



City of Richmond
Planning and Development Department

**Report to
Development Permit Panel**

To: Development Permit Panel
From: Brian J. Jackson, MCIP
Director of Development
Date: July 2, 2010
File: DP 07-389656
Re: **Application by CTA Design Group for a Development Permit at 12900 and
13100 Mitchell Road**

Staff Recommendation

That a Development Permit be issued which would:

1. Permit the construction of vehicle access to four multi-tenant industrial warehouse buildings on properties zoned "Industrial (I) and partially designated as Environmentally Sensitive Areas at 12900 and 13100 Mitchell Road, and;
2. Vary the minimum road construction standards contained in Subdivision Bylaw No. 6530 for the access road in the Tipping Road allowance on Mitchell Island.

Brian J. Jackson, MCIP
Director of Development

BJJ:dc
Att. 3

Staff Report

Origin

CTA Design Group has applied to the City of Richmond for permission to develop a vehicle access to four multi-tenant industrial warehouse buildings at 12900 and 13100 Mitchell Road on a site zoned "Industrial (I)". The application also seeks to vary the standards for a proposed new road in the Tipping Road allowance on Mitchell Island.

The subject properties are located on Mitchell Island which is primarily used for heavy and general industrial activities. The development site currently contains the remaining portions of the Sawarne lumber mill operations including their office building, two multi-tenant industrial warehouse buildings (one on each of the two lots) that are fully occupied and a third multi-tenant industrial warehouse building located on 13100 Mitchell Rd. which is partially occupied.

No rezoning is being sought for the two lots, nor is it required, as the ongoing and proposed uses conform to the Zoning Bylaw 8500 Industrial (I) schedule.

The Development Permit is required as the owners are seeking parking areas to accommodate approximately 120 vehicles along the southern side of the two southern most warehouse buildings that front the Fraser River. These parking areas partially encroach into the designated Environmentally Sensitive Area along the Fraser River.

The improvement and compensation package for this development includes:

- Approximately 135m of frontage improvements along Mitchell Rd.;
- Construction of a publicly accessible road along the currently unopened Tipping Road;
- A monetary contribution of approximately \$331,000 for future dike improvements;
- Registration of a 20m wide ROW for dike access and maintenance, and;
- Compensation and enhancement planting to offset encroachments into the designated ESA buffering the North Arm of the Fraser River.

A Servicing Agreement is required for the frontage improvements along Mitchell Rd. and the design and construction of Tipping Road.

Development Information

Please refer to attached Development Application Data Sheet (**Attachment 1**) for a comparison of the proposed development data with the relevant Bylaw requirements.

Background

The Sawarne Lumber Co. has operated a family run lumber mill operation on the two subject properties for many years. Changes in the industry have caused the owners to transition the use of the lots from a lumber mill operation into a multi-tenant industrial warehouse building operation.

In 2007, the company submitted, and was issued, building permits for two of the four warehouse buildings— one on each property. Although all of the parking requirements associated with these building permits were satisfied the proposed layout intermixed passenger vehicle stalls, typically in a tandem configuration, with freight hauler truck loading bay stalls.

This arrangement is less than optimal and the developers are seeking to reconfigure the parking arrangements to improve the efficiency of the loading bay area and separate the passenger vehicle parking into a new parking lot away from the loading activities. The owners have noted that some of their prospective tenants have indicated that this separation is a necessity if they were going to lease units at this site.

In the ensuing discussions with the City, the key issues arose regarding dike improvements, construction of the unopened Tipping Road to an acceptable standard, defining what frontage improvements were required and compensation / enhancement for encroachments of the proposed parking into the Environmentally Sensitive Area. The proponent has provided the City with an Engineering review of the existing foreshore protective structures and vegetation and a Traffic Analysis of the vehicle movements along Mitchell Road. These studies assisted staff in determining appropriate solutions to the issues associated with this development.

Development surrounding the subject site is as follows:

To the north, a loop and ramp connection to the Knight Street bridge and heavy industrial uses (wood processing mill) zoned Industrial (I);

To the east, the Knight Street bridge overpass and large Industrial (I) zoned lots with heavy industrial uses (container storage, lumber processing, etc.);

To the south, the Fraser River and;

To the west, large Industrial (I) zoned lots with heavy industrial uses (container storage, lumber processing, etc.).

Rezoning and Public Hearing Results

As there is no Rezoning application associated with the proposed development, a Public Hearing is not required.

Staff Comments

The proposed scheme attached to this report has satisfactorily addressed the significant urban design issues and other staff comments identified as part of the review of the subject Development Permit application. In addition, it complies with the intent of the applicable sections of the Official Community Plan and is generally in compliance with the Industrial (I) schedule except for the variances noted below.

Zoning Compliance/Variations (staff comments in bold italics)

The applicant requests to vary the minimum road construction standards contained in Subdivision Bylaw No. 6530 for the access road in the Tipping Road allowance on Mitchell Island as follows:

- 1) Reduce the width of the paved surface from 12m to 8m;
- 2) To include only a single pedestrian pathway along one side of the road rather than on each side of the road;
- 3) To reduce the road construction standard to that as shown in **Attachment 2** except at crossing points where full industrial road construction standards will apply.

Staff supports the proposed variance as:

- 1. Tipping Road will be a dead end road serving only the two subject lots, a City pump station and maintenance access to the foreshore dike;***
- 2. The road will be posted as a restrict vehicle weight access prohibiting movement of large trucks;***
- 3. The proposed road standard is appropriate in the context of the proposed use. Both Transportation and Engineering staff have reviewed and accept the design standard being proposed.***

Advisory Design Panel Comments

As this Development Permit Application does not address the form and character aspects of the proposed development, the application was not referred to The Advisory Design Panel.

Analysis***Designated Environmentally Sensitive Area Enhancement and Compensation Plan***

- The proposed parking component adjacent to the Fraser River and south of the two recently constructed warehouse buildings encroaches into the designated Environmentally Sensitive Area along the Fraser River by approximately 2341.08 m² (25,200 ft²). No significant natural vegetation is located in the enhancement area. A single bylaw tree adjacent to the foreshore is to be retained. The proposed compensation planting plan consists of entirely native trees and shrubs and covers an area of approximately 2675.0 m² (28,794 ft²). The enhancement package includes approximately 141 trees and 2,623 shrubs and ground cover plants. The enhancement plan was reviewed by both City Engineering staff and the Federal Department of Fisheries and Oceans.
- Due to space limitations and the constraints against planting on the dike, some of the enhancement planting is to be located on each of the two lots parallel to the Tipping Road allowance. The compensation/enhancement plan will result in a slight net gain of habitat area and a larger net gain in terms of actual vegetation in the area.
- The proponent will be responsible for maintenance of the enhancement areas for a period of one year.
- Submission of a letter of credit is a condition of final approval of the Development Permit.
- Should some of this planted vegetation need to be relocated with the installation of any future dike, this will be undertaken by the City as part of the overall dike design.

Tipping Road Construction

- As indicated earlier in this report, Tipping Road is to be designed and constructed to a reduced standard as opposed to a full industrial road standard. The cross section for the road allowance will include the following:
 - A 6.2 m wide landscaped boulevard adjacent to the western property line of 13100 Mitchell Rd (this area contains an existing underground storm box culvert).
 - 0.15m wide barrier curb
 - 8.0m wide paved road
 - 0.15m wide barrier curb
 - A 5.6 m wide landscaped boulevard with a 1.5m wide paved pedestrian pathway.

- Construction standards along the length of Tipping Road will be to a reduced standard (similar to a local residential road construction) as shown in **Attachment 2** except at crossing points where full industrial road construction standards will apply;
- Letdown curbing will be installed on Tipping Road at the intersection of Tipping Road and Mitchell Road to demark the special nature of Tipping Road as a low volume, weight restricted roadway.
- Signage requirements (i.e. weight restriction signage) will be provided at the developer's expense and will be included in the Servicing Agreement;
- Street lighting is to be provided per Engineering specifications;
- The reduced road standard must meet Transportation Association of Canada standards;
- Improvements may be required to the pump station structure at the south foot of Tipping Road to better address the grade changes to the surrounding properties. The extent of any improvements will be addressed during the Servicing Agreement review;
- Details and final refinements for the works along Tipping Road, as with all of the above Tipping Road Construction comments, will be addressed through a Servicing Agreement;
- Construction costs for Tipping Road are not eligible for Development Cost Charge credits.
- The proponent will be requested to submit a letter of commitment to advise all current and future tenants of the weight restrictions on Tipping Road and to actively seek their compliance with these restrictions.

Mitchell Road Frontage Improvements

- Frontage improvements are required for approximately 135m of the front of 13100 Mitchell Rd. to the same standards that end part way along the property.
- The improvements will focus on upgrading the southern side of Mitchell Rd. and will include the following:
 - A 1m wide landscape strip adjacent to the Sawarne property line;
 - 1.5m wide concrete sidewalk;
 - 1.5 m to approximately 3m wide boulevard (varies by location) landscaped with street trees;
 - 0.15m wide barrier curb;
 - limited asphalt paving to widen and finish the existing pavement;
 - installation of a vehicle turn restriction island at the intersection of Tipping Road and Mitchell Road;
 - Other frontage improvements as outlined in the Servicing Agreement.
- Transportation staff have determined that widening of Mitchell Road will not be required to accommodate a left turn lane at the western most vehicle access for 12900 Mitchell Rd. as there is approximately 8.5m of pavement on Mitchell Road. The developer will be responsible for developing a wider west bound lane by re-striping the Mitchell Rd. centreline further south.
- When the Building Permit was issued for the two properties the owners paid in full a total of \$156,786.59 in Development Cost Charges (DCCs), with the "Roads" portion of the DCCs totalling \$75,152.81. Preliminary cost estimates provided by the applicant's project Engineer for the frontage improvements total approximately \$170,000. Portions of these works may be eligible for Development Cost Charge Credits and will be addressed via the Servicing Agreement for the offsite works and the submission of detailed design drawings. Upon completion of these works to the City's satisfaction, the City will reimburse the owners to the

lesser of the eligible DCC credits or the actual construction costs, where the reimbursement amount will not exceed \$75,152.81.

Dike Right of Way (ROW) and Contribution Toward Improvements

- Pursuant to the City's Flood Management Strategy, staff have worked with the proponent to secure a \$331,000 contribution to the Drainage and Dikes Utility for dike improvements. This contribution may, or may not be utilized at this specific location and the timing for any improvements will be at the City's discretion. The City will be responsible for addressing any habitat compensation requirements by FREMP/DFO for dike works adjacent to the two subject properties as they occur. The monetary contribution is a condition of final adoption of the Development Permit.
- Registration of a 20m wide Right of Way along the entire foreshore of the two lots with access for maintenance and construction is a requirement of final adoption of the Development Permit.

Capacity Analysis and Utility Upgrades

The capacity analysis undertaken for this site has indicated that no additional utility upgrades are necessary for this development. A Fire Underwriter's Survey (FUS) of the existing water main to evaluate the necessary fire flows will need to be submitted with the Servicing Agreement submission.

Conclusions

This project has undergone extensive discussion between the proponent, the City's Engineering, Transportation and Planning & Development Departments. The Development Permit application as it currently stands, reasonably addresses the City's dike improvement needs, improvements to Tipping Road and compensation and enhancement needs for the encroachments into the designated Environmentally Sensitive Area. Staff are recommending support for this Development Permit Application.



David Brownlee
Planner 2
DCB:dcb

Attachments:

- Att.1: Data Sheet
- Att.2: Tipping Road Conceptual Cross Section
- Att.3: DP Considerations Sheet

The following are to be met prior to forwarding this application to Council for approval:

- Receipt of a Letter-of-Credit for landscaping in the amount of \$45,783.50 (based on the Landscape Architect's cost estimate).
- Receipt of a letter of the owner's commitment to advise all current and future tenants of the weight restrictions on Tipping Road and to actively seek their compliance with these restrictions.
- Receipt of a \$331,000 contribution toward dike improvements.

- Registration on title of a 20m wide Right of Way for dike works and maintenance along the entire foreshore of 12900 and 13100 Mitchell Rd.
- Installation of appropriate tree protection fencing around all trees to be retained as part of the development prior to final adoption of the rezoning bylaw or any construction activities, including building demolition, occurring onsite.
- Installation of sediment control fencing along the southern edge of the development site to prevent sediment from entering the Fraser River.
- Enter into a Servicing Agreement to include, but not limited to the following: frontage improvements for portions of the 13100 Mitchell Rd. frontage, re-stripping to accommodate a left turn lane at the westernmost vehicle access to 12900 Mitchell Rd. and construction of Tipping Rd. to Engineering specifications and as outlined in this report.

Prior to commencement of Servicing Agreement works, the developer is required to complete the following:

- The applicant is required to obtain a Building Permit for any construction hoarding associated with the proposed development. If construction hoarding is required to temporarily occupy a street, or any part thereof, or occupy the air space above a street or any part thereof, additional City approvals and associated fees may be required as part of the Building Permit. *For further information on the Building Permit, please contact Building Approvals Division at 604-276-4285.*
- Submission of a construction traffic and parking management plan to the satisfaction of the City's Transportation Division (<http://www.richmond.ca/services/ttp/special.htm>).



City of Richmond

6911 No. 3 Road
 Richmond, BC V6Y 2C1
 www.richmond.ca
 604-276-4000

**Development Application
 Data Sheet**
 Development Applications Division

DP 07-389656 **Attachment 1**

Address: 12900 and 13100 Mitchell Road

Applicant: CTA Design Group Owner: Sawarne Lumber Co. Ltd.

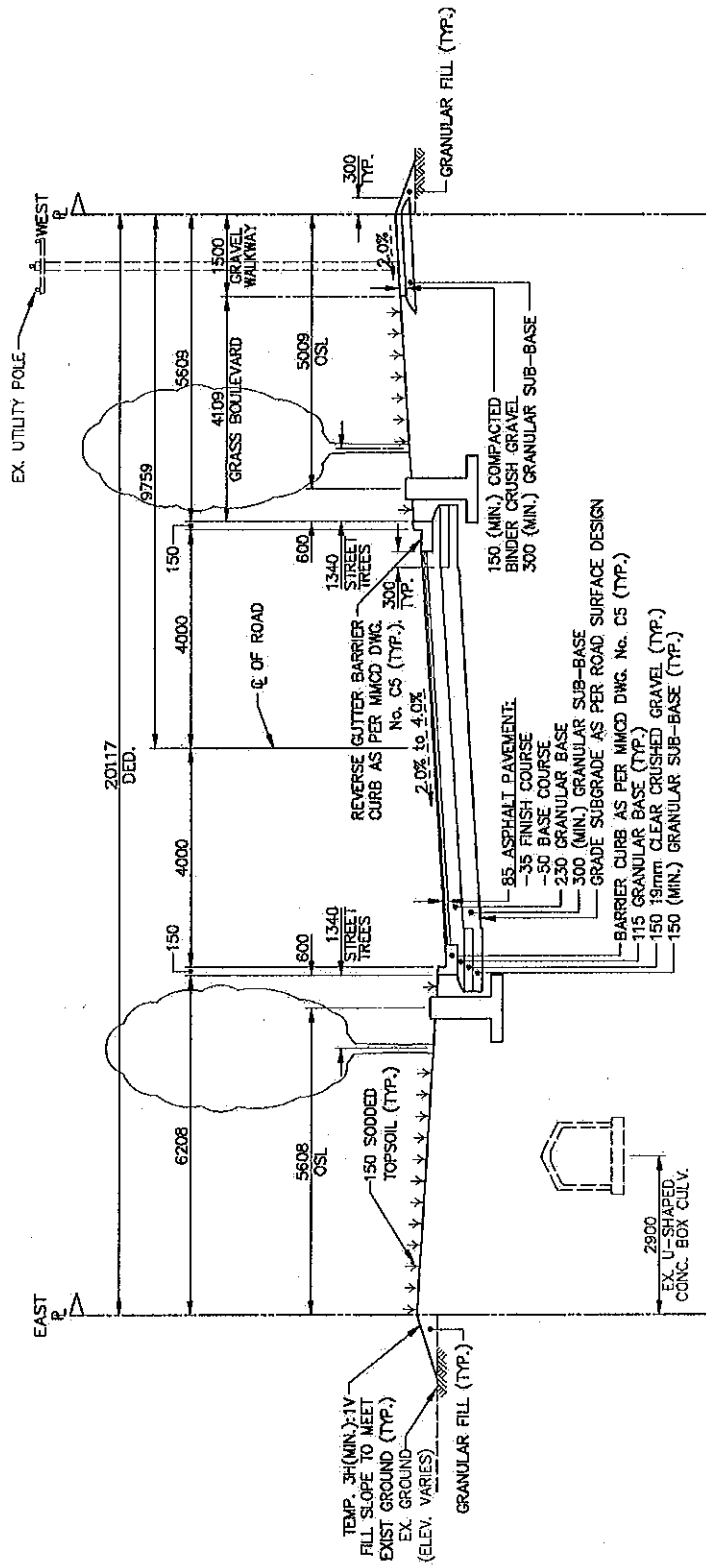
Planning Area(s): Bridgeport

Gross Floorspace: 12900 Mitchell Rd: 7,253.63 m² (78,080 ft²)
13100 Mitchell Rd: 15,701.68 m² (169,017 ft²)

	Existing	Proposed
Site Area:	12900 Mitchell Rd: 16,179 m ² 13100 Mitchell Rd: 35,221 m ²	same
Land Uses:	Industrial	same
OCP Designation:	OCP: Business and Industry Bridgeport Area Plan: Industrial	same
Zoning:	Industrial (I)	same

	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	1.0	12900 Mitchell Rd: 0.44 13100 Mitchell Rd: 0.45	none permitted
Lot Coverage:	Max. 60%	12900 Mitchell Rd: 42 % 13100 Mitchell Rd: 45 %	none
Setback – Front Yard:	Min. 3.0 m	23 m	none
Setback – Side Yard:	Exterior: Min. 3.0 m Interior: none	Exterior: Min. 6.0 m Interior: 3.0 m	none
Setback – Rear Yard:	none	12900 Mitchell Rd: 35 m 13100 Mitchell Rd: 25.9m	none
Height (m) buildings:	Max. 12 m	12900 Mitchell Rd: 11.58m 13100 Mitchell Rd: 11.58m	none
Lot Size:	no minimum	same as existing site areas.	none
Off-street Parking Spaces	12900 Mitchell Rd: 73 13100 Mitchell Rd: 157	12900 Mitchell Rd: 82 13100 Mitchell Rd: 184	none
Off-street Parking Spaces – Accessible:	12900 Mitchell Rd: 2 13100 Mitchell Rd: 4	12900 Mitchell Rd: 4 13100 Mitchell Rd: 9	none
Loading Stall Spaces	12900 Mitchell Rd: 3 med + 3 large 13100 Mitchell Rd: 4 med + 4 large	12900 Mitchell Rd: 14 large bays 13100 Mitchell Rd: 40 large bays large bays can also accommodate medium needs	none

Bicycle Spaces	12900 Mitchell Rd: 20 Class 1 + 20 Class 2 13100 Mitchell Rd: 43 Class 1 + 43 Class 2	12900 Mitchell Rd: As per bylaw. 13100 Mitchell Rd: As per bylaw.	none
Standard Road Width (Tipping Rd)	12m wide as per Engineering Design Specifications – Industrial standards	8m wide with construction base to Local Residential standards except at crossings where industrial standards will apply	variance to 8m paved surface and reduced construction standard



TYP. X-SECTION: TIPPING ROAD

SCALE: HORIZ.=1:100, VERT.=NTS



Development Permit Considerations
12900 and 13100 Mitchell Road
DP 07-389656

Prior to final adoption of the Development Permit, the developer is required to complete the following:

1. The granting of a 20 m wide dike and maintenance right-of-way along the southern property line of both properties.
2. Receipt of a Letter-of-Credit for landscaping in the amount of \$45,783.50 (based on the Landscape Architect's cost estimate)
3. Receipt of a letter of the owner's commitment to advise all current and future tenants of the weight restrictions on Tipping Road and to actively seek their compliance with these restrictions.
4. Receipt of the owner's voluntary contribution of \$331,000 toward dike improvements for Mitchell Island.
5. Installation of appropriate tree protection fencing around all trees to be retained as part of the development prior to final adoption of the rezoning bylaw or any construction activities, including building demolition, occurring onsite.
6. Installation of sediment control fencing along the southern edge of the development site to prevent sediment from entering the Fraser River.
7. Enter into a Servicing Agreement* for the design and construction of road construction along Tipping Road, frontage improvements along Mitchell Road and re-stripping works in front of 12900 Mitchell Rd.. Works include, but may not be limited to,

Tipping Road Construction

- Tipping Road is to be designed and constructed to a reduced standard as opposed to a full industrial road standard. The cross section for the road allowance will include, but not limited to, the following:
 - A 6.2 m wide landscaped boulevard adjacent to the western property line of 13100 Mitchell Rd (this area contains an existing underground storm box culvert).
 - 0.15 m wide barrier curb
 - 8.0 m wide paved road
 - 0.15 m wide barrier curb
 - A 5.6 m wide landscaped boulevard with a 1.5m wide paved pedestrian pathway adjacent to the eastern property line of 12900 Mitchell Rd.
- Construction standards along the length of Tipping Road will be to a reduced standard (similar to a local residential road construction) except at crossing points where full industrial road construction standards will apply;
- Letdown curbing will be installed on Tipping Road at the intersection of Tipping Road and Mitchell Road to demark the special nature of Tipping Road as a low volume, weight restricted roadway.
- Signage requirements (i.e. weight restriction signage) will be provided at the developer's expense;

- Street lighting is to be provided per Engineering specifications;
- The reduced road standard must meet Transportation Association of Canada standards;
- Improvements may be required to the pump station structure at the south foot of Tipping Road to better address the grade changes to the surrounding properties. The extent of any improvements will be addressed during the Servicing Agreement review;
- Details and final refinements for the works along Tipping Road, as with all of the above Tipping Road Construction comments, will be addressed through a Servicing Agreement;
- Construction costs for Tipping Road are not eligible for Development Cost Charge credits.

Mitchell Road Frontage Improvements

- Frontage improvements are required for approximately 135m of the front of 13100 Mitchell Rd. to the same standards that end part way along the property.
- The improvements will focus on upgrading the southern side of Mitchell Rd. and will include, but not limited to, the following:
 - A 1m wide landscape strip adjacent to the Sawarne property line;
 - 1.5m wide concrete sidewalk;
 - 1.5 m to approximately 3m wide boulevard (varies by location) landscaped with street trees;
 - 0.15m wide barrier curb;
 - limited asphalt paving to widen and finish the existing pavement;
 - installation of a vehicle turn restriction island at the intersection of Tipping Road and Mitchell Road.
- The developer will be responsible for developing a wider west bound lane by re-striping the Mitchell Rd. centreline further south.

Fire Underwriter's Survey

- Submission of a Fire Underwriter's Survey (FUS) of the existing water main to evaluate the necessary fire flows.
8. Prior to commencement of Servicing Agreement works, submission of a Construction Parking and Traffic Management Plan to the Transportation Division. Management Plan shall include location for parking for services, deliveries, workers, loading, application for any lane closures, and proper construction traffic controls as per Traffic Control Manual for works on Roadways (by Ministry of Transportation) and MMCD Traffic Regulation Section 01570.

Note:

- * This requires a separate application.
- Where the Director of Development deems appropriate, the preceding agreements are to be drawn not only as personal covenants of the property owner but also as covenants pursuant to Section 219 of the Land Title Act.

All agreements to be registered in the Land Title Office shall have priority over all such liens, charges and encumbrances as is considered advisable by the Director of Development. All agreements to be registered in the Land Title Office shall, unless the Director of Development determines otherwise, be fully registered in the Land Title Office prior to enactment of the appropriate bylaw.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable/rent charges, letters of credit and withholding permits, as deemed necessary or advisable by the Director of Development. All agreements shall be in a form and content satisfactory to the Director of Development.

[Signed Original On File]

Signed

Date



No. DP 07-389656

To the Holder: CTA DESIGN GROUP
Property Address: 12900 AND 13100 MITCHELL ROAD
Address: 101-925 W. 8TH AVENUE, VANCOUVER, BC, V5Z 1E4

1. This Development Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.
2. This Development Permit applies to and only to those lands shown cross-hatched on the attached Schedule "A" and any and all buildings, structures and other development thereon.
3. Engineering Department's Design Specifications for a standard industrial roadway is hereby varied to:
 - a) Permit the construction of vehicle access to four multi-tenant industrial warehouse buildings on properties zoned "Industrial (I) and partially designated as Environmentally Sensitive Areas at 12900 and 13100 Mitchell Road, and;
 - b) Vary the minimum road construction standards contained in Subdivision Bylaw No. 6530 for the access road in the Tipping Road allowance on Mitchell Island..
4. Subject to Section 692 of the Local Government Act, R.S.B.C.: buildings and structures; off-street parking and loading facilities; roads and parking areas; and landscaping and screening shall be constructed generally in accordance with Plans #1 to #3 attached hereto.
5. Sanitary sewers, water, drainage, highways, street lighting, underground wiring, and sidewalks, shall be provided as required.
6. As a condition of the issuance of this Permit, the City is holding the security in the amount of \$45,783.50 to ensure that development is carried out in accordance with the terms and conditions of this Permit. Should any interest be earned upon the security, it shall accrue to the Holder if the security is returned. The condition of the posting of the security is that should the Holder fail to carry out the development hereby authorized, according to the terms and conditions of this Permit within the time provided, the City may use the security to carry out the work by its servants, agents or contractors, and any surplus shall be paid over to the Holder. Should the Holder carry out the development permitted by this permit within the time set out herein, the security shall be returned to the Holder. The City may retain the security for up to one year after inspection of the completed landscaping in order to ensure that plant material has survived.
7. If the Holder does not commence the construction permitted by this Permit within 24 months of the date of this Permit, this Permit shall lapse and the security shall be returned in full.

Development Permit

No. DP 07-389656

To the Holder: CTA DESIGN GROUP

Property Address: 12900 AND 13100 MITCHELL ROAD

Address: 101-925 W. 8TH AVENUE, VANCOUVER, BC, V5Z 1E4

8. The land described herein shall be developed generally in accordance with the terms and conditions and provisions of this Permit and any plans and specifications attached to this Permit which shall form a part hereof.

This Permit is not a Building Permit.

AUTHORIZING RESOLUTION NO.
DAY OF

ISSUED BY THE COUNCIL THE

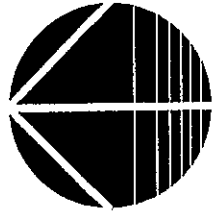
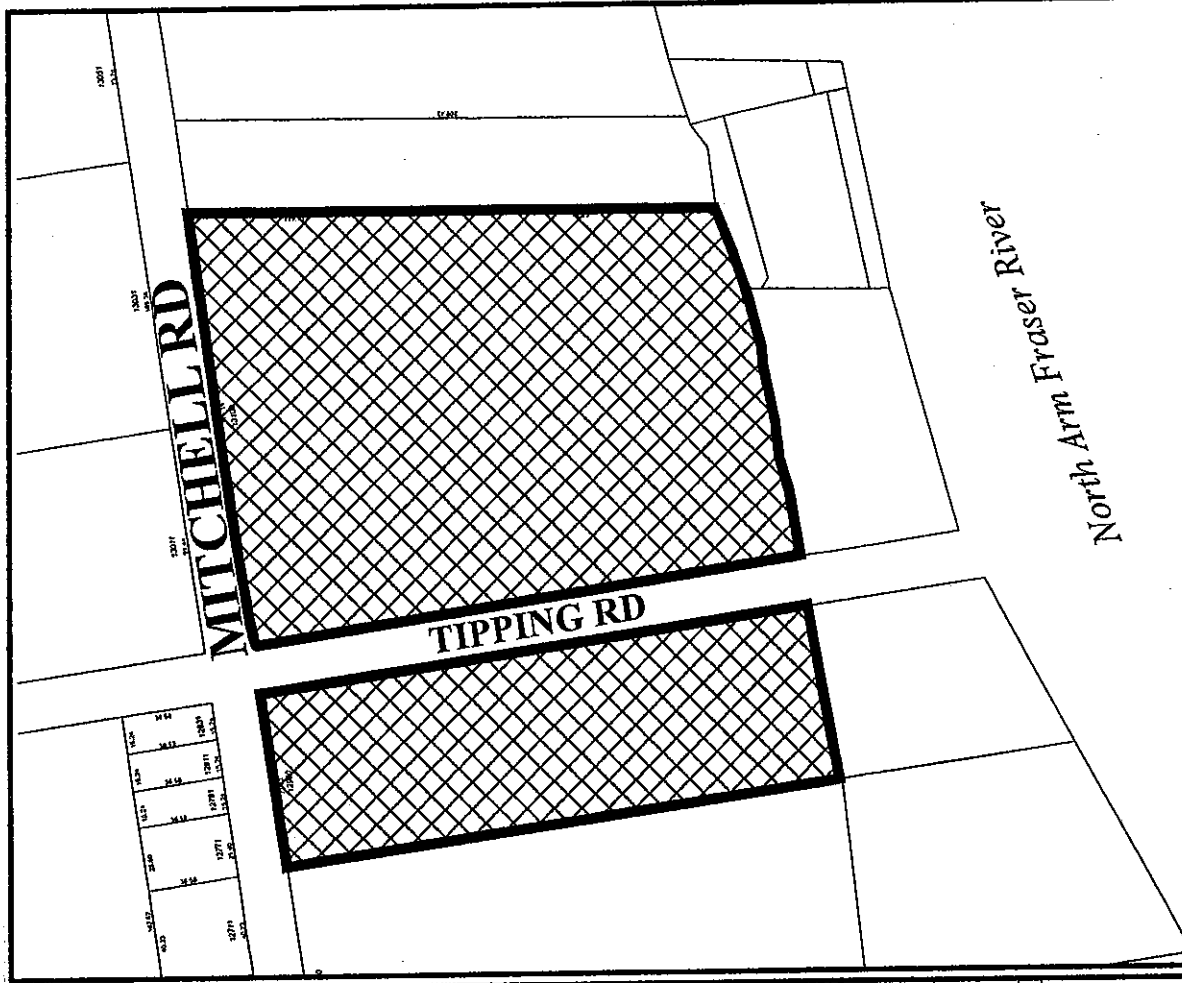
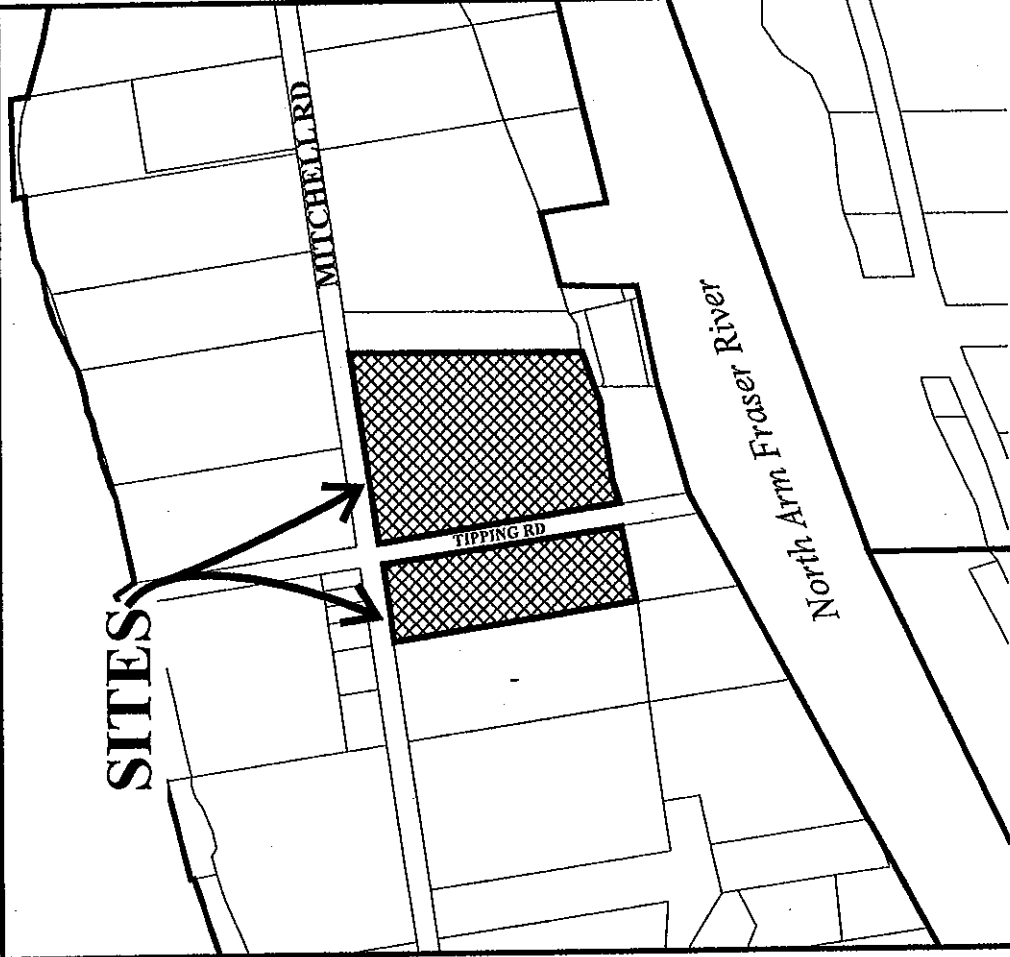
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MAYOR



City of Richmond

SITES



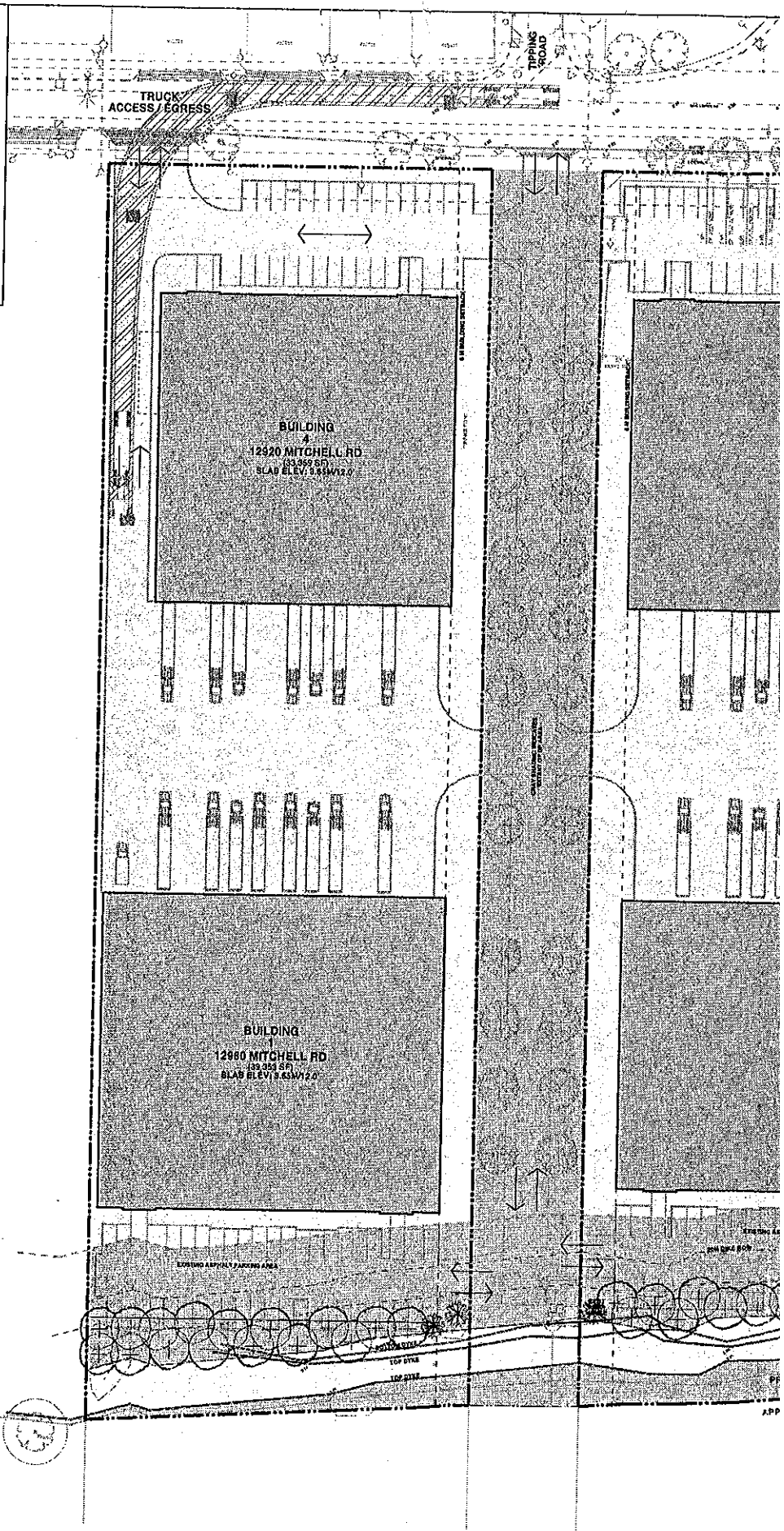
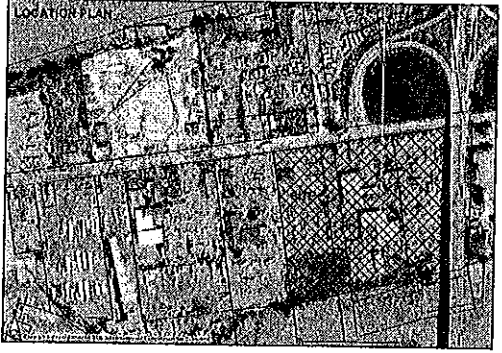
DP 07-389656

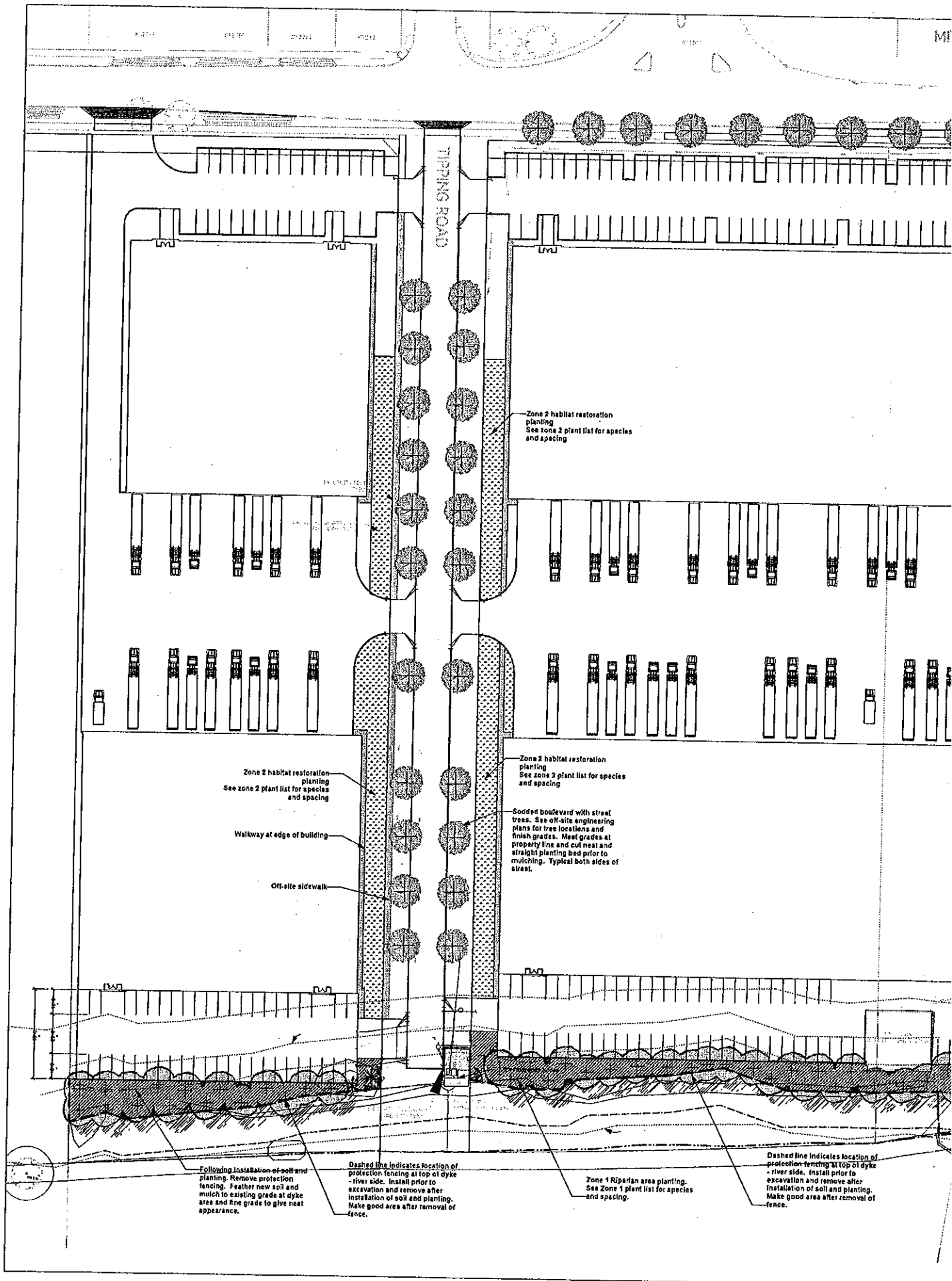
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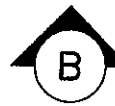
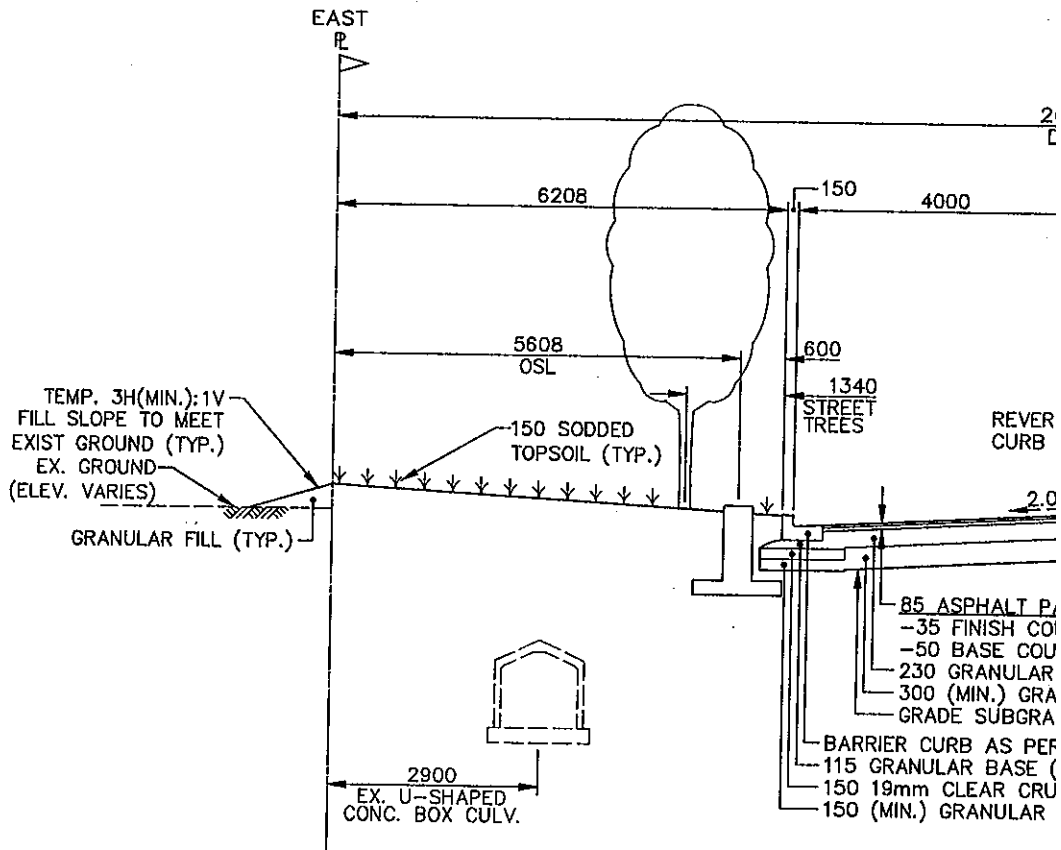
Original Date: 10/18/07

Revision Date: 04/29/10

Note: Dimensions are in METRES







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