

# City of Richmond

Planning and Development Department

# **Report to Committee**

To:

Planning Committee

Date:

June 15, 2009

From:

Brian J. Jackson, MCIP

Director of Development

File:

RZ 09-472975

Re:

Application by Hughes Condon Marler Architects on behalf of the City of Richmond for Rezoning at 11051 No. 2 Road from Single-Family Housing District, Subdivision Area E (R1/E) to School & Public Use District (SPU)

#### Staff Recommendation

1. That Official Community Plan Amendment Bylaw No. 8506, to redesignate 11051 No. 2 Road:

- a. from "Neighbourhood Residential" to "Public and Open Space Use" in Attachment 1 to Schedule 1 of Official Community Plan Bylaw 7100 (Generalized Land Use Map); and
- b. from "Single-Family" to "Institutional" in the Steveston Area Land Use Map in Schedule 2.4 of the Official Community Plan Bylaw 7100 (Steveston Area Plan)

be introduced and given first reading.

- 2. That Bylaw No. 8506, having been considered in conjunction with:
  - the City's Financial Plan and Capital Program; and
  - 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.

3. That Bylaw No. 8506, having been considered in accordance with Official Community Plan Bylaw Preparation Consultation Policy 5043, is hereby deemed not to require further consultation.

4. That Bylaw No. 8507, for the rezoning of 11051 No. 2 Road from "Single-Family Housing District, Subdivision Area E (R1/E)" to "School & Public Use District (SPU)", be introduced and given first reading.

Brian J. Jackson, MCIP Director of Development

SB:blg Att.

FOR ORIGINATING DEPARTMENT USE ONLY			
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#### **Staff Report**

### Origin

Hughes Condon Marler Architects has applied on behalf of the City of Richmond for permission to rezone 11051 No. 2 Road (**Attachment 1**) from Single-Family Housing District, Subdivision Area E (R1/E) to School & Public Use District (SPU) in order to develop the new Steveston Fire Hall on a consolidated site including 11011 (existing Fire Hall) and 11051 (existing residence) No. 2 Road (**Attachment 2**).

The new Steveston Fire Hall on the consolidated site will replace the existing No. 2 Fire Hall, which is located on the corner site at 11011 No. 2 Road. The existing fire hall needs to be replaced to accommodate future expansion and larger fire-fighting equipment.

There will be no associated Development Permit application as the Richmond Official Community Plan (OCP) exempts institutional uses from this requirement in accordance with the Local Government Act.

A Servicing Agreement is required prior to future Building Permit issuance for the design and construction of works including, but not limited to: No. 2 Road frontage improvements, and any relocation or upgrades identified in the capacity analysis.

#### **Findings of Fact**

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 3).

#### **Project Description**

Key elements of the project include:

- a new two-storey, 751.4 m<sup>2</sup> (8,088 ft<sup>2</sup>) fire hall with a 12 m (40 ft.) high training and hose drying tower;
- approximately 39.4 m² (424 ft²) of multi purpose space which will be available for community use;
- incorporation of sustainable design elements into the building and site development to a LEED silver standard. Sustainable features will include:
  - > minimizing the amount of land used by the building, roadways and hard surface training areas;
  - > extensive green roof over 60% of the building roof areas;
  - green wall;
  - > tree planting;
  - > drought resistant plant selection
  - > on-site storm water management with rain gardens;
  - > day lighting;
  - > efficient electrical and water appliances and fixtures;
  - > natural ventilation;

- A ground source (geothermal) heat and cooling system;
- > the use of contaminate-free products is also being considered; and
- > permeable paving in the staff parking area is also being considered.

Preliminary architectural and landscaping drawings are included as Attachment 2.

#### **Surrounding Development**

There is an existing fire hall on the corner lot to the north at 11011 No. 2 Road. Development surrounding the consolidated site:

- To the north, across the major arterial Steveston Highway, are multi-family townhouse developments and large single-family lots fronting onto Steveston Highway and No. 2 Road;
- To the east, across No. 2 Road and in the Agricultural Land Reserve, is a modest two-storey commercial multi-tenant building that is setback from the street behind a surface parking; and an agricultural zoned property with a single-family home and open storage;
- To the south, are single-family lots fronting onto No. 2 Road, which is classified as a local arterial road south of Steveston Highway; and
- To the west, are internal subdivision single-family lots fronting onto Cormorant Court.

#### **Related Policies & Studies**

#### Official Community Plan (OCP)

OCP amendments are required to accommodate the Steveston Fire Hall proposal. The proposed site for the replacement fire hall includes both the existing fire hall site, as well as the subject site. The Official Community Plan (OCP) designates the subject site for "Neighbourhood Residential" use on the Generalized Land Use Map (Attachment 1 to Schedule 1), and for "Single-Family" use on the Steveston Area Land Use Map (Steveston Area Plan). OCP amendments are required to redesignate the subject site to "Public and Open Space Use" on the Generalized Land Use Map and "Institutional" on the Steveston Area Land Use Map. Staff support this redesignation.

#### 2008 Capital Plan

The Steveston Fire Hall (Fire Hall No. 2) was identified as a priority for replacement in 2002. The proposed site was approved by Council in 2008. The project is part of the approved 2008 Capital Plan, with a cost of \$7.52 million including land costs.

Policy 2306 Sustainable "High Performance" Building Policy – City Owned Facilities

The design proposal complies with the policy. The 751.4 m<sup>2</sup> building is being designed with sustainable features to a LEED silver standard.

#### Consultation

This application was not referred to School District No. 38 (Richmond) because it does not have the potential to generate 50 or more school aged children. According to OCP Bylaw Preparation Consultation Policy 5043, which was adopted by Council and agreed to by the School District, residential developments which generate less than 50 school aged children do not need to be referred to the School District (e.g., typically around 295 multiple-family housing units). This application does not involve residential dwelling units.

#### **Public Input**

#### 2009 Major Construction and Capital Projects Open House

The Steveston Fire Hall project was one of many included in the public presentation of capital project construction for 2009. The drop-in event was held on Thursday, April 2, 2009, at Richmond City Hall. It featured informative display boards and was staffed with City employees from Engineering, Facilities, Transportation, Parks and Major Projects Departments.

### Open House for Adjacent Neighbours

On May 6, 2009, the City hosted an Open House at the existing No. 2 Fire Hall, and mailed invitations to each of the adjacent single-family homes. The event was staffed by City Facilities staff, Richmond Fire Rescue and the architects. Invitations were mailed to each of the adjacent single-family homes. The meeting was attended by four (4) neighbours, who provided the following feedback on the site plans and project drawings:

- Residents liked the design and how the building will sit on the property.
- Some concerns regarding larger, new trucks being noisier.
- Concern regarding existing hedge and tree relating to impacts to driver sightlines and maintenance.
- Concern regarding privacy screening.

Staff advised neighbours that they would consider different options and would meet again with the neighbours regarding retaining wall, hedge and fence options. Staff also advised that the new larger trucks are quieter.

#### **Staff Comments**

Staff have reviewed the development proposal and no significant concerns have been identified. Development statistics are included in **Attachment 3**.

#### **Analysis**

The replacement of the No. 2 Fire Hall with a larger Steveston Fire Hall with future expansion potential is an important capital priority for the City. In addition to improving community safety levels in Steveston, the project will also provide the community benefit of community use of the proposed multi- purpose room. While the proposed multi purpose room is intended for use by Fire and Rescue staff for day time training, it will be available for use by community groups as meeting or training space.

#### Transportation

- Dedication for road widening of 2 m along the entire Steveston Highway and No. 2 Road frontages of both 11011 and 11051 No. 2 Road, complete with 4 m by 4 m corner cut, is a requirement of the Rezoning.
- The design proposal includes two driveways. A wider driveway provides full movement access to No. 2 Road for emergency response, training and site parking. A narrower driveway provides right in access only from Steveston Highway for fire equipment driving into the Fire Hall building or arriving at the Fire Hall for training.
- A surface parking area is provided, including 9 parking spaces, one of which is accessible.

#### Site Servicing

- A separate Servicing Agreement is required for No. 2 Road frontage improvements, sanitary sewer relocation, and utility upgrades as identified in the capacity analysis. The Servicing Agreement will include a capacity analysis to the satisfaction of the Director of Engineering.
- Any additional Right-of-Way needs will be secured through the separate Servicing Agreement process.

#### Public Art

- The fire hall project is an important opportunity to support the City's Public Art Program goals. The inclusion of Public Art into the project design will add to its individuality, distinctiveness and identity within the Steveston community.
- The project team is working with the City's Public Art Coordinator to incorporate Public Art into this important civic site and community gateway. In compliance with the Public Art Program Policy 8702, the artwork will be selected through a jury process, and with the jurors appointed by the Public Art Commission. Review by the Public Art Commission and the proposal call for artists are anticipated to occur in the coming months.
- The total project allocation for Public Art is \$35,000 which represents 1% of the project construction cost, in compliance with the Public Art Initiatives for Civic (Capital Works) Projects within the Public Art Program Policy 8702.

#### Project Design

- This prominent civic building appropriately addresses the major arterial Steveston Highway, showcasing the City's role in providing emergency fire rescue services, providing a gateway to the Steveston community, and communicates the City's commitment to Public Art and sustainable design.
- The site planning on this modest site has been directed by the functional requirements of emergency response, training, and the operational constraints of newer and larger fire-fighting equipment.
- With a clean modern architectural approach, the materiality and execution of the detailing will have a strong visual impact. Robust materials are used for this working building.
- The site will be raised to comply with the Flood Plain Designation and Protection Bylaw for this emergency response building. The minimum Flood Construction Level is 0.3 m above the crown of the adjacent road, or 2.48 m GSC.
- As a result of the health and condition of the existing hedges and the impact of the
  requirement to raise the site, some of the existing surrounding mature hedges are proposed
  for removal. Removed hedges will be replaced with a new slower growing hedge species.
  The size and spacing of replacement hedging will be considered for the long-term health of
  the hedge, maintenance needs and provision of a landscape and privacy buffer to the
  neighbouring single-family homes.
- The landscape design will be further refined to ensure sensitive treatment of the interface to adjacent single-family homes in consultation with the affected neighbours (e.g., privacy fencing, site raising edge treatment, landscape buffering, enclosure for garbage storage and collection).

### **Temporary Facilities During Construction**

• Temporary facilities are required to accommodate Richmond Fire Rescue personnel and equipment to maintain emergency response service on a temporary basis while the new Steveston Fire Hall is under construction (Attachment 4).

#### Financial Impact or Economic Impact

The City's approved 2008 Capital Plan includes the Steveston Fire Hall project, with a cost of \$7.52 million including land costs.

#### Conclusion

A new Steveston Fire Hall on a larger site is needed to accommodate the future growth of Richmond Fire Rescue with more staff and larger fire-fighting equipment in a building designed to current flood protection and seismic standards. The proposed design will present an attractive contemporary architectural and landscape design to the community and the Steveston Highway arterial. Sustainability features have been incorporated to achieve a silver LEED standard. For these reasons, staff support the proposed Official Community Plan (OCP) amendments to redesignate City-owned 11051 No. 2 Road to "Public and Open Space Use" on the Generalized Land Use Map and "Institutional" on the Steveston Area Land Use Map, and the proposed Zoning Bylaw Amendment to rezone 11051 No. 2 Road from "Single-Family Housing District, Subdivision Area E (R1/E)" to "School and Public Use District (SPU)".

Sara Badyal, MCIP

Planner 1 (604-276-4282)

SB:blg

Attachment 1: Location Map and Aerial Site Photo

Attachment 2: Conceptual Development Plans

Attachment 3: Development Application Data Sheet

Attachment 4: Temporary Facilities Plan

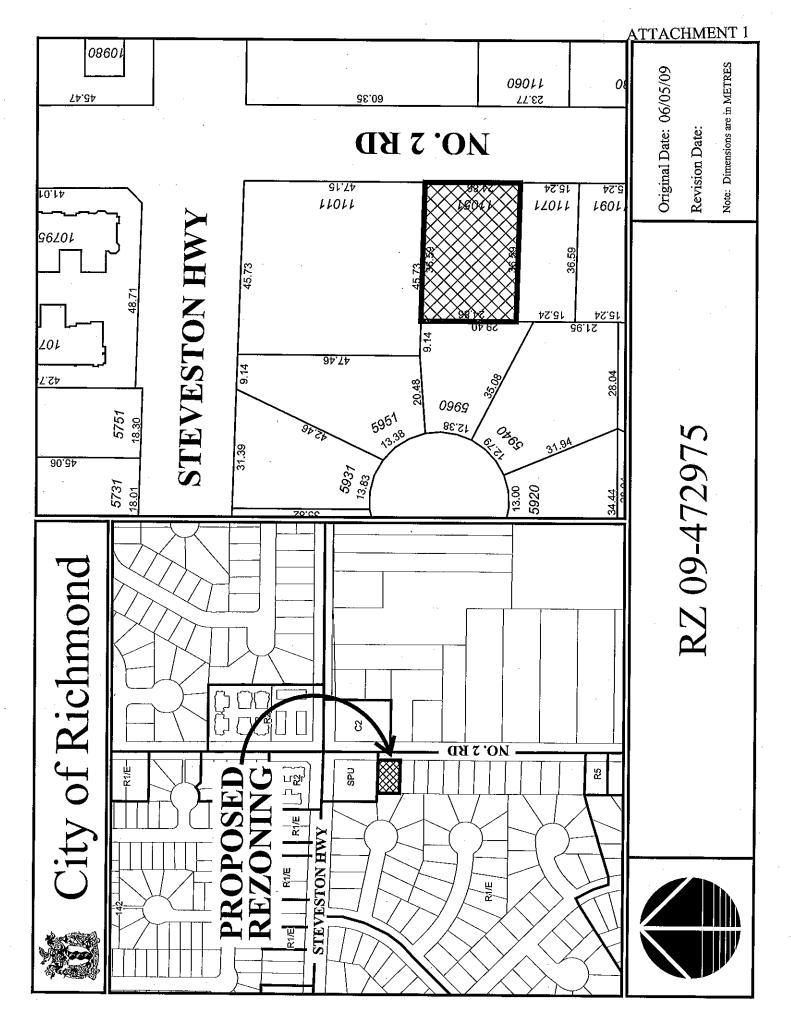
Sara Badyal.

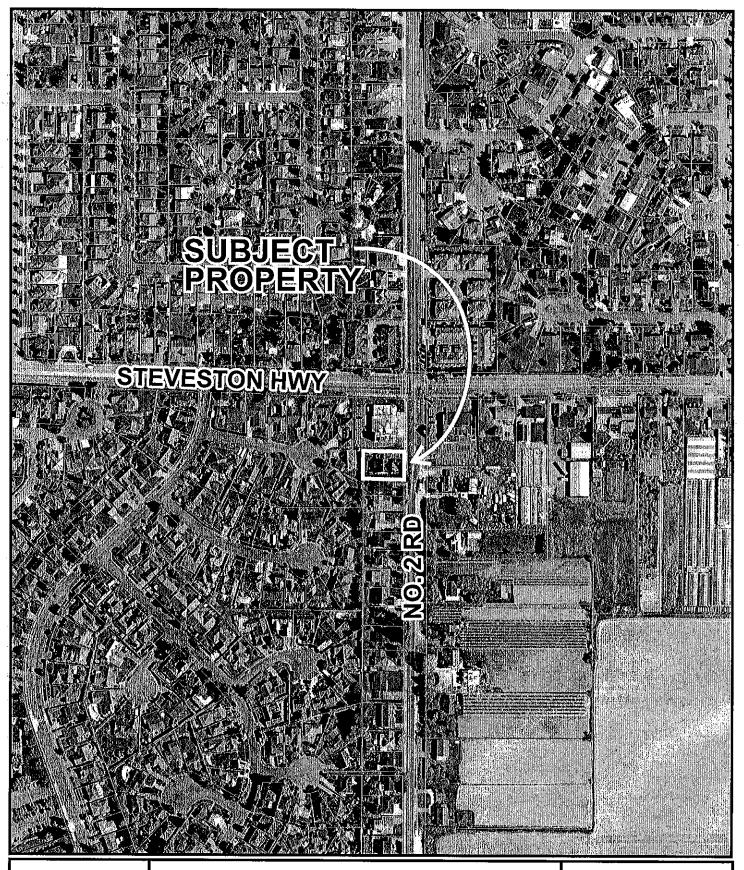
Prior to final adoption of Zoning Amendment Bylaw 8507, the developer is required to:

- 1. Consolidate the lots into one (1) development parcel; and
- 2. Dedicate 2 m along the entire Steveston Highway and No. 2 Road frontages of both 11011 and 11051 No. 2 Road for road widening, complete with 4 m by 4 m corner cut.

Prior to future Building Permit issuance, the developer is required to:

- Submit a construction traffic and parking management plan to the satisfaction of the City's Transportation Division; and (<a href="http://www.richmond.ca/services/ttp/special.htm">http://www.richmond.ca/services/ttp/special.htm</a>).
- Enter into the City's standard Servicing Agreement for design and construction of works including, but not limited to:
  - No. 2 Road frontage improvements; and
  - Any needed relocation or upgrades of City services, which are to be identified in a required capacity analysis. Sanitary capacity analysis is required to Monteith Sanitary Pump Station. Drainage capacity analysis is required to the major conveyance.







RZ 09-472975

Original Date: 06/05/09

Amended Date:

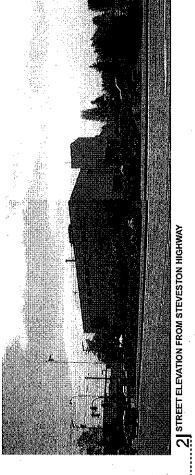
Note: Dimensions are in METRES

ADVISORY DESIGN PANEL

01 EXISTING CONDITIONS

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STEVESTON AREA AERIAL PHOTO





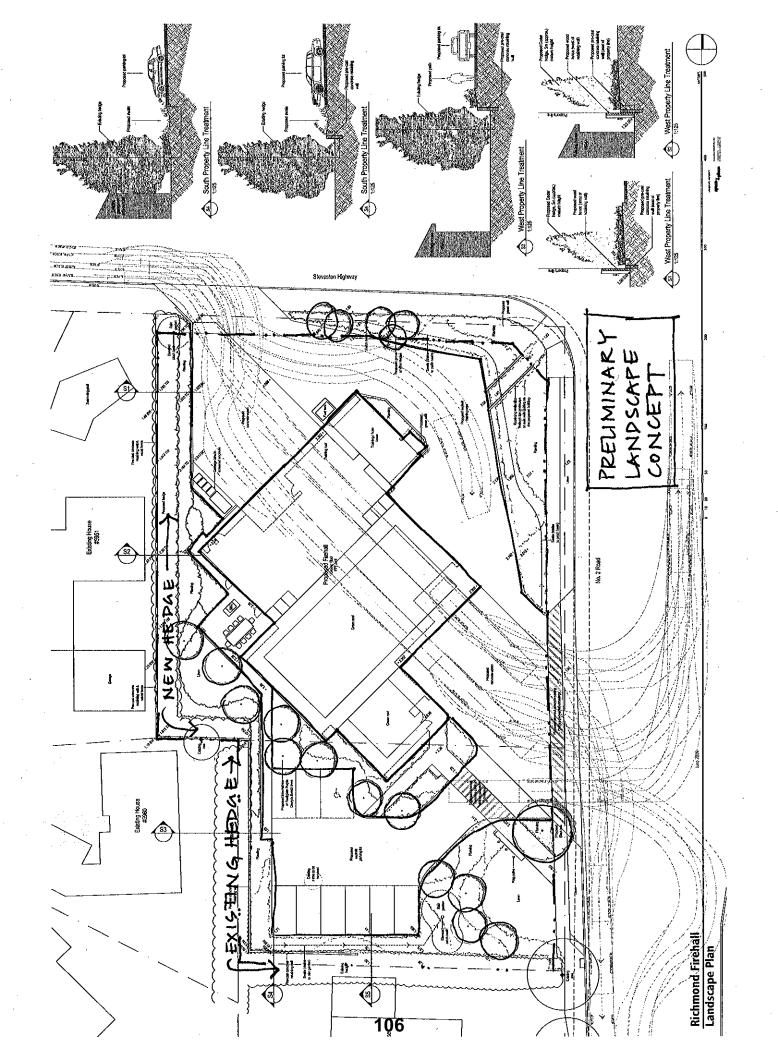


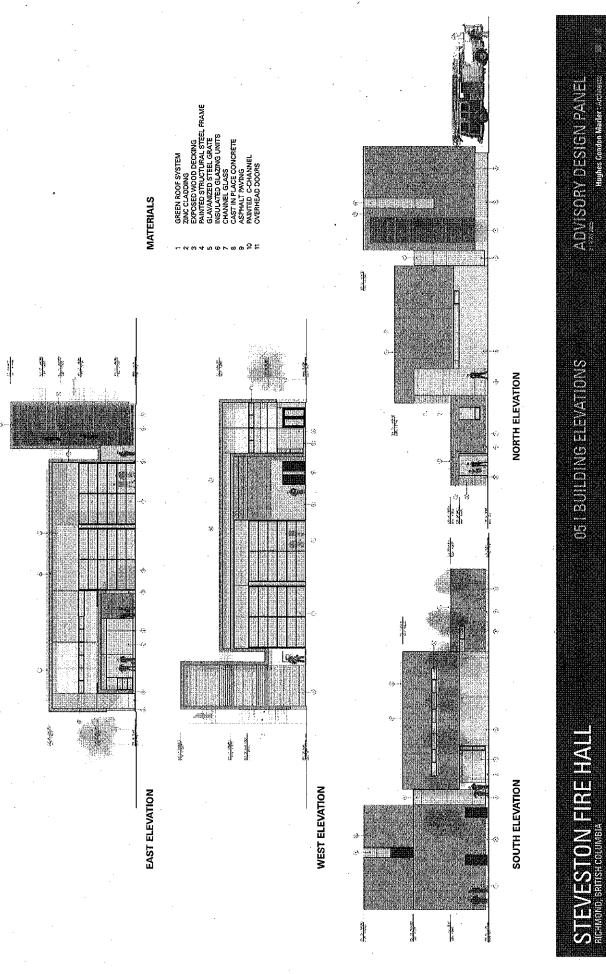


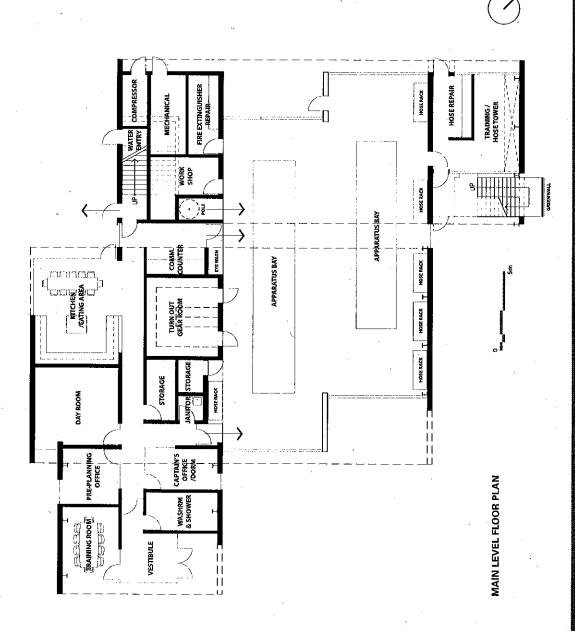


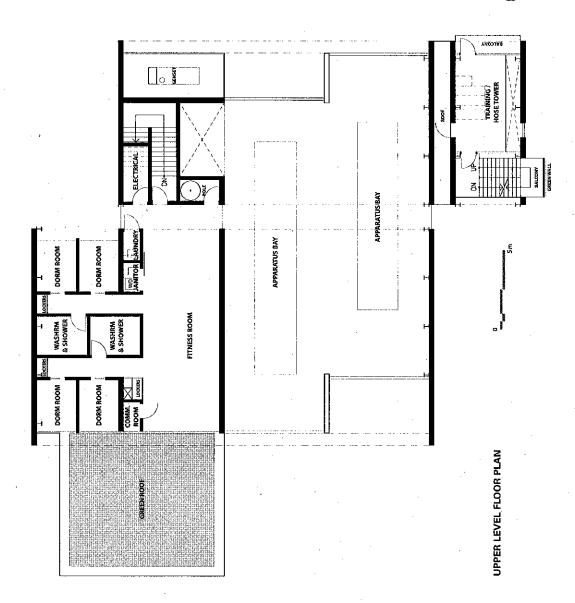
STREET ELEVATION FROM NO. 2 ROAD

STEVESTON FIRE HALL



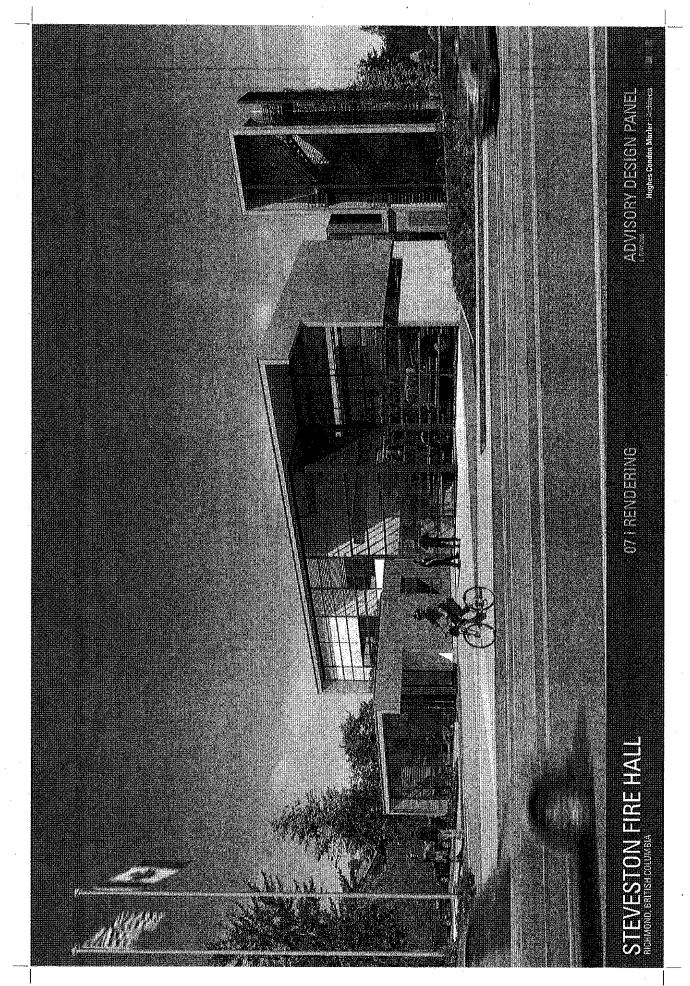




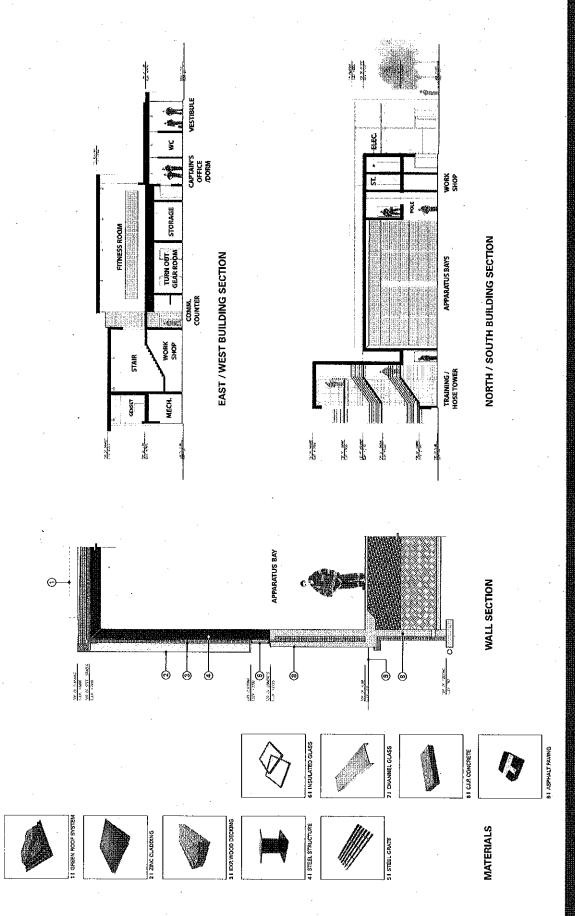


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ADVISORY DESIGN PANEL



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# Development Application Data Sheet

RZ 09-472975 Attachment 3

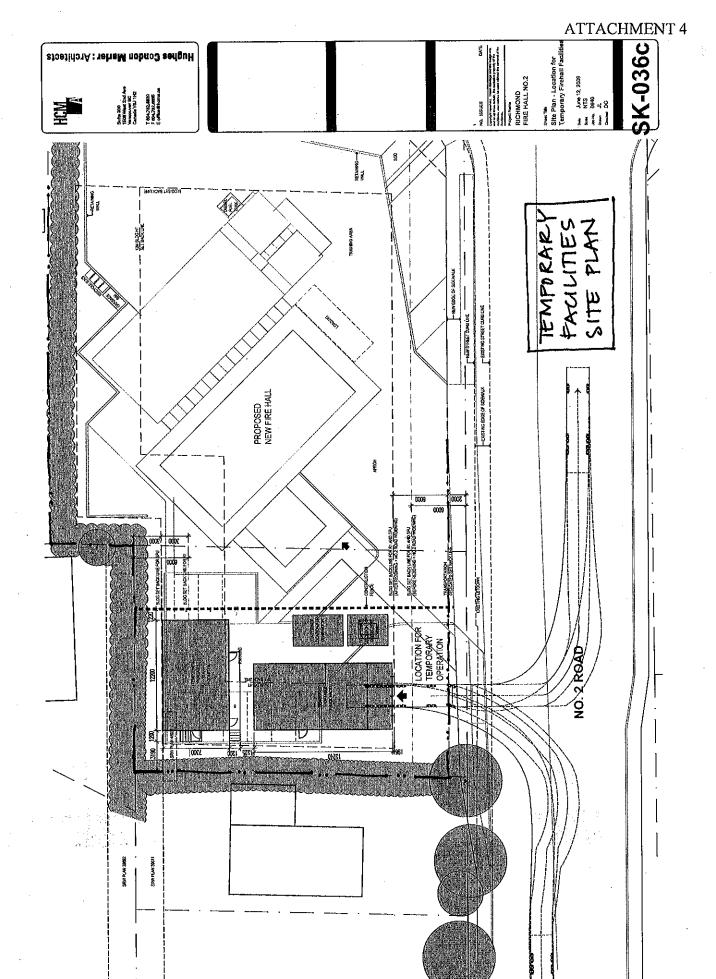
Address: 11051 No. 2 Road

Applicant: Hughes Condon Marler Architects on behalf of the City of Richmond

Planning Area(s): Steveston

	Existing	Proposed	
Owner:	City of Richmond	No Change	
Site Size (m²):	11011 No 2 Rd (old) 2,162.6 m <sup>2</sup> 11051 No 2 Rd (new) 909.6 m <sup>2</sup> Total 3,072.2 m <sup>2</sup>	Road dedication 239.5 m <sup>2</sup>	
Land Uses:	Single-Family residential	Public Institutional (Fire Hall), with accessory parking and training areas	
OCP Area Plan Designation:	Single-Family	Institutional	
Zoning:	R1/E	SPU	
Number of Units:	1 Single-family home	1 Fire Hall	
Flood Construction Level:	Area A - 2.9 m GSC or 2.48 m (0.3 m above highest crown of adjacent road)	2.48 m GSC	

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	N/A	0.27	None permitted
Lot Coverage – Building:	N/A	21%	None
Setback – Road (m):	Min. 6 m	6 m Min.	None
Setback – Side & Rear Yards (m):	Min. 3 m	4.5 m Min.	None
Height (m):	12 m within 10 m of residential zoning	3.6 m to 8.3 m within 10 m of residential zoning 12 m tower	None
Off-street Parking Spaces:	N/A	9	None





# City of Richmond

## Richmond Official Community Plan Bylaw 7100 Amendment Bylaw 8506 (RZ 09-472975) 11051 No. 2 Road

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

- 1. Richmond Official Community Plan Bylaw 7100 is amended by:
  - a. repealing the existing land use designation in Attachment 1 to Schedule 1 thereof the following area and by designating it "Public and Open Space Use".

P.I.D. 004-046-021

Lot 255 Section 1 Block 3 North Range 7 West New Westminster District Plan 45930

b. repealing the existing land use designation in the Steveston Area Land Use Map of Schedule 2.4 (Steveston Area Plan) thereof of the following area and by designating it "Institutional".

P.I.D. 004-046-021

Lot 255 Section 1 Block 3 North Range 7 West New Westminster District Plan 45930

2. This Bylaw may be cited as "Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8506".

FIRST READING	JUL 1 3 2009	CITY OF RICHMOND
A PUBLIC HEARING WAS HELD ON		APPROVED
SECOND READING		APPROVED by Marrager or Solicitor
THIRD READING		P.
OTHER REQUIREMENTS SATISFIED		
ADOPTED		<del></del>
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MAYOR	CORPORATE OFFICE	R



# City of Richmond

# Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 8507 (RZ 09-472975) 11051 NO. 2 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 and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area and by designating it "SCHOOL & PUBLIC USE DISTRICT (SPU)".

P.I.D. 004-046-021 Lot 255 Section 1 Block 3 North Range 7 West New Westminster District Plan 45930

2. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 8507".

FIRST READING	JUL 1 3 2009	CITY OF RICHMOND
A PUBLIC HEARING WAS HELD ON		APPROVED by
SECOND READING	· · · · · · · · · · · · · · · · · · ·	APPROVED by Director
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Provideral Behindels		
MAYOR	CORPORATE OFFICER	,

### William B. Horie 5960 Cormorant Court Richmond, B.C. V7E 3P5 Email: bhorie@telus.net

To Public Hearing

Date: Sept 9, 2009

Item #\_ 6

Re: By aws 85061

8501

July 27, 2009

City of Richmond Planning and Development Department Richmond City Hall 6911 No. 3 Road Richmond, B.C. V6Y 2C1

Attention: Janet Whitehead, Project Manager, Facility Management, Planning and Construction

affect the health of our hedge.

Dear Ms. Whitehead:

### Proposed Fire Hall Upgrade, 11011 No. 2 Road, Richmond, B.C. and 11051 N. 2 Road Your file RZ 09-472975

My wife and I own the 5960 Cormorant Court property, which shares a common boundary along 9.14 m with 11011 No. 2 Road to our north, and a common boundary along 24.86 m with 11051 No. 2 Road to our east. I met last week with Sara Badyal, Planner 1 with the Richmond Planning and Development Department, who kindly provided me with a copy of the staff report on the captioned matter.

This letter is to give you some initial feedback on how we view the proposed fire hall redevelopment, as follows.

1. We strongly endorse doing whatever is required to maintain in good condition the cedar hedge currently separating our property from 11051 No. 2 Road. This is an attractive hedge, in good condition, and it effectively shields our property from the noise and traffic of No. 2 road. In that it appears to be located on our own property, its maintenance is our own responsibility – at least in terms of the pruning and other care required on its west side (facing our property). The fire hall re-development proposal envisages raising the grade level immediately east of this hedge, and installing a retaining wall, which has the potential for altering the pattern of surface water drainage immediately adjacent to the hedge, and thus possibly affecting the health of the hedge. One of the things we will need be to pattern of the plans for the captioned redevelopment is a written opinion by DATE a qualified arborist or tree expert that what is proposed is not likely to adversely

JUL 2 8 2009

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- 2. The current occupants of 11051 No. 2 Road do not adequately maintain their side of the hedge at least their side of the top of the hedge, which is out of reach of our gardener when he prunes our side. We will be looking for assurances from the City of Richmond that they will ensure proper pruning of the fire hall side of the hedge once or twice a year.
- 3. The plans we have seen do not include details of the retaining wall especially the face of the retaining wall that will face our property. The existing hedge that will shield our property from sight of the retaining wall will hopefully remain in place and in good condition. However, if for some reason this hedge disappears, the appearance of the west face of the retaining wall will be of importance to us and future occupants of our property. We would therefore be grateful if you would provide us with details of the portion of the retaining wall that will adjoin our property, especially surface treatment of the face of the wall.
- 4. We cannot see from The Preliminary Landscape Concept drawing that is part of the staff report what is planned for the 9.14 m. boundary between our property and 11011 No. 2 Road. What we would like to see on this north boundary is, firstly, a continuation of the fence that is shown in sections S1 and S2 of the drawing, which would help shield our property from noise from the fire hall site. Secondly, we would prefer that the new hedge that is proposed to be planted along this 9.14 m strip be of the same cedar variety as the existing hedge along the 24.86 m strip between us and 11051 No. 2 Road, for continuity. Visual continuity is not our only concern, however. The cedar variety in the existing hedge appears to be quite fast growing, and we would want a fast growing variety planted along the 9.14 m strip, so that we don't have to wait many years for a mature hedge to form. In the past we have had at least one real estate agent tell us that the fire hall negatively affects the value of our property, and therefore it is extremely important to us that evidence of its presence be minimized as much as and as soon as possible.
- 5. The Preliminary Landscape Concept shows two trees at the extreme south corner of the hall building, one on either side of a walkway that accesses the parking lot at the southwest corner of the hall site. We would prefer that any landscaping at this point consist mainly of large, dense, evergreen shrubs say, six to eight feet high which would help to mitigate noise travel from No.2 Road towards both 5940 and 5960 Cormorant Court. We prefer evergreens, of course, because they retain their sound shielding properties in the winter, when colder air facilitates noise travel even more than in the summer.
- 6. Similarly, we would hope that the proposed landscaped enclave on the southeast corner of the site would include enough large, dense, evergreen shrubs of around six or eight feet in height to help mitigate noise travel towards the residences to the south and west of the fire hall property. Such inclusion of an attractive, fairly dense evergreen planting should provide meaningful, secondary sound shielding for the 5940 and 5960 Cormorant Court and 11071 No. 2 Road properties from fire hall and No. 2 Road noise.

Here are some features of the proposed redevelopment that we support:

- 1. The location of the training and hose-drying tower close the intersection of No. 2 Road and Steveston Highway, and as far away from neighbouring residential properties as possible. Sara Badyal explained to me that the placement of the tower close to the intersection would be a nice architectural feature, especially when viewed from Steveston Highway east of No. 2 Road, and we agree;
- 2. The diagonal placement of the new hall building on its lot, which, among other things, appears to provide for some sound shielding of neighbouring residential properties by both the building itself and its surrounding landscaping elements, from the noise of fire trucks entering and leaving the hall;
- 3. From what I can see, there is no fence proposed along the property line separating 11051 No. 2 road from 11071 No. 2 Road (immediately to the south), and we support the absence of a fence in that location. Any fence or other hard edge would likely bounce No. 2 Road traffic noise back towards our property, whereas a soft edge, such as a hedge, should help to absorb traffic noise;
- 4. What appears to be fairly extensive landscaping with some good-sized trees at the back (southwest side) of the fire hall building;
- 5. The landscaping enclave on the southeast corner of the property, which should help to provide additional sound shielding from the noise of No. 2 Road, as well as a landscaping feature that should be pleasing to the eye.

We would appreciate your informing us of the details of the separate Servicing agreement relating to sanitary sewer relocation and utility upgrades when they become available.

I have passed on a copy of the staff report of the captioned matter to Mr. Harry Rae, owner of the 5940 Cormorant Court property directly to our south. Mr. Rae may be making his own comments to you concerning the captioned matter.

My wife and I would appreciate an opportunity to discuss these matters more fully with you in person at some point. Thank you in advance for your consideration of our concerns.

Sincerely,

William B. Horie, B.A.Sc., M.B.A., P.Eng.

cc Sara Badyal, by email: sbadyal@richmond.ca

cc Harry Rae, by email: hrae@telus.net