City of Richmond
Urban Development Division

Report to Committee

To:	Planning Committee	**Date:**	April 27, 2003
From:	Joe Erceg Manager, Development Applications	**File:**	RZ 02-218186
Re:	**APPLICATION BY AMAR SANDHU FOR REZONING AT 7131 BRIDGE STREET FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA F (R1/F) TO SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA B (R1/B)**		

Staff Recommendation

1. That Bylaw Nos. 7475 and 7476, to amend "Coach House District (R9)" and to rezone 7131 Bridge Street from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Coach House District (R9)" respectively, be abandoned.

2. That Bylaw No. 7522, for the rezoning of 7131 Bridge Street from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Single-Family Housing District, Subdivision Area B (R1/B)", be introduced and given first reading.

for Joe Erceg
Manager, Development Applications

Att. 5

FOR ORIGINATING DIVISION USE ONLY
CONCURRENCE OF GENERAL MANAGER

971926

Staff Report

Origin

Amar Sandhu has applied to the City of Richmond for permission to rezone 7131 Bridge Street (**Attachment 1**) from Single-Family Housing District, Subdivision Area F (R1F) to Single-Family Housing District, Subdivision Area B (R1/B), in order to create six (6) single-family lots fronting onto a new portion of Sills Avenue (e.g. the "ring road") extending west from Bridge Street along the north edge of the subject site. In addition, a portion of another new road is to be accommodated along the site's west edge, leading south from Sills Avenue as per the McLennan South Sub-Area Plan. (**Attachment 2 & 3**) The developer previously proposed that this site be subdivided into seven (7) lots with Sills Avenue along the site's south edge, and that a single-family house and a coach house dwelling be constructed on each lot. (**Attachment 4**) However, this proposal met with opposition at Public Hearing on February 17, 2003, as local residents thought the development brought multiple-family housing and Sills Avenue too far south into the designated single-family area, and Sills would inappropriately impact the single-family lot south of the subject site. On this basis, Council referred the application to staff for:

i) Further consideration of configuration options with the applicant;
ii) Analysis of the location of the ring road, including the criteria used for relocating portions of the ring road; and,
iii) Definition of coach house being single-family or multi-family housing.

Findings Of Fact

Item	Existing	Proposed
Owner	664525 BC Ltd	
Applicant	Amar Sandhu	
Site Size	3,557.18 m^2 (0.88 ac)	2,462.78m^2 (0.61 ac) The gross site area is reduced by: • 10 m (32.8 ft.) wide dedicated right-of-way along the site's north edge for the "ring road" (e.g. Sills Avenue); and • 10 m (32.8 ft.) wide lot along the site's west edge for future development by others as a new road.
Land Uses	1 single-family home	6 single-family lots
City Centre Plan	Residential	
McLennan South Sub-Area Plan	Residential, "Historic Single-Family" 2½ storeys max. - 0.55 floor area ratio (FAR)	
Heritage	Designated trees along the frontage of the site will be retained.	
Zoning • District • Lot Size • Min. Width • Min. Area	R1/F Single-Family Housing District (R1) Subdivision Area F 18 m (59.055 ft.) 828 m^2 (21,528.53 ft^2)	R1/B No change Subdivision Area B 12 m (39.370 ft.) 360 m^2 (3,875.13 ft^2)

McLennan South Sub-Area Plan

The McLennan South Sub-Area Plan was adopted in 1996 and encourages the development of townhouses and single-family homes, together with a neighbourhood park and school, within a lush, green environment. New roads are proposed to provide convenient access for both pedestrians and drivers, and to enable properties to redevelop in a pedestrian-friendly manner. The character of development is intended to be "traditional", with building densities increasing moderately from east to west. **(Attachment 3)**

The subject site is situated on the west side of Bridge Street near Granville Avenue where the McLennan South Sub-Area Plan directs that single-family and low-density multiple-family housing types meet along a new east-west road often referred to as the "ring road". This part of the "ring road" is to be called Sills Avenue and it is to run through an area that is currently characterized by a mix of older and newer homes on large lots, most of which include areas of mature trees. The plan's designated single-family area extends south from Sills Avenue past General Currie Road to another proposed east-west road that will be called Keefer Avenue. The plan intends that developers will build Sills and Keefer as new housing is constructed and notes that the exact alignment of these roads "will be subject to development" (e.g. their locations may vary as a result of opportunities and/or constraints that arise as residential development proceeds).

In addition to Sills and Keefer, three new roads will be added running parallel to Bridge and Ash Streets. The primary role of these new north-south streets will be to provide access to the backlands of existing single-family lots so they may be subdivided. Sills, Keefer, and General Currie will provide access from Bridge, Ash, and Heather Streets to these new north-south streets. It is intended that the introduction of new roads in this area will not only facilitate development, but will help to lessen the potential traffic impacts on existing single-family residents arising from it by routing some of the traffic it generates away from the area's existing streets.

Single-Family versus Coach House Development in McLennan South

Richmond" Zoning and Development Bylaw applies the term "single-family" to residential development that is limited to one dwelling per lot. Coach house development involves the construction of two dwellings per lot and, as such, is considered to be "multiple-family". "Multiple-family" development is not permitted in McLennan South's designated single-family area.

Heritage Trees

The subject property is the site of a stand of mature trees identified on the City's heritage inventory. The trees are situated along the site's Bridge Street frontage and are an attractive feature of the existing streetscape. In situations such as this, applicants are encouraged to retain designated trees and employ an arborist to recommend measures to promote their health (i.e. substantial building setbacks from the designated trees).

Staff Comments

Policy Planning

Staff believe that the applicant's revisions to the subject development have addressed the concerns raised by members of the neighbourhood at Public Hearing earlier this year, and that the project sets important precedents for future development in McLennan South's single-family area with regard to road establishment, form of development, and tree retention. Covenants must be granted on the subject site to ensure that buildings are set backs a minimum of 6 m (19.685 ft.) from all public roads, and that parking and garages are set back a minimum of 15 m (49.213 ft.) from Sills Avenue. Also, in light of the high importance the sub-area plan places on the form and character of development (including the landscape), staff recommend that, as a condition of rezoning, a Building Scheme be registered on the site and a subdivision application be processed to the satisfaction of the Approving Officer.

Transportation

The proposed development is consistent with the McLennan South Sub-Area Plan's requirements for the establishment of the "ring road" (e.g. Sills Avenue) and a new north-south road linking the "ring road" with General Currie Road. The proposal to construct Sills with a 6 m (19.7 ft.) wide pavement until multiple-family development occurs north of the subject site is sound and consistent with the approach taken elsewhere in McLennan South. The shared driveways proposed along Sills will reduce access points and enhance pedestrian and driver safety. As a condition of subdivision, covenants and shared access easements must be registered on the newly created lots to ensure the proposed shared driveways satisfy the requirements of the City's Transportation Department.

Engineering

Prior to final reading of the pending rezoning, the following must be in place:

1. Dedication of a strip of land for the establishment of Sills Avenue along the entire north edge of the subject site, except for the north 5 m (16.4 ft.) of the ultimate road width;
2. Registration of a Public Rights of Passage right-of-way along the south edge of the Sills Avenue dedication to facilitate sidewalk development to City standards;
3. Granting of covenants requiring that:
   a) Accessory buildings, carports, parking pads and garages must be set back a minimum of 15 m (49.213 ft.) from Sills Avenue and 6 m (19.685 ft.) from Bridge Street and the new north-south street west of Bridge Street; and
   b) Where a side property line abuts a public road, the minimum side yard to that property line shall be 6 m (19.685 ft.); except that cantilevered roofs and balconies, bay windows, enclosed and unenclosed fireplaces, and chimneys may project into the side yard for a distance of no more than 1.0 m (3.281 ft.); and, the ridgelines of a side roof dormer may project horizontally up to 0.91 m (3 ft.) beyond the residential vertical envelope (lot width), but no further than the side yard setback;

4. Enter into the City's standard Servicing Agreement for the design and construction of:
   a. West side of Bridge Street along the subject site's entire frontage including, but not limited to, road widening, curb and gutter, 3.85 m (12.6 ft.) wide grass boulevard incorporating a 2.6 m (8.53 ft.) wide utility corridor, 7 cm (3") caliper street trees at 9 m (29.5 ft.) on centre, decorative "Zed" street lights, and a minimum 1.5 m (4.9 ft.) wide concrete sidewalk; and
   b. Sills Avenue including, but not limited to, peat removal and appropriate replacement material across the entire right-of-way, 6 m (19.69 ft.) width of full road construction, storm sewer, sanitary sewer, water, hydro, telephone, gas, cablevision, curb and gutter, a grassed boulevard incorporating an utility corridor, 7 cm (3") street trees at 9 m (29.5 ft.) on centre, decorative "Zed" street lights, and a concrete sidewalk a minimum of 1.5 m (4.9 ft.) wide. (Note that at design stage it may be determined that the sanitary sewer cannot fit within the road right-of-way and may have to be located within its own utility right-of-way.)
5. Processing of a Subdivision application to the satisfaction of the City's Approving Officer. As a condition of Subdivision approval, the developer will be required to:
   a. Register restrictive covenants stipulating approved driveway locations and widths for all lots;
   b. Grant shared access easements for the two pairs of lots accessing Sills Avenue; and
   c. Register a Building Scheme on the lots.

Analysis

Revised Development Proposal

When the subject application was considered at Public Hearing in February 2003, public concerns focussed on the proposed location of Sills Avenue (e.g. the "ring road"), the perceived encroachment of multiple-family development into McLennan South's designated single-family area, and the impact of Sills Avenue on the development potential of adjacent designated, single-family lots. The applicant has substantially revised his development to address these concerns, and staff support his proposal on the following basis:

Location of Sills Avenue
Sills Avenue has been relocated from the south edge of the subject site to its north edge, and by doing so better responds to:

- Neighbourhood concern that Sills had previously been located too far south;
- Neighbourhood interpretation of the sub-area plan's Land Use map (**Attachment 3**), which has been taken to suggest that Sills should be situated closer to Granville Avenue than previously proposed by the applicant; and
- The existing alignment of the constructed portion of Sills Avenue west of Heather Street (**Attachment 5**).

Staff note that it would be undesirable to locate Sills Avenue much farther north than what is currently proposed by the applicant as a minimum distance of 100 m (328 ft.) should be maintained between Sills and Granville Avenue for traffic safety reasons, and the current proposal will result in a gap of just +/-115 m (377 ft.).

Multiple-Family Encroachment into the Plan's Designated Single-Family Area
The applicant's previous proposal to create seven lots and build coach houses has been replaced by a proposal to create six lots for single-family development. This is consistent with the sub-area plan, which designates the area immediately south of Sills Avenue for single-family homes, and reduces the size of the area between Sills and Granville that may be developed with multiple-family housing.

Sills Avenue Impacts on Adjacent Single-Family Development
The applicant's previous proposal would have seen Sills Avenue straddle the south property line of the subject site, with 12 m (39.4 ft.) of its width on the subject site and 5 m (16. 4 ft.) on the neighbouring designated single-family lot to the south. The owner of the affected lot felt this arrangement was unfair, as he would be required to provide more land for road than the owners of designated single-family lots to his south. The applicant's revised proposal requires that Sills straddle the subject site's north property line such that 5 m (16.4 ft.) of its width will be provided through the future redevelopment of the designated multiple-family lot to its north.

In McLennan South and elsewhere in Richmond, the City commonly requires that developers of new multiple-family housing provide roads or portions of roads as a condition of rezoning. The City's lengthy experience with this approach indicates that developers of multiple-family housing are typically able to absorb the cost of such road requirements without jeopardizing the financial viability of their projects. To ensure that this approach is practical in the case of the lot north of the subject site, the City will not support a multiple-family project involving lots immediately to its north without it being consolidated as part of that project. This approach too is a common practice in Richmond and has proved to be very effective.

Additional Development Considerations

Lot Size
The applicant proposes to create lots measuring a minimum of 360 m^2 (3,875 ft^2) in area (e.g. the same size as the lots the applicant proposed for development with coach houses, but now each lot will contain only one dwelling instead of two). This lot area is substantially smaller than that of the neighbourhood's existing R1/F lots, but the proposed lot width of 12.7 - 17 m (39 – 56 ft.) is fairly broad and staff believe it can fit well with the area's typical 19.2 m (63 ft.) wide lots. Staff are also supportive of the proposed lot size on the basis that:

- It is small enough to be cost effective for the subject developer and future developers of the area's more costly east-west roads (e.g. the east-west roads require proportionally higher amount of land dedication than the north-south roads, making them more expensive and difficult to provide);

- It is wide enough to comfortably accommodate shared driveway crossings between pairs of lots (e.g. at the road edge/sidewalk), thus, reducing the frequency of driveways even below that of the wider, conventionally developed lots along Bridge and Ash Street (which is an objective of the plan);
- It is large enough that corner lots can accommodate 6 m (19.7 ft.) deep yards along both public street frontages, which will enhance the relationship of the area's new and existing development; and
- It is large enough to allow parking to be located to the rear of new dwellings (with access via driveways from the street), which will help to enhance the image of a green, landscaped streetscape (as per the sub-area plan).

Form of Development

Given that the subject development will set an important benchmark for new single-family homes in McLennan South, staff believe it is important that criteria are applied to guide its form and character and that a mechanism is established to similarly guide development elsewhere in this area. As it will not be possible to consistently apply the City's Development Permit process for this purpose, staff recommend that a Building Scheme (addressing both house and landscape design) be registered on the subject site and that this Building Scheme, together with preliminary designs for the proposed lots, are approved by the City's Advisory Design Panel prior to final adoption of rezoning.

Financial Impact

Sills Avenue is on Richmond's Development Cost Charge (DCC) program and the applicant will be eligible for credits towards the cost of land and construction for this road. However, the very small size of the proposed development will mean that the applicable credits will be small and will in no way compensate the developer for the cost of the road.

In addition to Sills, the applicant will also be required to provide a portion of a north-south road along the subject site's west property line. The purpose of this road is not to provide access to lots created on the subject site, but rather to facilitate the subdivision of single-family lots to its south. The provision of this road represents a significant cost to the subject development in terms of a loss of land (e.g. to road right-of-way) and the loss of a lot (e.g. only six, rather than seven, can be created as a result of this road). In addition, the City typically requires developers to pay for the construction of new roads that cross their property. Unfortunately, the subject development, like most anticipated in this area, is small and cannot afford to bear all these costs. In light of the importance of both Sills and the north-south road to the development of McLennan South's single-family area and the unlikelihood of a larger project in this area (e.g. one more capable of bearing high road costs), staff recommend that:

- As a condition of rezoning the subject site, the applicant:
  a) Dedicate and construct Sills Avenue along the north edge of the subject site, except for the north 5 m (16.4 ft.) of the road right-of-way, which will be the responsibility of future multiple-family development to the north; and
  b) Facilitate the City's acquisition of land at fair market value on the west edge of the subject site, south of Sills Avenue, for the future development of the north-south road.
- The City construct the north-south road across the subject site when it is warranted by development to its south; and
- As a condition of rezoning lots south of the subject site, developers of those lots must contribute towards the City's cost of acquiring and constructing the north-south road across the subject site. The value of the required developer contribution will be determined based on actual costs at the time of development.

Conclusion

The subject development is in conformance with objectives for development within the McLennan South area of the City Centre. Revisions to the applicant's proposal have addressed issues raised by neighbours at Public Hearing in February 2003, and will help to maintain the integrity of McLennan South's designated single-family area while facilitating subdivision as provided for under the sub-area plan. On this basis, the subject application appears to merit favourable consideration.

Suzanne Carter-Huffman
Senior Planner/Urban Design
(4228)

SPC:cas

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

- Dedication of a strip of land for the establishment of Sills Avenue along the entire north edge of the subject site, except for the north 5 m (16.4 ft.) of the ultimate road width.
- Registration of a Public Rights of Passage right-of-way along the south edge of the Sills Avenue dedication to facilitate sidewalk development to City standards.
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  a) Accessory buildings, carports, parking pads and garages must be set back a minimum of 15 m (49.213 ft.) from Sills Avenue and 6 m (19.685 ft.) from Bridge Street and the new north-south street west of Bridge Street; and
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Development requirements, specifically:

- Facilitating the City's acquisition of land at fair market value on the west edge of the subject site, south of Sills Avenue, for the future development of the required north-south road. (Note: The applicant may make temporary use of the future road for the development of a driveway to his westernmost lot; however, agreements will be required to ensure that private use of the City's land will not impede future road construction.)
- Enter into the City's standard Servicing Agreement for the design and construction of:
  a) West side of Bridge Street along the subject site's entire frontage including, but not limited to, road widening, curb and gutter, 3.85 m (12.6 ft.) wide grass boulevard incorporating a 2.6 m (8.53 ft.) wide utility corridor, 7 cm (3") caliper street trees at 9 m (29.5 ft.) on centre, decorative "Zed" street lights, and a minimum 1.5 m (4.9 ft.) wide concrete sidewalk; and
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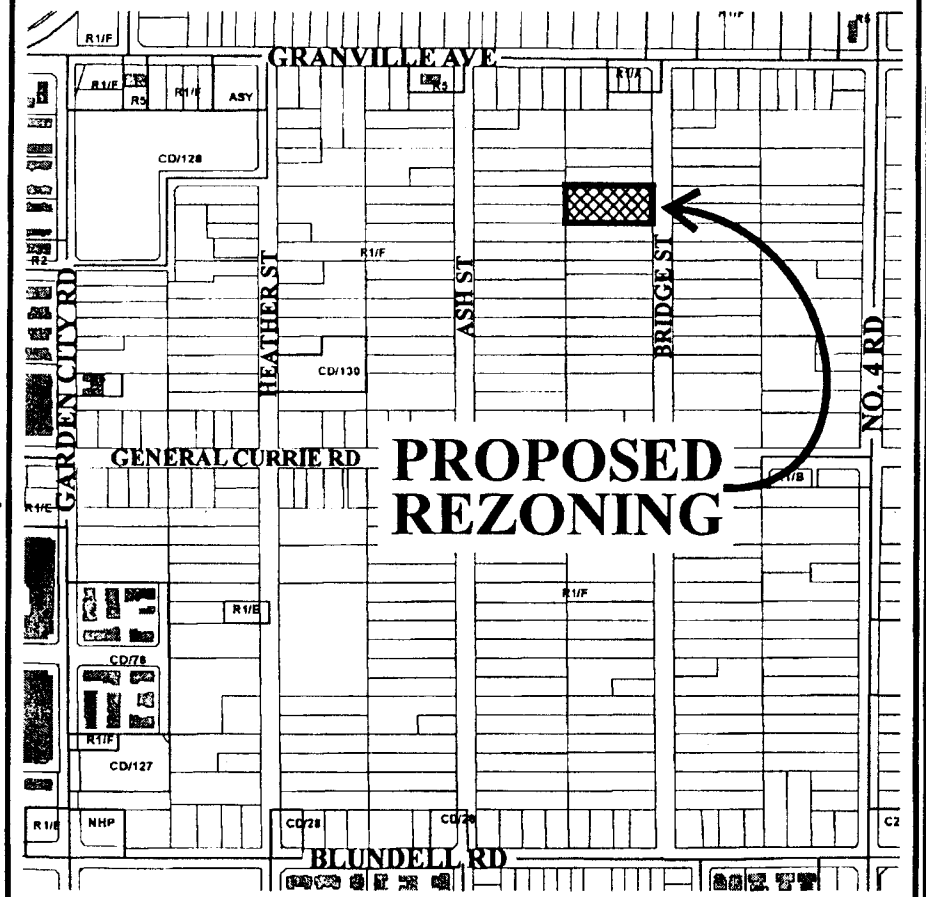
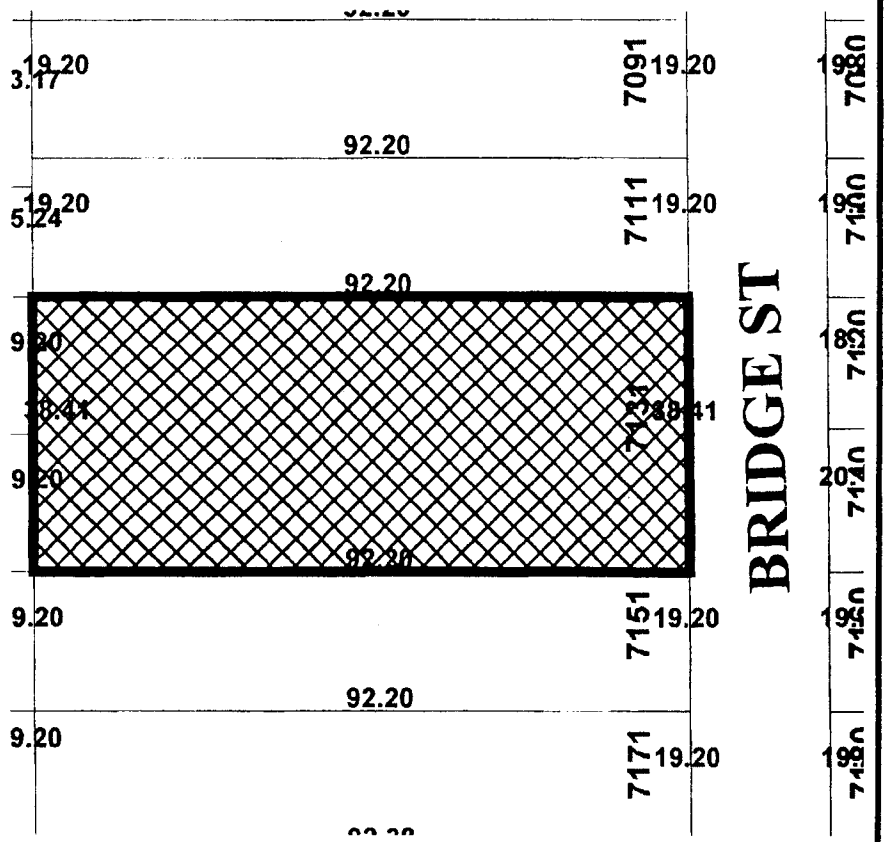
City of Richmond





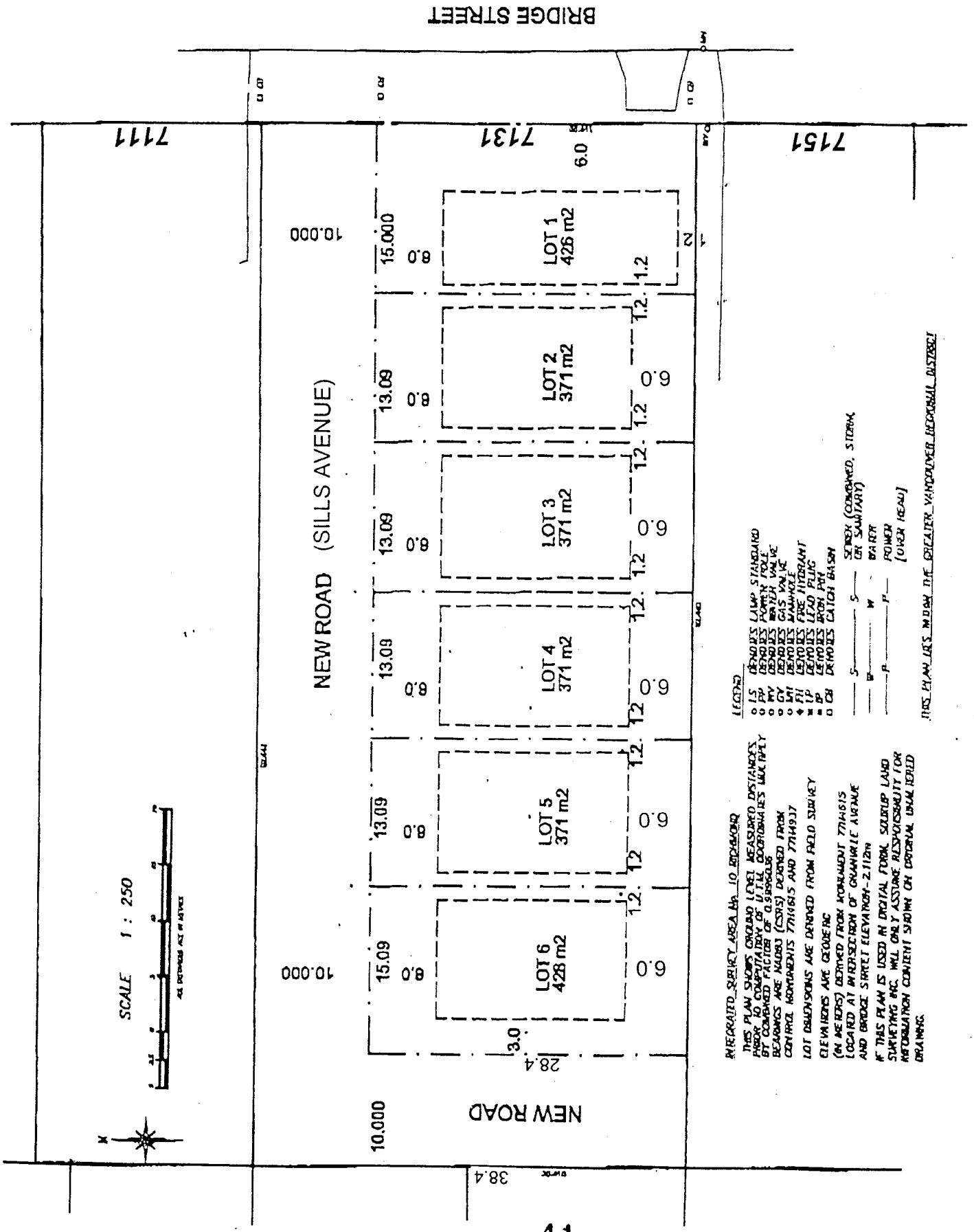
RZ 02-218186

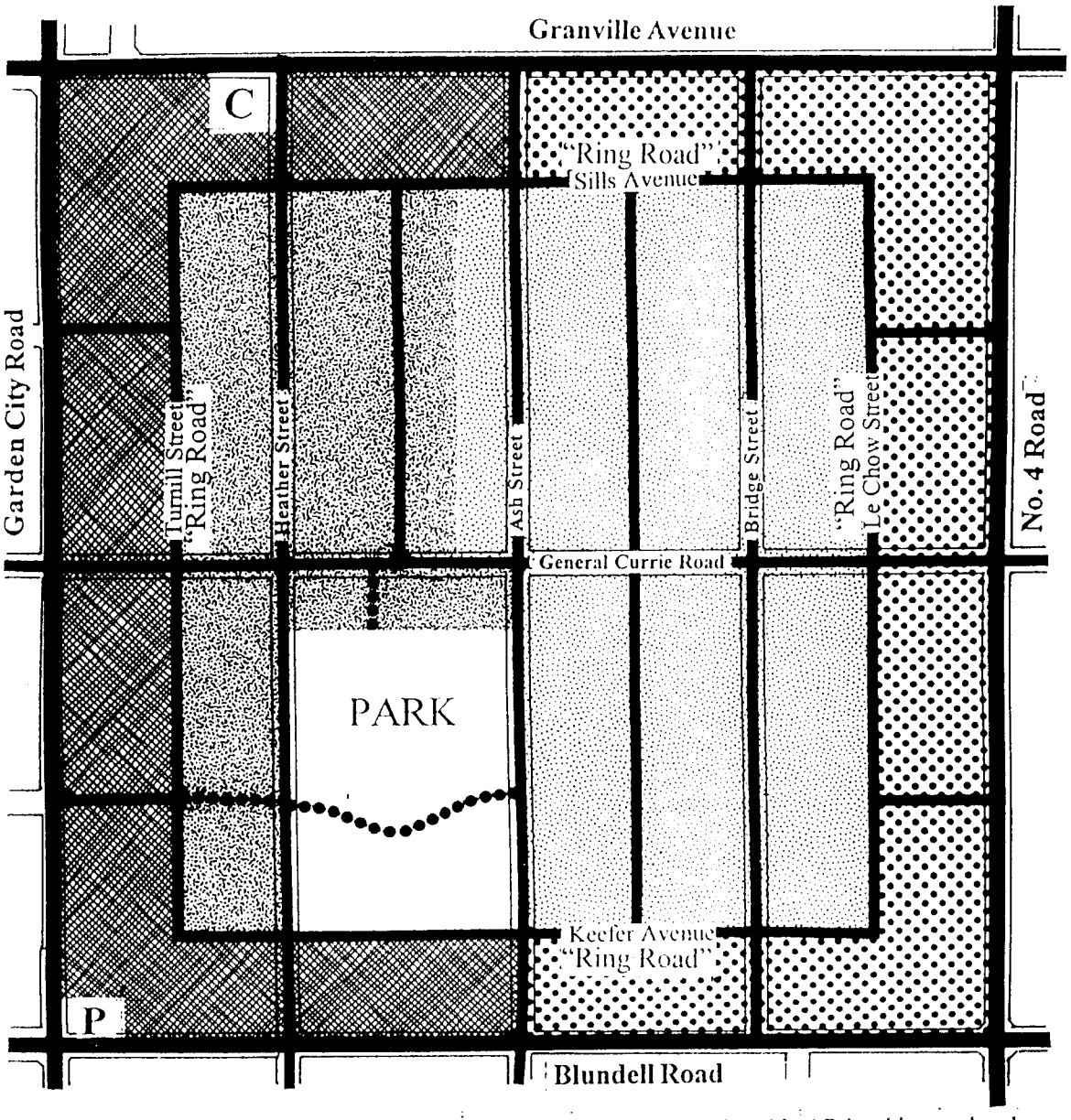
Original Date: 10/04/02

Revision Date:

Note: Dimensions are in METRES

ATTACHMENT 1


BRIDGE STREET
7111
7131
7151
NEW ROAD (SILLS AVENUE)
NEW ROAD
LOT 1
426 m2
LOT 2
371 m2
LOT 3
371 m2
LOT 4
371 m2
LOT 5
371 m2
LOT 6
428 m2
10.000
15.000
15.09
13.09
8.0
6.0
1.2
3.0
28.4
38.4
SCALE 1 : 250
INTEGRATED SURVEY AREA No. 10 BOUNDARY
LEGEND
SCHOOL (COMBINED, STORM OR SANITARY)
WATER
POWER (OVER HEAD)
THIS PLAN LIES WITHIN THE GREATER VANCOUVER REGIONAL DISTRICT



NOTE: Exact alignment of ring road and two new secondary entry roads from No.4 Rd. subject to development.

Attachment 1

Land Use

Residential, [illegible] to 3 storeys over 1 parking level, Triplex, Duplex, Single-Family 0.75 base F.A.R.

Residential, 2½ storeys typical (3 storeys maximum) Townhouse, Triplex, Duplex, Single-Family **0.60 base F.A.R.**

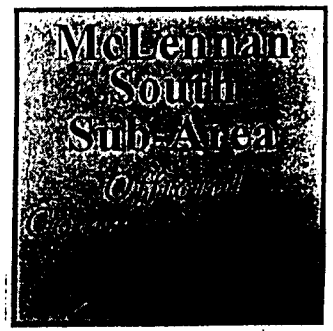
Residential, 2½ storeys typical (3 storeys maximum) Predominantly Triplex, Duplex, Single-Family 0.55 base F.A.R.

Residential, Historic Single-Family, 2½ storeys max. 0.55 bas F.A.R.

Trail/Walkway

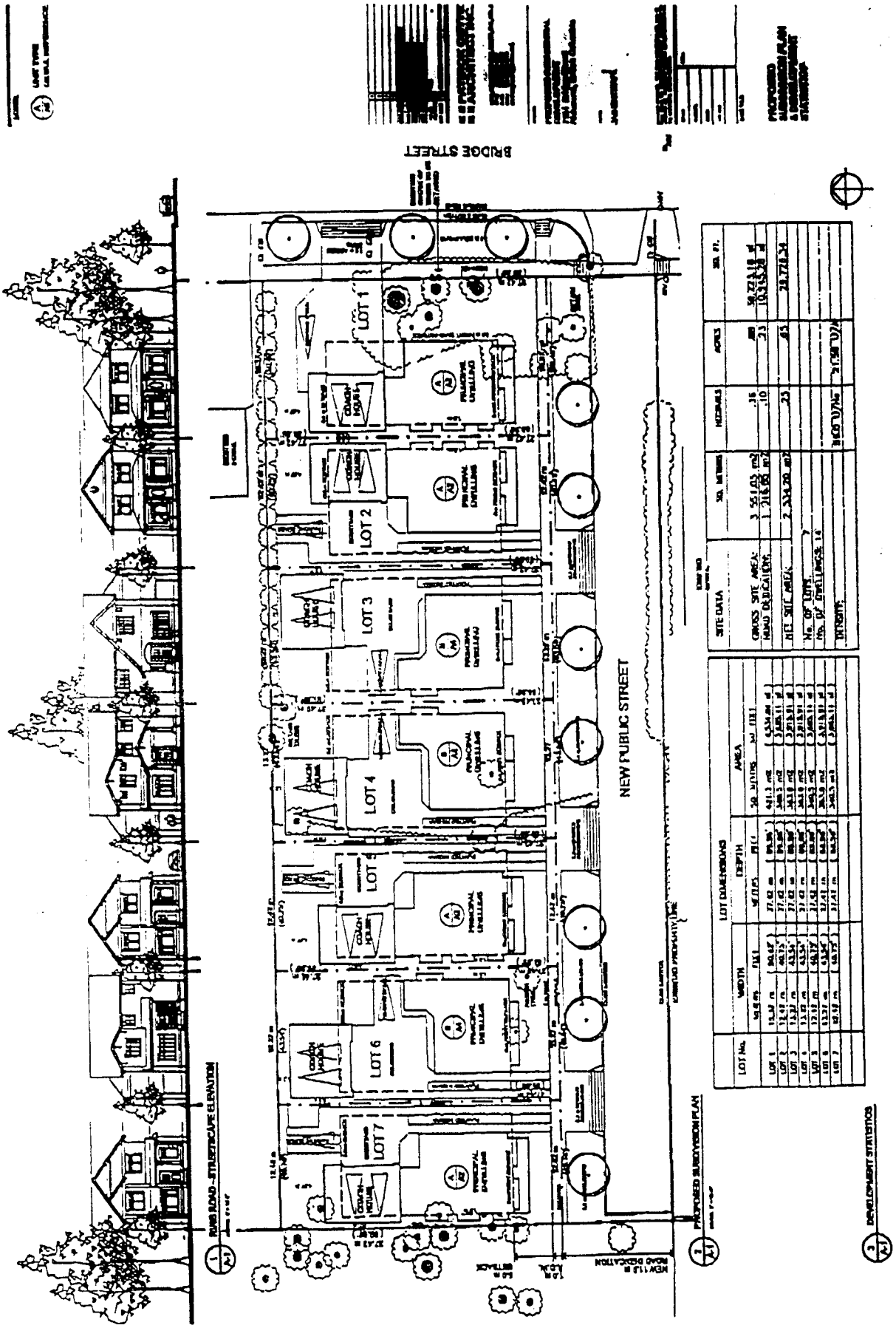
C Church

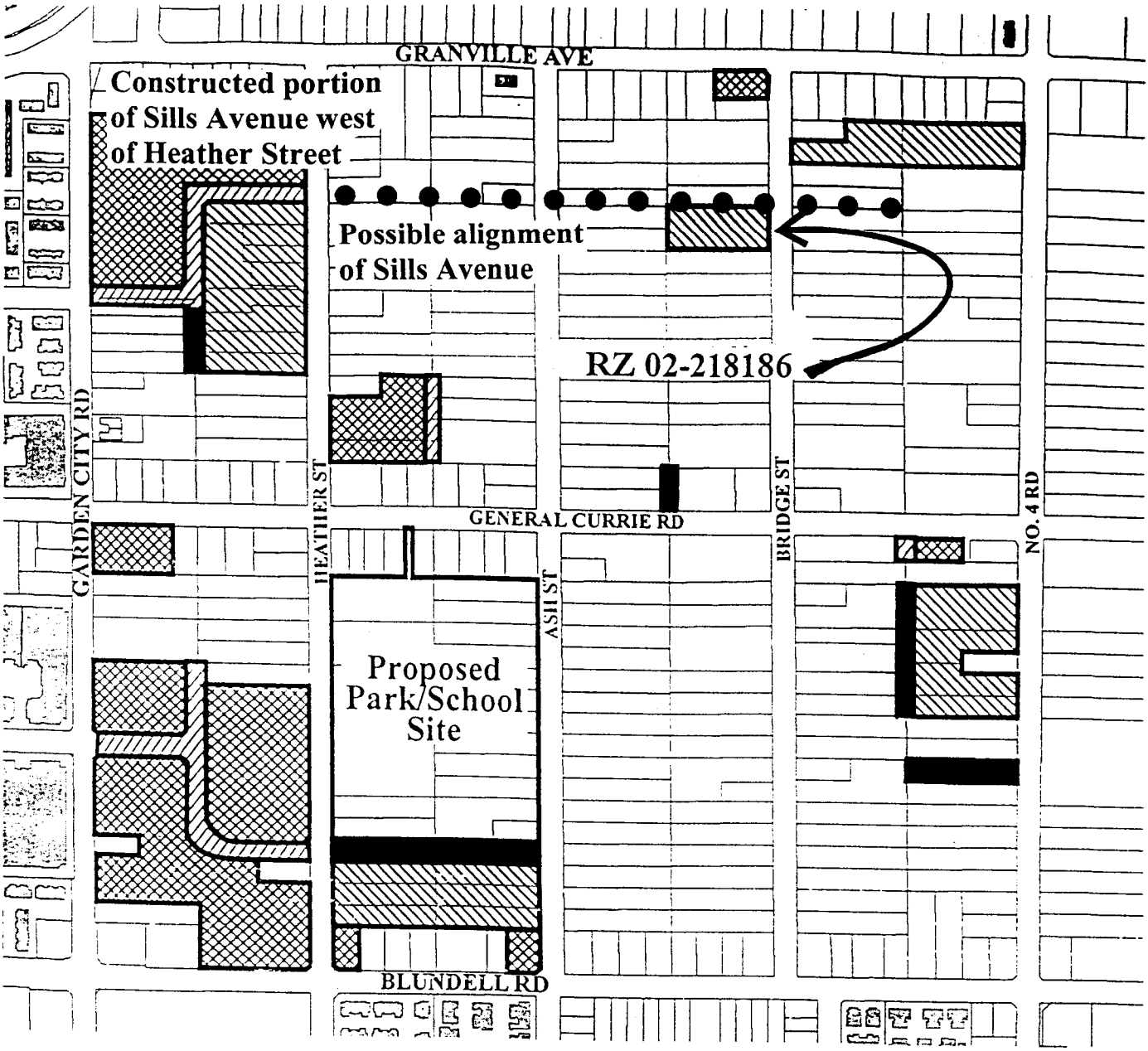
P Neighbourhood Pub



ATTACHMENT 3

Original Adoption: March 15, 1999
Last Amended: February 17, 2003


BRIDGE STREET
NEW PUBLIC STREET
LOT 1
LOT 2
LOT 3
LOT 4
LOT 5
LOT 6
LOT 7
PROPOSED SUBDIVISION PLAN
DEVELOPMENT STATISTICS



New housing, constructed or approved.
New housing, anticipated or pending approval.
New roads, constructed or approved.
New roads, anticipated or pending approval.

McLennan South
New Road Development Status
April 2003

Original Date: 01/23/03

Revision Date:

Note: Dimensions are in METRES

City of Richmond

Bylaw 7522

Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7522 (RZ 02-218186) 7131 BRIDGE STREET

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

1. 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 **SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA B (R1/B).**

   P.I.D. 012-031-887
   Lot 17 Block "C" Section 15 Block 4 North Range 6 West New Westminster District Plan 1207

2. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7522".**

FIRST READING	
A PUBLIC HEARING WAS HELD ON	
SECOND READING	
THIRD READING	
OTHER REQUIREMENTS SATISFIED	
ADOPTED	

CITY OF RICHMOND
APPROVED for content by originating dept.
HB
APPROVED for legality by Solicitor

MAYOR

CITY CLERK

1000017