



**CITY OF RICHMOND**  
URBAN DEVELOPMENT DIVISION

REPORT TO COMMITTEE

**TO:** Planning Committee  
**FROM:** Joe Erceg  
Manager, Development Applications  
**DATE:** December 8, 2000  
**FILE:** RZ 00-175928  
**RE:** **Application by DMH Equities Ltd. for Rezoning at 4591 Garden City Road from Single-Family Housing District, Subdivision Area E (R1/E) to Comprehensive Development District (CD/117)**

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**STAFF RECOMMENDATION**

That Bylaw No. 7191, for the rezoning of 4591 Garden City Road from "Single-Family Housing District, Subdivision Area E (R1/E)" to "Comprehensive Development District (CD/117)", be introduced and given first reading.

*H. Bulee*

*for* Joe Erceg  
Manager, Development Applications

Att.

<b>FOR ORIGINATING DIVISION USE ONLY</b>
CONCURRENCE OF GENERAL MANAGER
<i>David Miller</i>

## STAFF REPORT

### ORIGIN

DMH Equities Ltd. has applied to rezone 4591 Garden City Road from Single-Family Housing District, Subdivision Area E (R1/E) to Comprehensive Development District (CD/117) for the purpose of constructing new facilities to house "Fabricana Imports Ltd". Fabricana, a fabric retail, warehouse, and drapery manufacturing outlet, is currently located roughly two blocks west of the subject site at 4811 Hazelbridge Way. High land costs at Fabricana's current location make its expansion there impractical for the applicant. The subject site is less costly, offers reasonable proximity to the Hazelbridge area, and has good visibility and room for future expansion. Development of the subject property requires the extension of Leslie Road to Garden City Road, a road link identified in the City Centre Transportation Plan.

### FINDINGS OF FACT

ITEM	EXISTING	PROPOSED
Owner	DMH Equities Ltd.	No change
Applicant	DMH Equities Ltd.	No change
Site Size	8,096.25 m <sup>2</sup> (2.0 ac)	No change, <i>EXCEPT</i> : <ul style="list-style-type: none"> <li>• 22% of the subject site's gross area (1781.20 m<sup>2</sup>/0.4 ac) is to be secured as a 20 m (65.62 ft) wide Public-Rights-of-Passage rights-of-way and constructed, at the sole cost of the applicant, as the extension of Leslie Road</li> </ul>
Land Uses	Single-family house	Fabric retailing, warehousing, distribution, and drapery manufacturing
OCP Designation	Business & Industry	No change
Area Plan Designation (City Centre Area Plan)	Light Industry & Commercial Support Uses	No change
Zoning <ul style="list-style-type: none"> <li>• <i>Uses</i></li> <li>• <i>Density</i></li> <li>• <i>Parking</i></li> </ul>	Single-Family Housing District, Subdivision Area E (R1/E)	Comprehensive Development District (CD117) <ul style="list-style-type: none"> <li>• Light industry/office/retail, <i>EXCLUDING</i> restaurant use</li> <li>• 1.0 floor area ratio (FAR), <i>BUT</i> retail uses limited to 0.25 FAR</li> <li>• As per Richmond's Parking Bylaw, <i>EXCEPT</i>: Retail, office &amp; custom workshop/trade/service uses @ 3.5 cars/100 m<sup>2</sup> (1,076.43 ft<sup>2</sup>)</li> </ul>
Development Proposal <ul style="list-style-type: none"> <li>• <i>Density</i></li> <li>• <i>Building Area</i></li> <li>• <i>Parking</i></li> </ul>	n/a	<ul style="list-style-type: none"> <li>• 0.50 FAR</li> <li>• 4,065.4 m<sup>2</sup> (43,761 ft<sup>2</sup>)</li> <li>• 121 cars required</li> </ul>

## RELATED POLICIES & STUDIES

### ***Official Community Plan (OCP) & City Centre Area Plan***

The subject site's OCP designation is "Business & Industry". This is consistent with the Area Plan's designation of the eastern portion of Section 33-5-6 (e.g. bounded by No. 3 Road, Cambie Road, Garden City Road, and Alderbridge Way), including the subject site, for "Light Industry & Commercial Support" use. The area plan's designation arose out of the recognition that a functional downtown requires the support and diversity provided by a certain amount of light industrial, commercial, and service businesses, and that an area needed to be reserved for these uses, distinct from more high profile commercial areas, high density areas, and residential neighbourhoods.

In adopting this land use designation, it was anticipated that the affected area would include retail uses, but that those uses would not be its principal use. In this regard, the City has considered two applications for rezoning in Section 33-5-6. The first, near the southwest corner of Cambie Road and Garden City Road, proposed a range of uses typically associated with Richmond's industrial districts, together with 0.3 FAR of retail uses. The proposed zoning, Comprehensive Development District (CD/55), was adopted, but it required the area plan designation to be amended to "Auto-Oriented Commercial" use. The second, at 8580 Cambie Road, proposed a similar range of uses, but only 0.25 FAR of retail uses. In that case, the proposed zoning, Comprehensive Development District (CD/77), has received three readings of Council. (Final adoption is pending completion of legal and development requirements.) In the latter case, the area plan designation of the affected site will remain "Light Industry and Commercial Support" use.

### ***City Centre Transportation Plan***

In 1997, the City prepared a transportation plan for the City Centre as a guide for future road acquisition and construction in line with anticipated short- and long-term development. The plan recommends that a number of new east-west roads be introduced north of Alderbridge Way. These roads will help enhance access to local businesses and relieve congestion along No. 3 Road and Hazelbridge Way by linking them with alternative north-south routes such as Garden City Road.

Due to existing development and high land costs, the City has limited opportunities to establish these important new roads. In Section 33-5-6, the plan takes advantage of existing road links and undeveloped rights-of-ways and recommends two alignments: "Browngate Road" and "Leslie Road". In selecting the Browngate and Leslie routes, the plan takes into account both transportation needs and the role of these routes in the future conversion of the eastern portion of Section 33-5-6 to light industry and commercial support uses. Projects including the Aberdeen Centre expansion, 8580 Cambie Road, and 4351 No. 3 Road are contributing towards the extension of Browngate Road, while the Real Canadian Superstore is currently extending Leslie Road.

Leslie Road's eastward extension to Garden City Road is considered a key component of the proposed road network. Without it, local traffic will be forced to use the already busy Cambie Road and Alderbridge Way arteries or the less direct Browngate alignment, which will be accessed via Odlin Road. A single lot (e.g. the subject site) blocks Leslie Road's connection with Garden City Road. It is staff's understanding that past development proposals for this property have been unsuccessful, at least in part, due to the City's large road requirement (e.g. dedication of approximately 20% of the site area and its construction to City road standards).

**STAFF COMMENTS****• Policy Planning**

The applicant's proposal is consistent with the area plan and helps to achieve a difficult, but important, road linkage identified in the City Centre's transportation plan. Without that road linkage, the successful redevelopment of Section 33-5-6 with light industrial and commercial support uses will be slowed and future high-tech redevelopment of Section 34-5-6 may be compromised. The proposed parking relaxation necessary to achieve the road linkage appears to be well managed by the proposed zoning and a minor concession on the part of the City relative to the long-term benefit of the proposed road link.

It is desirable to maintain the existing mature trees along the subject site's south property line. If necessary, no sidewalk should be constructed along the south side of Leslie Road to meet this objective.

**• Transportation**

Staff support the proposed project on the following conditions:

1. Leslie Road is extended to Garden City Road via a 20 m (65.62 ft) wide rights-of-way, together with a 4 m by 4 m (13.12 ft by 13.12 ft) corner cut, constructed to City Centre standards, complete with a 12 m (39.37 ft) wide pavement;
2. An attractive traffic barrier is installed at the west end of the new road, to remain in place until such time as the City determines Leslie Road may be opened to through-traffic;
3. Vehicular access to the newly created development parcel must be provided from the Leslie Road extension (e.g. no direct access shall be permitted from Garden City Road), at a location as far away from the Garden City Road intersection as is practical;
4. Parking should be provided in accordance with Division 400 of Richmond's Zoning and Development Bylaw No. 5300, except that the number of parking spaces provided for "Commercial (office, retail) Use" shall be 3.5 cars per 100 m<sup>2</sup> (1,076.43 ft<sup>2</sup>) of gross leasable area and for "Custom Workshop, Trade & Service Use" shall be 3.5 cars per 100 m<sup>2</sup> (1,076.43 ft<sup>2</sup>) of gross floor area, provided that no restaurant use is permitted on the subject site.

**• Engineering Works**

Prior to adoption of the proposed rezoning, the developer is required to:

1. Grant a 20 m (65.62 ft) wide Public-Rights-of-Passage rights-of-way along the south edge of the subject site, together with a 4 m by 4 m (13.12 ft by 13.12 ft) corner cut at Garden City Road, for the extension of Leslie Road; and
2. Enter into two covenants against the subject site to:
  - Ensure that driveway access to the development parcel shall be from the Leslie Road extension (at a location specified by Richmond's Transportation section), and that no driveways shall be permitted along Garden City Road; and
  - Ensure that the owner of the site will construct the entire Leslie Road extension, plus the site's entire Garden City Road frontage, to full City Centre standards at the owner's sole cost, as a condition of issuance of a Building Permit on the site.

Prior to issuance of Building Permit, the developer is to enter into Richmond's standard Servicing Agreement to design and construct the works noted above.

## ANALYSIS

### *Land Uses*

The subject site's proposed zoning district (CD/117) is modelled on Comprehensive Development District (CD/77), written for a development proposal at 8580 Cambie Road. Both properties are situated in Section 33-5-6, in an area of the City Centre designated for "Light Industry and Commercial Support" use. Both zoning districts permit a density of 0.25 floor area ratio for retail uses, together with light industry, custom workshops, trades, and services, and other uses typically associated with Richmond's industrial zoning districts. The area plan does not specify the proportion of retail uses appropriate on the subject site, however, based on City practices in the case of 8580 Cambie Road, staff conclude that the proposed zoning is consistent with Richmond's intended interpretation of the OCP and City Centre Area Plan.

### *Roads & Parking*

The extension of Leslie Road from River Road to Garden City Road is key to improving traffic conditions north of the Alderbridge Way/No. 3 Road bottleneck. In addition, based on the recently completed "Richmond Industrial Strategy", the high-tech redevelopment of Section 34-5-6 (immediately east of Garden City Road) will require good access to the downtown's services and amenities. Staff believe that Leslie Road will be important in providing that access.

Achieving these objectives requires that portions of Leslie Road be upgraded and realigned, and that two lots be acquired: one at River Road and the other (the subject site) at Garden City Road. A lack of funding makes it necessary for the City to pursue acquisition and construction of these important road linkages through redevelopment, as was the case at the Real Canadian Superstore site. The applicant is prepared to grant a 20 m (65.62 ft) wide Public-Rights-of-Passage rights-of-way along the south edge of the subject site and construct the extension of Leslie Road to Garden City Road at their sole cost.

The applicant's proposal meets the City's road objectives, but reduces the net developable portion of the site area by 22%, which makes it difficult for the project to comply with Richmond's parking bylaw. (Staff's review of the applicant's preliminary development proposal indicates that Richmond's bylaw would require 137 spaces, but only 121 can be accommodated.) To address this situation, the proposed zoning district (CD/117) directs that:

- No restaurant uses be permitted; and
- The parking requirement for Commercial (office, retail) Use and Custom Workshop, Trade & Service Use be reduced from Richmond's parking bylaw standard of 4 cars per 100 m<sup>2</sup> (1,076.43 ft<sup>2</sup>) to 3.5 cars per 100 m<sup>2</sup> (1,076.43 ft<sup>2</sup>).

Staff recognize that this proposal will set a precedent for future development, and that projects in nearby commercial areas may apply for similar relaxations. Staff believe that existing parking shortages, especially in areas such as Alexandra Road (west of Garden City Road), are for the most part due to the City's practice of allowing the conversion of Automobile-Oriented Commercial District (C6) retail space to restaurant use without any associated increase in the amount of off-street parking provided. In the case of the proposed zoning district (CD/117), no restaurant use will be permitted, thus, no conversion of retail or other uses to restaurant can occur. On this basis, although the proposed zoning represents a parking reduction, staff believe that appropriate steps have been taken to ensure the resulting situation will be manageable, both on the subject site and on future sites that may be modelled after CD/117.

**Form of Development**

The proposed project is a simple two storey building situated at the Leslie Road/Garden City Road intersection, with surface parking to its west and north. The building's siting is consistent with the proposed zoning (CD/117), will help to minimize potential overlook to adjacent residential lots, and will allow for future expansion (as per CD/117), together with structured parking, on the proposed surface parking lot. Other design issues, such as streetscape character, will be addressed through the Development Permit process.

**Options:** Recommend to -

- 1) **Deny** the application on the basis that the proposed parking relaxations are unsupportable.
- 2) **Refer** the application to staff to provide additional information on the proposed parking relaxations and/or related development issues.
- 3) **Approve** the application on the basis that the proposal is consistent with the area plan and will make an important contribution to the City Centre's long-term transportation network.

**FINANCIAL IMPACT**

None.

**CONCLUSION**

DMH Equities Ltd. has applied to rezone 4591 Garden City Road to permit development of a fabric retail, warehouse, and drapery manufacturing outlet, together with the extension of Leslie Road to Garden City Road. The proposed zoning (CD/117) is consistent with the area plan and a nearby proposal at 8580 Cambie Road (CD/77). The proposed road extension is a key component of the City Centre Transportation Plan and an important future linkage with high-tech development in Section 34-5-6. The development requires that Richmond's parking bylaw be relaxed, but steps have been taken, through the proposed zoning district, to mitigate any resulting problems both on site and on other sites which may look to this project as a precedent.



Suzanne Carter-Huffman  
Senior Planner/Urban Design

SPC:spc

There are requirements to be dealt with prior to final adoption:

Legal requirement, specifically:

- 1. Grant a 20 m wide Public-Rights-of-Passage rights-of-way along the south edge of the subject site, together with a 4 m by 4 m corner cut at Garden City Road, for the extension of Leslie Road; and
- 2. Enter into 2 covenants to:
  - Ensure that driveway access to the development parcel shall be from the Leslie Road extension (at a location specified by Richmond's Transportation section), and that no driveways shall be permitted along Garden City Road; and
  - Ensure that the owner of the site will construct the entire Leslie Road extension, plus the site's entire Garden City Road frontage, to full City Centre standards at the owner's sole cost, as a condition of issuance of a Building Permit on the site.

Development requirements, specifically:

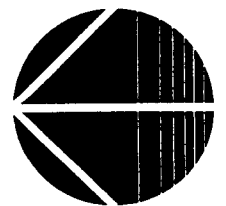
- Development Permit application processed to the satisfaction of the Manager of Development Applications.

Original Date: 07/25/00

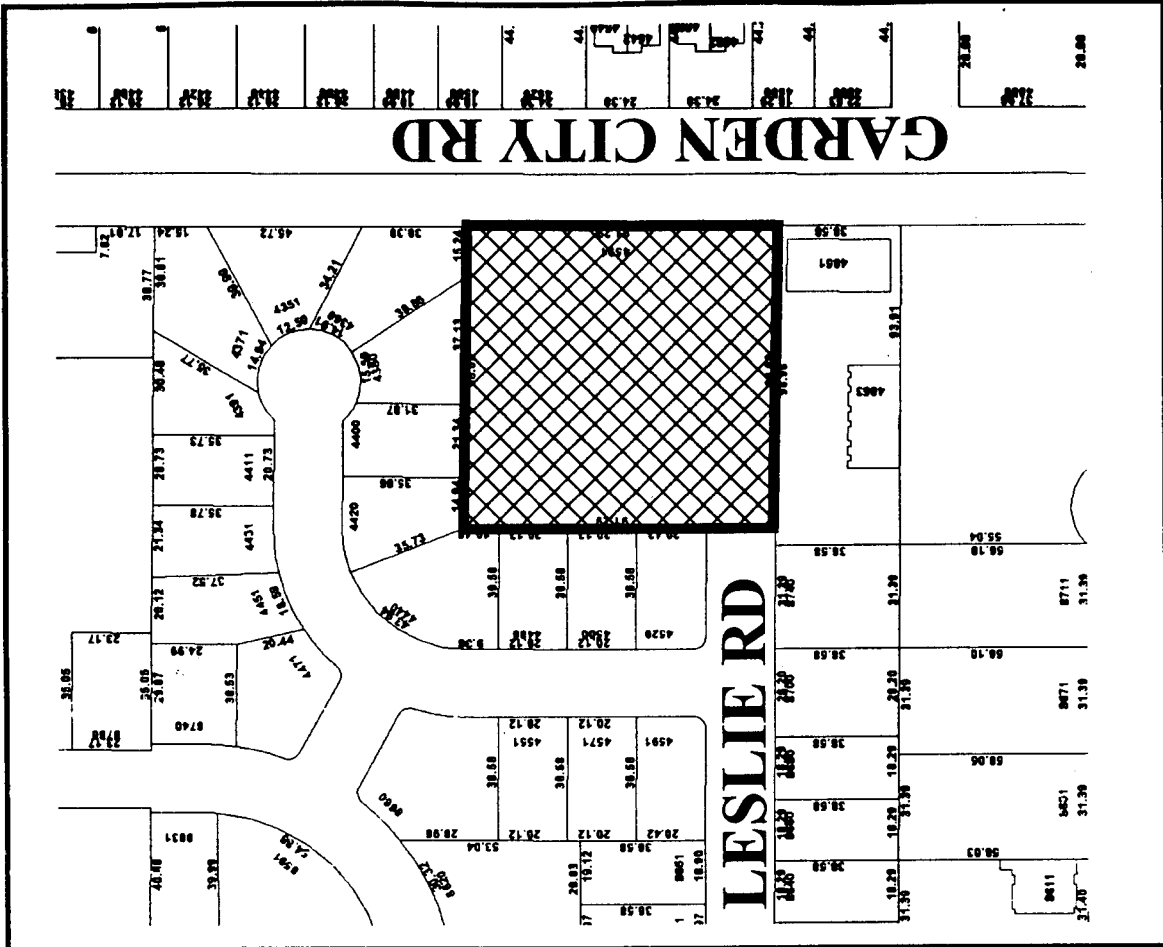
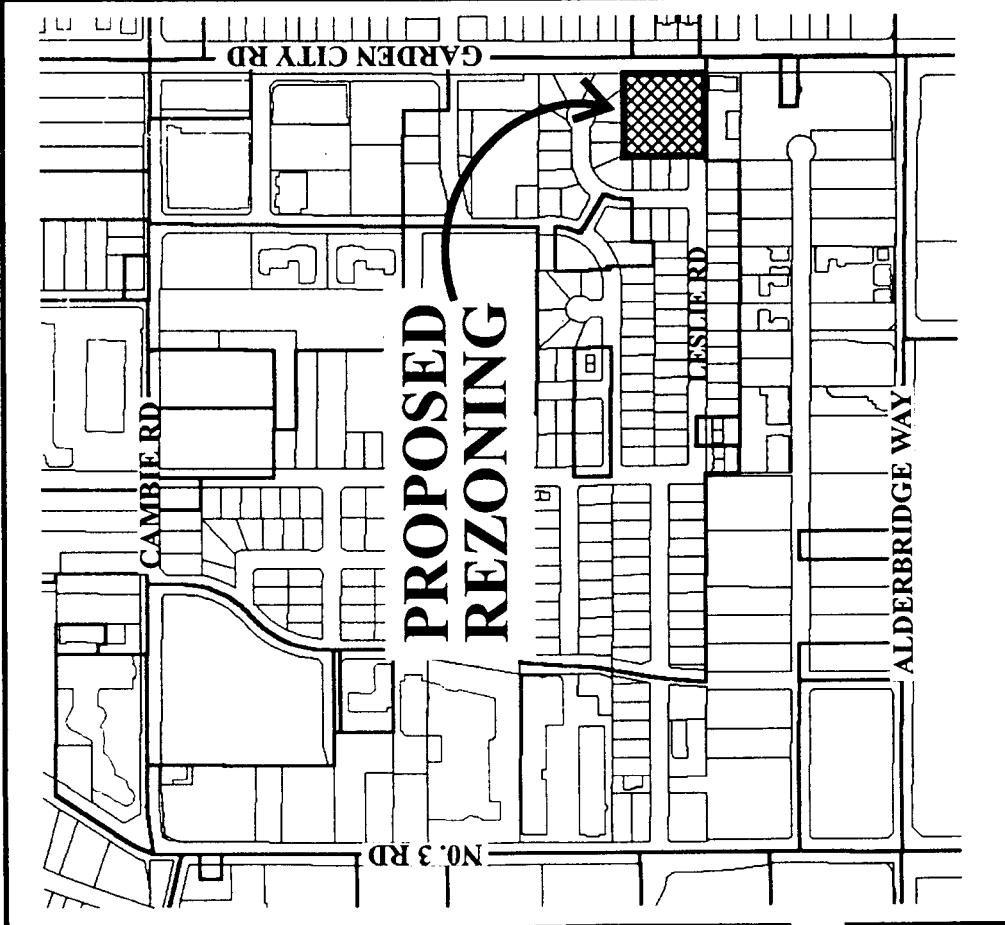
Revision Date:

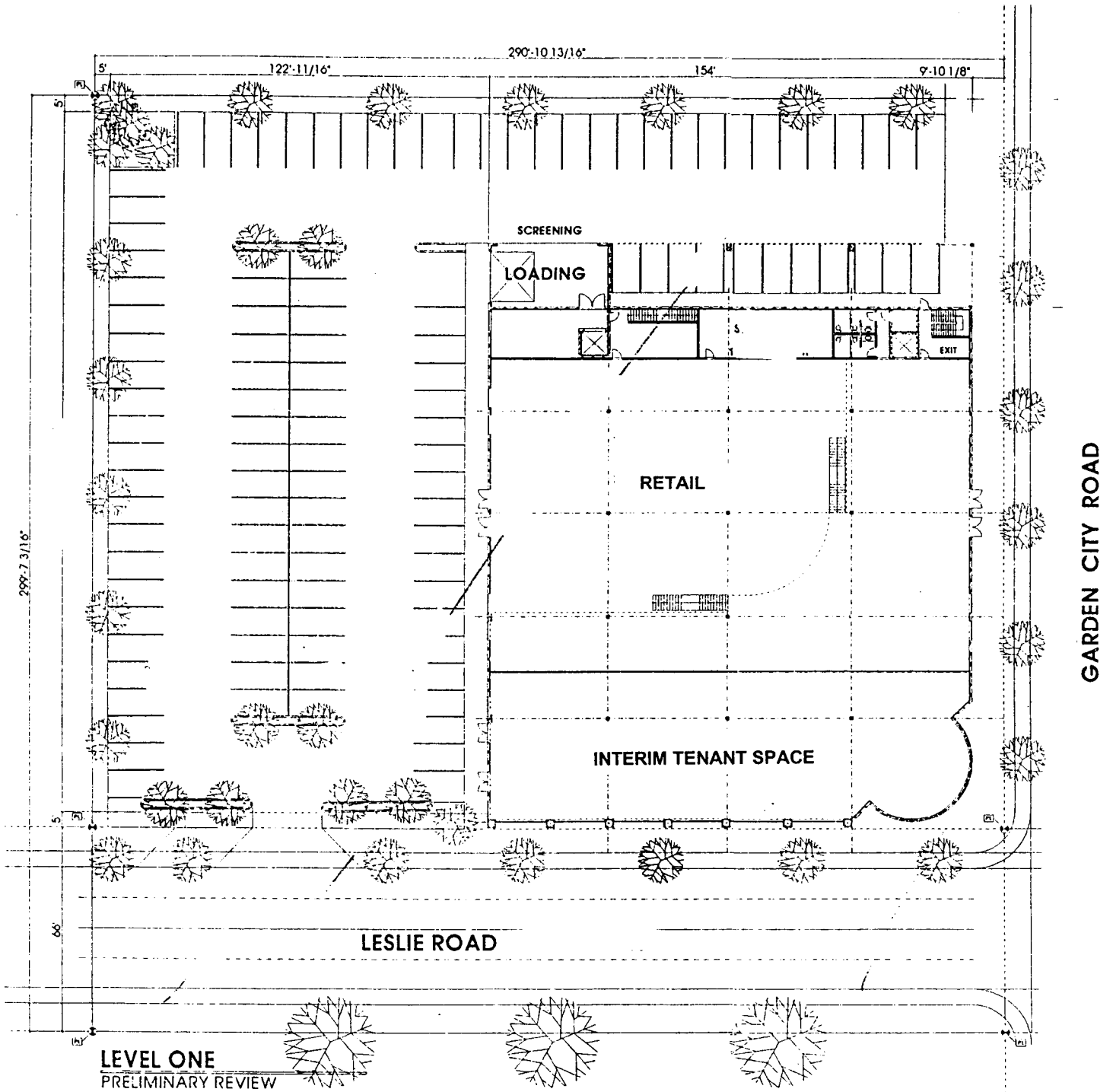
Note: Dimensions are in METRES

RZ 00-175928



City of Richmond

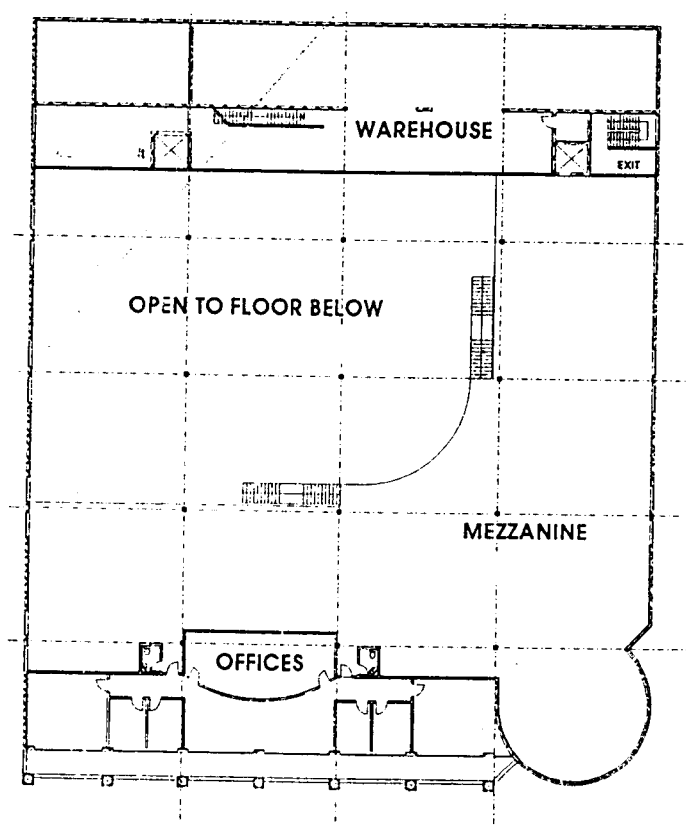




**LEVEL ONE**  
PRELIMINARY REVIEW  
ARRAY ARCHITECTURAL GROUP  
377-9984      JUNE 1ST, 1999

CITY OF RICHMOND - REVISED NOV. 23/00





**LEVEL TWO**  
1"=30'-0"  
CITY OF RICHMOND – REVISED NOV. 23/00

CITY OF RICHMOND  
BYLAW 7191

**RICHMOND ZONING AND DEVELOPMENT BYLAW 5300  
AMENDMENT BYLAW 7191 (RZ 00-175928)  
4591 GARDEN CITY ROAD**

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

1. Richmond Zoning and Development Bylaw 5300 is amended by inserting as Section 291.117 thereof the following:

**"291.117 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/117)**

The intent of this zoning district is to provide for light industrial uses, commercial support services and uses, offices, educational institutions, and limited retail uses.

**291.117.1 PERMITTED USES**

**LIGHT INDUSTRY;  
CUSTOM WORKSHOPS, TRADE & SERVICES;  
RECREATIONAL FACILITY;  
OFFICE;  
COMMUNITY USE;  
CARETAKER RESIDENTIAL ACCOMMODATION, limited to one such unit per lot;  
RETAIL TRADE & SERVICES, but excluding gas station and service station, provided that not more than 0.25 floor area ratio of the maximum 1.0 floor area ratio (exclusive of parts of the building which are used for off-street parking purposes) will be used for such purposes;  
EDUCATIONAL INSTITUTIONS;  
ANIMAL HOSPITAL & CLINIC;  
STUDIO, for artist, display, dance, radio, television, or recording;  
AUTOMOBILE PARKING;  
RADIO AND TELEVISION TRANSMISSION FACILITY;  
ACCESSORY USES, BUILDINGS, & STRUCTURES.**

**291.117.2 PERMITTED DENSITY**

- .01 **Maximum Floor Area Ratio:**
- (a) For Automobile Parking as a principal use: No maximum limit.
  - (b) For all other uses: 1.0 (exclusive of parts of the building which are used for off-street parking purposes).
  - (c) An additional 0.1 floor area ratio is permitted, provided that it is entirely used to accommodate Amenity Space.
  - (d) An additional 0.2 floor area ratio is permitted, provided that it is entirely used to accommodate Public Amenity Space.

**291.117.3 MAXIMUM LOT COVERAGE: 60%****291.117.4 MINIMUM SETBACKS FROM PROPERTY LINES****.01 Buildings and structures:**

- (a) East: 3 m (9.843 ft)
- (b) South: 20 m (65.617 ft)
- (c) Notwithstanding the limitations imposed in (a) and (b) above, **structures** shall be no closer to the boundary of a zoning district which permits **residential** use than 3 m (9.843 ft); and **buildings** shall be no closer to the boundary of a zoning district which permits **residential** use than:
  - For One-Storey: 3m (9.843 ft)
  - For Two-Storeys: 7.5 m (24.606 ft)
  - For Three-Storeys: 25 m (82.021 ft)

- .02 The repair or servicing of automobiles, trailers, motorcycles, boats, or machinery shall take place no closer than 20 m (65.617 ft) to the boundary line of a zoning district which permits **residential** use.

**291.117.5 MAXIMUM HEIGHTS**

- .01 **Buildings:** 12 m (39.370 ft)
- .02 **Structures:** 20 m (65.617 ft)

**291.117.6 OFF-STREET PARKING**

- .01 Off-street parking shall be provided in accordance with Division 400 of this Bylaw, EXCEPT that the:
  - (a) Parking spaces required shall be:
    - (i) Commercial (office, retail) Use: 3.5 for each 100 m<sup>2</sup> (1076.43 ft<sup>2</sup>) of **gross leasable floor area** of **building**; and
    - (ii) **Custom Workshop, Trade & Service Use:** 3.5 for each 100 m<sup>2</sup> (1076.43 ft<sup>2</sup>) of gross floor area of **building**.
  - (b) Off-street parking spaces shall be located no closer to a property line than:
    - (i) East: 6 m (19.685 ft)
    - (ii) South: 23 m (75.459 ft)
    - (iii) For all other property lines: 1.5 m (4.921 ft)

**291.117.7 SIGNAGE**

.01 Signage shall be in compliance with the City of Richmond's Sign Bylaw 5560 as it applies to development in the Downtown Commercial District (C7).

2. The Zoning Map of the City of Richmond, which accompanies and forms part of the Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area by designating it **COMPREHENSIVE DEVELOPMENT DISTRICT (CD/117)**:

P.I.D. 004-031-822

Parcel "One" (Reference Plan 9728) of Parcel "H" (Reference Plan 1587) Sections 33 and 34 Block 5 North Range 6 West New Westminster District

3. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7191"**.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

_____
_____
_____
_____
_____
_____
_____

CITY OF RICHMOND
APPROVED for content by originating dept. <b>HB</b>
APPROVED for legality by Solicitor <b>PIO</b>

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CITY CLERK