

To:	Development Permit Panel	Date:	March 2, 2015
From:	Wayne Craig Director of Development	File:	DV14-676341 TE14-672413

Re: Application by Rogers Communications Inc. for a Development Variance Permit and Telecommunications Antenna Concurrence at 11771 Fentiman Place

Staff Recommendation

- 1. That a Development Variance Permit be issued which would vary the provisions of "Richmond Zoning Bylaw 8500" to increase the maximum accessory structure height in the "Health Care (HC)" zoning district from 12 m (39.3 ft.) to 21 m (68.9 ft.) in order to permit the installation of a temporary telecommunications antenna pole at 11771 Fentiman Place; and
- 2. That Richmond City Council grant concurrence to the proposed temporary telecommunications antenna pole installation for the site located at 11771 Fentiman Place for period of time extending up until October 1, 2015.

Wayne Craig

Director of Development

WC:mm Att. (5)

Staff Report

Origin

Rogers Communications Inc. has applied to the City of Richmond for permission to vary Richmond Zoning Bylaw 8500 to increase the maximum height for an accessory structure in the Health Care (HC)" zone from 12 m (39.3 ft.) to 21 m (68.9 ft.) in order to permit the construction of a temporary cellular telecommunications antenna pole for the site located at 11771 Fentiman Place.

The temporary antenna installation consists of the 21 m (68.9 ft.) antenna pole within a fenced compound with a site area of 41 m² (441 sq ft.) containing related telecom equipment to be located in the south (rear) area of the site.

The applicant had been operating antennas on the rooftop of the seven (7) storey Richmond Lions Manor on the site for approximately 12 years until Vancouver Coastal Health (VCH) vacated the building and since obtained a demolition permit from the City in February, 2015 (Attachment 2).

The initial Development Variance Permit and Telecommunications Antenna and Siting Protocol Policy (Protocol) applications were for a temporary antenna pole to accommodate cellular antenna infrastructure to provide cellular communications service in the surrounding area for up to three (3) years as the site is redeveloped by VCH.

The application was considered at the November 26, 2015 meeting of the Development Permit Panel which made the following referral motion:

That staff report titled Application by Rogers Communications Inc. for a Development Variance Permit at 11771 Fentiman Place, from the Director, Development, dated November 6, 2014, be referred back to staff to examine:

- 1. options to relocate the communications antenna on Lions Manor in the Steveston area; and
- 2. the future plans for the Lions Manor site.

Since the November 26, 2014 Development Permit Panel meeting, staff have continued to work with Rogers to develop long-term solutions to Roger's network coverage in keeping with the City's Protocol.

This report discusses how Rogers has addressed the Development Panel concerns about the future permanent relocation of the applicant's communications antenna after the removal of the subject temporary communications antenna.

Development Information

Please refer to the attached Development Application Data Sheet (Attachment 1) for a comparison of the proposed development data with the relevant bylaw requirements.

Background

Development surrounding the subject site is as follows:

- To the north, single-family homes zoned "Single Detached (RS1/A and RS1/E)".
- To the east, single-family homes zoned "Single Detached (RS1/A and RS1/E)".
- To the south, Steveston Park zoned "School and Institution Use (SI)".
- To the west, three (3) storey apartments zoned "Medium Density Low Rise Apartments (RAM1)".

Staff Comments

In response to the Development Permit Panel referral, Rogers has searched for an alternative permanent location which does not require a Development Variance Permit. However, after the required removal of the current antennas to allow for demolition of the Lions Manor building, there would have been a significant loss of Rogers' cellular data coverage for the Steveston area.

Emergency Special Authorization

Given the above situation, Rogers obtained a *Special Authorization* from Industry Canada to permit the planned temporary 21 m (68.9 ft.) antenna pole to be installed on the former Lions Manor site for three (3) months up until April 9, 2015. This is the maximum term that may be provided under such a *Special Authorization*. Industry Canada advised staff that that they issued this authorization due to the anticipated loss of cellular data service on which the RCMP and Richmond Fire Department depend.

The temporary pole approved under this *Special Authorization* is the same extendable, mobile 21 m (68.9 ft.) structure that was considered by Development Permit Panel on November 26, 2014 (see Attachment 2 and the plans attached to the proposed Development Permit).

New Permanent Antenna

In response to the Development Permit Panel referral, Rogers has found a permanent antenna location at the Maple Residences at 4071 Chatham Street (see Attachment 3). Rogers has received a letter of commitment from the Maple's strata council in this regard. The proposed rooftop antennas will be in conformance with Zoning Bylaw 8500 and the City's Protocol under which Rogers would obtain City staff design concurrence.

While the new permanent antenna location does not need a zoning variance or concurrence to be considered by the Development Permanent Panel, there is a need to consider a variance and concurrence for a time extension to current temporary antenna on the Lions Manor site as discussed below. This height variance is still required to be approved by Council to allow for City Telecommunications Protocol concurrence on the temporary antenna on the Lions Manor site at 11771 Fentiman Place until October 1, 2015 as discussed below.

Zoning Compliance/Variances (staff comments in **bold**)

The applicant requests to vary the provisions of Richmond Zoning Bylaw 8500 to:

1) To increase the maximum accessory structure height of the "Health Care (HC)" zoning district from 12 m (39.3 ft.) to 21 m (68.9 ft.).

Staff do not object to the proposed height variance as discussed below.

Analysis

Temporary Antenna Pole

In response to the Development Permit Panel referral, the applicant examined the option of installing a 12 m (39.3 ft.) temporary antenna pole in conformance with the accessory structure height limit within the Healthcare (HC) zone, but found that it did not provide the necessary coverage. Thus, Rogers sought and received a *Special Authorization* from Industry Canada to permit the operation of the initially-planned temporary 21 m (68.9 ft.) antenna pole until April 9, 2015.

Also, in response to the Development Permit Panel referral, Rogers obtained a letter from VCH stating that they could operate the temporary antenna at 11771 Fentiman Place until the end of 2015, but received no further information on the future VCH plans for this property (Attachment 4). Staff have contacted VCH staff who have indicated verbally the intent is to continue to hold the site and that it is being considered within VCH's strategic facilities planning process currently underway.

Permanent Antenna Solution

Rogers estimates it will take approximately six (6) months to have the permanent site at 4071 Chatham operational. Thus, Rogers is seeking approval to operate the temporary installation on Lions Manor site to October 1, 2015 for approximately six (6) months beyond the Industry Canada's *Special Authorization* which expires on April 9, 2015 (Attachment 3).

Public Consultation

In addition to the standard 50 m (164 ft.) notification radius from sites with Development Variance Permit (DVP) applications, the City's *Telecommunication Antenna Consultation and Siting Protocol* (Protocol) requires additional consultation. Applications for telecommunications antennas over 15 m (49.2 ft.) require that the applicant mail notices to owners and occupants of properties within a radius of six (6) times the tower height from the base of the antenna pole prior to the City's DVP application notices being mailed (Attachment 5). On this basis, notices were direct-mailed to owners and occupiers within a 126 m (413.4 ft.) radius of the proposed antenna location from a mailing list provided by the City.

Under the Protocol notification process, the applicant was required to provide a 10-day reply period (ending October 31, 2014) for those receiving notices. During this period, neither the applicant nor City staff received any calls or correspondence from the public on the application. Further to applicant's consultation, the City is also required to send the standard DVP notice to all owners and occupiers within this larger 126 m (413.4 ft.) radius from the pole, in addition to the standard DVP notice of 50 m (164 ft.) from the subject property.

Notices were sent out to this expanded notification area in advance of the November 26, 2014 Development Permit Panel meeting. No correspondence was received from the public and no delegations spoke to the application at the November 26, 2014 Development Permit Panel meeting. The City has again sent notices to this expanded notification area in advance of the March 25, 2015 Development Permanent Panel meeting.

Siting and Design Considerations under the Protocol

The proposed temporary antenna pole will have relatively minor design and siting considerations under the Protocol as follows:

- The pole is proposed to be located at the rear of the relatively large 7,484 m² (1.85 acre) site at a minimum of 45 m (148 ft.) from any road frontage.
- There are a number of nearby large trees located to the south in Steveston Park and on the west of the site which provide screening of the temporary installation.
- The proposed antenna is to be painted forest green to blend-in visually with the adjacent trees.

Given the above location considerations and the shortened six (6) month maximum time period for the antenna pole to be in place, no significant design changes are recommended.

Conclusions

The proposed scheme attached to this report has satisfactorily addressed the siting and consultation requirements of the City's Protocol identified previously as part of the review of the subject Development Variance Permit application. In addition, it complies with the "Health Care (HC)" zone except for the subject zoning height variance.

Furthermore, staff support the revised application as Rogers has found an alternative location for a permanent antenna location which will be operational within six (6) months instead of the previously anticipated three (3) years for the VCH Lions Manor site. Therefore, staff recommends that the proposed Development Variance Permit be supported and forwarded to Council for consideration of issuance.

Mark McMullen Senior Coordinator-Major Projects

MM:rg

The following are to be met prior to forwarding this application to Council for approval:

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

- The applicant is required to obtain a Building Permit for any construction hoarding associated with the proposed development. If construction hoarding is required to temporarily occupy a street, or any part thereof, or occupy the air space above a street or any part thereof, additional City approvals and associated fees may be required as part of the Building Permit. For further information on the Building Permit, please contact Building Approvals Division at 604-276-4285.
- Submission of a construction traffic and parking management plan to the satisfaction of the City's Transportation Division (<u>http://www.richmond.ca/services/ttp/special.htm</u>).

Attachments:

- 1. Development Application Data Sheet
- 2. Letter from Rogers Communications Inc. dated October 6, 2014
- 3. Letter from Standard Land Company Inc. dated February 6, 2015
- 4. Letter from Vancouver Coastal Health dated February 27, 2015
- 5. Notification Areas for Development Variance Permit and Telecommunications Antenna Applications



Development Application Data Sheet

19 m

>6 m

14.5 m

21 m

7484 m²

none

none

none 9 m (from 12 m

to 21 m)

Development Applications Division

DV 14-676341/TE 14-672413 Attachment 1								
Address: 11771	Fentiman Place							
	0					ncouver Coastal Health		
Applicant: <u>Rogers Communications</u>		is Inc Owner: _Auth		ithority				
Planning Area(s): _Steveston								
Floor Area Gross:	Not applicable	Floor A	rea Net:	Not a	applicable			
			-			_		
		Existing			P	roposed		
Site Area:		7,484 m ²		7,484 m ²				
Land Uses:		Congregate Housing		TBD				
OCP Designation:		Apartment Residential			No Change			
Zoning:		Health Care (HC)			No Change			
Number of Units:		Not applicable			Not applicable			
On Future Subd	ivided Lots	Bylaw Requirement	P	ropo		Variance		
Floor Area Ratio:		1.0		N/A		none permitted		
Lot Coverage:		Max. 45%		N/A		none		
Setback – Front Yard:		Min. 6 m		6 m		none		

Min. 6 m

Min. 6 m

Min. 6 m

Max. 12 m

N/A

Setback - Side Yard:

Setback – Side Yard:

Setback – Rear Yard:

Height (m):

Lot Size:

ATTACHMENT 2



Rogers Communications Inc. 1600 – 4710 Kingsway Burnaby, British Columbia V5H 4W4 rogers.com

Attn: Wayne Craig, Mark McMullen Director of Development

City of Richmond 6911 No. 3 Road Richmond, BC V7C 5B2

October 6, 2014

<u>RE: Temporary Use Permit for a Telecommunications Facility in Steveston (11771 Fentiman</u> <u>Place/Richmond Lions Manor)</u>

Background

Rogers Communications Inc. (Rogers) has been operating on the rooftop of a seven story concrete building called Richmond Lions Manor at 11771 Fentiman Place for approximately 12 years (December 11, 2002). The original building was built in 1972 and renovated in 2009, serving as a residential care facility for people who require assisted living services. Vancouver Coastal Health (VCH) determined in 2012, that the 40-year old building was no longer adequate to meet the complex care and needs of residents. Approximately 100 residents of this facility was relocated to a temporary site, which was the former Executive Inn Hotel at 9020 Bridgeport road.

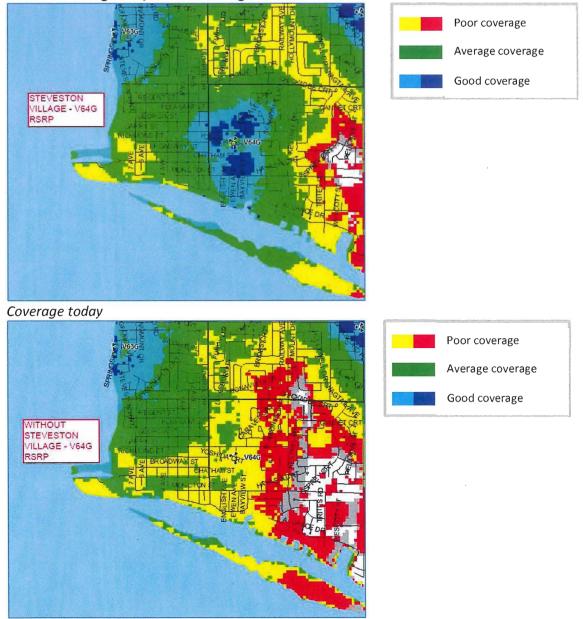
VCH has been working on a long-term solution with the Ministry of Health. At this time, VCH intends to demolish and re-develop the existing building at 11771 Fentiman Place. They have agreed to allow Rogers to relocate their antennas off the seven storey (~26m) building and onto a temporary pole structure within the same property. VCH has also agreed to allow Rogers to relocate the antennas from the temporary pole onto the rooftop of the new building.

Emergency Situation – the effect of cellular site loss

The proposed temporary site services a large population of the Steveston Park neighborhood of the Steveston Area Plan. The existing cellular coverage in the Steveston Park neighborhood provides voice and data service for personal and local businesses in the area. The approximate coverage boundary for this site is as follows: east to Garry Point Park, north to Williams Road, west to No. 2 Road, and south towards the shipyards and some parts of Westham Island. The site today supports over 3,000 user interactions (i.e., calls and text messages) per day and exchange data volumes in excess of 120 gigabytes per day. Considering over 60% of 9-1-1 calls today are made from a mobile device, the loss of this site temporarily will be significant and its effect in loss of coverage will be felt in the Steveston Park neighborhood.



Current Coverage Plot/Loss in Coverage



Coverage loss if site is down

Proposed Temporary Installation

Rogers is proposing to move antennas from the rooftop of 11771 Fentiman Place onto a 21m temporary pole structure within the same property during demolishment and redevelopment of the health care facility.



Height Requirement

The existing height of the current installation is approximately 26m in height and sees onto another cellular site. A clear line of site is required between cellular sites to ensure it is connected to the network and calls/data services for users can be transferred from one site to another as they travel between two given cellular sites. In this situation, the proposed temporary pole has a minimum height requirement of 21m as that height is required to have clear line of site from the temporary pole to another cellular site. A temporary pole at 12m or 15m would not be able to communicate (transmit data) from this site to another site.

Temporary Pole Design

The proposed is a temporary pole design with no concrete pour for its foundation. The 21m pole would be similar to rooftop antenna installations where it would be secured down by multiple thick concrete blocks. The monopole design was chosen for its small footprint and thin design (at 18" in width). The antenna equipment at ground level that powered the existing antennas would also need to be relocated from its current location adjacent to building, to a location next to the temporary pole structure. Please find attached a brochure from the manufacturer (Trylon) regarding this temporary pole structure.

Duration of Temporary Pole

It is understood that Fraser Health Authority will commence demolishment of their building – Richmond Lions Manor mid-November/December of 2014. Therefore the existing rooftop on Lions Manor will need to be relocated onto the temporary pole structure the end of October. To ensure ease of transition and minimal service disruption, the temporary pole will be setup (without antenna equipment) in the last week of October. After which, the equipment from the rooftop can be moved down to the temporary pole structure for the duration of the redevelopment (approximately 3 years).

Land Use

The site is zoned for Health Care (HC) for the provision of health care and assisted living housing. Within the Official Community Plan, the site is zoned Apartment Residential (APT) for multiple family housing in the form of townhouses and apartments including congregate care, intermediated care and assisted living. It is our knowledge that this site will maintain existing zoning and land use over the next 10 years.

Next Steps

Rogers is required by VCH to remove and relocate their antennas from the rooftop onto a temporary structure by the end of October for them to commence site clearance/demolishment. Rogers is applying to the City of Richmond for temporary use permit to allow the proposed temporary pole structure to sustain existing wireless coverage service in Steveston. Rogers understands that this installation is unique and do not fall under the existing Telecommunications Protocol. Rogers is committed to working with the City in ensuring proper transition of this telecommunication infrastructure to sustain network coverage in this neighborhood.



This installation is an urgent request to ensure uninterrupted cellular coverage in this community. Please let me know if I could provide additional information.

Thank you for your assistance with this request.

Regards,

Samuel Sugita Municipal Project Manager, MCIP, RPP Rogers Communications Inc.



Notice for Temporary Telecommunications Installation

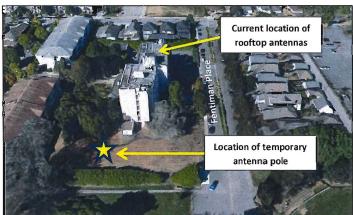
Communities across Canada rely on high quality wireless service in their day to day lives for personal, business and emergency use. To maintain service in your neighbourhood, Rogers is proposing to place a **temporary 21m (69 ft) high antenna pole installation next to the Richmond Lions Manor at 11771 Fentiman Place**. This installation will sustain wireless service to your neighbourhood for up to three years until new small roof-top antenna can be placed after construction work on Lion's Manor site is completed. Thus, Rogers has applied to the City of Richmond for a Telecommunications Antenna Protocol Concurrence and Development Variance Permit for the installation of this temporary antenna pole in order to maintain service in the Steveston area. As part of this permitting process, Rogers is notifying the community, ensuring residents are well informed about this project.

Included in this notice is information you may find helpful. If you have any questions, please contact Kiersten Enemark, Standard Land Company Inc., Agents to Rogers Communications Inc., before **October 31**, **2014** via e-mail at **commentsBC@standardland.com** or by telephone at (604) 687-1119.

Why does Rogers need a temporary antenna pole?

Rogers is currently servicing your neighbourhood with antennas placed on the rooftop of Richmond Lions Manor at 11771 Fentiman Place, which is a residential care facility managed by Vancouver Coastal Health (VCH). VCH has determined that the building is no longer adequate to provide the best care for its residents, and will re-develop the site over the next three years. Consequently, Rogers' existing rooftop antennas can no longer be accommodated until after major renovations are complete. Without antennas operating in the area, all wireless service dependent on the Rogers network will be lost. Rogers needs a temporary antenna pole in order to sustain existing service to the community.

Aerial View



Why is a temporary antenna installation needed at this specific location?

The current antenna location is providing high quality and dependable wireless service to residents and businesses in Steveston. Today, the rooftop antennas are servicing 3,000 user interactions (i.e., calls and text messages) per day and exchange data volumes in excess of 120 gigabytes per day. Dependable coverage from home is also critical to personal safety, with over 60% of all calls to 9-1-1 being made made from a wireless device. The loss of this antenna site will be significant to the neighbourhood without a temporary solution in place. Rogers is proposing to use the same property for a temporary antenna pole in order to maintain a high quality service.

How long will this temporary antenna pole be required?

We understand that building demolition will start in November/December 2014. To maintain service, Rogers is proposing to relocate the existing rooftop antennas to the temporary antenna pole in the first week of December 2014. Once construction on the site is completed, Rogers will relocate the antennas back onto the new building rooftop in approximatley three years time, and remove the temporary antenna pole.



What will the temporary antenna pole look like?

Similar to a hydro or a telephone pole, the temporary pole will be a slim pole design, approximately 18 inches in diametre, and 21 metres in height. Rogers proposes to place the pole on the southwest side of the property. To reduce the visibility of the structure, Rogers is painting the pole green to better blend in with the surrounding trees. The pole will be supported at the base with multiple thick concrete blocks and will occupy a ground space of approximately 4.5 metres by 9.0 metres. Below are photo-simulations that show the proposed pole design and location.



View from Fentiman Place, looking west at proposed temporary antenna pole.



View from the south end of Fentiman Place, looking northwest towards proposed antenna pole.

Is the installation safe?

The health of residents is our top concern – antenna installations are safe. All of our sites operate well below Health Canada's safety regulations, which limit the public's exposure to radiofrequency electromagnetic fields and ensure public safety for all Canadians. Rogers confirms that the temporary antenna pole will comply with Health Canada's Safety Code 6. This code is based on current, accepted scientific data. More information on health and safety can be found online at Health Canada Safety Code 6 Fact Sheet: www.hc-sc.gc.ca/ahc-asc/media/ftr-ati/_2014/2014-023fs-eng.php

ATTACHMENT 3



Standard Land Company Inc. Suite 610, 688 West Hastings Street Vancouver, British Columbia V6B 1P1 Telephone: 604.687.1119 Facsimile: 604.687.1339 standard@standardland.com Website: www.standardland.com

February 6, 2015

MMcMullen@richmond.ca

Mark McMullen Senior Coordinator - Major Projects Planning & Development City of Richmond 6911 No. 3 Road Richmond, British Columbia V6Y 2C1

Dear Mr. McMullen,

Subject:	Temporary Antenna Pole (Development Permit 14-676341)
Address:	11771 Fentiman Place, Richmond, BC
Rogers File:	W3948 – Steveston Relocate

Rogers Communications Inc. ("Rogers") as represented by Standard Land Company ("Standard Land") respectfully requests to present to the Development Permit Panel on March 10, 2015, to seek approval for a Development Variance Permit to increase the height from 12 m (39.3 ft.) to 21 m (68.9 ft.) for the continual operation of a temporary antenna pole located at 11771 Fentiman Place, Richmond from April 1, 2015 to October 1, 2015.

Rogers, along with Standard Land, facilitated a presentation to the Development Permit Panel on November 26, 2014. The decision of the panel was not to support the temporary installation until more information is received by the City of Richmond ("City") regarding the permanent antenna solution and for Rogers to continue to work with City Planning staff. At this time, Rogers has identified a permanent antenna solution at Maple Residences at 4071 Chatham Street, Richmond. The rooftop antennas will be mounted at a height where a variance to the zoning bylaw will not be required. Rogers agrees to work with staff in obtaining design concurrence following Protocol guidelines. While a Letter of Commitment has been signed, Rogers does not expect a fully executed agreement until March 2015.

Currently, Rogers is serving the Steveston Village area with the operation of a temporary antenna pole. Rogers received special emergency authorization from Industry Canada to operate the temporary pole until April 9, 2015. By maintaining service, Rogers is able to continue to provide communication services to local RCMP and First Responders, specifically to the Richmond Fire Department who use Rogers's data lines for connectivity and Richmond RCMP who use mobile data terminals in vehicles that rely on the Rogers network to transmit data. However, Rogers estimates it will take approximately 6 months to have the permanent site operational at Maple Residences. While we have had preliminary discussions with the City regarding design, we estimate design concurrence and the building permit will take a minimum of 10 weeks. Further, it will take approximately 16 weeks to install the equipment and optimize the installation for service and a further 3 weeks to dismantle the temporary antenna pole. As a result, we are seeking approval to operate the temporary installation for a minimum of 6 months beyond the Industry Canada allowance for a temporary installation, which expired on April 9, 2015. Rogers values its positive working relationship with the City of Richmond, and looks forward to continually serving the Steveston Village area. If you require additional information in consideration of our request, please do not hesitate to contact me at (604) 687-1119 or kierstene@standardland.com

Sincerely,

Kiersten Enemark Director, Land and Municipal Affairs Standard Land Company

cc: Sam Sugita, Municipal Affairs Consultant, Rogers Communications Inc. Sharel Longhurst, Municipal Affairs Specialist, Standard Land Company







February 27, 2015

Darren Hird and Tracy Robinson Real Estate Division for Rogers Communications 1600 – 4710 Kingsway Burnaby, BC V5H 4W4

VIA : Email

Dear Darren and Tracy:

Re: Use of Land at 11771 Fentiman Place, Richmond

The purpose of this letter is to confirm, for the benefit of the City of Richmond, that Rogers Communications Inc. currently holds a legal agreement for the use of land with Vancouver Coastal Health to continuously operate a temporary antenna pole at 11771 Fentiman Place until the end of 2015, or beyond, if agreed between the parties.

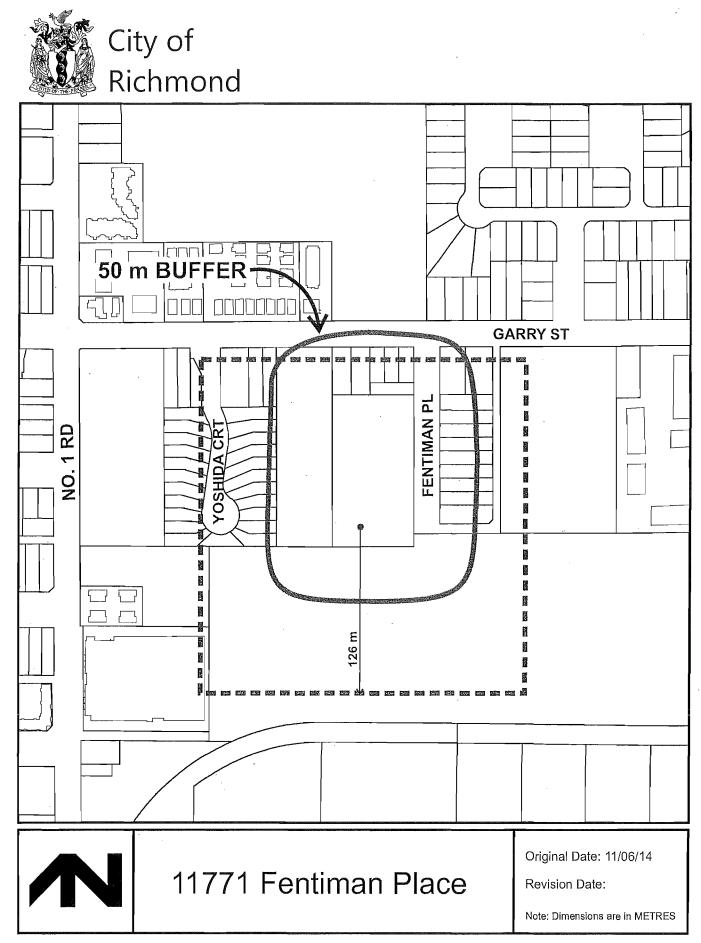
Please do not hesitate to contact me should you wish for any further clarification on the above.

Yours sincerely,

Nicholas Bodie Manager, Real Estate & Leasing

Cc. Mike Coney, Manager Capital Projects







No. DV14-676341To the Holder:ROGERS COMMUNICATIONS INC.Property Address:11771 FENTIMAN PLACEAddress:C/O SAMUEL SUGITA
1600 - 4710 KINGSWAY
VANCOUVER, BC V4H 4W4

- 1. This Development Variance Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied by this Permit.
- 2. This Development Variance Permit applies to and only to those lands shown cross-hatched on the attached Schedule "A" and any and all buildings, structures and other development thereon.
- The "Richmond Zoning Bylaw 8500" is hereby varied to increase the maximum accessory structure height of the "Health Care (HC)" zoning district from 12 m (39.3 ft.) to 21 m (68.9 ft.) in order to permit the construction of a temporary cellular antenna pole as shown on Plans #14-672413-1 to #14-672413-3 attached hereto.
- 4. The land described herein shall be developed generally in accordance with the terms and conditions and provisions of this Permit and any plans and specifications attached to this Permit which shall form a part hereof.
- 5. If the Holder does not commence the construction permitted by this Permit within 24 months of the date of this Permit, this Permit shall lapse.

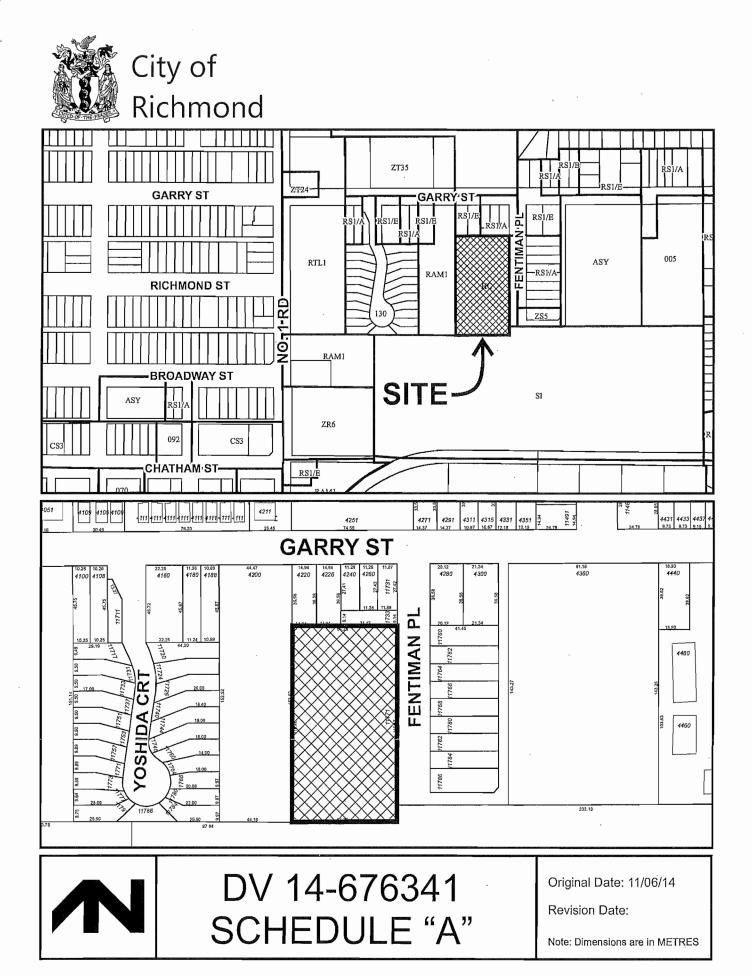
This Permit is not a Building Permit.

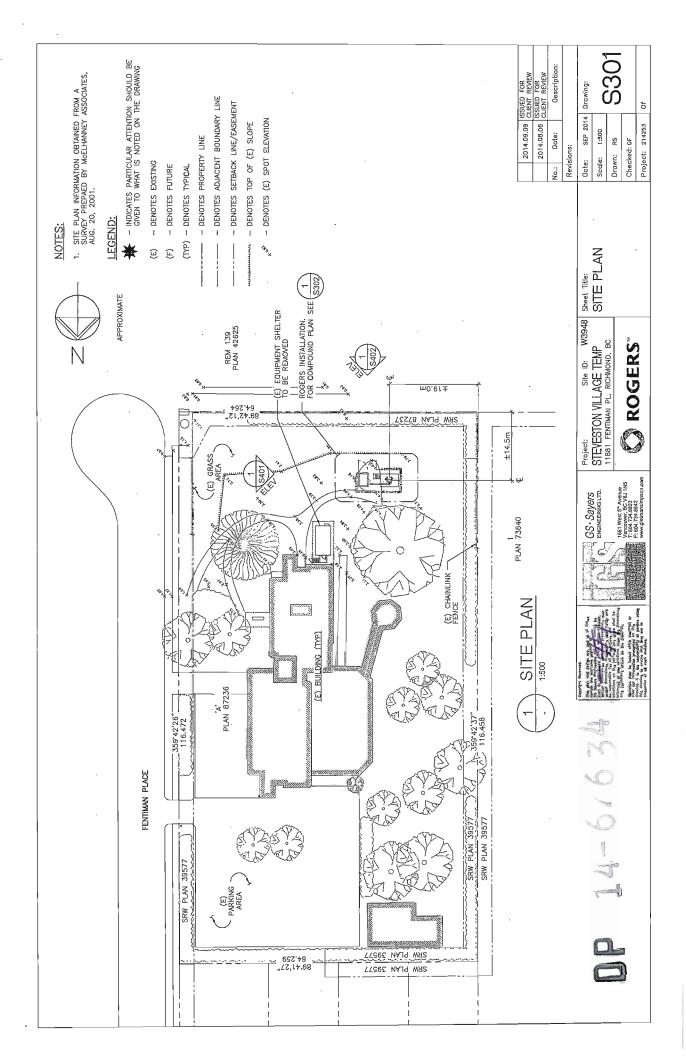
AUTHORIZING RESOLUTION NO. DAY OF

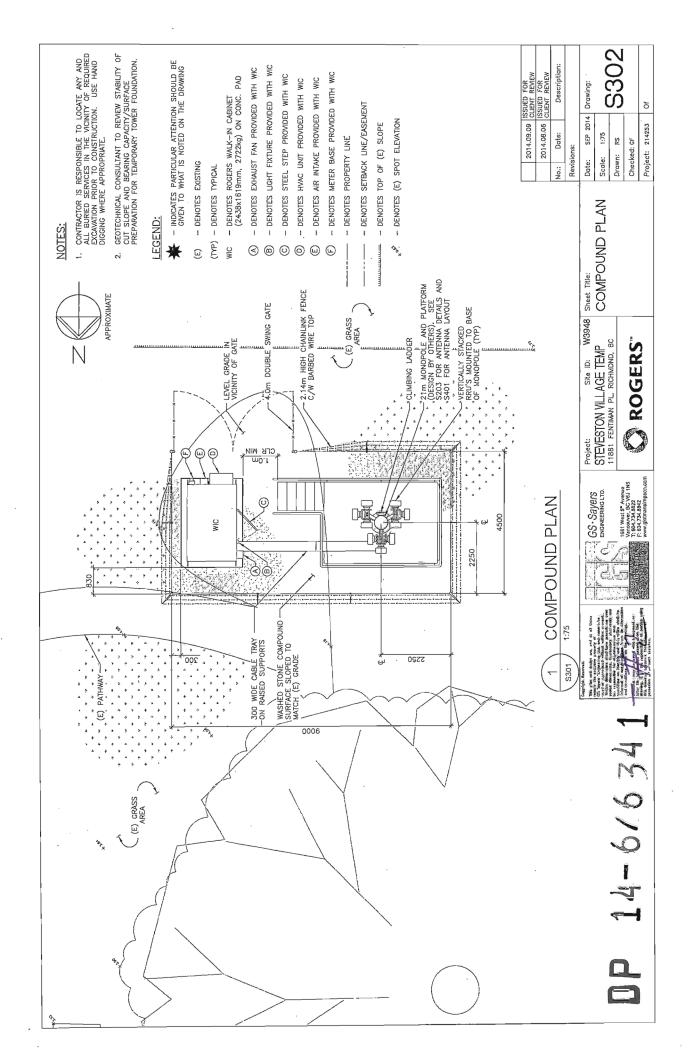
ISSUED BY THE COUNCIL THE

DELIVERED THIS DAY OF

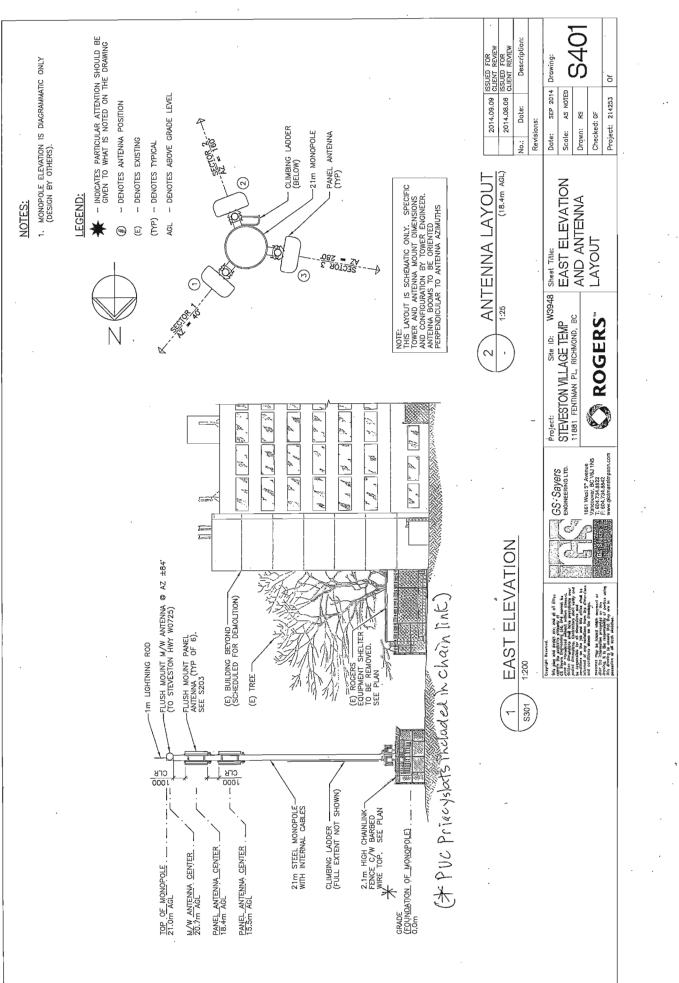
MAYOR







J



P 14-676341-7