



City of Richmond

Report to Committee

To: Planning Committee *TO COUNCIL - DEC. 19/01*
 From: Joe Erceg *TO PLANNING - DEC. 4/01*
 Manager, Development Applications Date: November 18, 2001
 Re: Application by Darshan Rangi to Rezone 9191 Blundell Road from RZ 01-112474
 Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive *FILE NO. : 8060-20-7307*
 Development District (CD/28), and to Amend the Minimum Setbacks and **REF: 8060-20-7308*
 Maximum Heights in Comprehensive Development District (CD/28)

Staff Recommendation

1. That Bylaw No. 7307, to amend the minimum setbacks and maximum heights in "Comprehensive Development District (CD/28)" such that buildings shall be required to setback a minimum of 1.2 m (3.937 ft.) from a public lane and shall be limited in height to a maximum of 12 m (39.370 ft.) and three (3) storeys outside the Acheson Bennett sub-area of the City Centre, be introduced and given first reading.
2. That Bylaw No. 7308, for the rezoning of 9191 Blundell Road from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/28)", be introduced and given first reading.

H. Bullock

for Joe Erceg
Manager, Development Applications

Att. 4

FOR ORIGINATING DIVISION USE ONLY
CONCURRENCE OF GENERAL MANAGER
<i>Chris Bullock</i>

Staff Report

Origin

On October 2, 2001, Planning Committee considered a staff report on the status of development in the McLennan South sub-area of the City Centre. The report identified twelve applications for rezoning, four of which were already complete. This report addresses one of the remaining applications. Six other applications are expected to come forward shortly for consideration by members of Council. (**Attachments 1 & 2**)

The subject site is situated at the northeast corner of Blundell Road and Heather Street. The owner, Darshan Rangi, proposes to rezone the subject property to Comprehensive Development District (CD/28) in order to permit the development of seven small townhouse dwellings: five stacked units in a three-storey building fronting onto Blundell Road and two "carriage houses" (to the rear of the principal building) with access from Heather Street.

In addition to addressing the subject application, this report proposes an amendment to the building setback and height requirements in CD/28 in order to better accommodate the subject development and similar small-lot projects elsewhere in the City Centre.

Findings Of Fact

ITEM	EXISTING	PROPOSED
<i>Owner/Applicant</i>	Darshan Rangi	No change
<i>Site Size</i>	Area: 881.01 m ² (9,483.42 ft ²) Width: 23.01 m (75.49 ft.) Depth: 38.33 m (125.75 ft.)	Area: +/-866 m ² (+/-9322 ft ²) <ul style="list-style-type: none"> Reduction due to widening along Blundell Road and a corner cut at Heather Street Rear lane secured with Public Rights of Passage will not affect site area for density calculation purposes (though it will limit where buildings can be constructed)
<i>Land Use</i>	Single-family home	Seven (7) townhouse dwellings
<i>OCP Designation</i>	Residential (City Centre)	No change
<i>Sub-Area Plan Designation (McLennan South)</i>	"Land Use": Residential, Townhouse up to three-storeys over one parking level, Triplex, Duplex, Single-Family, 0.75 base FAR "Circulation Concept": discourages Blundell access/encourages lanes	No change
<i>Zoning</i>	Single-Family Housing District, Subdivision Area F (R1/F)	Comprehensive Development District (CD/28), amended to permit a height increase to 3-storeys
<i>Maximum Density</i>	0.55 FAR	0.65 FAR, when at least one dwelling is smaller than 60 m ² (645.86 ft ²)
<i>Parking</i>	2 spaces/single-family home	Residents: 0.5 spaces/bedroom Visitors: 0.2 spaces/dwelling

Surrounding Development & Related Policies

McLennan South Sub-Area Plan Overview (Attachment 3)

The sub-area plan, adopted in 1996, promotes the establishment of a lower-density residential neighbourhood with a "country-estate" image. Currently characterized by a mix of newer and older single-family homes on large lots, the plan envisions that many of these homes and their mature landscaping may be retained. New development is intended to be largely single-family houses; while, multiple-family housing in the western half of the sub-area is encouraged to use house-like forms to create a "single-family neighbourhood feel". The area's existing streets, complemented by a number of new streets, are to be lined with large-scale trees and broad boulevards to help ensure the establishment of a pedestrian-friendly environment. And, special attention to the landscaping of development sites is encouraged throughout McLennan South in order to help retain the neighbourhood's "rural" feel.

Sub-Area Plan Densities & Development Precedents

Building densities under the sub-area plan are to be based on site area net of dedications (i.e. roads). The densities specified under the Land Use plan should be considered as guides rather than targets. The term "base density" used in the Land Use plan indicates that additional density may be supported where a project can demonstrate that it is attractive, livable, and consistent with sub-area plan objectives. On the other hand, under special circumstances, it may be appropriate to develop a project at a density that is less than the "base density" specified for its location.

The latter was the case with a development proposed for 9371 Blundell Road, at the northwest corner of Blundell Road and Ash Street (RZ 99-167465). The lot, situated in an area designated for "three-storey townhouses over one level of parking" and a base density of 0.75 floor area ratio (FAR), was rezoned to Comprehensive Development District (CD/28) and a maximum density of 0.65 FAR. The lot's owners chose this approach in order that they could develop their small property independent of their neighbours. The rezoning was supported on the basis that:

- A rear lane would be established, which would in turn allow the adjacent small lots fronting Blundell Road to develop in a similar fashion; and
- The proposed form of development (e.g. a four-plex and a duplex designed to resemble traditional houses with porches and pitched roofs) was consistent with the "single-family neighbourhood feel" encouraged by the plan.

The subject application at 9191 Blundell Road is located at the west end of the same block in which 9371 Blundell Road is located. The two lots have the same sub-area plan land use designation and are similar in size. And, the owners of both lots wish them to be zoned Comprehensive Development District (CD/28) in order to permit the development of small townhouse projects with rear lane access.

Comprehensive Development District (CD/28)

This zoning district was established in 1994, to support small-lot single family and infill townhouse development in the City Centre's Acheson-Bennett sub-area. In 1999, CD/28 was updated so that its use could be expanded to small-lot residential development elsewhere in the City Centre, including the project described earlier at 9371 Blundell Road.

With CD/28's broader application, the need to allow for variances increased. In the case of 9371 Blundell Road, for example, the City agreed to support an increase in the maximum permitted height from 2½-storeys and 9 m (29.53 ft.) to three-storeys and 12 m (39.37 ft.), in order to accommodate the proposed project and better conform to the sub-area plan's land use designation. It was also noted in the context of that application that buildings should be set back a minimum of 1.2 m (3.94 ft.) from a lane to provide adequate sight lines and minimize property damage. CD/28 does not, however, currently require such a setback.

The amendment to Comprehensive Development District (CD/28) proposed as part of this report specifically addresses the issues of height and lane setbacks described above.

Subject Site

As noted earlier, although the sub-area plan was adopted in 1996, McLennan South only began to attract significant development interest in 2001. Currently, there are five large-scale townhouse projects planned for the western half of the neighbourhood, one of which is proposed for the west side of Heather Street, directly across from the subject site. (**Attachment 2, #10**) When constructed, this 51 unit project, together with the other projects planned for the area, will dramatically transform McLennan South, west of Heather Street, and make the subject site's existing single-family home look small and run-down in comparison. This situation and the pressure on the subject site and its Blundell neighbours to change is further increased by recent townhouse construction on the south side of Blundell Road and the area's proximity to the shopping centre at Blundell and Garden City.

Staff are aware that developers have made several unsuccessful attempts to assemble the subject site and its Blundell Road neighbours. It was, in part, this lack of success that drove the owners of 9371 Blundell Road (at Ash Street), and now the owner of the subject site, to initiate the establishment of a rear lane and strategy for their independent development. The challenge now facing these owners is how to build good quality projects that the market will like and be able to afford to build the required lane and other road upgrades. The difficulty of achieving this with a fairly conventional residential project has stalled development at 9371 Blundell Road. The applicant's proposal to build a mix of smaller units and a less conventional form is a conscious effort to overcome those pitfalls.

Definition of "Townhouses"

Richmond's zoning bylaw defines townhouses as a building or buildings containing two or more dwelling units, where each unit has a separate entrance at its first storey level. All of the dwelling units proposed as part of the subject application have private front doors that open directly outside either at grade or onto a raised outdoor porch. As such, the application's stacked units (e.g. "stacked townhouses") and units over garages (e.g. "carriage houses") meet the City's definition of townhouses.

Development Permit Guidelines

Guidelines for the issuance of Development Permits for multiple-family housing are contained within Section 2.10 and 2.10D of Bylaw 7100 (City Centre Area Plan and McLennan South Sub-Area Plan).

Staff & Advisory Design Panel Comments***Policy Planning***

Staff find the proposed application for rezoning supportive of community objectives for the McLennan South area. The proposed form of development, with its small, stacked townhouse units and "carriage houses", is a welcome innovation in the City Centre. However, the form is also a challenging one, and on this basis staff recommend that a Development Permit be processed to the satisfaction of the Manager of Development Applications prior to final reading.

In addition, staff recommend that Comprehensive Development District (CD/28) be amended to make it more effective and to enhance its use outside the City Centre's Acheson Bennett sub-area. The omission of lane setbacks from the current bylaw can make it difficult to ensure that buildings are set a safe distance off the edge of a rear lane. And, while a 2½ storey height limit is consistent with policy in the Acheson Bennett area, it is unnecessarily restrictive in other areas of the City Centre (such as St. Albans or McLennan South's higher density townhouse area). Staff believe that the proposed changes to CD/28 will make it easier to use and reduce the need for variances.

Transportation

- Vehicular access to the subject site should be provided exclusively via a 6 m wide public lane (secured through Public-Rights-of-Passage) along the north edge of the subject site.
- Direct pedestrian access between the development and adjacent public sidewalks should be provided.
- A strip of land should be dedicated along the Blundell Road frontage for widening of the existing sidewalk/boulevard to City standards, together with a 4 m by 4 m (13.12 ft. by 13.12 ft.) corner cut at Heather Street.
- Frontage improvements and road works should be provided as per Engineering staff comments.
- Based on seven units and 14 bedrooms, under Comprehensive Development District (CD/28), the subject development would be required to provide seven parking spaces for residents and 1.4 for visitors. However, the provision of more than eight spaces results in a highly inefficient site layout and the loss of considerable usable open space. In light of this situation, staff are willing to accept one space for visitors, provided that a covenant is granted to ensure that this space will not be converted to resident parking.

Engineering

Prior to final reading of the rezoning, the following shall be in place:

- Dedication of:
 - a) 0.39 m (1.28 ft.) wide strip of land across the subject site's entire Blundell Road frontage.
 - b) 4 m by 4 m (13.12 ft. by 13.12 ft.) corner cut at the Blundell/Heather corner.
- Granting of a 6 m (19.69 ft.) wide Public Rights of Passage rights-of-way along the subject site's entire north edge for use as a public lane.

- Registration of a restrictive covenant to ensure that no vehicular access to the subject site shall be provided from Blundell Road and that access from Heather Street shall be solely via the public lane.
- Enter into the City's standard Servicing Agreement for the design and construction of the Public Rights of Passage right-of-way (e.g. the public lane).

Prior to issuance of Building Permit, the developer must:

- Register a restrictive covenant to secure the subject site's visitor parking (to the satisfaction of Richmond's Transportation department) and prevent its appropriation for the use of residents.
- Enter into a second Servicing Agreement with the City for the design and construction of road improvements including, but not limited to:
 - a) Along Blundell Road: Relocation of the 1.5 m (4.92 ft.) wide sidewalk to the new property line and creation of a 1.5 m (4.92 ft.) wide treed/grassed boulevard at the back of the existing curb; and
 - b) Along Heather Street: Alteration of the existing curb return as required to meet the street's ultimate cross-section and installation of curb and gutter along the site's Heather Street frontage, creation of a 3.1 m (10.17 ft.) wide treed/grassed boulevard at the back of curb, complete with decorative "Zed" street lights, and installation of a 1.75 m (5.74 ft.) wide sidewalk.

Development Cost Charge (DCC) credits will apply against the DCC assessment for works done on Heather Street.

Note: Staff recommend that even though the Servicing Agreements for the lane and the road improvements may be phased, the works should be designed together.

Advisory Design Panel

The subject application was presented to Design Panel for preliminary review on October 3, 2001. The panel was supportive of the project, but thought that attention was required to:

- Improve access for people with disabilities;
- Create a more interesting, attractive elevation along the public lane;
- Provide more consistent detailing; and
- Create a well thought out landscape plan that retains existing significant trees, provides convenient access for residents to the parking, accommodates children's play, garbage, and mail, addresses changes in grade, and balances privacy with security.

Analysis

Rezoning of the subject site, as proposed, is consistent with Richmond's goals and objectives for development of the City Centre and with Official Community Plan projections for population. Furthermore, while the development's proposed density is less than the "base density" of 0.75 floor area ratio (FAR) designated for its site under the McLennan South Sub-Area Plan:

- The project's form of development (e.g. a three-storey townhouse form with porches and pitched roofs) is similar to that of higher density projects proposed nearby; and
- The proposed development approach (e.g. independent small-lot development with rear lane access) is consistent with that established one block away at 9371 Blundell Road.

Also of note, the proposed project presents an innovative approach to integrating smaller, more affordable units into a conventional townhouse setting. Though intended as market units, their smaller size and low parking ratio relative to neighbouring townhouses will make them less expensive to build. And, the project's site layout, which opts to maximize green space rather than easy parking access, sets it apart from the standard townhouse designs so popular with developers across the city. These features are likely to make the project of interest to singles and others who may find a low-rise, City Centre neighbourhood such as McLennan South attractive, but would rarely be able to find suitable accommodation at the right price.

Use of Comprehensive Development District (CD/28) is well suited to the proposed project. Its low parking ratio (e.g. 1 space/dwelling instead of the more common ratio of 1.5 spaces/dwelling) and density bonus for small units are intended to encourage the development of projects such as the applicant's. The zoning district's maximum height of 2½ storeys, however, does just the opposite because it reduces on-site open space opportunities and makes it difficult to "stack" units. The zone also overlooks the need to prescribe setbacks to lanes secured through Public Rights of Passage, a method commonly employed both inside and outside the Acheson Bennett neighbourhood. Amending CD/28 to allow a maximum height of 3 storeys outside the Acheson Bennett area and provide for lane setbacks will help to address its current shortcomings and make it a more effective tool for small-lot City Centre development.

Financial Impact

None.

Conclusion

1. Rezoning of the subject property to Comprehensive Development District (CD/28) merits favourable consideration because it is generally consistent with objectives for the development of McLennan South, and offers an innovative approach to integrating smaller, more affordable units into a conventional townhouse setting.
2. Amendments to Comprehensive Development District (CD/28) are recommended to make it more effective and to enhance its use outside the City Centre's Acheson Bennett sub-area.

Suzanne Carter-Huffman.

Suzanne Carter-Huffman
Senior Planner/Urban Design

SPC:sk

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

Legal requirements, specifically:

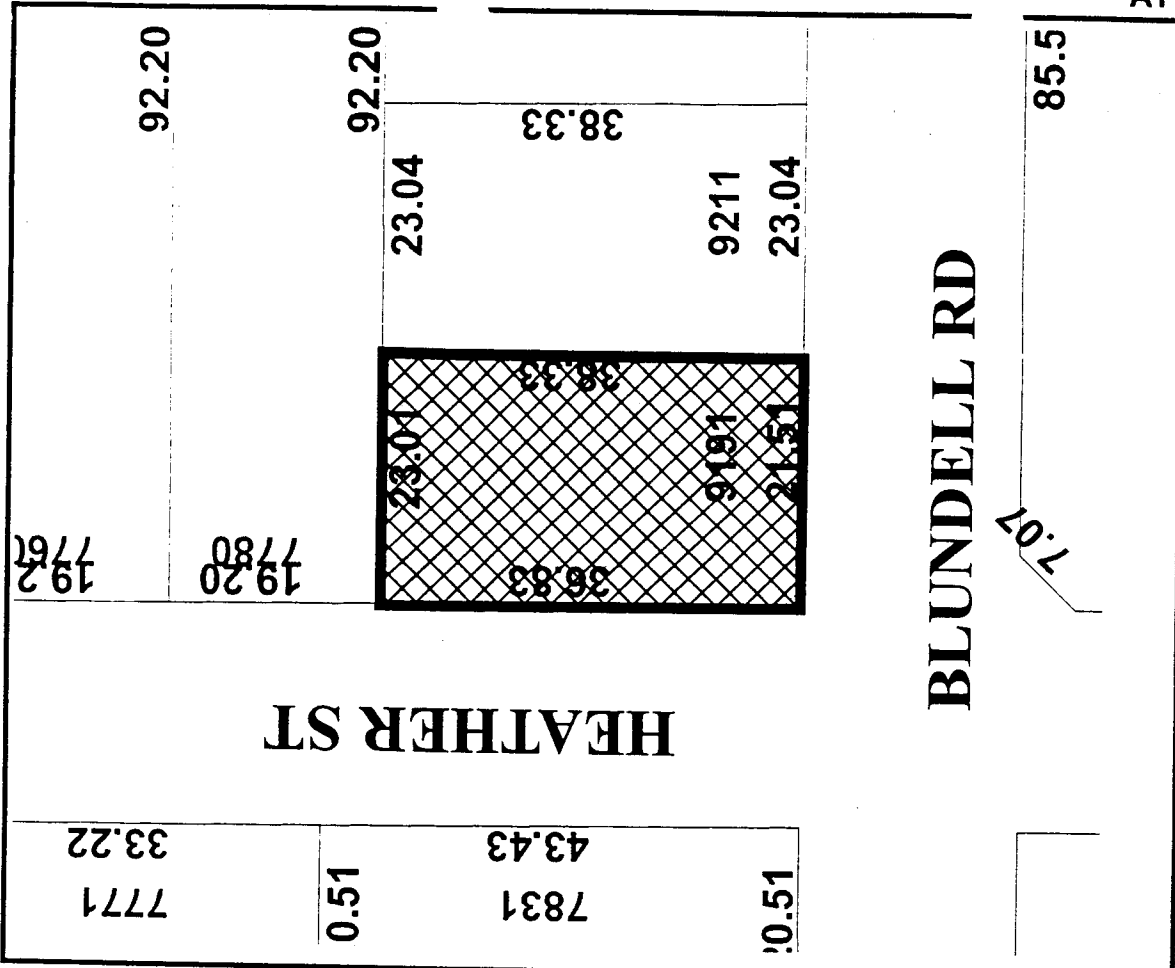
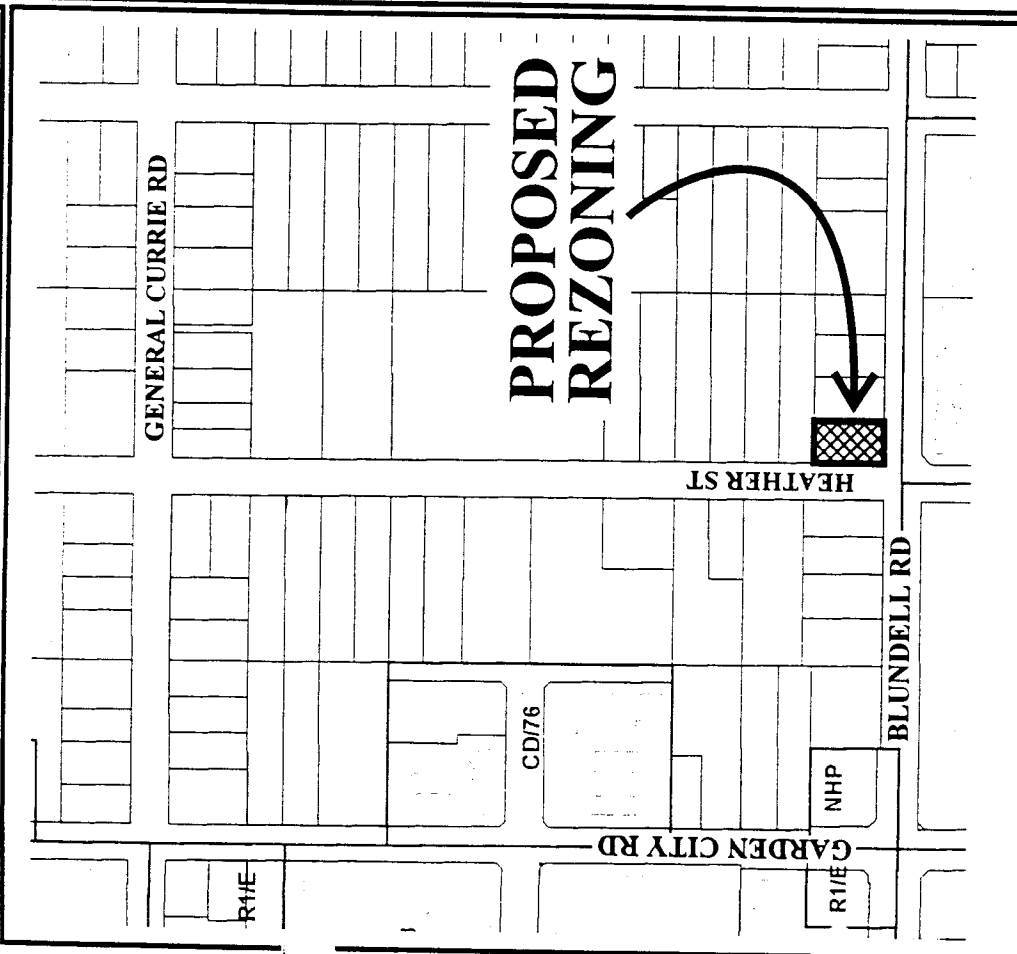
- Dedication of:
 - a) 0.39 m (1.28 ft.) wide strip of land across the subject site's entire Blundell Road frontage.
 - b) 4 m by 4 m (13.12 ft. by 13.12 ft.) corner cut at the Blundell/Heather corner.
- Granting of a 6 m (19.69 ft.) wide Public Rights of Passage rights-of-way along the subject site's entire north edge for use as a public lane.
- Registration of a restrictive covenant to ensure that no vehicular access to the subject site shall be provided from Blundell Road and that access from Heather Street shall be solely via the public lane.
- Enter into the City's standard Servicing Agreement for the design and construction of the Public Rights of Passage right-of-way (e.g. the public lane).

Development requirements, specifically:

- Processing of a Development Permit application to a satisfactory level, as determined by the Manager of Development Applications



City of Richmond

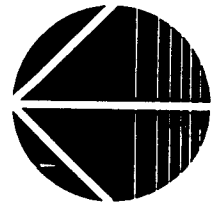


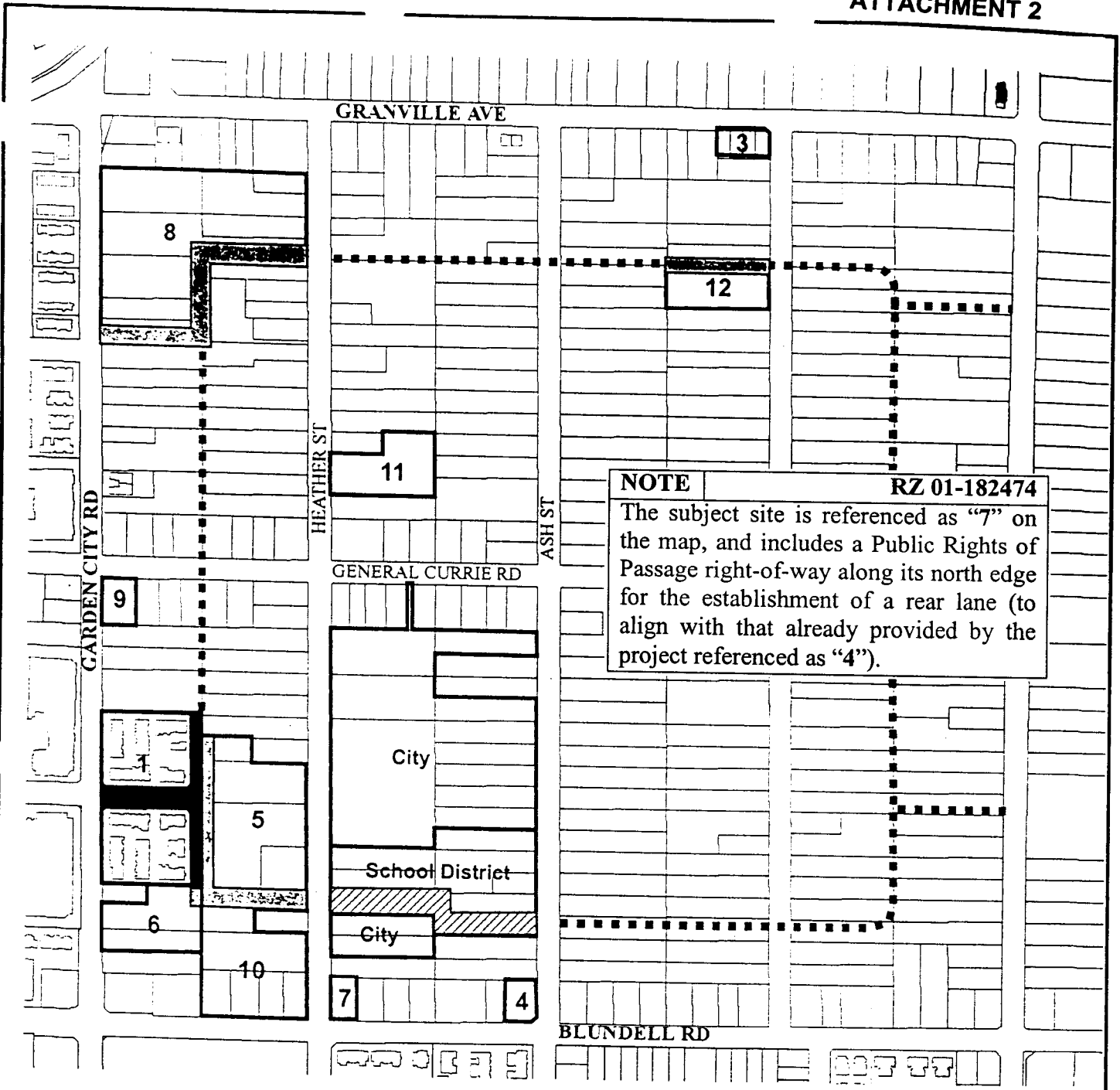
Original Date: 02/01/01

Revision Date:

Note: Dimensions are in METRES

RZ 01-112474

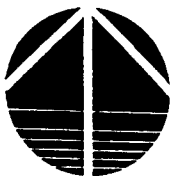




NOTE **RZ 01-182474**
 The subject site is referenced as "7" on the map, and includes a Public Rights of Passage right-of-way along its north edge for the establishment of a rear lane (to align with that already provided by the project referenced as "4").

"Ring Road" and Arterial Connections

- Existing
- Proposed as part of pending or anticipated applications
- Anticipated through a land exchange with School District
- Designated under the sub-area plan (location not finalized)



McLennan South
15-4-6






Original Date: 09/28/01

Revision Date:

Note: Dimensions are in METRES

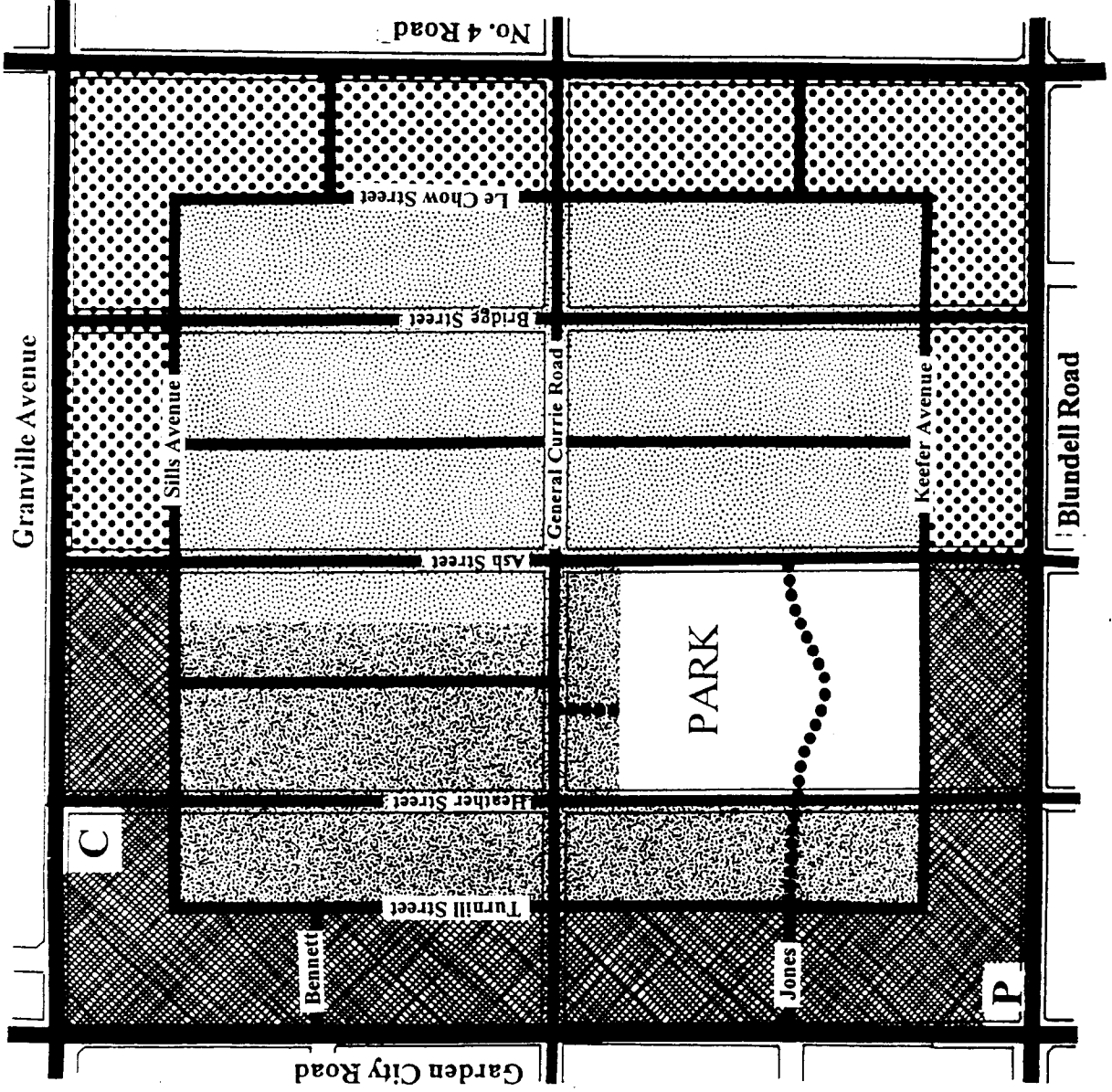
Attachment 1

Land Use

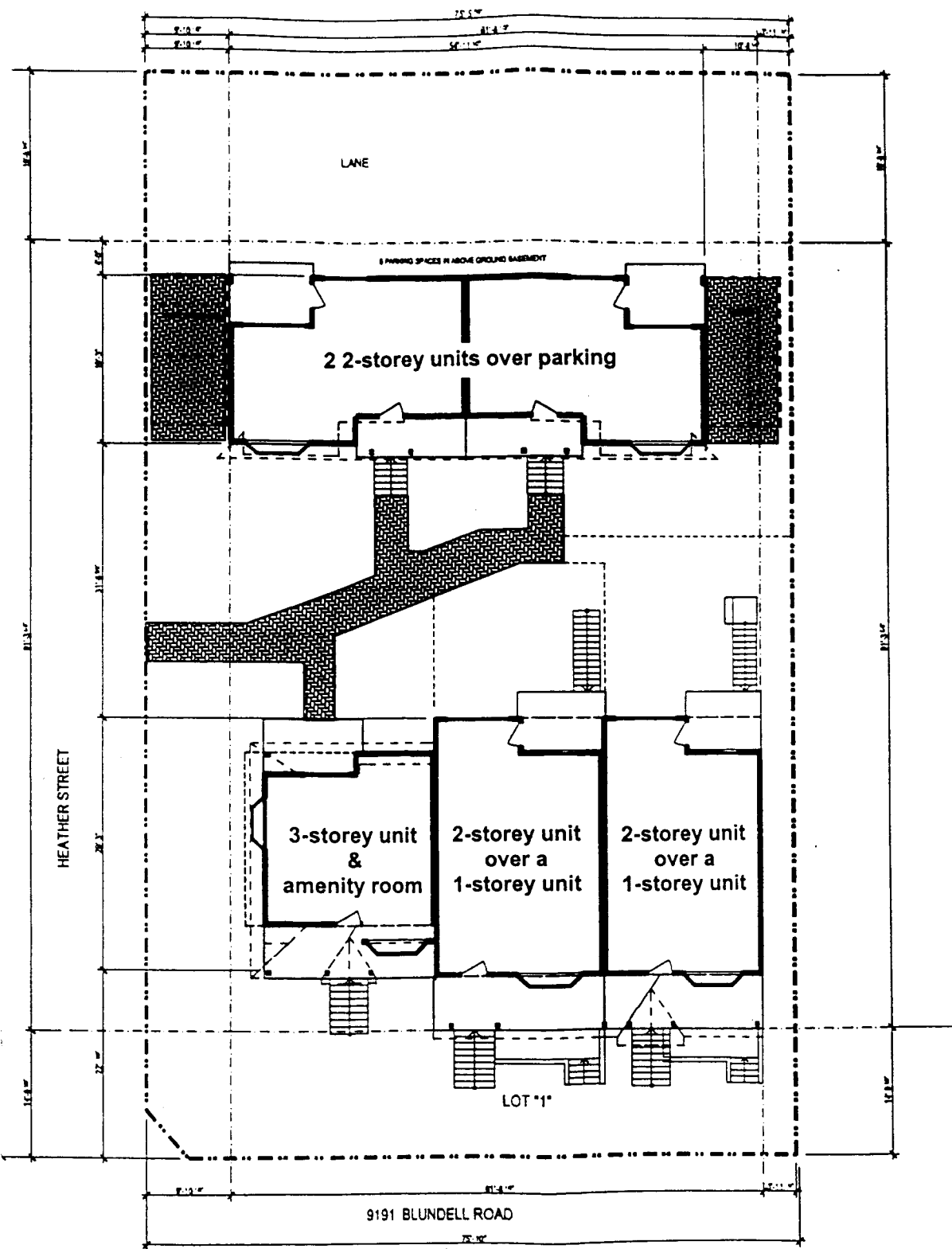
-  Residential, Townhouse up to 3 storeys over 1 parking level, Triplex, Duplex, Single Family 0.75 base F.A.R.
-  Residential, 2 1/2 storeys Townhouse, Triplex, Duplex, Single Family 0.60 base F.A.R.
-  Residential, 2 1/2 storeys Triplex, Duplex, Single Family 0.55 base F.A.R.
-  Residential, 1 Historic Single Family, 2 1/2 storeys max. 0.55 base F.A.R.
-  Trail/Walkway
- C** Church
- P** Neighbourhood Pub



Original Adoption: March 15, 1999



NOTE: Exact alignment of ring road and two new secondary entry roads from No.4 Rd. subject to development.



GENERAL
 All dimensions are to the face of the curve of slabs, joists, or other structural components.
 Written dimensions shall take precedence over scaled dimensions. Contractor shall verify and be responsible for all dimensions, alignments and other conditions on site.
 The designer shall be informed of any variations from the written dimensions and/or conditions shown on the drawings.

COPYRIGHT
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CODE CONFORMANCE
 This plan has been drawn to conform to the requirements of the British Columbia Building Code 1998.

Rev	By	What
Issued	for	

VON DRATHEN DESIGN/MD

8400 HEATHER STREET
 RICHMOND, B.C. V6Y 2R4
 PHONE 604-241-1944
 FAX 604-241-1987

PROJECT	MULTI FAMILY RESIDENCE
	9191 BLUNDELL ROAD RICHMOND
CLIENT	DARSHAN S. RANGI 6108 # 5 ROAD RICHMOND, B.C. V6Y 2R4
DRAWING NAME	SITEPLAN PROJECT INFO
SCALE (MM)	1/8" = 1'-0"
DRAWN BY	fvd
DATE	12/02/2000
PROJECT NO.	295-00
SHEET NO.	A-01

1 SITEPLAN
 A1 1/8" = 1'-0"



1 SOUTH ELEVATION
A5 1/4" = 1'-0"



2 WEST ELEVATION
A5 1/4" = 1'-0"



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7307**

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

1. Richmond Zoning and Development Bylaw 5300 is amended by replacing Sections 291.28.6 and 291.28.7 with the following:

“291.28.6 **MINIMUM SETBACKS**

.01 **Front Yard:**

- a) For a principal **building**: 4.5 m (14.764 ft.)
- b) For **accessory buildings**, carports, parking pads, and garages: 15 m (49.213 ft.)

.02 **Side Yard:** 1.2 m (3.937 ft.) for a principal **building**, and 0.6 m (1.969 ft.) for **accessory buildings**, carports, parking pads, and garages

PROVIDED THAT where a side property line abuts a **public road**, the minimum **side yard** to that property shall be 3 m (9.843 ft.).

.03 **Rear Yard:**

- a) 6 m (19.685 ft.) for principal **buildings** and 1.2 m (3.937 ft.) for **accessory buildings**, carports, parking pads, and garages;

PROVIDED THAT where a property has access to a public lane, the minimum **rear yard** shall be 1.2 m (3.937 ft.), measured to the internal edge of the public lane right-of-way.

- b) For the purpose of this zone, public lane shall mean land in public ownership or secured for public use for access and transportation purposes and having a minimum width of 6 m (19.685 ft.), but not being a **public road**.

291.28.7 MAXIMUM HEIGHTS

.01 Buildings & Structures:

- a) Along Acheson Road and Bennett Road, west of No. 3 Road: 9 m (29.528 ft.), but in no case above the **residential vertical envelope (lot width)** or the **residential vertical envelope (lot depth)**.
- b) Elsewhere: 12 m (39.370 ft.), but containing no more than three (3) storeys.

.02 Accessory Buildings: 5 m (16.404 ft.).”

2. This Bylaw may be cited as “Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7307”.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

_____ DEC 10 2001 _____



MAYOR

CITY CLERK



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7308 (RZ 01-112474)
9191 BLUNDELL ROAD**

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

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area and by designating it **COMPREHENSIVE DEVELOPMENT DISTRICT (CD/28)**.

P.I.D. 011-450-037

Lot 1 Except: Parcel B (Bylaw Plan 72466); Section 15 Block 4 North Range 6 West New Westminster District Plan 9960

2. This Bylaw may be cited as “**Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7308**”.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

DEC 10 2001

CITY OF RICHMOND
APPROVED for content by originating dept.
HB
APPROVED for legality by Solicitor

MAYOR

CITY CLERK