



City of Richmond

Report to Committee

To: Planning Committee

To Planning - Apr 23, 2003

Date: March 31, 2003

From: Joe Erceg
Manager, Development Applications

RZ 02-213334

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)**

File : 8060-20-7486

Staff Recommendation

That Bylaw No. 7486, for the rezoning of 9420, 9460, and 9480 Cambie Road from "Single-Family Housing District, Subdivision Area F (R1F)" to "Comprehensive Development District (CD/137)", be referred to the next Public Hearing.

Joe Erceg
Manager, Development Applications

Terry Crowe
Manager, Policy Planning

for

JE:spc
Att. 4

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

Staff Report

Origin

S297 Holding Ltd. has applied to the City of Richmond for permission to rezone 9420, 9460, and 9480 Cambie Road (**Attachment 1**) from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/137). The applicant owns 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 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 location.

On March 17, 2003, the subject application was considered at Public Hearing where, due to neighbourhood concern and opposition, it was referred back to staff. Council directed that staff undertake:

1. *Further consideration of neighbourliness and development issues, including identification of future long term uses appropriate for the area (Section 34-5-6);*
2. *A review of the truck access, both ingress and egress; and*
3. *A review of the taxation of residents in the area.*

Findings Of Fact

Item	Existing	Proposed
Owner	S-8070 Holdings Ltd	
Applicant	S297 Holdings Ltd	
Site Size	11,947 m ² (2.95 ac)	No change
Land Uses	Vacant (Single-family houses prior to clearing by the applicant.)	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), for the outdoor storage of new cars and trucks, together with up to one caretaker’s suite of 100 m ² (1,076.41 ft ²) per lot.
Aircraft Noise Exposure Forecast (NEF) 2000-2015	NEF 30-35+ Transport Canada recommends that new residential construction not be undertaken within this noise level, however, most commercial and industrial uses area 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.

Heritage

A house on the City of Richmond Heritage Inventory, the Siddell House, was situated at 9480 Cambie Road until it was recently demolished by the applicant. 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.

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 (1,076.41 ft²).

Staff Comments***Policy Planning***

As noted in the previous staff report addressing this application, staff are disappointed to see that a more substantial development is not being pursued on the subject site; however, the proposed use is relatively clean and quiet, is expected to have little impact on the site's neighbours, and readies the property for redevelopment when the opportunity arises. Furthermore, the applicant has agreed to clean up debris on neighbouring properties around the perimeter of his site and will install (and bond for) fencing and landscaping to the satisfaction of the City. On this basis, staff support the subject application.

Heritage

During the review of the subject application, staff requested that the applicant consider retaining the Siddell House as a caretaker's residence. Given the temporary nature of the subject development and the limited impact retention of the house could have had on site operations, staff are disappointed that the applicant chose instead to demolish it.

Transportation

Staff comments are as per the previous staff report addressing the subject application. Staff are satisfied that truck ingress and egress is practical and will not impair the operation and safety of Cambie Road. A covenant will be registered on the subject site limiting driveway access to a maximum of two locations along the site's Cambie Road frontage (designed for eastbound ingress and egress only) and restricting loading to the front portion of the subject site to the satisfaction of Transportation staff (until such time that alternate access comes available via a new road and the City determines that access and/or loading should be redirected). More significant road improvements will be postponed until more intensive future use of the site warrants it.

Engineering

Prior to final adoption of the subject rezoning, the following should be complete:

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

Analysis

At Public Hearing in March 17, 2003, a number of property owners from Section 34-5-6 and the "Oaks", the residential neighbourhood north of Section 34-5-6, spoke in opposition to the application. In addition, a petition was received in opposition to the project from over 200 residents of the Oaks. (**Attachment 2** – Sample statement from petition) In general, concern was expressed that:

- The proposed use is incompatible with the residential uses around it, and on-site activities will impair the livability of neighbouring properties;
- The proposed development will devalue adjacent properties and undermine the potential of Section 34-5-6 to redevelop to the "higher and better" uses (i.e. housing), which is inconsistent with the area's high property taxes; and
- Truck traffic (i.e. volumes and movements) will compromise the safety of Cambie Road.

In light of the public input received, staff have reviewed the subject application and present the following findings for consideration:

Future Land Uses in Section 34-5-6

The subject application is proposed for Section 34-5-6, a transitional area of the city for which there is no comprehensive community plan, and no current proposal to prepare one. 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. In the early 1990s, Parklane Homes and others began to assemble land here for townhouse and small-lot single-family housing; however, the residential market slumped and concern regarding aircraft noise increased, which discouraged development. In late 1999, the City completed the Richmond Industrial Land Strategy, which projected a shortage of business park land and identified Section 34-5-6, with its favourable location and large properties, as highly desirable for this use. Again, however, a slumping market discouraged development, together with the high land prices that had resulted from the area's earlier residential speculation.

In light of today's strong residential market and weak business park situation, property owners have suggested that housing should be developed in the area regardless of its undesirably high aircraft noise levels. It is important to remember, however, that markets fluctuate and the business park market will rebound; and, that without Section 34-5-6, Richmond may not have an adequate supply of business park land to meet future demand and remain competitive.

It is also important to note the strategic significance of supporting business park development in the vicinity of the City Centre. High land prices and high-rise forms of development have proved to be significant disincentives to office development in Richmond's City Centre and other town centres across the region. In order for these centers to succeed, it is critical that strategies are adopted to encourage job growth within them and to ensure that those jobs expand beyond the current mix of retail and locally serving office uses. The establishment of a large office park just ½ mile off No. 3 Road would go far to meet this objective for Richmond, and would benefit - and benefit from - the Richmond Trade and Exhibition Centre proposed immediately adjacent to it at the intersection of Alderbridge Way and Garden City Road.

In addition to business park uses, the periphery of Section 34-5-6 presents interesting opportunities for regional institutional uses (i.e. places of worship, private schools, etc.), which are rapidly running out of alternatives development sites in Richmond. These uses could complement business park development in the area and, in some cases, could be located to provide a transition between the non-residential heart of the area and its residential neighbours (i.e. the Oaks). Also, this transition between the area and its neighbours would be further enhanced by the high-quality design of all of the area's uses, including tree planting, landscaping, and the establishment of more pedestrian-friendly streetscapes along the area's boundary roads (i.e. Cambie, Road No. 4 Road, Alderbridge Way, and Garden City Road).

With regard to planning of this area, detailed Official Community Plans (e.g. area plans) are often adopted where development is anticipated, to guide its use and form and to set strategies for establishing roads, parks, services, and community facilities. The adoption of such plans is a lengthy public process, taking up to two years to complete, and provides no guarantee that development will follow as such development would be market driven. The earliest opportunity to give consideration to the preparation of an area plan for Section 34-5-6 would be the 2004 budget process.

Property Taxes in Section 34-5-6

All residential properties in Richmond are taxed at the same rate, regardless of the nature of their residential use (e.g. high-rise, townhouse, single-family, etc.), their location in the city, or their potential – or lack of potential – for redevelopment to a “higher and better use”. This approach is consistent with communities across the Lower Mainland, with the exception of Vancouver. Richmond’s taxes are set annually and are applied to properties based on their value (including land and improvements) as determined by BC Assessment. These values are established based on recent market transactions and the land use classification BC Assessment assigns to each property. In Section 34-5-6, changes in the market and adjustments in BC Assessment’s property classifications over the past 10 years have influenced the assessed value of properties and resulted in increases and decreases in property taxes.

While no significant development has occurred in Section 34-5-6 over the past 10 years, property values have fluctuated sharply. Initially, the area saw a dramatic rise fuelled by residential speculation that, at its peak, pushed some properties to double in price. Prices remained high through 1999, even though no new residential development came of this speculation, the housing market weakened, and concerns over aircraft noise increased. Since then, however, prices have settled closer to early 1990s levels.

With regard to BC Assessment’s approach to Section 34-5-6, up until speculation became strong in the early 1990s, the area was simply classified “Class 1”, which is consistent with its residential use. When the area’s prices began to climb significantly, the area remained as “Class 1”, but BC Assessment adjusted its valuation to take into account the area’s potential for increased residential development. In the late 1990s, BC Assessment again revised its approach to valuing properties in Section 34-5-6; this time to reflect the area’s greater potential for business park uses. In both cases, recognition that the area had the potential for “higher and better” uses resulted in slightly higher property values here than would have been assigned to equivalent properties elsewhere that did not present the same development potential. This changed in 2001, however, when in the face of falling prices and BC Assessment’s belief that redevelopment was some years off, the area’s “higher and better” use designation was removed and property assessments were reduced accordingly.

As per provincial legislation, owners who had lived in their homes for 10+ years were relieved from the lift in property assessments caused by the area’s temporary “higher and better” use designation. More recent resident- and absentee-owners enjoyed no such relief. Nobody, however, was immune to the sharp rise in land values caused by property speculation in the area.

It should be noted here that the proposed development will result in reclassification of the subject property to “Class 6”. This classification is applied to business uses, including office, retail, etc., but excluding manufacturing and similar industrial uses. As a result of reclassification, the assessed value of the subject properties will increase. In addition, this classification will result in Richmond taxing the subject site at a higher rate than its residential neighbours.

Truck Ingress and Egress

The subject site fronts Cambie Road, a heavily used arterial and an important link between Richmond's downtown and its low-density residential and business areas. In light of this, it is the City's policy to work to remove new permanent driveways along Cambie Road, as was done when the Oaks was developed. In the case of Section 34-5-6 and similar areas that are undergoing a gradual transition, it is common for the City to grant temporary driveway access where no alternative access is available or practical. In the case of the subject site, access is not possible from Odlin Road, nor is it desirable from a transportation or neighbourhood perspective. In the future when the area is more intensively developed, however, new roads will provide alternative access to properties along Cambie. As such, it is appropriate for the City to grant direct access to the subject site from Cambie at this time.

With regard to the operation of Cambie Road, it is important that truck movements into and out of the subject site have minimum impact on traffic flow and safety. For this reason, the site has been designed (and will be signed) to permit truck access and egress only in an eastbound direction (e.g. trucks will enter from the west and leave towards the east). (**Attachment 3**) Trucks entering and exiting the site will require use of both of Cambie Road's eastbound lanes to manoeuvre, however, this operation is acceptable and is common throughout Richmond and the Lower Mainland at driveways and intersections. As such, staff do not believe these movements present a significant traffic hazard.

Neighbourliness

Neighbourliness concerns raised by the public focused on:

- Debris and the removal of fences around the subject site's perimeter;
- Possible soil contaminants from vehicles stored on the site;
- Incompatibility of an industrial-like use in a residential area (e.g. its appearance, traffic, on-site lighting, noise, etc.); and
- The undesirable precedent the development would set for others in the area.

Debris and Fencing

The applicant has agreed to extend the clean-up of his site to include the edge of adjacent properties. This will include tree branches left during the subject site's initial clean-up and debris exposed on neighbours' lots as a result of this clean-up, the origin of which is unclear. The applicant does not believe that fences were removed from adjacent properties during the site's clean-up, but understands neighbours' concerns. New fences will be installed around the perimeter of the subject site as part of the proposed development.

Soil Contamination

Staff do not believe that soil contamination will result from the proposed use as all vehicles stored on the site will be new and, thus, are unlikely to leak fluids or deposit other materials. Also, Bylaw 7435 (Richmond's Pollution Prevention and Clean-Up Regulation Bylaw) prohibits the discharge of any "polluting substance" to the City's storm system, soil, or watercourses, and has provisions for enforcement and remediation. In addition, it should be noted that as the storage area will be paved and run-off will be directed to the City's storm sewer system, if the site's run-off was to be contaminated, it would have no direct impact on neighbouring properties.

Traffic Noise

Staff recognize that the proposed operation may be more disruptive to neighbours on the south side of Cambie Road than the site's previous residential use. However, staff believe the proposed use will be no noisier and likely less disruptive than a nursery operation (like the existing one immediately west of the subject site) or some other agricultural use, either of which are permitted under the area's existing zoning. It should also be noted that homes in the Oaks, on the north side of Cambie Road, intentionally "turn their backs" to this heavily traveled arterial as it generates a great amount of traffic noise. In light of this, it seems unlikely that the noise caused by the proposed vehicle storage on the south side of Cambie will have a significant impact on residents of this area.

Appearance and Lighting

In terms of the appearance of the development, including fencing, landscaping, and lighting, the applicant is sensitive to the need to ensure the site's Cambie frontage is attractive, the perimeter of the site is tidy and secure, and on-site lighting will not pose a nuisance to neighbours. To address these issues, the applicant has retained a landscape architect to design the site's Cambie frontage and recommend appropriate fencing and lighting. (**Attachment 4**) The proposed design includes both a hedge and trees along the site's frontage and a solid fence around the entire property. Lighting will be directed away from neighbours to avoid overspill, and will only be in use only during vehicle unloading (e.g. it will not be on throughout the night). As a condition of rezoning, the applicant will be required to bond for the cost of the proposed landscaping, including fencing and lighting, to ensure it is installed as designed and in a timely manner.

Development Precedent

Lastly, with regard to the implications of this development for other interim uses in Section 34-5-6, the precedent set by this project is very limited and, therefore, is not expected to generate much activity. Firstly, the area is not currently serviced by sanitary sewer, which greatly limits the range and scale of uses possible. Second, the proposed use would not have been acceptable on Odlin or Alexandra Road for traffic safety and operational reasons, so the precedent set applies just to the neighbourhood's perimeter arterial roads. And, finally the proposed development will have minimal impact on its neighbours, and the same cannot be claimed by other "parking-type" uses such as airport parking, an impound lot, auto-wreckers, or a taxi dispatch. Overall, therefore, the precedent set by the proposed development appears to be manageable and to pose little threat to the livability of adjacent properties.

Subject Application

Staff recommend support of the subject application as the above review indicates that:

- The development will be compatible with its residential neighbours and with future uses anticipated in the area;
- There are no grounds to suggest that the proposed use will devalue adjacent properties or undermine the potential redevelopment of Section 34-5-6 to "higher and better" uses; and
- Truck traffic will be manageable and will not compromise the safety of Cambie Road.

Financial Impact

None.

Conclusion

The applicant has applied to rezone three residential lots in Section 34-5-6 to permit the storage of new cars and trucks. At Public Hearing on March 17, 2003, neighbours raised concerns regarding future development of the area, impacts on property values, traffic, and neighbourliness. Staff have reviewed these concerns and have concluded that the proposed development will not impair redevelopment of the area nor negatively affect property values, and that traffic and neighbourliness issues are manageable. On this basis, favourable consideration of the subject application is recommended.



Suzanne Carter-Huffman
Senior Planner/Urban Design

SPC:cas

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

- Approval of the Ministry of Transportation and 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 (designed for eastbound ingress and egress only) and restricting loading to the front portion of the subject site to the satisfaction of Transportation staff (until such time that alternate access comes available via a new road and the City determines that access and/or loading should be redirected).

Development requirements, specifically:

- Bond for the cost of landscaping, including trees, hedges, and planting along the site's Cambie Road frontage, solid fencing around the perimeter of the site, and on-site lighting, to ensure it is installed in a timely manner and to the satisfaction of the City.

City of Richmond
 Urban Development Division
 Planning Committee

*This Package
 Rec'd at Public Hearing
 Mar 17, 2003*

Re: Zoning Amendment ByLaw 7486 (RZ 02-213334
Location: 9420, 9460, and 9480 Cambie Road
Applicant: S297 Holdings Ltd.

March 15, 2003

We the surrounding residences oppose the above application as it will have an adverse impact on our community. Some of the main reasons for opposing this application include:

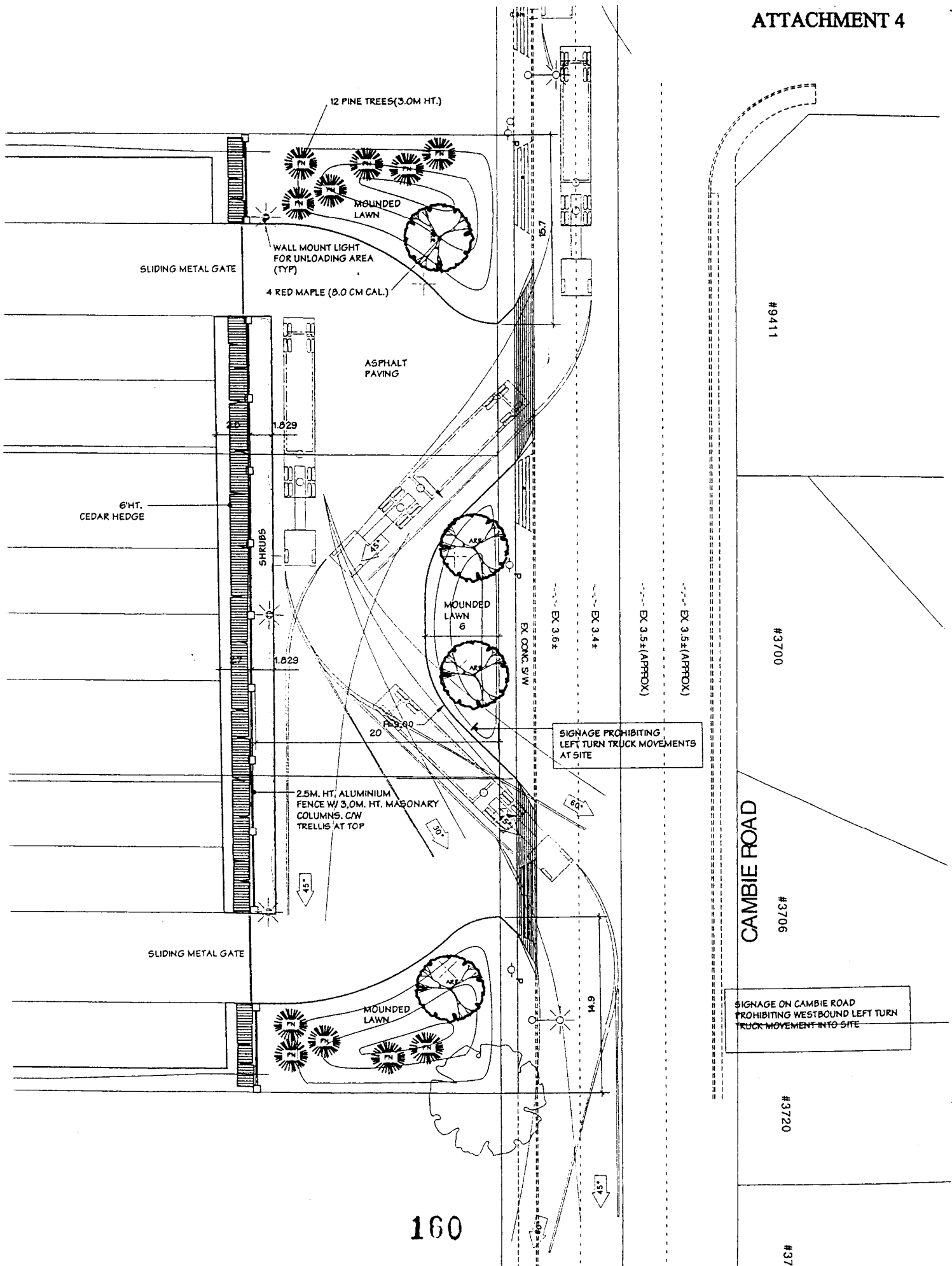
1. The establishment of such a storage facility for vehicles creates an environmental hazard for the surrounding community. Soil contaminants from leaking cars impose a danger to the environment not to mention the apparent fire hazard. In addition, vandalism is also a distinct possibility. Since there is no covenant in place to force the establishment to maintain such clean-up, this is unacceptable to the members of the community.
2. The effect of such an establishment on the traffic on an already busy street poses a danger to all those drivers as well as pedestrians who utilize Cambie Street. The continuous flow of vehicles induce noise and pollution in a residential neighborhood.
3. Such an establishment would be better situated in an industrial area intended for such a purpose rather than a residential community. It is an eyesore that would only devalue such a community even further.
4. The rezoning not only further emphasizes the disparate objectives between the councilors and their electorate, but also sets an unhealthy precedent to rezoning property amendments. It is inconceivable that any councilor would support such a motion.

Yours Truly,

Name: *John Hather McDevitt*

Address: 3800 Cunningham Drive







**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

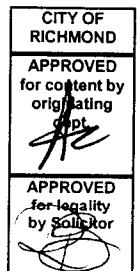
SECOND READING

THIRD READING

MINISTRY OF TRANSPORTATION & HIGHWAYS APPROVAL

ADOPTED

FEB 24 2003
MAR 17 2003



MAYOR

CITY CLERK

