



To: Planning Committee
From: Joe Erceg
Manager, Development Applications

Date: February 3, 2003
File: RZ 02-213334


Terry Crowe
Manager, Policy Planning

Re: **Application by S297 Holdings Ltd. for Rezoning at 9420, 9460, and 9480 Cambie Road from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/137)**

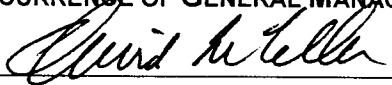
Staff Recommendation

That Bylaw No. 7486, for the rezoning of 9420, 9460, and 9480 Cambie Road from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/137)", be introduced and given first reading.


Joe Erceg
Manager, Development Applications


Terry Crowe
Manager, Policy Planning

JE:spc
Att. 1

<p>FOR ORIGINATING DIVISION USE ONLY</p> <p>CONCURRENCE OF GENERAL MANAGER</p> 

Staff Report

Origin

S297 Holdings Ltd. has applied to the City of Richmond for permission to rezone 9420, 9460 and 9480 Cambie Road from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/137). The applicant operates Lansdowne Pontiac Buick Cadillac GMC on Minoru Boulevard, and since 1992 has leased property nearby at 7360 Elmbridge Way for the storage of new vehicles destined for sale at their Minoru Boulevard location. The Elmbridge Way property was recently sold, and its new owner is proceeding with plans for its redevelopment with market and social housing. The applicant has acquired the subject site to relocate its vehicle storage area. It is not the applicant's intent to undertake retail sales at this new location.

Findings of Fact

Item	Existing	Proposed
Owner	S297 Holdings Ltd.	No change
Applicant	S297 Holdings Ltd.	No change
Site Size	11,947 m ² (2.95 ac.)	No change
Land Uses	Vacant	Outdoor storage of new cars and trucks
OCP & Cambie West Area Plan Designations	Mixed Use "An area which provides for residential, commercial, business and industry, and public and private institutions."	
Zoning	Single-Family Housing District, Subdivision Area F (R1/F)	Comprehensive Development District (CD/137) <i>Permitted Uses:</i> Outdoor storage of new cars & trucks; and Caretaker suite <i>Permitted Density:</i> 100 m ² (1,076.4 ft ²) for a caretaker suite <i>Setbacks:</i> 6 m (19.7 ft.) along Cambie Road <i>Maximum Height of Structures:</i> 6 m (19.7 ft.) <i>Required Fencing and Landscaping:</i> Solid fence around the perimeter of the site, landscaping along Cambie Road, and overhead lighting that is directed away from adjacent properties.
Aircraft Noise Exposure Forecast (NEF) 2000 - 2015	NEF 30-35+ Transport Canada recommends that new residential construction <u>not</u> be undertaken within this noise level, however, most commercial and industrial uses are acceptable, including automobile storage.	
Heritage	The Siddell House, listed on Richmond's Heritage Inventory, was recently demolished at 9480 Cambie Road.	

Related Policies & Studies

Richmond's OCP and the Cambie West Area Plan provide little guidance regarding the future of the subject site and its neighbours in Section 34-5-6. The area's "Mixed Use" designation allows for a broad range of uses, but there has been no recent development due largely to aircraft noise concerns regarding housing and market constraints on business park uses. Furthermore, with no clear land use objectives for the area, no comprehensive plans have been made for transportation, servicing, parks, or community services/facilities. As a result, the area remains one of large, unserviced, residential lots mixed with a few nursery operations (including one immediately west of the subject site). This stands in marked contrast to the neighbourhood north of the subject site, across Cambie Road, which has been fully redeveloped with single-family homes on smaller, serviced lots.

Development Permit Requirements

A Development Permit (DP) would not be required for the proposed development as there will be no building on the site larger than 100 m² (1,076.4 ft²).

Staff Comments***Policy Planning***

As the result of a lack of development opportunities in Section 34-5-6, property owners have begun to look for interim uses for their lands, such as that proposed by the applicant. And, while it is disappointing that more substantial redevelopment is not being pursued on the subject site at this time, the proposed use is expected to have little impact on nearby residents or nursery operations and the applicant will remain in a good position to act when a better opportunity comes along. On this basis, staff are supportive of the subject application.

Heritage

Until recently, a house listed on the City of Richmond Heritage Inventory, the Siddell House, was situated at 9480 Cambie Road. The Heritage Inventory is a database of Richmond's most important historical sites, and is intended as a research tool and to increase awareness of Richmond's past. It is not intended that property owners be obliged to "save" the resources listed in the Inventory. During the City's review of the subject application, staff requested that the applicant consider retaining the Siddell House as a caretaker's residence until a long-term use had been identified for the site. The applicant selected, however, to demolish the house. Staff find this disappointing and will continue to work to encourage other property owners to retain and make creative use of Richmond's heritage resources so they may be enjoyed today and by future generations.

Transportation

In light of the interim nature of the proposed project and the lack of a clear development direction for Section 34-5-6, no off-site transportation improvements (i.e. road widening, dedication, construction, intersection signalization, etc.) are required at this time. However, it should be noted that a variety of improvements will be required when the subject site undergoes more intensive redevelopment in the future.

With regard to the operation of the proposed vehicle storage yard, staff note that the applicant's current facility on Elmbridge Way relies on the adjacent public road for unloading of semi-trailers. Neither this practice nor the backing/manoeuvring of semi-trailers in the public road can be tolerated on Cambie Road at the subject site as these activities would be hazardous and inconvenient for motorists, pedestrians, and nearby residents and businesses. It is staff's understanding that the applicant has no intention of unloading or parking/stopping vehicles on Cambie Road. To ensure this, the subject site should be designed to enable semi-trailers to enter, unload, and exit the facility safely without compromising traffic on Cambie Road, access to adjacent properties, or the possible future extension of Stolberg Road along the subject site's west property line. Furthermore, the applicant is sensitive to the need to minimize any possible impacts that unloading operations may have on neighbouring residents, including noise, glare from lights, and unattractive views. On this basis, staff recommend the following:

- Two driveways should be installed along the site's Cambie Road frontage, linked with a driveway designed to accommodate the unloading of semi-trailers within the front +/-16 m (52.5 ft.) of the subject site. This will limit truck activities to the portion of the site already impacted by arterial traffic on Cambie Road and will keep the designated loading area north of the existing homes east and west of the site.
- The driveways should be designed to allow eastbound semi-trailers on Cambie Road to enter the site via the west driveway and exit via the east driveway. (No accommodation should be made for westbound semi-trailers to enter the site, or for semi-trailers to exit the site and head west. In fact, it should be assumed that a median may be installed in Cambie Road in the future and that access to the site will be exclusively from the west.)
- The driveways should be set as far off the side property lines as possible, while still accommodating adequate space for the unloading of semi-trailers and access between the loading area and the secured portion of the site.
- These driveways shall remain the exclusive means of accessing the subject site until alternative access comes available (e.g. via an extension of Stolberg Road, etc.) and the City determines that the site's access should be redirected.
- Landscaping (i.e. a tall, dense hedge together with trees, etc.) should be installed along the site's Cambie Road frontage to screen views of the loading and storage areas from the street and homes to the north. Lighting across the site should be designed to minimize glare or nuisance affecting neighbouring properties.

Engineering Services

Prior to final adoption of the subject rezoning, a covenant should be registered on the subject site limiting driveway access to a maximum of two locations along the site's Cambie Road frontage and restricting loading to the front portion of the subject site to the satisfaction of Transportation staff (until alternate access comes available via a new road and the City determines that access and/or loading should be redirected). There are no other concerns.

Analysis

The subject application is proposed for Section 34-5-6, a transitional area of the city for which there is no comprehensive land use/development plan. Given the location of this area on the fringe of the City Centre and its proximity to the airport, transit, and major transportation corridors, it appears to be well suited to medium density, urban development. However, with high levels of aircraft noise acting as a deterrent to residential use and the weak office market discouraging business park expansion, property owners are becoming frustrated by their lack of development prospects. With no "quick fix" for either residential or office development in sight, property owners and developers have begun to consider interim uses that could help offset holding costs until more lucrative opportunities come along. The subject application is the first formal proposal the area has seen for one of these interim uses.

It is the intent of the applicant to develop the subject site for the storage of new cars and trucks and to operate this facility until such time as redevelopment of the site to a higher and better use becomes financially viable. This interim use of the subject site is very similar to the applicant's use of a site on Elmbridge Way. That property, which has long been zoned Downtown Commercial District (C7), was recently purchased for the purpose of developing it with a mix of market and social housing at a density of 3 floor area ratio (FAR). Although being situated adjacent to several major hotels and a residential tower, and being within one block of the Richmond General Hospital, it has only now become economically feasible for a developer to pursue construction on this downtown property. In the interim, the storage of new vehicles provided the property owner with a practical use for his land. A similar situation exists south of this site where the City currently owns and operates a public parking lot, and along other roads in and around the City Centre where interim parking lots and low density developments mark time until the market can support higher and better uses.

The owner of two properties immediately adjacent to the subject site has expressed concern that the proposed development will discourage higher and better uses in Section 34-5-6; however, this would be inconsistent with the examples sited above. Furthermore, as the proposed zoning, Comprehensive Development District (CD/137), limits use of the subject site to the storage of new cars and trucks, it would not be possible for the site to change from the proposed use to any other use without rezoning and public review. This will give neighbours the opportunity to block the development of any undesirable alternative or additional uses proposed in the future.

Concern has also been expressed with regard to the possible un-neighbourliness of the proposed use and its potential impact on residents to the north and south of Cambie Road. To address this issue, CD/137 requires that a solid fence at least 2 m (6.6 ft.) high be erected around the perimeter of the site and that the Cambie Road frontage be landscaped. CD/137 also places limitations on the height of structures (including light poles) and the orientation of on-site lighting to ensure that on-site lights do not pose a nuisance for surrounding residents. (Light poles will be no taller than those installed in Richmond's residential lanes.) In addition, a covenant is recommended on the subject site to limit the number of driveways to two and to restrict loading and unloading of semi-trailers to a landscaped area at the front of the site near Cambie Road where its impact on residents should be minimal.

Lastly, concern has been expressed regarding the precedent this development would set and the possible impact additional interim developments could have on residential livability. On this point it should be noted that the proposed use is relatively clean and quiet and that the subject site is on the busy Cambie Road edge of the neighbourhood, adjacent to an existing nursery operation. As such, the proposed development will not add traffic or noise to the area and will have minimal impact on its residential neighbours. The precedent set will, therefore, be one of low-impact uses around the perimeter of the neighbourhood.

Options:

1) *Approval* –

On the basis that interim uses are appropriate in a transitional area such as Section 34-5-6, and the proposed use is not expected to impact the livability of nearby properties or the redevelopment potential of the area. (*Recommended*)

2) *Referral* –

On the basis that neighbourliness and/or development issues should be reconsidered.

3) *Denial* –

On the basis that the proposed rezoning would set an undesirable precedent and/or could compromise redevelopment of Section 34-5-6.

Financial Impact

None.

Conclusion

The applicant has applied to rezone property in Section 34-5-6 to permit an existing storage facility for new cars and trucks to be relocated from the proposed site of a mixed market/social housing project on Elmbridge Way. The proposed facility is considered to be an appropriate interim use on the subject site as it is expected to have no significant impact on the site's neighbours and will readily lend itself to redevelopment when higher and better uses become viable. On this basis, the subject application for rezoning merits favourable consideration.



Suzanne Carter-Huffman
Senior Planner/Urban Design

SPC:spc

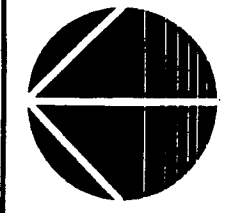
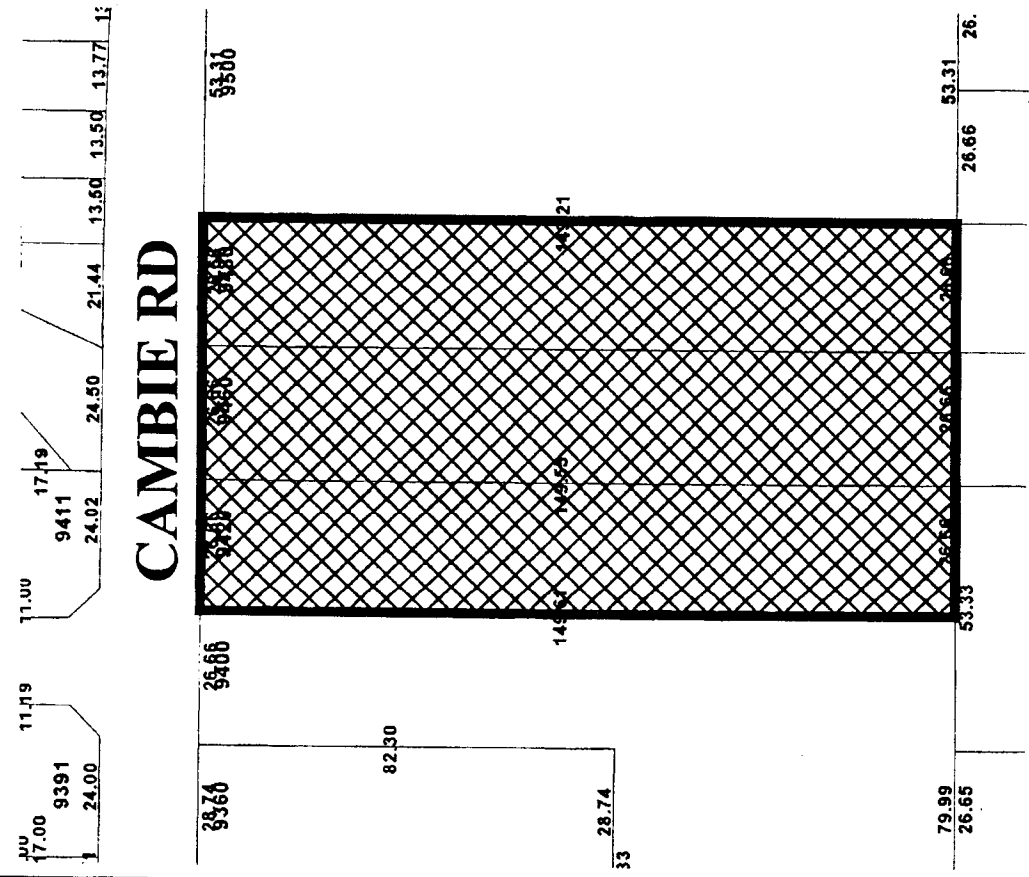
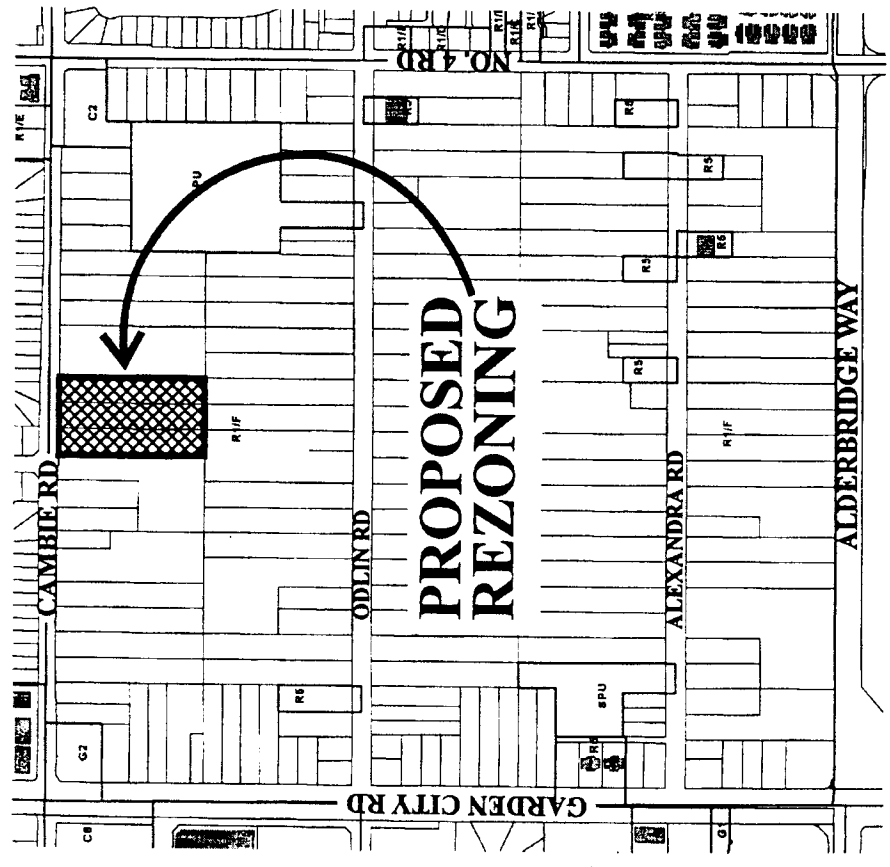
There are requirements to be dealt with prior to final adoption of rezoning:

- Approval of the Ministry of Highways.

Legal requirements, specifically:

- A covenant should be registered on the subject site limiting driveway access to a maximum of two locations along the site's Cambie Road frontage and restricting loading to the front portion of the subject site to the satisfaction of Transportation staff (until alternate access comes available via a new road and the City determines that access and/or loading should be redirected).

City of Richmond



RZ 02-213334

Original Date: 08/23/02
 Revision Date:
 Note: Dimensions are in METRES



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7486 (RZ 02-213334)
9420, 9460, AND 9480 CAMBIE 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 291.137 thereof the following:

“291.137 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/137)

The intent of this zoning district is to accommodate the outdoor storage of new cars and trucks.

291.137.1 PERMITTED USES

OUTDOOR STORAGE OF NEW CARS AND TRUCKS;
CARETAKER RESIDENTIAL ACCOMMODATION, limited to one such
dwelling unit, with a maximum floor area of 100 m² (1,076.426 ft²);
ACCESSORY USES, BUILDINGS & STRUCTURES.

291.137.2 PERMITTED DENSITY

.01 100 m² (1,076.426 ft²) per lot.

291.137.3 MINIMUM SETBACKS FROM PROPERTY LINES

.01 **Public Roads:** 6 m (19.685 ft.)

291.137.4 MAXIMUM HEIGHTS

.01 **Buildings & Structures:** 6 m (19.685 ft.)

291.137.5 SCREENING & LANDSCAPING

- .01 Screening and landscaping shall be provided in accordance with Division 500 of this Bylaw, EXCEPT THAT:
 - a) Outdoor storage areas shall be screened from view from adjacent **lots and public roads** by a solid **fence** a minimum of 2 m (6.562 ft.) in height;
 - b) On the portion of the **lot** which is within 6 m (19.685 ft.) of a **property line** abutting a **public road**, plant and maintain any combination of trees, shrubs, ornamental plants, or lawn; and

c) Lighting used to illuminate outdoor storage areas shall be so arranged that all direct rays of light are reflected upon the storage areas, and not upon adjoining property."

2. 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/137)**.

P.I.D. 001-035-479

The East Half Lot 7 Block "A" Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

P.I.D. 003-483-681

West Half Lot 8 Block "A" Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

P.I.D. 012-030-619

East Half Lot 8 Block "A" Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

3. This Bylaw may be cited as "**Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7486**".

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

MINISTRY OF TRANSPORTATION & HIGHWAYS APPROVAL

ADOPTED



MAYOR

CITY CLERK