



# City of Richmond

## Report to Committee Planning and Development Division

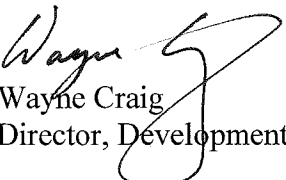
**To:** Planning Committee  
**From:** Wayne Craig  
Director, Development

**Date:** March 9, 2017  
**File:** ZT 14-656010

**Re:** Application by Suncor Energy Inc. (Petro-Canada Inc.) for a Zoning Text Amendment to the Gas Station Commercial (ZC15) – Broadmoor and Ironwood Area to Permit a Drive-Through Restaurant at 11991 Steveston Highway

### Staff Recommendation


That Richmond Zoning Bylaw 8500, Amendment Bylaw 9698, for a Zoning Text Amendment to the “Gas Station Commercial (ZC15) – Broadmoor and Ironwood” zone to permit “Restaurant, drive-through” at 11991 Steveston Highway, be introduced and given first reading.

  
Wayne Craig  
Director, Development

WC:ke  
Att. 4

### REPORT CONCURRENCE

CONCURRENCE OF GENERAL MANAGER

  
For J. Erickson

## **Staff Report**

### **Origin**

Suncor Energy Inc. (Petro-Canada Inc.) has applied to the City of Richmond for permission to amend the “Gas Station Commercial (ZC15) – Broadmoor and Ironwood” zoning district of Zoning Bylaw 8500 to add “Restaurant, drive-through” as a site-specific secondary use on the property at 11991 Steveston Highway (Attachment 1).

A previous rezoning (RZ 04-272679) to the “Gas Station Commercial (ZC15) – Broadmoor and Ironwood” zone for the site was adopted by Council on December 10, 2007. A Development Permit (DP 04-278898) was issued by Council on December 10, 2007 to permit redevelopment of the existing Petro-Canada gas station including an expanded retail convenience store. As part of this redevelopment, a drive-through to serve as an order/pick-up window for customers to the retail convenience store was implemented. However, the drive-through order/pick-up window servicing the convenience has never been operational since the site was redeveloped in 2008.

The proposal is for a drive-through restaurant that would reconfigure the existing drive-through and create a kitchen/service and small seating area within the existing convenience store. No additional building or floor area is required for the proposal. A future Development Permit application will be required to address exterior changes to the building and modifications to the site to reconfigure the existing drive-through.

### **Findings of Fact**

A Development Application Data Sheet providing details about the development proposal is contained in Attachment 2.

### **Surrounding Development**

The subject site contains an existing Petro-Canada gas station with an accessory retail convenience store zoned “Gas Station Commercial (ZC15) – Broadmoor and Ironwood”. Existing driveways along No. 5 Road and Steveston Highway service the subject site.

To the North: A property zoned “Single-Detached RS1/E” that contains a single family dwelling.

To the South: Across Steveston Highway, a gas station zoned “Gas Station Commercial (ZC15) – Broadmoor and Ironwood” and Ironwood Shopping Centre zoned “Community Commercial (CC)”

To the East: Across No. 5 Road, “The Gardens” mixed use development zoned “Commercial Mixed Use – The Gardens (Shellmont) (ZMU18).

To the West: A townhouse development zoned “Low Density Townhouses (RTL3)”

**Related Policies & Studies****Official Community Plan/Ironwood Sub Area Plan**

The Official Community Plan (OCP) designates the subject site Neighbourhood Service Centre. The proposal to add a drive-through restaurant to the existing gas station complies with the OCP designation.

The subject site is also located in the Ironwood Sub Area Plan – Area A. The Development Permit Guidelines for commercial development in the Ironwood Sub Area applies to the proposal and will be reviewed through the forthcoming Development Permit application.

**Floodplain Management Implementation Strategy**

The proposed redevelopment must meet the requirements of the Richmond Flood Plain Designation and Protection Bylaw 8204. A flood indemnity covenant was secured and registered through the previous rezoning application (RZ 04-272697.)

**Noise Regulation Bylaw 8856**

The applicant engaged an acoustical engineer to assess the noise generated from the proposed drive-through restaurant (i.e., idling cars, vehicles travelling through the drive through and order/speaker boxes) in accordance with the applicable provisions of Noise Regulation Bylaw 8856. The acoustical engineer's report notes that the proposed drive-through operation will comply with the bylaw.

At future Development Permit application, an additional acoustical report will be required to confirm the following:

- All building mechanical systems, exhaust venting and heating, ventilation and air conditioning (HVAC) units to be installed as part of the project will comply with Noise Regulation Bylaw 8856.
- All drive-through order/speaker systems will comply with Noise Regulation Bylaw 8856.
- The building envelope is designed to avoid noise generated from the internal use from penetrating into residential areas to ensure compliance with Noise Regulation Bylaw 8856.
- Ensure that any sound/noise attenuation measures recommended by the consultant are reviewed and included as part of the Development Permit application.

**Public Consultation**

A rezoning sign has been installed on the subject property. Staff have not received any comments from the public about the rezoning application in response to the placement of the rezoning sign on the property.

Should the Planning Committee endorse this application and Council grant 1st reading to the rezoning bylaw, the bylaw will be forwarded to a Public Hearing, where any area resident or interested party will have an opportunity to comment.

Public notification for the Public Hearing will be provided as per the *Local Government Act*.

### **Ministry of Transportation and Infrastructure (MOTI)**

The project was referred to MOTI staff, who granted preliminary approval to the proposal. Final approval from MOTI will be secured as a rezoning consideration for the subject site.

### **Analysis**

#### **Built Form and Architectural Character**

Minor changes will occur to the exterior of the existing building to relocate the drive-thru pick-up window to the west and install signage for the new tenant. Interior changes will convert a portion of the building to accommodate the kitchen/service area for the drive-thru restaurant.

The existing drive through infrastructure located along the north portion of the site will be redesigned to accommodate the following (Attachment 3 – Conceptual Site and Elevation Drawings):

- The drive-thru pick-up window will be relocated to the west to the middle of the building and order boards are situated after entering the drive-thru queue area on the east of the site.
- Sufficient vehicle queue length to accommodate 8 vehicles on-site in the drive-thru order lane, as per City Zoning Bylaw requirements.
- Reconfiguration of the drive-aisle to accommodate a double-lane queue configuration at the drive-thru entrance (merging to single lane), while preserving a pedestrian connection from No. 5 Road to the access to the convenience/retail store.
- No vehicle circulation conflicts on-site or at the No. 5 Road driveway access/exit location to the site will occur.

#### **Transportation and Site Access**

The vehicle access location and configuration to the site will not change as a result of this proposal with current right-in/right-out driveways along No.5 Road and Steveston Highway. The applicant has demonstrated that the minimum vehicle queue length for the drive-thru of 8 vehicles (as per the City's Zoning Bylaw) can be accommodated through a double-lane merging to a single-lane drive-through configuration. The proposed site plan also ensures all on-site vehicle manoeuvring and circulation (including at the No. 5 Road and Steveston Highway driveway) can be accommodated without any vehicle conflicts.

On-site parking for the proposed drive-thru restaurant, including the retail convenience store, will be provided consistent with the City's off-street parking requirements in Zoning Bylaw 5300.

### **Development Permit**

Further review of the modifications to the existing building and overall site to accommodate the proposed drive-thru restaurant operation will be undertaken through the Development Permit application. Staff have identified the following items to be examined and addressed through the Development Permit application:

- Information on design and location of (existing and proposed) building mechanical, exhaust ventilation and HVAC units to ensure they are not a visual disturbance to surrounding areas and are properly screened.
- Provide additional details to confirm measures to mitigate against odour, noise and light impacts from the proposed drive-thru operation.
- Examine the existing landscape treatments along the residential adjacencies along the north and west edges of the subject site to determine if there are any opportunities for additional plantings or treatments to strengthen this buffer.
- Landscaping design modifications for the proposed project.

### **Site Servicing and Frontage Improvements**

Engineering Planning staff have not identified any servicing works or infrastructure upgrades for this development.

The following transportation frontage works and related road dedications are required as part of this development:

- Approximately a 22 sq. m dedication along No. 5 Road to accommodate a 1.5 m wide sidewalk and 1.5 m wide boulevard along the entire frontage.
- Along Steveston Highway, a 1.5 m wide concrete sidewalk and 1.5 m wide boulevard along the entire frontage.
- Along Steveston Highway, a 3.0 m wide by 9 m in length concrete landing pad for accessible bus stop requirements, including the necessary on-site statutory right-of-way (SRW) (approximately 1.5 m wide by 5 m in length) for a concrete pad for the placement of a bus shelter (Note - The existing SRW Plan BCP33443 along Steveston Highway will be required to be modified and/or discharged to accommodate the new on-site SRW).
- Voluntary contribution (\$30,000) by the developer to the City for installation of a bus shelter along Steveston Highway.

- Submission of a functional design is a rezoning consideration to confirm the amount of land dedication and dimensions of the statutory right-of-way for the above referenced works.
- Please refer to Attachment 4 for the rezoning considerations for this project.

A Servicing Agreement is required for the frontage works, which will be required to be completed prior to issuance of the Building Permit for the project.

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

The Zoning Text Amendment application results in insignificant Operational Budget Impact (OBI) for off-site City infrastructure.

### **Conclusion**

The purpose of this Zoning Text Amendment application is to amend the “Gas Station Commercial (ZC15) – Broadmoor and Ironwood” to add “Restaurant, drive-thru” as a site specific secondary use at 11991 Steveston Highway. The proposal will enable the conversion of a portion of the existing retail convenience store to a drive-thru restaurant and reconfiguration of the existing drive-thru layout to accommodate the proposed use.

Staff supports this application as it facilitates frontage upgrades and bus stop infrastructure consistent with the surrounding area. Furthermore, modifications to the drive-thru to ensure efficient and safe vehicle movements will be undertaken and no increases to the building footprint are required.

It is recommended that Richmond Zoning Bylaw 8500, Amendment Bylaw 9698 be introduced and given first reading.



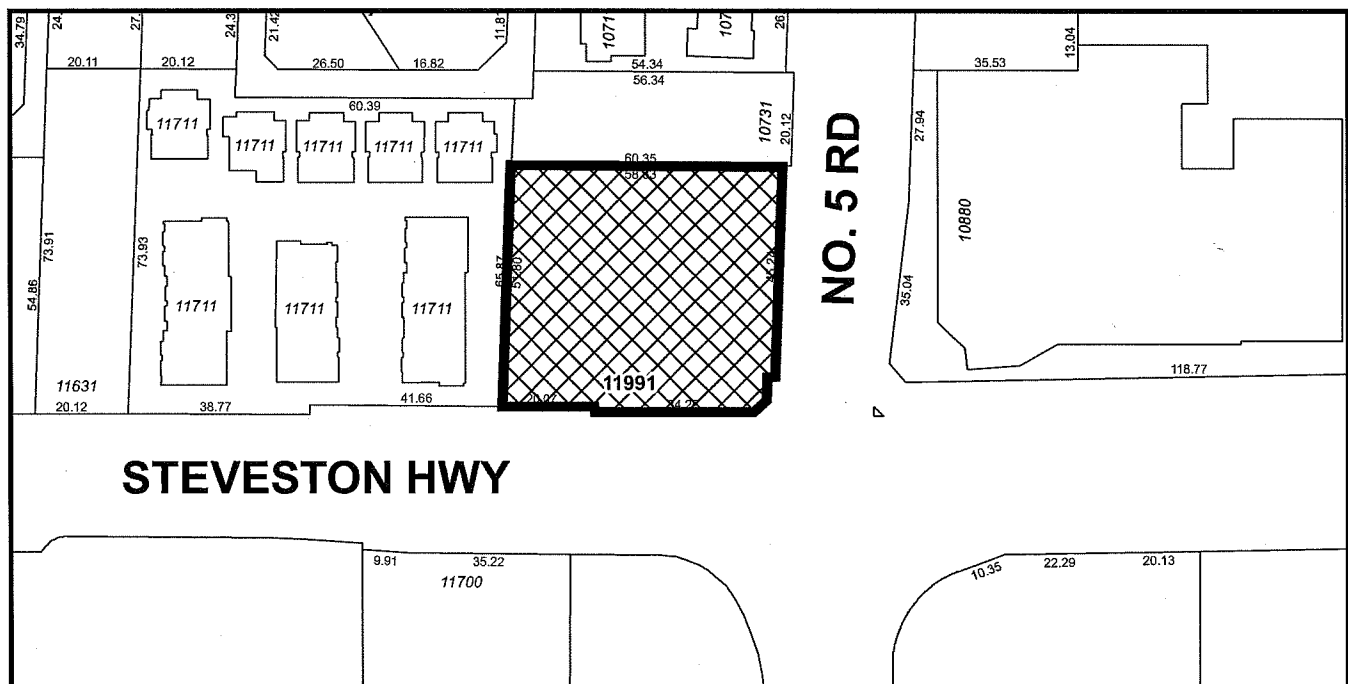
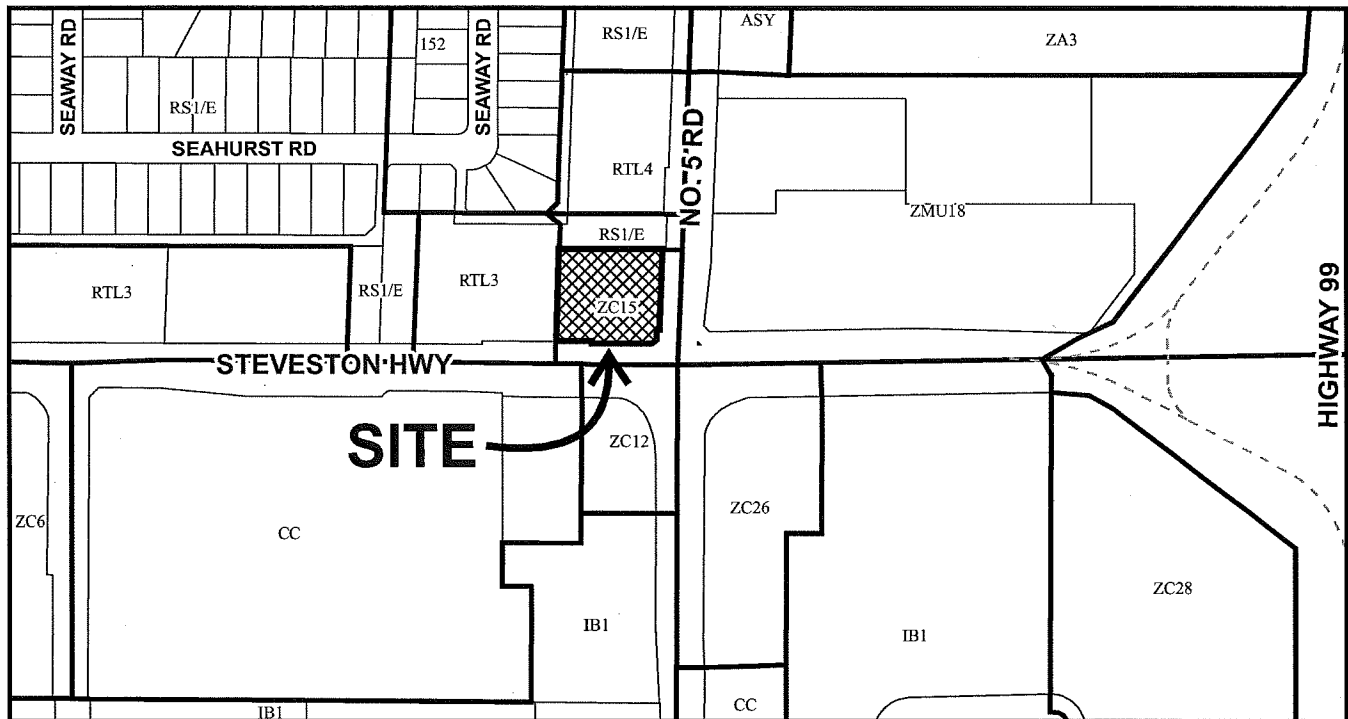
Kevin Eng  
Planner 2

KE:rg

Attachment 1: Location Map  
Attachment 2: Development Application Data Sheet  
Attachment 3: Conceptual Development Plans  
Attachment 4: Rezoning Considerations



City of  
Richmond



ZT 14-656010

Original Date: 06/06/16

Revision Date:

Note: Dimensions are in METRES





City of  
Richmond



ZT 14-656010

Original Date: 02/21/14

Revision Date: 06/06/16

Note: Dimensions are in METRES





# City of Richmond

## Development Application Data Sheet

Development Applications Department

**ZT 14-656010**

**Attachment 2**

Address: 11991 Steveston Highway

Applicant: Suncor Energy Inc.

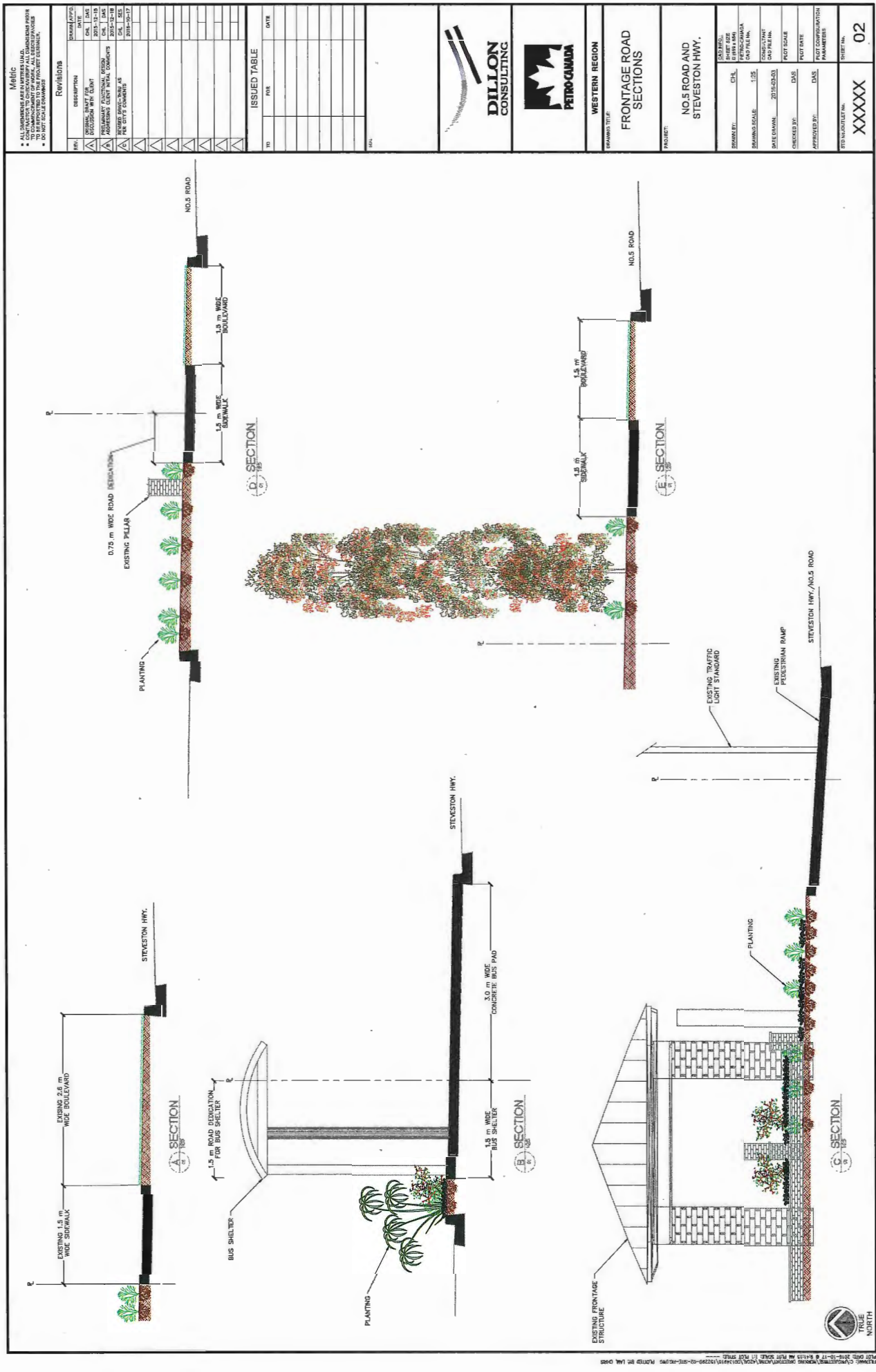
Planning Area(s): Ironwood Sub Area

	Existing	Proposed
<b>Owner:</b>	Suncor Energy Inc.	No change
<b>Site Size (m<sup>2</sup>):</b>	3,042 m <sup>2</sup>	No change
<b>Land Uses:</b>	Gas station and accessory retail convenience store	Add a drive-through restaurant to the existing building as a secondary use
<b>OCP Designation:</b>	Neighbourhood Service Centre	No change - complies
<b>Area Plan Designation:</b>	Ironwood Sub Area Plan – Area A (Development Permit – Commercial Development)	No change
<b>Zoning:</b>	Gas Station Commercial (ZC15) – Broadmoor and Ironwood	Add "Restaurant, drive-through" as a site specific secondary use

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 0.35 FAR	0.1	none permitted
Lot Coverage (% of lot area):	Max. 35%	17% (Includes canopy over gas pumps)	none
Building Setbacks (m):	Road: Min. 12 m Rear: Min. 3 m Side: Min. 3 m	Road: 33 m (Steveston Highway) Road: 18 m (No. 5 Road) Rear: 6.5 m (north) Side: 20 m (west)	none
Building Height (m):	9 m	5.2 m	none
Off-street Parking Spaces – Total:	8 stalls	11 stalls	none









Metric		<ul style="list-style-type: none"><li>ALL DIMENSIONS ARE IN METERS (U.S.)</li><li>ALL DIMENSIONS ARE TO FACE UNLESS OTHERWISE NOTED</li><li>DO NOT SCALE DRAWINGS</li></ul>	
Revisions			
REV.	DESCRIPTION	DATE	BY
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DILLON CONSULTING	
	
PETRO-CANADA	

WESTERN REGION	
EXPANDED TRAIL	
FRONTAGE ROAD SECTIONS	

PROJECT:	
NO.5 ROAD AND STEVENSON HWY.	

DESIGNED BY:	CHL
DRAWN BY:	1/25
CHECKED BY:	1/25
DATE DRAWN:	2015-12-15
DATE CHECKED:	2015-12-15
DATE APPROVED:	2015-12-15
DATE ISSUED:	2015-12-15

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WESTERN REGION  
FRONTAGE ROAD SECTIONS

NO.5 ROAD AND STEVENSON HWY.

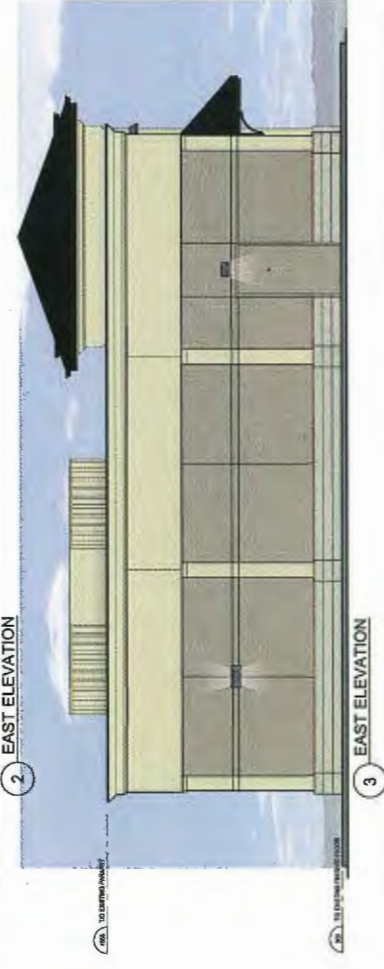
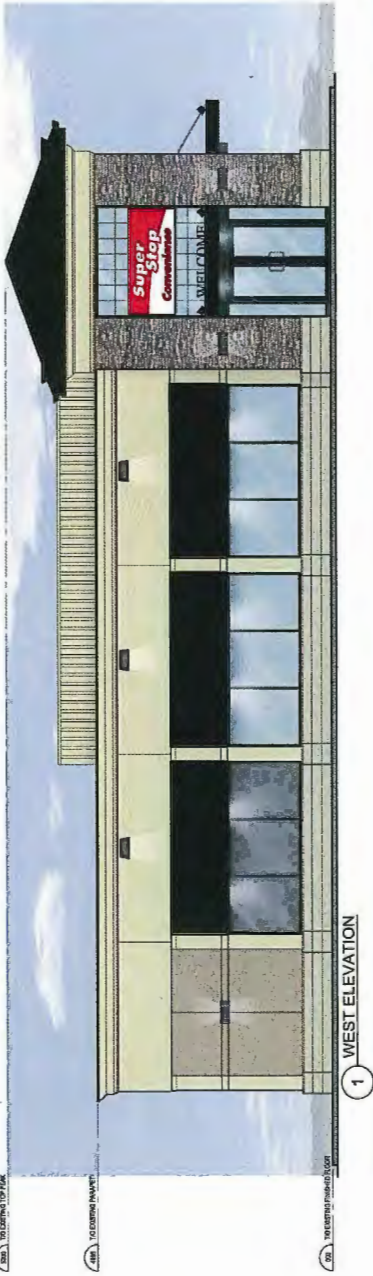
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NO.5 ROAD AND STEVENSON HWY.

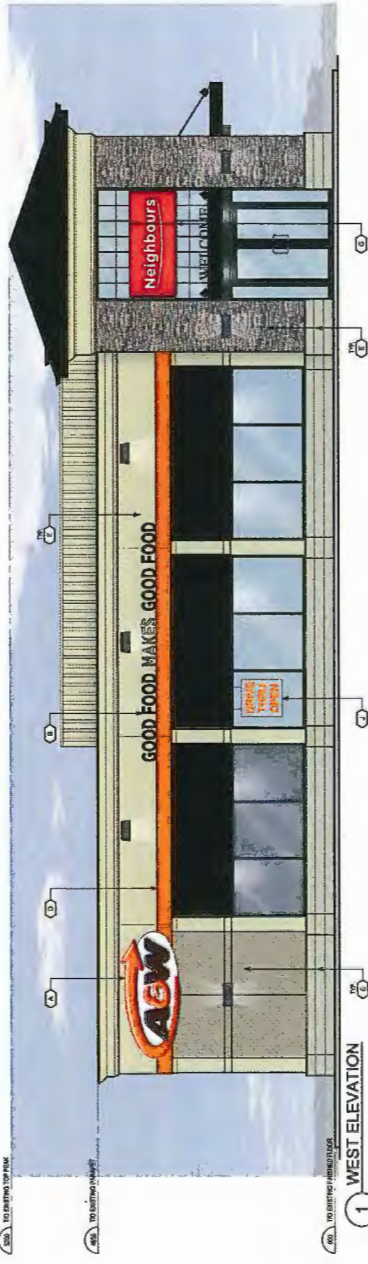
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DRAWN BY: CHL  
CHECKED BY: CHL  
APPROVED BY: CHL  
PROJECT NO.: 105  
PROJECT NAME: NO.5 ROAD AND STEVENSON HWY.

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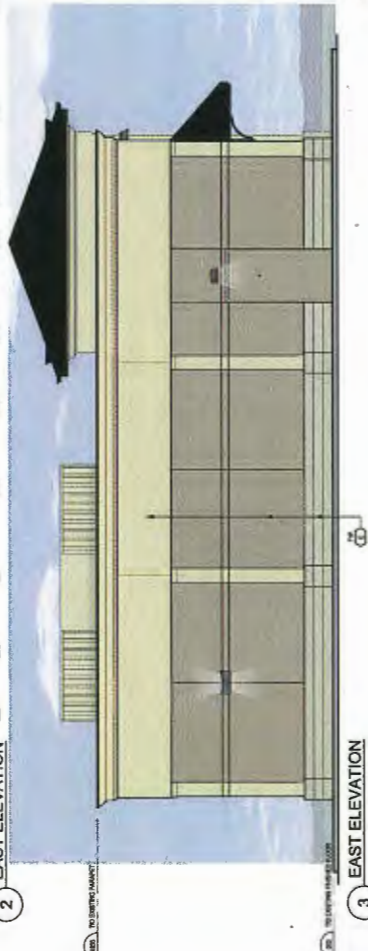




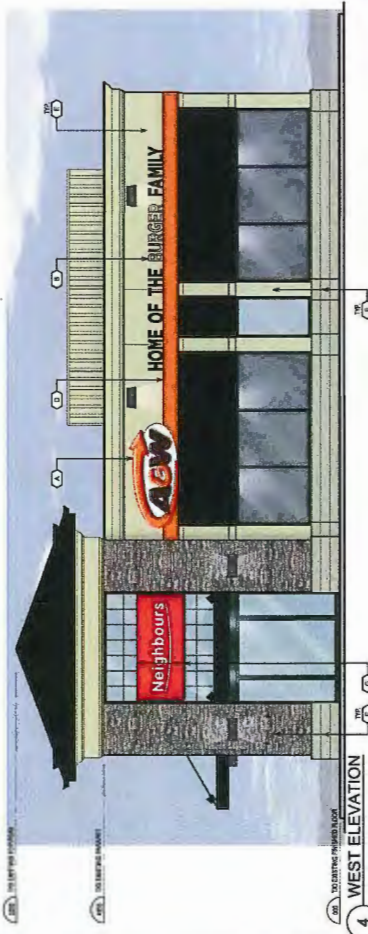
1 WEST ELEVATION



2 EAST ELEVATION



3 EAST ELEVATION



4 WEST ELEVATION

NO.	PRODUCT	SPECIFICATION & COLOUR	REMARKS
A	NEW ILLUMINATED LOGO SIGN		
B	NEW NON-ILLUMINATED LETTER SIGN		
C	RELOCATED DRIVE-THRU WINDOW		
D	ILLUMINATED BOOKENDING LIGHT BOX	TO BE REPAINTED TO MATCH ANY CHANGE	SUPPLIED BY A&W INSTALLED BY D.C.
E	EXISTING EXTERIOR FINISH		
F	NEW SIGN FACE	PATCH & REPAIR WHERE REQ'D (BITE VERIFY)	
G	NON-ILLUMINATED A&W GRAPHIC SNAP FRAME UNIT	APPLY ON EXISTING ILLUMINATED SIGN BOX	PROVIDED BY A&W
H	A&W DRIVE-THRU OPEN ILLUMINATED SIGN	INTERIOR SUSPENDED	PROVIDED BY A&W
I	ACM WALL PANEL	COLOUR TO MATCH - A&W ORANGE	
J	CULURED STONE IN-FILL	TO MATCH ADJACENT	

5 EXTERIOR FINISH SCHEDULE



**Address:** 11991 Steveston Highway

**File No.:** ZT 14-656010

**Prior to final adoption of Richmond Zoning Bylaw 8500, Amendment Bylaw 9698, the developer is required to complete the following:**

1. Provincial Ministry of Transportation & Infrastructure Approval.
2. Submission of a functional design to confirm any land dedication and/or statutory right-of-way requirements for frontage works along No. 5 Road and Steveston Highway, including but not limited to the following:
  - a) No. 5 Road – Approximately 22 sq. m of land dedication along a portion of the subject site's No.5 Road frontage.
  - b) Steveston Highway – statutory right-of-way (SRW) to accommodate an approximate 1.5 m wide by 5 m length concrete pad for a bus shelter. Provisions to be included in the SRW to be consistent with bus shelters located on private property (Note: The existing SRW Plan BCP33443 along Steveston Highway will be required to be modified and/or discharged to accommodate the new on-site SRW).
3. The submission and processing of a Development Permit\* completed to a level deemed acceptable by the Director of Development.
4. Voluntary contribution of \$30,000 to go towards the installation of a bus shelter.

**Prior to a Development Permit\* being forwarded to the Development Permit Panel for consideration, the developer is required to:**

1. Submission of a report from an acoustical engineer to ensure noise generated from the proposed development (Building, mechanical systems, HVAC/exhaust and drive-through operations) complies with Noise Regulation Bylaw 8856, including any recommended sound/noise attenuation measures to be incorporated into the development.
2. Submission of a landscape bond/letter of credit for all on-site landscaping works.

**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 Department. 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. Enter into a Servicing Agreement\* for the design and construction of frontage works along No. 5 Road and Steveston Highway. Works include, but may not be limited to:
  - a) Along No. 5 Road – 1.5 m wide sidewalk and 1.5 m wide boulevard.
  - b) Along Steveston Highway
    - 1.5 m wide sidewalk and 1.5 m wide boulevard.
    - 3.0 m wide by 9 m in length concrete landing pad for accessible bus stop requirements, including the necessary on-site statutory right-of-way (SRW) (approximately 1.5 m wide by 5 m in length) for a concrete pad for the placement of a bus shelter.
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 Department at 604-276-4285.

**Note:**

Initial: \_\_\_\_\_



- \* 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.
- Applicants for all City Permits are required to comply at all times with the conditions of the Provincial *Wildlife Act* and Federal *Migratory Birds Convention Act*, which contain prohibitions on the removal or disturbance of both birds and their nests. Issuance of Municipal permits does not give an individual authority to contravene these legislations. The City of Richmond recommends that where significant trees or vegetation exists on site, the services of a Qualified Environmental Professional (QEP) be secured to perform a survey and ensure that development activities are in compliance with all relevant legislation.

- SIGNED COPY ON FILE -

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Signed

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Date



**Richmond Zoning Bylaw 8500  
Amendment Bylaw 9698 (ZT 14-656010)  
11991 Steveston Highway**

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

1. Richmond Zoning Bylaw 8500 is amended by:
  - a. Inserting the following use in Section 22.15.3 Secondary Uses in the Gas Station Commercial (ZC15) – Broadmoor and Ironwood zone:  
  
**“Restaurant, drive-through”**
  - b. Inserting the following clauses into Section 22.15.11 Other Regulations in the Gas Station Commercial (ZC15) – Broadmoor and Ironwood zone:  
  
“3. Restaurant, drive-through is only permitted on the following site:  
11991 Steveston Highway  
P.I.D. 027-287-513  
Lot 1 Section 36 Block 4 North Range 6 West New Westminster District Plan  
BCP33442”
2. This Bylaw may be cited as **“Richmond Zoning Bylaw 8500, Amendment Bylaw 9698”**.

FIRST READING

**MAR 27 2017**

PUBLIC HEARING

SECOND READING

THIRD READING

MINISTRY OF TRANSPORTATION AND  
INFRASTRUCTURE

OTHER CONDITIONS SATISFIED

ADOPTED

CITY OF RICHMOND
APPROVED by 
APPROVED by Director or Solicitor 

\_\_\_\_\_  
MAYOR

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