the community at this location.
- study on the impacts of residential uses on the area.
- study on how best to achieve a successful mix which involves both:
  - an entertainment and sports centre, and
  - a residential community.

Furthermore, surrounding existing and potential uses (including the entertainment complex, a proposed rail line, and a potential amphitheatre) appear to be in direct conflict with peace and quiet needed for residential uses.

Staff are concerned that it will be difficult to mitigate the impacts of surrounding AE uses on the residential uses in the area.

As well, other developers have expressed interest in developing additional permanent residential units in this area if this proposal is approved.

It is noted that the GVRD's comments need to be addressed.

#### Applicant's Response

The applicant's rationale for providing permanent residential uses is to create affordable rental housing and condominium units targeted (although not exclusively assured) towards employees of Riverport. Prior to submitting the application, the applicant conducted a survey of employees which demonstrated a desire to live in the area close to work and amenities.

The establishment of a permanent residential base and associated public amenities in the area is also seen as helping to support the facilities at Riverport and create a lively waterfront experience.

#### Observations

The choices before the City are either to:

- Not to approve residential uses in Riverport; or
- Approve residential uses in Riverport.

If residential uses are accepted for the Riverport Area, there are two ways to proceed:

- Incrementally, without comprehensively addressing the above issues, or
- Comprehensively by preparing an Area Plan.

With an Area Plan, there would be:

- An overall agreed upon vision for the area;
- An integrated set of goals, objectives, policies and design standards for land uses, servicing, infrastructure and amenities;
- Establishment of the acceptable types and amounts of development (including residential);
- Provision for a necessary range of community facilities and services to complement residential uses;
- Overall nuisance management policies (e.g. identification of acceptable and unacceptable uses); and
- Coordinated land use, servicing and environmental interests in the Riverport Area.

The premise is that if the residential component of this proposal and others like it are to occur, then it is necessary to do it properly, with an Area Plan, and not incrementally, without a coordinated vision and decision-making framework.

The Area Plan approach will also show that the City is prepared to responsibly develop, manage and service a new residential area within the City and GVRD region and thus successfully integrate it into the LRSP and OCP Regional Context Statement.

## **Impact of Residential Uses on Need for Services**

### Issues

The presence of residential uses in the Riverport Area will generate demand for local neighbourhood services such as grocery stores, personal services, medical offices, etc. The closest area where residents could meet their local shopping needs is Ironwood Shopping Centre at Steveston Highway and No. 5 Road.

The Richmond School Board has indicated that there is adequate capacity within area schools to accommodate any students living at Riverport. However, students would have to attend these schools by bus or car as they are not within close walking distance.

### Applicant's Response

In order to minimize the demands of family living on local services, schools and transportation patterns, the applicant proposes to prevent the housing from accommodating families with children in the following ways:

1. Registration of a restrictive covenant to stipulate that the dwelling units in the rental building remain as rental units in perpetuity.
2. Registration of a restrictive covenant to stipulate that the dormitory building shall be used as a dormitory in perpetuity for transient accommodation.
3. Registration of a restrictive covenant against both the rental building and the condominium building that all occupants must be at least 18 years of age.
4. The dwelling units are designed as smaller units to be less appealing to families with children. The units in the rental building range from 36.6 m<sup>2</sup> (394 sq. ft.) for a studio apartment to 77.2 m<sup>2</sup> (831 sq. ft.) for the two-bedroom unit. The units in the condominium building range from 47.1 m<sup>2</sup> (507 sq. ft.) for a studio to 98.6 m<sup>2</sup> (1,061 sq. ft.) for a two-bedroom unit.

### Observations

The restrictive covenants will help to prevent the conversion of both the rental apartment and dormitory buildings into other forms of housing. The age restriction will also help to indicate that the housing is intended for people without children. The applicant also believes that the individual unit designs and layout are not conducive to families with children.

The City Solicitor has reviewed the applicant's suggestion of using covenants as outlined above. The first two covenants are acceptable as they regulate the use of land.

The Solicitor cautions against relying on the third restrictive covenant to regulate the age of occupants in the residential buildings. Concerns include:

- There is potential that such a covenant could be challenged on the basis that it is not regulating the use of land.

- The City will be responsible for enforcing the covenant. If a resident decides to have or adopt children, the City will have to notify the resident that he/she can no longer reside in the unit. This will reflect poorly on the City and the City may lose in court, if contested.
- A strata corporation could pass its own bylaws that are contrary to the restrictive covenants. The City would then have to take action to overturn the contravening strata bylaws and the City may lose in court, if contested.

The applicant’s solicitor indicates that the covenants are reasonable.

This means that if the proposal is approved, the City should do so with the understanding that families may quite likely live in this area and therefore, be prepared to plan the area accordingly.

**Parking**

Off-street parking is proposed to be provided in both underground structures (rental and condominium buildings) as well as surface parking lots (next to the dormitory and port buildings).

Issues

A variance in parking is requested for the development. The following table compares the parking requirements, as outlined in the Zoning Bylaw, to the actual spaces provided on-site.

<b>Building</b>	<b>Zoning Bylaw Standards</b>	<b>Required Parking Spaces</b>	<b>Proposed No. of Parking Spaces To Be Provided</b>
Dormitory/Child Care (30 sleeping units)	Dormitory: 1 stall for each 3 sleeping units Child Care: 3 spaces	10 spaces for dormitory 3 spaces for child care facility	3
Rental Housing Building (110 units)	1.5 stalls per dwelling unit; 0.2 visitor stalls per dwelling unit	165 stalls for residents 22 stalls for visitors	149
Condominium Building (114 units)	1.5 stalls per dwelling unit; 0.2 visitor stalls per dwelling unit	171 stalls for residents 23 stalls for visitors	158
Port Building	Office: 4 space for each 100 m <sup>2</sup> of gross leasable floor area; Restaurant: 10 spaces for each 100 m <sup>2</sup> of gross leasable floor area	10 stalls for the offices 49 stalls for the restaurant	22
Surface Parking Lot			20
Totals		453	352

Applicant’s Position

The applicant’s rationale for requesting the parking variance include the following:

- A sliding scale for residential buildings (based on number of bedrooms in each unit) better reflects the parking needs of the target residential market;

- No allocation of parking was made for dormitory buildings on the premise that occupants will arrive by bus, carpool or use the Riverport parking lots close to athletic facilities;
- There are 95 parking spaces located within public road rights-of-way (on the new access road and at the Steveston Highway road end) that are available for use for visitors to the area;
- Surface parking lots can be shared between uses that do not have the same peak operating times;
- Patrons of the facilities in this area (e.g. restaurant, child care) are likely to be customers who are already using other facilities at Riverport, so they would not generate additional traffic.
- There is ample parking in the Riverport area to accommodate overflow parking needs of the waterfront site.

### Observations

The parking variance can be supported based on the information and rationale provided by the applicant's traffic consultant.

### **Transportation and Circulation**

#### New Access Road

A new access road right-of-way that runs parallel to the CN Rail right-of-way is proposed to be developed and dedicated to the City. A relaxation of the right-of-way width from 17.0 metres to 15.0 metres is requested on the basis that:

- Development will only occur on one side of the new road;
- Street parking is proposed on only one side of the new road.

Staff can support the reduced road right-of-way as the applicant has submitted design drawings demonstrating that the proposed right-of-way can accommodate appropriate City road standards.

#### Vehicle Turnaround

A vehicle turnaround is required at the end of the new access road. The applicant proposes to use the on-site parking lot at the north end as a vehicle turnaround. In order to better accommodate a turnaround, the applicant has offered to expand the circulation area into the City-owned lands immediately to the north and provide additional parking on those lands.

Staff are supportive of this proposal as it will provide access to the City lands and provide additional parking in the area. The applicant is requested to re-design the parking area so that parking spaces do not back directly onto City lands. If this arrangement is needed, the applicant will have to negotiate a lease with the City.

#### Secondary Site Access

The applicant is required to provide a secondary access for emergency vehicles to access the site. This secondary access will be located behind Watermania and connect to existing parking areas at Riverport.

Construction of the emergency access to City standards and securing the access across the CN Rail right-of-way and over private property (Riverport Entertainment Complex) will be required.



### Contribution to Road Improvements

The introduction of residential uses into the Riverport Area is anticipated to generate additional impacts on the roads leading to and from the area. The applicant will be contributing an advance Development Cost Charge instalment of \$291,600.

### No. 6 Road/Triangle Road Improvements

Any new development in the Riverport Area has the potential to impact on lands within the ALR by introducing non-agricultural traffic onto low-standard, rural roadways. The applicant has been asked to dedicate a 35 m x 35 m corner cut at the southeast corner of No. 6 Road and Triangle Road in order to facilitate the realignment of that intersection. The purpose of the realignment is to de-emphasize the use of No. 6 Road and provide a free-flow movement from Steveston Highway to Triangle Road.

The applicant has agreed to a land exchange as part of this rezoning application in order that the City obtains the corner cut at No. 6 Road and Triangle Road in exchange for surplus property currently owned by the City along Steveston Highway, west of No. 6 Road. The details are to be concluded prior to consideration of adoption.

### **Parks and Open Space Concept**

An extensive system of open space and pedestrian connection is provided throughout the site. Major features of this system include the following:

1. A 4.5 m (15 ft.) wide walkway proposed to be built along the waterfront for the full length of the site. This walkway will be, for the most part, on top of the dyke. Parts of this walkway will also be located on the City-owned strip of land that was created in the 1998 land exchange and subdivision.
2. A public plaza in front of the Port Building at the east end of Steveston Highway. A public pier and float will be dedicated to the City and a right-of-way will be registered over the waterlot for public use of this pier and float.
3. A pedestrian crossing over the CN Rail right-of-way will be built between the rental and condominium buildings to link the site to the Riverport Entertainment Complex. Some changes will be made to the parking area near the bowling alley complex (on the Riverport Entertainment Complex side) in order to accommodate a paved and landscaped pedestrian route linking Entertainment Boulevard to the pedestrian overpass.
4. The residential buildings are arranged in a "U-shape" so that the lawn areas are directly accessible from the waterfront walkway. The applicant proposes to register public rights-of-passage over all areas of the site not occupied by buildings and private patio space so that the lawn areas and spaces between the buildings are shared as public open space rather than for the exclusive use of the residential buildings.
5. The space between the rental and condominium buildings will be enhanced as a pedestrian promenade, terminating at a waterfront public plaza.

In reviewing the site plans, the City's Waterfront Amenity Strategic Group expressed a desire for greater openness along the waterfront and greater integration of the site with the Riverport Entertainment Complex. A request was made to:

- Set the proposed buildings further back from the waterfront walkway to create a greater sense of openness.
- Widen the proposed public pathway to provide users with more room to accommodate different activities (e.g. walking, cycling, seating areas).
- Establish better connections and linkages from the site to the Riverport Entertainment Complex.

#### Applicant's Position

The applicant responded that the design intent for the site is to create an "urban experience" along the waterfront where buildings are closer to the walkway. He notes that the City owns over 3.5 ha (9 acres) of property immediately to the north of this site that could be retained and preserved as public open park space. If the City lands retain "openness", this site could provide contrast so that waterfront users encounter different experiences and pedestrian scales along the way.

#### Observations

Provision of the waterfront walkway and other associated public amenity spaces is consistent with the City's objectives to create a continuous perimeter walkway around the island, interspersed with points of interest.

Portions of the buildings are sited close to the waterfront walkway, while other portions are set further back. This results in some areas of openness along the walkway. No design changes have been requested of the applicant at this time.

#### **Noise Impacts on Residential Uses**

The site is in close proximity to several existing and proposed uses that could generate a significant amount of noise impacts on the waterfront residential uses. These include:

- The Riverport Entertainment Complex, which has theatres, pubs and recreation uses that open late at night;
- The CN Rail right-of-way, which may have active rail service within the next five years;
- A proposed open-air amphitheatre concert hall which is proposed for the City lands located north of the subject site.

#### Applicant's Response

The applicant has attempted to address noise impacts by siting the dormitory building at the north end of the property, followed by the rental building and then the condominium building. This is intended to provide the residential uses with some degree of distance separation from any potential new developments to the north.

The applicant is not prepared to register a covenant on title to advise prospective homeowners and tenants of potential noise impacts from an amphitheatre or other surrounding uses.

The applicant indicates that the residential buildings will be designed to CMHC Rail and Noise Transmission Standards. A covenant can be registered against the properties to ensure that these standards are met during construction.

### **Child Care Facility**

A community benefit proposed by the applicant is the provision of a childminding facility located in the dormitory building at the north end of the site. The facility would be comprised of approximately 193 m<sup>2</sup> (2,076 sq. ft.) of indoor area and 182 m<sup>2</sup> (1,961 sq. ft.) of outdoor area.

The childminding facility is intended to serve users of the entertainment and recreation facilities at Riverport. The applicant proposes to build the facility and lease it to an operator.

The Child Care Development Board, in reviewing this application, notes that childminding has generally not been highly successful in Richmond. It cautions whether a childminding facility at this location would be viable. There may be areas of greater need in other parts of Richmond.

### Options

Staff note that there are several options with respect to the provision of child care at Riverport:

#### **Option #1: Developer builds and operates the childminding facility. (Recommended)**

Pros: Childminding is provided to serve employees and/or residents of Riverport. Physical space is actually provided for the purpose of child care.

Cons: Market conditions determine the viability of the childminding facility. There are no guarantees that the childminding facility will operate over the long term.

#### **Option #2: Developer builds the facility and leases it to the City.**

Pros: City will have some control over the type of child care provided at this location and type of operator. As the facility will be managed by the City, the type of care can be tailored to community needs.

Cons: City resources will be used to manage the facility.

#### **Option #3: Developer provides cash-in-lieu of providing space for childminding.**

Pros: The contribution will be deposited to the Child Care Development Fund to develop child care in areas of greatest need.

Cons: No actual space would be provided by the developer at Riverport. City would have to assume costs to establish child care at other locations.

### Applicant's Response

The applicant has indicated that if asked to contribute cash-in-lieu, he would contribute \$25,000 to the Child Care Development Fund. This represents the cost of outfitting the space within the dormitory building to create the child care facility, but it does not include construction costs.

The applicant has further indicated a willingness to register a covenant against the site to require that the child care facility remain as such in perpetuity. This would help to address the City's concerns that the facility might not survive over the long term.

### Recommendation

After reviewing the offer, Staff recommend that the facility be built and operated by the developer and that a covenant be registered against the property to ensure that the space will always be used as a child care facility.

### **Amending the Regional Context Statement**

A key issue of this application is the need to amend the Regional Context Statement (RCS) that is contained within the City's OCP. The RCS is a statement demonstrating the ways in which the OCP is consistent with the Livable Region Strategic Plan (LRSP), which is the regional growth strategy for the Lower Mainland.

Under the *Local Government Act*, all bylaws adopted by a municipality **must** be consistent with the regional growth strategy. The GVRD, which has had a preliminary review of the proposed development, indicates that the proposal is not consistent with the four principles of the LRSP and therefore, is not consistent with the RCS.

### Proposed Amendments

In order to accommodate the proposed development, the OCP is proposed to be amended in the following ways:

1. A sentence is proposed to be added to the RCS itself stating that the Riverport Entertainment Area is encouraged to be developed as a mixed use centre, including limited residential uses.
2. Section 3.1 of the OCP (Neighbourhoods and Sense of Community) is proposed to include a reference to supporting limited residential uses in the Riverport Entertainment Area.
3. The dwelling unit capacities in the OCP are proposed to include an additional 225 units of remaining capacity in the East Richmond area.
4. The dwelling unit capacity of the West Richmond Area will be reduced by 225 units as it is comprised mainly of established residential neighbourhoods. This is not regarded as problematic because there is an undeveloped dwelling unit capacity in West Richmond of approximately 10,000 dwelling units.

The above changes acknowledge the development of Riverport with limited residential uses and does not change the overall population and dwelling unit projections for Richmond.

### Process for Amendment

The process to amend the RCS is outlined as follows:

- After First Reading, send the OCP Bylaw amendment, together with the Zoning Bylaw amendment, to the GVRD for their consideration;

- The GVRD Board must respond by resolution within 120 days (e.g. September 2002) of receipt indicating whether or not it accepts the RCS amendment;
- If the GVRD refuses the amendment, the City will be in a position to decide whether to appeal the decision through a Provincially-arbitrated process.

#### Amendment Options

The City has several options to incorporate the GVRD's response during the proposed bylaw amendment process.

**Option #1:** Make GVRD approval a condition of Fourth Reading of the OCP and Zoning Amendment Bylaws.

This means that:

- A Public Hearing is held normally.
- Third Reading is given normally.
- GVRD comments are known after the Public Hearing has been closed.
- Council determines all matters prior to Fourth Reading.

#### Advantages:

- Applicant proceeds to Public Hearing normally within one month.

#### Disadvantages:

- Application proceeds far into the process without an indication of whether the GVRD Board would support the RCS amendment.
- The public interest is jeopardized because the public is not made aware of or allowed to comment on the GVRD's comments or the City's response, which it cannot do after the Public Hearing.
- If GVRD rejects RCS amendment, the City is in an awkward position of having to decide whether to proceed with the application further after having granted Third Reading.
- Should a negative response by the GVRD be appealed by the City, the City may not want to continue, or if they do, win in an arbitrated process.

**Option #2:** A Two-Part Public Hearing

This means that:

- The application proceeds normally to Public Hearing within one month.
- The first part of the Public Hearing is to review details of the application.
- The Public Hearing remains open to receive the comments later by the GVRD.
- When the GVRD comments are received and City Staff comment on them, the Public Hearing is continued to review their comments.

#### Advantages:

- There are two opportunities to comment and review the proposed development and the issues around it.

- City may proceed to hold a Public Hearing but does not give Third Reading until GVRD approval is received and City staff comment on it.
- The public is made aware of and is able to review the GVRD's comments as part of the public process.
- This puts the City in a less awkward position if GVRD rejects the RCS amendment.

Disadvantages:

- Applicant may be delayed from proceeding further with the application by up to 120 days.
- The matter would be discussed twice at Public Hearing.

**Option #3:** Require GVRD approval prior to setting a date for a Public Hearing and Third Reading. **(Recommended)**

This means that:

- A date for the Public Hearing is set after the GVRD response is received and City Staff comment on it.
- If the GVRD approves the proposed RCS amendment, only local issues remain to be addressed.
- If the GVRD rejects the proposed RCS amendment, Council must decide if it wants to appeal the decision or deny the application (either fully or until an alternative approach is determined).

Advantages:

- The application does not proceed to Public Hearing until the GVRD's position is known and City Staff comment on it.
- The public has the opportunity to review and respond to the GVRD comments at the Public Hearing.

Disadvantages:

- Applicant may be delayed from proceeding further with the application by up to 120 days.

In the event that Council wishes to proceed with this application and amendment of the OCP (i.e. the RCS and OCP map designations), Staff recommend that Option #3 be used as the selected procedure. Option #3 has been reviewed with the Law Department and is considered to be the preferred approach because public input is assured on the GVRD's comments.

It is prudent to obtain the GVRD position as input into the Public Hearing process and before consideration of Third Reading of the OCP and Zoning Amendment Bylaws. Should the GVRD reject the RCS amendment, Council will have to consider whether to allow the application to proceed further. This approach best coordinates all interests regarding the application.

## Riverport Area Management Options

### Option 1: Defer All Development Until An Area Plan is Completed

Under this option:

- The application is deemed as premature or undesirable.
- Before any future rezoning and/or OCP amendment applications are considered in the area, a public area planning process would be required to obtain community input on a vision, issues, options and a coordinated management strategy for the Riverport Area.
- The publicly endorsed Area Plan would determine community, land use, servicing, urban design, and environmental goals, objectives and the form of development that would support these goals and objectives.
- Any changes to the Regional Context Statement in the OCP will be made prior to considering any further development applications.

#### Pros

- consistent with current LRSP, RCS, OCP and Zoning Bylaw
- residential uses not allowed at this time
- a comprehensive public approach

#### Cons

- an innovative proposal does not occur at this time

### Option 2: Support Application, Support the Regional Context Statement Amendment and Future Incremental Development

Under this option:

- The proposal is supported with a number of conditions of rezoning.
- All future development applications and inquiries in the Riverport Area will be reviewed on individual merits.

#### Pros

- an innovative proposal occurs
- creates a new type of area
- many residential development proposals possible
- provides new amenities

#### Cons

- not a coordinated planned approach
- will re-direct City resources (e.g. community facilities, amenities, transit, etc.) away from existing neighbourhoods and to a new residential community in Riverport, in an uncoordinated manner
- requires City investment to create a new residential community
- nuisance problems must be managed

**Option 3: Support Application, Support the Regional Context Statement Amendment and Undertake an Area Planning Process (Recommended)**

This option:

- Supports the proposal (with conditions of rezoning).
- Establishes a shift in approach to managing the area.
- Endorses a change to the Regional Context Statement.
- Acknowledges the need for an Area Plan to help guide future land use decisions.
- Places a moratorium on any further development applications in the Riverport Area until the area planning process, as outlined in Option 1, is completed.

Pros

- a planned consensus approach
- allows the impact on existing services and roads to be managed incrementally
- an innovative proposal occurs
- assists in creating a vibrant waterfront
- creates a new type of area
- public input allowed

Cons

- will re-direct City resources (e.g. community facilities, amenities, transit, etc.) away from existing neighbourhoods and to a new residential community in Riverport
- requires City investment to create a new residential community
- nuisance problems must be managed

**Financial Impact**

Options 1 and 3 require allocation of City resources (consulting fees, City staff) to prepare an Area Plan for the Riverport Area.

An Area Plan budget can be determined in the 2003 budgeting process.

**Conclusion**

**Advantages of the Proposed Development**

- Creates a vibrant City waterfront experience;
- A significant amount of public amenities would be constructed at the developer's cost;
- The public walkway adds a segment to the City's vision of a continuous trail system around the perimeter of Lulu Island;
- Over 100 units of rental accommodation would be built in the City;
- Residential uses will be located close to jobs and recreation opportunities;
- Affordable housing choices are made available;
- The east end of Steveston Highway would be anchored with a new public amenity;
- A pedestrian overpass would be built at the developer's cost to link the waterfront to the Riverport Entertainment Complex;



- An athletes' dormitory would be built to support the use of the recreational facilities at Riverport;
- Child care facilities and community rooms would be provided for public use.

### **Disadvantages of the Proposed Development**

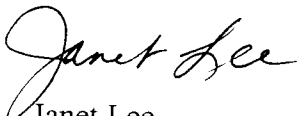
- Will re-direct City resources (e.g. community facilities, amenities, transit, etc.) away from existing neighbourhoods and to a new residential community in Riverport;
- Residential uses are isolated from existing community neighbourhood services and schools;
- Residential uses would be negatively impacted by noise generated from the existing entertainment uses, the future railway line, and the potential amphitheatre;
- Approval of residential uses at this location will likely generate proposals for similar uses in the area;
- Further pressure may be placed on surrounding agricultural lands for removal from the Agricultural Land Reserve and development;
- Additional demand for the establishment of local commercial services in Riverport will be generated by area residents;
- On-site child care facility is isolated from the entertainment complex that is intended to serve;
- A 22.3% variance to parking requirements is required to accommodate this development.

This application represents a unique development proposal for a unique site. While staff have concerns about the implications of creating a to-date, unforeseen permanent residential community in the surrounding area context, the applicant has identified certain measures to address many of these concerns and minimize many of the impacts.

### **Recommendation**

It is recommended that:

1. The application be supported.
2. The necessary OCP and Zoning Bylaw amendments be initiated.
3. The Public Hearing be held after the GVRD's comments are received and staff comment on them.
4. No additional residential development be supported until an Area Plan is completed (e.g. in 2003).



Janet Lee  
Planner 2

JL:cas

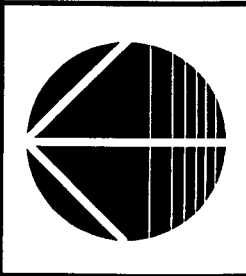
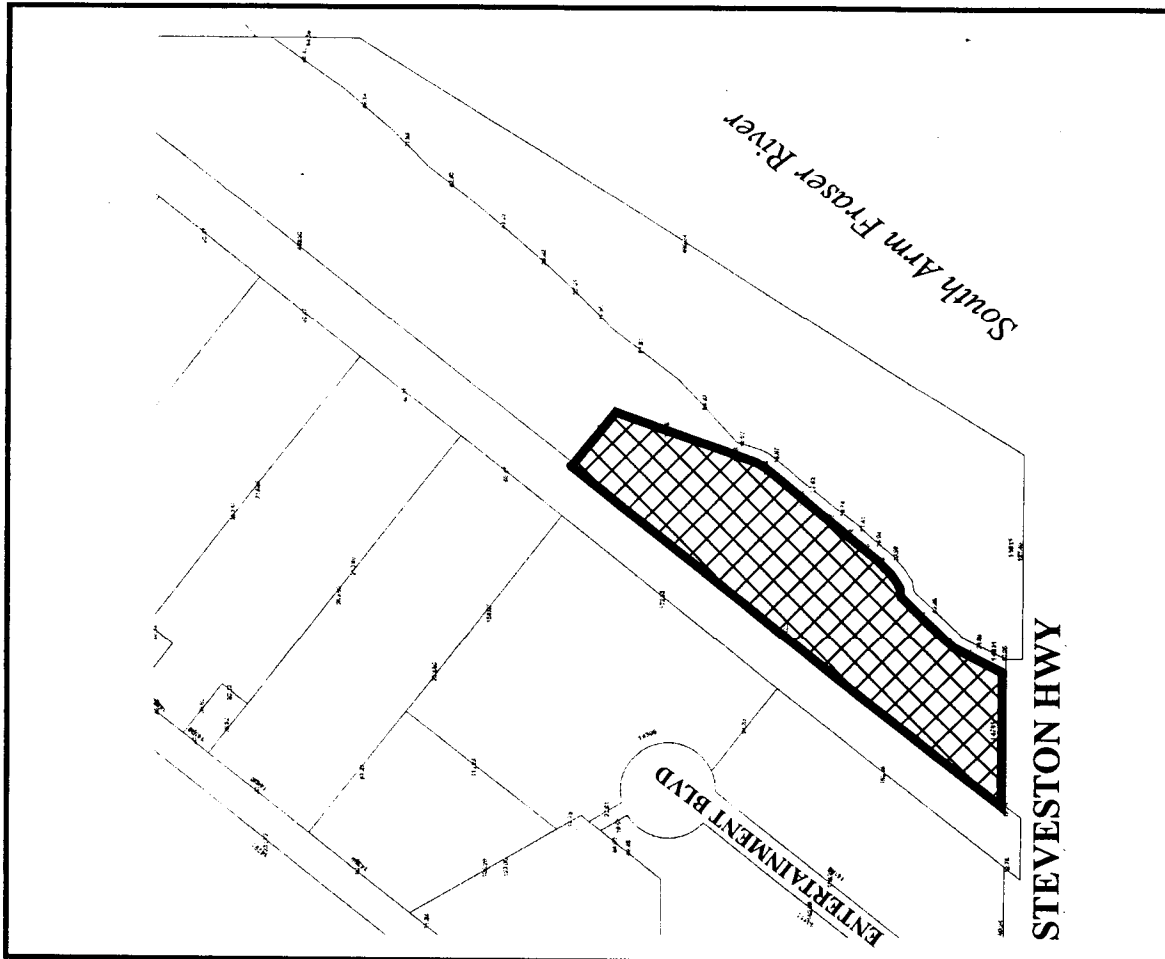
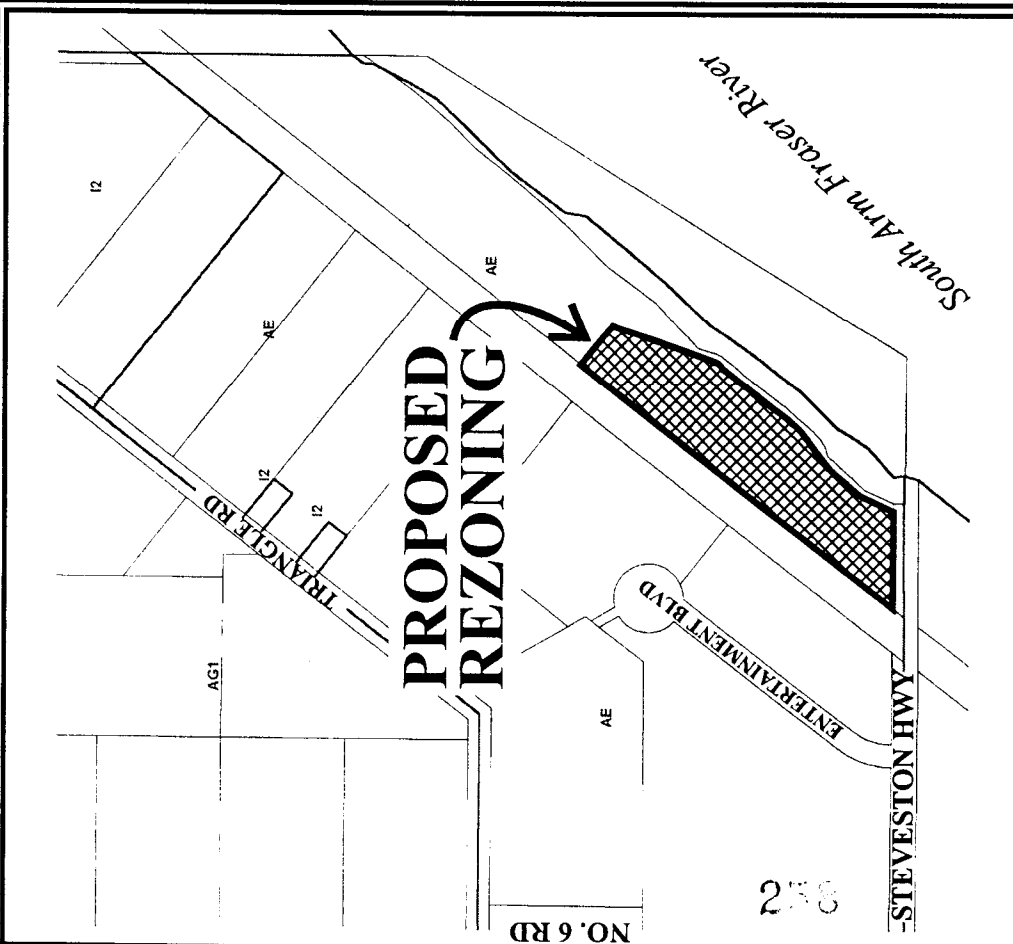
There are requirements to be dealt with prior to final adoption:

Legal requirements, specifically, registration of restrictive covenants to:

1. Ensure that residential buildings will be built to CMHC Noise Transmission Criteria.
2. Ensure that the dormitory and rental buildings will be used for that purpose in perpetuity.
3. Limit the age of occupants in residential buildings to 18 years and older.
4. Ensure that the child care facility is used and operated as a child care facility in perpetuity.
5. Ensure access to use parking areas of the existing Riverport Entertainment Complex.

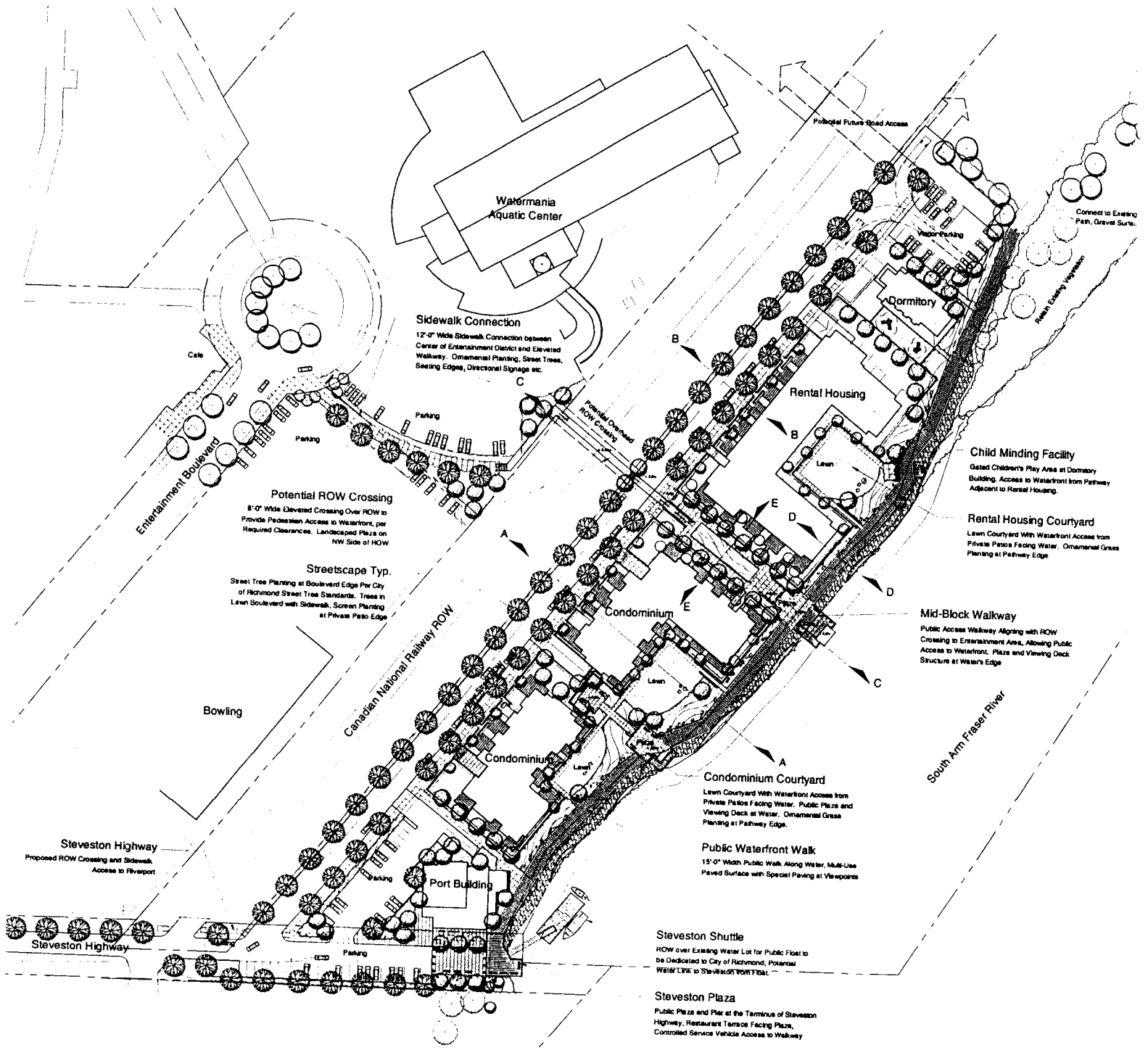
Development requirements, specifically:

1. Secure public rights-of-passage/rights-of-way over all publicly accessible areas not occupied by buildings or private patio space.
2. Secure any necessary dyke rights-of-way.
3. Road dedication for new access road.
4. Secure any approvals from CN Rail that are needed to cross the rail right-of-way (for pedestrian overpass, at-grade crossings, etc.).
5. Secure any agreements with the City of Richmond to use the adjacent lands for a vehicle turnaround with a parking area, if required after re-design.
6. Secure public rights-of-passage or easements over Riverport Entertainment Complex properties for:
  - The pedestrian connection from Entertainment Boulevard to the pedestrian overpass; and
  - Secondary emergency vehicle access.
  - Use of parking areas.
7. Approval of Inspector of Dykes for design and vegetation around the dyke.
8. Approval of amendment of registration for private sewage treatment plant by Ministry of Water, Land and Air Protection.
9. Submission of Development Permit application to the standards acceptable by Development Applications.
10. OCP Amendment requirements (i.e. approval of amendments by GVRD Board).
11. Enter into a Servicing Agreement (including the deposit of securities) with the City for the following:
  - public pier, float and other public amenities (e.g. plaza areas, waterfront walkway) for the full length of the site, including rights-of-way, easements and other agreements as required
  - new road right-of-way with road, sidewalk, curb/gutter, treed boulevard, street lighting
  - pedestrian overpass
  - adequate turnarounds at the ends of roads (new road and Steveston Highway)
  - an advance Development Cost Charge instalment of \$291,600
  - FREMP approval for structures located on the water side of the dyke
  - construction of the pedestrian waterfront walkway for dyke maintenance and access.
12. Completion of a land exchange involving lands at No. 6 Road and Triangle Road and City land along Steveston Highway.



RZ 02-199258

Original Date: 01/15/02  
 Revision Date: 05/03/02  
 Note: Dimensions are in METRES



Riverport Landing

Legacy Park Land Ltd.

L-1 Site Plan

Counterpoint Communications Inc.  
 Hanson Bakker Architects  
 Phillips Forevaag Smallegren  
 March 2002

Address:  
 15011 and 14781 Steveston Highway, Richmond, B.C.  
 Legal:  
 Parcel Q 88411 Sec 33 50th TRMS, Parcel Plus Lot 40419, Lot 33 3rd LMP 41411 and Lot 2 88411 Plus LMP 41411 Sec 33 50th TRMS



Greater Vancouver Regional District  
4330 Kingsway, Burnaby, British Columbia, Canada V5H 4G8

**ATTACHMENT 3**

Policy and Planning Department  
Telephone 604-432-6375  
Fax 604-436-6970

April 12, 2002

R2-02-199258

File: CR-16-01-RIC

Ms. Janet Lee  
Planner  
City of Richmond  
Urban Development Division  
6911 No. 3 Road  
Richmond, BC V6Y 2C1

By fax: 604 276-4052

Dear Ms. Lee:

Re: **Rezoning Application at 14791&15011 Steveston Highway**

Thank you for your letter of April 2nd, 2002 requesting preliminary comments on this proposed development to permit housing development in the Riverport area, which is currently designated as commercial in the Richmond OCP.

The application does raise several concerns from a regional growth management perspective as it is not consistent with the Regional Context Statement for Richmond, as adopted by Richmond City Council on March 16, 1998 and accepted by the GVRD Board on May 1st, 1998.

The Regional Context Statement (RCS) for Richmond outlines the policy connection between the OCP and the Livable Region Strategic Plan. I have briefly outlined the inconsistencies between this proposal and the policy context.

### **Achieve A Compact Metropolitan Region**

The Richmond RCS contains an attachment (Attachment 3) which outlines Official Community Plan Dwelling Unit Capacities by neighbourhood. Virtually no dwelling unit capacity is assigned to the East Richmond area, except for a small number of vacant farm parcels that have the potential for a single-family unit. It is the intention of the Richmond OCP and RCS to direct residential development into existing neighbourhoods. This policy direction supports the LRSP objectives of compact region as well as complete community, and transportation choice objectives.

### Protecting the Green Zone

The development proposal shows housing development immediately adjacent to the Agricultural Land Reserve at the western end of the site. This may cause a conflict of uses and further erode the agricultural land base. One of the key reasons for not designating any lands in East Richmond for residential development in the Richmond OCP was to protect this valuable agricultural asset.

### Building Complete Communities

Richmond City Council has been very successful in building a full range of high quality social and urban infrastructure in its existing neighbourhoods, including schools, community services, and parks. The proposed development would be completely detached from existing neighbourhoods, requiring a car trip for many trips that are typically neighbourhood based, such as going to school.

### Increase Transportation Choice

As mentioned above, the proposed development is isolated and accordingly, walk, cycling and transit access will be very difficult for many trip purposes. Bus service is infrequent and not adequate to serve a residential community. Transit improvements would not be cost-effective on this route, given low ridership. The road network is already strained in this area and not designed to handle residential development.

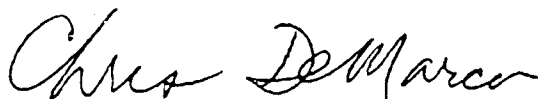
### Other Issues

No information has been provided about consistency with FREMP area designations, nor has any information been provided on environmental considerations vis-a-vis the Fraser River frontage. Also, no information has been provided on sewer servicing.

With regard to regional growth management process, if Richmond City Council decides to proceed with the proposed rezoning and OCP amendment, an amended Regional Context Statement will need to be forwarded to the GVRD Board for their consideration.

Please contact me at 604 436-6850 if you have any other questions, or would like to discuss any of these matters.

Yours sincerely,



Christina DeMarco  
Senior Planner, Regional Development



Pacific Division  
Engineering Services

Canadian National  
Floor 5  
10229 - 127th Avenue  
Edmonton Alberta Canada  
T5E 0B9  
Telephone : 780/472 - 4077  
Faxmittal : 780/472 - 3725  
Reference  
4710-YLE-118.63-EWN-5.22  
Date: April 29, 2002

By Fax: (604) 276- 4052  
City of Richmond  
6911 No. 3 Road  
Richmond, B.C.  
V6Y 2C1  
Attention: Janet Lee

**Re: Ewen Industrial Lead Extension Riverport Area, Richmond B.C.**

Reference is made to your letter dated April 25, 2002 in which you requested a time frame for the Railway's planned extension through the Riverport area in Richmond, B.C. Canadian National Railway Company (CN) plan to extend our trackage through the area within the next 3 to 5 years.

Further to the above, CN wish to add that we have previously indicated our intensions to the City in a December 1996 meeting and again in a June 13,1997 letter to the City (copy attached) in which we expressed our concerns with the entertainment center adjacent to the Railways property.

CN has also advised the developer (Counter Point Communications Inc.) and their engineering consultant Matson Peck & Topliss through correspondence and in a April 16, 2002 meeting held in the offices of CN in Edmonton of our intentions and time frames for the extension of the Ewen Industrial Lead trackage.

I trust the above answers the City's questions in regards to the Railways timeframes for the Ewen trackage.

Sincerely,

Roger Stenvold  
Manager, Engineering Services  
CN - Pacific Division



**To:** Planning Committee **Date:** May 14, 2002  
**From:** David McLellan **File:** 4105-20  
General Manager, Urban Development  
**Re:** **APPLICATION BY HOTSON BAKKER ARCHITECTS FOR AMENDMENT OF THE OFFICIAL COMMUNITY PLAN AND REZONING OF 14791 STEVESTON HIGHWAY FROM "ATHLETICS AND ENTERTAINMENT DISTRICT (AE)" TO "COMPREHENSIVE DEVELOPMENT DISTRICT (CD/134)"**

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The staff report notes the need to amend the Regional Context Statement to accommodate the proposal in question. The acceptance of the current Statement by the Regional District was achieved only after considerable debate between the City and the Region. Regional Policies relating to the priorities for rapid transit have been criticized by our City and we have sought changes recently through the review of the Liveable Region Strategic Plan. Council should be very clear and strategic in how we advance those policy changes which are most urgent so that the larger community interests remain the priority.

David McLellan  
General Manager, Urban Development

DJM:dt





**Richmond Official Community Plan Bylaw 7100  
Amendment Bylaw 7371 (RZ 02-199258)  
14791 Steveston Highway**

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

1. Richmond Official Community Plan Bylaw 7100 is amended by making the following amendments:
  - i. Add a fifth bulleted point to the list of points in Section 1.4 Regional Context Statement, Build Complete Communities (page 10):
    - “Encouraging the development of the Riverport Entertainment Area as a mixed use centre, including limited residential uses (see 3.1 Neighbourhoods and Sense of Community).”
  - ii. Add to Section 3.1 Neighbourhoods and Sense of Community, Objective 1 (page 33):
    - e) “Encourage limited residential uses in the Riverport Entertainment Area to enhance and support mixed use development.”
  - iii. Amend Section 3.2 Housing, map entitled “Dwelling Unit Capacity to 2021” (page 56), as follows:
    - East Richmond Remaining Dwelling Unit Capacity is increased from 50 to 275;
    - East Richmond Total Dwelling Unit Capacity is increased from 1,750 to 1,975;
    - West Richmond Remaining Dwelling Unit Capacity is reduced from 10,760 to 10,535;
    - West Richmond Total Dwelling Unit Capacity is reduced from 34,660 to 34,435.
2. Richmond Official Community Plan Bylaw 7100 is amended by repealing the existing land use designation in Attachment 1 to Schedule 1 thereof of the following area and by designating it “Mixed Use”.

P.I.D. 024-995-479

Lot 2 Section 33 Block 4 North Range 5 West New Westminster District Plan  
LMP49461

- 3. Richmond Official Community Plan Bylaw 7100 is amended by repealing the existing land use designation in Attachment 2 to Schedule 1 thereof of the following area and by designating it "Limited Mixed Use".

P.I.D. 024-995-479

Lot 2 Section 33 Block 4 North Range 5 West New Westminster District Plan LMP49461

- 4. This Bylaw may be cited as "**Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7371**".

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

GVRD APPROVAL

ADOPTED

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MAYOR

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



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**Richmond Zoning and Development Bylaw 5300  
Amendment Bylaw 7370 (RZ 02-199258)  
14791 STEVESTON HIGHWAY**

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

1. Richmond Zoning and Development Bylaw 5300 is amended by inserting as Section 291.134 thereof the following:

**“291.134      **COMPREHENSIVE DEVELOPMENT DISTRICT (CD/134)****

The intent of this zoning district is to accommodate apartments, dormitories, and a commercial building.

**291.134.1      **PERMITTED USES****

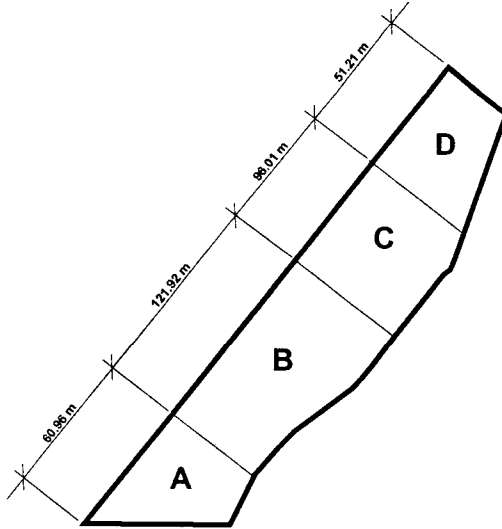
**ASSEMBLY;  
COMMUNITY USE;  
DORMITORY BUILDING;  
FOOD CATERING ESTABLISHMENT;  
HOTEL;  
OFFICE;  
CARETAKER RESIDENTIAL ACCOMMODATION, limited to one such  
unit per lot;  
ACCESSORY USES, BUILDINGS & STRUCTURES;  
AUTOMOBILE PARKING.**

The following uses are only permitted within the areas identified as B and C in Diagram 1 of Section 291.134.2.01:

**RESIDENTIAL, limited to Multiple-Family Dwellings  
HOME OCCUPATION**

**291.134.2 PERMITTED DENSITY**

.01 Diagram 1



.02 **Maximum Floor Area Ratio:**

- Area A: 0.34
- Area B: 1.47
- Area C: 1.56
- Area D: 0.71

**291.134.3 MAXIMUM LOT COVERAGE:**

- Area A: 11%
- Area B: 37%
- Area C: 40%
- Area D: 20%

**291.134.4 MINIMUM SETBACKS FROM PROPERTY LINES:**

- .01 Road Setbacks: 6 m (19.685 ft.)
- .02 Side Yards: 6 m (19.685 ft.)

**291.134.5 MAXIMUM HEIGHTS**

- .01 Buildings: 15 m (49.213 ft.)

**291.134.6 OFF-STREET PARKING**

Off-street parking shall be provided, developed and maintained in accordance with Division 400 of this Bylaw, **EXCEPT** as follows:

- Studio dwelling units: 1.0 spaces per dwelling unit
- One-bedroom dwelling units: 1.3 spaces per dwelling unit
- Two-bedroom dwelling units: 1.5 spaces per dwelling unit
- Visitor spaces: 0.2 spaces per dwelling unit"

- 2. 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 **COMPREHENSIVE DEVELOPMENT DISTRICT (CD/134)**.

P.I.D. 024-995-479

Lot 2 Section 33 Block 4 North Range 5 West New Westminster District Plan LMP49461

- 3. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7370"**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENT SATISFIED

ADOPTED

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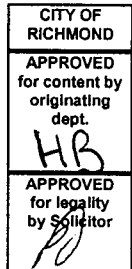
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MAYOR

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CITY CLERK