



CITY OF RICHMOND
URBAN DEVELOPMENT DIVISION

REPORT TO COMMITTEE

TO: Planning Committee
FROM: Joe Erceg
Manager, Development Applications

To Planning - Aug. 21/01
DATE: August 3, 2001
FILE: RZ 01-112787
8060-20-7274

RE: APPLICATION BY S-8025 HOLDINGS LTD. TO REZONE 13811 AND 13911 WIRELESS WAY; 13631, 13671, 13691, 13831 AND 13911 SPARWOOD PLACE; AND A PORTION OF THE SPARWOOD PLACE ROAD RIGHT-OF-WAY FROM BUSINESS PARK INDUSTRIAL DISTRICT (I3) AND 5611 NO. 6 ROAD FROM LAND USE CONTRACT 155 TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD/110)

STAFF RECOMMENDATION

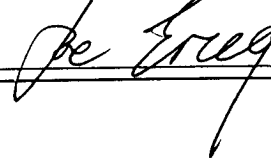
1. That Land Use Contract 155 on 5611 No. 6 Road be discharged.
2. That Bylaw No. 7274, for the rezoning of 13811 and 13911 Wireless Way; 13631, 13671, 13691, 13831 and 13911 Sparwood Place; and a portion of the Sparwood Place road right-of-way from "Business Park Industrial District (I3)" and 5611 No. 6 Road from "Land Use Contract 155" to "Comprehensive Development District (CD/110)", be introduced and given first reading.


Joe Erceg
Manager, Development Applications

JE:sk
Att. 3

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER



STAFF REPORT**ORIGIN**

S-8025 Holdings Ltd. has applied to rezone 13811 and 13911 Wireless Way; 13631, 13671, 13691, 13831 and 13911 Sparwood Place; and a portion of the Sparwood Place road right-of-way from Business Park Industrial District (I3) and 5611 No. 6 Road from Land Use Contract 155 to a Comprehensive Development District (CD/110) in order to accommodate the Sierra Wireless development.

This application is required because the existing Business Park Industrial District (I3) zone does not permit the proposed educational institution and 60% maximum lot coverage, nor does the existing Zoning & Development Bylaw allow the proposal to have 2.8 parking spaces for each 100 m² (1,076.43 ft²) of gross leasable floor area of building and a 1.5 m (4.921 ft.) off-street parking setback from a public road.

This application is also required because Land Use Contract 155 does not permit off-street parking as a separate permitted use or as an accessory use as is proposed in the Sierra Wireless development.

Attachment 1 shows the location of the subject properties. Attachment 2 indicates the applicant's proposal to reconfigure the lots in this area, to dedicate the proposed new Wireless Way and to close a portion of Sparwood Place while maintaining a statutory right-of-way over it to provide temporary access to the two lots (13551 and 13571 Sparwood Place) to the west. Attachment 3 illustrates how the applicant envisions the subject properties eventually being developed.

FINDINGS OF FACT

(See next page)

RELATED POLICIES & STUDIES

The proposal is consistent with the Cambie East Sub-Area Plan and the existing development already in the area. Furthermore, Richmond's Industrial Strategy identified the need to rezone selected industrial lands for higher order industrial uses, which is what is proposed for the site. The strategy also identified the need for a new zone or Comprehensive Development District to accommodate high technology park development.

FINDINGS OF FACT

ITEM	EXISTING	PROPOSED
Owner	S-8025 Holdings Ltd. – 13811 and 13911 Wireless Way and 13631, 13671, 13691, 13831 and 13911 Sparwood Place S-506 Holdings Ltd – 5611 No. 6 Road City of Richmond/Ministry of Transportation – Sparwood Place road right-of-way	No change
Applicant	S-8025 Holdings Ltd. (Peter Krahn)	No change
Site Size	Seven parcels ranging in size from 0.26 ha (0.65 ac.) to 2.02 ha (5 ac.) and the Sparwood Place road right-of-way	Six parcels ranging in size from 0.17 ha (0.55 ac.) to 2.05 ha (5.06 ac.) with a new Wireless Way and closure of a portion of Sparwood Place
Land Uses	13811 Wireless Way – Existing Sierra Wireless building 13911 Wireless Way - New Sierra Wireless building under construction 13631 and 13671 Sparwood Place – Vacant parcels 13691, 13831 and 13911 Sparwood Place – Legal, non-conforming single family dwellings 5611 No. 6 Road – Former Bestwood Pallets Sparwood Place road right-of-way – Road	No change immediately except that 5611 No. 6 Road will be developed as a parking area In the future, the lots on Sparwood Place will be developed with two new 3 storey office buildings
OCP Designation	Business and Industry	No change
East Cambie Area Plan Designation	Industrial	No change
Zoning	Business Park Industrial District (I3) and Land Use Contract 155	Comprehensive Development District (CD/110)

STAFF COMMENTSTransportation

Staff have reviewed the report by the Ward Consulting Group entitled "Traffic Impact of Commerce Court Buildings". Based on the recommendations in this report, it is agreed that a full traffic signal be required at International Place and No. 6 Road to support the development and that a parking rate of 2.8 spaces per 100 m² (1,076.43 ft²) of gross leasable floor area of building be approved.

It should be noted that the following parking variances to the Zoning & Development Bylaw have been approved in the past five years:

APPLICATION #	ADDRESS	APPROVED PARKING RATIO (per 100 m²)
DV 01-115316	13900 Maycrest Way	3.15
DV 00-184468 (DV 99-165306)	13020 Delf Place	2.76 (2.9 originally)
DP 00-182104	10991 Shellbridge Way	3.79
DV 98-153149	13800 Commerce Parkway	2.8 existing building 2.9 proposed new building
DV 97-119952	10271 Shellbridge Way	3.84
DV 96-017668	13700 International Place	3.2

Zoning

The parking required for office uses in the Zoning & Development Bylaw (4 spaces per 100 m²/ 1,076.43 ft² of gross leasable floor area of building) is known to be onerous for industrial buildings as it is intended more to accommodate a mix of retail uses and offices.

When the existing building at 13811 Wireless Way applied for a Building Permit, it was proposed that the main floor be used to accommodate non-office uses. On this basis, the Zoning Department took the position that one parking space per 100 m² (1,076.43 ft²) be required for the first floor (the industrial use standard) whereas four spaces per 100 m² (1,076.43 ft²) were required for the second and third floors which were proposed for office use. A similar interpretation was used when the Building Permit was approved for the new building currently under construction at 13911 Wireless Way.

As part of the Industrial Strategy, Zoning staff have suggested that the off-street parking requirement for industrial uses be revised to three spaces per 100 m² (1,076.43 ft²) of gross leasable floor area of building.

Lands and Property

A road exchange is being proposed (i.e. dedication of Wireless Way in exchange for the closure of a portion of Sparwood Place). A public right of passage right-of-way is still needed across Sparwood Place if that road cannot be closed at this time in order to retain access to 13351 and 13571 Sparwood Place.

Development Applications

There are no servicing concerns. Prior to final adoption, the road exchange and subdivision to create Wireless Way and close a portion of Sparwood Place must be completed. As a condition of subdivision, a servicing agreement will be required with respect to the construction of Wireless Way. The engineering drawings for this work are currently being finalized by the applicant's consultants and City staff (SA 01-114139).

It should be noted that a Development Variance Permit (DV 99-168316) was issued for the existing building at 13811 Wireless Way allowing the roof deck and certain architectural features to project 0.30 m (1.0 ft.) and 2.62 m (8.63 ft.) above the 12 m (39.37 ft.) maximum building height. Since this variance permit applied to the entire property, staff allowed the new building under construction at 13911 Wireless Way a similar height. However, in 1997, the City denied a Development Variance Permit (DV 97-121801) to allow a four storey building (15.545 m/51 ft. high roof deck and 18.59 m/61 ft. high atrium) on this property.

Ministry of Transportation

Ministry staff have reviewed this rezoning application and granted preliminary approval for 180 days on March 5, 2001 pursuant to Section 54 (2) of the Highway Act.

ANALYSIS

Staff have no objection to this rezoning application and are very supportive of the overall Sierra Wireless development.

The City has an unofficial policy to eliminate Land Use Contracts wherever possible and replace them with zoning. Therefore, the proposal to discharge Land Use Contract 155 in favour of Comprehensive Development District (CD/110) is consistent with this unofficial policy. Furthermore, staff view the use of 5611 No. 6 Road as an off-street parking area as being more compatible to the use of the neighbouring properties (i.e. high tech offices and the City's fire hall) than a pallet business.

As far as permitted uses, the key difference between the existing Business Park Industrial District (I3) zoning of 13811 and 13911 Wireless Way and 13631, 13671, 13691, 13831 and 13911 Sparwood Place and the proposed new Comprehensive Development District (CD/110) is that the latter will permit an educational institution and automobile parking but not a public library. Educational institution is defined as *"means a place of learning which offers supplementary courses at the primary, elementary, secondary or post secondary level ... may include colleges, business schools, special education programmes and establishments which offer grade school courses to students on a supplementary basis, but specifically excludes public or private schools which offer ordinary courses equivalent to those offered between kindergarten and grade 12 in the public school system"*. The intent is to formally permit Sierra Wireless the opportunity to offer specialized training and education. Automobile parking is

proposed as a permitted use in order to allow the former Bestwood Pallets lot at 5611 No. 6 Road to be developed as an off-street parking area for the existing and new Sierra Wireless buildings at 13811 and 13911 Wireless Way. Staff do not envision the need for a public library at this location and therefore have gone along with the applicant's request not to include this as a permitted use in the Comprehensive Development District (CD/110).

S-8025 Holdings Ltd. also requested that the "retail sale of computer and communications equipment" be permitted in the proposed new zone. However, staff do not want to formally recognize retail sales as a permitted use in an industrial zone/area. Instead, this can be accommodated on a small-scale basis as an accessory use (defined as "*means a subordinate use of a lot or a building, the purpose of which is clearly incidental to that of the principal use and which is located on the same lot*"). Another reason staff do not want to support this request is because in 1993 there was considerable controversy over an application (RZ 93-192) to rezone this area Limited Industrial Retail District (I4) which would have permitted the retail sale of building materials and household furnishings or appliances.

It should be noted that there also were two previous proposals to locate a funeral home in this area that were never approved (RZ 94-027 and RZ 99-166615). The proposed Comprehensive Development District (CD/110) with its slightly different permitted uses to the Business Park Industrial District (I3) zone, which will accommodate the Sierra Wireless development, is a far better land use than either of these funeral home proposals and is much more compatible with the surrounding industrial neighbourhood.

The proposal to have a slightly higher maximum lot coverage (60% vs the 50% permitted in the Business Park Industrial District) is insignificant and will be limited by the 1.0 floor area ratio, maximum building height and off-street parking requirements. Basically, it will allow a slightly larger building on the ground floor. It should be noted that the Light Industrial District (I2) zone permits a 60% lot coverage and neither the Limited Industrial Retail District (I4) or Industrial District (I1) zones have any maximum lot coverage limitation.

The proposed Comprehensive Development District (CD/110) also has a slightly higher maximum building height than the Business Park Industrial District (I3) zone. This recognizes the height variances that have already been approved on this and other industrial sites. Specifically, a 1 m (3.281 ft.) higher roof deck is proposed to accommodate the higher floor to ceiling ratios high technology industries require for computer and communication wiring and an additional 3 m (9.843 ft.) is proposed for mechanical and architectural features (i.e. elevator shafts; air conditioning units; parapet screens; etc.). Experience has proven that these higher building heights have added to the design of 3 storey industrial office buildings.

The proposal to reduce the number of off-street parking spaces has been justified the Ward Consulting Group report and is supported by the City's Transportation staff. Although below the three parking spaces per 100 m² (1,076.43 ft²) of gross leasable floor area of building suggested as part of the Industrial Strategy, the precedence has been set for variances down to a ratio of 2.76 (DV 00-184468 at 13020 Delf Place) and 2.8 (DV 98-153149 at 13800 Commerce Parkway). Since it is proposed that Sierra Wireless will occupy the entire site, staff believe that as a single tenant/user they will be able to adequately manage their parking requirements. Furthermore, in the future, the public right of passage right-of-way over a portion of the subject properties will no longer required to provide access to 13351 and 13571 Sparwood Place. At that time, this area could be utilized for additional off-street parking.

The 1.5 m (4.921 ft.) setback from a public road for off-street parking spaces proposed in Comprehensive Development District (CD/110) is reasonable because it primarily will apply to the new building under construction at 13911 Wireless Way and the proposed new Wireless Way. Even at that, because these parking spaces are angled, only a portion of the parking space is within 1.5 m (4.921 ft.) of the road. Otherwise, the applicant is proposing that most of the off-street parking spaces will be setback the standard 3 m (9.843 ft.) from either Wireless Way or Commerce Parkway.

Finally, staff are supportive of this development because it creates the new Wireless Way (which was previously a temporary lane access) and closes a portion of Sparwood Place. Thus, an additional road access is provided to the Crestwood Corporate Centre and traffic is taken away from Sparwood Place whose intersection with No. 6 Road is too close to Westminster Highway. Although the existing businesses at 13931 Sparwood Place will continue to use the Sparwood Place/No. 6 Road intersection, the Sierra Wireless development and 13551 and 13571 Sparwood Place will be able to access No. 6 Road from the new Wireless Way. Furthermore, as a condition of rezoning, the applicant will be required to pay for the installation of a new full traffic signal at International Place and No. 6 Road.

It should be noted the existing single family dwellings on 13691, 13831 and 13911 Sparwood Place will remain legal, non-conforming uses until the former owners move or these lots are consolidated and developed as part of the final phases of the Sierra Wireless development.

FINANCIAL IMPACT

None to the City since the applicant is responsible for the construction of Wireless Way to full municipal standards.

CONCLUSION

S-8025 Holdings Ltd. has applied to rezone 13811 and 13911 Wireless Way; 13631, 13671, 13691, 13831 and 13911 Sparwood Place; a portion of the Sparwood Place road right-of-way; and 5611 No. 6 Road to a Comprehensive Development District (CD/110). This application is necessary in order to accommodate the building layout/uses and off-street parking proposed for the Sierra Wireless development. The proposal is consistent with the Cambie East Sub-Area Plan and Industrial Strategy. Furthermore, the precedent has been set for the building height and parking ratio being proposed in this new Comprehensive Development District. The development of this area for Sierra Wireless also has the advantage that it creates the new Wireless Way and closes a portion of Sparwood Place. Staff are very supportive of this project.



Holger Burke, MCIP
Development Coordinator

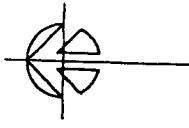
HB:sk

Prior to final adoption, the following must be completed:

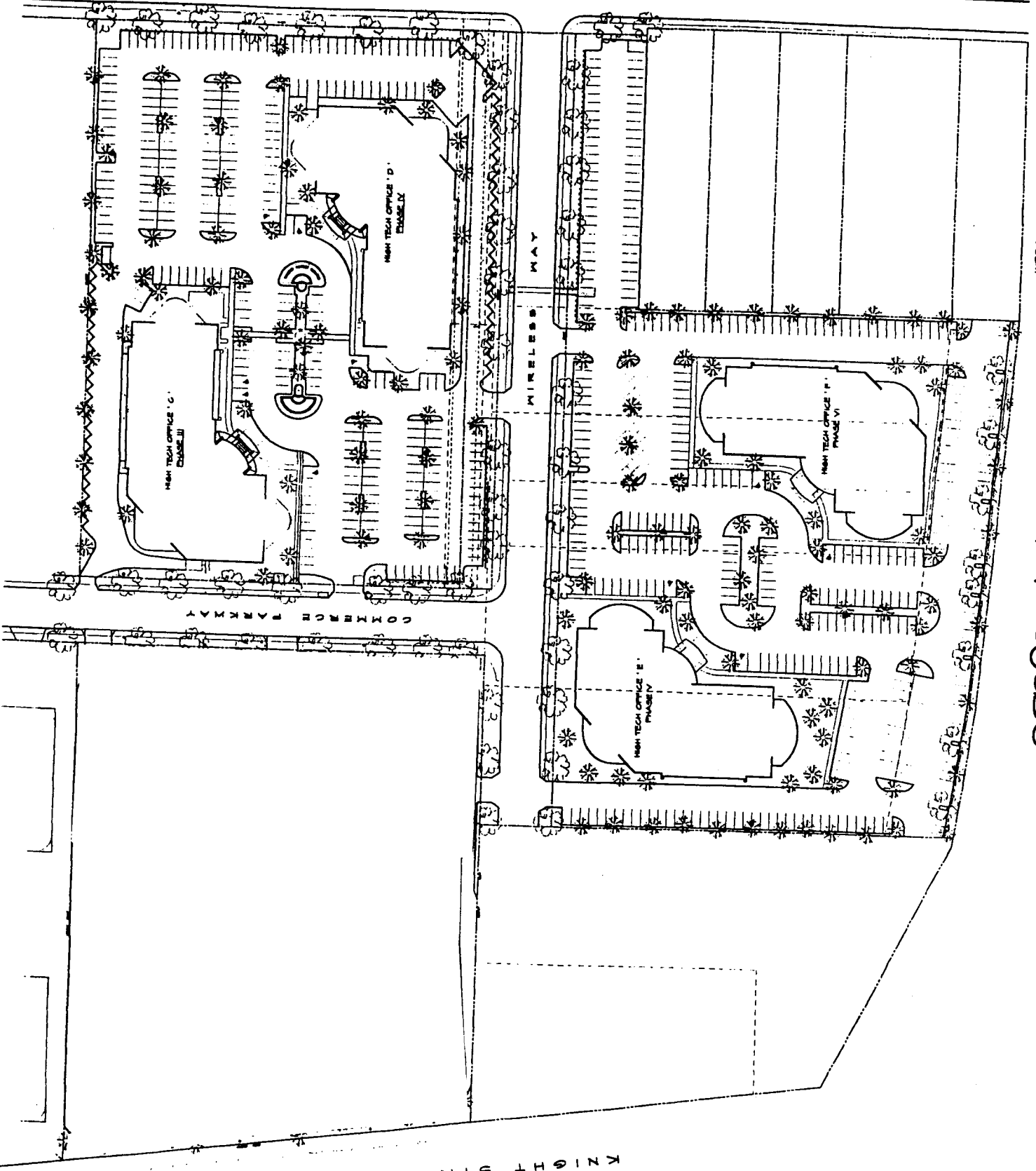
- Ministry of Transportation approval is required;
- road exchange between Wireless Way and Sparwood Place;
- public right of passage right of way over the portion of Sparwood Place proposed to be closed; and
- payment towards a full traffic signal at the intersection of International Place and No. 6 Road.

ATTACHMENT 3

DATE: 11/15/04
DRAWN BY: J. B. COOPER
FOR: 11223-0008-15 81-024



No. 6 ROAD



CONCRETE PARKWAY

11-01-04
K-Z
11-01-04

WESTMINSTER HWY

sanford design group

CITY OF RICHMOND
BYLAW 7274
RICHMOND ZONING AND DEVELOPMENT BYLAW 5300
AMENDMENT BYLAW (RZ 01-112787)
13811 AND 13911 WIRELESS WAY
13631, 13671, 13691, 13831 AND 13911 SPARWOOD PLACE
A PORTION OF THE SPARWOOD PLACE ROAD RIGHT-OF-WAY
5611 NO. 6 ROAD

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

1. Richmond Zoning and Development Bylaw No. 5300 is amended by inserting as Section 291.110 thereof the following:

291.110 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/110)

The intent of this zoning district is to provide for clean industrial uses together with independent office uses.

291.110.1 PERMITTED USES

LIGHT INDUSTRY;
CUSTOM WORKSHOPS, TRADES & SERVICES, but excluding
personal services;
EDUCATIONAL INSTITUTION;
RECREATION FACILITY;
OFFICE;
FOOD CATERING ESTABLISHMENT, but excluding **banquet hall**
facility;
COMMUNITY USE;
CARETAKER RESIDENTIAL ACCOMMODATION, limited to one
such unit per lot;
AUTOMOBILE PARKING;
ACCESSORY USES, BUILDINGS & STRUCTURES.

291.110.2 PERMITTED DENSITY

.01 Maximum **Floor Area Ratio**: 1.0

291.110.3 MAXIMUM LOT COVERAGE: 60%

291.110.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 Road Setbacks: 6 m (19.685 ft.).

.02 Waterfront Setbacks: A **food catering establishment** shall not be located within 20 m (65.617 ft.) of the high water mark.

291.110.5 MAXIMUM HEIGHTS

- .01 **Buildings:** 3 storeys to a maximum of 13 m (42.651 ft.) to the roof deck and 15 m (49.213 ft.) for mechanical equipment and architectural features only.
- .02 **Structures:** 20 m (65.617 ft.).

291.110.6 OFF-STREET PARKING

Off-street parking shall be provided in accordance with Section 400 of this Bylaw, except that:

- .01 The required number of parking spaces shall be 2.8 spaces for each 100 m² (1,076.43 ft²) of **gross leasable floor area of building**.
- .02 Off-street parking spaces shall be located no closer than 1.5 m (4.921 ft.) to a property line which abuts a **public road**.

- 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/110)**.

That area shown cross-hatched on "Schedule A attached to and forming part of Bylaw 7274".

- 3. Bylaw No. 3556 is repealed and the Mayor and Clerk are hereby authorised to execute any documents necessary to discharge the Land Use Contract adopted by that Bylaw in the Land Title Office.
- 4. This Bylaw may be cited as "**Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7274**".

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

MINISTRY OF TRANSPORTATION APPROVAL

OTHER REQUIREMENTS SATISFIED

ADOPTED



MAYOR

CITY CLERK

