



To: Planning Committee
From: John Hopkins
Director, Policy Planning
Date: April 4, 2022
File: 08-4060-05-01/2022-
Vol 01
Re: **Referral Response on Residential Uses Along the Steveston Waterfront and Proposed Amendments to the Steveston Area Plan and Zoning Bylaw**

Staff Recommendation

1. That Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 10371, to revise the land use policies to no longer permit residential uses in the Steveston Village Riverfront area contained in Section 2.4 of the Official Community Plan (Steveston Area Plan), be introduced and granted first reading.
2. That Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 10371, having been considered in conjunction with:
 - a. the City's Financial Plan and Capital Program; and
 - b. the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;is hereby found to be consistent with said programs and plans, in accordance with Section 477(3)(a) of the Local Government Act.
3. That Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 10371, having been considered in accordance with Section 475 of the Local Government Act and the City's Official Community Plan Bylaw Preparation Consultation Policy 5043, is found not to require further consultation.
4. That Richmond Zoning Bylaw 8500, Amendment Bylaw 10372, which revises the:
 - a. "Steveston Commercial (CS2)" zoning district to not permit residential and related land uses on a site-specific basis at 3866 and 3900 Bayview Street;
 - b. "Light Industrial (IL)" zoning district to not permit a residential security/operator unit on a site-specific basis at 3540 and 3880 Bayview Street and 12551 No. 1 Road; and

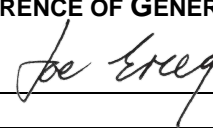


c. "Steveston Commercial and Pub (ZMU10)" zoning district to remove residential and related land uses from the zone,

be introduced and granted first reading.



John Hopkins
Director, Policy Planning
(604-276-4279)

Att. 4

REPORT CONCURRENCE		
ROUTED TO: Development Applications	CONCURRENCE <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

The following referral was made at the February 8, 2022 Planning Committee meeting:

To bring forward amendments to the Steveston Area Plan on the south side of Bayview Street between 3rd Avenue and No. 1 Road by:

- (1) Removing the allowance of mixed commercial/residential uses from all plans on the waterfront.*
- (2) Holding active rezoning applications in abeyance until such time as the referral is addressed.*
- (3) Providing a map of the building at 3866 Bayview Street and the walkway around the end of it to examine a way to connect the two sites together.*

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

6.1 Ensure an effective OCP and ensure development aligns with it.

In response to the February 8, 2022 referral, this report proposes:

- amendments to the Steveston Area Plan to remove the allowance for residential use and development to occur on the south side of Bayview Street between 3rd Avenue and No. 1 Road; and
- amendments to the Zoning Bylaw to remove residential and related land uses on a site-specific basis for the existing zoning districts in place on the south side of Bayview Street between 3rd Avenue and No. 1 Road.

These proposed amendments to the Steveston Area Plan and Zoning Bylaw are being brought forward in response to the Planning Committee direction provided in their February 8, 2022 referral.

A location map with a summary of the existing zoning of the area subject to the referral is contained in Attachment 1.

In relation to 3866 Bayview Street, a memo will address item (3) of the February 8, 2022 Planning Committee meeting referral, which will be distributed to Council separately.

Related Policies and Studies

Steveston Area Plan

The Steveston Area Plan designates properties on the south side of Bayview Street between 3rd Avenue and No. 1 Road for Heritage Mixed Use that allows for commercial and/or industrial uses at grade with residential and/or office uses above (Attachment 2 – Steveston Waterfront Neighbourhood Land Use Map). This current land use designation

allows for the potential development of mixed commercial and residential buildings along the Steveston Village Riverfront area.

The Steveston Area Plan allows a maximum density of 1.2 floor area ratio (FAR) and 2 storey buildings for the Steveston Village Riverfront area. Changes are proposed to remove the allowance for mixed commercial/residential development in this area, as directed by the February 8, 2022 Planning Committee referral.

Existing Zoning

Existing zoning for lots on the south side of Bayview Street between 3rd Avenue and No. 1 Road is summarized in Table 1. The location map contained in Attachment 1 also provides existing zoning information for reference purposes.

Table 1

Site	Current Zoning	Summary of Permitted Residential and Related Uses
3540 Bayview St.	Light Industrial (IL)	Residential security/operator unit
3800 Bayview St.	Steveston Commercial and Pub (ZMU10)	Apartment housing Includes uses that could occur within a dwelling for boarding and lodging, community care facility and home businesses.
3866 Bayview St.	Steveston Commercial (CS2)	Apartment housing Includes uses that could occur within a dwelling for boarding and lodging, community care facility and home businesses.
3880 Bayview St.	Light Industrial (IL)	Residential security/operator unit
3900 Bayview St.	Steveston Commercial (CS2)	Apartment housing Includes uses that could occur within a dwelling for boarding and lodging, community care facility and home businesses.
12551 No. 1 Rd.	Light Industrial (IL)	Residential security/operator unit

Under the current zoning for the above properties, development of more intensive residential uses or a dwelling unit (servicing as a residential caretaker unit) would be permitted. Proposed residential development on these properties that complies with existing zoning would require approval of a Development Permit and Heritage Alteration Permit by Council if work involves modification to the exterior of the existing building or if new building area is proposed. It is possible under current zoning that a residential use can be added to a site through a building permit process only, with no Council approval required, if the work involves no exterior alterations or new building area.

Existing Building Height Regulations – Steveston Area Plan and Zoning

For the area on the south side of Bayview Street between 3rd Avenue and No. 1 Road, the Steveston Area Plan allows a maximum building height of 20 m with accompanying land use policy that establishes a maximum density of 1.2 FAR and 2 storey buildings for this area. The maximum building height of 20 m provides for the allowance of cannery type

buildings with higher peaked roof ridges, which is characteristic of historical development fronting the water.

Current zoning allows building heights of 9 m for properties zoned Steveston Commercial (CS2) and Steveston Commercial and Pub (ZMU10). For properties zoned Light Industrial (IL), current zoning allows a maximum building height of 16 m.

This report does not address or propose changes to building height along the waterfront. Should Council want staff to reduce building height from 20 m in the Steveston Area Plan and reduce the maximum building height from 16 m for the Light Industrial (IL) zone along the Bayview Street waterfront, further direction from Planning Committee would be required. A proposed resolution is drafted below which suggests a maximum building height of 9 m. This maximum height could be varied by Council on a case-by-case basis. The draft resolution is as follows:

For properties along the Bayview Street waterfront in Steveston, direct staff to bring forward bylaw amendments to the:

- 1. Steveston Area Plan to reduce the maximum building height from 20 m to 9 m; and*
- 2. Zoning Bylaw to reduce the maximum building height from 16 m to 9 m for properties in the Light Industrial (IL) zone.*

Analysis

Proposed Amendments to the Steveston Area Plan

In accordance with the February 8, 2022 referral and direction from Planning Committee to remove the allowance for mixed commercial/residential development, proposed amendments to the Steveston Area Plan land use map and accompanying land use policies throughout the plan will:

- Replace the existing land use designation for properties on the south side of Bayview Street between 3rd Avenue and No. 1 Road with a new 'Waterfront Commercial-Industrial' designation. This new designation would only permit a combination of commercial and/or industrial uses on a site within a building(s), including office use at or above grade. No residential development would be permitted. The proposed amended Steveston Waterfront Neighbourhood Land Use Map is contained in Attachment 3 for reference purposes.
- Revise various land use policies and Development Permit Guidelines throughout the Steveston Area Plan to be consistent with the new 'Waterfront Commercial-Industrial' land use designation and to clarify that residential land uses are not permitted along the waterfront. In addition, minor administrative amendments are proposed to ensure consistency across the plan.

The proposed amendments to the Steveston Area Plan, requested by Planning Committee, provides for land uses in this area that do not conflict with maintaining the waterfront area south of Bayview Street as an amenity that is accessible and available to the public.

Presently, no residential uses or development exists on the lots south of Bayview Street between 3rd Avenue and No. 1 Road. The introduction of residential development in this area may result in additional pressures on waterfront land based on residential land use priorities (i.e., protection of residential views, noise/activity conflicts) that would undermine the City's objectives of maximizing public use and access to and along the waterfront.

In addition, City staff have had recent discussions with staff at the Province (Ministry of Forests, Lands, Natural Resource Operations and Rural Development that have jurisdiction over water lots in the area). Provincial staff have advised that they have faced separate challenges of integrating residential uses (primarily waterborne such as float homes) with other uses on water lots. Furthermore, Provincial staff noted that the proposed amendments to the Steveston Area Plan to no longer permit residential uses along the waterfront would be consistent with the Province's approach of not supporting use of water lots under their jurisdiction for residential purposes.

The proposed amendments would not impact the ability for commercial and/or industrial development to occur along the waterfront between 3rd Avenue and No. 1 Road. The Steveston Area Plan contains supporting land use policy for the development of waterfront lots for commercial and/or industrial use to ensure that this area remains a vibrant commercial centre and supports the commercial fishing harbour. The proposed 'Waterfront Commercial-Industrial' designation maintains support for commercial and industrial uses in this area.

Proposed Zoning Bylaw Amendments

A number of amendments to existing zoning of the six properties located in this area are proposed in response to the February 8, 2022 referral and direction provided to staff. It is staff's understanding that the referral is intended to remove the allowance of residential uses and ensure no form of residential development establishes in this area. To ensure zoning regulations applicable to these six properties are clear and transparent, amending the zoning for the six properties in this area to remove residential uses is recommended as each zone permits some form of residential development.

The zoning revisions are aligned with the proposed changes to the Steveston Area Plan and referral direction to remove all residential use provisions for the area. Proceeding with amendments to the Steveston Area Plan only would not address the potential for residential uses to locate or establish in the area as current zoning allows some form of residential development on each site. A summary of the recommended zoning revisions to the six properties between 3rd Avenue and No. 1 Road is provided below.

- Light Industrial (IL): Remove the allowance for a "residential security/operator unit" on a site-specific basis for the properties located at 3540 and 3880 Bayview Street and 12551 No. 1 Road.
- Steveston Commercial and Pub (ZMU10): Remove the allowance for "housing apartment" and all related residential uses (i.e., boarding and lodging; community care facility; home business) in this zone. 3800 Bayview Street is the only site with this zoning in the City; therefore, proposed changes will apply to this site only.

- Steveston Commercial (CS2): Remove the allowance for “housing apartment” and all related residential uses (i.e., boarding and lodging; community care facility; home business) on a site-specific basis for the properties located at 3866 and 3900 Bayview Street.

Implications to Development Proposals

If endorsed by Council, the proposed Steveston Area Plan and Zoning Bylaw amendments summarized in this report will have immediate effect for the properties on the south side of Bayview Street between 3rd Avenue and No. 1 Road.

Within this area, two development applications have been submitted at 3880 Bayview Street (RZ 17-770978) and 3900 Bayview Street (ZT 20-903989) that involves a residential use component in their proposal. The proposed Steveston Area Plan and Zoning Bylaw amendments removes the allowance for mixed commercial/residential development and prohibits residential uses. As a result, there would be no policy to support applications with a residential component. Any proposed development would need to comply with the permitted land uses along the waterfront outlined in this report.

Consultation

Written correspondence has been received by the City for two properties in the area under review (3880 and 3900 Bayview Street) and is contained in Attachment 4. Generally, these two pieces of correspondence received are opposed to removing residential uses on the south side of Bayview Street. City staff also had discussions with individuals that are involved in the development applications proposing residential development on these two sites, including meeting with the proponent of the proposal at 3900 Bayview Street on March 7, 2022 (via web conference). In these discussions, concerns were noted about the referral, impacts to their existing proposals and future intended use of the property.

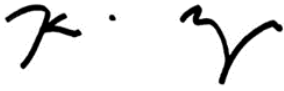
The Steveston Area Plan and Zoning Bylaw amendments proposed in this report will be forwarded to a Public Hearing. Prior to the Public Hearing, all impacted properties located on the south side of Bayview Street will be notified and the public will have the opportunity to comment at the Public Hearing. In conjunction with the City’s Official Community Plan Consultation Policy No. 5043 and the February 8, 2022 Planning Committee referral, no additional consultation is recommended.

Conclusion

Based on the February 8, 2022 Planning Committee referral and direction provided, staff recommend the following:

- That Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 10371 be introduced and given first reading; and
- That Richmond Zoning Bylaw 8500, Amendment Bylaw 10372 be introduced and given first reading.

These amendments would remove the allowance for mixed commercial/residential development and prohibit residential uses along the south side of Bayview Street between 3rd Avenue and No. 1 Road as directed by Planning Committee.

A handwritten signature in black ink, appearing to read 'K. Eng', with a dot between the initials.

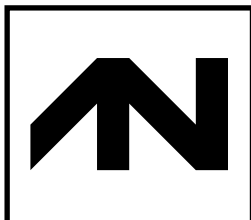
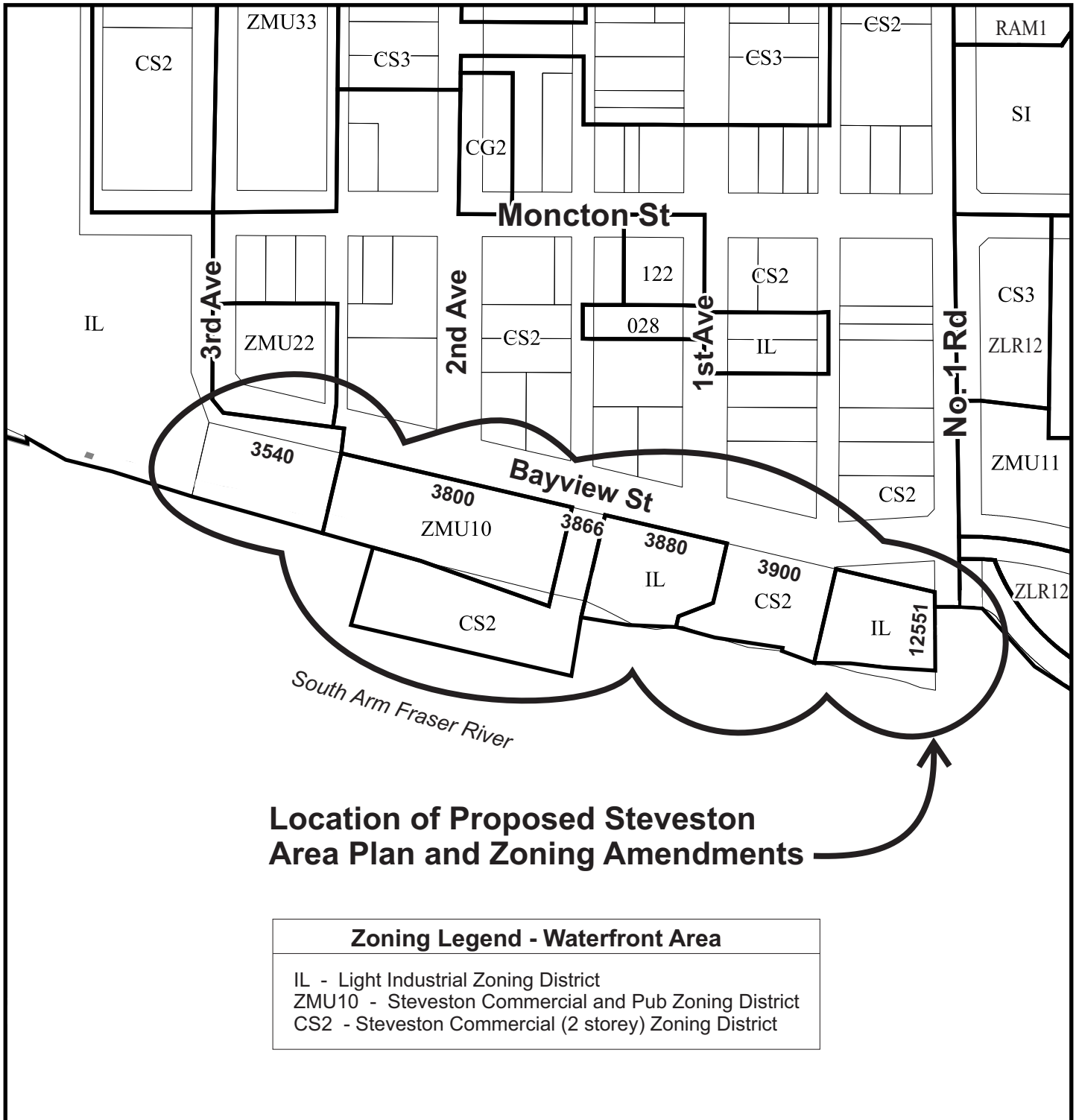
Kevin Eng
Planner 3
(604-247-4626)

KE:cas

- Att. 1: Location Map
2: Steveston Waterfront Neighbourhood Land Use Map (Existing)
3: Steveston Waterfront Neighbourhood Land Use Map (Proposed)
4: Public Correspondence



City of
Richmond

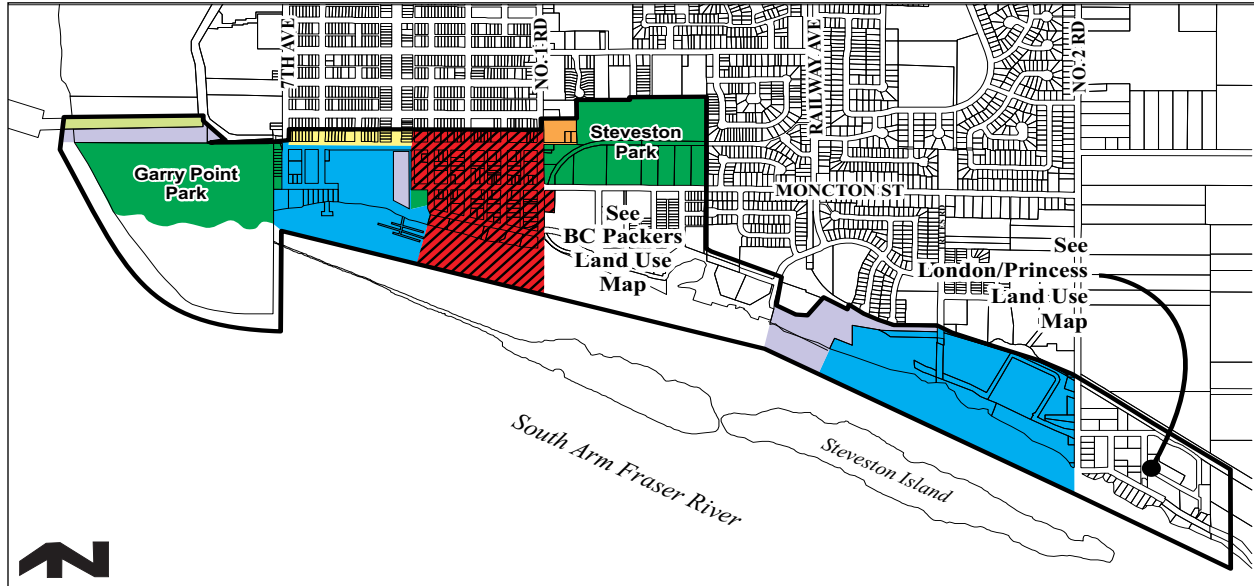










Steveston Village
Waterfront Area

Original Date: 11/22/21
Revision Date: 03/15/22
Note: Dimensions are in METRES

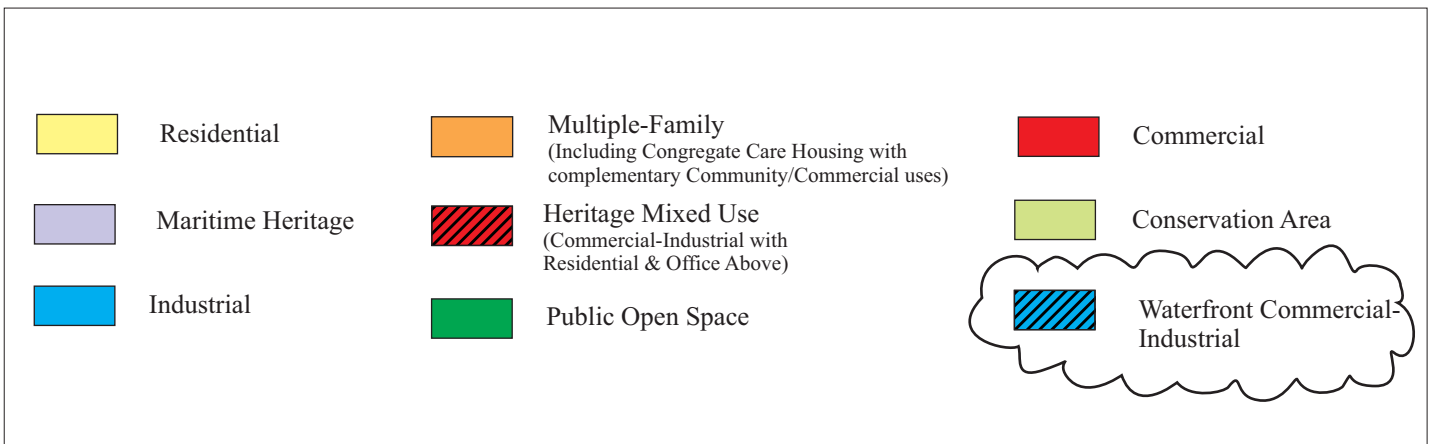
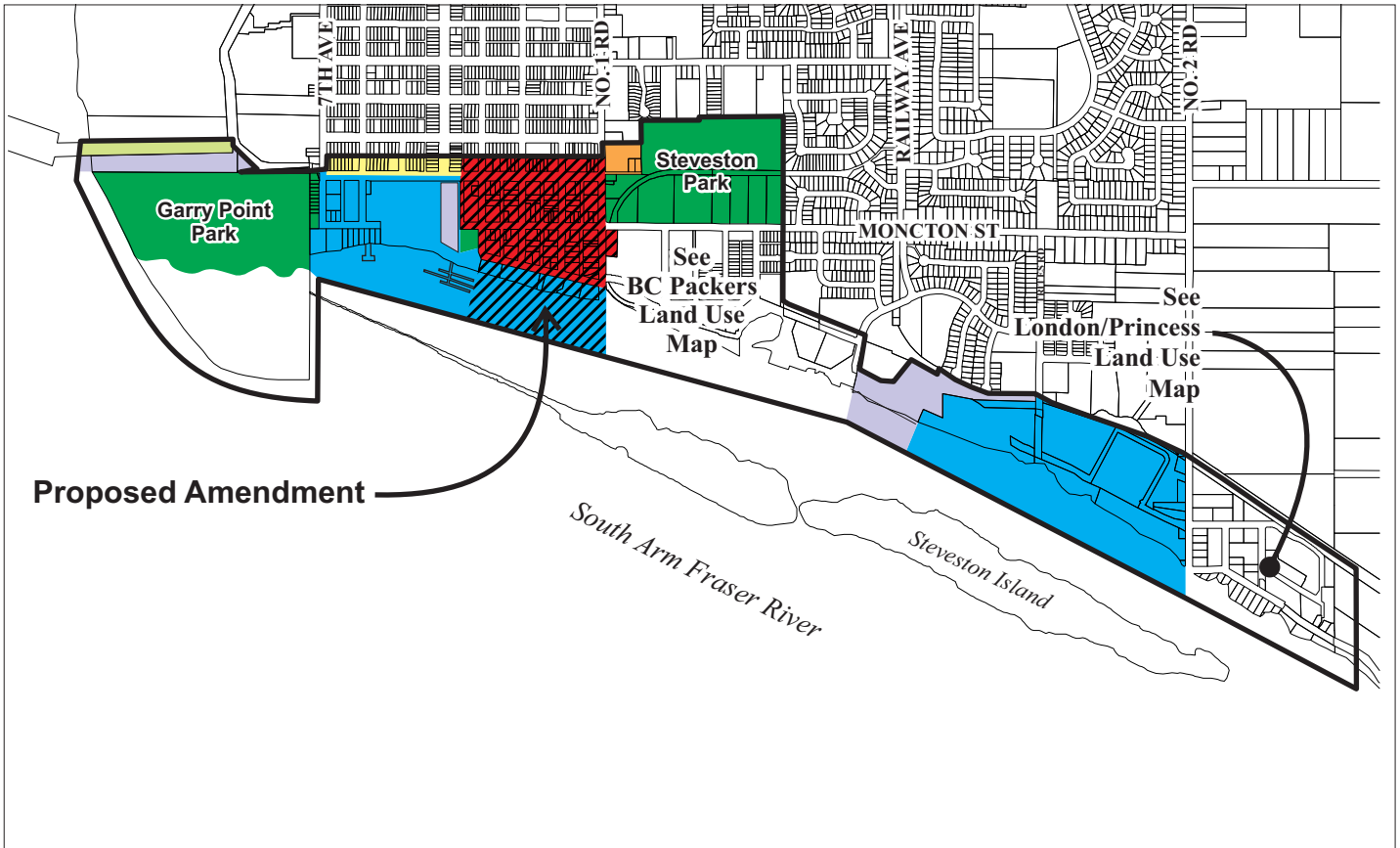
Steveston Waterfront Neighbourhood Land Use Map

Bylaw 8432
2010/05/25



	Residential		Multiple-Family (Including Congregate Care Housing with complementary Community/Commercial uses)
	Maritime Heritage		Heritage Mixed Use (Commercial-Industrial with Residential & Office Above)
	Industrial		Public Open Space
	Commercial		Conservation Area

Steveston Waterfront Neighbourhood Land Use Map



Dear Mayor and Council members

I am Brian Veljacic. A commercial fisherman . I live in the Waves building across the street from the former Esso site on Bayview Street.

I recently watched the Feb 8/22 council meeting. Focus was on the Steveston boardwalk discussion. I want to thank the council's proposal for the continuous boardwalk and proposed access links to the waterfront. This is an excellent Steveston community proposal and long overdue. We want to promote foot traffic, not block it.

I was shocked and jaw droppingly disappointed in the council's comments on the non-residential use south of Bayview Street. This topic was not on the agenda. Also recommended by council, was to stop any in-stream zoning applications.

I presently have a zoning text amendment application for 3900 Bayview Street, known as Riversong. My application was submitted around April 2020. Myself, Architects and city planners (Cynthia and Minhee) have been back and forth working on this for probably 2 years prior to submission. We have been reduced to building only a single unit apartment dwelling. On the second level of the existing building structures. Hence the text amendment to the current CS2 zoning. I am not asking to rezone but to merely make a text amendment to the existing zoning. To allow a single residential unit rather than 2 or more units. As is presently permitted under the current zoning.

I want to thank Mr. Steves. My wife and I met Mr. Steves, 15 years ago, regarding our building application in Steveston Village. 12231 First Ave, known as the Waves building. After Mr. Steves endorsed our plans , we have continued to get public praise as to how beautiful our building turned out. I have lived in the Waves building since it was built. A mixed use building. Thank you.

Our family immigrated from a small fishing village in Croatia. All my brothers, uncles, father and grandparents fished out of the Steveston BC Packers imperial plant. I have fished out of Steveston for 45 years. My dream is to build on the second level at 3900 Bayview street. Live out the rest of my days looking out over the Fraser River where I worked.

3900 Bayview is currently zoned CS2, mixed use residential. I originally purchased the lease property with the intention to build my dream home. We do not plan to exceed the existing footprint or height restrictions. We do not plan to restrict or change any of the existing access corridors. Even after the addition we will still be under the 1.0 FAR. There is already a second mezzanine level in the building. We plan to use this floor level and expand on it.

During the years of back and forth with city planners. They have requested us to contract surveyors, traffic consultants, parking consultants, geotects and architects. We have invested considerable time and funds to move towards our dream. Our proposed addition, like the Waves

building. Will be a welcome addition to Steveston Village. I am confident we will again get continued compliments from the public.

I hope you understand how personal this project is for our family. I am doing this to build a retirement residence not to sell or flip for profit.

Council suggested that mixed use residential on the south side of Bayview Street will restrict public access to the waterfront. I disagree. Once I move into the new unit. This will free up my unit in the Waves building for a family to enjoy our village. Again, our second level unit will not restrict the existing access corridors to the waterfront. We currently have 2 access links to the waterfront on our property now. We will maintain the status quo. Also mixed use residential brings a vibrant living/working atmosphere to our community. Please do not take this away.

Community in Steveston is important to me. I worked hard over the last 15 years maintaining a vibrant Steveston community and will continue to work for the community. I keep a high standard of maintenance on our properties. I am proud to be part of the Steveston Village community.

I wonder if you may be confusing my simple text amendment application with the 3880 Bayview application. The former Esso site. I would be happy to explain our proposal to the council if they are not familiar.

I would like a meeting with all council members to explain my application. To get an explanation from the council, why they believe my single unit will restrict public access to the waterfront. Please explain how the council can stop a 2 year in stream application when we are already zoned CS2 residential mixed use.

I would like you to reconsider your motion and allow our text amendment application to proceed.

Please let me know when we can meet,

Thank you Brian Veljacic

Eng, Kevin

From: Ken Chow (IFA) <ken@interfacearchitecture.com>
Sent: February 9, 2022 1:15 PM
To: Badyal, Sara
Cc: Jason Zhang; Jun Zi; Eng, Kevin; Craig, Wayne
Subject: RE: Planning Committee referral regarding residential development on the south side of Bayview Street

City of Richmond Security Warning: This email was sent from an external source outside the City. Please do not click or open attachments unless you recognize the source of this email and the content is safe.

Hi Sara:

I was aware that yesterday's Planning Committee was considering waterfront access amendments to the Steveston Area Plan and was resigned to its endorsement. However, this new referral motion to eliminate residential uses south of Bayview is a big surprise, and a project killer. Even without a vested stake in this project, I am shocked by this motion while our proposal is in-stream, as will be the owners.

Since 2017, the goal posts have constantly moved as previous detailed and outlined here:

1. Permitted to develop to a max 1.6 FAR, 3-storeys, mixed-use
2. Dike requirements required designing to Bayview potentially raised 1.5m, 3.25m front yard setback
3. Area Plan revised to reduce to 1.2 FAR, 2-storeys, mixed-use
4. Push to move boardwalk entirely on subject site (no water lot encroachment)
5. Area Plan revises again to relocate Required Connection #5 from east side to west side of subject site.
6. Now, Area Plan proposes removing residential as a permitted use!!!

The owners bought the property in 2016 in good faith with an expected development potential. They will now feel their property ownership rights have been disregarded.

Understand that the various government agencies have been impossible to coordinate support for previous concepts; I now know they are very opaque to deal with and remain silo'ed in their roles. We have pushed hard to make progress, but the moving goal posts have caused delays as each new design concept requires additional outreach efforts.

Thanks for listening. I would guess the City deals with these difficult situations from time to time. If there is any course of action that may help our client, please advise.

--

Ken

From: Badyal, Sara
Sent: February 9, 2022 11:23 AM
To: 'Ken Chow (IFA)'
Subject: Planning Committee referral regarding residential development on the south side of Bayview Street

Hi Ken,

I am writing to let you know that yesterday, at the February 8, 2022 Planning Committee meeting:

- Planning Committee endorsed the Steveston waterfront walkway report, titled “Referral Response on Public Access Along the Steveston Waterfront and Proposed Amendments to the Steveston Area Plan” by Kevin Eng.
- Planning Committee passed a referral motion directing staff to remove the ability to construct residential units on the south side of Bayview Street. The referral motion includes language directing staff to hold rezoning applications for residential development in abeyance until the referral is addressed.

As a result of Planning Committee direction, we will not be able to continue to review your application until the referral motion is addressed.

Please note that the report and referral will be placed on the agenda for consideration at the February 14, 2022 Council meeting on Monday night.

Planning Committee Meetings - link to 2022 meeting agendas, minutes and audiovisual recordings:
<https://www.richmond.ca/cityhall/council/meeting/WebAgendaMinutesList.aspx?Category=24&Year=2022>

Council Meetings - link to 2022 meeting agendas, minutes and audiovisual recordings:
<https://www.richmond.ca/cityhall/council/meeting/WebAgendaMinutesList.aspx?Category=6&Year=2022>

If you would like to discuss further or require additional information, please feel free to call me at 604-276-4282.

Regards,

Sara Badyal, M. Arch, RPP
Planner 3

Development Applications Department

City of Richmond | 6911 No. 3 Road, Richmond, BC V6Y 2C1
P (604) 276-4282 | W www.richmond.ca | E sbadyal@richmond.ca
People | Excellence | Leadership | Team | Innovation