



To: Planning Committee
From: Joe Erceg
Manager, Development Applications
Date: June 27, 2003
File: RZ 02-217382
Re: **APPLICATION BY STEVESTON FLUID POWER LTD. FOR REZONING AT 12160 - 1ST AVENUE FROM LIGHT INDUSTRIAL DISTRICT (I2) TO A NEW COMPREHENSIVE DEVELOPMENT DISTRICT (CD/77)**

Staff Recommendation

That Bylaw 7498 for the rezoning of 12160 – 1st Avenue from “Light Industrial District (I2)” to “Comprehensive Development District (CD/77)” be introduced and given first reading.

Joe Erceg
Manager, Development Applications

JE:dcb
Att. 3

FOR ORIGINATING DIVISION USE ONLY
CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

An application has been made by Rick Dixon and Scott Gordon for rezoning at 12160 - 1st Avenue from Light Industrial District (I2) to Comprehensive Development District Zoning in order to permit the construction of a new three-storey building containing five residential units and three at-grade retail units at an overall 1.45 floor area ratio. The site location map is shown in **Attachment 1**.

Currently on the property is a single-storey industrial building containing Steveston Fluid Power Ltd., a business owned by Mr. Dixon. Mr. Dixon has provided comments on the project rationale in **Attachment 2**.

Preliminary site and design plans are provided in **Attachment 3**.

Findings of Fact

Item	Existing	Proposed
Owner	Steveston Fluid Power Ltd.	Same
Applicant	Rick Dixon/Scott Gordon	Same
Site Size	539 m ² (5801.94 ft ²)	Same
Land Uses	Light Industrial	Residential over retail
OCP Designation	Neighbourhood Service Centre	Same
Area Plan Designation	Commercial	Same
Zoning	Light Industrial (I2)	Comprehensive Development District (CD/77)
Parking Required	12.1	9 (including 3 small stalls)

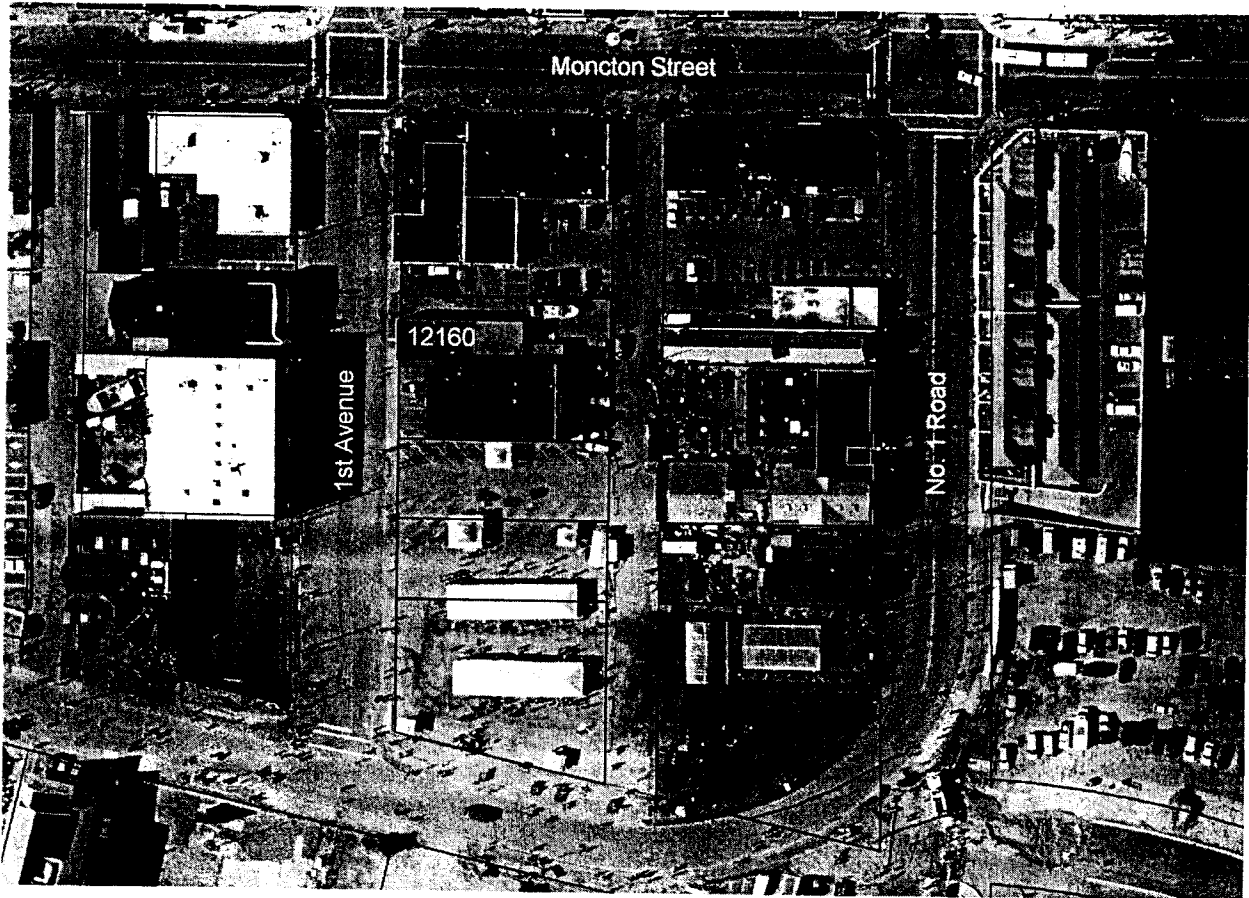
Surrounding Development

North: One-storey commercial properties fronting Moncton Street and 1st Avenue with parking at the rear.

South: A two-storey light industrial zoned property and the City's two public parking properties.

East: One and two-storey commercial properties fronting onto No. 1 Road. A laneway separates these commercial properties from the subject site.

West: One, two and three-storey commercial properties fronting the west side of 1st Avenue.

Site Aerial:**Related Policies & Studies**

The main City policies and guidelines influencing development in the area of the subject property are contained within the Steveston Area Plan. The Area Plan itself does not indicate absolute density maximums, only the generic uses for the area. The Moncton Street Sub-Area Guidelines (section 8.3.1.2) restrict building heights to two storeys and 8-9 m (26.2 – 26.5 ft.) in height along Moncton Street and require that those buildings, or portions of buildings which are taller than 9 m (29.5 ft.), be situated at least 10 m (32.8 ft.) back from Moncton Street. The subject property's northern boundary lies 33.53 m (110.0 ft.) back from Moncton Street. **The subject property lies outside the area where building heights are controlled and the proposed development conforms with the Steveston Official Community Plan in this regard.**

Consultation

A preliminary design review was conducted by the Advisory Design Panel on November 6, 2002. The project was generally supported by the Design Panel at the preliminary review.

No other formal external consultation was undertaken by City staff for this application in advance of the regular Committee/Council review.

Staff Comments

Engineering Works Design/Review Comments

No offsite upgrading is required, however, the following comments are offered:

- The City ultimately would like the lane upgraded, complete with roll curb and gutter with proper street lighting, but a comprehensive plan needs to be done for all of the Steveston commercial area. In the meantime, for this site, recommend that via development permit, a photocell streetlight is placed on the lane-side of the building.
- No flooding problems have been reported in this area, so no improvements to the lane drainage system are warranted.
- With the redevelopment, sole vehicular access is indicated via the lane which we completely support. Staff see no need for a covenant on this, but ensure that the development permit plans reflect this desire.
- There is a parking deficiency of three parking stalls for the site. Based upon the Zoning Bylaw No. 5300, Section 408.02, a fee of \$10,500 is required for each parking space required but not provided. This would be payable either via the development permit or the building permit.

No other Development Applications concerns.

Transportation Comments

Commercial loading will occur either in the rear lane or on-site. At the Development Permit review stage, the applicant be requested to show that proper vehicle turnaround movement can be achieved with the current parking configuration. Should this not be functionally achievable, it may be necessary for the applicant to remove one additional parking stall from the plan and compensate through addition payment in lieu to cover the shortfall.

Zoning Comments

Zoning staff have reviewed both the handicap stall requirements and the dimensions of the stalls. They have indicated that variances on these issues are acceptable from their standpoint. It is noted that the project architect has indicated that he may be able to make adjustments to the garbage storage area to reduce the variances required.

Community Safety – Environmental Programs Comments

Garbage and recycling containers need either to be in a fire-rated room or positioned ten feet away from a combustible building, as required by the Fire Rescue Department.

One possible approach might be to turn the garbage and cardboard recycling containers lengthwise against the decorative screen. Make half of the decorative screen a sliding gate to

allow access and emptying of the garbage and cardboard recycling containers. Recycling carts can be brought out through a door accessible for the residents and commercial tenants if required.

Land Use Planning Comments

The limited width of the site makes the proposal particularly challenging. As proposed, three of the planned residential units (above grade and fronting 1st Ave.) are only 3.7 m (12 ft. 2 inches wide). Staff's preference would have been to reduce the number of residential units from five to four units, thereby permitting fewer but wider units to be constructed however the economic constraints and the applicant's desire to create affordable rental housing are acknowledged. Staff recommend that a rental agreement covenant be applied to ensure that these smaller units remain as rental units.

Because of the property constraints (small lot with limited parking area), the applicant has been asked, and has agreed to, the condition that Assembly and Food Establishment uses **not** be included in the list of permitted uses for the requested zone. These uses are normally included in the Steveston Commercial zoning districts.

Analysis

Both staff and the applicant/owner have struggled with this particular proposal. Since the initial discussions, both the mix of uses and the densities proposed were changed significantly by the applicant - apparently driven by code requirements and economic viability concerns.

Although the proposal has been given a preliminary review by the Design Panel, a number of design aspects, particularly the overall appearance and "fit" within the character and context of the Steveston Business District, remains a concern with staff. It is staff's understanding that some individual members of the Heritage Advisory Commission have also expressed concerns with the appearance of the proposed development. As a compromise to the applicant's concerns regarding rising costs at this initial stage of the development review process, staff recommend that these more detailed design elements be worked out through the Development Permit and formal design review stages. Final approval of the proposed rezoning would not occur until the Development Permit has progressed substantively and to the satisfaction of the Manager – Development Applications. This approach should allow the rezoning application to be reviewed on its own merits, reducing up front costs for the applicant, yet still providing for modifications to the proposed design.

Concern has been expressed that this application will become a precedent for the area south of Moncton – particularly in terms of height and density – and that it could accelerate redevelopment along Moncton Street itself. Staff feel that the Steveston Area Plan sufficiently controls the heights within 10 m of Moncton Street within the Business District. For the area south of the controlled area this development may indeed be seen as a possible precedent for future applications. Staff note, however, that the proposal is for a Comprehensive Development Zoning District. **There is no requirement for Council to approve further developments using this zoning within the Business District should it elect not to do so.**

Options

Option 1: (Recommended)

Approve the rezoning with restrictive conditions on the list of uses as documented in the prepared Comprehensive Development District (CD/77) Zoning.

Option 2:

Deny the application.

Financial Impact

None determined.

Conclusion

Staff support the forwarding of the application for rezoning for 12160 - 1st Avenue to Public Hearing so that broader community input may be obtained on this proposal.



David Brownlee
Planner Special Projects (4200)

DCB:cas

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

Legal requirements, specifically:

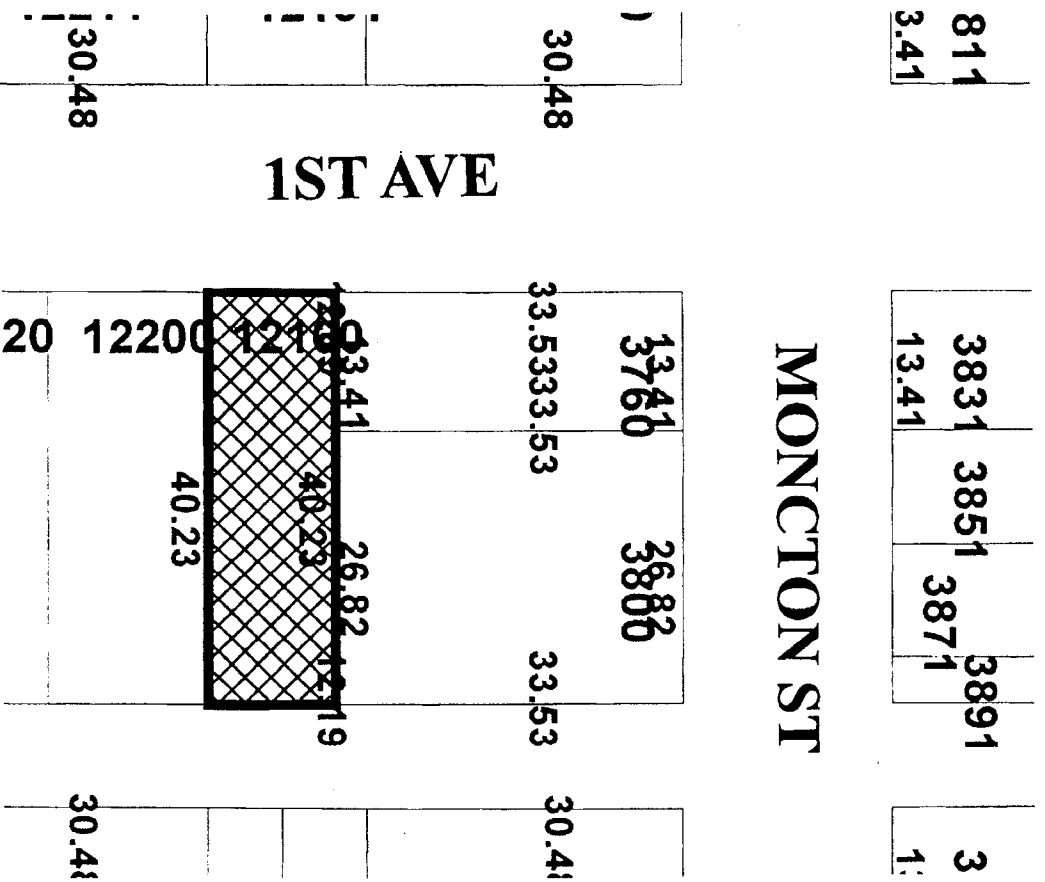
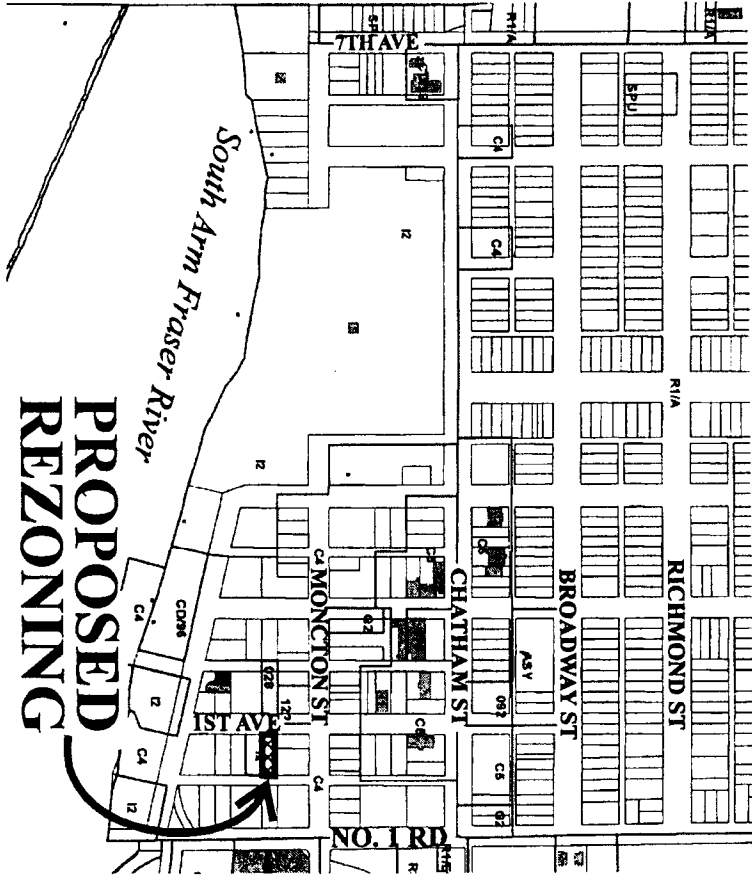
1. Registration of a restrictive covenant to ensure that the 2nd floor residential units facing 1st Avenue will be used for residential rental purposes in perpetuity.

Development requirements, specifically:

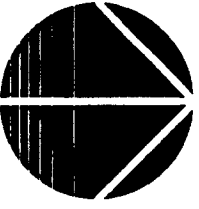
1. The processing of a Development Permit application to a level satisfactory to the Manager, Development Applications.
2. The applicant provide evidence that proper vehicle turnaround movement can be achieved with the current parking configuration as indicated in the staff report.



City of Richmond



RZ 02-217382



Original Date: 09/24/02

Revision Date: 09/30/02

Note: Dimensions are in METRES

September 18, 02

City of Richmond
6911 No.3 Road,
Richmond

RE: APPLICATION FOR REZONING
12160 -1ST AVENUE

We request a rezoning of the above property, currently zoned C-4 to C-5 (with increased density).

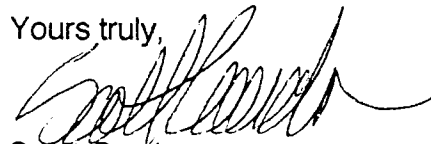
The proposed project is a three storey mixed use of residential, retail and light industrial. The developer is the owner of the property and business, Steveston Fluid Power.

The building design reflects the design components described in the Steveston OCP: the building is located at the front property line, awnings are provided for weather protection, retail frontages have a large amount of glazing, common access to the residential units is from the street, thus providing a presence and eye on the street, individual residential entrances are from a common landscaped second floor courtyard, parking is only accessible from the lane, the building has a street "sense" by being built to the property line, residential decks overlook the street and lane and the exterior materials (hardiplank) is reflective of a traditional wood frame building and will complement the style of the Village's historic buildings.

The increase in density is requested to make an economically viable project- the income from the 5 residential units and retail space is required to secure financing.

We look forward to your comments and thank you for your ongoing support.

Yours truly,



Scott Gordon

City of Richmond
6911 N0. 3 Rd
Richmond, B.C.

September 16, 2002

Re: Rezoning Application
12160 1st Ave

City of Richmond Planning Dept/City Council

To whom it may concern:

I would like to start this letter with a bit of background on Steveston Fluid Power. My father purchased the property at 12160 1st Ave in 1976 with the sole intention of forming a company to service the fishing industry with a new application being hydraulics. He purchased rather than rented because he was investing in the long haul, nothing my father did was short term. He suffered greatly in the early 80's from the economic downturn but never quit. I started sweeping floors in those days to help him out and became a full time employee in 1985. I took over the management side of the company in 1987 and upon his retirement in 1997 I purchased the entire company from him. My father and I are very close and spoke many times over the years about the future of Steveston Fluid Power and the fact that the building was becoming somewhat dated and nearing the end of its functional life.

With changes in the Fishing Industry over the past seven – nine years our talks and plans have become more of a necessity than a dream. Steveston Fluid Power has seen a decline in employees from 6 to 1. A loss of sales in excess of 60% and a customer base that has shrunk by 40 %. I have struggled to survive in a town

Steveston Fluid Power Ltd

HYDRAULICS - PNEUMATICS - WATER PUMPS

where the tourist industry has taken over with 90% tourism and 10% fishing. When I first came here it was the opposite.

The point to all this is, I would like to stay here and service what's left of the fishing industry but I don't think with the way fishing is proceeding that existing as I do today will be viable tomorrow. The fishing industry of Steveston, I believe, needs a support company like mine to exist. It needs company's that understand what they do and how they do it. If I fail to exist someone will surely take my place but not in this area, not in Steveston, its just not a good business decision and the support I offer in so many ways will be gone forever. I could have sold out when my father retired but my heart is here, the village acts as a small town, a separate unique entity within the City of Richmond. I know most of the merchants and some residents, a friendly hello as you walk down the street, who could ask for more. Coming to work here is a dream really.

I have spoke over the years with city planners about this village and have tried to empress on them that a core residential base is what is needed to help all merchants in the area. To give an example crime north of Moncton in the Village is much less than crime south of Moncton. Why, because there are residential units there and people there all hours of the day. With the onslaught of development at the BC Packers site the Village will now need more support than ever.

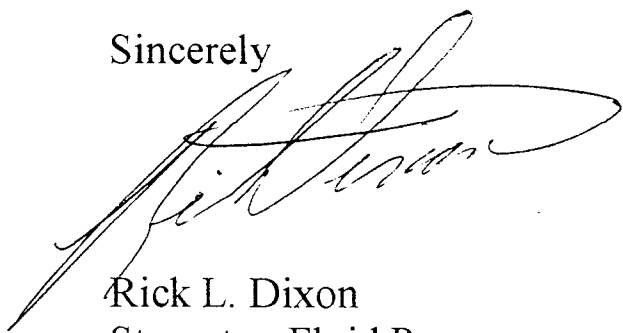
So I am proposing a change to the zoning, a change that will allow economical viable buildings to be built. A C-4 zoning is not economical because of the huge amount of square footage that is required for parking. The third story of C-5 makes a slow and controlled development of the south Village a vision for the future. That is why I have spent many thousands of dollars, in these tight times, to draw and redraw a building concept that can be an

**Steveston
Fluid Power Ltd**
HYDRAULICS - PNEUMATICS - WATER PUMPS

example for the future of the Village. I also have no intention what so ever of selling any part of this new building if it becomes a reality. I wish to retain it as rental units, why, because the rental income from this new building will allow Steveston Fluid Power to be financially stable for years to come. Also there are little or no rental units in this area available. My 82-year-old aunt would like to move back in to this area for her remaining days as she grew up here as a child. This concept will allow her to do this financially. In the future my wife and I would like to retire here, we ourselves want one of the units as a retirement home.

I started this process back in late October of 2001. Through meetings with city planners, finding an architect with local experience (Steveston Station) and discussions with other property owners I think I have done my best to offer a viable alternative for the future of the Village. As you will see from our concept drawings we have spent a great deal of time designing a open airy building with interior quite spaces that could be an example for any future development in this area.

Sincerely

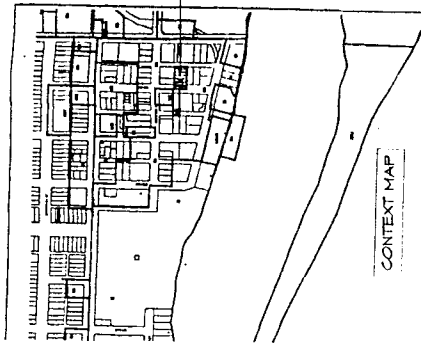


Rick L. Dixon
Steveston Fluid Power

P2 02-21738

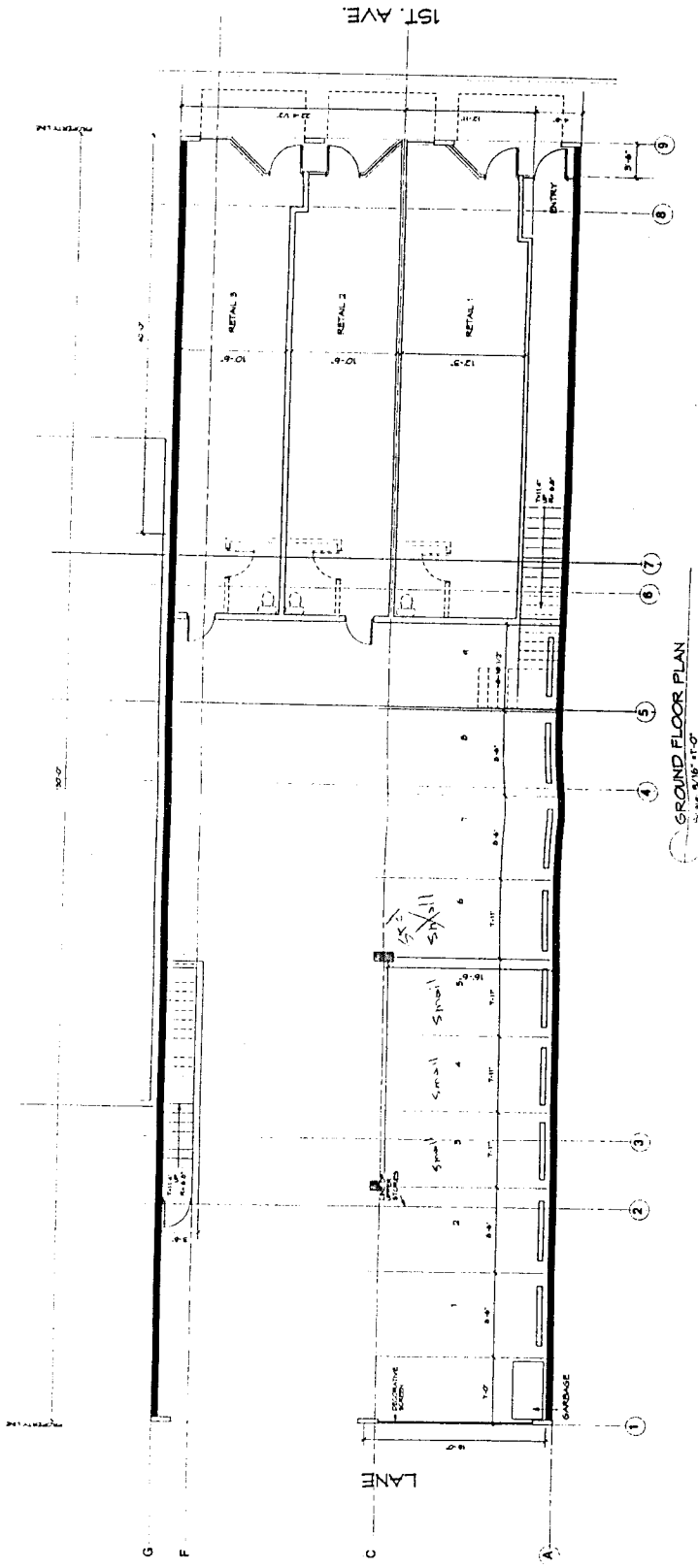
STEVESTON MIXED USE DEVELOPMENT

SCOTT GORDON ARCHITECT



AREA OF RETAIL	
1	1248 SF
2	1388 SF
3	1413 SF
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5	1413 SF
6	1413 SF
7	1413 SF
8	1413 SF
9	1413 SF
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LOT SIZE	NO. UNITS = 1:100 SF
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ATTACHMENT 3
STEVESTON MIXED USE
GROUND FLOOR PLAN

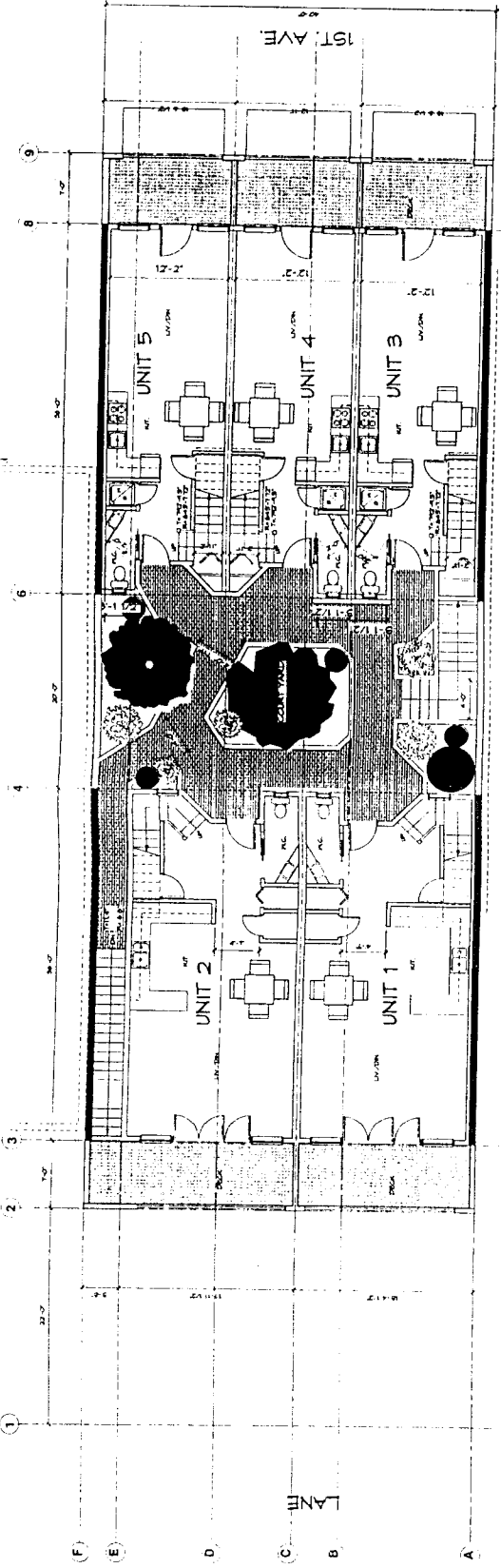


STEVESTON
 MIXED USE

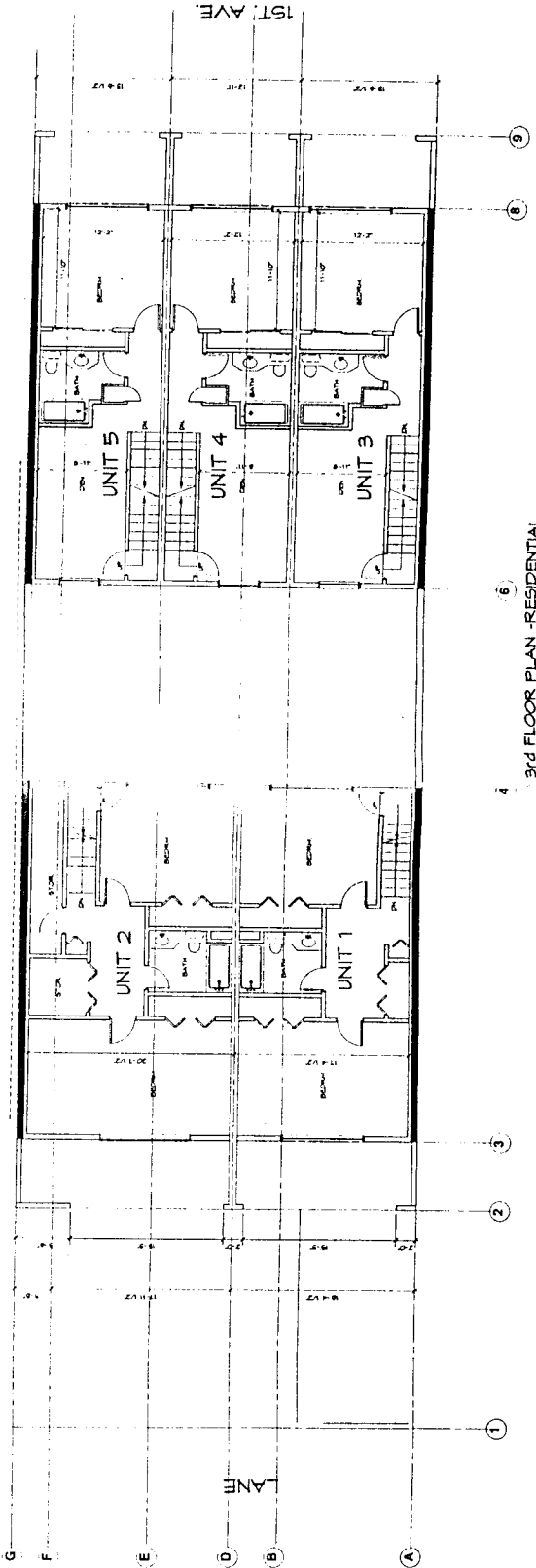
MAIN FLOOR
 UPPER FLOOR
 RESIDENTIAL UNITS

Scale: 1/8" = 1'-0"

A 2



2nd FLOOR PLAN - RESIDENTIAL
 Scale: 1/8" = 1'-0"



3rd FLOOR PLAN - RESIDENTIAL
 Scale: 1/8" = 1'-0"

DATE: 11/15/11
SCALE: 3/16" = 1'-0"

SCOTT GORDON ARCHITECT
 MARCO AVA

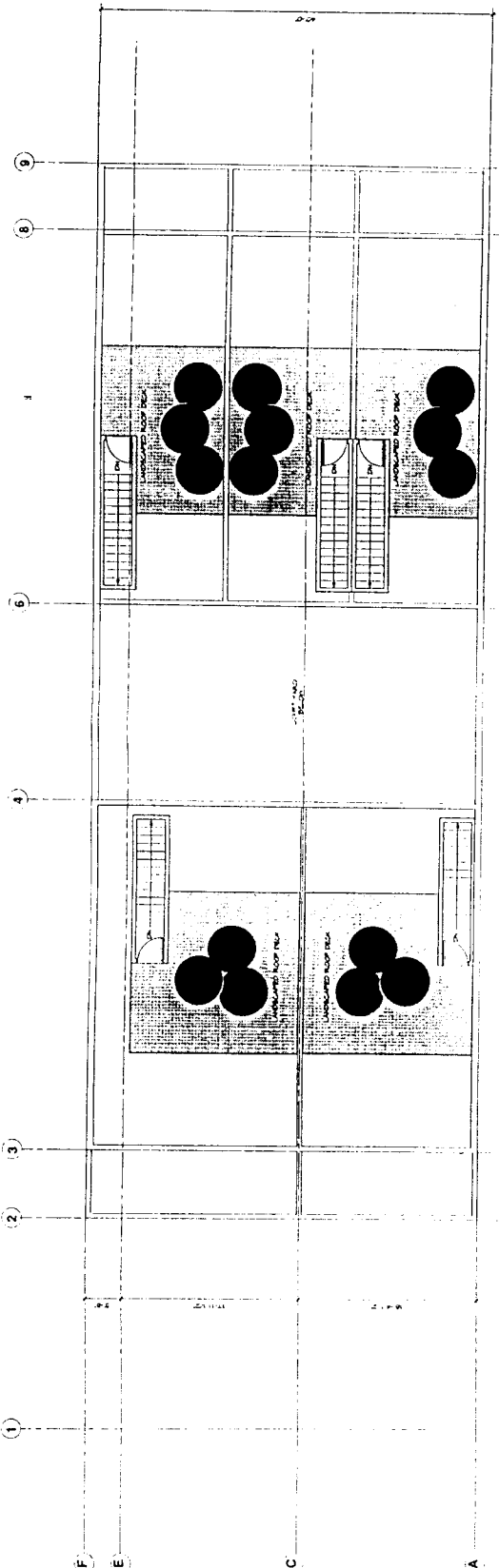


DATE: 11/15/11

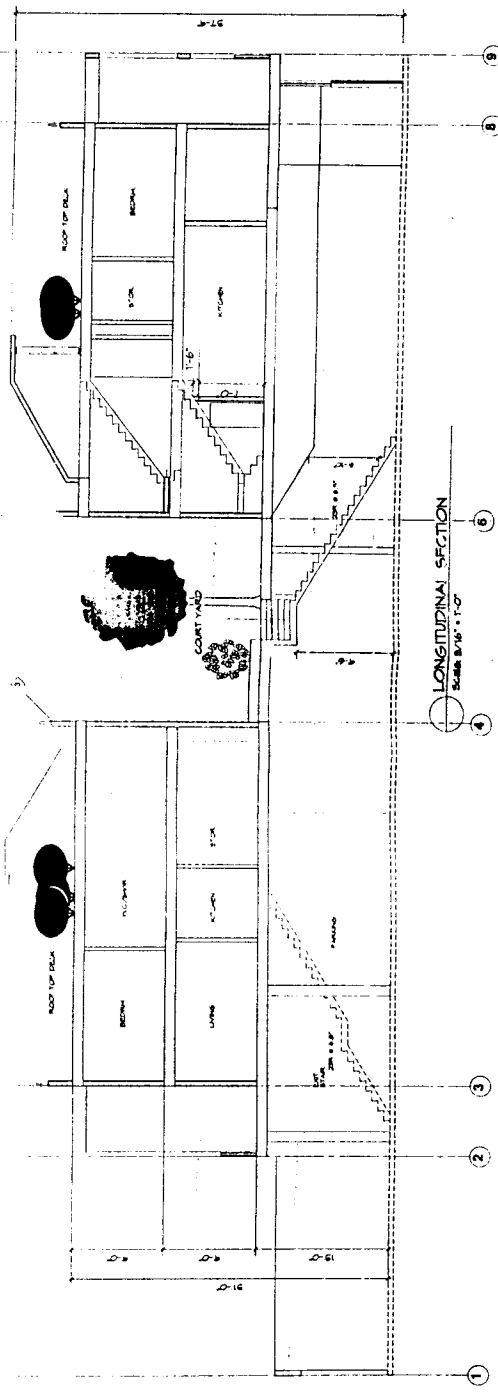
STEVESTON
MIXED USE

ROOF PLAN
SECTION
RESIDENTIAL UNITS

A 3



ROOF PLAN
Scale: 3/16" = 1'-0"



LONGITUDINAL SECTION
Scale: 3/16" = 1'-0"

1ST. AVE.

LANE

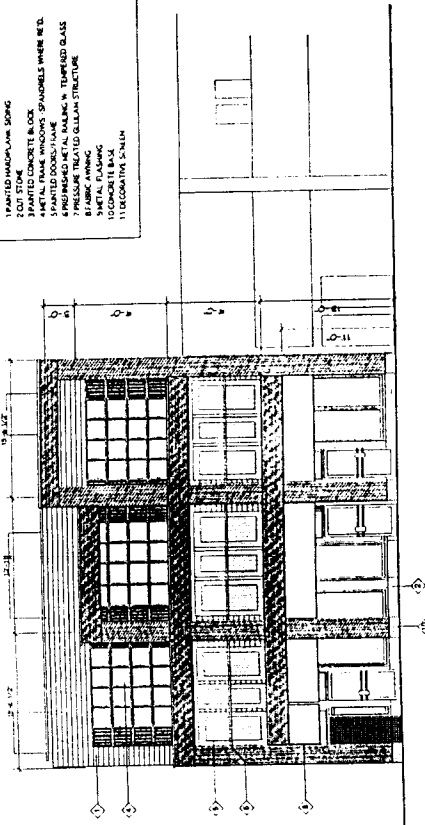


STEVE'S MIXED USE BUILDING

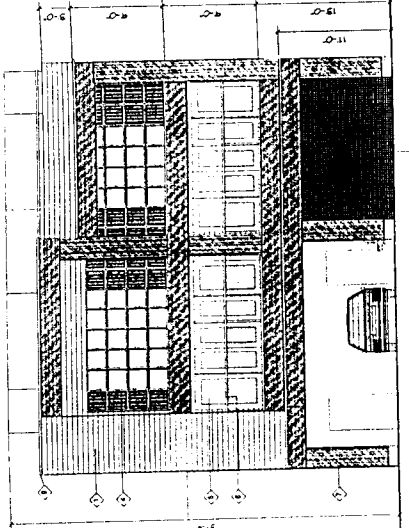
ELEVATION

Scale 1/8" = 1'-0"

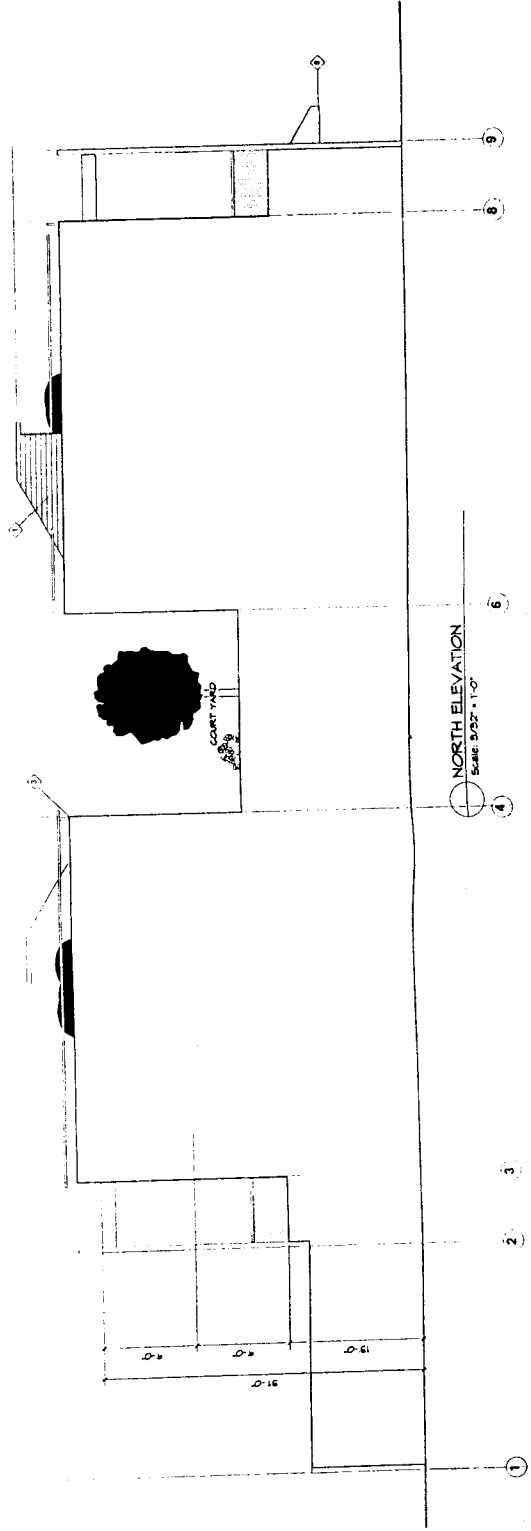
- 1 PAINTED WOOD/PLUM BOING
- 2 PAINTED CONCRETE & COE
- 3 METAL FRAME WINDOWS - SPANDRELS WHERE NEEDED
- 4 PRESSURE TREATED GULLAN STRUCTURE
- 5 FABRIC AWNING
- 6 CONCRETE BACK
- 7 DECORATIVE S/NUM



FRONT ELEVATION
Scale 1/8" = 1'-0"



REAR ELEVATION
Scale 1/8" = 1'-0"



NORTH ELEVATION
Scale 1/8" = 1'-0"





**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7498 (RZ 02-217382)
12160 1ST AVE**

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 291.77 thereof the following:

“291.77 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/77)

The intent of this zoning district is to accommodate a three-storey building containing up to five residential units and up to three at grade retail units.

291.77.1 PERMITTED USES

RETAIL TRADE & SERVICES, but excluding **gas station**, and the sales and servicing of automobiles, trailers or motorcycles;
OFFICE;
ANIMAL HOSPITAL or CLINIC, including **caretaker residential accommodation** in conjunction therewith;
EDUCATIONAL INSTITUTION;
RECREATION FACILITY;
COMMERCIAL ENTERTAINMENT;
STUDIO for artist, display, dance, radio, television or recording;
MIXED COMMERCIAL/RESIDENTIAL USE;
AUTOMOBILE PARKING;
TRANSPORTATION;
COMMUNITY USE;
ACCESSORY USES, BUILDINGS & STRUCTURES.

291.77.2 PERMITTED DENSITY

.01 **Maximum Floor Area Ratio:**

- (a) For Automobile Parking as a principal use: No maximum limit.
- (b) For all other uses: 1.45 (exclusive of parts of the **building** which are **used** for off-street parking purposes).

291.77.3 MAXIMUM HEIGHTS

- .01 **Buildings:** 12 m (39.370 ft.), but containing not more than 3 storeys.
- .02 **Structures:** 20 m (65.617 ft.).

291.77.4 OFF-STREET PARKING

- .01 Off-street parking shall be provided, developed and maintained in accordance with Division 400 of this Bylaw."

2. This Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning and Development Bylaw No. 5300, is amended by repealing the existing zoning designation of the following area and by designating it **Comprehensive Development District (CD/77):**

P.I.D. 003-610-373

Lot 33 Section 10 Block 3 North Range 7 West New Westminster District Plan 28935.

3. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7498"**.

FIRST READING

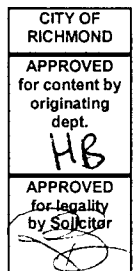
PUBLIC HEARING

SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

ADOPTED



MAYOR

CITY CLERK