



To: Richmond City Council

Date: June 24, 2005

From: Rod Kray, General Manager
Finance & Corporate Services

File: RZ 04-276082

Joe Erceg, General Manager
Urban Development

Re: **Application by Sandhill Development Ltd. for Rezoning at 7511 Bridge Street from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/139)**

Staff Recommendation

That Bylaw No. 7955, to rezone 7511 Bridge Street from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/139)", be denied.

Rod Kray, General Manager
Finance & Corporate Services

Joe Erceg, General Manager
Urban Development

Att. 7

REVIEWED BY TAG	
YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

This application is being brought forward directly to Council at the request of the applicant because of concerns about the delays in the processing time.

Originally, the application was for an eight lot subdivision and proposed to rezone 7511 Bridge Street from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/140). It also involved an amendment to the McLennan South Sub-Area Plan because the applicant did not want to provide the required north/south road.

Council referred this application back to staff to hold a public information meeting with the residents in the area based on concerns that were expressed at the April 18, 2005 Public Hearing. The results of this public consultation process are discussed under Findings of Fact.

The applicant has now changed his proposal to a seven lot subdivision and proposes to rezone 7511 Bridge Street to Comprehensive Development District (CD/139). Furthermore, he is now dedicating the required north/south road to the City in order to avoid the need to amend the McLennan South Sub-Area Plan.

Specifically, the applicant proposes to:

- Subdivide the subject property into seven single-family residential lots;
- Dedicate and construct a new east/west road to service these lots;
- Dedicate the required north/south road if the City reimburses him for the cost of the land (estimated to be approximately \$150,000).
- Oversize the utilities in the proposed east/west road if required to by the City provided that he is reimbursed for this cost (estimated to be \$50,000).

The Administrators Group (TAG) is not prepared to accept that the City should pay for the proposed north/south road or for the potential oversizing of utilities in the east/west road.

Therefore, it is recommended that the application be denied as submitted. Should Council wish to proceed otherwise, staff have identified the appropriate means to do so in the Analysis/Financial Impact section.

Findings of Fact

Proposed Development

The Development Application Data Sheet attached to this report compares the proposed development with the relevant Bylaw requirements. The proposal complies with all aspects of Comprehensive Development District (CD/139) as amended on June 20, 2005.

Surrounding Development

The subject site is situated on the west side of Bridge Street, south of General Currie Road, where the McLennan South Sub-Area Plan directs that newly created single-family lots are developed along new roads from the "back lands" of existing single-family homes on large lots. This part of the residential neighbourhood is currently characterized by a mix of older and newer homes on large lots, most of which include areas of mature trees.

Official Community Plan

- **Land Use:** Residential, “Historic Single-Family”, two and a half storeys maximum.
- **Density:** Designated for a base density 0.55 F.A.R.
- **Development Permit Guidelines:** Not applicable to single-family development.
- **Roads:** The plan intends that developers will build a number of new roads, with the final alignments “subject to development” (e.g. their locations may vary as a result of opportunities and/or constraints that arise as residential development proceeds). Frontage improvements to Bridge Street are required to be completed with this development.
- **Park:** Limited construction began in 2004 for the City Centre serving Garden City Park, with completion in late 2005.

New Lot Size Policy

The proposal is consistent with the amendments to the McLennan South Sub-Area Plan establishing a lot size policy which were adopted by Council on April 18, 2005. The new policy permits the 11.3 m wide lots, which do not front Bridge or Ash Street, as proposed in this application.

Proposed Roads

This application proposes a new east/west road in addition to the north/south road required in the McLennan South Sub-Area Plan. The proposal is consistent with the Plan, which recommends flexibility of new road alignments, under specified criteria.

The subject application generally conforms to these criteria, in that it:

- Does not result in significant traffic impacts or compromise access to adjacent properties;
- Does not result in a significant net increase in the amount of new road envisioned in the Circulation Map (e.g. the new east/west road may permit development of properties directly to the north without requiring a portion of the north/south road to connect to General Currie Road, which is currently unopened).
- Results in a coherent pattern that maintains the intended pedestrian-scale of the area’s blocks; and
- Provides a recognizable benefit to the area (i.e. enhance back land access, facilitate development).

Public Consultation

As directed by Council on April 18, 2005, the neighbourhood residents were notified of a public information meeting with City staff to discuss the McLennan South Sub-Area Plan: Road Configuration for Single-Family Lot Development. This meeting took place on the evening of Monday, May 9th, 2005, at Richmond City Hall.

The underlying issues which gave rise to the above referral included residents’ concerns regarding:

- elimination of the north/south road;
- relocation of the “ring road”;
- ability to provide access to the “back lands” for subdivision and redevelopment; and

- that no mention was made of proposed east/west roads at previous public information meetings.

Approximately 59 people attended, the majority of whom were residents or land owners in the area. Many had attended previous meetings to review directions for the Area Plan.

Staff presented road options to allow for single-family subdivision and development for the block bounded by Ash Street, General Currie Road and Bridge Street, and approximately 110 m north of Blundell Road.

There were 34 completed questionnaires and letters returned to staff (30 with written comments). From discussions and surveys with the public, conclusions are as follows:

- Most of those in attendance have been to previous meetings to review the Area Plan, and many are feeling frustrated that additional amendments to the Plan are being presented for consideration.
- There is general support for the existing Circulation Map.
- The majority (85%) agree that there should be opportunities to develop the back lands.
- Most (81%) do not want smaller pedestrian-scaled blocks.
- The majority in the study block area (62%) believe that the current Circulation Map with north/south roads allows for earlier re-development of the back lands than would east/west roads.
- A majority (65%) do not support a combination of north/south and east/west roads to facilitate re-development.

Following the public information meeting, staff reviewed the neighbourhood concerns and prepared alternative road options, which includes a combination of east/west roads, a north/south road and cul-de-sacs. The current application would facilitate any of the roads options being considered.

Rather than wait for further public consultation, the applicant wants this rezoning application to be processed as revised and has agreed to assume the risk in doing so. Staff will await Council's decision on this application and, if it proceeds, the outcome of the Public Hearing before determining whether any further public consultation is required and what format this would take.

Staff Comments

Lot Size

The applicant proposes to create seven lots measuring a minimum of 320 m² (3,444 ft²) in area. This lot area is considerably smaller than that of the neighbourhood's existing R1/F lots, but the proposed lot width of 11.3 m (37 ft.) and 13.0 m (42 ft.) for corner lots, is ample and staff believe it can fit well with the area's typical 19.2 m (63 ft.) wide lots, particularly in the back land development, and with regulations to require wider frontages along Bridge and Ash Streets. Staff are supportive of the proposal from a planning viewpoint 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 backlands (e.g. the backlands require proportionally higher amount of land dedication than those fronting established roads, making them more expensive and difficult to develop);

- It results in wide enough lots to comfortably accommodate driveway crossings for narrower lots (min. 11.3 m) and establishes controls for a maximum garage door width (greater of 4.9 m or 50% of house width) for a double car garage in the front of the house; and
- It is large enough that corner lots can accommodate 4 m (13 ft.) deep side yards along flanking public street frontages, which will enhance the relationship with the area's existing development which has a 6 m (20 ft.) front yard setback, though only a 3 m (10 ft.) side yard setback to flanking streets.

Amendments to Comprehensive Development District (CD/139)

Amendments to Comprehensive Development District (CD/139) were adopted on June 20, 2005 with rezoning application RZ 05-295550 at 7720 Bridge Street (Bylaw 7945). The amendments permit driveways from the street to lots which do not require lanes, while meeting the intent of reducing the visual impact of the car by ensuring that garages and driveways do not dominate the streetscape. The amended CD/139 controls the minimum lot width to accommodate garages in the front yard and offers greater design flexibility to allow different type of lots.

Provisions which are incorporated into this zone to achieve a "country estate" character for the McLennan South Sub-Area include:

- a maximum floor area ratio of 0.55, consistent with City single-family standards;
- additional floor area permitted to encourage open front and rear porches;
- additional floor area permitted for development above garages, where steeply pitched roofs are provided, to encourage integration of the garage with the massing of the building and a pitched roof appearance;
- limits on the maximum width of garage doors, to ensure that the garage does not dominate the streetscape appearance of new homes;
- a wider minimum frontage (e.g. the property line with the shorter of the road boundaries) for lots on Bridge and Ash Streets (18 m/59 ft.), than permitted elsewhere in the new single-family area (11.3 m/37 ft.);
- a larger minimum lot area for lots fronting on Bridge and Ash Streets (550 m²), than permitted elsewhere in the new single-family area (320 m²);
- limiting fence height to 0.9 m (3 ft.) within 6 m (20 ft.) of public roads and requiring that they be of open construction (e.g. picket fences) to encourage a more open and continuous landscape between the public and private realms and between neighbouring properties; and
- landscaping requirements on new lots created from a subdivision for three (3) new trees on the property with at least one new tree in the front yard.

Traffic

The primary role of the proposed north/south road is to provide access to the backlands of the existing single-family lots between Ash Street and Bridge Street so that they may be subdivided. It is expected that additional traffic may be generated. However, the relative increase in traffic is not expected to be significant enough to require road improvements on the road network in the area. To alleviate any concerns created by this potential increase in traffic, staff would continue to pursue traffic-calming measures in the neighbourhood as requirements of any development applications, including but not limited to traffic circles, curb extensions, speed humps, etc.

Analysis/Financial Impact

The financing request by the applicant that the City pay for the proposed north/south road and for the potential oversizing of utilities in the east/west road was reviewed by TAG and was not supported. It is TAG's position that these items are the developer's responsibility and are part of the cost of development. Under the Community Charter, a developer can be reimbursed certain costs through a Latecomer Agreement or Development Cost Charge (DCC) credits. The applicant does not want to wait to be reimbursed by future redevelopment of the other back lands in the immediate area via a Latecomer Agreement and is not eligible for DCC credits because the proposed north/south road is not in the DCC Program.

The applicant's argument is that the oversizing of utilities and provision of the north/south road represents a significant cost to the subject development in terms of a loss of land (e.g. to road right-of-way) and reduced lot yield (e.g. seven rather than eight lots). He also argues that the purpose of this road is not to provide access to lots created on the subject site but to facilitate the subdivision of single-family lots to its north and south. It is noted that the applicant was reimbursed for the cost of the land for the north/south road from the Industrial Use Land Acquisition Reserve (strategic land acquisitions) for his development at 7131 Bridge Street.

Should Council agree with the applicant's arguments and wish to proceed with an interim funding strategy, the following motion should be passed:

1. *That Official Community Plan Amendment Bylaw No. 7880, to amend Schedule 2.10D (McLennan South Sub-Area Plan) of the Official Community Plan Bylaw No. 7100, by introducing a map amendment to permit a re-alignment in the proposed local roads between Ash and Bridge Streets, be abandoned;*
2. *That Bylaw No. 7903, to amend "Comprehensive Development District (CD/140)", be abandoned;*
3. *That Bylaw No. 7908, to rezone 7511 Bridge Street from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/140)", be abandoned; and*
4. *That Bylaw No. 7955, to rezone 7511 Bridge Street from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/139)", be introduced and given first reading.*
5. *Re-allocate funds from an approved City Capital Project to fund this development.*

Staff do not support the above as it would require expending approximately \$200,000 of unbudgeted City funds. Staff believe this would not be appropriate as it is not in the Capital Program and would require the taxpayer to cover costs normally attributed to development. Council may also want to consider a larger notification area for the Public Hearing that corresponds with the area invited to the May 9, 2005 public information meeting. This being the case, the following additional item should be added to the motion:

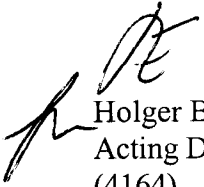
6. *That the Public Hearing Notification Area be expanded to an area bounded by General Currie Road, Bridge Street, Blundell Road and Ash Street, and those residents whose properties front General Currie Road, Bridge Street and Ash Street.*

Staff have discussed this recommendation of a larger notification area with the applicant and he does not believe it is necessary. This being the case, staff will advise anyone who calls as a

follow-up to the May 9, 2005 public information meeting that this application is scheduled to proceed to Public Hearing on its own merits. It is staff's intent to gauge the need for any further public consultation based on the feedback received at the Public Hearing on this application.

Conclusion

TAG is not prepared to support the applicant's request for the City to pay for the north/south road and any potential oversizing of the utilities in the east/west road. Therefore, it is recommended that the application as submitted be denied. Should Council wish to proceed the application based on an interim funding strategy, the appropriate draft resolutions are included in this report.



Holger Burke
Acting Director of Development
(4164)

EF/HB:cs

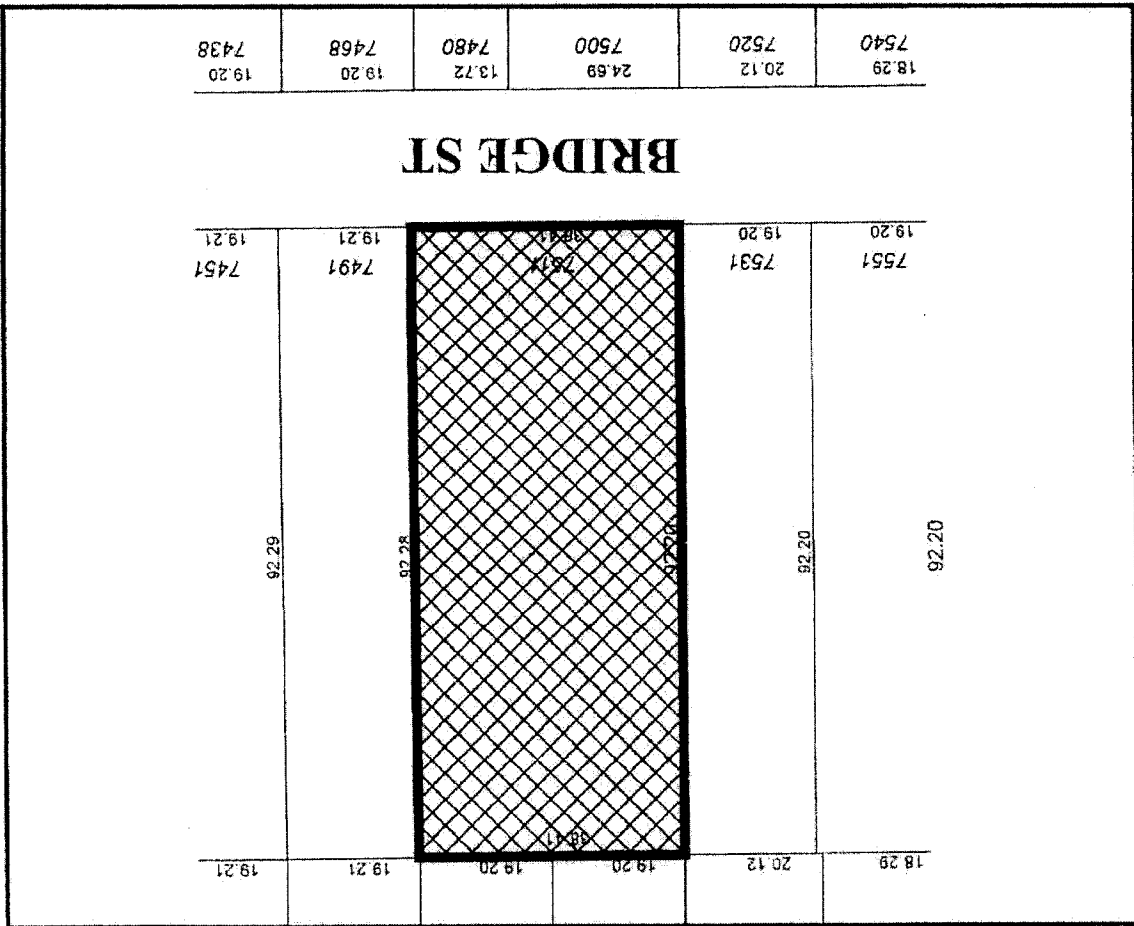
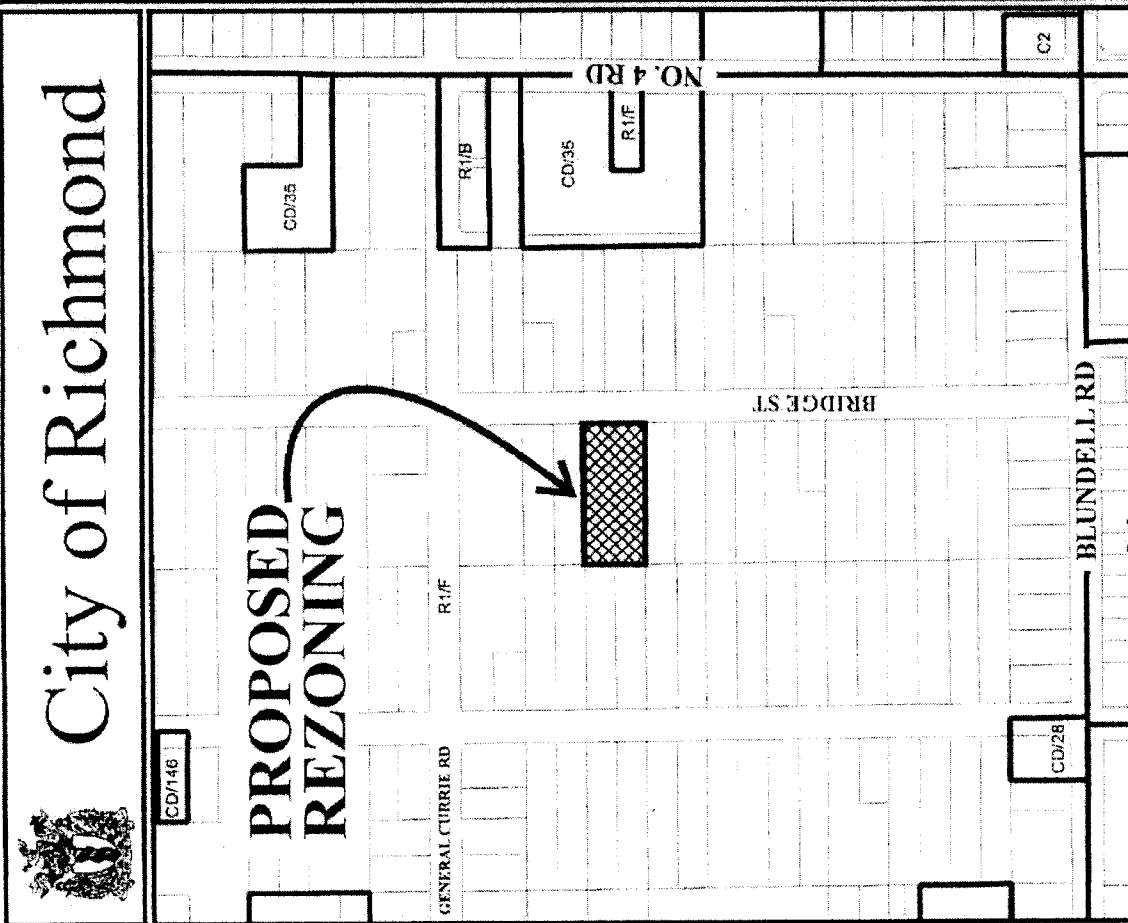
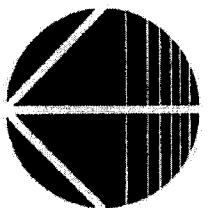
- Attachment 1 Zoning Site Map
- Attachment 2 Preliminary Subdivision Site Plan
- Attachment 3 Existing McLennan South Circulation Map
- Attachment 4 McLennan South Land Use Map
- Attachment 5 Development Application Data Sheet
- Attachment 6 Conditional Rezoning Requirements

Original Date: 08/25/04

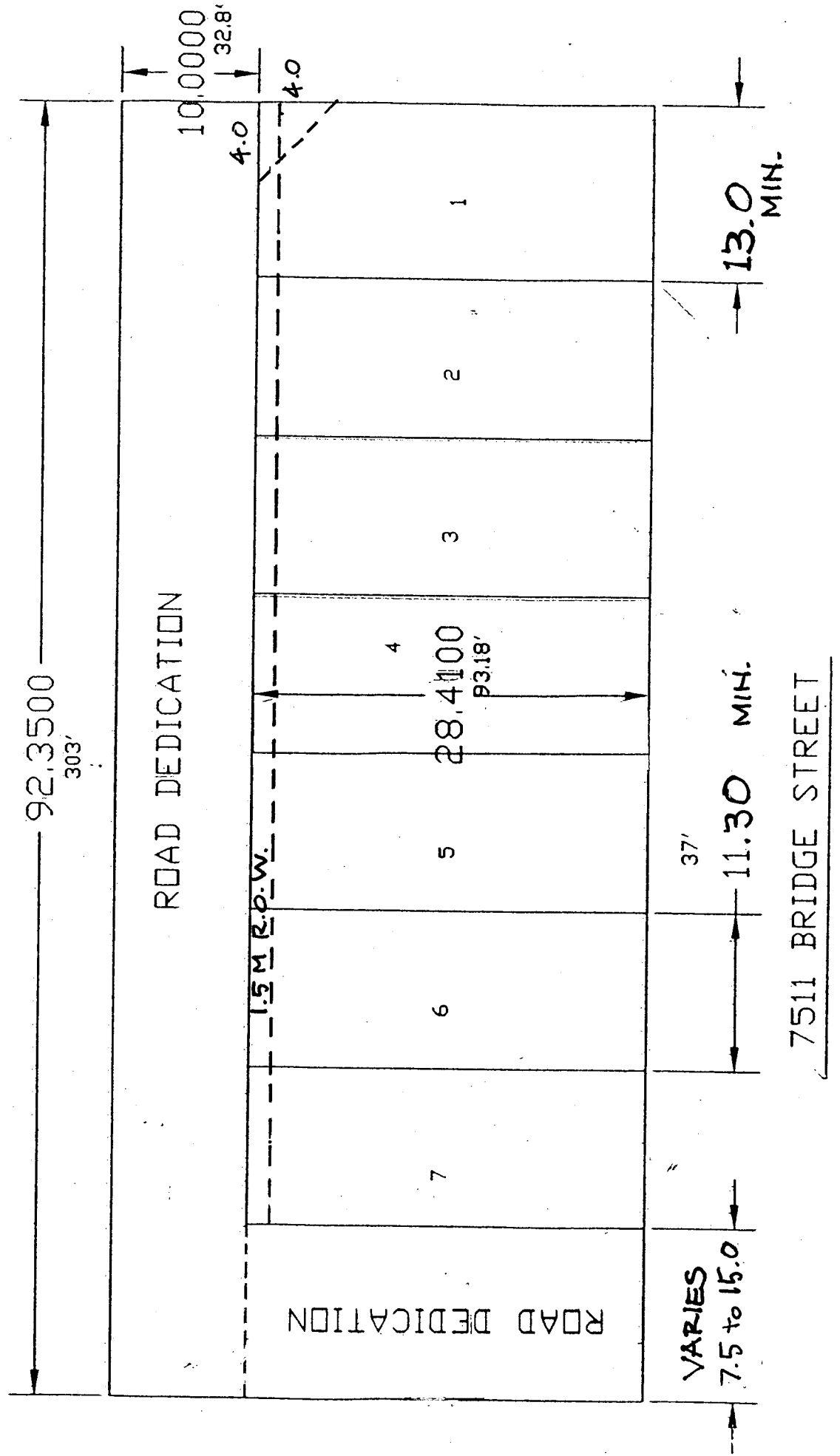
Revision Date:

Note: Dimensions are in METRES

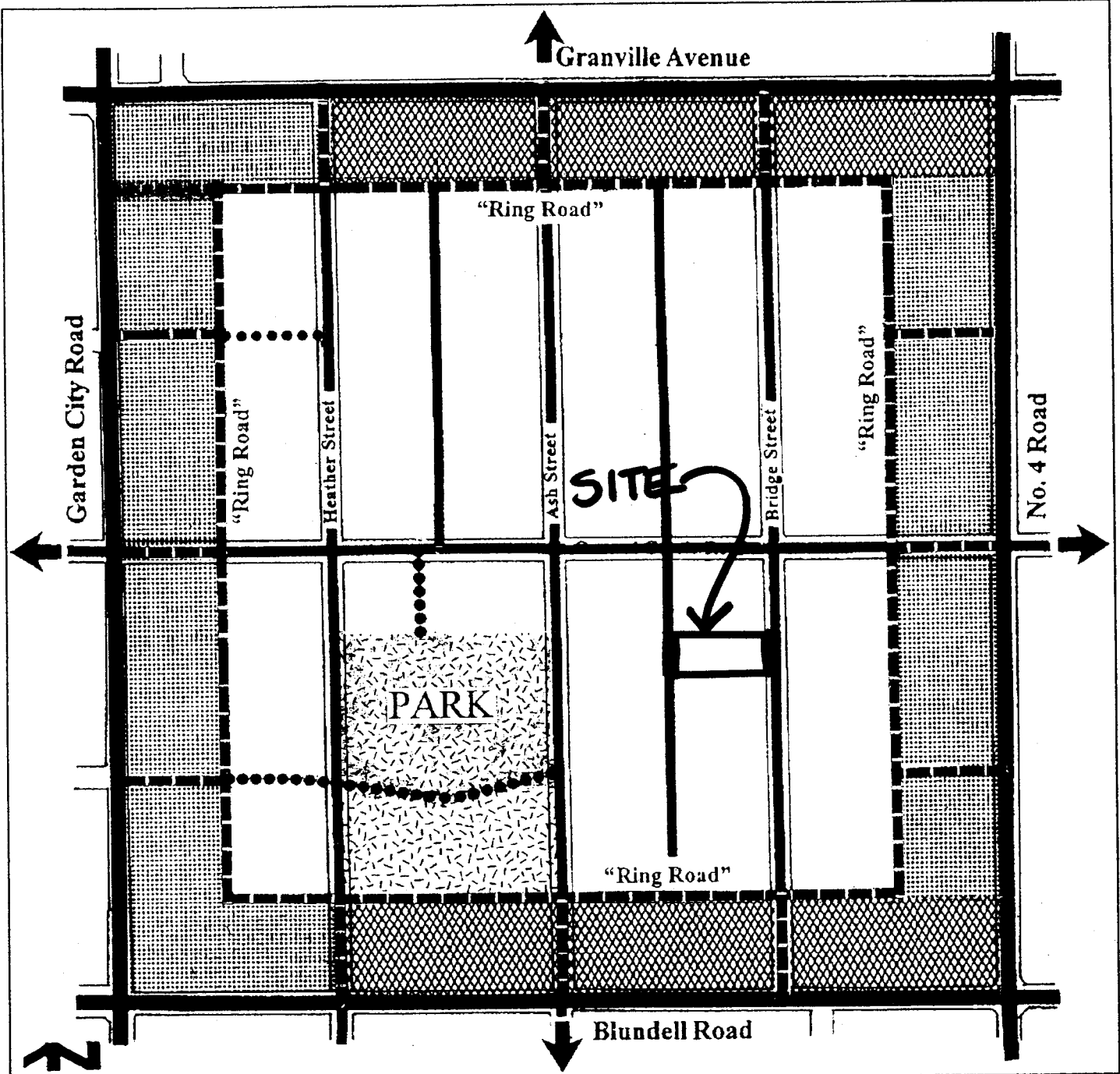
RZ 04-276082











City of Richmond



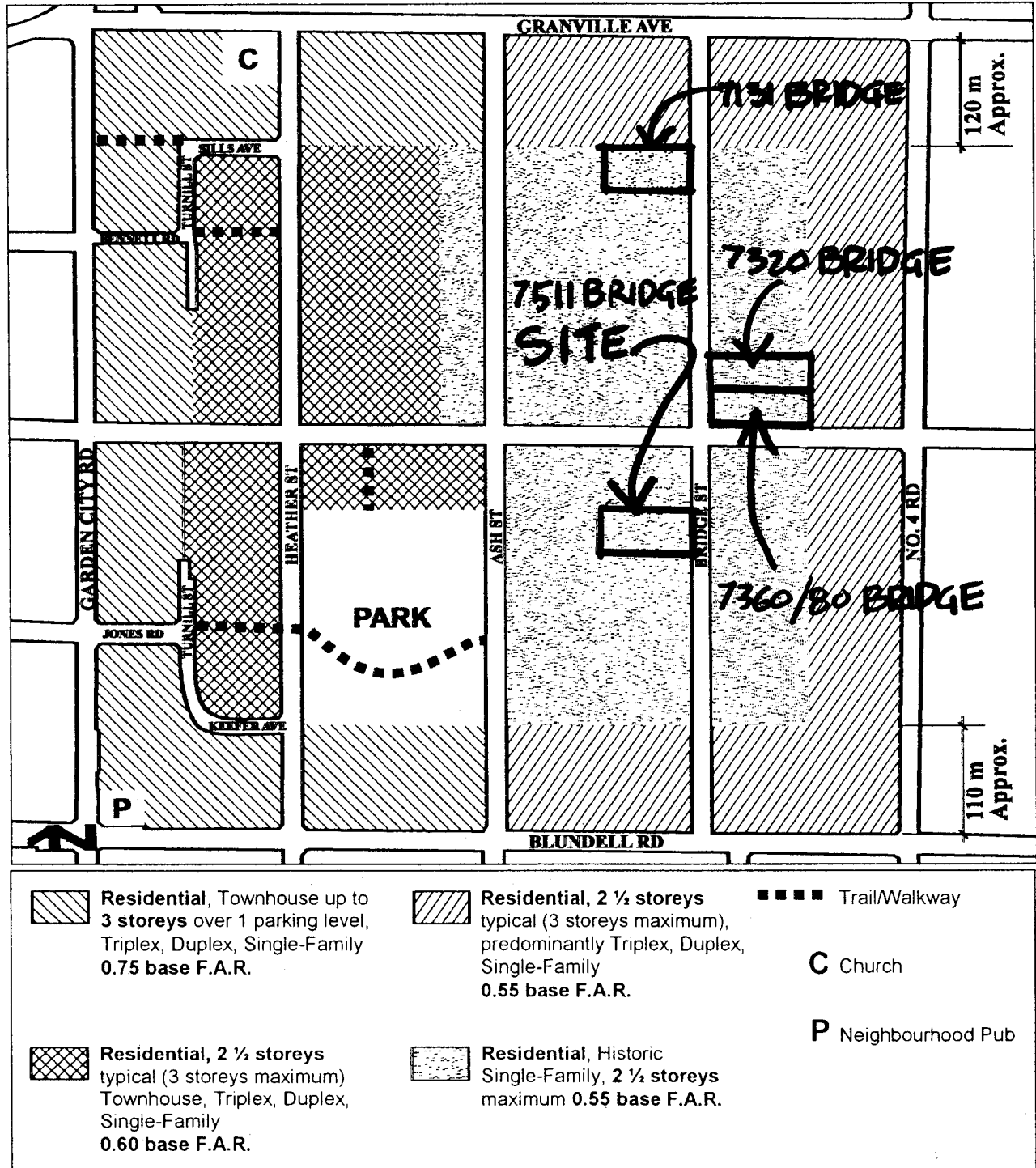
Circulation Map



	Lane network to provide continuous tree lined streetscape		Arterial		Trail/Walkway
	Consolidated driveways, access from new ring road		Collector		Major Entry/Exit Points
	Consolidated driveways, (access from ring road) or lanes depending on final parcel sizes		Local		

City of Richmond

Land Use Map *Bylaw 7731
2004/06/21*



Note: Sills Avenue, Le Chow Street, Keefe Avenue, and Turnmill Street are commonly referred to as the "ring road".



City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1

**Development Application
Data Sheet**
Policy Planning Department

RZ 04- 276082

Address: 7511 Bridge Street

Applicant: Sandhill Development Ltd.

Planning Areas: City Centre Area, McLennan South Sub-Area Plan (Schedule 2.10D)

	Existing	Proposed
Owner:	664525 BC Ltd	Sandhill Development Ltd.
Site Size (m²): (by applicant)	3,547.16 m ² (38,182.6 ft ²)	2,619.4 m ² (28,196 ft ²) The gross site area is reduced by: <ul style="list-style-type: none"> 10 m (32.8 ft.) wide dedicated right-of-way along the site's north edge for road, complete with 4m x 4m corner cut at Bridge Street; and
Land Uses	Single-family residential	No change
OCP Designation	Residential	No change
Area Plan Designation	Residential, "Historic Single-Family" 2 1/2 storeys max. - 0.55 floor area ratio (FAR)	No change
Zoning	Single-Family Housing District, Subdivision Area F (R1/F)	Comprehensive Development District (CD/139) With amendments to permit: <ul style="list-style-type: none"> 11.3 m (37 ft.) min. lot width 13 m (42.7 ft.) min. lot width for corner lots 18 m (59 ft.) min. lot width for lots with a front property line on Bridge or Ash Street 24 m min. lot depth revised limits on double car garage at front yard setback 320 m² (3,444 ft²) min. lot area 550 m² (5,920 ft²) for lots with a front property line on Bridge or Ash Street
Number of Units	1 single-family dwelling	7 single-family dwellings

	Bylaw Requirement	Proposed	Variance
Density (units/acre)	N/A	12.4 upa	none required
Floor Area Ratio:	Max. 0.55 FAR	0.55 F.A.R.	none permitted

Lot Coverage – Building:	Max. 45%	45%	none
Lot Size (area)	Min. 320 m ² (3,444.6 ft ²) as amended by Bylaw 7945	Min. 320 m ² (3,444.6 ft ²)	none
Lot Size (width)	11.3 m 13 m at corner lot as amended by Bylaw 7945	7 lots at 11.3 m 1 corner lot at 13 m	none
Setback – Front Yard (m):	6 m Min. as amended by Bylaw 7945	6 m	none
Setback – Side Yard (m):	1.2 m Min. 4.0 m Min. on Public Road as amended by Bylaw 7945	1.2 m and 4.0 m on Public Road	none
Setback – Rear Yards (m):	Min. 6.0 m	Min. 6.0 m	none
Height (m):	Max. 2 1/2 storeys – 9 m	Max. 2 1/2 storeys – 9 m	none
Off-street Parking Spaces – Regular (R) / Visitor (V):	2.0 spaces/unit x 7 = 14 (R) Visitor: not required	2.0 spaces/unit x 7 = 14(R)	none
Off-street Parking Spaces – Total:	14	14	none

**Applicable Only if Application Proceeds to First Reading
Conditional Rezoning Requirements
7511 Bridge Street RZ 04-276082**

Prior to final adoption of Zoning Amendment Bylaw 7955, the developer is required to complete the following requirements:

Legal requirements, specifically:

- Dedication of a 10 m (32.8 ft.) wide strip of land for the establishment of a new street 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 1.5 m (4.9 ft.) Public Rights of Passage right-of-way along the south edge of the street dedication to facilitate sidewalk development to City standards.
- Dedication of an approximately 10 m (32.8 ft.) wide strip of land for the establishment of a new street along the entire west edge of the subject site (Final dimensions are to accommodate both a north/south road extending to General Currie, and, alternatively, a cul-de-sac to provide access to future development to the north). The City will compensate the developer for the cost of these lands at an agreed “fair market value”, including compensation for the additional utilities and services to be provided across the site for the benefit of future development.
- That Bylaw No. 7945, with rezoning application RZ 05-29550, to amend “Comprehensive Development District (CD/139), be adopted.

Development requirements, specifically:

- 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 and treed boulevard incorporating a 2.6 m (8.53 ft.) wide utility corridor, decorative “Zed” street lights, and a minimum 1.5 m (4.9 ft.) wide concrete sidewalk; and
 - b) New east-west street along the entire north edge of the subject site 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.)

* Note: This requires a separate application.

(Signed Copy on File)

(June 16, 2005)

Signed

Date



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7955 (RZ 04-276082)
7511 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 **COMPREHENSIVE DEVELOPMENT DISTRICT (CD/139)**.

P.I.D. 004-260-252

Lot 18 Block "F" 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 7955"**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

ADOPTED

CITY OF RICHMOND
Reviewed by CF
APPROVED by Director/ Solicitor HB

MAYOR

CITY CLERK