

Report to Committee

To:

Planning Committee

Date:

March 1, 2002

From:

Joe Erceg

File:

RZ 01-195103

Re:

Manager, Development Applications

APPLICATION BY PAUL LEONG ARCHITECT INC. FOR REZONING AT NORTH

25.603 M (84 FT.) OF 8868 ODLIN CRESCENT FROM COMPREHENSIVE DEVELOPMENT DISTRICT (CD/55) TO COMPREHENSIVE DEVELOPMENT

DISTRICT (CD/132)

Staff Recommendation

- 1. That Official Community Plan Amendment Bylaw No. 7338, to amend Schedule 2.10 (City Centre Area Plan) of Official Community Plan Bylaw No. 7100 by repealing and replacing the "Land Use" map and by introducing text amendments affecting the area designated for "Auto-Oriented Commercial" and "Light Industry and Commercial Support Use", be introduced and given first reading.
- 2. That Bylaw No. 7338, having been examined in conjunction with the Capital Expenditure Program, the Waste Management Plan, the Economic Strategy Plan, and the 5 Year Financial Plan, is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3) of the Local Government Act.
- 3. That Bylaw No. 7338, having been examined in accordance with the City Policy No. 5002 on referral of Official Community Plan Amendments, is hereby deemed to have no effect upon an adjoining Municipality nor function or area of the Greater Vancouver Regional District, in accordance with Section 882(3)(d) and (e) of the Local Government Act.
- 4. That Bylaw No. 7338 be referred to the Vancouver International Airport Authority for comment and response by April 8, 2002.
- 5. That Bylaw No. 7339, for the rezoning of North 25.603 m (84 ft.) of 8868 Odlin Crescent from "Comprehensive Development District (CD/55)" to "Comprehensive Development District (CD/132)", be introduced and given first reading.

Joe Erceg

Manager, Development Applications

SPC:spc Att. 4

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

The subject site, the north 25.6 m (84 ft.) of 8868 Odlin Crescent, is situated in Section 33-5-6, in the City Centre's Aberdeen District. (Attachment 1) The subject site was part of a mixed light industrial/commercial rezoning and subdivision completed in 1996, which saw the creation of six lots. Since that time, construction has taken place on four of the lots, leaving only 8868 Odlin Crescent and a lot to its east vacant. Paul Leong Architect Inc. has applied to subdivide 8868 Odlin Crescent (SD 01-195104), and to rezone its north "half" (e.g. the subject site) from Comprehensive Development District (CD/55) to Comprehensive Development District (CD/132) to permit the development of a place of worship, the I Kuan Tao Centre. The proposed rezoning requires that the site's current land use designation in the Centre Centre Area Plan be amended from "Auto-Oriented Commercial" to a new designation more reflective of planning objectives for the area's long term development. (Attachment 2)

Findings of Fact

Related Policies & Studies

The City Centre Area Plan encourages the development of a mix of uses in order to support the growth of a vibrant and economically viable community. The subject site is situated in the City Centre's Aberdeen District. There, strengthening of the area's existing commercial focus is generally encouraged west of Hazelbridge Way, while to the east, the plan discourages significant retail development in favour of "light industrial and commercial support uses". The intent of this designation is threefold:

- To encourage the replacement of existing single-family residential uses with less noise sensitive non-residential uses (e.g. aircraft noise);
- To support increased employment close to City Centre amenities and residents; and
- To accommodate light industries and commercial uses that are important to the "back-of-house" operations of the downtown area and are increasingly being displaced by higher density mixed-use development, higher-profile retail uses, and rising land values.

Findings of a City study into Richmond's industrial needs, completed in 1999, suggest that the Aberdeen area, east of Hazelbridge Way, should be targeted for high-tech industrial uses. This is consistent with the area plan.

In 1996, 8868 Odlin Crescent and the surrounding area was rezoned to Comprehensive Development District (CD/55) in order to permit uses typical of Richmond's industrial zoning districts (i.e. light industry, office, recreation, food catering, education, etc.), together with a limited amount of retail. The amount of retail permitted under CD/55 (e.g. up to 0.3 floor area ratio/FAR) is in excess of the area plan's original vision, so the designation of the affected properties was amended to "Auto-Oriented Commercial", the same designation applied to the No. 3 Road retail corridor. This would appear to be inconsistent with the area's Official Community Plan (OCP) designation of "Business and Industry" and City Centre objectives to limit retail east of Hazelbridge Way.

Item	Existing	Proposed	
Owner	Taurus Developments Ltd.	No change	
Applicant	Paul Leong Architect Inc.	No change	
Site Size	Width: 25.6 m (84 ft.) Depth: 76.33 m (250.42 ft.) Area: 1,954.05 m ² (0.48 ac.)	Application has been made to subdivide 8868 Odlin Crescent in "half" to create the subject site. (SD 01-195104)	
Land Uses	Vacant	 I Kuan Tao Centre - 664 m² (7,148 ft²) building, including: Place of worship: +/- 586 m² (6,308 ft²) at a density of 0.3 floor area ratio (FAR) Amenity space: 78 m² (840 ft²) of "amenity" space at a density of 0.04 FAR Total density: 0.34 FAR 	
OCP Designation	Business and Industry	No change	
Area Plan Designation (City Centre)	"An area of lower density retail development, typically accessed by automobile, which provides for shopping, personal services, business and entertainment uses."	Mixed Use - Light Industrial A low- to medium-density area where the development of high-tech, other light industries, and office uses are encouraged, together with a limited amount of commercial, educational, amenity, and service uses.	
Zoning	Comprehensive Development District (CD/55), permits: Light industry, office, educational, retail, restaurant, and recreation uses 1.0 FAR (max), of which up to 0.3 FAR may be "retail trade & services" Additional 0.1 FAR for "amenity space"	 Comprehensive Development District (CD/132), permits: Light industry, office, educational, and place of worship uses 1.0 FAR (max), of which up to 0.3 FAR may be "place of worship" Additional 0.1 FAR for "amenity space" 	
Parking Required (Current City bylaws) Parking Actual (In conformance with City bylaws)	As per Division 400 of Richmond's Zo Assembly Use: 10 spaces /100 m Other proposed uses (i.e. office): Based on current parking requirement Assembly Use: 150 m² (1,614.64) Other proposed uses: 514 m² (5,5) Total: 664 m² (7,147.47 ft²) = 36 s	f^{2} (1,076.43 ft ²) 4 spaces/100 m ² (1,076.43 ft ²) ats, as noted above: $f(t^{2}) = 15$ spaces $f(t^{2}) = 21$ spaces	

Surrounding Development

The subject site is situated on the east side of Odlin Crescent, across the road and just north of the Richmond International High School and College (the site of which is designated as "institutional" in the area plan). North and west of the subject site, properties have recently been developed with 2- and 3-storey buildings accommodating a mix of office, light industrial, warehouse, distribution, and retail uses. South of the subject site is the remaining "half" of 8868 Odlin Crescent (which is to remain zoned CD/55) and three residential lots zoned Single-Family Housing District, Subdivision Area E (R1/E). These three lots, like their neighbours to the south, are designated for future conversion to "light industry and commercial support" uses. The relatively small size of these lots could make their independent development difficult. Consolidation of one or more of them with each other and/or with the south "half" of 8868 Odlin Crescent is feasible and may prove to be desirable at some point in the future.

Form and Character

No Development Permit application will be required, as institutional uses are exempt from this review process.

Staff Comments

Policy Planning

The eastern "half" of Section 33-5-6 is a difficult area to develop. It is a mix of residential lots and industrially zoned parcels. The residential lots are so small that they discourage assembly, while many of the industrial lots require road dedication and construction. Both are relatively expensive and could remain unattractive to price-sensitive high-tech tenants/developers for sometime to come. A practical scenario for this area seems to be a mix of uses: some high-tech tenants, together with a range of small "back of house" uses (e.g. similar to Vancouver between Broadway and False Creek). Over the long term, as the adjacent Hazelbridge/No. 3 Road corridor densifies and Section 34-5-6 redevelops, demand for this area will increase too. Until then, the challenge will be how to encourage a mix of uses and be flexible enough to allow the area to change over time. On this basis, staff support rezoning of the subject site and recommend amending the City Centre Area Plan land use designation in the eastern "half" of Section 33-5-6 to "Mixed Use – Light Industry" in order to provide greater clarity for future development.

Transportation

653408

Parking Requirements:

The proposed facility is relatively small and the applicant has explained that the nature of its operation does not generate the high attendance peaks commonly associated with churches and some other places of worship. Nevertheless, adequate parking will be critical to the long-term viability of the facility and a manageable relationship with its residential and non-residential neighbours. For this reason, staff recommend that the number of parking stalls provided by the proposed development meet City bylaw requirements.

Access:

Transportation staff considered driveway access in this area when 8868 Odlin Crescent was originally created as part of a six-lot subdivision. At that time it was determined that 8868 Odlin Crescent should be permitted one driveway access. Staff will not support the addition of a second driveway access as a result of the proposed rezoning and subdivision. Covenants and easements must be registered as a condition of rezoning/subdivision to ensure that the two "halves" of 8868 Odlin Crescent will share a single driveway. The applicant's development proposal (Attachment 3) will need to be revised accordingly.

Engineering

There are no servicing concerns with this proposed rezoning. Frontage improvements were completed as a condition of a previous subdivision application. Sanitary sewer extension will be required as a condition of the pending subdivision application (SD 01-195104).

Public Comments

Three residential owners contacted the City with concerns regarding the subject application. (Attachment 4: One letter was received.) Parking concerns seem to have been resolved by requiring that the project comply with Richmond's parking bylaw. And, the developer's agreement to restrict the proposed rezoning to just the north "half" of 8868 Odlin Crescent appears to have resolved concerns regarding the project's possible impacts on the redevelopment potential of adjacent residential lots.

Analysis

The subject application for rezoning raises questions not only with regard to zoning, but also regarding the subject site's land use designation under the City Centre Area Plan.

As a result of an OCP amendment in 1996, the subject site is designated for "auto-oriented commercial" uses. Prior to this, the site, together with most of Section 33-5-6 east of Hazelbridge Way, was designated for "light industry and commercial support use". The 1996 redesignation stemmed from a decision to allow more retail on the subject site and its neighbours than had been foreseen during the City Centre area planning process. However, while the "auto-oriented commercial" designation is reflective of the site's larger retail component, it is not consistent with either the plan's intent to encourage light industry, nor the site's zoning, Comprehensive Development District (CD/55). This zoning is very different from that found in other "auto-oriented commercial" areas as it encourages light industry and puts greater limits on the amount of retail that may be developed.

These inconsistencies point out a problem not only with the subject site's current designation, but also with a lack of clarity around the area plan's "light industry and commercial support use" designation. If, as intended under the area plan, the eastern portion of Section 33-5-6 is to provide employment opportunities and "back of house" uses necessary to sustain a growing downtown, it cannot be a single-use (i.e. high-tech) area punctuated by the occasional shop. Nor can its range and distribution of uses be rigidly defined. Rather, the area needs to allow for a

mix of uses, including everything from print shops and car detailers to adult education and software designers. And it needs to be able to develop incrementally, slowly filling in and densifying as demand warrants. In light of this, staff believe that the subject site, its "auto-oriented commercial" neighbours, and the surrounding "light industry and commercial support use" area should be redesignated as "Mixed Use - Light Industry", defined as "a low- to medium-density area where the development of high-tech, other light industries, and office uses are encouraged, together with a limited amount of commercial, educational, amenity, and service uses".

The proposed designation is a more accurate reflection of City objectives for the eastern half of Section 33-5-6 than either of its current designations. And, it is a designation that can accommodate a broad range of uses, including the proposed I Kuan Tao Centre. This type of use is appropriate in a downtown, but can be difficult to accommodate in either residential or prominent commercial areas. The facility's proposed location puts it close to residents, employees, transit, and complementary services; makes it readily accessible for visitors coming from outside the downtown; and, limits the number of traffic-sensitive residential neighbours that may be impacted. A similar argument was made in favour of retaining the Richmond International High School and College in Section 33-5-6 during the area planning process. That process concluded that the school site and three neighbouring single-family lots should be designated for "institutional" uses. One of those lots is now under consideration for rezoning to permit its development with a church (RZ 01-194373).

With regard to zoning, the subject site is one of six lots currently zoned CD/55. This zoning district permits a range of uses found in Richmond's light industrial zoning district (i.e. light industry, office, education, recreation, food catering, etc.), together with retail. Development up to a maximum density of 1.0 floor area ratio (FAR) is permitted for any combination of uses, except for retail which may not exceed 0.3 FAR. The subject site's proposed zoning, Comprehensive Development District (CD/132), is similar to CD/55, but does not permit recreation, restaurant, or retail uses. In their place, "place of worship" is permitted, to a maximum density of 0.3 FAR. Thus, while CD/132 introduces a new use into the area currently zoned CD/55, it actually reduces the scope of non-industrial uses permitted.

Staff recognize that while CD/132 permits the subject site to be developed with light industrial/office uses at a density of 1.0 FAR, it is the applicant's intent to build only a place of worship at 0.3 FAR. It would be preferable, of course, if the applicant was to build a larger, mixed-use project, but in light of current market conditions, this is not practical. The applicant's development proposal, with a 2-storey building set close to the street and surface parking behind, will ensure, however, that (a) in the interim, the I Kuan Tao Centre will be a good fit with recent neighbouring developments, and (b) in the long term, the site may be densified by redeveloping its parking lot with a parking structure and other uses. This incremental approach to development is practical and desirable in transitional areas such as Section 33-5-6.

Options:

March 1, 2002

• Approval:

Support rezoning of the subject site, together with necessary changes to

the area plan, on the basis that they are consistent with City objectives for

Section 33-5-6.

• Refer to Staff: Direct staff to provide additional information on the redevelopment

potential of Section 33-5-6, including the Industrial Strategy's recommendation that this area be targeted for high-tech uses.

• Denial: Deny rezoning of the subject site on the basis that it would set an

undesirable precedent that could compromise the development of high-

tech uses in Section 33-5-6.

Staff recommend "approval".

Financial Impact

None.

Conclusion

The proposed place of worship is inconsistent with the subject site's current zoning and land use designation under the City Centre Area Plan. However, a number of inconsistencies have been identified in the area plan with regard to Section 33-5-6, the area in which the subject site is located. With amendments to the area plan, staff believe that the City's objectives for Section 33-5-6 and the area plan's land use designations can be brought more in line with each other and the proposed development can be supported. On this basis, rezoning of the subject site to Comprehensive Development District (CD/132) merits favourable consideration.

Suzanne Carter-Huffman

Senior Planner/Urban Design

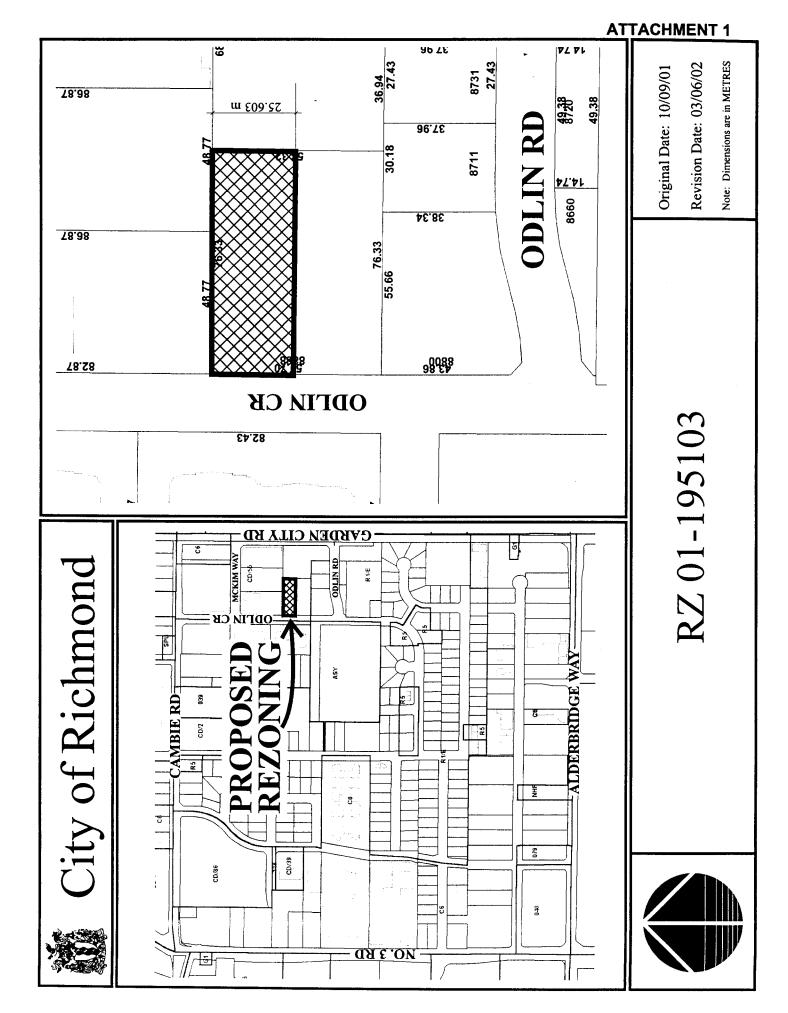
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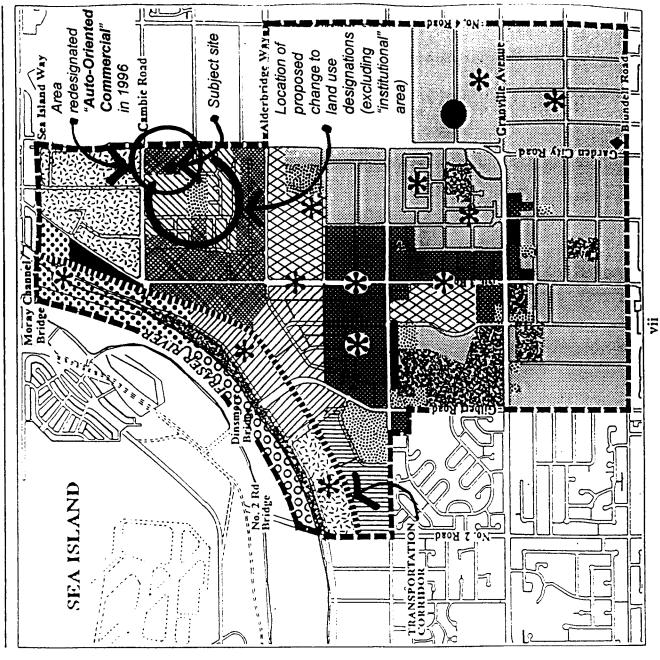
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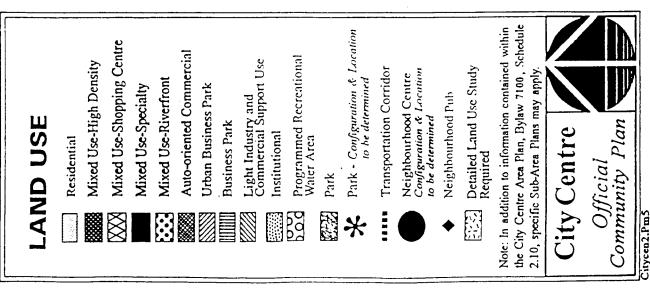
There are requirements to be dealt with prior to final adoption:

Legal requirement, specifically:

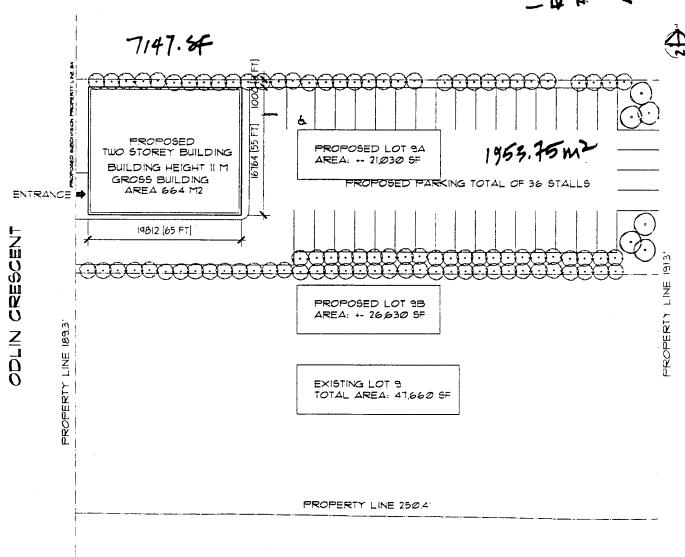
- Subdivision of 8868 Odlin Crescent and creation of the subject site (e.g. the north 25.603 m/84 ft. of 8868 Odlin Crescent).
- Registering of a restrictive covenant ensuring only one access to the north "half" of 8868 Odlin Crescent, to be shared with the south "half" of that same property.
- Registering an easement to accommodate a shared driveway providing access to both the north and south "halves" of 8868 Odlin Crescent.



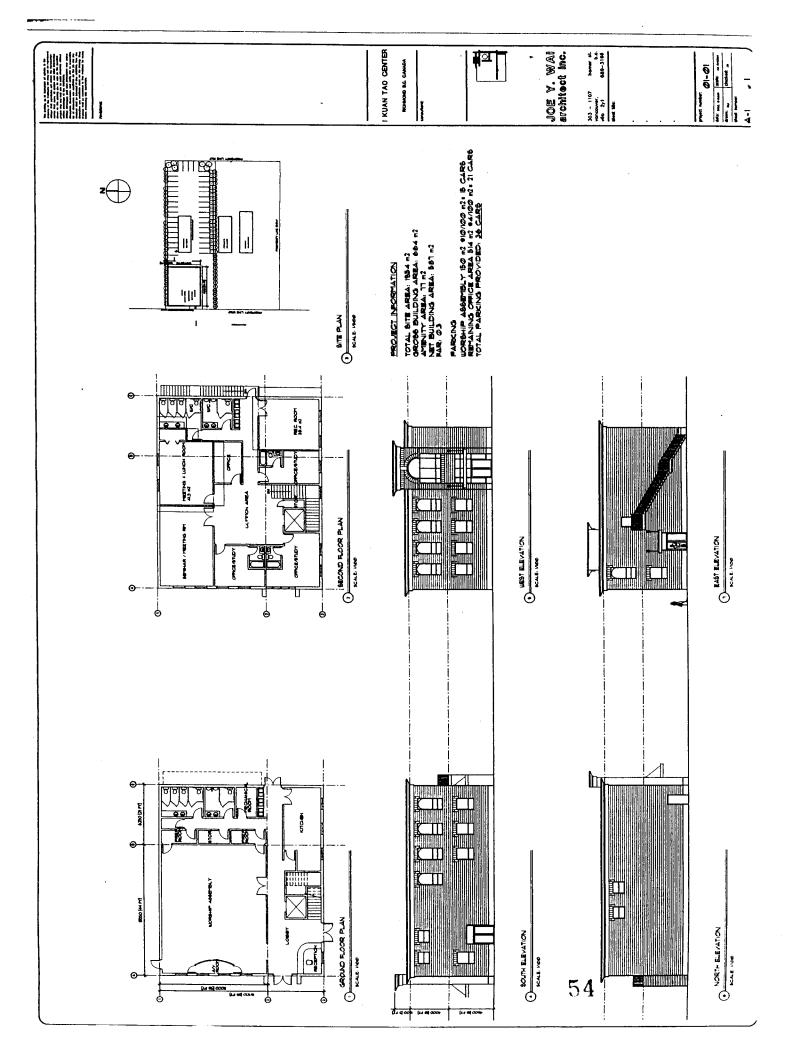




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T. Jones Group

3883 Cartier Street, Vancouver, B.C. V6H 3C6 Tel: (604) 734-1300 Fax: (604) 734-8788

City of Richmond 6911 No 3Road December 7th 2001

Attention Joe Erceg
Manager of Development Applications

Regarding site 150 ft North of the corner of Odlin Road and Odlin Crescent.

Dear Joe:

I am the owner of 8731 Odlin Road, which is next to the property applying to be rezoned. I bought my property about one year ago because of the current zoning, and I am completely opposed to both the rezone and proposed use of next door. Please keep me informed of any information or the status of the rezoning application. Again, I am 100% against it.

Sincerely,

Ster.

TREVOR JONES

Richmond Official Community Plan Bylaw 7100 Amendment Bylaw 7338 (RZ 01-195103)

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

- 1. Richmond Official Community Plan Bylaw 7100 is amended by repealing the "Land Use" map forming part of Schedule 2.10 (City Centre) thereof of and replacing it with "Schedule A attached to and forming part of Bylaw No. 7338".
- 2. Schedule 2.10 (City Centre) to Richmond Official Community Plan Bylaw 7100 is amended by:
 - 2.1 Inserting in "Land Use Map Definitions" the following:

"MIXED USE – LIGHT INDUSTRY

A low- to medium-density area where the development of high-tech and other light industries and office uses are encouraged, together with a limited amount of commercial, educational, amenity, and service uses."

2.2 Repealing Policy 4(b) under Section 3.1.3 and replacing it with:

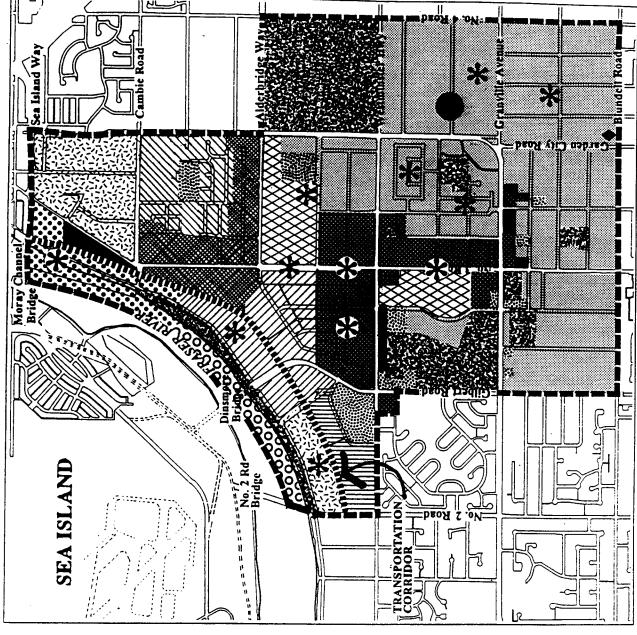
"SOUTH ABERDEEN

Encourage development of the portion of South Aberdeen bounded by Hazelbridge Way, Cambie Road, Garden City Way, and the properties along the south side of Leslie Road (excluding the area designated for institutional use) as a mixed-use area providing for high-tech and other light industries and office uses, together with a limited amount of commercial, educational, amenity, and service uses by:

- Allowing for a mix of low- and medium-density developments;
- In mixed-use projects, typically limiting uses other than light industry and office to the ground floor;
- Where possible, fronting retail, restaurant, educational, and service uses onto Hazelbridge Way and, to a lesser degree, Cambie Road to enhance these streets as interesting, pedestrian-friendly environments;
- Improving and extending local roads and arterial linkages to ensure convenient access and circulation; and
- Taking steps to minimize disruption to existing residences as the area's land uses gradually change over time."

3.	This Bylaw may be cited as "Rich Amendment Bylaw 7338".	hmond Official Community Plan Bylaw 7100,	
FIRS	Γ READING		CITY OF RICHMOND
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	OND READING		APPROVED for legality
ADO	D READING PTED		Solicitor
1100			
	MAYOR	CITY CLERK	

"Schedule A attached to and forming part of Bylaw No. 7338"



City Centre
Official
Community Plan

Note: In addition to information contained within the City Centre Area Plan, Bylaw 7100, Schedule

2.10, specific Sub-Area Plans may apply

Detailed Land Use Study Required

Neighbourhood Pub

Citycen 2. Pm5

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Programmed Recreational Water Area

Park

Mixed Use - Light Industry

Institutional

Mixed Use-Shopping Centre

Mixed Use-High Density

Residential

LAND USE

Auto-oriented Commercial

Urban Business Park

Business Park

Mixed Use-Riverfront

Mixed Use-Specialty

Park - Configuration & Location to be determined

Transportation Corridor

Neighbourhood Centre Configuration & Location to be determined

Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7339 (RZ 01-195103) NORTH 25.603 M (84 FT.) OF 8868 ODLIN CRESCENT

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 291.132 thereof the following:

"291.132 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/132)

The intent of this zoning district is to accommodate light industrial uses, commercial support services, and limited places of worship and assembly uses.

291.132.1 PERMITTED USES

LIGHT INDUSTRY;

CUSTOM WORKSHOPS, TRADES & SERVICES;

OFFICE:

COMMUNITY USE;

CARETAKER RESIDENTIAL ACCOMMODATION, limited to one such unit per lot;

PLACES OF WORSHIP & ASSEMBLY, provided that not more than 0.3 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;

ADULT EDUCATIONAL INSTITUTIONS;

PRIVATE EDUCATIONAL INSTITUTIONS;

STUDIO for artist, display, dance, radio, television or recording;

AUTOMOBILE PARKING;

RADIO AND TELEVISION TRANSMISSION FACILITY;

ACCESSORY USES, BUILDINGS & STRUCTURES.

291.132.2 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.

291.132.3 MAXIMUM LOT COVERAGE: 60%

291.132.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 Front Yard: 3 m (9.843 ft.)

291.132.5 MAXIMUM HEIGHTS

.01 **Buildings**: 15 m (49.213 ft.)

.02 **Structures**: 20 m (65.617 ft.)

291.132.6 OFF-STREET PARKING

- Off-street parking shall be provided in accordance with Division 400 of this bylaw, EXCEPT THAT:
 - (a) The minimum aisle width shall be 6.71 m (22.014 ft.).
 - (b) No parking shall be located between the **building** and a **property line** abutting a **public road**.

291.132.7 SIGNAGE

- .01 Signage shall be in compliance with City of Richmond's Sign Bylaw No. 5560 as it applies to development in the Downtown Commercial District (C7), EXCEPT THAT no freestanding sign shall be permitted.
- 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/132).

P.I.D. 023-597-071

North 25.603 m (84 ft.) of Lot 9 Section 33 Block 5 North Range 6 West New Westminster District Plan LMP30785

3. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7339".

FIRST READING		CITY OF
PUBLIC HEARING	fo	APPROVED r content by originating
SECOND READING		HPROVED
THIRD READING	1	for legality by Solicitor
OTHER REQUIREMENTS SATISFIED		<u> </u>
ADOPTED		
MAYOR	CITY CLERK	