



**To:** Planning Committee  
**From:** Wayne Craig  
Director of Development  
**Date:** January 8, 2013  
**File:** RZ 10-556878  
AG 10-556901  
**Re:** **Referral Report on Drive-Throughs in Richmond's Zoning Bylaw and Application by Everbe Holdings Ltd. for Agricultural Land Reserve Exclusion, Official Community Plan Amendment and Rezoning at 11120 and 11200 No. 5 Road from Agriculture (AG1) to Community Commercial (CC)**

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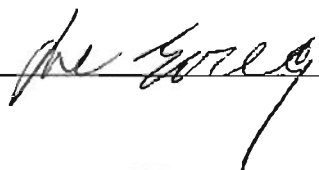
**Staff Recommendation**

1. That Option 2 (in the report dated January 8, 2013 from the Director of Development), which recommends that no further review of restricting drive-throughs in Richmond's Zoning Bylaw 8500 for new developments, be approved.
2. That authorization for Everbe Holdings Ltd. to apply to the Agricultural Land Commission to exclude 11120 and 11200 No. 5 Road from the Agricultural Land Reserve be granted.
3. That Official Community Plan Amendment Bylaw No. 8988, to re-designate 11120 and 11200 No. 5 Road from "Mixed Employment" to "Commercial" in the 2041 Official Community Plan Land Use Map to Schedule 1 of Official Community Plan Bylaw 9000 and to amend the Development Permit Area Map in Schedule 2.8A (Ironwood Sub-Area Plan) of Official Community Plan Bylaw 7100, be introduced and given first reading.
4. That Bylaw 8988, having been considered with:
  - the City's Financial Plan and Capital Program;
  - the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3) (a) of the Local Government Act.
5. That Bylaw 8988, having been considered in accordance with the City Policy on Consultation During Official Community Plan development is hereby deemed not to require further consultation.

- 6. That Bylaw 8989, for the rezoning of 11120 and 11200 No. 5 Road from "Agriculture (AG1)" to "Community Commercial (CC)", be introduced and given first reading.

  
Wayne Craig  
Director of Development

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REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Economic Development	<input checked="" type="checkbox"/>	
Sustainability	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	

## Staff Report

### Purpose

At the November 20, 2012 Planning Committee, the following referral was made:

*That staff report back to Committee on removing drive-throughs in the Zoning Bylaw for new applications.*

Processing of a rezoning application and ALR exclusion at 11120 and 11200 No. 5 Road (RZ 10-556878; AG 10-556901) for a commercial development has also been completed by staff. This application was originally submitted in December 2010. The financial institution was secured as the tenant for the development by the proponent in September 2012, which was prior to the November 20, 2012 referral on drive-throughs.

This report is divided into 3 sections and addresses the following:

- 1. Provides information on drive-throughs and the proposed approach to respond to the November 20, 2012 Planning Committee referral to review drive-through developments in Richmond if directed so by Council.*
- 2. Outlines options on how to proceed with the referral on drive-throughs in Richmond, including the processing of "in-stream" development applications involving drive-throughs that were submitted prior to the November 20, 2012 referral.*
- 3. Proposes forwarding an "in-stream" rezoning application at 11120 and 11200 No. 5 Road to Council for review and consideration.*

### 1. Background Information and Approach to Referral on Drive-Throughs in Richmond

#### Background Information to Drive-Through Referral

##### Zoning Bylaw

Currently, there are no provisions in the City's zoning bylaw to prohibit a business with a drive-through component. The only uses in the Zoning Bylaw that specifically references and regulates a drive-through is under the "Restaurant" and "Restaurant, drive-through" use definitions. In order to have a drive-through component associated with a restaurant, a zoning district must include "Restaurant, drive-through" as a permitted use in the zoning.

Asides from restaurants, other businesses are also permitted to have a supporting drive-through component so long as the main use is permitted in the zoning district. As a result, some common businesses that have a supporting drive-through are financial institutions, convenience stores and coffee-shops.

##### Bylaws to Restrict the Unnecessary Idling of Vehicles

On June 25, 2012, Council adopted provisions to address idling on public roads and City owned property in the Traffic Control and Regulation Bylaw (Bylaw 5870) and Parking (Off-street) Regulation (Bylaw 7403). The above referenced Bylaws include restrictions to prevent the idling of vehicles for longer than three minutes, with applicable restrictions on idling only applying to public road-ways and City owned property. To accommodate the operation of

vehicles, where idling is necessary (i.e., emergency service vehicles, public utility service vehicles while conducting required work), the bylaw includes an exemption for these types of vehicles only. Implementation of anti-idling restrictions in the bylaws was done in conjunction with existing educational programs and initiatives in Richmond that play a significant role in reducing unnecessary vehicle idling.

#### Development Application Process

Development of any new commercial building involving a drive-through component or adding a drive-through to an existing business will likely involve a Development Permit at minimum and possibly a rezoning depending on the requested uses. Through the required development application processes, the overall site plan and drive-through component would be reviewed to ensure the following issues are addressed:

- Location and overall siting of the drive-through to ensure screening from adjacent buildings/uses, implementing a compact form of development and adherence with applicable Development Permit guidelines.
- Review drive-through arrangement for adequate storage of queued vehicles to ensure drive-through service is quick and efficient with no disturbance to the operation of the internal parking and drive-aisle areas.
- Maximize addition of landscaping to be incorporated into the drive-through component of the development.

Council does have the ability to deny a development involving a drive-through component only if a rezoning application is required. If only a Development Permit application is required, review of the proposal is limited to general form and character and urban design issues.

#### City's Community Energy and Emissions Plan

The City of Richmond is currently developing the City's first Community Energy and Emissions Plan (CEEP). The City has undertaken a wide range of actions to accelerate the transition towards more sustainable energy systems and reduce greenhouse gas emissions. The City's CEEP builds upon successes achieved to-date and serves to identify a strategic pathway forward to further advance energy system sustainability and achieve greater greenhouse gas emissions reductions. A wide-range of actions are being evaluated in the Plan. Currently, those actions identified as having a high-impact of reducing greenhouse gas emissions and moving towards energy system sustainability across the City are strategic residential/commercial densification, alternative energy systems development, transportation choices, developing sustainable buildings and effective solid waste management strategies. When compared to these high-impact actions, a selective approach of restricting drive-throughs will not have a significant impact on greenhouse gas emissions reduction and advancing the City's sustainability objectives based on the development of the CEEP to date. The Plan is underway and is anticipated to be completed in mid-2013.

## **Proposed Approach to Drive-Through Referral**

This section provides information on a proposed approach to address the November 20, 2012 Planning Committee referral on removing drive-throughs in the Zoning Bylaw, if Council directs staff to undertake the review.

### Background Research

Staff will need to undertake research to compile a list of all existing drive-throughs in the City and what type of business operations they are associated with. This information on drive-throughs is necessary to determine the extent of existing drive-through components with commercial developments and the potential impact of not allowing drive-throughs on future developments.

A survey of other municipalities across the region should also be completed to determine if any municipalities have implemented regulations to ban drive-throughs, including any supporting rationale. Staff are not immediately aware of any other municipalities in the Lower Mainland that have implemented bans on drive-through development.

Other research to be undertaken as part of the review would be to contact a variety of existing drive-through operators in Richmond (i.e., food establishments, coffee shops, banks) to obtain information on average vehicle wait times at various times of the day for the drive-through component of the business.

### Consultation and Review of Economic Implications

An examination of the economic implications of restricting drive-through development in the City is necessary as part of any review. On this basis, consultation is recommended with various representatives of the development community, which includes but may not be limited to the following groups:

- Richmond's Economic Advisory Committee and Advisory Committee on the Environment.
- Urban Development Institute (UDI).
- National Association for Industrial and Office Parks (NAIOP), Commercial Real Estate Development Association.
- Richmond Chamber of Commerce.
- Other stakeholders as deemed necessary by City staff and/or recommended by Council.

Staff anticipate that there will be opposition from the development community in relation to any proposed ban or prohibitive restriction on drive-through development in Richmond.

## **2. "In-Stream" Applications and Options to Address the Drive-Through Referral**

### **"In Stream" Applications Involving a Drive-Through Component**

Staff reviewed all active development applications currently being processed to determine which ones have a drive-through component and were submitted prior to the November 20, 2012 referral. Based on this review, one development application is being processed by staff for a financial/bank institution with an accessory supporting drive-through for an Automated Teller

Machine (ATM) at 11120 and 11200 No. 5 Road (RZ 10-556878). In September 2012, the developer secured a financial/bank institution as the sole proposed tenant for the building, which included an accessory drive-through component. As a result, this proposal is considered an “in-stream” application.

Given that there is only one “in-stream” development application involving a drive-through component at 11120 and 11200 No. 5 Road, staff recommend that this application be permitted to be considered by Council now to avoid any potential delays to the project.

### **Options to Address the Drive-Through Referral**

- Option 1** City staff proceed with examining the removal of drive-throughs in the Zoning Bylaw and review the implications of not allowing new drive-through development in Richmond based on the proposed approach outlined in this report.
- Option 2** **(RECOMMENDED)** Do not proceed with a review of banning or restricting drive-through development in Richmond.

### **Rationale for Recommending Option 2**

Staff recommend Option 2 for the following reasons:

- Businesses with drive-through components play an important role in the viability of small to large scale commercial projects in Richmond.
- There are more effective alternatives for reducing greenhouse gas emissions and advancing overall sustainability within commercial developments. Examples include supporting strategic residential densification in close proximity to commercial development and compact forms of development as supported by the 2041 Official Community Plan and preliminary findings from the City’s Community Energy and Emissions Planning process.
- Not allowing a drive-through component may result in adverse impacts such as increased demand for additional off-street parking, less compact forms of development and higher traffic volumes in existing drive-throughs.

The following is also important to note in the staff support of Option 2:

- Council has the following authority through these development application processes:
  - Rezoning – Council has the ability to approve and/or deny applications involving a drive-through component.
  - Development Permit – Council can review overall form and character of a project involving a drive-through, but cannot prohibit a drive-through use if permitted in the zoning.
  - New drive-through proposals may involve both a rezoning and Development Permit application or just a Development Permit application depending on the existing zoning for the site.
- The recommended Option 2 enables in-stream applications with a drive-through component to proceed forward and not be delayed.

### 3. In Stream Application at 11120 and 11200 No. 5 Road (RZ 10-556878; AG 10-556901)

Everbe Holdings Ltd. Has applied to the City of Richmond for permission to rezone 11120 and 11200 No. 5 Road (**Attachment 1** – Location Map) from “Agriculture AG1” to “Community Commercial (CC)” zoning in order to permit the development of a new commercial building for a financial institution and supporting off-street parking.

In conjunction with the rezoning proposal, the following supporting Official Community Plan (OCP) amendments and Agricultural Land Reserve (ALR) exclusion application is required.

- Amendment to the 2041 Official Community Plan Land Use Map to re-designate the subject properties from “Mixed Employment” to “Commercial”.
- Amendment to the OCP Ironwood Sub-Area Plan Development Permit Area Map (Schedule 2.8A of OCP Bylaw 7100) to include 11120 and 11200 No. 5 Road into “Area A” of the Development Permit Area Map.
- Application to exclude the subject sites from the ALR.

#### Project Description

The proposal is to develop a purpose built financial institution in a one-storey 472 sq. m (5,078 sq. ft.) building with a total of 19 off-street parking spaces on the consolidated site. The financial institution is proposed to be the sole tenant for this development. An accessory drive-through component is proposed as part of the site plan to enable ATM service for drive-through customers.

The building is positioned on the south-west corner of the subject site to maximize building frontage along No. 5 Road, which also enables space for the vehicle access and separation from the existing commercial complex to the north. Off-street parking stalls and landscaping is located on the north portion of the development site. Behind the proposed financial institution (to the east) is the vehicle queuing area for the ATM drive-through and sufficient space for screened garbage and recycling enclosure. Vehicle access to the development site will be from No. 5 Road only. A preliminary site plan and building drawings are contained in **Attachment 2**.

#### Findings of Fact

A Development Application Data Sheet providing details about the development proposal is contained in **Attachment 3**.

#### Surrounding Development

To the North: A commercial complex zoned Auto-Oriented Commercial and Pub (ZC26) that includes an existing drive-through component servicing a financial institution.

To the East: A warehousing complex zoned Industrial Business Park (IB1).

To the South: A 3 storey office building with surrounding off-street parking zoned Industrial Business Park (IB1).

To the West: On the west side of No. 5 Road, a commercial complex containing a variety of retailing and office activities and a restaurant on properties zoned Industrial Business Park (IB1). This commercial complex contains a number of drive-throughs that service a food establishment, coffee shop and financial institutions.

### **Related Policies & Studies**

#### Metro Vancouver Regional Growth Strategy

The development site is designated for “Mixed Employment” in the Metro Vancouver Regional Growth Strategy (RGS) Land Use Designation Map. The proposed development of a financial institution building complies with the RGS land use designation.

#### 2041 Official Community Plan Land Use Map Amendment

In the 2041 OCP Land Use Map, the subject properties are currently designated for “Mixed Employment”, which is defined as follows:

*“Those areas of the City where the principal uses are industrial and stand-alone office development, with a limited range of support services. In certain areas, a limited range of commercial uses are permitted such as the retail sale of building and garden supplies, household furnishings, and similar warehouse goods.”*

Based on the financial institution development, an OCP amendment is proposed to designate the subject site for “Commercial”. An OCP amendment for the subject properties is appropriate as all of the surrounding commercial complexes to the north and west of the subject site have a “Commercial” OCP Land Use Map designation. The “Commercial” Land Use Map designation enables a wide range of commercial activities, including financial service, which complies with the proposed Community Commercial (CC) zoning to be implemented. Although these two properties are currently designated for “Mixed-Employment”, the overall small area of the combined sites poses challenges to developing a viable industrial or office complex. Designating the development site to “Commercial” in the 2041 OCP Land Use Map also complies with overall OCP policies of promoting a wide range and diversity of commercial services around identified neighbourhood service centres.

#### Ironwood Sub-Area Plan – Development Permit Area Map Amendment

The Ironwood Sub-Area Plan (Schedule 2.8A of OCP Bylaw 7100) identifies specific Development Permit Areas for residential, mixed use and commercial oriented development in the vicinity of Steveston Highway and No. 5 Road intersection. The intent of identifying these Development Permit Areas in the sub-area plan is to implement specific guidelines aimed at supporting a special character within the Ironwood Sub-Area and to supplement City-wide Development Permit guidelines. Currently, the two subject properties are not included in a Development Permit Area and would not require a Development Permit application if an industrial or office building was developed on the site in accordance with the existing “Mixed Employment” OCP land use designation. The proposed OCP amendment to the Ironwood Sub Area Plan would revise the Development Permit Area Map to include the subject properties into “Area A – Commercial Development along the South Side of Steveston Highway”, thus requiring a Development Permit application for the commercial proposal. This approach of amending the Development Permit Area Map to include properties undergoing redevelopment is



consistent with the previous approach of implementing specific Development Permit guidelines for commercial developments in the Ironwood Sub-Area (i.e., Ironwood Shopping Plaza; Sands Commercial Plaza). Refer to **Attachment 4** for a copy of the proposed amended Development Permit Area Map.

#### ALR Exclusion

The subject properties are contained in the ALR and are the final two properties that remain in the ALR at the south east corner of Steveston Highway and No. 5 Road. Throughout the 1980's, a majority of properties south of Steveston Highway and east of No. 5 Road were excluded from the ALR for industrial development. Since the late 1980's, there are a few properties in this area that have remained in the ALR. The Agricultural Land Commission (ALC), in their review of previous ALR exclusions for areas south of Steveston Highway and east of No. 5 Road, have identified to the City that these remaining properties in the ALR should also be excluded and that the best means to address this would be through one "ALR Block Exclusion" application submitted to the ALC. Given the small size of each of the properties (i.e., less than 2 acres), there is also the possibility that they are exempted from the provisions of the ALC Act. However, even though the sites may meet the criteria to be exempted from the provision of the ALC Act, the only way to remove the ALR designation is through an exclusion application, which is being sought through this proposal.

Coordinating an ALR exclusion for 11120 and 11200 No. 5 Road with a specific redevelopment proposal is consistent with other redevelopments in the surrounding area that also involved an ALR exclusion (i.e., Sands Plaza redevelopment directly to the north). The two subject properties are the final two sites that remain in the ALR at the corner of No. 5 Road and Steveston Highway. There are some remaining pockets of land in the ALR further south along No. 5 Road (refer to **Attachment 5** for a reference map). The City is not processing any active applications for redevelopment for these properties in the ALR. Any future ALR exclusions in this area will be coordinated with submitted redevelopment proposals.

As the ALR exclusion application has been made by the owner of the subject properties, Council authorization (via resolution), allowing the ALR exclusion at 11120 and 11200 No. 5 Road to proceed is required prior to forwarding the application to the ALC. There is no requirement for the ALR exclusion to be forwarded to a Public Hearing unless Council deems it necessary. On this basis, the ALR exclusion can be forwarded to the ALC for consideration in advance of the Public Hearing if approved by Council. Confirmation of ALC approval of the exclusion application is required and secured as a rezoning consideration for the project.

#### Richmond Public Art Program

The Richmond Public Art Program applies to larger commercial development with a total floor area of 2,000 sq. m (21,530 sq. ft.) or greater. The total floor area for the financial institution is 472 sq. m (5,078 sq. ft.) and therefore does not apply to this development.

#### Flood Plain Covenant

Registration of a Flood Plain Covenant on title that requires a minimum flood construction level of 2.9 m is required and will be secured as a rezoning consideration for the subject application.

## **Consultation**

City staff reviewed the overall rezoning and OCP amendment proposal in accordance with OCP Bylaw Preparation Consultation Policy 5043. Based on this review, no further consultation with external agencies or stakeholders is recommended.

### Agricultural Advisory Committee Review of the ALR Exclusion

The ALR exclusion was reviewed and supported by the Agricultural Advisory Committee (AAC) on December 8, 2011 (Please see **Attachment 6** for a copy of minutes).

## **Public Input**

At the time of preparation of this staff report, no public correspondence has been received in relation to either the proposed ALR exclusion or OCP amendment and rezoning to facilitate development of the financial institution. Standard notification will be required in accordance with the statutory rezoning process and staff will provide updates to Council on any correspondence received.

## **Staff Comments**

### Engineering

The subject site has adequate City water service for the proposed development. Through the forthcoming building permitting process, a professional engineer is required to confirm there is adequate flow available from the City system.

A servicing capacity analysis was undertaken by the applicant's engineering consultant for the City storm and sanitary sewer systems. Based on the analysis of the City sanitary and storm system, no upgrades are required. Through the analysis of the City storm system, the developer has committed to implementing on-site storm water management measures with the objective of maintaining and reducing storm flow rates into the City system. Through the forthcoming Development Permit application, inclusion of on-site stormwater management measures (i.e., additional landscaping, permeable pavers) will be required to be included in the site and landscape plan to the satisfaction of Engineering staff.

### Transportation

Transportation staff reviewed the proposed site plan for the financial institution, arrangement for vehicle access/egress and off-street parking provisions for the subject site. Frontage upgrades will be required along the development site's No. 5 Road frontage to undertake works to match the existing standard established to the immediate north and south of the site (i.e., concrete curb, grass & treed boulevard and 1.5 m wide concrete sidewalk). To implement these frontage works (and corresponding road works along No. 5 Road), land dedication is required along the development site's No. 5 Road frontage to align with the property lines along the road to the immediate north and south of the subject site. Staff estimate that a minimum 4.35 m (14.3 ft.) wide land dedication is required along the consolidated site's No. 5 Road frontage. The exact width of land dedication along No. 5 Road will be confirmed by the legal survey to be submitted prior to final adoption of the rezoning.

The driveway access for the development site is proposed to be along No. 5 Road that will allow for full vehicle movements to enter and exit the site (i.e., Right In/Out; Left In/Out). Transportation staff support the implementation of a full movement vehicle driveway as the following related road and frontage upgrades will be completed as part of this development and coordinated with existing transportation infrastructure and driveway accesses servicing surrounding developments:

- Road works along No. 5 Road to provide:
  - North of the development site's vehicular access – implementation of a southbound left-turn lane (minimum 3.1 m width) on No. 5 Road for traffic entering the site. The design is required to include a raised median to separate the southbound left-turn lane from northbound traffic along No. 5 Road.
  - Extension of the existing northbound right-turn lane to the northern edge of the development site.
  - Minimum 4.0 m wide painted median south of the development site's vehicular access to Featherstone Way.
  - Maintain the existing two northbound and two southbound traffic lanes along No. 5 Road.
- Upgrades along the development site's No. 5 Road frontage (i.e., concrete curb & gutter; grass & treed boulevard; concrete sidewalk).
- All road and frontage upgrades are to be completed at the sole cost of the developer.

The proponent's consultant completed a preliminary functional design showing the implementation of the above referenced road and frontage works along No. 5 Road, which was reviewed and supported by Transportation staff. Completion and approval of a Servicing Agreement for all identified frontage and road works based on the approved preliminary functional design is a rezoning consideration to be completed as part of this development (Refer to **Attachment 7** for a copy of the rezoning considerations)

The proposed vehicle access along No. 5 Road will be the permanent driveway servicing this development site. There are no opportunities or requirements for this development site to tie into or share access from any neighbouring properties. A total of 19 off-street parking stalls (including 2 universally accessible stalls) is provided, which meets the zoning bylaw requirements identified for the financial institution building.

#### Proposed Drive-Through Component

The developer has confirmed with the financial institution that the proposed drive-through is a necessary component of the development to provide for safe and secure ATM service, especially outside of regular business hours when the bank is closed. The drive-aisle for the drive-through is not located next to the public road frontage as it is situated at the rear of the proposed building. The drive-aisle has a sufficient vehicle queue length and arrangement to ensure quick and efficient movement of vehicles and that the existing off-street parking area and No. 5 Road site access is not impacted. The drive-through component will also include appropriate Crime Prevention Through Environmental Design (CPTED) measures (i.e., sufficient lighting, video surveillance and appropriate landscaping) to maximize the overall safety of the operation.

### Ministry of Transportation Referral

This rezoning application was referred to Ministry of Transportation staff for review and approval based on distance to the Highway 99/Steveston Highway Interchange. City staff referred the proposed rezoning and received preliminary approval from Ministry of Transportation staff in December 2012. Final approval from the Ministry of Transportation will be completed as a rezoning consideration for the project.

### On-Site Trees

Currently, the development site is vacant with preload materials placed on the southwest portion of the site where the proposed building will be situated. In 2010, the existing buildings on both properties were demolished. Prior to obtaining a demolition permit, a tree removal permit to remove 6 trees on the north property (11120 No. 5 Road) was approved. These 6 trees were the only bylaw sized trees located on the development site. Through the review of the tree removal permit application, City staff identified the trees as either dead or in poor condition and recommended their removal. Through the forthcoming Development Permit application, submission and review of a landscape plan will be completed to confirm that the proposal is able to implement replacement trees in accordance with City OCP Development Permit guidelines for on-site landscaping (i.e., 2:1 on-site replacement).

### Forthcoming Development Permit Application

Submission and processing of a Development Permit application to the satisfaction of the Director of Development is a rezoning consideration for this proposal. The Development Permit application will address the following issues:

- Submission of a landscape plan for the whole development site that takes into account landscape screening and fencing for neighbouring properties and implementation of appropriate landscaping along the streetscape to coordinate with the building design and entrance, driveway and proposed frontage upgrades (concrete sidewalk and grass & treed boulevard).
- Design refinement to maximize the amount of frontage along No. 5 Road, develop a visual focal point along the streetscape.
- Review the proposed variance to the side-yard setback along the south edge of the development site for the building from the required 6 m (20 ft.) to within close proximity of the property line. Additional design refinement will be undertaken to address the proposed reduction to the south side-yard in the context of surrounding development through the Development Permit application.
- Incorporate storm water management provisions to be implemented to maintain and reduce storm flows into the City's storm system (to be reviewed and approved by City engineering staff).
- Review the overall design and layout of the proposed drive-through component and ensure it complies with applicable General and Specific Ironwood Sub-Area Plan Development Permit guidelines.
- Specific comments or concerns identified through the rezoning process that require follow-up in the Development Permit.

## **Analysis of Rezoning and ALR Exclusion Application**

An OCP amendment to revise the 2041 OCP Land Use Map from “Mixed Employment” to “Commercial” is supportable given the surrounding mix of commercial and industrial uses in the area. Given the relatively small total area of the two subject sites, the viability of redeveloping the site for office or industrial activities is unlikely. Furthermore, the proposed development of a banking institution on the site provides for the creation of a business that generates both jobs for the area and provides for financial services to neighbourhood residents and surrounding businesses. On this basis, staff support the proposed redevelopment and corresponding amendments to the 2041 OCP Land Use Map.

Amendments are also proposed to include the two subject properties into the Ironwood Sub-Area Development Permit Area Map to ensure that the specific design guidelines are complied with.

An application to exclude the two lots from the ALR is also being forwarded concurrently with Council’s consideration of the rezoning application. Staff support exclusion of the development site from the ALR as this is consistent with previous approaches of excluding ALR land in this area. If Council endorses the ALR exclusion, it will be forwarded to the ALC for their consideration. ALC approval of the proposed ALR exclusion is a rezoning consideration attached to this development.

Development of a financial/bank institution is considered a supportable use given the context of residential development in the surrounding area and wide range of commercial uses at Ironwood, Sands Plaza and Coppersmith shopping plaza. The site plan has been developed to locate the building along No. 5 Road to maximize street frontage and allow for appropriate separation to surrounding buildings and uses. Further design and site plan refinement will be undertaken through the Development Permit application process.

The applicant has confirmed with the proposed financial institution tenant that the drive-through component of the development is an important part of the overall viability of this project and helps to serve the needs of customers that require use of the ATM outside of regular business hours. There are also a number of existing drive-throughs established on neighbouring commercial sites to the north and across No. 5 Road to the west. The proposed drive-aisle for the drive-through is located away from the public street frontage along No. 5 Road and is designed to ensure quick and efficient movement of vehicles.

### **Financial Impact or Economic Impact**

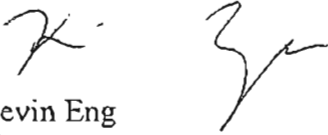
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### **Summary of Report and Staff Recommendations**

This report:

1. Provides initial research and background information on drive-throughs in Richmond along with a proposed approach on responding to a Planning Committee referral to remove drive-throughs from the Zoning Bylaw for any new developments in the City, if directed so by Council.

2. Recommends that “in-stream” applications with a drive-through component be allowed to proceed forward and presents Options to address the referral on drive-throughs. Option 2 is supported by staff, which recommends not to proceed with a review of drive-throughs in Richmond.
3. Brings forward a rezoning application at 11120 and 11200 No. 5 Road to develop a financial institution building with an accessory drive-through ATM component for Council consideration.



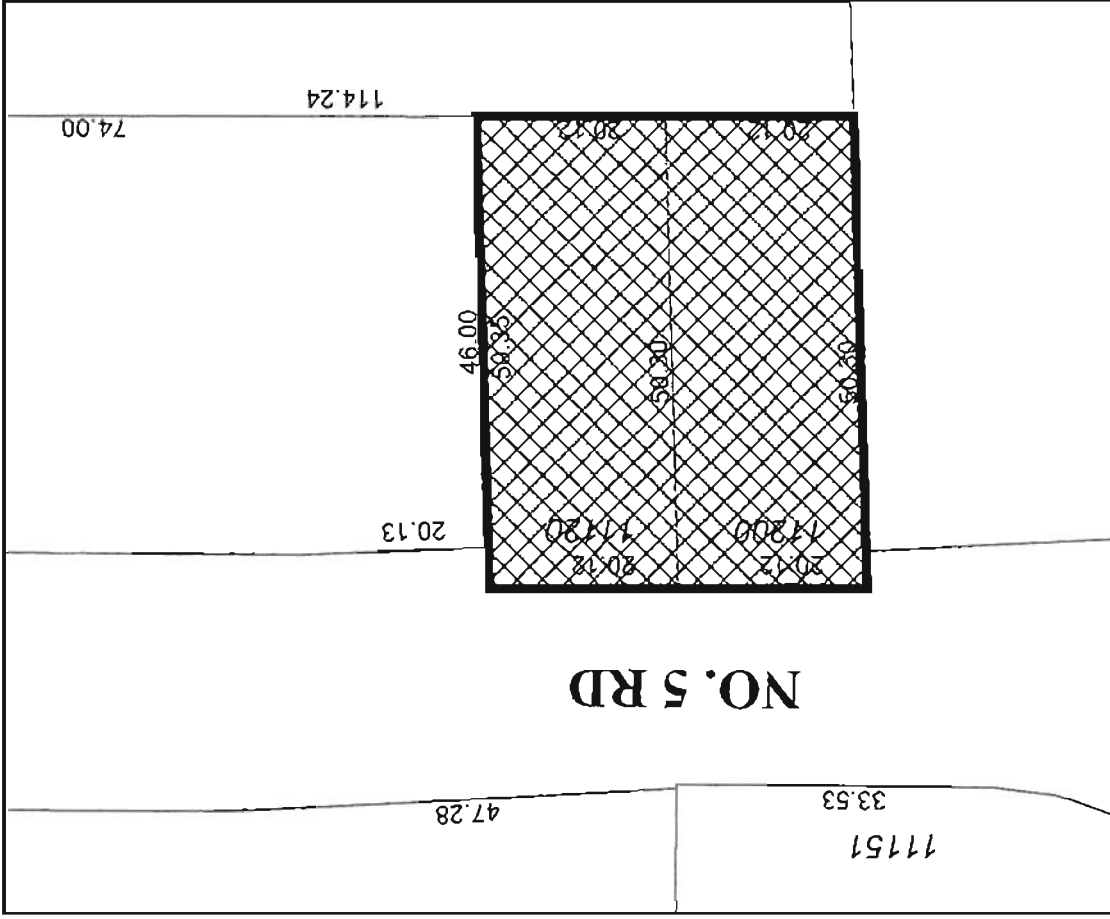
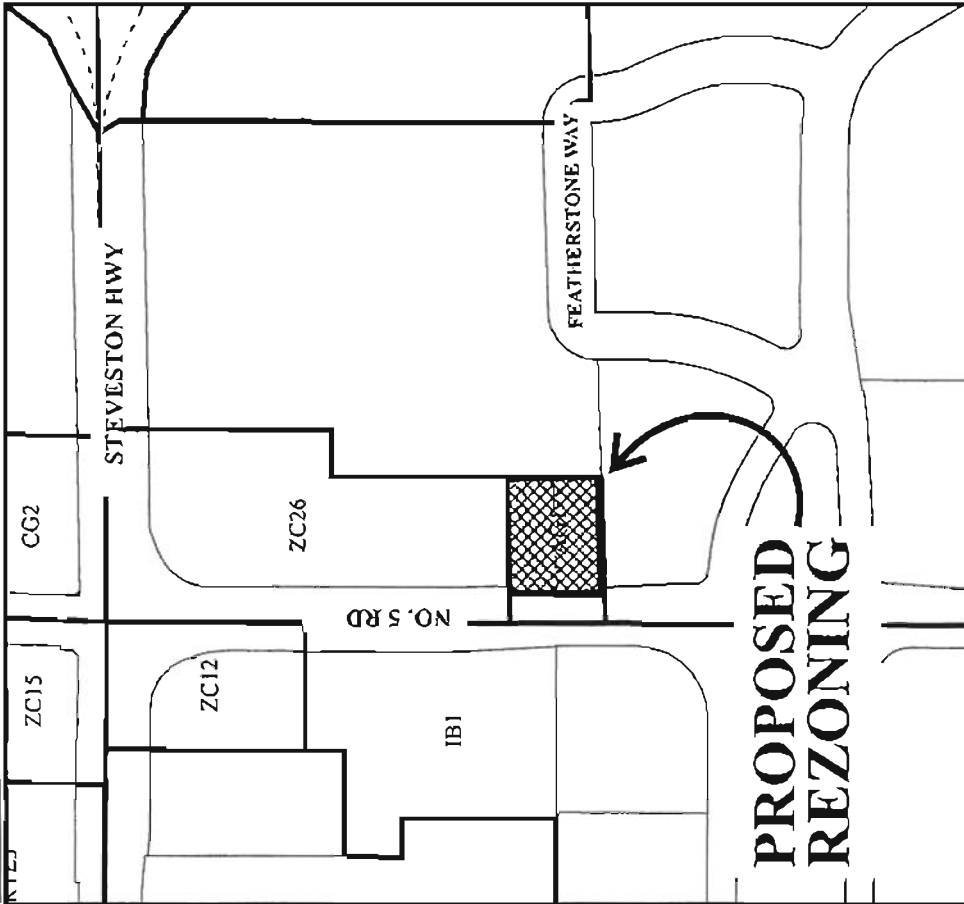
Kevin Eng  
Planner I

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- Attachment 1: Location Map
- Attachment 2: Conceptual Development Plans
- Attachment 3: Development Application Data Sheet
- Attachment 4: Proposed Ironwood Sub-Area Plan Development Permit Area Map
- Attachment 5: ALR Reference Map
- Attachment 6: December 8, 2011 AAC Minutes
- Attachment 7: Rezoning Considerations Concurrence



# City of Richmond

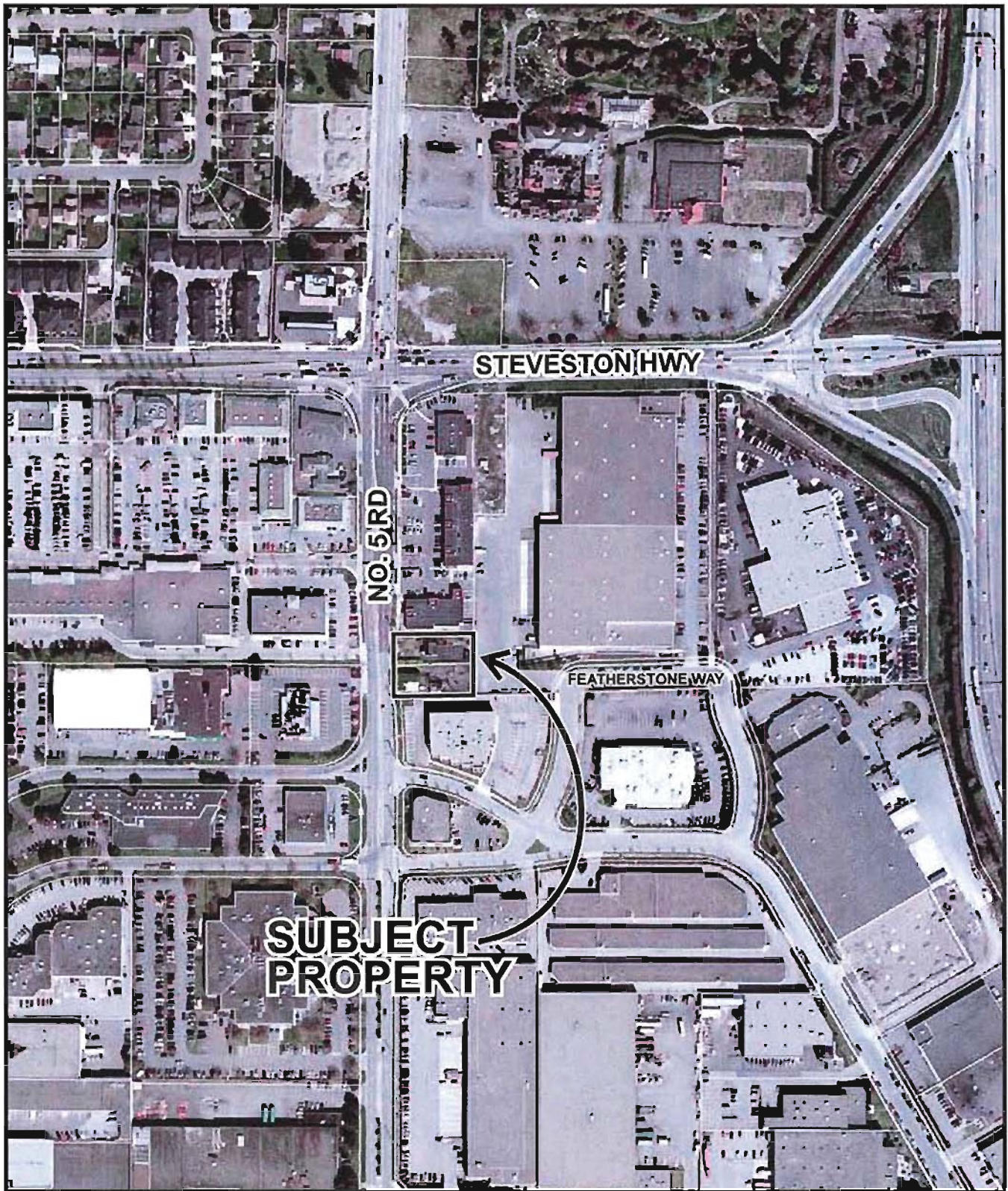


## RZ 10-556878

Original Date: 01/19/11

Revision Date:

Note: Dimensions are in METRES



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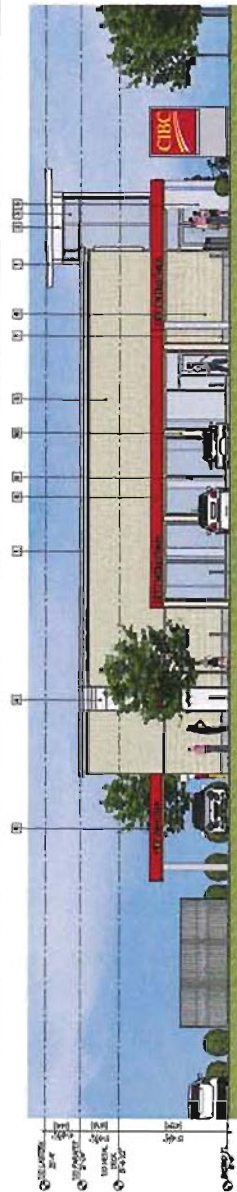
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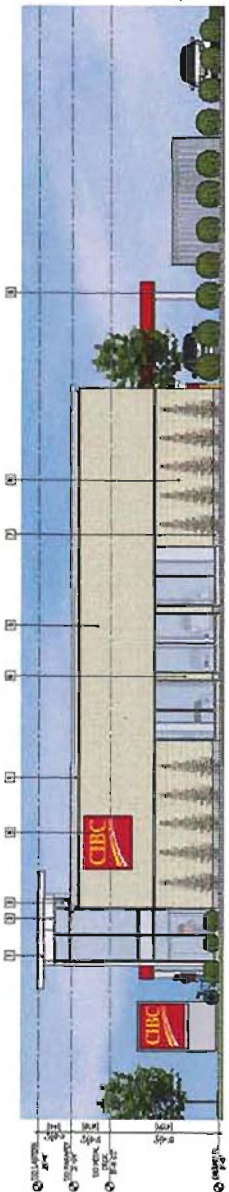
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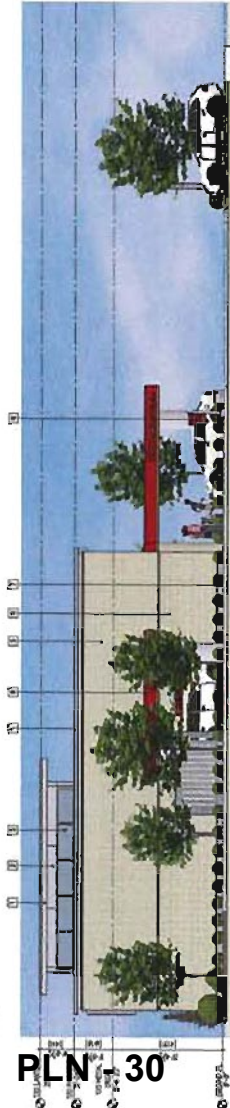




WEST ELEVATION  
SCALE: 1/8" = 1'-0"



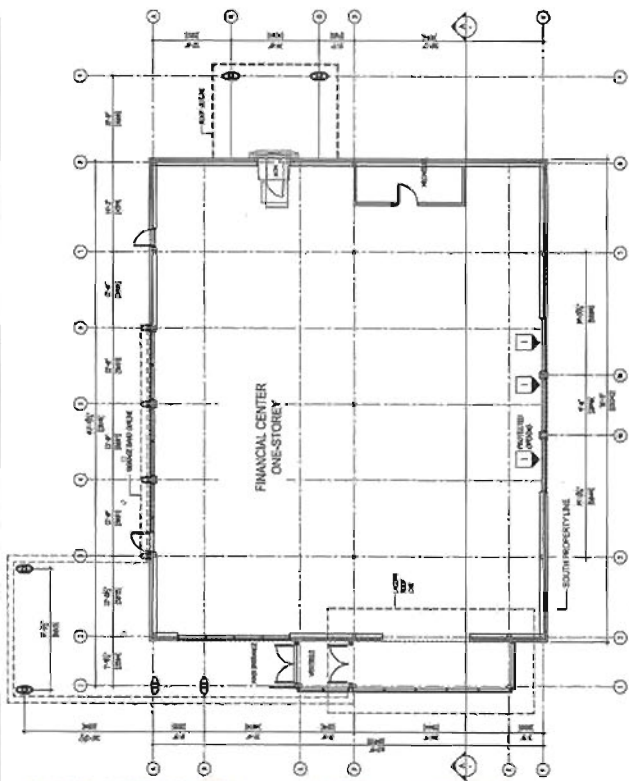
SOUTH ELEVATION  
SCALE: 1/8" = 1'-0"



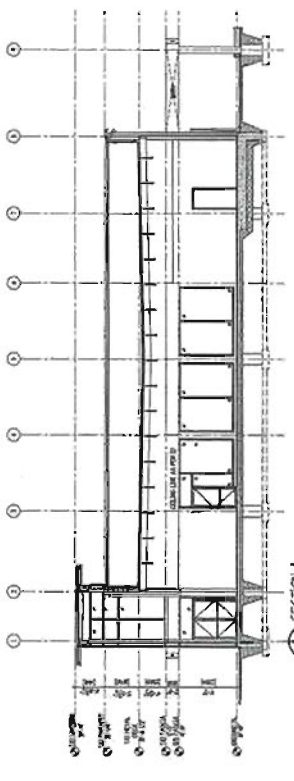
EAST ELEVATION  
SCALE: 1/8" = 1'-0"



WEST ELEVATION  
SCALE: 1/8" = 1'-0"



MAIN FLOOR PLAN  
SCALE: 1/8" = 1'-0"



SECTION A  
SCALE: 1/8" = 1'-0"

EXTERNAL MATERIAL		FINISHES		COLOR		TEXTURE		PATTERN		GLASS		METALS	
1	CONCRETE	2	PAINT	3	WOOD	4	GLASS	5	STEEL	6	ALUMINUM	7	COPPER
8	BRICK	9	STONE	10	PLASTER	11	CEILING	12	FLOORING	13	ROOFING	14	MECHANICAL
15	INSULATION	16	GLAZING	17	SCREENING	18	SHADING	19	MARKING	20	FINISHES	21	DETAILS

REVISIONS		PROJECT INFORMATION		CLIENT INFORMATION		DESIGNER INFORMATION	
NO.	DATE	DESCRIPTION	PROJECT NAME	CLIENT NAME	DESIGNER NAME	DESIGNER ADDRESS	DESIGNER PHONE
1	2018-01-15	ISSUED FOR PERMIT	FINANCIAL CENTER	1234 MAIN ST	JIM ARCHITECTURE INC.	5000 BAYVIEW AVE	416-291-1111
2	2018-02-01	REVISED PER CLIENT COMMENTS	1234 MAIN ST	1234 MAIN ST	JIM ARCHITECTURE INC.	5000 BAYVIEW AVE	416-291-1111
3	2018-02-15	REVISED PER CLIENT COMMENTS	1234 MAIN ST	1234 MAIN ST	JIM ARCHITECTURE INC.	5000 BAYVIEW AVE	416-291-1111



LANERN VIEW



LANERN VIEW



PLN - 31



ENTRANCE VIEW

REF	DATE	DESCRIPTION	BY

REF	DATE	DESCRIPTION	BY

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**FINANCIAL CENTRE**  
 11000 10th Avenue S.E.  
 Surrey, B.C. V3T 5W4  
 Tel: (604) 593-7667  
 Fax: (604) 593-7668  
 Email: info@jmarch.com

**3D VIEWS**  
 3.0 302.00 A-1023

**DO NOT SCALE DRAWING**



**RZ 10-556878**

**Attachment 3**

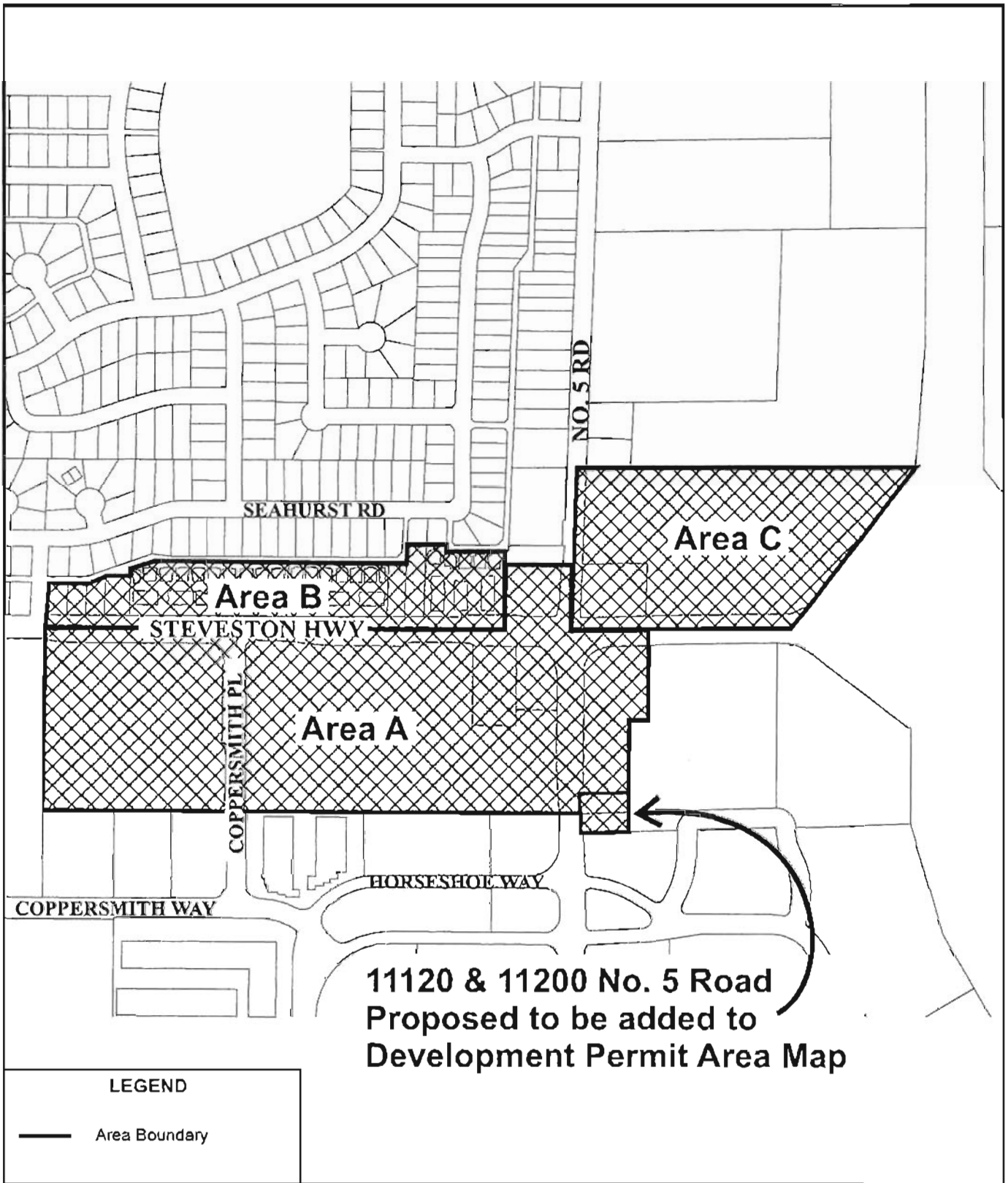
Address: 11120 and 11200 No. 5 Road

Applicant: Everbe Holdings Ltd.

Planning Area(s): Ironwood Sub Area Plan

	<b>Existing</b>	<b>Proposed</b>
<b>Owner:</b>	11120 No. 5 Rd. – 890370 BC Ltd. 11200 No. 5 Rd. – 890370 BC Ltd.	To be determined
<b>Site Size (m<sup>2</sup>):</b>	11120 No. 5 Rd. – 1012 m <sup>2</sup> 11200 No. 5 Rd. – 1101 m <sup>2</sup>	Consolidated Lots (Gross) – 2,023 m <sup>2</sup> Consolidated Lots (Net after dedication) – 1,848 m <sup>2</sup> (approximately)
<b>Land Uses:</b>	Vacant	Commercial financial institution with accessory drive-through and supporting off-street parking
<b>2041 OCP Land Use Map Designation:</b>	Mixed Employment	Commercial
<b>Ironwood Sub-Area Plan – Development Permit Area Map</b>	Subject sites are currently not included in Development Permit Area Map	Include development site into “Area A” of the Ironwood Sub-Area Plan Development Permit Area Map
<b>Zoning:</b>	Agriculture (AG1)	Community Commercial (CC)
<b>Other Designations:</b>	Subject sites are contained in the ALR	Proposed exclusion of both properties from the ALR

<b>On Future Subdivided Lots</b>	<b>Bylaw Requirement</b>	<b>Proposed</b>	<b>Variance</b>
Floor Area Ratio:	Max. 0.50 FAR	0.25 FAR	none permitted
Lot Coverage – Building:	Max. 35%	29%	none
Setback – Front Yard (m):	Min. 3 m	4 m Min. 5.6 m Max.	none
Setback – Side & Rear Yards (m):	Min. 6 m	Side Yard (North) – 20.7 m Side Yard (South) – 0.18 m Rear Yard (East) – 15 m	Variance requested to reduce side yard (south) from 6 m to 0.18 m
Height (m):	9 m	7.85 m	none
Off-street Parking Spaces – Total:	16 stalls required	19 stalls provided	none



**11120 & 11200 No. 5 Road  
Proposed to be added to  
Development Permit Area Map**

**LEGEND**

— Area Boundary

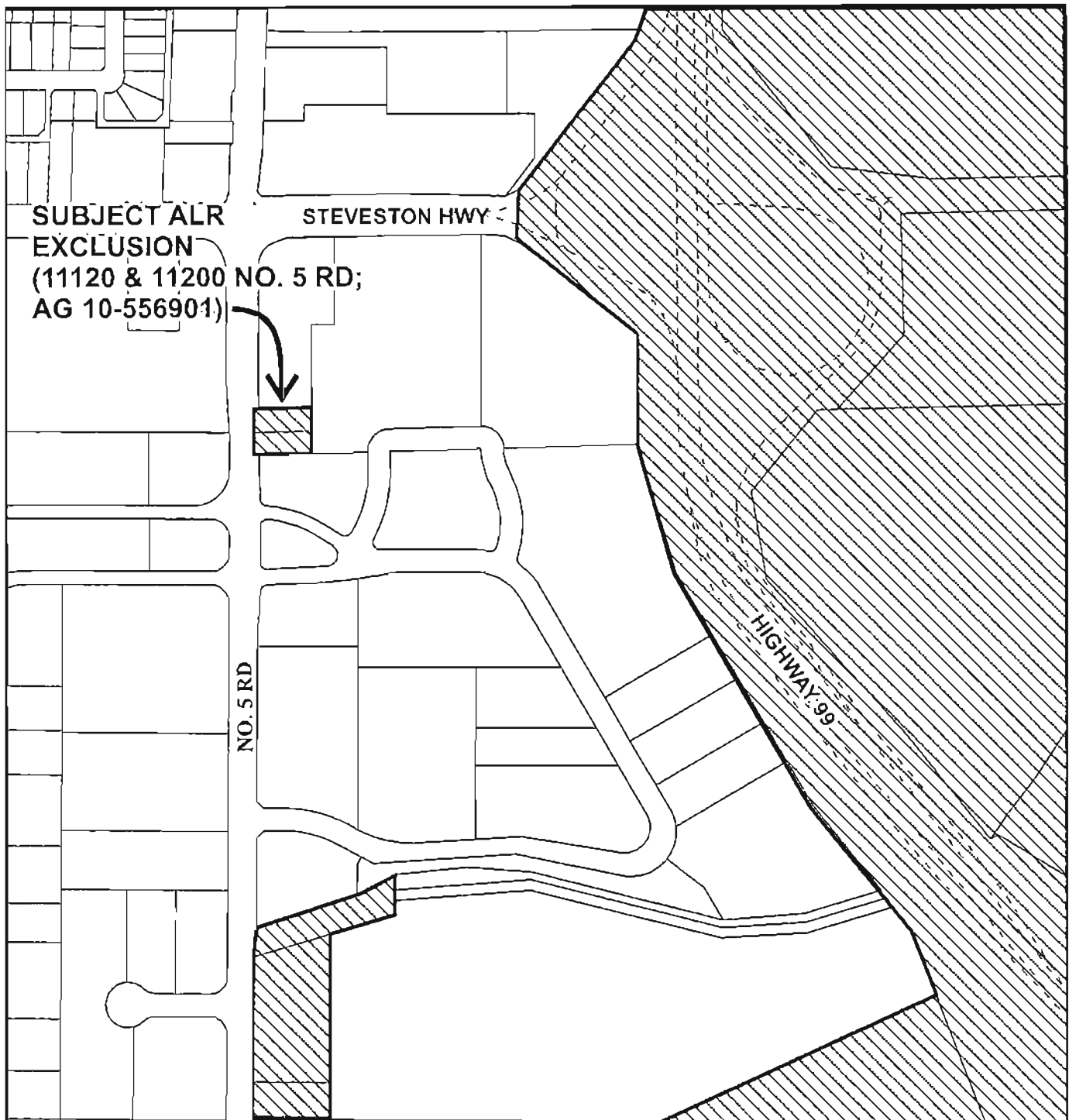


**Ironwood Sub-Area Plan -  
Proposed Amendment to  
Development Permit Area Map**

Original Date: 01/07/13

Revision Date: 01/08/13

Note: Dimensions are in METRES



LEGEND

 ALR Properties



Agricultural Land Reserve  
Reference Map -  
Area South of Steveston Hwy &  
East of No. 5 Rd.

Original Date: 01/08/13

Revision Date:

Note: Dimensions are in METRES

Excerpt of Agricultural Advisory Committee Minutes  
December 8, 2011

**Development Proposal – 11120/11200 No. 5 Road (ALR Exclusion)**

City staff summarized the proposal that involved an exclusion of ALR land on the east side of No. 5 Road just south of Steveston Highway. This area has been previously identified as an area that should be excluded from the ALR based on previous land use decisions in the 1980's. ALC staff have confirmed that the preferred option is for the City to proceed with a block ALR exclusion application to deal with exclusion of all properties in this area rather than bringing applications forward individually with development proposals. City staff noted that in order to bring forward a block ALR exclusion – consent from property owners is required by the City.

The proposed development currently is for a commercial oriented plaza similar to the existing development to the north, which requires a rezoning and development permit.

One member noted that despite the history of ALR exclusions in the area, exclusion of land from the ALR is not supported on the basis that the property can be utilized for a community garden and/or other intensive agricultural use.

As a result of the discussion, the AAC forwarded the following motion:

*That the AAC support the ALR exclusion at 11120/11200 No. 5 Road*

*Carried (A. Hamir Opposed)*



**Address:** 11120 and 11200 No. 5 Road

**File No.:** RZ10-556878

**Prior to final adoption of Zoning Amendment Bylaw 8989 , the developer is required to complete the following:**

1. Final Adoption of OCP Amendment Bylaw 8988.
2. ALC approval of the ALR exclusion application for 11120 and 11200 No. 5 Road.
3. Provincial Ministry of Transportation Approval.
4. Approximately 4.35 m wide road dedication along the entire No. 5 Road frontage of the development site. The road dedication is to match the property lines along No. 5 Road for the lots to the immediate north and south of the development site. Exact width and total area of road dedication to be confirmed through the submission of a legal survey to be reviewed and approved by the City.
5. Consolidation of all the lots into one development parcel.
6. Registration of a flood plain covenant on title identifying a minimum habitable elevation of 2.9 m GSC.
7. The submission and processing of a Development Permit\* completed to a level deemed acceptable by the Director of Development.
8. Enter into a Servicing Agreement\* for the design and construction of frontage and road works along No. 5 Road. Works include, but may not be limited to:
  - Frontage works along the consolidated development site's No. 5 Road frontage to include a new 1.5 m wide concrete sidewalk at the new property line tapered to align with the existing sidewalk established to the north and south of the development site, grass & treed boulevard and concrete curb & gutter.
  - Road works along No. 5 Road to provide:
    - North of the development site's vehicular access – implementation of a southbound left-turn lane (minimum 3.1 m width) on No. 5 Road for traffic entering the site. The design is required to include a raised median to separate the southbound left-turn lane from northbound traffic along No. 5 Road.
    - Extension of the existing northbound right-turn lane to the northern edge of the development site.
    - Maintain a 4.0 m wide painted median south of the development site's vehicular access to Featherstone Way.
    - Maintain the existing two northbound and two southbound traffic lanes along No. 5 Road.
  - Servicing Agreement design submission to include all applicable service connections and driveway crossing design for the proposed development.
  - All works are at the sole cost of the developer.

**Prior to Building Permit Issuance, the developer must complete the following requirements:**

1. 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.
2. Incorporation of accessibility measures in Building Permit (BP) plans as determined via the Rezoning and/or Development Permit processes.
3. Obtain a Building Permit (BP) for any construction hoarding. If construction hoarding is required to temporarily occupy a public street, the air space above a public street, or any part thereof, additional City approvals and associated



fees may be required as part of the Building Permit. For additional information, contact the Building Approvals Division at 604-276-4285.

**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.

- Additional legal agreements, as determined via the subject development's Servicing Agreement(s) and/or Development Permit(s), and/or Building Permit(s) to the satisfaction of the Director of Engineering may be required including, but not limited to, site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading, ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.

- Signed Copy on File -

\_\_\_\_\_  
Signed

\_\_\_\_\_  
Date



Richmond Official Community Plan Bylaw 9000 and Bylaw 7100  
Amendment Bylaw 8988 (RZ 10-556878)  
11120 and 11200 No. 5 Road

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

- 1. Richmond Official Community Plan Bylaw 9000 is amended by repealing the existing land use designation in the attached 2041 Official Community Plan Land Use Map to Schedule 1 thereof of the following area and by designating it Commercial.

P.I.D. 001-946-498

Lot 4 Section 6 Block 3 North Range 5 West New Westminster District Plan 9298

P.I.D. 001-946-463

Lot 5 Section 6 Block 3 North Range 5 West New Westminster District Plan 9298

- 2. Richmond Official Community Plan Bylaw 7100 is amended by replacing the Development Permit Area Map in Schedule 2.8A (Ironwood Sub-Area Plan) with the map shown as "Schedule A attached to and forming part of Bylaw 8988".
- 3. This Bylaw may be cited as "Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8988".

FIRST READING

\_\_\_\_\_

PUBLIC HEARING

\_\_\_\_\_

SECOND READING

\_\_\_\_\_

THIRD READING

\_\_\_\_\_

OTHER REQUIREMENTS SATISFIED

\_\_\_\_\_

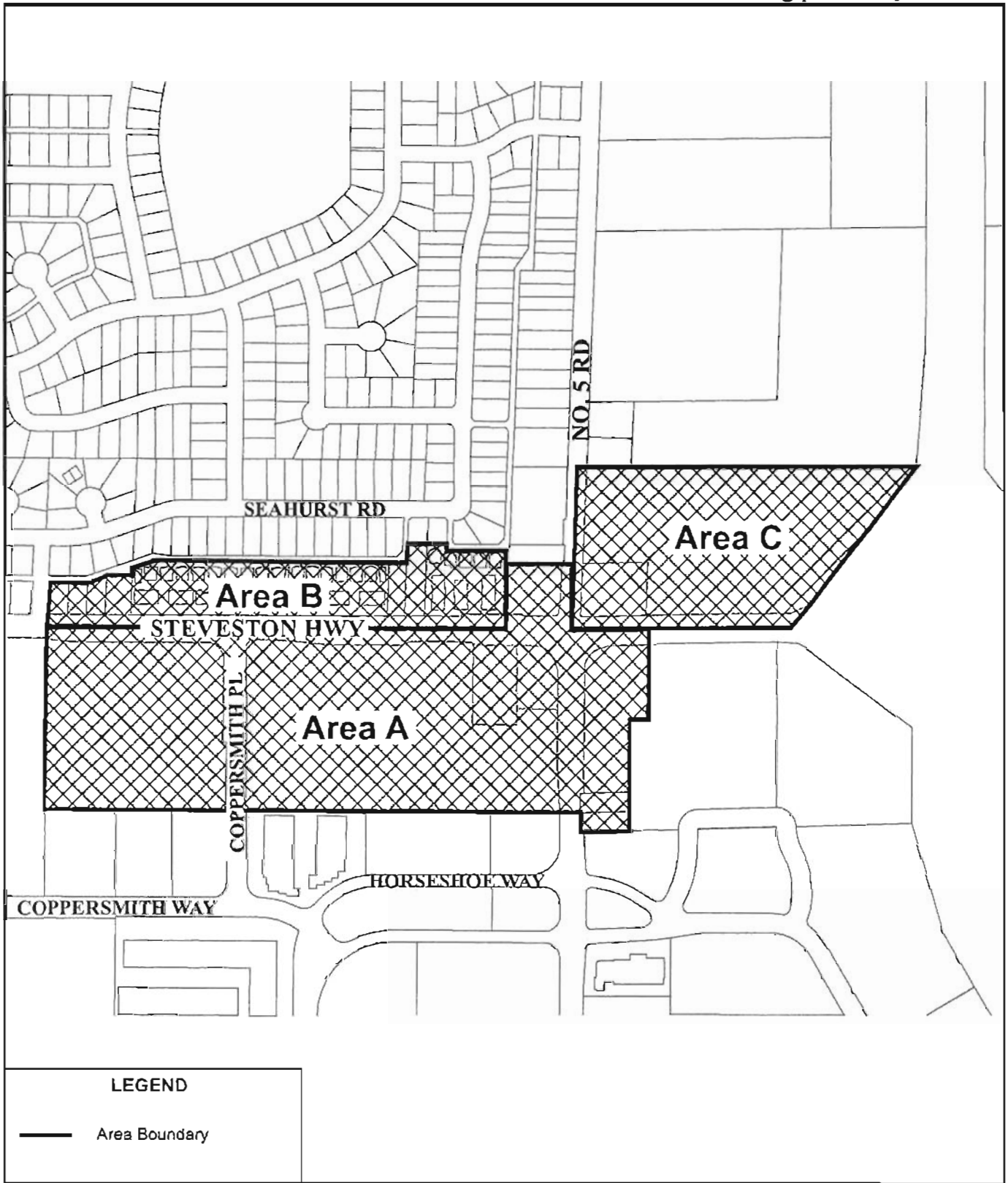
ADOPTED

\_\_\_\_\_

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER

CITY OF RICHMOND
APPROVED by
<i>MB</i>
APPROVED by Manager or Solicitor
<i>il</i>



Ironwood Sub-Area Plan -  
Proposed Amendment to  
Development Permit Area Map

Original Date: 01/07/13

Revision Date:

Note: Dimensions are in METRES



Richmond Zoning Bylaw 8500
Amendment Bylaw 8989 (RZ 10-556878)
11120 and 11200 No. 5 Road

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

- 1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it COMMUNITY COMMERCIAL (CC).

P.I.D. 001-946-498

Lot 4 Section 6 Block 3 North Range 5 West New Westminster District Plan 9298

P.I.D. 001-946-463

Lot 5 Section 6 Block 3 North Range 5 West New Westminster District Plan 9298

- 2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 8989".

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE APPROVAL

DEVELOPMENT REQUIREMENTS SATISFIED

ADOPTED

MAYOR

Approval lines for each step: FIRST READING, A PUBLIC HEARING WAS HELD ON, SECOND READING, THIRD READING, MINISTRY OF TRANSPORTATION AND INFRASTRUCTURE APPROVAL, DEVELOPMENT REQUIREMENTS SATISFIED, ADOPTED, CORPORATE OFFICER

CITY OF RICHMOND APPROVED by [Signature] APPROVED by Director or Solicitor [Signature]