



REPORT TO COUNCIL

**TO:** Richmond City Council  
**FROM:** Councillor Bill McNulty, Chair  
Planning Committee  
**RE:** APPLICATION BY HOTSON BAKKER ARCHITECTS FOR REZONING  
AT 14791 STEVESTON HIGHWAY FROM ATHLETICS AND  
ENTERTAINMENT DISTRICT (AE) TO COMPREHENSIVE  
DEVELOPMENT DISTRICT (CD/134)

*To Council - June 23, 2003*  
**DATE:** June 18<sup>th</sup>, 2003  
**FILE:** 8060-20-  
7370/7371/7533/7534

The Planning Committee, at its meeting held on Tuesday, June 17<sup>th</sup>, 2003, considered the attached report, and recommends as follows:

COMMITTEE RECOMMENDATION – (Cllr. McNulty opposed to Part 6)

- (1) ***That Bylaw No. 7370 and Bylaw No. 7371 be abandoned;***
- (2) ***That Official Community Plan Amendment Bylaw No. 7533, to amend Official Community Plan Bylaw No. 7100, to allow limited residential uses in Riverport, amend dwelling unit capacity distributions, and redesignate 14791 Steveston Highway:***
  - (a) ***From “Commercial” to “Mixed Use” in Attachment 1 to Schedule 1, and***
  - (b) ***From “Commercial” to “Limited Mixed Use” in Attachment 2 to Schedule 1, be introduced and given first reading.***
- (3) ***That Bylaw No. 7533, 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.***
- (4) ***That Bylaw No. 7533, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.***
- (5) ***That Bylaw No. 7534, 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.***
- (6) ***That an Area Plan be undertaken for the Riverport Area.***
- (7) ***That staff report on the appropriate timing of an Area Plan for the Riverport Area.***

Councillor Bill McNulty, Chair  
Planning Committee

Attach.

VARIANCE

Please note that staff recommended the following for Parts 6 and 7:

- (6) That no additional residential development be approved in the Riverport Area until an Area Plan for this area is completed.
- (7) That an Area Plan be undertaken for the Riverport Area.



**To:** Planning Committee  
**From:** Joe Erceg  
Manager, Development Applications

*To Council - June 23, 2003*  
*To Planning - June 17, 2003*  
**Date:** June 6, 2003  
RZ 03-234655  
File: 8060-20-7533 / 7534  
7370 / 7371

**RE: APPLICATION BY HOTSON BAKKER ARCHITECTS FOR REZONING AT 14791 STEVESTON HIGHWAY FROM ATHLETICS AND ENTERTAINMENT DISTRICT (AE) TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD/134)**

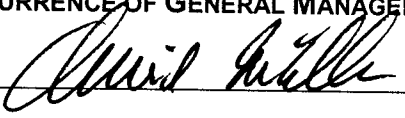
**Staff Recommendation**

1. That Bylaw No. 7370 and Bylaw No. 7371 be abandoned;
2. That Official Community Plan Amendment Bylaw No. 7533, to amend Official Community Plan Bylaw No. 7100, to allow limited residential uses in Riverport, amend dwelling unit capacity distributions, and redesignate 14791 Steveston Highway:
  - From "Commercial" to "Mixed Use" in Attachment 1 to Schedule 1, and
  - From "Commercial" to "Limited Mixed Use" in Attachment 2 to Schedule 1,be introduced and given first reading.
3. That Bylaw No. 7533, having been considered in conjunction with:
  - the City's Financial Plan and Capital Program;
  - 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.
4. That Bylaw No. 7533, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.
5. That Bylaw No. 7534, 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.

- 6. That no additional residential development be approved in the Riverport Area until an Area Plan for this area is completed.
- 7. That an Area Plan be undertaken for the Riverport Area.

*Joe Erceg*  
 Joe Erceg  
 Manager, Development Applications

JE:jl  
 Att. 6

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Law.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	 <hr/>
Policy Planning.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Transportation.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Zoning.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

## Staff Report

### Origin

Hotson Bakker Architects has applied to rezone 14791 Steveston Highway and amend the Official Community Plan (OCP) to permit the development of a mixed use waterfront residential/commercial community. 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, marina, restaurant, retail space and offices. Public open space in the form of waterfront walkways, plaza areas and marine piers are proposed throughout the site.

### Background

The site was the subject of a proposal submitted in 2002 (RZ 02-199258) for a similar mixed-use development. The site was also the subject of other applications in prior years. A chronology of these earlier applications and their status is outlined in **Attachment 2**.

### Council Resolutions

When the 2002 rezoning application was presented to Council on May 27, 2002, the Zoning and OCP Amendment Bylaws received First Reading. The following additional resolutions were also passed at that time:

- That no additional residential development be approved in the Riverport Area until an Area Plan for this area is completed.
- That an Area Plan be undertaken for the Riverport Area.

The Zoning and OCP Amendment Bylaws received Third Reading by Council on June 17, 2002. At that time, Council also passed the following resolutions:

- That the applicant register a covenant on title to advise future purchasers of potential noise from area industrial, commercial and rail operations and to indemnify the City from potential claims;
- That traffic improvements suggested by residents living in the Riverport Area be referred to the Transportation Department for review. These improvements included left hand turn lanes at key intersections, additional traffic lights, bus stops, and bike lanes.
- That the City contact the CNR to express the City's concern regarding proposed works within the CNR right-of-way.
- That the City initiate an Area Plan for the Riverport Area.

### GVRD Process

The 2002 application included an amendment to the Regional Context Statement (RCS) in the City's OCP. The Greater Vancouver Regional District (GVRD), which is required to approve amendments to the RCS, rejected the request on October 29, 2002. Consequently, the application failed to proceed to final Council approval.

Staff have subsequently obtained legal advice from the City's and applicant's solicitors that amending the RCS was not necessary in the first place as there did not appear to be a conflict between the RCS and the OCP. This issue will be discussed further in this report.

Therefore, this current rezoning application is a refinement of the previous proposal and does not include an amendment to the RCS.

### **Findings of Fact**

<b>Item</b>	<b>Existing</b>	<b>Proposed</b>
Owner	Legacy Park Lands Ltd.	No change
Applicant	Hotson Bakker Architects	No change
Site Size	2.08 ha (5.15 acres)	Potential subdivision to 3 parcels ranging in size from 0.26 ha (0.65 acres) to 1.39 ha (3.4 acres)
Land Uses	Vacant	Residential, commercial, dormitory, marina, waterfront plazas, public recreational walkways
OCP Designation	Commercial	Mixed Use
Zoning	AE (Athletics and Entertainment)	CD (Comprehensive Development District)
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 I2 (Light Industrial District)
- West: CN Rail right-of-way and Riverport Entertainment Complex (zoned AE)
- East: City owned property zoned AE; Fraser River

## Project Description

The applicant proposes five buildings on the site to accommodate residential, dormitory, commercial, marina, and community meeting space. These uses would be complemented by public open space amenities, including pedestrian walkways, waterfront plaza/lookout platforms, a public float and pier and a boat launch facility. The site plan is included as **Attachment 3**.

## Building Statistics

Building	Proposed Uses	Building Area	Parking Spaces Provided	Net Site Area	Floor Area Ratio (Based on net site area)
Bldgs, 1,2 & 3	185 – Unit Market Condominium Complex	14,986.5 m <sup>2</sup> (161,319 sq. ft.)	321 spaces	10,125.6 m <sup>2</sup> (108,995 sq. ft.)	1.48
Rental	55 – Unit Rental Housing Building	3,978.9 m <sup>2</sup> (42,830 sq. ft.)	95 spaces	2,992.9 m <sup>2</sup> (32,216 sq. ft.)	1.33
Port	144 – Bed Athletes' Dormitory, Ground Floor Restaurant and Retail Space, Second Floor Offices, Community Meeting Rooms	2,084.4 m <sup>2</sup> (22,437 sq. ft.)	64 spaces	2,633.3 m <sup>2</sup> (28,345 sq. ft.)	0.79
Boat Storage	Dry Boat Storage Shed for 30 vessels	278.7 m <sup>2</sup> (3,000 sq. ft.) site coverage	n/a	n/a (located on the Port Building Site)	n/a
Totals		21,049.8 m <sup>2</sup> * (226,586 sq. ft.)	480 spaces (includes 20 spaces on the street)	15,751.8 m <sup>2</sup> (169,556 sq. ft.)	1.34

\* The total building area does not include the area of dry boat storage as this is an open shed.

## Public Amenities

The proposal retains the following public amenities that were proposed in the earlier 2002 development proposal:

- A 4.5 m (15 ft.) waterfront walkway along the full length of the site (The previous proposals did not have the full 4.5 m width along the full walkway length).
- A waterfront public plaza at the east end of Steveston Highway which includes a 12.2 m (40 ft.) long access ramp and 139.4 m<sup>2</sup> (1,500 sq. ft.) floating dock that can accommodate 2 to 4 boats (The plaza at Steveston Highway has been enlarged from the previous proposal from 101.9 m<sup>2</sup> /1,097 sq.ft. to 105.1 m<sup>2</sup>/1,131 sq.ft.).

- Two additional viewing platforms along the waterfront walkway.
- A 74.3 m<sup>2</sup> (800 sq. ft.) meeting room for community use.
- Public rights-of-passage over all parts of the site not occupied by buildings, enabling landscaped areas in front of residential buildings to be accessed by users of the waterfront walkway.

The following new amenities have been added to this revised development proposal:

- A dry boat storage shed for area residents to store their boats;
- A boat launch and lift facility for residents who use the dry boat storage shed;
- Continuation of the waterfront walkway in the adjacent City-owned lands to the north;
- Creation of a parking area in the City-owned lands to the north.

#### Comparison to Previous Proposal

The 2002 development proposal consisted of market condominiums, rental housing, dormitories, restaurant, offices, childminding facility, waterfront walkway, plazas and the dock at the foot of Steveston Highway. The site was proposed to be integrated to the Riverport Entertainment Complex with a pedestrian walkway over the CN Rail right-of-way. This connection was to enable use of the parking areas at Riverport and to bring visitors to Riverport to the waterfront.

A technical comparison between the 2002 proposal and the current proposal is outlined in **Attachment 4**.

While many of the uses have generally stayed the same, there have been some changes and refinements to the plan. Some of the key changes include:

#### *Siting:*

- The dormitory has been moved from the north end of the site to the south end of the site and incorporated into the Port Building.
- Buildings along the waterfront walkway have been moved closer to the street to enable the walkway have a minimum width of 4.5 m (14.8 ft.) along its entire length.

#### *Land Use:*

- The number of dormitory beds has been increased from 108 beds to 144 beds.
- Market condominium units have been increased from 114 units to 185 units.
- Rental apartment units have been reduced from 110 units to 55 units.
- Approximately 83.7 m<sup>2</sup> (900 sq.ft.) of retail space has been added.

#### *Parking:*

- The underground parking structure has been increased in size so that the overall total number of parking spaces provided on site (including the underground structure) has been increased from 352 spaces to 460 spaces.



*Amenities:*

- A dry boat storage shed for 30 vessels has been provided for area residents, together with a boat launch and lift facility.
- The applicant will provide a contribution of \$50,000 towards the Child Care Development Fund in lieu of building a facility on the site.
- A 105.1 m<sup>2</sup> (1,131 sq.ft.) pier at the foot of Steveston Highway (which has been enlarged in size from the earlier rezoning application) is proposed as a community focal point.
- The applicant will provide approximately \$43,000 cash for the City to construct additional public amenities in the City lands to the north, including a waterfront walkway for the full length of the site and a new parking area.
- The amount of natural habitat/FREMP area has been increased due to a realignment of the waterfront walkway.
- An additional \$10,000 has been provided by the applicant for either the Child Care Development Fund or the Public Art Statutory Reserve Fund, at Council's discretion.

**Consultation**

The 2002 rezoning proposal was circulated to a number of external agencies for review and comment. As the current proposal is similar in land use concept and siting of buildings, many of the comments expressed earlier are still valid.

Greater Vancouver Regional District

The GVRD expressed concerns about the 2002 development proposal from a regional growth management perspective and principles based on the Livable Region Strategic Plan (LRSP). It pointed out that the proposal is not consistent with the Regional Context Statement (RCS) for Richmond that is included in the current OCP that was adopted in 1999.

With the previous proposal, the City forwarded an amendment to the RCS to the GVRD for consideration. The GVRD Board rejected the proposed amendment and consequently, the 2002 application failed to proceed for final Council adoption.

The current application does not include an amendment to the RCS. This issue will be discussed further in this report.

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

With the earlier rezoning proposal, the Child Care Development Board indicated that childminding in the City, in general, has not been very 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.

#### 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 may increase as a result of this development.

#### CN Rail

CN Rail advises that the rail line, west of 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 5**). 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.

Following the Public Hearing for the 2002 rezoning application, City Staff pursued further discussions with CN Rail to clarify their intent within the right-of-way. Authorities at CN Rail indicate that there may be up to 3 tracks in the right-of-way adjacent to the development. However, shunting or switching of trains are not proposed to take place within the area next to this development site.

### 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.

### **Staff Comments**

#### Policy Planning

- An OCP amendment is being made to accommodate the proposed permanent residential dwelling units in the Riverport Area.
- The introduction of residential uses into this area will require that it be managed as a new neighbourhood to ensure that it accommodates adequate services for residents and integrates with the Entertainment Complex.

#### Transportation

- 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 m to 15.0 m. This is the same variance as requested in the previous proposal. The applicant has submitted a cross-section that meets Transportation's requirements.
- Vehicular turnarounds are required at the north end of the new road and at the end of Steveston Highway.
- Frontage improvements, including curb and gutter, sidewalk, landscaped boulevard, street lighting and bike lane, are required along the north side of Steveston Highway, between Entertainment Boulevard and the new access road to the development site.
- The provision of a secondary access for emergency vehicles to access the proposed development is required, subject to the satisfaction of the Fire Department.
- All on-street parking spaces that are within road rights-of-way are for general public use.
- The applicant is asked to consider the dedication of an approximately 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.

### Parks Department

- The 4.5 m (14.8 ft.) wide walkway seems narrow. The proposed buildings should be set back further from the waterfront walkway.
- Ensure that there is adequate room for pedestrians to move aside and avoid maintenance vehicles that may also use the waterfront walkway.
- The City's Waterfront Strategic Team 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.
- Consider extension of the trail into the City-owned lands to the north to create a terminus for the trail.
- Ensure that raised lawn areas next to the walkway are readily accessible by pedestrians. The use of ornamental grasses on the berms may inhibit access.
- Ensure use of high quality materials for the waterfront walkway (e.g. concrete or paving stones).

### Fire Department

- The Fire Department's main requirement is unimpeded primary access to the site as well as provision of secondary access.
- Ensure that there is at least 6 m (19.7 ft.) total clear width around the water feature at the foot of Steveston Highway.

### Servicing

#### *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.

### 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.

### 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.

### **Analysis**

#### **Official Community Plan Amendments**

##### Previous Application

The 2002 application proposed an amendment to the Regional Context Statement (RCS) of the OCP to identify the Riverport Area as a mixed use centre, including limited residential use. At the time, it was deemed that the change was needed in order to permit residential development in Riverport.

The amendment of the RCS required approval by the GVRD. In considering the request, the GVRD rejected the amendment on the basis that it would permit residential development in East Richmond in a manner that is inconsistent with the Livable Region Strategic Plan (LRSP). After this decision, the application did not proceed further.

##### Current Application

This current application does not include an amendment to the RCS on the basis of City and applicant legal opinions stating that an amendment was and is not necessary. The City's and applicant's legal opinions state that this proposal and the proposed OCP amendments can be approved and do not require a RCS amendment because the existing RCS is a general policy document which already accommodates the proposed changes. For example, the RCS does not include specific numbers relating to use and density.

Hence, the RCS does not need to be amended and the current application does not propose a change to the RCS.

An OCP amendment is proposed:

- To change the land use designation to a Mixed Use designation to accommodate the development;
- To change the dwelling unit capacity numbers in the OCP (that are not a part of the RCS) to accommodate the proposed residential development in Riverport; and
- To clarify that a marina with residential uses is allowed.

The City's Law Department has reviewed the legal opinions and agrees that the RCS does not need to be amended. The City's and applicant's legal opinions also suggest that an amendment to the OCP is not needed as a marina is already allowed in the OCP's current Commercial land use designation. However, the OCP amendment is still proposed in this application in order to clarify the intent of this proposal and because the applicant wishes to proceed in this manner.

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

#### Issues

The subject properties are currently designated in the OCP as "Commercial" use, and zoned as "Athletics and Entertainment District (AE)". 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).

Currently, Riverport is not envisioned to include any permanent residential uses. Consequently to date, there has been no:

- Full public discussion on the options for the type of place that Riverport should be, and whether residential uses are desired by the community at this location (e.g. a compete or limited community, a sports community, etc.);
- Study of the impacts of residential uses on the area;
- Study on how best to achieve a successful land use mix which involves both an entertainment and sports centre and a residential community;
- Study regarding the long term servicing of the area.

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

For the long term, the preferred vision, land use and servicing options for the area need to be better clarified.

#### Applicant's Response

The applicant's rationale for providing some 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 permanent residential uses and associated public amenities in the area is seen as helping to support the facilities at Riverport and creating a lively waterfront sports-recreation experience and community.

### Observations

In endorsing the 2002 application, Council acknowledged the implications of adding some permanent residential uses in this area and passed resolutions that:

- No additional residential development be approved in the Riverport Area until an Area Plan for this area is completed; and
- An Area Plan be undertaken for the Riverport Area.

These positions are reiterated in the recommendation for this current application.

Staff therefore have direction to undertake a comprehensive planning process, at the appropriate time, in order to develop a plan that includes:

- An overall agreed upon vision for the area;
- Creating sustainable development;
- Protecting the Agricultural Land Reserve;
- 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.

Such a plan would establish a coordinated vision and decision-making framework for future development proposals in the Riverport Area.

To date, no further work on an Area Plan has been undertaken because:

1. Staff have been awaiting the ultimate decision regarding the earlier proposal;
2. An Area Plan for Riverport was not part of the 2002 or 2003 Work Program;
3. Staff have been working on other priorities for 2003 (e.g. completing the Agricultural Viability Strategy, working with the Fraser River Port Authority, processing rezoning applications).

Staff can consider starting work on an Area Plan, at the earliest, in late 2003 and doing the bulk of the work in 2004. Due to the existing high work load and available resources, some existing work will be slowed down and deferred (e.g. rezonings, Agricultural Viability Strategy implementation).

## **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. Currently, the closest area where residents could meet their local shopping needs is Ironwood Shopping Centre at Steveston Highway and No. 5 Road. It can be anticipated that there will be demand for these uses at Riverport.

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 try 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 (e.g. no permanent residential addresses).
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 39.9 m<sup>2</sup> (429 sq. ft.) for a studio apartment to 90.1 m<sup>2</sup> (970 sq. ft.) for a two-bedroom unit. The units in the condominium buildings range from 48.3 m<sup>2</sup> (520 sq. ft.) for a studio to 88.8 m<sup>2</sup> (956 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. The first two covenants, as outlined above, 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 this development proposal is approved, the City should understand that families may live in this area as the restrictive covenant for age may not be entirely effective. If families live in the area, demands to create a more complete community with a fuller range of services and amenities can be anticipated.

## **Transportation and Circulation**

### Access to the Site

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. Vehicle turnarounds are provided at both the end of Steveston Highway and at the end of the new access road.

A relaxation of the right-of-way width for the new access road 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 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.

### Fire Access to the Site

The main access to the site is from Steveston Highway. Secondary access would be achieved by the use of the waterfront walkway, which has been designed to accommodate emergency vehicles.

In the earlier application, secondary access was envisioned to be located behind Watermania and connect to existing parking areas at Riverport. Such a connection required securing access across the CN Rail right-of-way and over private property (Riverport Entertainment Complex).

The Fire Department requires unimpeded access to the site from Steveston Highway. The CN Rail right-of-way currently extends halfway into Steveston Highway. In order to complete the crossing from the north side of Steveston Highway to the south side, CN will need to obtain permission from the City for a road crossing of the railway for the south half of Steveston Highway.

The process for CN to obtain a right-of-way from a local jurisdiction is a far less common occurrence for which there is no pre-defined process at the City level. The Law Department anticipates that a written request would be submitted by CN and circulated to various departments for review and comment. The City Solicitor has advised that as part of the review, the City may require that CN not undertake any activities that may result in the blockage of Steveston Highway and affect emergency response time (e.g. shunting operations). Any conditions would be incorporated into an appropriate right-of-way agreement between the City and CN.

The Fire Department is aware of this process and is satisfied that this will provide assured access to the development site.

#### 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 an approximately 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.

#### Issues Raised at June 17, 2002 Public Hearing

When the previous 2002 rezoning application went to Public Hearing, a number of issues were raised by area residents who were concerned about the impacts of additional residential development in the area. A resolution was passed by Council to request the Transportation Department to examine the following traffic improvements:

- A left hand turn lane on Sidaway Road;
- A bike lane on Steveston Highway;
- A left hand turn lane on Steveston Highway to No. 5 Road south;
- A traffic light for traffic exiting the freeway; and
- Bus stops.

The Transportation Department has reviewed these issues. The Staff reports are included as **Attachment 6**.

### **Parking**

Parking requirements for the development are calculated as follows:

<b>Use</b>	<b>Zoning Bylaw Standards</b>	<b>Amount of Space Proposed</b>	<b>No. of Off-Street Parking Spaces Required</b>
Dormitories	1 space/3 sleeping units	42 sleeping units	14
Rental Building	1.5 spaces/dwelling unit; 0.2 visitor parking spaces/dwelling unit	55 dwelling units	94
Condominium Buildings	1.5 spaces/dwelling unit; 0.2 visitor parking spaces/dwelling unit	185 dwelling units	315
Commercial (Office, Retail, Meeting Rooms)	4 spaces/100 m <sup>2</sup>	326.4 m <sup>2</sup>	13
Restaurant	10 spaces/100 m <sup>2</sup>	379.0 m <sup>2</sup>	38
<b>Total Required</b>			<b>474</b>

Under the Zoning Bylaw standards, a maximum of 474 off-street parking spaces is required for the development. The applicant has provided a total of 492 parking spaces as part of the development. There would be 443 spaces located in an underground parking structure, 17 spaces in surface parking lots, and an additional 32 parking spaces available on the street. Staff believe that the amount of parking that is proposed for this project is acceptable.

The parking arrangement in this current application differs from the 2002 rezoning application which requested a variance of over 100 parking spaces. In the earlier proposal, the underground parking structure was smaller and a pedestrian overpass to link the site with the Riverport Entertainment Complex was included to allow parking in Riverport to be used. In the earlier proposal, the applicant also requested lower parking standards for the residential units.

This revised proposal provides a substantially larger underground parking structure than previously proposed and improves the overall parking arrangement for the site.

### **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 near 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. 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.

#### Applicant's Response

The Parks Department had commented on the proximity of the buildings to the waterfront walkway, the elimination of the pedestrian overpass, and the potential continuation of the walkway into the City-owned lands to the north.

The applicant indicates that the design concept for the site is to create an “urban experience” along the waterfront where buildings are closer to the walkway (e.g. waterfront walkways along False Creek). The buildings have also been moved closer to the street in order to achieve a 4.5 m (15 ft.) walkway along the entire length of the waterfront, a feature that was not part of the previous rezoning and development proposal.

The pedestrian overpass that previously connected the subject site to the Riverport Entertainment Complex was eliminated because all parking requirements can be met on-site. The previous development proposal had a parking shortfall that was to have been met by the use of parking at Riverport. This necessitated direct pedestrian linkage from the Riverport parking area to the subject site.

The applicant has further agreed to make some improvements to the City lands north of the development site. In conjunction with the Parks Department, the applicant has been exploring design options that include:

- Extending a 3.0 m (9.8 ft.) wide asphalt walkway along the waterfront for the full length of the City lands to the north;
- Re-designing the parking area and park space immediately north of the subject site in order to create a buffer and transition zone between the development site and the public park use.

The applicant has agreed to construct the parking area and associated park improvements on the City Lands and provide funding for the construction of the waterfront walkway.

#### Observations

Provision of the waterfront walkway and other associated public amenity spaces within the development site 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.

The extension of the trail further north of the development site will create a part of the overall network that will ultimately create a waterfront trail linking Riverport to the Fraserport Lands.

### **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;
- The City-owned lands north of the Riverport Entertainment Complex, which are zoned AE (Athletics and Entertainment). Although there are no specific uses for the land identified at this time, previous proposals have included a concert hall, an open air amphitheatre, and sports fields.

### Applicant's Response

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 and to notify potential residents that there are industrial, commercial and rail operations in proximity to the subject site. This is consistent with one of Council's resolutions passed at the Public Hearing for the previous 2002 rezoning application.

### **Child Care/Public Art Considerations**

In the 2002 rezoning proposal, the applicant proposed to include a childminding facility in the dormitory building. It was intended to serve users of the entertainment and recreation facilities at Riverport. The applicant proposed to build the facility and lease it to an operator.

The Child Care Development Board, in reviewing the 2002 application, noted that childminding has generally not been highly successful in Richmond. It questioned the viability of a childminding facility on the subject site and suggested that a contribution to the Child Care Development Fund be made instead.

### Applicant's Response

The applicant has selected to eliminate the childminding facility on the site. A contribution of \$50,000 will be made to the Child Care Development Fund.

The applicant has also agreed to a further \$10,000 contribution. Council may select to direct these funds to either the Child Care Development Fund or the Public Art Statutory Reserve Fund.

Staff recommend that the \$10,000 be allocated to public art because the other two community amenities (child care, affordable housing) are addressed in this development proposal.

**Financial Impact**

None directly as the result of this project. Preparation of an Area Plan for Riverport would require allocation of City resources for Staff and/or consultants. This would be determined through normal City budgeting processes.

**Conclusion**

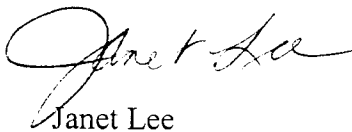
The proposed development will create a vibrant experience at the City's waterfront with the introduction of new limited residential, commercial and recreational uses. New area residents will help to support existing businesses at Riverport and contribute to its development as a limited sports and entertainment neighbourhood. Employees of Riverport and nearby employment centres will have new opportunities to live in housing close to their places of work. The new dormitories will help to support the sports facilities at Riverport by attracting new users for training and competition.

The proposed development will also provide a range of public amenities that benefit the citizens of Richmond. Waterfront walkways at this development and in the City lands to the north contribute a significant link to the City's overall vision of a continuous perimeter trail system around Lulu Island. The public piers to be created at the foot of Steveston Highway and along the walkway offer places to gather and enjoy the waterfront experience.

In addition, the applicant will make a \$50,000 contribution to the Child Care Development Fund to help meet needs in the community. Staff recommend that the additional \$10,000 contribution offered by the applicant be directed to the Public Art Statutory Reserve Fund.

The applicant has also made a commitment to ensure that this new limited neighbourhood will be compatible with the mix of uses in the area. Restrictive covenants and construction measures will be taken to minimize the impacts of commercial, industrial and rail operations on the residential uses.

This application represents a unique development proposal for a unique site that is anticipated to become an attractive and desirable waterfront community. It is therefore recommended that this application be supported.



Janet Lee  
Planner 2  
(4108)

JE:jl

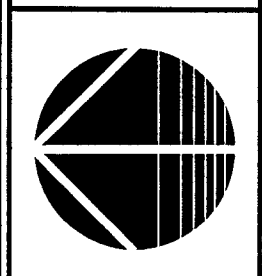
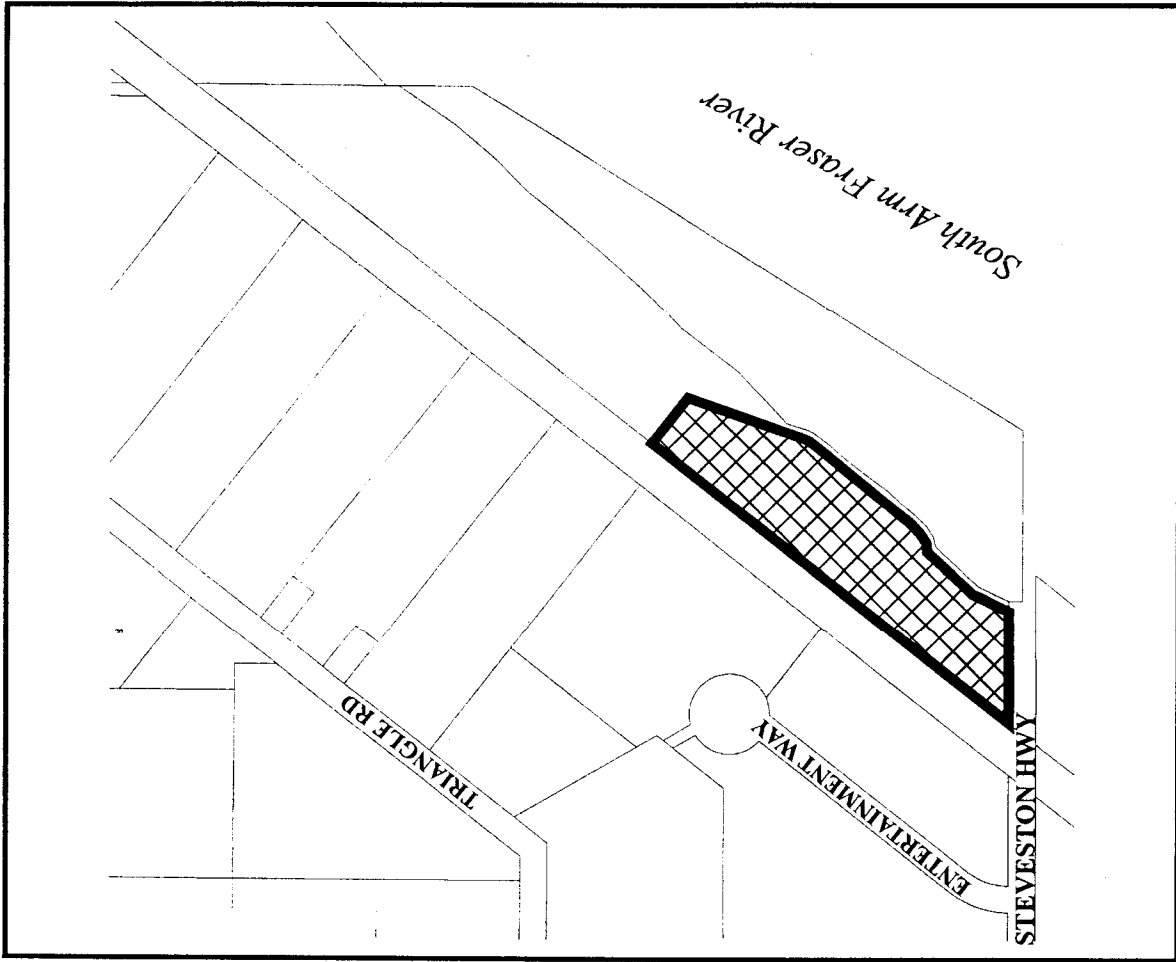
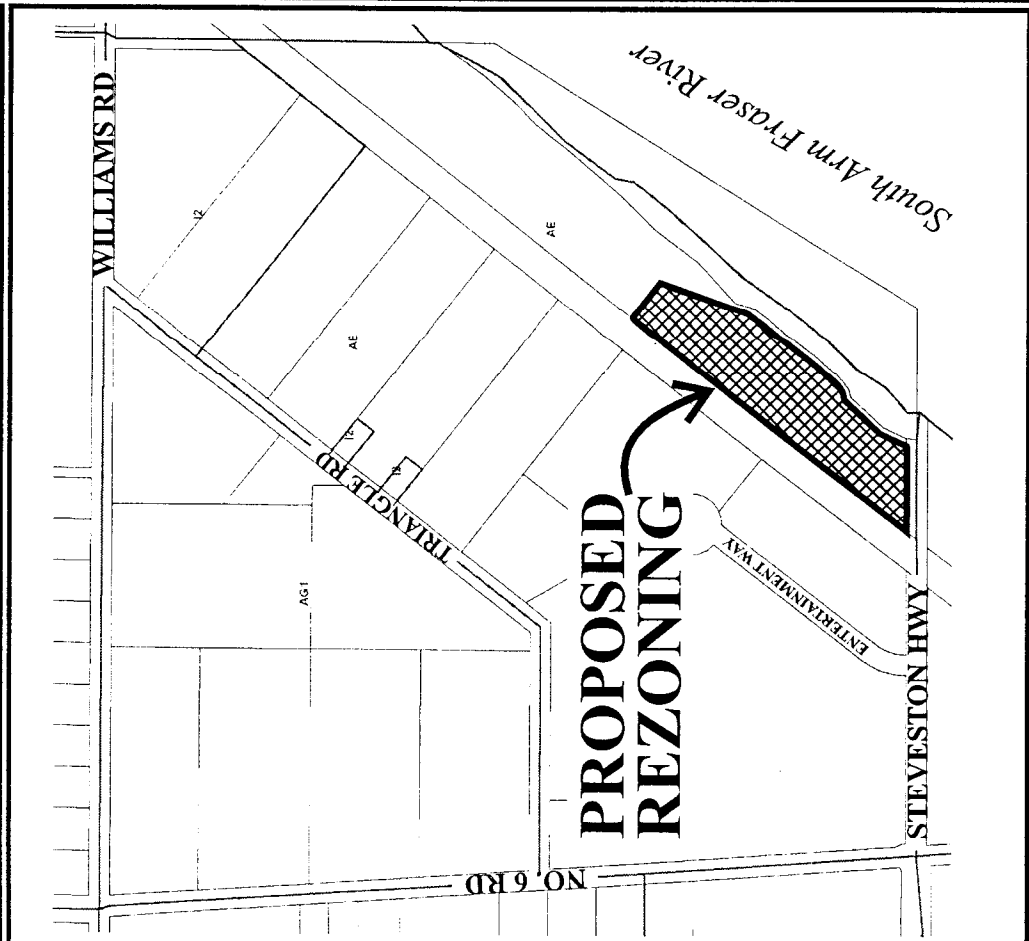
There are requirements to be dealt with prior to final adoption:

Legal requirements, specifically:

1. Registration of restrictive covenants to:
  - a. Ensure that residential buildings will be built to CMHC Noise Transmission Criteria and to notify potential residents of nearby entertainment, commercial and rail operations.
  - b. Ensure that the dormitory and rental buildings will be used for that purpose in perpetuity.
  - c. Limit the age of occupants in residential buildings to 18 years and older.

Development requirements, specifically:

1. Secure public rights-of-passage/rights-of-way over all publicly accessible areas not occupied by buildings or private patio, including the public pier and float.
2. Secure any necessary dyke rights-of-way.
3. Road dedication for new access road.
4. 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.
5. Approval of Inspector of Dykes for design and vegetation around the dyke.
6. Approval of amendment of registration for private sewage treatment plant by Ministry of Water, Land and Air Protection.
7. Enter into a Servicing Agreement (including the deposit of securities) with the City for the following:
  - a. 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.
  - b. New road right-of-way with road, sidewalk, curb/gutter, treed boulevard, street lighting.
  - c. Adequate turnarounds at the ends of roads (new road and Steveston Highway).
  - d. Update of the FREMP approval for structures located on the water side of the dyke.
  - e. Construction of the pedestrian waterfront walkway for dyke maintenance and access.
  - f. An advance Development Cost Charge instalment of \$291,600.
  - g. Frontage improvements, including curb and gutter, sidewalk, landscaped boulevard, street lighting and bike lane, along Steveston Highway, between Entertainment Boulevard and the new access road.
  - h. Construction of parking area and park improvements in the City owned lands to the north.
8. Completion of a land exchange involving lands at No. 6 Road and Triangle Road and City land along Steveston Highway.
9. Payment of \$43,615.00 for the construction of a waterfront walkway in the adjacent City-owned lands to the north.
10. Payment of \$50,000.00 for the Child Care Development Fund.
11. Payment of \$10,000.00 for either the Child Care Development Fund or the Public Art Statutory Reserve Fund, as determined by Council.



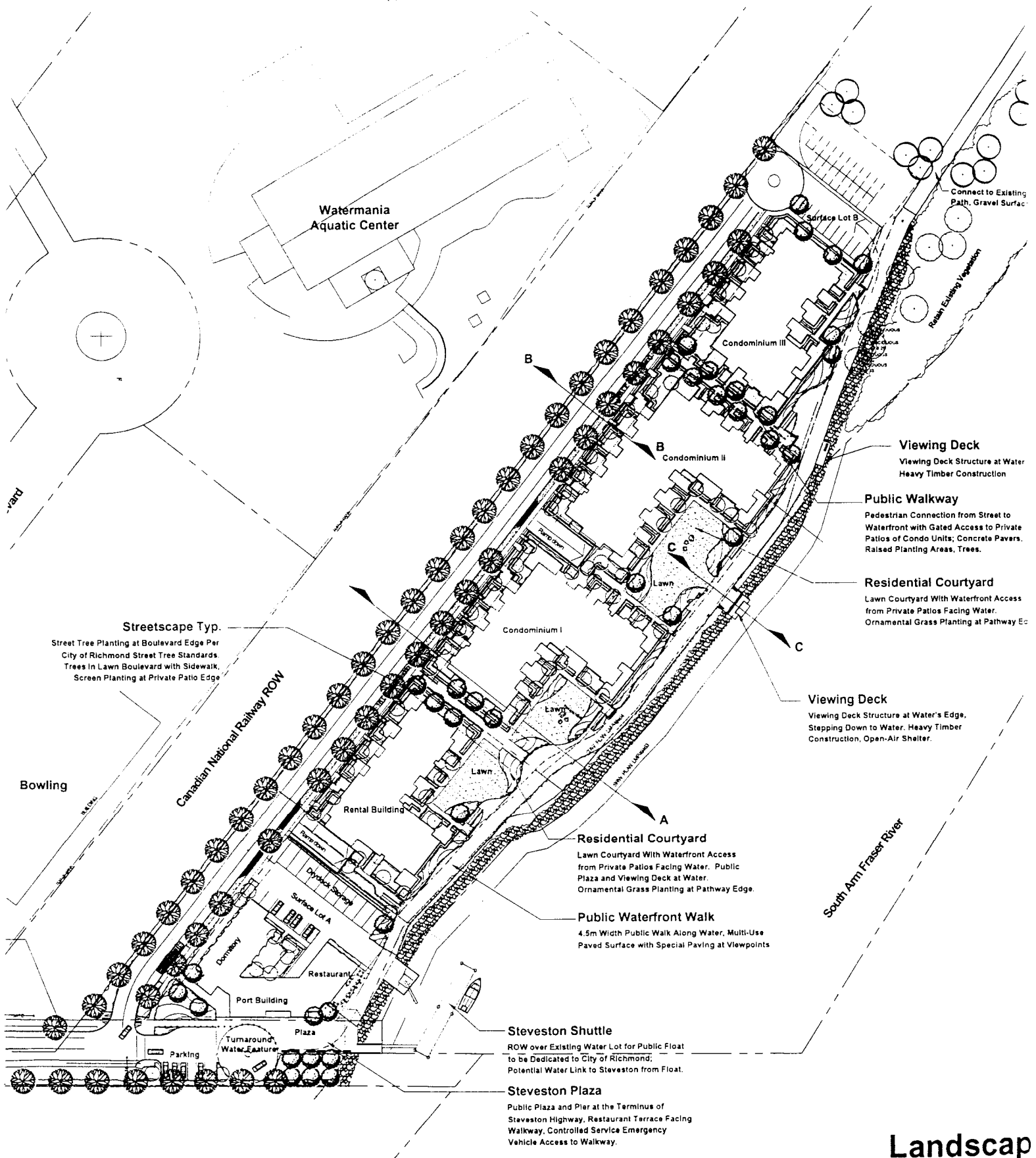
RZ 03-234655

Original Date: 05/26/03  
 Revision Date: 06/04/03  
 Note: Dimensions are in METRES



**ATTACHMENT 2****Chronology of Previous Development Applications at 14791 Steveston Highway**

<b>Year</b>	<b>Application No.</b>	<b>Description and Status</b>
1997	RZ 97-117077	<ul style="list-style-type: none"> <li>▪ The subject property was rezoned to "Athletics and Entertainment (AE)" from "Light Industrial District (I2)"</li> </ul>
1998	SD 97-122612	<ul style="list-style-type: none"> <li>▪ The City and property owner of the subject sites, Legacy Park Land Ltd., completed a subdivision and land exchange to create the current parcels.</li> <li>▪ 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.</li> </ul>
1998	DP 97-122639	<ul style="list-style-type: none"> <li>▪ 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.</li> </ul>
2000	DP 99-170431	<ul style="list-style-type: none"> <li>▪ A Development Permit for a concert hall was issued on this site after Council approval on January 24, 2000.</li> <li>▪ The Development Permit lapsed on January 24, 2002.</li> </ul>
2002	RZ 02-199258	<ul style="list-style-type: none"> <li>▪ A Rezoning and Official Community Plan amendment was submitted for a mixed use development consisting of rental housing, condominiums, dormitories, commercial use and recreation facilities.</li> <li>▪ The application had Public Hearing and Third Reading on June 17, 2002</li> <li>▪ The GVRD rejected the OCP amendment to the Regional Context Statement on October 29, 2002.</li> </ul>
2003	RZ 02-234655	<ul style="list-style-type: none"> <li>▪ Current proposal submitted for consideration.</li> </ul>



**Streetscape Typ.**  
 Street Tree Planting at Boulevard Edge Per City of Richmond Street Tree Standards. Trees in Lawn Boulevard with Sidewalk. Screen Planting at Private Patio Edge

**Viewing Deck**  
 Viewing Deck Structure at Water Heavy Timber Construction

**Public Walkway**  
 Pedestrian Connection from Street to Waterfront with Gated Access to Private Patios of Condo Units. Concrete Pavers. Raised Planting Areas, Trees.

**Residential Courtyard**  
 Lawn Courtyard With Waterfront Access from Private Patios Facing Water. Ornamental Grass Planting at Pathway Edge

**Viewing Deck**  
 Viewing Deck Structure at Water's Edge. Stepping Down to Water. Heavy Timber Construction, Open-Air Shelter.

**Residential Courtyard**  
 Lawn Courtyard With Waterfront Access from Private Patios Facing Water. Public Plaza and Viewing Deck at Water. Ornamental Grass Planting at Pathway Edge.

**Public Waterfront Walk**  
 4.5m Width Public Walk Along Water, Multi-Use Paved Surface with Special Paving at Viewpoints

**Steveston Shuttle**  
 ROW over Existing Water Lot for Public Float to be Dedicated to City of Richmond; Potential Water Link to Steveston from Float.

**Steveston Plaza**  
 Public Plaza and Pier at the Terminus of Steveston Highway. Restaurant Terrace Facing Walkway. Controlled Service Emergency Vehicle Access to Walkway.

**Landscap**  
 Concept Plan

Counterpoint Communication  
 Hotson Bakker Architects  
 Phillips Farevaag Smallemberg  
 April 2003

**ATTACHMENT 4**

**Comparison Between Previous and Current Rezoning Application Proposals  
For 14791 Steveston Highway**

**LAND USES**

	<b>Previous Proposal</b>	<b>Current Proposal</b>
<b>Housing</b>		
• Market Condominiums	114 units	185 units
• Rental Housing	<u>110 units</u>	<u>55 units</u>
Total Housing	224 units	240 units
<b>Dormitories</b>	108 beds	144 beds
<b>Commercial Space</b>		
• Restaurant Space	481.9 m <sup>2</sup> (5,187 sq.ft.)	379.0 m <sup>2</sup> (4,080 sq.ft.)
• Office Space	226.6 m <sup>2</sup> (2,439 sq.ft.)	168.4 m <sup>2</sup> (1,813 sq.ft.)
• Retail Space	None provided	83.7 m <sup>2</sup> ( 901 sq.ft.)
<b>Parking</b>	352 parking spaces	460 parking spaces
<b>Child Care</b>	Provided on-site childminding facility	Cash-in-lieu to be provided instead of on-site provision
<b>Meeting Rooms</b>	74.3 m <sup>2</sup> (800 sq.ft.)	74.3 m <sup>2</sup> (800 sq.ft.)
<b>Dry Boat Storage</b>	None provided	Storage for 30 boats
<b>Pedestrian Overpass</b>	Provided to connect the site to Riverport Entertainment Area	Not provided – Pedestrian access to Riverport Entertainment Area would be via Steveston Highway

**GROSS BUILDING AREAS**

	<b>Previous Proposal</b>	<b>Current Proposal</b>
Total Gross Building Area (All buildings)	18,878.6 m <sup>2</sup> (203,214 sq.ft.)	21,049.8 m <sup>2</sup> (226,586 sq.ft.)
Total Net Site Area	15,706.6 m <sup>2</sup> (169,070 sq.ft.)	15,751.8 m <sup>2</sup> (169,556 sq.ft.)
Floor Area Ratio (based on Net Site Area)	1.20	1.34

**AMENITIES**

	<b>Previous Proposal</b>	<b>Current Proposal</b>
Public piers	3 public piers, total area 371.6 m <sup>2</sup> (4,000 sq.ft.)	3 public piers, total area 371.6 m <sup>2</sup> (4,000 sq.ft.) – The pier at Steveston Highway has been enlarged from the previous proposal to provide a significant public amenity at this location
Public walkways	Along the waterfront, varying in width, with a minimum of 4 m	Along the waterfront, with a minimum width of 4.5 m along its entire length
Child care	Provision of a 193 m <sup>2</sup> (2,000 sq.ft.) childminding facility	Contribution of \$50,000 to the Child Care Development Fund in lieu of provision on the site
Public Art	None provided	\$10,000 to the Public Art Statutory Reserve Fund or the Child Care Development Fund if preferred by Council
Improvements to the City owned lands to the north	Development of a parking area in the City lands	Creation of a 3 m wide waterfront walkway along the full length of the City lands; Development of a parking area



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



**City of Richmond**  
Urban Development Division

COPY

**Memorandum**

**To:** Public Works and Transportation Committee      **Date:** May 28, 2002  
**From:** Gordon Chan, P. Eng.  
 Director, Transportation      **File:** 6500-01  
**Re:** **ISSUES RAISED AT THE MAY 27, 2002 COUNCIL MEETING - STEVESTON HIGHWAY IMPROVEMENTS**

In response to the Council referral to staff at its regular meeting on May 27, 2002 (re: Resolution No. R02/10-33), this memorandum provides information on the following issues raised regarding the planned road and cycling improvements on Steveston Highway east of Highway 99.

**1. Bicycle Lanes on Steveston Highway**

Bicycle lanes are proposed to be incorporated into the future four-lane widening of Steveston Highway between Palmberg Road and the Highway 99 interchange. In order to continue the new bicycle lanes on Steveston Highway to west of Highway 99, the following two options were examined jointly by the Richmond Community Cycling Committee (RCCC) and staff.

Option A – via Rice Mill Road

Several years ago, with the support of the RCCC, staff contacted the property owners on the south side of Steveston Highway east of Highway 99 about securing a right-of-way for cyclist access between Rice Mill Road and Steveston Highway. At that time, the property owners did not express support for such a connection. The option of using the existing service roads (just north of Rice Mill Road) on both sides of Highway 99 as a cycling connection was also investigated, but it was concluded to be unfeasible due to the limited road width available at the northbound off-ramp, which could compromise the safety of cyclists. As a result, staff shifted focus to improving the Steveston Highway interchange as an alternative, which would enhance the movement of both cyclists and the general traffic.

Option B – via a widened overpass at Highway 99

It has long been recognized that the existing Steveston Highway overpass at Highway 99 is sub-standard in accommodating the present demand of travel by cyclists as well as the general traffic. Particularly, the existing structure was found to be unsuitable for use by cyclists due to its limited width. A joint study on improving this interchange was recently carried out by the Ministry of Transportation, TransLink and the City. The study concluded that the overpass should be widened, which would result in new bicycle lanes in both directions over Highway 99. With the improved interchange and the widening of the remaining section of Steveston Highway, a cycling connection between the Riverport area and the existing bicycle lanes on Williams Road via Shell Road or No. 5 Road can therefore be achieved.

## 2. Left-Turn Lane at Sidaway Road

As part of the planned four-lane widening of Steveston Highway between Palmberg Road and the Highway 99 interchange, an eastbound left-turn lane is proposed at Sidaway Road. This left-turn lane would be similar to that at Palmberg Road.

## 3. Left-Turn Signal for Southbound Traffic on No. 5 Road

A proposed left-turn green arrow phase for southbound traffic at No. 5 Road and Steveston Highway is not recommended at this time for the following reasons:

- (a) This intersection is presently operating near capacity during morning and afternoon peak periods when the southbound (SB) left-turn phase would be in most demand. In the afternoon peak period, the No. 5 Road/Steveston Highway intersection operates under coordinated timing with other signals along Steveston Highway. Implementing a SB left arrow during this time period would require raising the cycle length in the entire corridor, or removing No. 5 Road/Steveston Highway from the coordinated operation which would disrupt the eastbound and westbound traffic flow, which are the predominant vehicular movements on Steveston Highway. Therefore, there is no remaining time in either the morning or afternoon traffic signal cycles to implement a SB left-turn arrow without creating additional delays for other traffic movements.
- (b) Traffic eastbound (EB) on Steveston Highway often queues beyond No. 5 Road due to congestion caused by the tunnel. During these conditions, SB left turning traffic on No. 5 Road receiving an arrow may not be able to enter the EB lanes due to the traffic queues on Steveston Highway east of the intersection. For this reason, a SB left arrow installed at this intersection would have to be shut off during peak hours. This would generate considerable complaints and criticism from motorists that would not understand why the arrow is inactive during peak hours.
- (c) Historically, No. 5 Road has been utilized by traffic bypassing Highway 99 during PM peak hours. The provision of a SB left-turn phase at this intersection would increase the volume of this bypassing traffic (including vehicles that currently travel on Steveston Highway). Additional congestion on No. 5 Road could result under this traffic condition.
- (d) A recent traffic survey conducted by staff during the PM peak period on a weekday concluded that the delays to the SB left-turning traffic caused by the northbound opposing through traffic on No. 5 Road ranged from 3 to 38 seconds, while the delay caused by the tunnel traffic queue on Steveston Highway were considerable longer. This level of delays for left-turning traffic due to the opposing traffic is considered to be within the reasonable wait time during peak period conditions for a major intersection and is considerably lower than that observed at other major intersections such as Russ Baker Way/Miller Road and No. 3 Road/Cambie Road. Furthermore, the new northbound channelized right turn currently being constructed at this intersection would allow more SB left-turn traffic to turn during a north/south green light during all time periods and reduce the delays for this traffic movement.

**4. Diversion of Truck Traffic to Rice Mill Road via Service Roads**

The concept of allowing public use of the existing service roads to and from Rice Mill Road had been explored with the Ministry of Transportation as part of staff's efforts in pursuing a cycling connection across Highway 99. At that time, the Ministry had indicated that they would not support the use of the service roads by cyclists as these roads primarily serve highway maintenance vehicles and BC Ferries authorized vehicles only. Since these roads may not be up to the appropriate geometric and structural standard for use by general truck traffic, staff can expect that the Ministry would express similar concerns on any proposal to allow the use of these roads by trucks to and from the Riverside industrial area. Furthermore, from the City's perspective, any significant amount of truck traffic added on Rice Mill Road may likely accelerate the deterioration of the pavement structure, which would result in increased maintenance and rehabilitation costs to the City.

If you have further questions on the response to the various issues presented in this memorandum, please call me at 276-4021.

Gordon Chan, P. Eng.  
Director, Transportation

VW:lce

pc: David McLellan, General Manager, Urban Development





**City of Richmond**  
Urban Development Division

**FILE**

**Memorandum**

**To:** Mayor and Council **Date:** July 15, 2002  
**From:** Gordon Chan, P. Eng. **File:** 6500-01  
 Director, Transportation  
**Re:** **TRANSPORTATION ISSUES RAISED AT THE JUNE 17, 2002 PUBLIC HEARING - STEVESTON HIGHWAY IMPROVEMENTS**

At the June 17, 2002 Public Hearing, as part of the consideration of the rezoning of 14791 Steveston Highway, the following issues regarding the road and traffic conditions on Steveston Highway between No. 5 Road and the Riverport area were referred to staff for response:

- *Left turn lane on Sidaway Road;*
- *Bicycle lane on Steveston Highway;*
- *Left turn lane on Steveston Highway to No. 5 Road south;*
- *Traffic light for traffic exiting the freeway; and*
- *Bus stops on Steveston Highway.*

The first three of the above issues were addressed in my previous memorandum dated May 28, 2002 (attached) to the Public Works and Transportation Committee. This memorandum provides information on the two new issues that were raised subsequent to the previous staff response.

**1. Traffic Light for Traffic Exiting the Freeway**

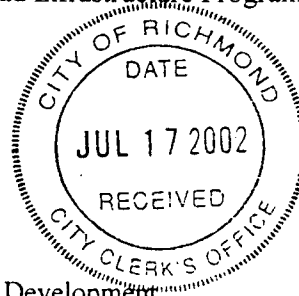
The traffic signal at the southbound exit ramp of Highway 99 and Steveston Highway is under the jurisdiction of the Ministry of Transportation. Staff will forward to the Ministry of Transportation the concerns raised about the timing of this signal.

**2. Bus Stops on Steveston Highway East of Highway 99**

The section of Steveston Highway between Highway 99 and Palmberg Road is currently of rural standard. For this reason the eastbound and westbound bus stops on Steveston Highway at Palmberg Road and the eastbound bus stop on Steveston Highway at Sidaway Road cannot be developed to the same standard as other facilities in the built-up areas of the City. These rural bus stop locations will be considered for upgrade to urban standard as part of the future widening of this section of Steveston Highway. In the interim, application will be made to TransLink for cost sharing on providing interim improvements (e.g., asphalt landing pad) under the Transit Related Road Infrastructure Program.

*for* \_\_\_\_\_  
Gordon Chan, P. Eng.  
Director, Transportation

JH:lce  
pc: David McLellan, General Manager, Urban Development



<b>Copied &amp; distributed to all.</b>
Date: <u>July 16/02</u>
Initials: <u>GC</u>



**Richmond Official Community Plan Bylaw 7100  
Amendment Bylaw 7533 (RZ 03-234655)  
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 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.”
  - (ii) 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 290;
    - East Richmond Total Dwelling Unit Capacity is increased from 1,750 to 1,990;
    - West Richmond Remaining Dwelling Unit Capacity is reduced from 10,760 to 10,520;
    - West Richmond Total Dwelling Unit Capacity is reduced from 34,660 to 34,420.
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  
LMP 49461

- 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  
 LMP 49461

- 4. This Bylaw may be cited as "Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7533".

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

JUN 23 2003

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

\_\_\_\_\_  
MAYOR

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



**Richmond Zoning and Development Bylaw 5300  
Amendment Bylaw 7534 (RZ 03-234655)  
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 permitted only within the area identified as A in Diagram 1 of Section 291.134.2.01:

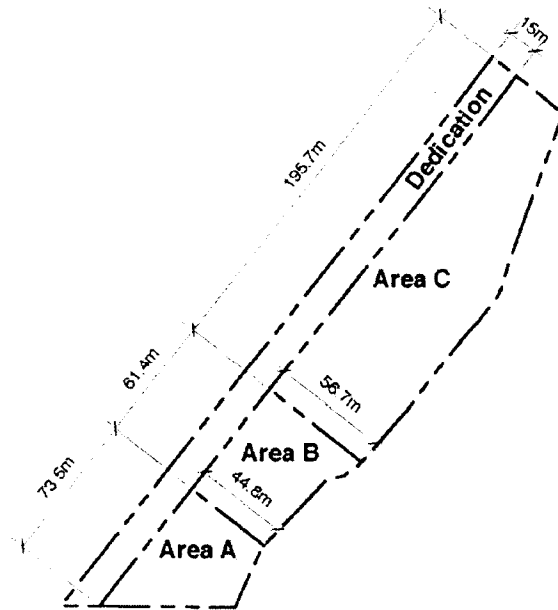
- RETAIL TRADE**
- STORAGE FACILITIES FOR BOATS**

The following uses are permitted only 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: 1.0
- Area B: 1.5
- Area C: 1.6

**291.134.3 MAXIMUM LOT COVERAGE**

- Area A: 46%
- Area B: 36%
- Area C: 40%

**291.134.4 MINIMUM SETBACKS FROM PROPERTY LINES**

.01 Road Setbacks:

- Area A: From Steveston Highway: 1.0 m (3.3 ft.);  
From all other roads: 2.0 m (6.6 ft.)
- Area B: 5.0 m (16.4 ft.)
- Area C: 5.0 m (16.4 ft.)

.02 Side Yards:

- Area A: 18 m (59.1 ft.);  
1.0 m (3.3 ft.) for accessory structures
- Area B: 4.5 m (14.8 ft.)
- Area C: 6.0 m (19.7 ft.)

**291.134.5 MAXIMUM HEIGHTS**

- Area A: 18 m (59.1 ft.);  
15 m (49.2 ft.) for accessory structures
- Area B: 15 m (49.2 ft.)
- Area C: 15 m (49.2 ft.)

**291.134.6 OFF-STREET PARKING**

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

Notwithstanding the above, a minimum of 460 off-street parking spaces shall be provided over Areas A, B and C.”

- 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  
 LMP 49461

- 3. This Bylaw may be cited as **“Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7534”**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

\_\_\_\_\_  
MAYOR

JUN 23 2003

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CITY CLERK

