



**CITY OF RICHMOND**

**REPORT TO COMMITTEE**

*To Council - June 25, 2001*

*TO PLANNING - JUNE 19, 2001*

**DATE:** May 31, 2001

**FILE:** 8060-20-7240


**TO:** Planning Committee

**FROM:** Terry Crowe  
Manager, Policy Planning

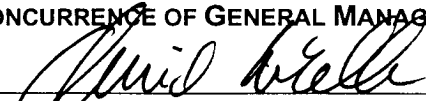
**RE:** PROPOSED OCP AMENDMENT & ARTERIAL ROAD REDEVELOPMENT POLICY

**STAFF RECOMMENDATION**

1. That Bylaw No. 7240, which amends Section 3.2 Housing, of the Official Community Plan Bylaw 7200 to add additional direction regarding housing choice outside the City Center, be introduced and given first reading.
2. That Bylaw No. 7240, having been examined in accordance with Section 879(2)(b) of the Local Government Act be referred to the Richmond School District for comment.
3. That Bylaw No. 7240, having been examined in conjunction with Section 883 of the Local Government Act regarding the Financial Plan, the Capital Expenditure Program and the Waste Management Plan, is hereby deemed to be consistent with said program and plans.
4. That Bylaw No. 7240, having been examined in accordance with the requirement in the Accord between the City and the Vancouver International Airport Authority, is hereby deemed to be outside the areas affected by aeronautical operations.
5. That Arterial Road Redevelopment Policy (attached to the report dated May 31, 2001, from the Manager Policy Planning), be adopted.

  
 Terry Crowe  
 Manager, Policy Planning

Att. 2

<p><b>FOR ORIGINATING DIVISION USE ONLY</b></p> <p><b>CONCURRENCE OF GENERAL MANAGER</b></p> <p></p>
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STAFF REPORT

ORIGIN

Although development has slowed in Richmond in the past few years, there is continuing pressure primarily for the redevelopment of single family residential lots into smaller lots, duplexes, and townhomes along Richmond's arterial roads where:

- many of the homes are older and in need of repair or replacement;
- redevelopment of large single family homes is not generally considered feasible because of the difficulty in selling expensive homes along an arterial road; and
- opposition to land use changes from the neighbours is generally less than within subdivisions.

Richmond's Official Community Plan provides some general policies with regard to achieving housing choice in neighbourhoods, however, the direction provided in the OCP is not specific enough with regard to where, and what kind of development is appropriate.

Therefore, redevelopment to townhomes and smaller lot single-family is being approved along arterial roads in a somewhat random manner, where it is accepted by the adjacent neighbourhoods. However, the City is missing an opportunity to be more strategic in directing and supporting redevelopment which in turn could support the City's Vision and OCP objectives, and the GVRD's objectives for encouraging compact communities and a variety of housing forms.

This report presents:

- existing OCP terminology and policy;
- a proposed policy which is suggested by staff and a focus group of the development community;
- proposed wording changes to the OCP to clarify the City's objectives with regard to managing residential redevelopment; and
- a proposed Arterial Road Policy that supports the proposed OCP changes by providing more detailed direction for residential redevelopment along arterial roads.

ANALYSIS

**Process**

In order to address the issue, a group of staff worked in the Fall, 2000 to address the issues and propose options. As part of the process, a roundtable discussion was held with a group of local developers. At one point staff began work on a set of design guidelines for development along arterial roads; however, in an effort to keep the revised policy direction simple, at this time, design guidelines are not included as part of the proposed direction.

**Terminology**

The OCP defines various housing forms pertinent to this discussion as follows:

<b>Term</b>	<b>Definition</b>	<b>Housing Type Examples</b>
Low-Rise Housing	more than two dwelling units and up to four storeys	Four Storey Apartment
Multiple Family Dwelling	more than two dwelling units	Townhouse, Apartment
Single Family Character Building	single-family housing and other housing with single-family character	Single Family, Duplex

**Existing Policy****OCP Land Use Designation**

The existing OCP "Low-Density Residential" land use designation that covers the residential areas outside of the City Centre permits densities of up to 0.7 FAR, which allows single-family, two-family and multi family housing.

**OCP Policy**

The current policy direction provided in the OCP to guide residential growth outside the City Centre is as follows:

**"Variety in Housing Form**

- b) To achieve housing choice in neighbourhoods outside the City Center, the following forms will be considered:
- Single-family character housing;
  - Low-rise multiple-family housing limited to existing locations and locations along arterial roads, transportation corridors, and near major community facilities or services."

Implementation of the OCP policy has found that the OCP policy statement is not specific enough to guide residential redevelopment because it does not give adequate direction regarding:

- what form of developments are appropriate. It refers only to single-family character housing and low-rise multiple family housing; and
- where redevelopment should be located. The policy supports redevelopment along arterial roads, transportation corridors and near major community facilities or services. However, it doesn't place priorities on which of these are most important.

**Suggested New Policy Direction**

Overall, the consensus of both staff and the developers was to focus residential redevelopment around existing community facilities and services in order to:

- reinforce the identity of neighbourhood centres;
- increase housing choice in these centres;
- take advantage of public transportation (eg. bus routes)
- support existing and new commercial services and amenities; and
- introduce more opportunities for pedestrian activity.

More specifically the proposed policy direction is summarized as follows:

- support apartment housing only near major community facilities and services. Major community facilities and services are considered neighbourhood shopping centres (designated Neighbourhood Service Centres in the OCP) and Community Centres. "Near" is defined generally within ½ block or 400m of the intersection but may be more or less depending on other factors such as the location of intersecting streets.
- support townhouses near major community facilities and services and along arterial roads where community benefit is derived. Community benefit could include lane access, enhanced streetscapes, a combination of trail connections and/or green spaces that help further the City's vision of becoming the most appealing, liveable and well-managed community in Canada.
- support duplexes and smaller lot housing along arterial roads.

**Options**

To address this need for improved policy direction in terms of focusing redevelopment around major community facilities and services, three options are proposed.

Option 1 – Expand OCP Policy Direction

The general intent of the OCP policy is correct, just not specific enough, therefore, Option 1 involves adding the following additional text in the OCP.

Keeping in mind that the OCP policies apply to all redevelopment, not just along arterial roads, it is suggested that the wording in the OCP be amended to:

- address the form of development by including townhouse development (ground oriented multiple-family housing) as well as smaller lots / duplexes (single-family character housing) and low-rise apartments (low-rise multiple family housing); and
- more specifically address the preferred location of these developments by giving priority to place them near major community facilities and services and secondarily along arterial roads (which are also transportation corridors).

Therefore the amended OCP policy would read as follows:

“To achieve housing choice in neighbourhoods outside the City Center, the following housing forms will be considered:

- Single-family character housing;
- Multiple-family housing (with grade access and private outdoor space) located near major community facilities and services and along arterial roads where community benefit is derived (eg, lanes, trails, etc.); and
- Low-rise multiple family housing near major community facilities and services. “

Option 2 – Adopt a Separate Arterial Road Redevelopment Policy (**Attachment 1**)

Another option would be to only adopt an Arterial Road Redevelopment Policy separate from the existing OCP policies to provide more specific direction as follows:

“Along arterial roads (see **Attachment 2** – City of Richmond Neighbourhood Centres), outside the City Centre, in OCP areas designated “Neighbourhood Residential”, redevelopment will be managed and prioritised as follows:

1. “Near “Neighbourhood Service Centres as defined in the Official Community Plan and City-run community centres (as shown on Attachment 2), townhouses and low-rise apartments, rather than smaller scale forms of development (eg, duplexes or small single family lots) are to be encouraged, provided that:

“Near” is defined to be generally within ½ block or 400m of the Neighbourhood Service Centres’ main intersection; however, the following factors will affect the actual location of proposed townhouses and low-rise apartments:

- location of intersecting streets and amenities;
- form of development across the street;
- local subdivision pattern;
- form of development, uses and orientation of the centre;
- ages of development; and
- community objectives for redevelopment.

2. In areas not within the scope of Section 1, the following housing forms will be considered along arterial roads:

- large lot single family, small lot single family and duplex developments,
- townhouses (not low-rise apartments), may be supported where significant community benefit can be derived which would include for example, improvements such as:

- lane access;
- trail connections;
- green space;
- improvements to existing transportation problem areas;
- saving of heritage resources;
- beautification improvements that exceed minimum City requirements; or
- non-market housing."

### Option 3 - Recommended - Expand OCP Policy Direction & Adopt a Separate Complementary Arterial Road Redevelopment Policy

Staff's recommendation is to provide additional policy direction in the OCP and to adopt a policy to provide more specific direction to manage redevelopment along arterial roads. Additional direction in the OCP will aid in the implementation of the OCP in terms of addressing the form and location of new housing. However, due to the fact that OCP policy must be somewhat general in order to apply in all situations and so that wording changes are not regularly required, a separate, more specific policy is also required for redevelopment along arterial roads.

With this option design guidelines may be prepared for certain areas and brought forward for Council's consideration and approval later.

#### **Implications**

##### OCP Amendment

In some cases, where redevelopment occurs adjacent to a major community facility or service, an OCP Amendment may be required in the future to increase the permitted density from .7 FAR to accommodate Low Rise Multiple Family Housing. Council will be aware of any such change and have control through the OCP bylaw amendment process.

##### Population

It is expected that over the next 20 to 30 years, much of the additional population in West Richmond will be accommodated along arterial roads and close to neighbourhood centres and services. Over this long term horizon, OCP population projections indicate that an additional 3,000 housing units could be added to the 25,000 units that already exist in West Richmond. (Note that the proposed policy changes will affect all residential areas outside the City Centre not just West Richmond).

Implementation of the proposed policy direction will not likely result in additional population. It will however, result in their improved strategic placement by better directing townhouses and small apartments close to neighbourhood centres rather than being scattered throughout West Richmond.

##### Development Activity

In terms of stimulating a number of new rezoning applications, the adoption of the proposed Option 3 policy approach may initially result in increased development activity. However, adoption of the proposed policy does not preclude the community, staff or Council from expressing concern over proposed redevelopment or determining that redevelopment may be premature for certain areas.

#### **Benefits**

The proposed policy direction is consistent with the City's Vision and OCP objectives, and the GVRD's concept of "complete communities" because it supports locating increased residential opportunities close to commercial, recreational and educational opportunities which in turn:

- increases housing choice;
- supports commercial activity;
- takes advantage of public transportation;
- enables more pedestrian activity; and
- strengthens the existing focal points of the neighbourhoods.

Overall, the policy direction supports:

- achieving an appealing, liveable and well managed City;
- the recommendations from the development community focus group which will be better able to anticipate and meet City expectations;
- Council and staff, who will have more policy direction when determining the appropriateness of a development proposal; and
- Richmond residents who will have more certainty regarding neighbourhood change.

### FINANCIAL IMPACT

None.

### CONCLUSION

There is a need for a clearer OCP policy to better guide and manage residential development (e.g., townhouse, low-rise apartments, duplexes, single family housing) along arterial roads, outside the City Centre, because:

- there is redevelopment uncertainty along arterial roads; and
- currently, "neighbourhood liveability" opportunities are being missed as redevelopment occurs.

The issues have been discussed with some members of the development community.

Staff recommend that Council:

- expand OCP Policy direction; and
- adopt an Arterial Road Redevelopment Policy to more specifically direct the form and location for redevelopment.



Jenny Beran, MCIP  
Planner

JMB: sk



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Adopted by Council:

**POLICY**

File Ref:

**ARTERIAL ROAD REDEVELOPMENT**

### **POLICY :**

It is Council policy that:

“Along arterial roads (as shown on Attachment 1), ), outside the City Centre, in areas designated “Neighbourhood Residential” in the Official Community Plan, redevelopment will be managed and prioritised as follows:

1. “Near” Neighbourhood Service Centres as defined in the Official Community Plan and City-run community centres (as shown on Attachment 1), townhouses and low-rise apartments, rather than smaller scale forms of development (eg, duplexes or small single family lots) are to be encouraged.
2. For the purposes of Section 1, “near” is defined to be generally within ½ block or 400m of the Neighbourhood Service Centres’ main intersection; however, the following factors will affect the actual location of proposed townhouses and low-rise apartments:
  - location of intersecting streets and amenities;
  - form of development across the street;
  - local subdivision pattern;
  - form of development, uses and orientation of the centre;
  - ages of development; and
  - community objectives for redevelopment.
3. In areas not within the scope of Section 1, the following housing forms will be considered along arterial roads:
  - large lot single family, small lot single family and duplex developments,
  - townhouses (not low-rise apartments), may be supported where significant community benefit can be derived which would include for example, improvements such as:
    - lane access;
    - trail connections;
    - green space;
    - improvements to existing transportation problem areas;
    - saving of heritage resources;
    - beautification improvements that exceed minimum City requirements; or
    - non-market housing.”

Ergason Rd

McDonald Rd

Grazer Rd

Oak St Drive

River Rd

Grant McCrackie Way

Bridleport Rd

Sea Island Way

Cambie Rd

KNIGHT ST

Inglis Dr

No 2 Rd

Fuller Rd

Downer Bridge

Alberbridge Way

Elmhurst Way

Westminster Hwy

Granville Ave

Blusdell Rd

Highway 99

No 7 Rd

No 8 Rd

HWY 91

No 7 Rd

No 8 Rd

Nelson Rd

No 9 Rd

Merrillim Way

Greaves Rd

Westminster Hwy

No 1 Rd

Railway Ave

No 2 Rd

Gilbert Rd

No 3 Rd

Garden City Rd

No 4 Rd

No 5 Rd

Whitlock Rd

Sidway Rd

Stratford Hwy

Shed Rd

Dyke Rd

George Massey Tunnel

Moncton St

LEGEND

- Highways
- Arterial Road
- Minor Streets

Neighbourhood Centres

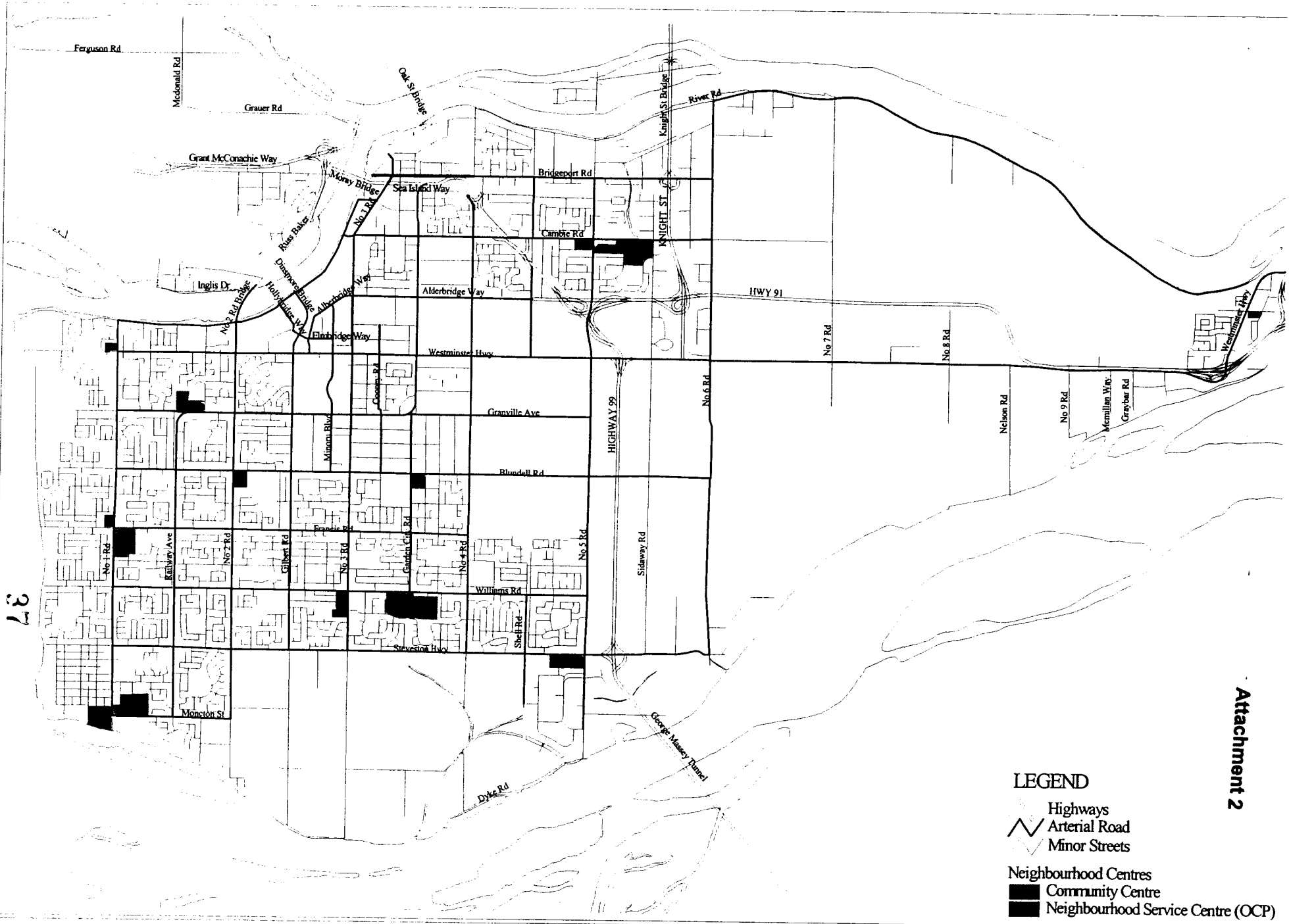
- Community Centre
- Neighbourhood Service Centre (OCP)



City of Richmond  
Neighbourhood Centres







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Attachment 2

- LEGEND**
- Highways
  - Arterial Road
  - Minor Streets
  - Neighbourhood Centres
  - Community Centre
  - Neighbourhood Service Centre (OCP)



**CITY OF RICHMOND  
 BYLAW 7240  
 RICHMOND OFFICIAL COMMUNITY PLAN BYLAW 7100  
 AMENDMENT BYLAW 7240**

The Council of the City of Richmond enacts as follows:

1. Richmond Official Community Plan Bylaw 7100 is amended by deleting Section 3.2 Housing Objective 1b) and substituting the following as Section 3.2 Housing Objective 1b):

"To achieve housing choice in neighbourhoods outside the City Center, the following housing forms will be considered:

- Single-family character housing;
- Multiple-family housing (with grade access and private outdoor space) located near major community facilities and services and along arterial roads where community benefit is derived (eg, lanes, trails, etc.); and
- Low-rise multiple family housing near major community facilities and services."

2. This bylaw is cited as "**Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7240**".

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

JUN 25 2001

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 MAYOR

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 CITY CLERK