



City of Richmond
Planning and Development Department

Report to Committee

To: Planning Committee
From: Wayne Craig
Acting Director of Development
Date: September 4, 2007
File: RZ 06-355463

Re: **Application by MKT Development Group Inc. for rezoning at 3800 Cessna Drive from "Airport District (AIR)" to "Comprehensive Development District (CD/193)"**

Staff Recommendation

That Bylaw No. 8280 to create "Comprehensive Development District (CD/193)" and to rezone 3800 Cessna Drive from "Airport District (AIR)" to "Comprehensive Development District (CD/193)" be introduced and given first reading.


Wayne Craig
Acting Director of Development

FM:blg
Att.

FOR ORIGINATING DEPARTMENT USE ONLY

CONCURRENCE OF GENERAL MANAGER



Staff Report

Origin

MKT Development Group Inc., on behalf of British Columbia Institute of Technology (BCIT) has applied to the City of Richmond to rezone 3800 Cessna Drive from "Airport District (AIR)" to "Comprehensive Development District (CD/193)" to allow additional uses to an educational institution, including office land uses (**Attachment 1**).

Proposal

The site is currently occupied by the three-storey building of the BCIT Aerospace Technology Campus; a structure of striking contemporary architectural character recently completed that houses BCIT's Aerospace Technology program (**Attachment 3**). The site is zoned Airport District (AIR) and is surrounded by Federally owned lands on Sea Island under the control of the Vancouver International Airport Authority (VIAA).

While the main use of the BCIT Aerospace Technology Campus building is that of an educational institution operated under the College and Institutional Act as a Provincial Agency that is not subject to local zoning regulations, the private/public sector agencies office uses that will occupy part of the building until they are displaced by the expanding BCIT programming needs in the future are required to conform to zoning regulations.

The intent of the rezoning is to expand the range of additional uses on the site to permit BCIT to lease space in the "Partnership Wing" (which represents approximately 30% of the building area) to Sport BC and other private and/or public agencies that, although not directly airport or educational related tenants, will contribute to make the delivery of the educational functions of the BCIT Aerospace Technology Campus financially viable (**Attachment 4**). The new zoning would also permit a narrow range of associated uses that would include cafeteria services, business training and related assembly uses.

City staff and BCIT have worked cooperatively to enable BCIT and their partners to achieve their goals while also ensuring that City objectives are fulfilled.

Findings of Fact

A Development Application Data Sheet providing details about the development proposal is attached (**Attachment 2**).

Surrounding Development

The subject site is on Sea Island and is located on the east side of Russ Baker Way between the Moray Channel Bridge and the Dinsmore Bridge. The existing development surrounding the site is described as follows:

- To the North: A five-storey office building occupied by a series of airport and non-airport related businesses, including also government offices such as Transport Canada, on a site zoned Comprehensive Development District (CD/51);
- To the East: The Middle Arm of the Fraser River;
- To the South: Undeveloped lands of the Vancouver Airport Authority, zoned Airport District (AIR); and

To the West: Across Cessna Drive and Russ Baker Way, the Burkeville community, an established neighbourhood of predominantly single-family zoned lots (Single-Family Housing District, Subdivision Area E (R1/E)).

Related Policies & Studies

Official Community Plan

The proposed zoning complies with the intent of the applicable sections of the Official Community Plan (OCP) and is in general compliance with the Public and Open Space designation of the subject site. This land use designation permits the development of Institutional Uses such as the BCIT Aerospace Technology Campus existing on the site. The proposed additional office land uses in the “Partnership Wing” are acceptable accessory uses that will support the main educational use on the site.

The proposed additional land uses are compatible with the proposed future land uses in the immediate vicinity of the site. The Vancouver International Airport Authority (VIAA) 2015 Land Use Plan is included for reference purposes (**Attachment 5**).

OCP Aircraft Noise Sensitive Development (ANSD) Policy

The subject site is located in an area in close proximity to Aircraft Noise Sensitive Area 2, where Aircraft Noise Sensitive Land Uses may be considered subject to Aircraft Noise mitigation requirements. As the proposed additional uses in the building are non-residential, the developer is required to register an Aircraft Noise Indemnity Covenant prior to final adoption of the rezoning bylaw.

Floodplain Management Implementation Strategy.

In accordance with the City’s Flood Management Strategy, the applicant is required to register a Flood Indemnification Covenant on title referencing the minimum habitable elevation for the area, which is 3.5 m (geodetic). The proposed development building grade elevation satisfies the required Flood Plain Construction Elevation in the area and provides for the extension of the dyke along the riverfront, as part of the upgrading of the Sea Island flood protection perimeter dyke.

City Centre Area Plan (CCAP)

The proposed land uses and strategies for the long-term growth of Richmond’s downtown included in the City Centre Area Plan Concept, recently approved in principle by Council, proposes a Special District Zone designation for the lands along the riverfront, on both sides of that portion of the Middle Arm that extends between the Moray Channel and Dinsmore Bridges. The proposed uses on the subject site are compatible with the uses (combination of medium to high density non-residential development, combined with significant open space, public amenities and port related uses development) envisioned in the City Centre Area Plan Concept.

Middle Arm Open Space and Master Plan Concept

Treatment of the riverbank involves protection of the Environmentally Sensitive Areas, upgrading of the Sea Island dyke which includes public use and extension of the waterfront trail along the east side of the BCIT building and the provision for future western landing of the proposed future pedestrian bridge included in the proposed development, are a substantial step forward in achieving the goals and objectives envisioned in the Middle Arm Open Space and Master Plan Concept recently endorsed by Council.

Zoning

The proposed additional land uses are similar and compatible with the uses found in the adjacent site to the north and with the land uses envisioned in the Special District Zone being considered by the City Centre Area Plan Concept for this area of the riverfront. The additional proposed office uses on the site would contribute to a higher density of development that would be consistent with the existing Airport (AIR) zoning and contribute to the emergence of the potential Village Centre envisioned in the City Centre Area Plan Concept on the west bank of the Middle Arm.

Consultation

As no Official Community Plan (OCP) amendment is required for this proposal, consultation with external agencies, organizations and authorities, as per the OCP Consultation Policy, was not deemed to be required.

Public Input

Staff has not received any phone calls or written submissions expressing objection or concerns associated with the proposed development.

Staff Comments and Analysis

Staff has worked closely with the applicant in addressing the many aspects influencing the development site to a level of satisfaction that ensures a balanced response to the issues raised by its proximity to Environmentally Sensitive Areas, development along the waterfront, and building and traffic concerns, among others.

Environmentally Sensitive Areas (ESA) FREMP

BCIT's approach to preserving existing riparian and intertidal habitats received approval from Fraser River Estuary Management Program (FREMP) and Department of Fisheries and Oceans (DFO) as potential minor impacts would be compensated via project landscaping and/or the bioswale toward the north portion of the site.

Dyke and River Bank Protection

The proposal includes the construction of a dyke/berm along the east side of the subject site to satisfy the need for upgrading of the Sea Island flood protection perimeter dyke and arrangements for an ongoing bank erosion monitoring program for five years. The applicant has worked cooperatively with the City of Richmond to accommodate, within the existing limitations, the required dyke requirements.

Given the constraint posed by the location of the existing building and the habitat areas toward the northeast corner of the site, the proposed final alignment and dyke design are considered acceptable to the City and have the approval of the Province's Inspector of Dykes office. The proposed dyke is to be built to a 4.00 m (geodetic) high and 4.0 m wide crest within a 10.00 m wide right-of-way (ROW).

The applicant has agreed to register a required 10.0 m wide statutory right-of-way (SROW) extending along the east side of the site, along the inside (land side) of any habitat area, to secure access for future maintenance and repairs, sediment removal operations and emergency access by the Diking Authority. Registration of a SROW agreement (the Inspector of Dykes being a signatory), including unimpeded public access along its crest and commitment to a bank erosion-monitoring program (five years) is required prior to final adoption of the rezoning bylaw.

River Edge Trail and Pedestrian Bridge

In combination with resolving the technical requirement for the dyke along the river edge, staff has worked with the applicant to refine the dyke alignment and improve its relationship to the building and parking areas to satisfy safety and security concerns associated with public access to this portion of the dyke, which is part of the trail along the waterfront envisioned in the Middle Arm Open Space and Master Plan Concept, recently approved by Council.

In response to achieving the objectives of the Middle Arm Open Space and Master Plan Concept and the incorporation of the riverfront as an integral part of the City Centre fabric, as envisioned in the City Centre Area Plan Concept through a pedestrian connection across the river, the proposed development considers the provision of an area for the western landing of the proposed future pedestrian bridge across the river and its linkage to the riverfront pedestrian and bike waterfront trail along the dyke.

Although City Parks and Planning staff identified the front of the Terrace, on the east side of the building, as the preferred location for the landing area for the subject bridge across the river, its ultimate location is difficult to establish at this moment. The characteristics of the chosen space and the architecture of the building would naturally establish a significant reference point/landmark at the western end of the bridge that may establish a direct link from the BCIT building to the Canada Line Station at Cambie Street in the future.

As the exact location of the bridge is not known at this moment, the applicant has agreed to register a legal agreement on title to ensure the City is able to secure the necessary right-of-ways requirements to allow for bridge construction, maintenance, repair and replacement works; public access to and from the bridge; and adequate connection to the waterfront trail. This agreement to be completed prior to the final adoption of the rezoning bylaw.

Traffic and Parking

- The traffic and parking analysis undertaken by the applicant's consultant dated June 1, 2007 indicates that 1159 parking spaces will be required to satisfy the demand generated by the BCIT Aerospace Technology Campus at full capacity (year 2015), including the parking demand generated by the "Partnership Wing". Staff supports the indicated estimated parking requirement on the basis of available present and future public transportation serving the area and proposed off-site parking arrangements.
- The same traffic analysis also recommends signal timing modifications at Cessna Drive and Russ Baker Way intersection and a pre-emption phase for the new Fire Hall. These aspects will be addressed by the applicant prior to final adoption of the rezoning bylaw.
- Staff expects the intersection of Russ Baker Way/Cessna Drive to operate satisfactorily with the provision of an entry only and exit only driveways on Cessna Drive. South parking access/exit operations on Russ Baker Way are also considered acceptable with the provision of associated acceleration and deceleration lanes.
- Based on the parking requirements identified in the traffic and parking analysis undertaken by the applicant's consultant, the required parking will be provided by a combination of on-site and off-site parking areas as follows:

The 712 parking spaces required by the BCIT Aerospace Technology Campus at opening year (2007), including the parking demand generated by the "Partnership Wing", will be provided on the BCIT site (126 parking spaces) and "off-site" (586 parking spaces) on the adjacent International Vancouver Airport Authority ("YVR") lands immediately abutting the BCIT site on the north and west sides (**Attachment 6**).

The additional 447 parking spaces required at full capacity (estimated at year 2015) will be provided off-site at a more distant location on International Vancouver Airport Authority ("YVR") lands, possibly adjacent to the future Templeton Station of the Canada Rapid Transit Line or at an alternative location.

The applicant and YVR will be required to enter into an off-site parking agreement to the satisfaction of the City of Richmond prior to final approval of the rezoning bylaw.

- Two (2) bus stops will be provided on Cessna Drive to the design and specifications satisfactory to West Coast Mountain Bus Company. Direct pedestrian linkages from the proposed bus stops and student parking areas to the entrance(s) to the BCIT building have been defined in the proposed site development to facilitate safe pedestrian access to the facility.

Landscaping

Proposed landscaping responds well to the limitations associated with airport operations (choice of planting material to deter attraction to birds) and focus on enhancing the site entrance experience and screening large paved parking areas from views from public roads.

Staff is satisfied with the proposed landscaping treatment along the waterfront trail/dyke at the interface with the BCIT building and the north staff parking area.

Analysis

The proposal is consistent with the objectives of the Official Community Plan (OCP) and Citywide objectives. In particular:

- Proposed office uses, and specifically Sport BC as a major potential tenant, will widen the range of uses in the complex while complementing the present educational institution land uses on the site. Sports BC intends to locate and occupy a large part of the “Partnership Wing” and become part of the educational community by using common facilities such as halls, classrooms, etc. This arrangement will facilitate Sports BC to meet their own educational and training related needs, including receptions, ceremonies etc. in a setting not easily found in a standard office environment.
- The addition of a wider range of land uses, similar and complementary to the uses in the neighbouring site to the north, and in proximity to the City Centre will contribute to the consolidation of a job-intensive business node that support and provide for the needs generated by the airport operations and integrates the riverfront areas to the City Centre.
- Regarding the proposed zoning, Comprehensive Development District (CD/193) is a zone specifically created to accommodate a balanced combination of office, and associated assembly/cafeteria land uses that support and complement the educational activities of the BCIT Aerospace Technology Program on the site.
- The existing building site proposed density of 0.85 FSR is considered appropriate for the site near the City Centre and compatible with the building to the north.

Financial Impact or Economic Impact

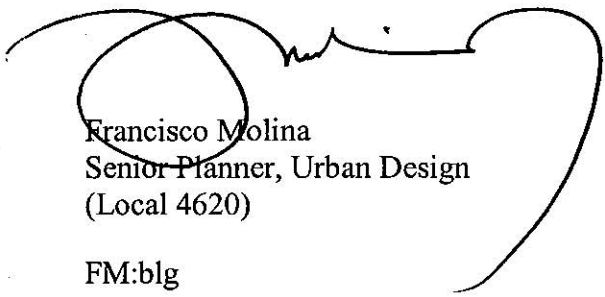
No apparent financial impacts.

Conclusion

Rezoning of the subject site, as proposed conforms to Citywide objectives for job creation, growth and development. Inclusion of some non-airport related uses in the existing building would allow the “Partnership Wing” of the BCIT building to be leased to realize its full potential in support of the educational component of the BCIT Aerospace Technology Campus.

In addition, the proposed dyke, protection of the shoreline environmentally sensitive areas, extension of the public trail along the waterfront and facilitating construction of the future pedestrian bridge across the Middle Arm of the Fraser River to provide a direct connection from the BCIT site to public transportation and the City Centre contributes greatly to achieve many of the Official Community Plan (OCP) objectives in regard to Flood Protection, Trails and Greenways, and Preservation and Protection of Natural Areas and Environmentally Sensitive Areas.

On this basis, staff recommend that the proposed rezoning be approved



Francisco Molina
Senior Planner, Urban Design
(Local 4620)

FM:blg

See **Attachment 7** for legal and development requirements agreed to by the applicant and to be completed prior to final adoption of the Zoning Amendment Bylaw.

Attachment 1: Location Map

Attachment 2: Data Sheet

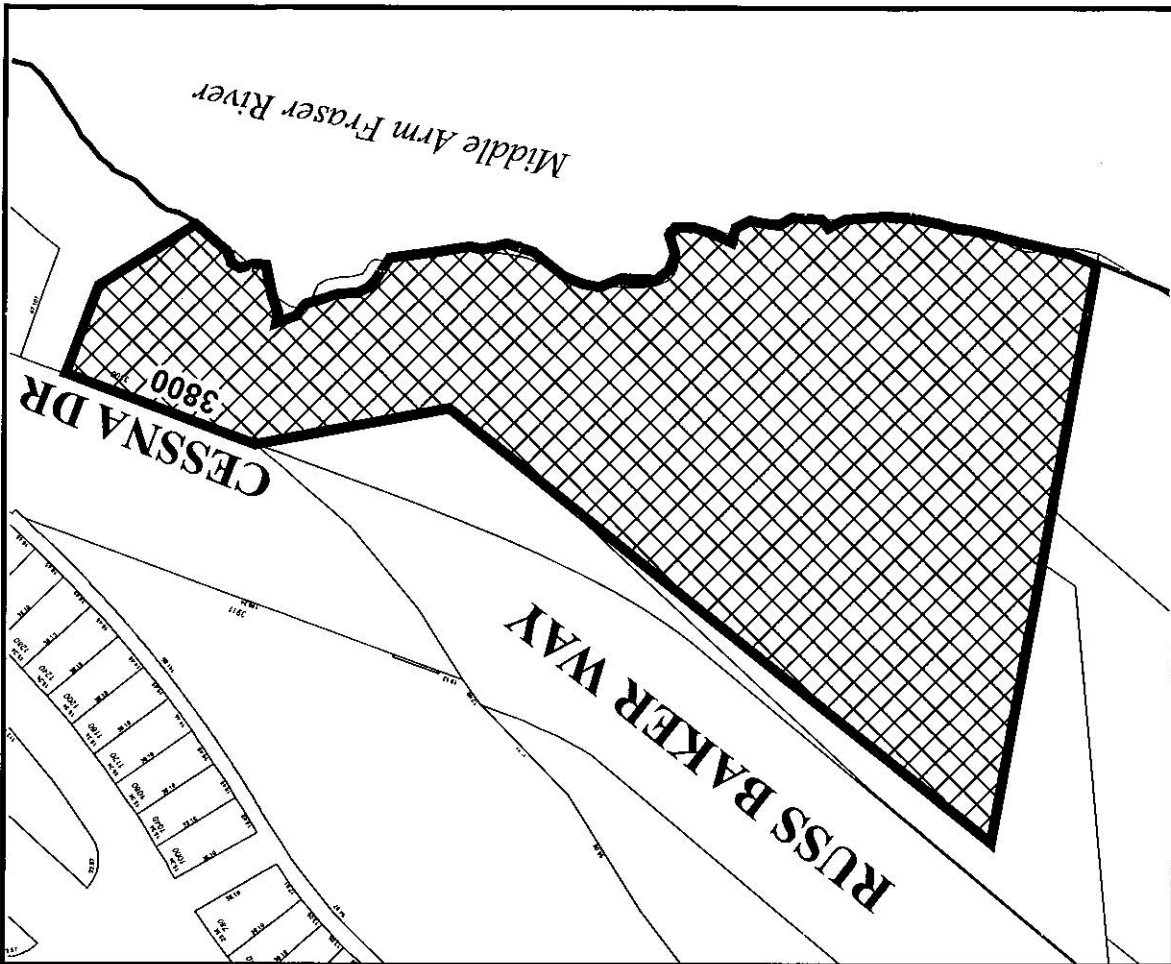
Attachment 3: BCIT Building Architecture

Attachment 4: Site Development Plan/Partnership Wing

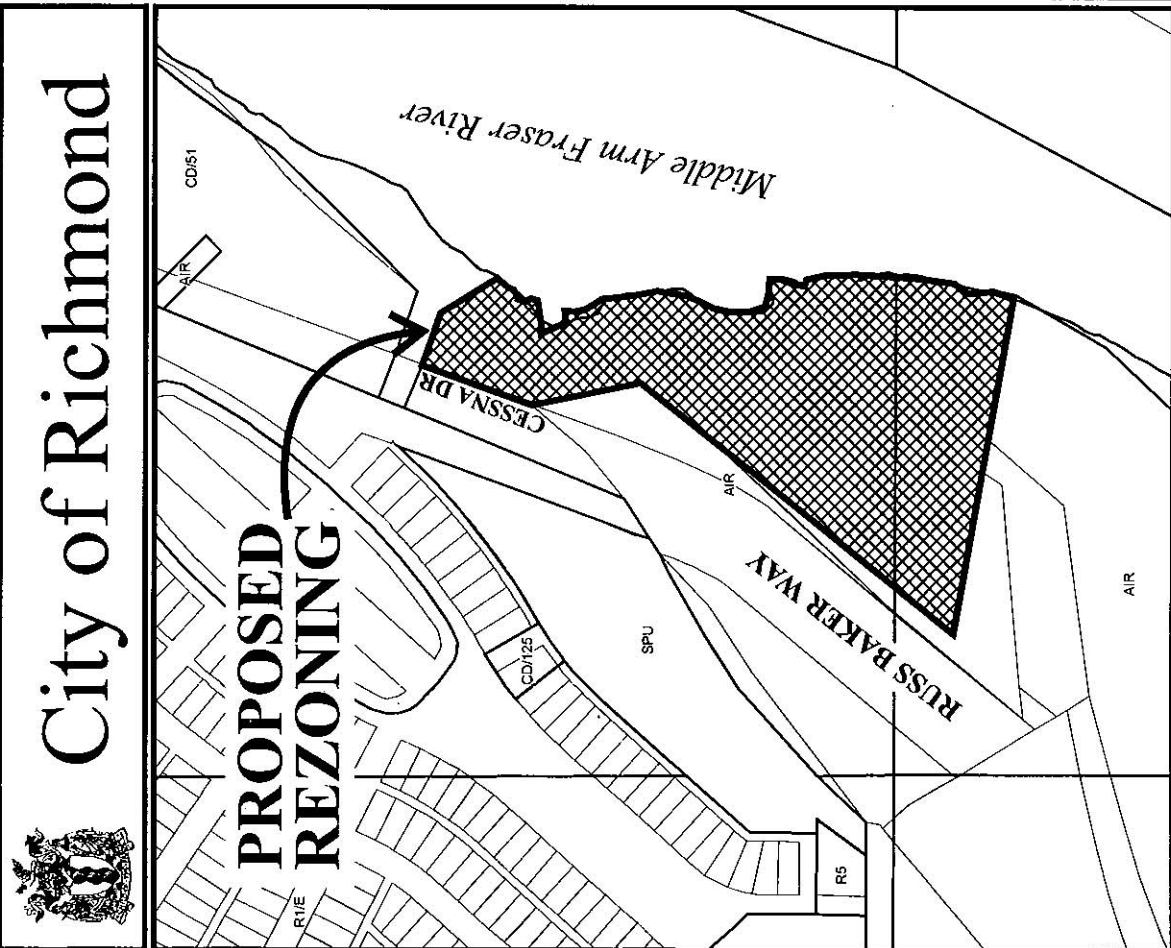
Attachment 5: Vancouver International Airport Authority (VIAA) 2015 Land Use Plan

Attachment 6: 2007 On-site and adjacent "off-site" Parking Areas

Attachment 7: Considerations for Rezoning

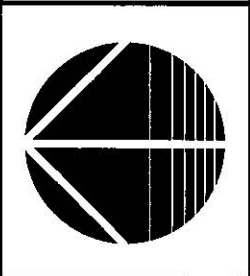


Original Date: 01/16/07
 Revision Date: 09/06/07
 Note: Dimensions are in METRES

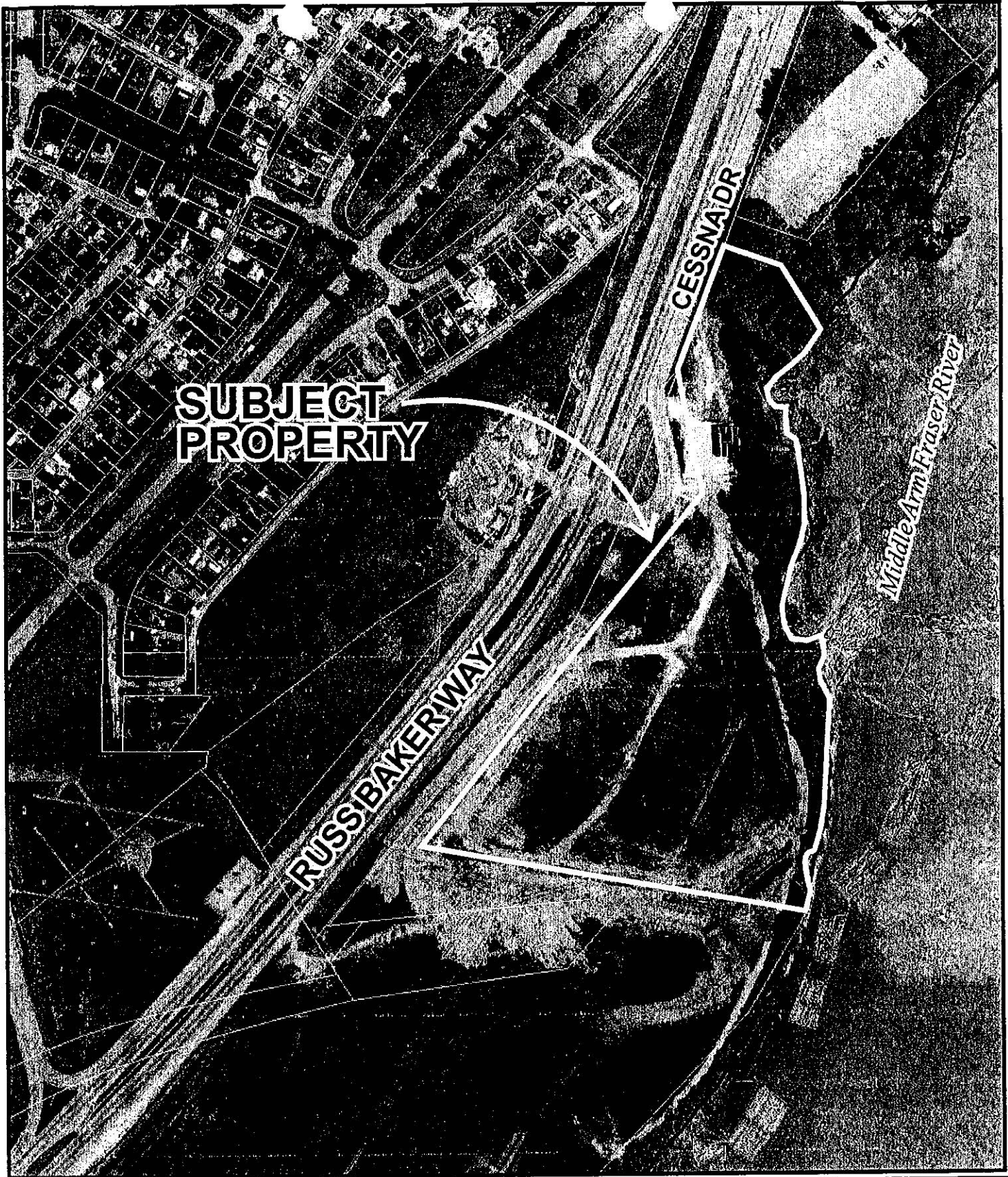


City of Richmond

**PROPOSED
 REZONING**



RZ 06-355463



**SUBJECT
PROPERTY**

CESSNA DR

RUSSBAKERWAY

Middle Arm Fraser River



RZ 06-355463

Original Date: 01/17/07

Amended Date:

Note: Dimensions are in METRES



City of Richmond

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

**Development Application
 Data Sheet**

RZ 06-355463 **Attachment 2**

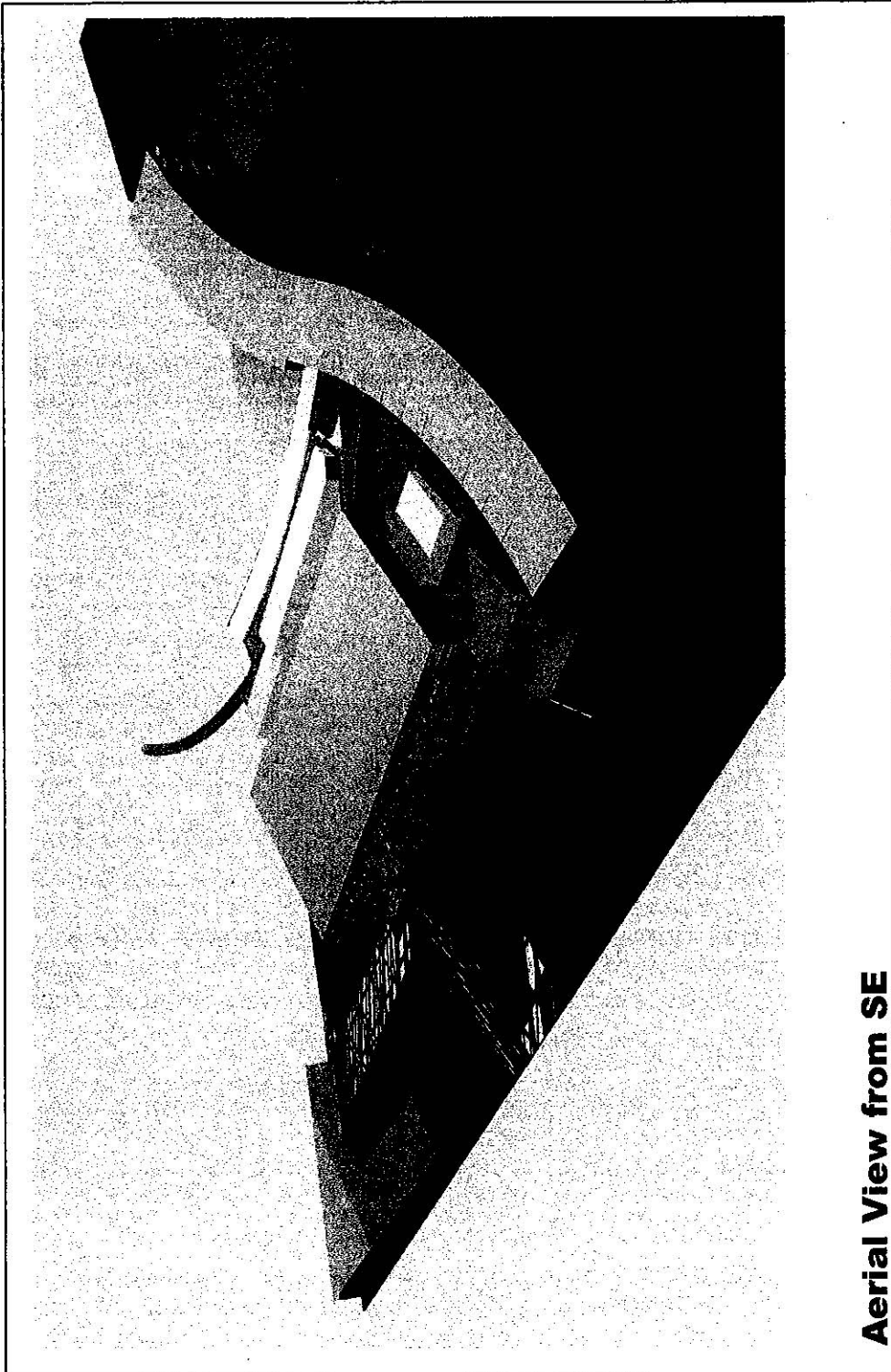
Address: 3800 Cessna Drive

Applicant: MKT Development Group Inc. on behalf of British Columbia Institute of Technology

Planning Area(s): Vancouver International Airport. Sea Island

	Existing	Proposed
Owner:	British Columbia Institute of Technology (BCIT)	No change
Site Size (m²):	49,497.77 m ²	No change
Land Uses:	BCIT Aerospace Technology Campus	Additional Office uses
OCP Designation:	Public and Open Space	No Change
Zoning:	Airport District (AIR)	CD/193

	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	0.85	57.9	none permitted
Lot Coverage – Building:	30%	24.8%	none
Setback – Front Yard (North):	165.0 m	165.9 m	none
Setback – Side Yard (West):	19.0 m	19.9 m	none
Setback – Side Yard (East):	5.0 m.	5.5 m	none
Setback – Rear Yard (South):	5.0 m.	39.3 m.	none
Setback – Structures	1.35 m.	1.35 m.	none
Height (m):	24.0 m	24.0 m	none
Off-street Parking Spaces (2015) (Including Visitor and Accessible Parking)	1159	1159	none



Aerial View from SE



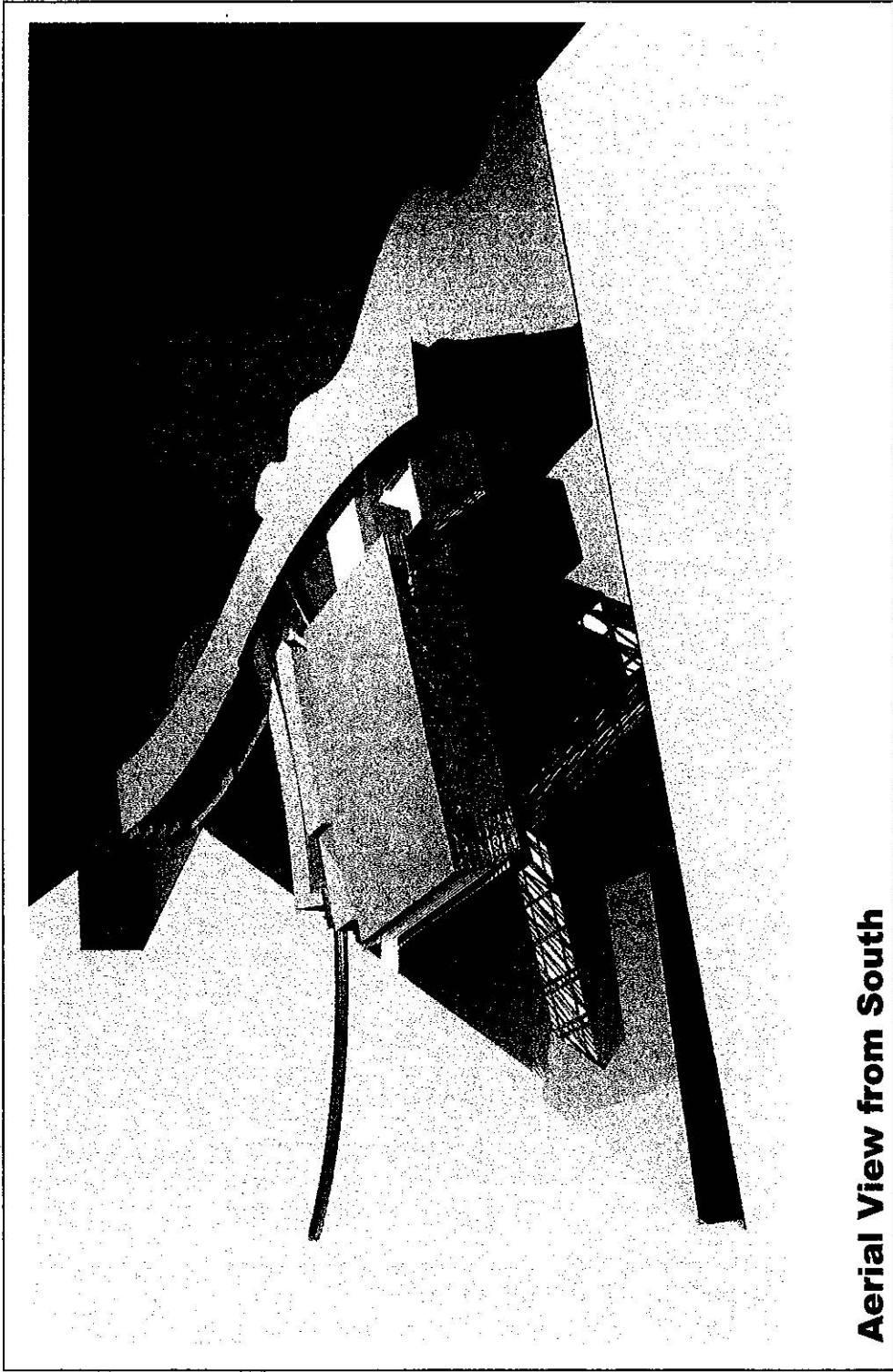
Aerospace Technology Campus

See Island B.C.

Perspective Views
April 2006



KASIAN
ARCHITECTURE, INTERIOR DESIGN
AND PLANNING LTD.



Aerial View from South

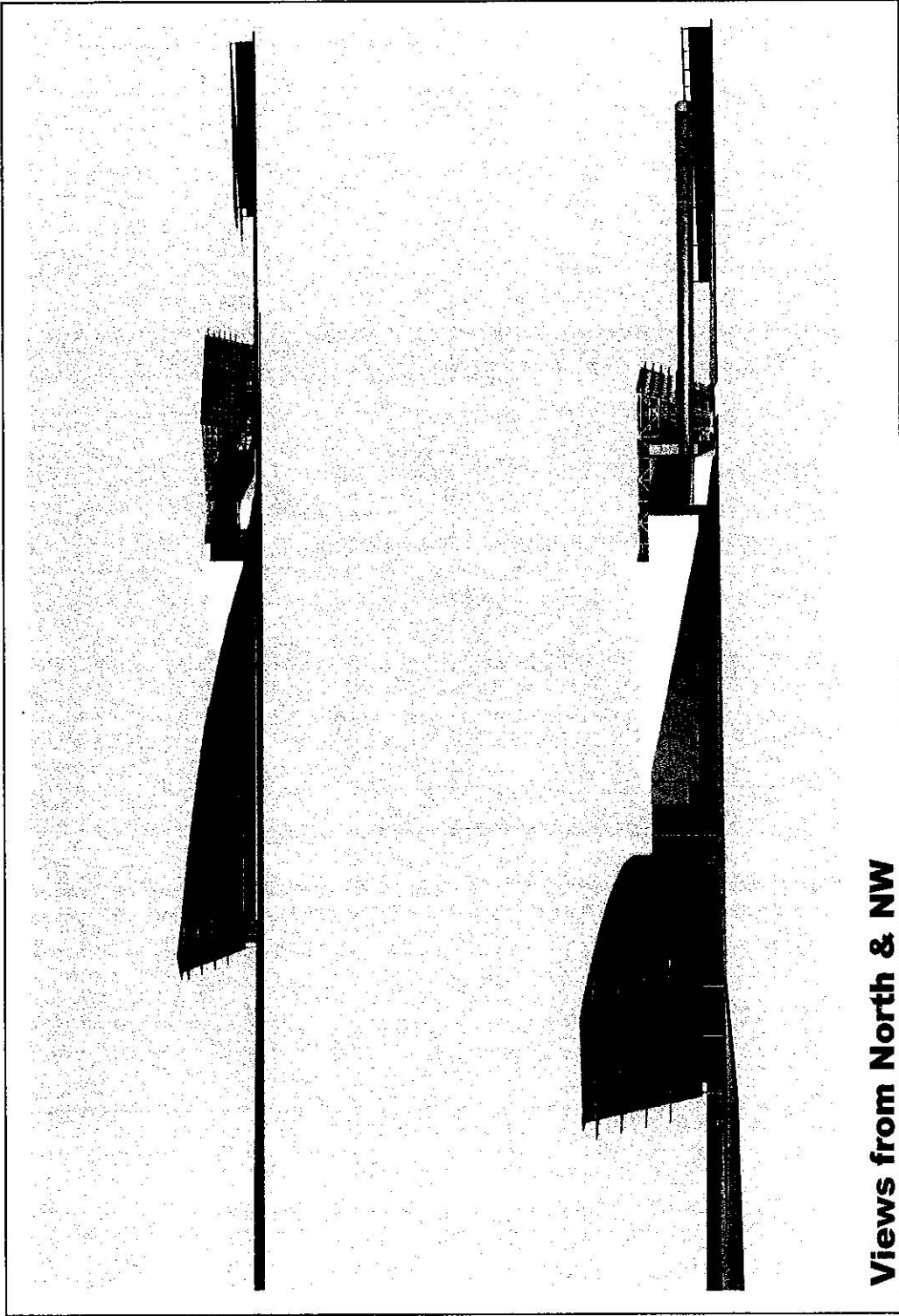


Aerospace Technology Campus Sea Island, B.C.

Perspective Views
MKT
APR 11, 2005



KASIAN
ARCHITECTURE INTERIORS DESIGN
AND PLANNING LTD.



Views from North & NW



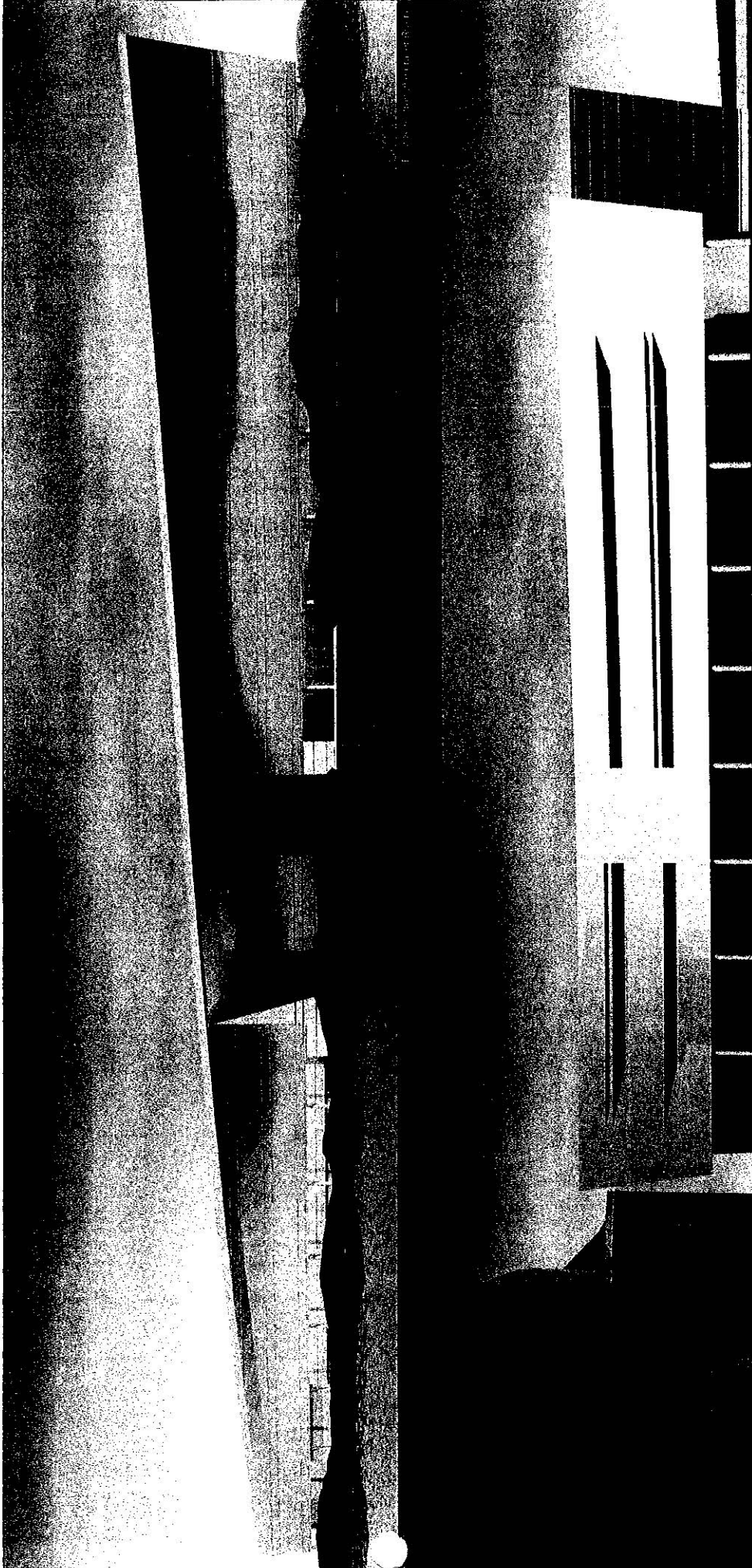
Aerospace Technology Campus

See Island, B.C.

Perspective Views
APR 11, 2002 NTS



KASIAN
ARCHITECTURE INTERIOR DESIGN
AND PLANNING LTD.



BCIT Aerospace Technology Campus

BCIT Aerospace Technology Campus

BCIT KASAN

NO.	DESCRIPTION	DATE	BY	CHKD.
1	PRELIMINARY	10/10/11	JK	JK
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BCIT
AEROSPACE TECHNOLOGY CAMPUS

DATE: 11/15/11
SCALE: AS SHOWN
PROJECT: BCIT
SHEET: AI-01

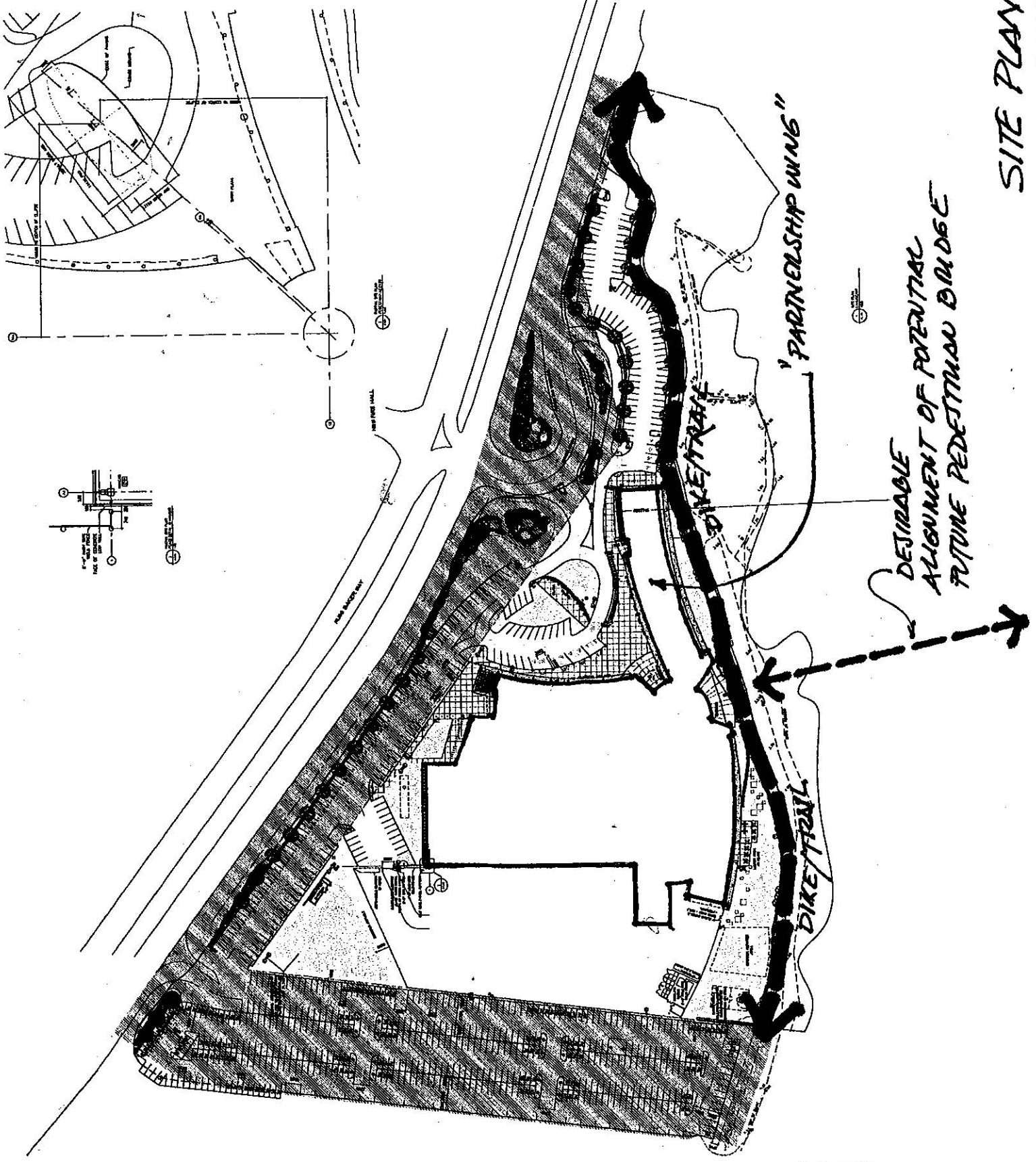
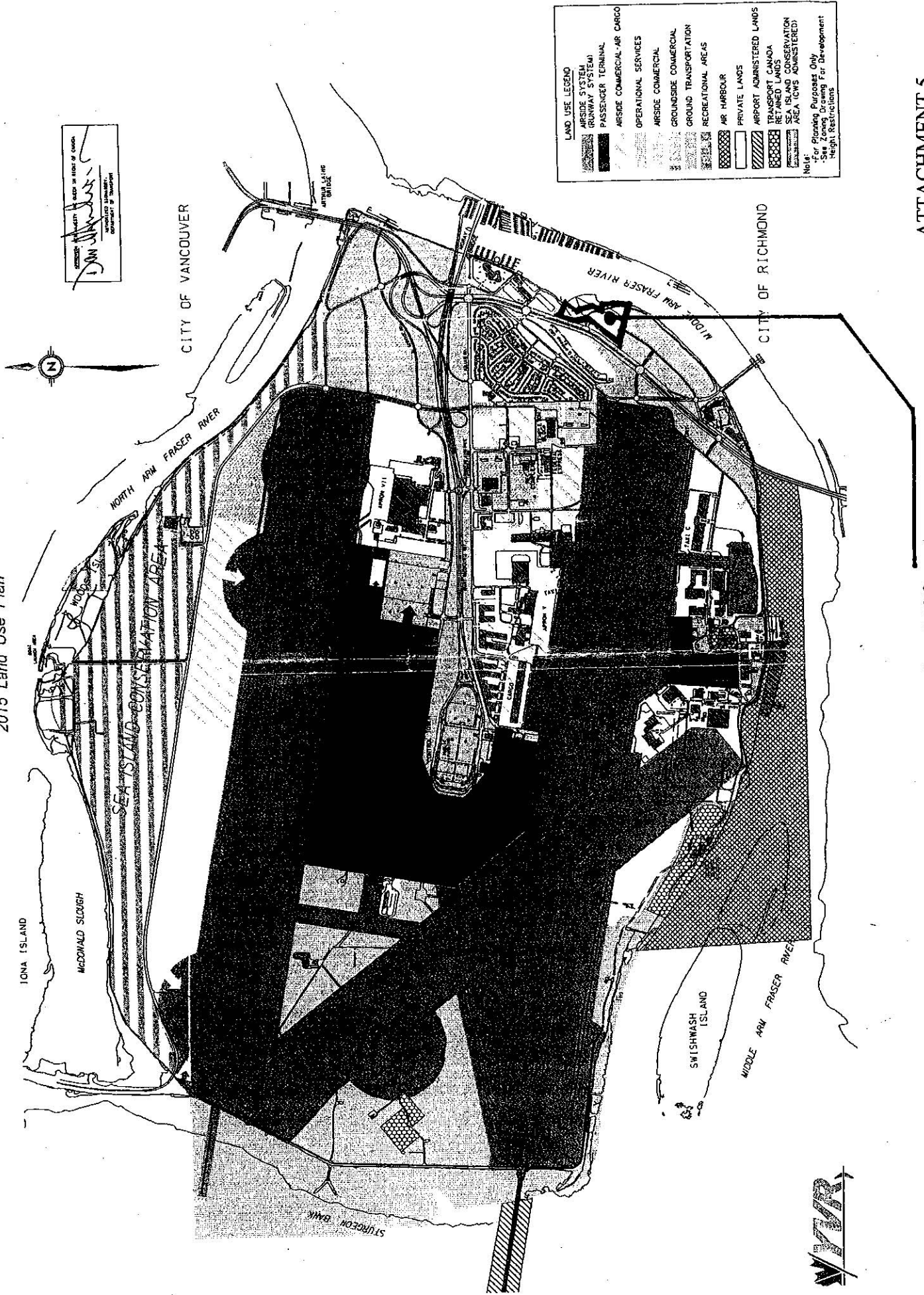


Figure 13-3
2015 Land Use Plan



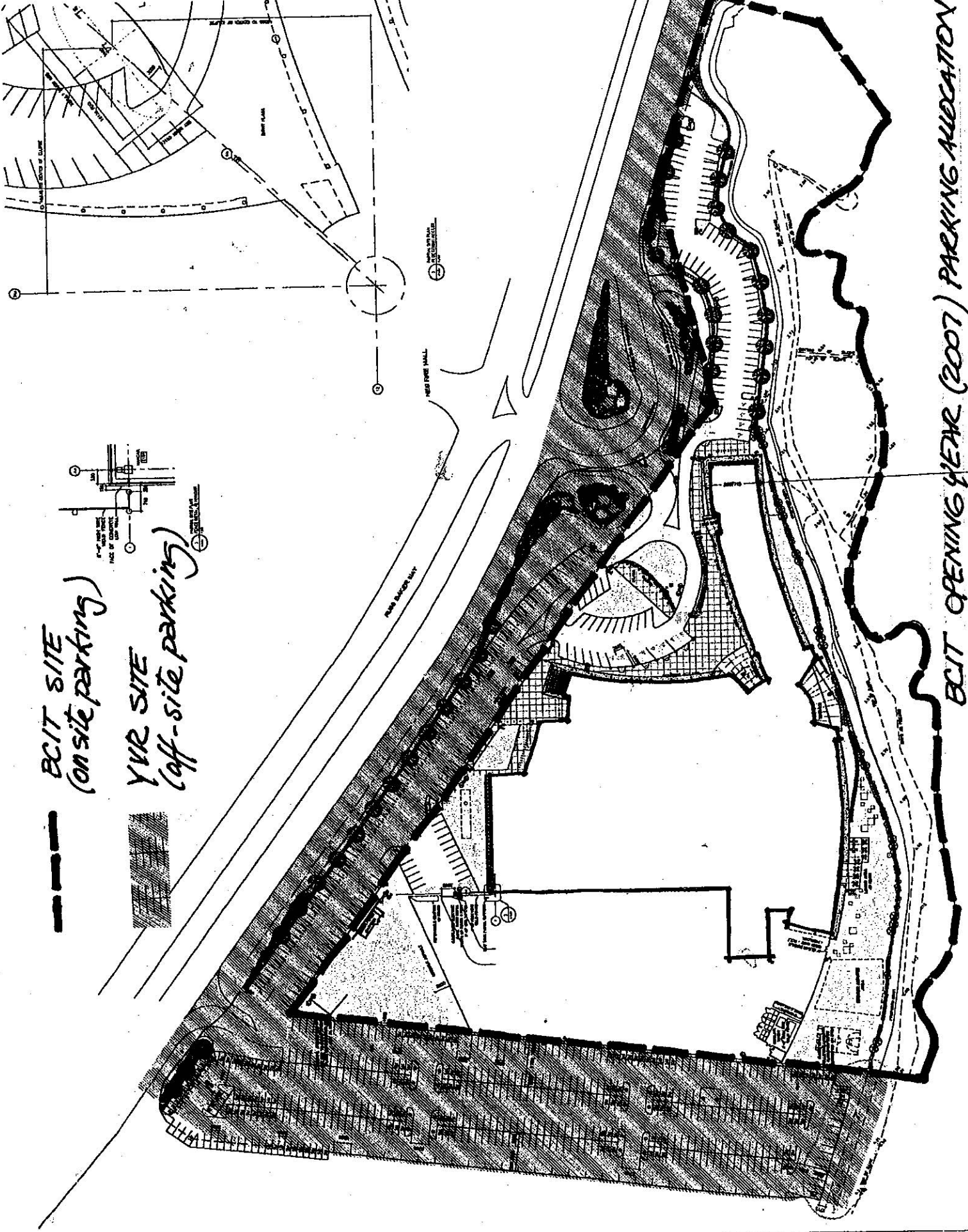
LAND USE LEGEND

[Symbol]	AIRSIDE SYSTEM (GROUND AIR SYSTEM)
[Symbol]	PASSENGER TERMINAL
[Symbol]	AIRSIDE COMMERCIAL-AIR CARGO
[Symbol]	OPERATIONAL SERVICES
[Symbol]	AIRSIDE COMMERCIAL
[Symbol]	GROUND SIDE COMMERCIAL
[Symbol]	GROUND TRANSPORTATION
[Symbol]	RECREATIONAL AREAS
[Symbol]	AIR HARBOUR
[Symbol]	PRIVATE LANDS
[Symbol]	AIRPORT ADMINISTERED LANDS
[Symbol]	TRANSPORT CANADA RETAINED LANDS
[Symbol]	SEA ISLAND CONSERVATION AREA (CWS ADMINISTERED)

Note:
 - For Planning Purposes Only
 - See Zoning Drawing For Development Height Restrictions

SUBJECT SITE
(R2.06-355463)





BCIT OPENING YEAR (2007) PARKING ALLOCATION

**Rezoning Considerations
3800 Cessna Drive
RZ 06-355463**

Prior to final adoption of Zoning Amendment Bylaw 8280, the developer is required to complete the following:

1. Registration of a 10.0 m wide Statutory Right-of-Way (SRW) and section 219 Covenant (Covenant) in favour of the City on title to the lands in a form, content and priority to the satisfaction of the City Solicitor and the Director of Engineering providing for the construction (by BCIT and at BCIT's cost) of the dyke along the east side of the lands (the Inspector of Dykes being a signatory), a pedestrian walkway along the crest of the dyke, a commitment by BCIT to a bank erosion monitoring and reporting program (five years), and installation of self launching rip-rap if required, as determined by the City;
2. Registration of an SRW and Covenant on title to the lands in a form, content and priority to the satisfaction of the City Solicitor and the Director of Development for the following purposes:
 - a. facilitating and permitting the construction of the potential pedestrian bridge across the Middle Arm of the Fraser as identified in the Middle Arm Open Space and Master Plan Concept adopted by City Council. This agreement shall, among other things, ensure that the City (or its designates) have the ability to build, install, keep, maintain, repair and replace the bridge works as required; and
 - b. permitting unimpeded public pedestrian access (including bicycles) to and from the potential pedestrian bridge to the pedestrian walkway along the crest of the dyke;
3. Enter into legal agreements on title to be registered on title to the lands and the lands described below in this item 3 in a form, content and priority to the satisfaction of the City Solicitor and Director of Transportation to secure the provision of parking as identified in the traffic and parking analysis undertaken by the applicant's consultant. The approximate numbers are as follows:
 - a. 586 parking spaces on YVR lands immediately to the south and west of the lands;
 - b. 447 parking spaces on YVR lands at another location acceptable to the City;
4. Registration of a Covenant on title to lands in a form, content and priority to the satisfaction of the City Solicitor and the Director, Building Approvals in respect to BCIT indemnifying the City and accepting full responsibility as the authority having jurisdiction with regard to Building Code compliance;
5. Registration of a Flood Indemnity Covenant on title to the lands in a form, content and priority to the satisfaction of the City Solicitor specifying that the minimum building elevation on the site is 3.5 m geodetic;
6. Registration of a Aircraft Noise Indemnity Covenant in favour of the City and an SRW in favour of YVR on title to the lands in a form, content and priority to the satisfaction of the City Solicitor;

7. Receipt of voluntary contributions of \$327,596.96 and \$139,544.55 equivalent to the respective DCC and GVRD charges; and
8. Receipt of a Letter-of-Credit for landscaping in the amount of \$181,000 (based on preliminary estimate by Landscape Architect of the project).

[Signed original on file]

Signed

Date



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 8280 (RZ 06-355463)
3800 Cessna Drive**

1. Richmond Zoning and Development Bylaw is amended by inserting Section 291.193 thereof the following:

"291.193 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/193)

The intention of this zoning district is to provide for British Columbia Institute of Technology (BCIT) and accessory uses.

291.193.1 PERMITTED USES

**EDUCATIONAL INSTITUTION;
ACCESSORY USES, BUILDINGS & STRUCTURES;**

The following uses are permitted provided that they are accessory to the **Educational Institution** and do not exceed a **gross leasable floor area** of 8,565 m² (92,200 ft²):

**COMMUNITY USE;
FOOD CATERING ESTABLISHMENT;
LIGHT INDUSTRY**, excluding the outside storage of commercial vehicles,
recreational vehicles and boats;
OFFICE.

291.193.2 PERMITTED DENSITY

.01 **Maximum Floor Area Ratio:** 0.85

291.193.3 MAXIMUM LOT COVERAGE: 30 %

291.193.4 MINIMUM LOT SIZE:

.01 A **building** shall not be located on a **lot**, which is less than 49,497.77 m² (532,789.57 ft²) in area.

291.193.5 MINIMUM SETBACKS FROM PROPERTY LINES**.01 Buildings:**

- i. North **Side Yard:** 165.0 m (540 ft.);
- ii. East **Side Yard:** 19.0 m (62 ft.);
- iii. South **Side Yard:** 5.0 m (16 ft.);
- iii. West **Side Yard:** 5.0 m (16 ft.).

.02 Structures: 0.50 m (1.6 ft.).**291.193.6 MAXIMUM HEIGHTS****.01 Buildings and Structures:** 24.0 m (79 ft.).**291.193.7 OFF-STREET PARKING**

- .01 Off-street parking shall be provided, developed and maintained in accordance with Division 400 of this Bylaw EXCEPT THAT for an **Educational Institution** off-street parking shall be provided at the rate of:
 - i. 1.0 spaces for each staff member; plus
 - ii. 0.7 spaces for each student; plus
 - iii. 5% of the total required student parking shall be provided as visitor parking.

291.193.8 SIGNAGE

Signage shall be in accordance with the City of Richmond Sign Bylaw No. 5560, as amended, as it relates to development in the "Airport District (AIR)".

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/193)**:

P.I.D. 017-560-616

Parcel A Section 29 and 32 Block 5 North Range 6 West and District Lot 1154 Group 1 New Westminster District Reference Plan LMP 2398

3. This Bylaw may be cited as **“Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 8280”**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

CITY OF RICHMOND
APPROVED for content by originating dept. <i>al</i>
APPROVED for legality by Solicitor <i>MCB</i>

MAYOR

CORPORATE OFFICER