



City of Richmond

Report to Committee

To: Planning Committee
From: Joe Erceg
Manager, Development Applications
Re: APPLICATION BY DMH EQUITIES LTD. FOR REZONING AT 4591 GARDEN CITY ROAD FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA E (R1/E) TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD/117)

To Council - April 8, 2002
To Planning - April 3, 2002
Date: March 12, 2002
RZ 00-175928
AK: 0060-20-7191

Staff Recommendation

That Bylaw No. 7191, for the rezoning of 4591 Garden City Road from "Single-Family Housing District, Subdivision Area E (R1/E)" to "Comprehensive Development District (CD/117)", be introduced and given first reading.

for Joe Erceg
Manager, Development Applications

Att. 2

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

DMH Equities Ltd. has applied to rezone 4591 Garden City Road from Single-Family Housing District, Subdivision Area E (R1/E) to Comprehensive Development District (CD/117) in order to construct new facilities for “Fabricana Imports Ltd”. Fabricana, a fabric retail, warehouse, and drapery manufacturing outlet, is currently located at 4811 Hazelbridge Way. High land costs at Fabricana’s current location make its expansion there impractical. The subject site is less costly, offers reasonable proximity to the Hazelbridge area, and has good visibility and room for future expansion. Development of the subject property requires the extension of Leslie Road to Garden City Road, a road link identified in the City Centre Transportation Plan.

Findings Of Fact

ITEM	EXISTING	PROPOSED
Owner	DMH Equities Ltd.	No change
Applicant	DMH Equities Ltd.	No change
Site Size	8,096.25 m ² (2.0 ac)	No change, <i>EXCEPT</i> : <ul style="list-style-type: none"> • 22% of the subject site’s gross area (1781.20 m²/0.4 ac) is to be secured as a 20 m (65.62 ft) wide Public-Rights-of-Passage right-of-way and constructed, at the sole cost of the applicant, as the extension of Leslie Road
Land Uses	Single-family house	Fabric retailing, warehousing, distribution, and drapery manufacturing
OCP Designation	Business & Industry	No change
Area Plan Designation (City Centre Area Plan)	Light Industry & Commercial Support Use	The City is currently considering amending this designation, but it would have no impact on the proposed use.
Zoning <ul style="list-style-type: none"> • <i>Uses</i> • <i>Density</i> • <i>Parking</i> 	Single-Family Housing District, Subdivision Area E (R1/E)	Comprehensive Development District (CD/117) <ul style="list-style-type: none"> • Light industry/office/retail, <i>EXCLUDING</i> restaurant use • 1.0 floor area ratio (FAR), <i>BUT</i> retail uses limited to 0.25 FAR • As per Richmond’s Parking Bylaw, <i>EXCEPT</i>: Retail, office & custom workshop/trade/service uses @ 3.5 cars/100 m² (1,076.43 ft²)
Development Proposal <ul style="list-style-type: none"> • <i>Density</i> • <i>Building Area</i> • <i>Parking</i> 	n/a	<ul style="list-style-type: none"> • 0.50 FAR • 4,065.4 m² (43,761 ft²) • 121 cars required

Surrounding Development & Related Policies

Official Community Plan (OCP) & City Centre Area Plan

The subject site's OCP designation is "Business & Industry". This is consistent with the City Centre Area Plan's land use designation for the eastern portion of Section 33-5-6 (e.g. generally bounded by Hazelbridge Way, Cambie Road, Garden City Road, and the properties along the south side of Leslie Road), including the subject site, for "Light Industry and Commercial Support Use". Under the City Centre plan, the intent of this area is to accommodate light industries and commercial uses that are important to the "back-of-house" operations of the downtown area, but are increasingly being displaced by higher density mixed-use development, higher-profile retail uses, residential uses, and rising land values. In adopting this land use designation, it was anticipated that the affected area would include retail development, but that this would not be its principal use and that the area would not become the site of shopping centres or strip malls.

The City has considered two applications for rezoning in the eastern part of Section 33-5-6 aimed at allowing retail development. The first, an application near the southwest corner of Cambie Road and Garden City Road for rezoning to Comprehensive Development District (CD/55), proposed a range of uses typically associated with Richmond's industrial districts, together with 0.3 floor area ratio (FAR) of retail uses. The second, at 8580 Cambie Road for Comprehensive Development District (CD/77), proposed a similar range of uses, but only 0.25 FAR of retail uses. It was decided that the first was inconsistent with the area plan and the site was redesignated as "Auto-Oriented Commercial". The second, however, which to date has only received three readings of Council, was determined to require no change to the area plan.

Subsequent to these two rezonings, an application was recently received at 8868 Odlin Crescent to permit development of a place of worship (RZ 01-195103). Staff's review of the intent of the area plan concluded that the proposed use was appropriate, but, to provide greater clarity for future development, it was determined that the area should be redesignated as "Mixed Use – Light Industry", defined as 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." Furthermore, staff determined that it is important for this area to be allowed to develop incrementally, slowly filling in and densifying as demand warrants; and, that its range and distribution of uses should not be too rigidly defined. On this basis, retail would be considered an acceptable use, but preferably as part of a mixed-use project or a smaller "transitional" development designed to allow for possible future densification and the introduction of new, non-retail uses. (It is anticipated that this application and the associated area plan amendment will be considered at Public Hearing in April 2002.)

The subject development proposes a maximum retail density of 0.25 FAR. This makes it consistent with the area plan as interpreted in the case of 8580 Cambie Road described above. If the area plan is amended, as proposed as part of the pending application for rezoning at 8868 Odlin Crescent (RZ 01-195103), this will have no impact on the appropriateness of subject development or its conformity with the subject site's new land use designation.

City Centre Transportation Plan

In 1997, the City prepared a transportation plan for the City Centre as a guide for future road acquisition and construction. The plan recommends that a number of new east-west road extensions be introduced north of Alderbridge Way. These roads will help improve access to local businesses and relieve congestion along No. 3 Road and Hazelbridge Way. In addition, the proposed eastward extension of Leslie Road to Garden City Road will connect to Section 34-5-6 and help to support that area's future development with high-tech business park uses (as per the Richmond Industrial Strategy). A lack of funding makes it necessary for the City to pursue acquisition and construction of these new road linkages through redevelopment. Most recently, the Real Canadian Superstore extended Leslie Road to the west. Redevelopment of the subject site has long been looked to for the eastward extension of Leslie Road.

Past attempts at extending Leslie Road across the subject site have failed due to the large amount of land required for road development (e.g. +/- 22% of the site). To help address this situation, staff have explored various means to lessen the impact of the road on the subject site. The subject application is the first time that staff and a developer have been able to identify a mutually acceptable solution to this problem.

Development Cost Charge (DCC) Program

The City's DCC program is currently under review. Arising out of this review is a proposal by staff that key roads identified under the City Centre Transportation Plan be included in the program. The extension of Leslie Road across the subject site is one such key road, together with its intersection with Garden City Road.

Development Permit Guidelines

Guidelines for the issuance of Development Permits for non-residential projects in the City Centre are contained within the area plan (Section 2.10 of Bylaw 7100).

STAFF COMMENTS***Policy Planning***

The applicant's proposal is consistent with the area plan and helps to achieve the eastward extension of Leslie Road, a difficult road linkage important to the successful implementation of the City Centre Transportation Plan. Without this road linkage, the redevelopment of the subject site and neighbouring properties in Section 33-5-6 will be very slow and future high-tech redevelopment of Section 34-5-6 may be compromised. The proposed parking relaxation necessary to accommodate the project appears to be well managed by the proposed zoning and covenant, and is a minor concession on the part of the City relative to the long-term benefit of Leslie Road.

It is desirable to maintain the existing mature trees along the subject site's south property line. To accomplish this, if necessary, the sidewalk along the south side of the Leslie Road extension should be omitted. (Note that a walkway has already been secured on the adjacent property that can act as a sidewalk if no sidewalk is constructed along the south side of Leslie Road within the road right-of-way. This property will have the opportunity to construct a driveway onto the new road, which will dramatically improve its accessibility.)

Transportation

The proposed extension of Leslie Road is identified under the City Centre Transportation Plan and is key to effective vehicular circulation north of Alderbridge Way and to future development in Section 34-5-6 (e.g. the area east of Garden City Road). In light of this, staff support the proposed development and recommend that the Leslie Road extension and associated intersection improvements at Garden City Road be included in Richmond's Development Cost Charge (DCC) program. In recognition of the significant cost the proposed road represents and the relatively small size of the proposed development, staff recommend that the City, not the developer, be responsible for constructing a break in the Garden City Road median to allow for full-turning movements. Staff further recommend that this work be added to the City's 5-year Capital Plan and that it be scheduled as early as possible in 2003 in order that its completion may coincide as closely as possible with the opening of the proposed Fabricana development. In addition, the developer must commit to the following conditions prior to the finalization of the pending rezoning:

1. Leslie Road must be extended to Garden City Road via a 20 m (65.62 ft) wide right-of-way, together with a 4 m by 4 m (13.12 ft by 13.12 ft) corner cut, constructed to City Centre standards, complete with a 12 m (39.37 ft) wide pavement.
2. An attractive traffic barrier must be installed at the west end of the new road, to remain in place until such time as the City determines that Leslie Road may be opened to through-traffic.
3. Vehicular access to the newly created development parcel must be provided from the Leslie Road extension (e.g. no direct access shall be permitted from Garden City Road), at a location as far away from the Garden City Road intersection as is practical.
4. Parking should be provided in accordance with Division 400 of Richmond's Zoning and Development Bylaw No. 5300, except that the number of parking spaces provided for "Commercial (office, retail) Use" shall be 3.5 per 100 m² (1,076.43 ft²) of gross leasable area and for "Custom Workshop, Trade & Service Use" shall be 3.5 per 100 m² (1,076.43 ft²) of gross floor area, provided that no restaurant use is permitted on the subject site.

Engineering Works

Prior to adoption of the proposed rezoning, the developer is required to:

1. Grant a 20 m (65.62 ft) wide Public-Rights-of-Passage right-of-way along the south edge of the subject site, together with a 4 m by 4 m (13.12 ft by 13.12 ft) corner cut at Garden City Road, for the extension of Leslie Road; and
2. Enter into two covenants against the subject site to:
 - Ensure that driveway access to the development parcel shall be from the Leslie Road extension (at a location specified by Richmond's Transportation Department), and that no driveways shall be permitted along Garden City Road; and
 - Ensure that the owner of the site will construct the entire Leslie Road extension, plus the site's entire Garden City Road frontage, to full City Centre standards at the owner's sole cost, as a condition of issuance of a Building Permit on the site, with the exception of the south sidewalk along Leslie Road if the omission of this sidewalk will allow for the retention of a number of mature existing trees.

Prior to the issuance of a Building Permit, the developer is to enter into Richmond's standard Servicing Agreement to design and construct the works noted above.

Planning Committee Recommendations

On January 16, 2001, Planning Committee reviewed a staff report addressing the subject application (dated December 8, 2000). The Committee was generally supportive of the proposal, but concluded that stronger measures were required to ensure that restaurant uses would not be able to operate on the subject site. A restrictive covenant was recommended for this purpose. Representatives for DMH Equities, Mr. Greg Megrian and Mr. Dick Smith, were present at the Committee meeting and agreed to this additional development condition. This staff report has been revised accordingly.

Analysis

The proposed "Fabricana" development includes 0.25 floor area ratio (FAR) of retail use, together with 0.25 FAR of warehousing, distribution, and drapery manufacturing. In addition, the proposed zoning permits another 0.5 FAR of light industrial/office uses that the developer hopes to take advantage of sometime in the future. Key to the proposed development is the extension of Leslie Road to Garden City Road. Parking relaxations, Development Cost Charge (DCC) credits, and density calculations based on gross site area (e.g. including the road which will be secured as a right-of-way rather than being dedicated) are proposed to help alleviate the impact of developing the road.

Conformance with the Area Plan

The subject site's proposed zoning district (CD/117) is modelled on Comprehensive Development District (CD/77), which was written for a proposed development at 8580 Cambie Road. Both properties are situated in Section 33-5-6, in an area of the City Centre designated for "Light Industry and Commercial Support Use". Both zoning districts permit a density of 0.25 floor area ratio for retail uses, together with light industry, custom workshops, trades, and services, and other uses typically associated with Richmond's industrial zoning districts. And, both are consistent with area plan objectives for the development of a mix of uses, including light industry, "back of house" commercial uses, and limited retail.

The proposal to calculate buildable density on gross site area, rather than net area, is rare where the full width of a public road is involved (though it is quite common for sidewalks, boulevards, and rear lanes). If calculated on the net area of the site, excluding the proposed road, the retail density permitted under CD/117 would be approximately 0.3 FAR, rather than 0.25 FAR. While this density is inconsistent with past interpretations of the area plan as it applies to the eastern portion of Section 33-5-6, it would be consistent with the recent proposal to redesignate this area to "Mixed Use - Light Industry".

In light of the details of the proposal, which complies with the subject site's current land use designation, and possible changes to this designation, staff have determined that the subject application is in conformance with the area plan.

Conformance with the City Centre Transportation Plan

The proposed development has succeeded, where previous attempts have failed, in accommodating the eastward extension of Leslie Road to Garden City Road as set out in the City Centre Transportation Plan. This is significant as this road extension is very important to the functioning of the downtown and is dependent on redevelopment of the subject site. Staff's proposal to include this road link in Richmond's Development Cost Charge (DCC) program is consistent with recent staff recommendations regarding key roads throughout the City Centre.

Consistency with City Parking Standards

The provision of the Leslie Road right-of-way reduces the area of the subject site by 22%, which makes it difficult for the project to comply with Richmond's parking bylaw without resorting to the construction of an expensive parkade structure (e.g. 137 spaces are required, but only 121 can be accommodated in a surface lot). Staff's review of parking in the vicinity of the subject site indicates that restaurant, rather than retail or light industrial and office uses, are typically the source of on-site parking shortages. This is especially true along Alexandra Road where retail spaces, zoned "Automobile-Oriented Commercial (C6)", have been converted to restaurant use. On this basis, staff feel confident that the subject site's parking requirements for "Commercial" (i.e. office, retail) and "Custom Workshop, Trade & Service Use" can be reduced from Richmond's parking bylaw standard of 4 cars per 100 m² (1,076.43 ft²) to 3.5 cars per 100 m² (1,076.43 ft²) if restaurant use is restricted. To ensure this will be the case, the proposed zoning district (CD/117) does not permit restaurant and a covenant will be placed on the property. Staff recognize that the subject development will set a precedent for future projects nearby, but are confident that if restaurant uses are similarly restricted on those sites no parking shortage will result.

Form of Development

The proposed project is a simple two storey building situated at the Leslie Road/Garden City Road intersection, with surface parking to its west and north. The building's siting will allow it to appropriately "front" Garden City Road, minimize potential overlook to adjacent residential lots, and accommodate future expansion and a parkade structure on the proposed surface parking lot. Detailed design issues, including streetscape character, will be addressed through the Development Permit process.

Options: Recommend to -

- 1) ***Approve*** the application on the basis that the proposal is consistent with the area plan and will make an important contribution to the City Centre's long-term transportation network.
- 2) ***Refer*** the application to staff to provide additional information on the proposed parking relaxations and/or related development issues.
- 3) ***Deny*** the application on the basis that the proposed parking relaxations are unsupportable.

Staff recommend approval.

Financial Impact

Staff recommend that Leslie Road, from Garden City Road to Sorenson Crescent, be added to Richmond's Development Cost Charge (DCC) program in order that credits may be provided towards the cost of road construction incurred by the developer of the subject site. In addition, staff recommend that the construction of a break in the Garden City Road median at Leslie Road be added to the City's 5-year Capital Plan for construction in 2003.

Conclusion

DMH Equities Ltd. has applied to rezone 4591 Garden City Road to permit development of a fabric retail, warehouse, and drapery manufacturing outlet, together with the extension of Leslie Road to Garden City Road. The proposed zoning (CD/117) is consistent with the area plan and a nearby proposal at 8580 Cambie Road (CD/77). The proposed road extension is a key component of the City Centre Transportation Plan and an important future linkage with high-tech development in Section 34-5-6. The development requires that Richmond's parking bylaw be relaxed, and as such steps have been taken, through the proposed zoning district and a restrictive covenant, to mitigate any problems that could result either on-site or on other sites which may look to this project as a precedent. On this basis, staff recommend that the subject application for rezoning merits favourable consideration.



Suzanne Carter-Huffman
Senior Planner/Urban Design

SPC:cas

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

Legal requirement, specifically:

- Grant a 20 m wide Public-Rights-of-Passage rights-of-way along the south edge of the subject site, together with a 4 m by 4 m corner cut at Garden City Road, for the extension of Leslie Road; and
- Enter into 3 covenants to:
 1. Ensure that driveway access to the development parcel shall be from the Leslie Road extension (at a location specified by Richmond's Transportation Department), and that no driveways shall be permitted along Garden City Road;
 2. Ensure that the owner of the site will construct the entire Leslie Road extension, plus the site's entire Garden City Road frontage, to full City Centre standards at the owner's sole cost, as a condition of issuance of a Building Permit on the site; and
 3. Restrict restaurant uses on the subject property.

Development requirements, specifically:

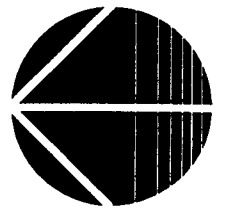
- Development Permit application must be processed to the satisfaction of the Manager of Development Applications.

Original Date: 07/25/00

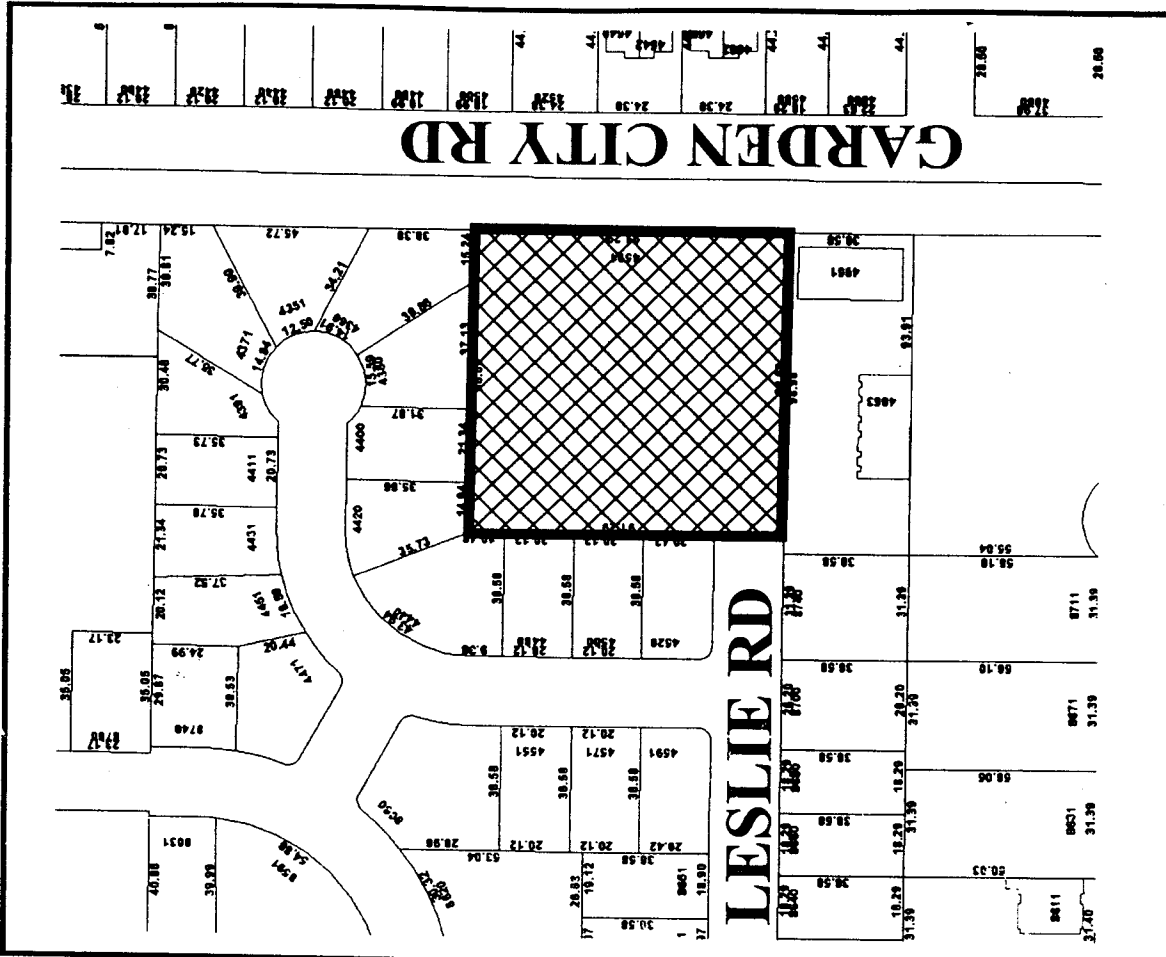
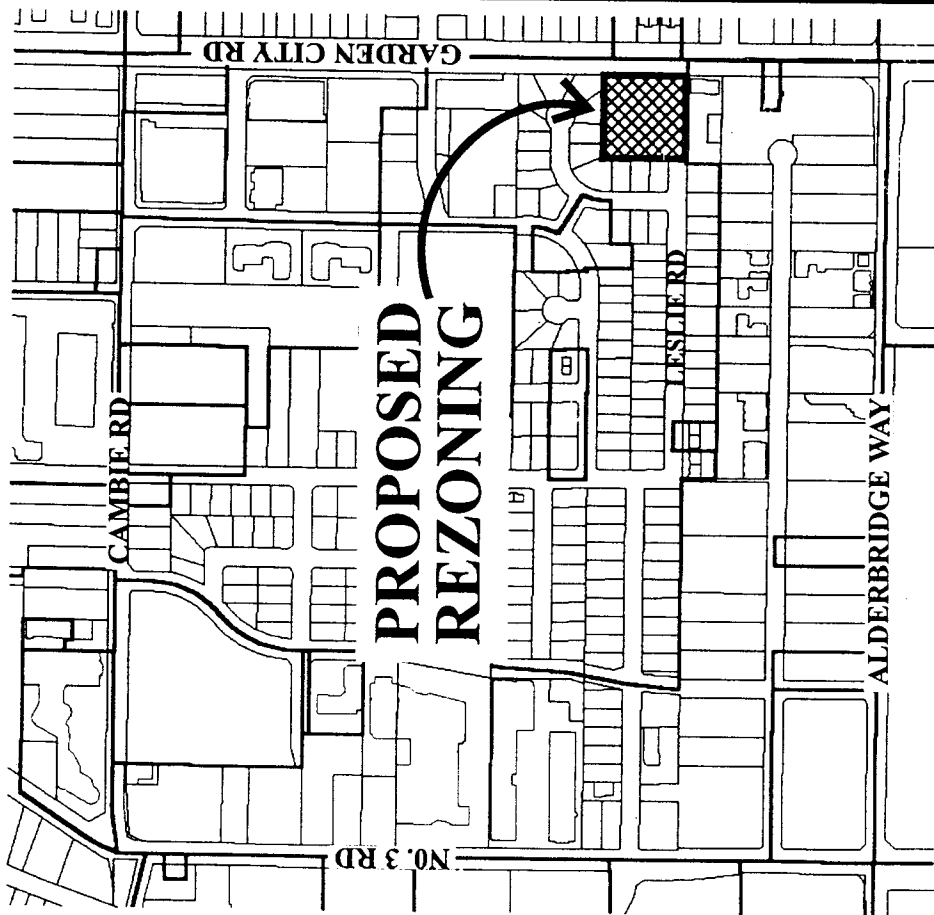
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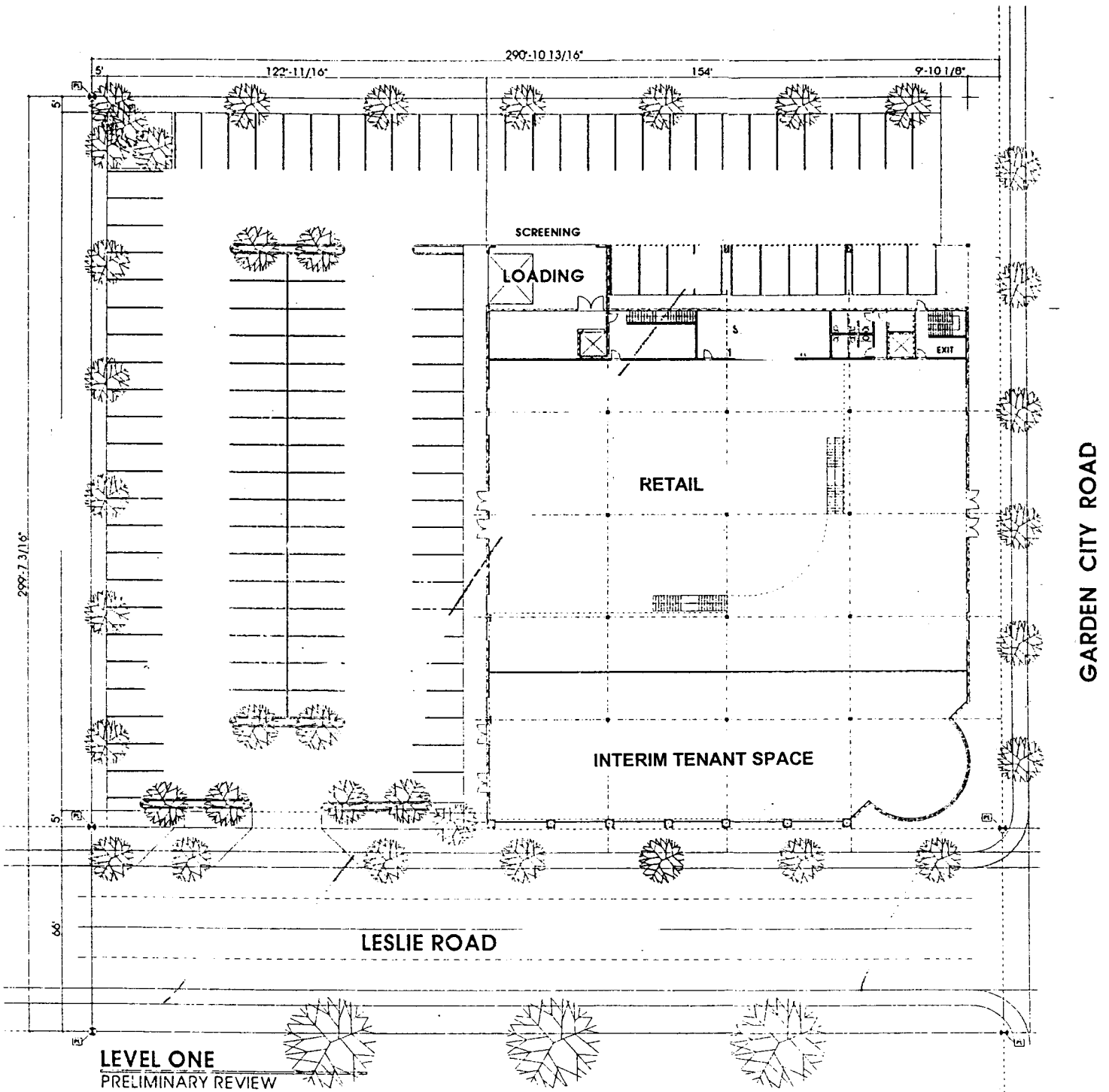
Note: Dimensions are in METRES

RZ 00-175928

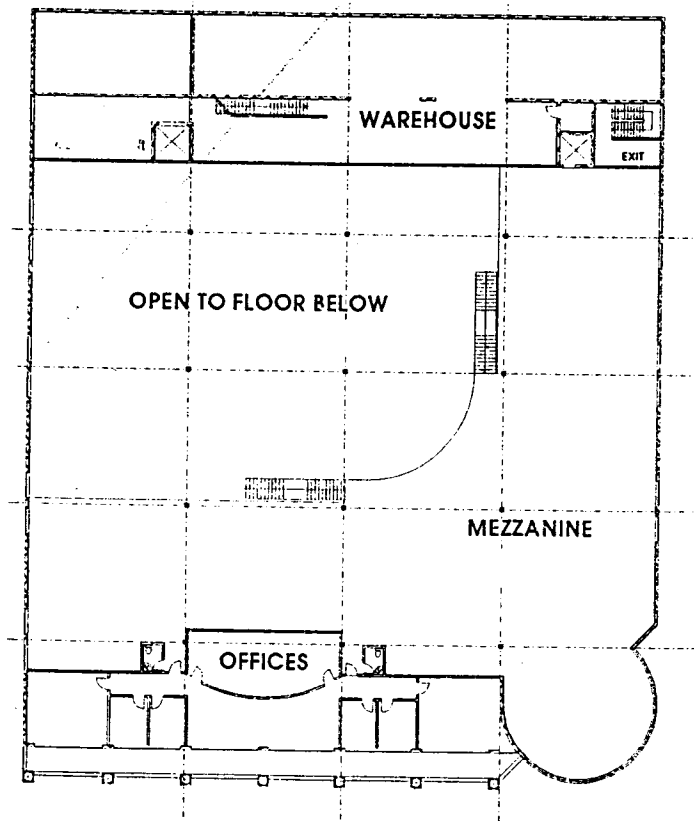


City of Richmond





LEVEL ONE
PRELIMINARY REVIEW
ARRAY ARCHITECTURAL GROUP
377-9984 JUNE 1ST, 1999
CITY OF RICHMOND – REVISED NOV. 23/00



LEVEL TWO

1"=30'-0"

CITY OF RICHMOND – REVISED NOV. 23/00

CITY OF RICHMOND
BYLAW 7191
RICHMOND ZONING AND DEVELOPMENT BYLAW 5300
AMENDMENT BYLAW 7191 (RZ 00-175928)
4591 GARDEN CITY 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 291.117 thereof the following:

“291.117 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/117)”

The intent of this zoning district is to provide for light industrial uses, commercial support services and uses, offices, educational institutions, and limited retail uses.

291.117.1 PERMITTED USES

LIGHT INDUSTRY;
CUSTOM WORKSHOPS, TRADE & SERVICES;
RECREATIONAL FACILITY;
OFFICE;
COMMUNITY USE;
CARETAKER RESIDENTIAL ACCOMMODATION, limited to one such unit per lot;
RETAIL TRADE & SERVICES, but excluding **gas station** and **service station**, provided that not more than 0.25 **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;
EDUCATIONAL INSTITUTIONS;
ANIMAL HOSPITAL & CLINIC;
STUDIO, for artist, display, dance, radio, television, or recording;
AUTOMOBILE PARKING;
RADIO AND TELEVISION TRANSMISSION FACILITY;
ACCESSORY USES, BUILDINGS, & STRUCTURES.

291.117.2 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**.

291.117.3 MAXIMUM LOT COVERAGE: 60%

291.117.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 Buildings and structures:

- (a) East: 3 m (9.843 ft)
- (b) South: 20 m (65.617 ft)
- (c) Notwithstanding the limitations imposed in (a) and (b) above, **structures** shall be no closer to the boundary of a zoning district which permits **residential** use than 3 m (9.843 ft); and **buildings** shall be no closer to the boundary of a zoning district which permits **residential** use than:
 - For One-Storey: 3m (9.843 ft)
 - For Two-Storeys: 7.5 m (24.606 ft)
 - For Three-Storeys: 25 m (82.021 ft)

.02 The repair or servicing of automobiles, trailers, motorcycles, boats, or machinery shall take place no closer than 20 m (65.617 ft) to the boundary line of a zoning district which permits **residential** use.

291.117.5 MAXIMUM HEIGHTS

- .01 Buildings:** 12 m (39.370 ft)
- .02 Structures:** 20 m (65.617 ft)

291.117.6 OFF-STREET PARKING

- .01** Off-street parking shall be provided in accordance with Division 400 of this Bylaw, EXCEPT that the:
 - (a) Parking spaces required shall be:
 - (i) Commercial (office, retail) Use: 3.5 for each 100 m² (1076.43 ft²) of **gross leasable floor area of building**; and
 - (ii) **Custom Workshop, Trade & Service Use:** 3.5 for each 100 m² (1076.43 ft²) of gross floor area of **building**.
 - (b) Off-street parking spaces shall be located no closer to a property line than:
 - (i) East: 6 m (19.685 ft)
 - (ii) South: 23 m (75.459 ft)
 - (iii) For all other property lines: 1.5 m (4.921 ft)

291.117.7 SIGNAGE

.01 Signage shall be in compliance with the City of Richmond's Sign Bylaw 5560 as it applies to development in the Downtown Commercial District (C7), EXCEPT that no **Freestanding Signs** shall be permitted.

2. The Zoning Map of the City of Richmond, which accompanies and forms part of the Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area by designating it **COMPREHENSIVE DEVELOPMENT DISTRICT (CD/117)**:

P.I.D. 004-031-822

Parcel "One" (Reference Plan 9728) of Parcel "H" (Reference Plan 1587) Sections 33 and 34 Block 5 North Range 6 West New Westminster District

3. This Bylaw may be cited as "**Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7191**".

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED

APR - 8 2002



MAYOR

CITY CLERK