



City of Richmond

Report to Committee

To: Planning Committee
From: Terry Crowe
Manager, Policy Planning

To Planning - Feb 18, 2003
Date: January 30, 2003
File: 8060-20-7240

Re: Amendments to the Arterial Road Redevelopment Policy

Staff Recommendation

1. That the Arterial Road Redevelopment Policy be amended, as shown on Attachment 1 to the report dated January 30, 2003, from the Manager of Policy Planning, for areas outside of Neighbourhood Centres to:
 - permit townhouses in the range of 0.6 FAR; and
 - permit single family housing to be built at a density of 0.6 FAR for properties along arterial roads where lanes are required;
2. That work be initiated by staff to create a 0.6 FAR townhouse zone and amend the R1 zone to permit 0.6 FAR for areas outside of the neighbourhood centres; and
3. That in 2004, staff present Council with a process to explore a Neighbourhood Centre Redevelopment Model in order to provide better guidance to neighbourhoods and the development community as how best to manage change in the Neighbourhood Centres.

Terry Crowe
Manager, Policy Planning

FOR ORIGINATING DIVISION USE ONLY		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Development Applications.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Transportation.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	
Zoning.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	

Staff Report

Origin

The Arterial Road Redevelopment Policy (Arterial Policy), adopted in June 2001 (**Attachment 2**), has enabled a range of redevelopment to occur along arterial roads in conjunction with the creation of lanes. Now that the policy has been used and tested over the past year and a half, it has become evident that there are some areas that may require some fine tuning to better ensure that development creates unique liveable neighbourhoods. Staff and Council have received recommendations for changes from the development community.

The purpose of this report is to make recommendations to better support redevelopment for properties that are near “neighbourhood centres” and generally along arterial roads.

Findings Of Fact

Neighbourhood Centres

As described in the Arterial Policy, and for the purpose of this report a “neighbourhood centre” includes:

- an area designated Neighbourhood Service Centre in the OCP (major local shopping centres) or a City-run community centres; and
- those properties within ½ block or 400m of the main intersection (see policy for factors affecting the detailed location of redevelopment).

This report makes recommendations for areas both “near” and “outside of” neighbourhood centres.

Analysis

Near Neighbourhood Centres

Richmond wants to be a more sustainable community. In order to support this goal, and in order to support strong neighbourhoods with identifiable centres, it is important that work be done to explore what Richmond’s neighbourhood centres could and should evolve to in the future.

It is recommended that staff report back to Council in 2004 with a process to explore likely redevelopment scenarios, transportation implications, market interest, neighbourhood concerns and a variety of other issues. The process would result in a sustainable vision of each neighbourhood centre and the densities needed to support them.

However, in the meantime, some specific recommendations are made for the areas outside of these centres.

Outside of Neighbourhood Centres

A number of recommendations are proposed for the areas outside of the neighbourhood centres as follows:

1.0 Permit Townhousing

Currently, the Arterial Policy does not permit townhouses outside of the neighbourhood centres except where significant community benefit can be derived. The reasoning behind this is to focus redevelopment near neighbourhood centres to provide a focal point for the community, support housing choice and transit, and because the neighbourhood centres have and need a range of shopping and community amenities to support those living at higher densities. It is important that the areas near neighbourhood centres be distinct from areas outside of them, therefore, townhousing is permitted only near the neighbourhood centres.

However, given that there is a range of densities at which townhomes can be built (approximately from 0.55 FAR to 0.8 FAR), and to increase housing choice, staff propose to amend the Arterial Policy to:

- focus the higher density townhousing (above 0.6 FAR) near the neighbourhood centres; and
- permit townhousing at a lower density (around 0.6 FAR or less) outside of the neighbourhood centres.

Flexibility

The reason that staff are not proposing 0.6 FAR as the absolute maximum outside of the neighbourhood centres is that there may be unique and exceptional cases where some flexibility may result in additional community benefit. Therefore, the proposed changes to the Arterial Policy does not specifically state 0.6 FAR as the maximum in order to allow for the few cases where there may be additional density warranted.

Standardized Townhouse Zones (to replace CD zones)

Staff is currently working on standardizing the multitude of CD zones that the City has been using for townhouse applications. One of these new draft standardized townhouse zones will permit a density of up to 0.6 FAR, the primary use of which would be for redevelopment along arterial roads outside of neighbourhood centres.

Compatibility with the OCP

The proposed changes to the Arterial Policy, for areas outside of the neighbourhood centres are compatible with the OCP policies. It should be noted however, that the Low Density Residential OCP land use designation covering some of the properties affected by the Arterial Policy permits a higher density (0.7 FAR) than what the proposed change to the Arterial Policy is suggesting (0.6 FAR).

Staff is not concerned about this difference as the density range permitted for this land use designation does not imply that all properties with that OCP designation are entitled to obtain the highest density. It is understood that other policies, practices and zoning affect density decisions.

Staff may in the future, adjust the permitted densities in the OCP after:

- testing this approach as part of the Arterial Policy;
- looking at a neighbourhood centre redevelopment model and the associated densities; and
- consulting with the community.

2.0 Increase the Density for Single Family

The development community has expressed frustration at the fact that, when they develop single family housing along arterial roads, they are limited to 0.55 FAR and that they are required to dedicate land for a lane and pay for the construction of the lane. While we have certainly seen some applicants provide this, there may be an opportunity to better support the creation of lanes by permitting additional density along the arterial roads where lanes are required. On an average single family lot, an increase in density of 0.55 FAR to 0.6 FAR translates into an additional 200 – 400 square feet of additional living space and developer ability to pay for the lanes.

This proposed density of 0.6 FAR is currently permitted in the Coach House zone, a number of CD zones in the City (eg, Terra Nova, Odlinwood, Imperial Landing) and in the agricultural zones. It is also the standard single family density in both the City of Vancouver and Burnaby. The increase in density to 0.6 FAR will have limited impact on the neighbours and will assist the development community in offsetting the cost of the lane.

Therefore, it is proposed that the existing R1 zone be amended to permit a density of 0.6 FAR (rather than 0.55 FAR) for lots along arterial roads where lanes are provided. One of the issues that will be evaluated when the change is made, is the impact of increasing density on the amount of useable outdoor space as this has been an issue in some cases. It is assumed that the change will be beneficial and acceptable.

Summary

The following chart summarizes the direction in the current Arterial Policy and the proposed changes to the Arterial Policy for the areas near and outside of neighbourhood centres.

	Current Management Strategy	Proposed Changes to Management Strategy
Near Neighbourhood Centres	- encourage townhouses and low-rise apartments rather than smaller scale forms of development	- encourage townhousing above 0.6 FAR - prepare a Neighbourhood Centre Redevelopment Model
Outside of Neighbourhood Centres	- permit large and small lot single family and duplex - permit townhouses with significant community benefit	- permit single family at 0.6 FAR (rather than at 0.55 FAR) - permit townhousing at or below 0.6 FAR

Financial Impact

The majority of recommendations are straightforward in nature and do not require significant staff time or additional cost. However, the recommendation to undertake a Neighbourhood Centre Redevelopment Study would be a significant study undertaken by staff. At this time this work is recommended for 2004. However, prior to this work being initiated, a work program and budget will be presented to Council for their approval.

Conclusion

Policy and zoning changes are proposed to:

- create more unique and sustainable neighbourhoods;
- create more effective policies to better support neighbourhood centres and redevelopment along arterial roads;
- provide increased housing choice; and
- respond to the developers concerns.

Specifically, changes are proposed in this report to amend the Arterial Policy for properties outside of neighbourhood centres to:

- increase the permitted single family density along arterial road; and
- permit lower density townhousing outside of the neighbourhood centres and focus higher density townhousing near neighbourhood centres.

Other changes that are recommended in this report that would be brought forward as needed include:

- an amended R1 zone permitting 0.6 FAR for properties along arterial roads providing lanes;
- a new standardized townhouse zone at 0.6 FAR; and
- a Neighbourhood Centre Redevelopment Model Study with a work program and budget.



Jenny Beran, MCIP
Planner, Urban Development

JMB:jmb



City of Richmond

ATTACHMENT 1

Policy Manual

Page 1 of 2	Adopted by Council: June 25, 2001 Amended by Council:	POLICY 7017
File: 8060-20-7240	ARTERIAL ROAD REDEVELOPMENT	

POLICY 7017:

It is Council policy that:

Along arterial roads (as shown on Attachment 1), outside the City Centre, in areas designated "Neighbourhood Residential" in the Official Community Plan, residential redevelopment will be managed and prioritized as follows:

1. For properties that are "Near" Neighbourhood Service Centres (as defined in the Official Community Plan), and City-run community centres (as shown on Attachment 1), townhouses over 0.6 FAR and low-rise apartments, rather than smaller scale forms of residential development (eg, duplexes or small single family lots) are to be encouraged.
2. For the purposes of Section 1, "near" is defined to be generally within ½ block or 400m of the Neighbourhood Service Centres' main intersection; however, the following factors will affect the actual location of proposed townhouses and low-rise apartments:
 - location of intersecting streets and amenities;
 - form of development across the street;
 - local subdivision pattern;
 - form of development, uses and orientation of the centre;
 - ages of development; and
 - community objectives for redevelopment.
3. In areas not within the scope of Section 1 & 2, a range of housing options are encouraged along arterial roads including:
 - single family at 0.55 FAR or 0.6 FAR where a lane is being provided or upgraded;
 - duplexes and coach houses and similar forms of housing at a density of 0.55 FAR or 0.6 FAR; and
 - townhouses at a density in the range of 0.6 FAR.



City of Richmond

Policy Manual

Page 2 of 2

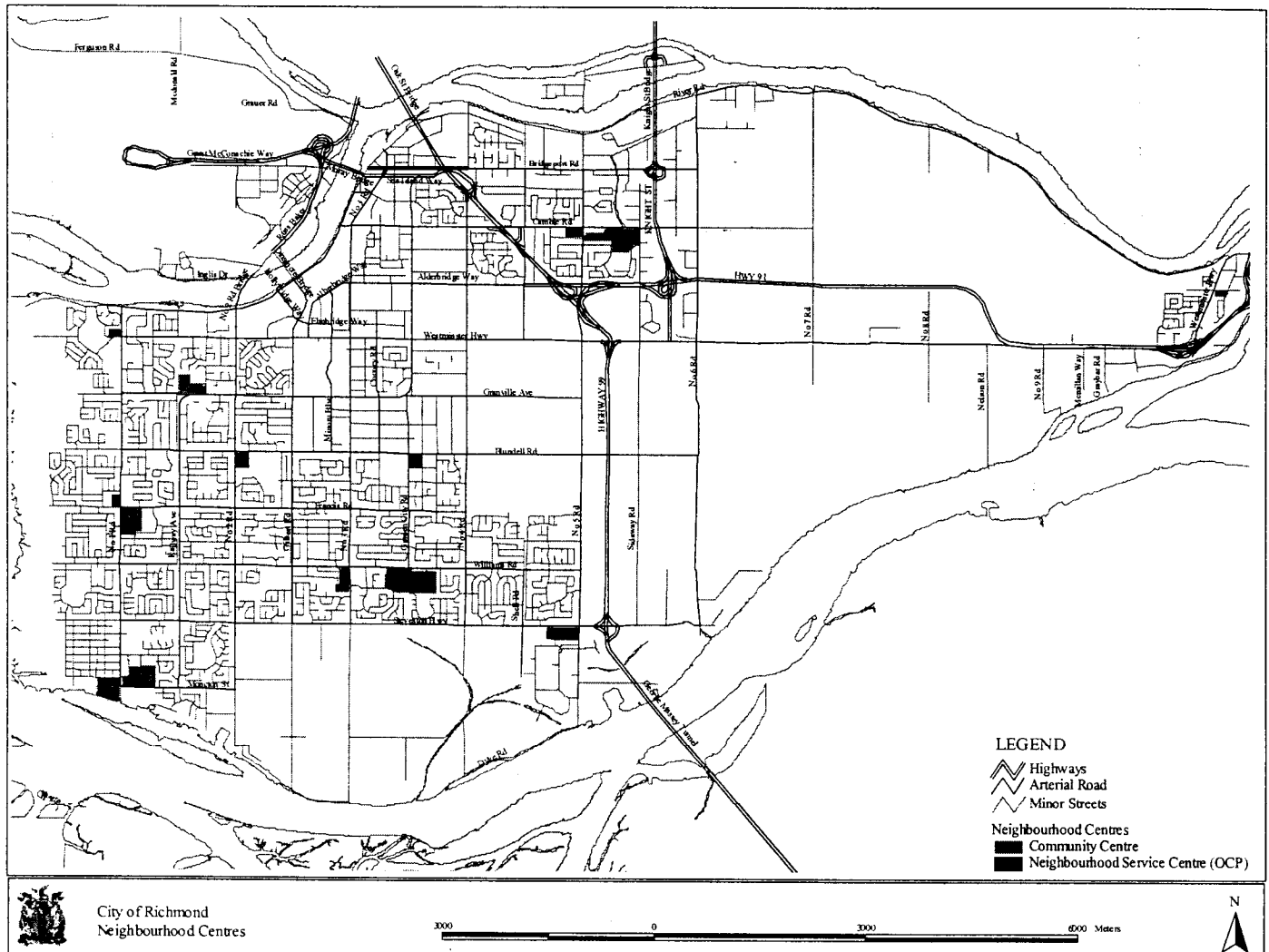
Adopted by Council: June 25, 2001
Amended by Council:

POLICY 7017

File: 8060-20-7240

ARTERIAL ROAD REDEVELOPMENT

Attachment 1





City of Richmond

Existing Policy

Policy Manual

Page 1 of 2

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 - location of intersecting streets and amenities;
 - form of development across the street;
 - local subdivision pattern;
 - form of development, uses and orientation of the centre;
 - ages of development; and
 - community objectives for redevelopment.
3. In areas not within the scope of Section 1, the following housing forms will be considered along arterial roads:
 - large lot single family, small lot single family and duplex developments,
 - townhouses (not low-rise apartments), may be supported where significant community benefit can be derived which would include for example, improvements such as:
 - lane access;
 - trail connections;
 - green space;
 - improvements to existing transportation problem areas;
 - saving of heritage resources;
 - beautification improvements that exceed minimum City requirements; or
 - non-market housing.



Attachment 1

