



## City of Richmond

To Council - June 13, 2005  
**Report to Committee**

to Planning - Jun 01, 2005.

**To** Planning Committee  
**From** Raul Allueva  
Director of Development  
**Date** May 20, 2005  
**File** 08-4105-00/Vol 01  
XREF 10-6360-00  
**Re** **Public Consultation Results - Granville Avenue and No 1 Road Area**  
**Review of the Lane Establishment and Arterial Road Redevelopment Policies**

### Staff Recommendation

- 1 That the results of the public consultation process in the Granville Avenue and No 1 Road area outlined in the report dated May 20, 2005 from the Director of Development be received for information by Council,
- 2 That Granville Avenue, between Railway Avenue and No 1 Road, be removed from the Lane Establishment and Arterial Road Redevelopment Policies,
- 3 That the following recommendations be forwarded to Public Hearing
  - (a) That Single-Family Lot Size Policy 5411 for the westerly portion of the Granville Avenue and No 1 Road area (Section 11-4-7) permitting existing Single-Family Housing District, Subdivision Area E (R1/E) be reconfirmed, and
  - (b) That Council adopt a new Single-Family Lot Size Policy for the easterly portion of the Granville Avenue and No 1 Road area (Section 11-4-7) and for the lots on the south side of Granville Avenue between Railway Avenue and No 1 Road (Section 14-4-7) restricting rezoning and subdivision to the Single-Family Housing District, Subdivision Area E (R1/E)
- 4 That notice of the Public Hearing on both Single-Family Lot Size Policies be sent to the area notified of the Granville Avenue and No 1 Road public open house on April 27, 2005 at the Thompson Community Centre

*Raul Allueva*  
Raul Allueva  
Director of Development

HB blg

<b>FOR ORIGINATING DIVISION USE ONLY</b>		
<b>CONCURRENCE OF GENERAL MANAGER</b> <i>T. CROWE FOR J. L. CROWE</i>		
<b>REVIEWED BY TAG</b>	YES <input type="checkbox"/>	NO <input type="checkbox"/>
<b>REVIEWED BY CAO</b>	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

## **Staff Report**

### **Origin**

On March 29, 2005, Council approved a public consultation process as part of the review of the Lane Establishment and Arterial Road Redevelopment Policies. Specifically, four (4) areas were selected to solicit the public's input because they were either subject to active applications or because they were representative of the issues that needed to be addressed in the review of these Policies.

On April 27, 2005 staff held the first public consultation meeting, which involved the Granville Avenue and No. 1 Road area. Because of the high level of interest in this neighbourhood, it has been decided to report the results of this meeting in advance of completing the three other open house meetings.

### **Findings Of Fact**

Notice of the April 27, 2005 Public Open House was sent to approximately 780 owners and tenants of 675 properties in the Granville Avenue and No. 1 Road area (see **Attachment 1**).

It is estimated that nearly 200 people attended the Open House at the Thompson Community Centre between 4:00 p.m. and 8:00 p.m. (a number of people were there for the entire period).

**Attachment 2** is a copy of the panel boards and planning options that were presented to this neighbourhood.

City staff received approximately 165 comment sheets. This represents about 21% of the owners and tenants notified of the Open House – which is a fair response for a public consultation process.

Based on the responses received, approximately 110 of the properties in the area (85% of the properties from whom comment sheets were submitted) want to retain the area as single-family residential on large lots.

About 12 properties (10% of the comment sheets from properties) supported single-family residential development on small lots. However, nearly all of these respondents did not want a lane to access the small lots.

Only six (6) properties (4% of the properties from whom comment sheets were submitted) supported multiple-family residential development on larger lots. Of these six (6) properties, four (4) are under application for rezoning.

There were two (2) properties (1% of the comment sheets from properties) who wanted to retain the existing two-family residential zoning option.

A copy of the comment sheets received will be available in the Councillors' office. In order to protect the privacy of the respondents, their name and address has been blocked out.

The City has also received various correspondence from residents in this neighbourhood. A copy of this correspondence will also be available in the Councillors office.

### **Analysis**

It is fair to say that the response City staff has heard from this neighbourhood is to maintain the area for single-family residential on large lots.

There is a lot of opposition towards the two (2) rezoning applications for multiple-family residential development (RZ 04-272729 at 6840 and 6880 No 1 Road from Am-Pri Construction Ltd and RZ 04-275922 at 4093 and 4111 Granville Avenue from Herb Dhaliwal).

Similarly, there is very little support for the three rezoning applications for single-family residential subdivision with a lane (RZ 03-244042 at 4031 Tucker Avenue from Ramandeep Kooner, RZ 04-273075 at 4611 Granville Avenue from Abbas Hobuti-Ford, RZ 04-275758 at 4451 Granville Avenue from Swarn Chahal).

The main concern expressed in the comment sheets about development on Granville Avenue and No 1 Road include:

- increased traffic (problems with safety, congestion, parking, noise, etc ),
- that it would change the unique character of the existing neighbourhood,
- increase in crime and loss of privacy,
- No 1 Road should be the buffer between multiple-family and single-family residential development,
- that Granville Avenue is not a true arterial road, and
- development would have a negative impact on property values.

Concerns were also expressed about crowding (e.g. at the schools), loss of trees and green space, fire hazards, and numerous other specific issues.

A number of respondents indicated that the single-family residential option on large lots should be made permanent so that the neighbourhood does not have to continue to “fight” development in their area.

### **Options**

In light of the overwhelming results of the Public Open House on April 27, 2005, staff have identified two (2) alternatives:

1. Take immediate action to control development in the Granville Avenue and No 1 Road Area (Recommended)

#### *Actions*

- Remove Granville Avenue and No 1 Road from the Lane Establishment and Arterial Road Redevelopment Policies

- Amend the existing Single-Family Lot Size Policy 5411 for the westerly portion of the area (Section 11-4-7) to specify that multiple-family residential development is not permitted and to reconfirm the existing Single-Family Housing District, Subdivision Area E (R1/E) restriction (see **Attachment 3**)
- Adopt a new Single-Family Lot Size Policy for the easterly portion of the area (Section 11-4-7) and for the lots on the south side of Granville Avenue between Railway Avenue and No 1 Road to specify that multiple-family residential development is not permitted and to restrict rezoning and subdivision to the Single-Family Housing District, Subdivision Area E (R1/E) zone (see **Attachment 4**)

*Implications*

- All five (5) in-stream rezoning applications (**Attachment 5**) would not comply with City policies
- Applicants will express hardship due to the change in policy affecting these applications
- The applicants may still want to proceed with their applications even though staff would recommend denial and in spite of the public consultation results
- The south side of Westminster Highway would also be restricted from development although it was not the focus of the public consultation process

2 Complete the public consultation process and continue to hold the five in-stream applications up until this process is completed

*Actions*

- Continue with the three (3) other Public Open Houses and report the results to a July Planning Committee Meeting before making any decisions on development in any of the area including the Granville Avenue and No 1 Road area
- Receive this report only for information purposes at this time

*Implications*

- The Granville Avenue and No 1 Road residents will continue to express their concerns and uncertainty about development in their neighbourhood
- The five (5) in-stream applicants will be delayed and face the uncertainty of knowing whether their applications will be approved
- No new applications will be accepted on this section of Granville Avenue, the east side of No 1 Road or on Westminster Highway under the Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies

Due to the overwhelming response from the public at the Open Houses, and the need for immediate certainty in this area, staff recommend Option 1

### **Financial Impact**

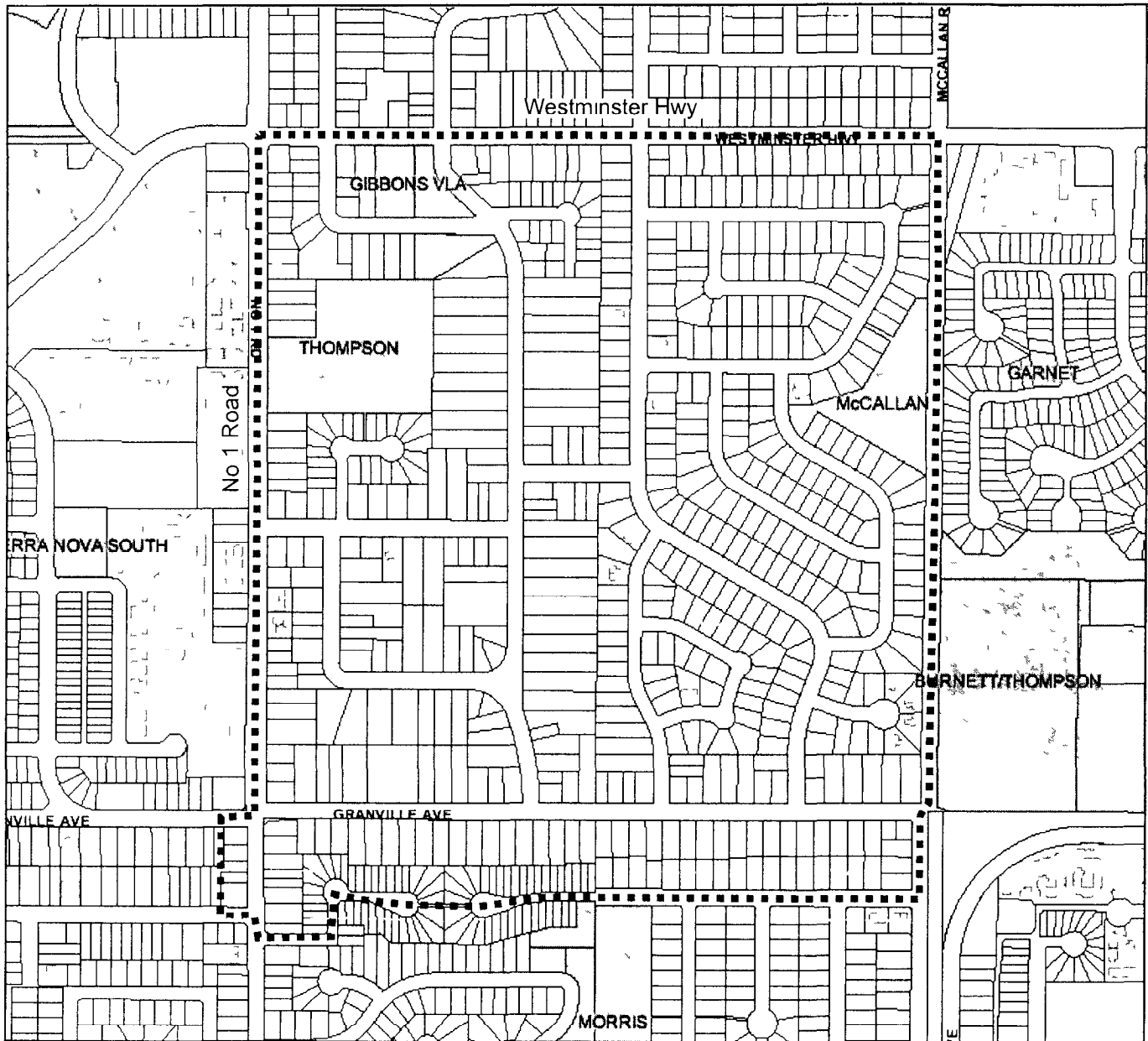
None to the City

### **Conclusion**

Staff have held the first Open House in the public consultation process for the review of the Lane Establishment and Arterial Road Redevelopment Policies. The response from the Granville Avenue and No. 1 Road neighbourhood predominantly was to maintain the area for single-family residential on large lots. As a result, staff recommend that staff eliminate this area from the Lane Establishment and Arterial Road Redevelopment Policies, and that Lot Size Policies be adopted to respond to the comments from the residents in the area.

A handwritten signature in black ink, appearing to read 'H. Burke'.

Holger Burke, MCIP  
Development Coordinator  
(4164)



Area notified of the Granville Avenue  
and No.1 Road Public Open House  
on April 27, 2005 at the  
Thompson Community Centre

## **Arterial Road Redevelopment & Lane Establishment Policies**

Welcome to the City of Richmond  
Open House on the review  
of the  
**Arterial Road Redevelopment and  
Lane Establishment Policies.**

Please take the time to read the  
various presentation boards.

City staff in this room (*with name tags*)  
are available to answer  
your questions.

Applicants with in-stream applications  
in this area may also be available to  
discuss the specifics of their proposal.

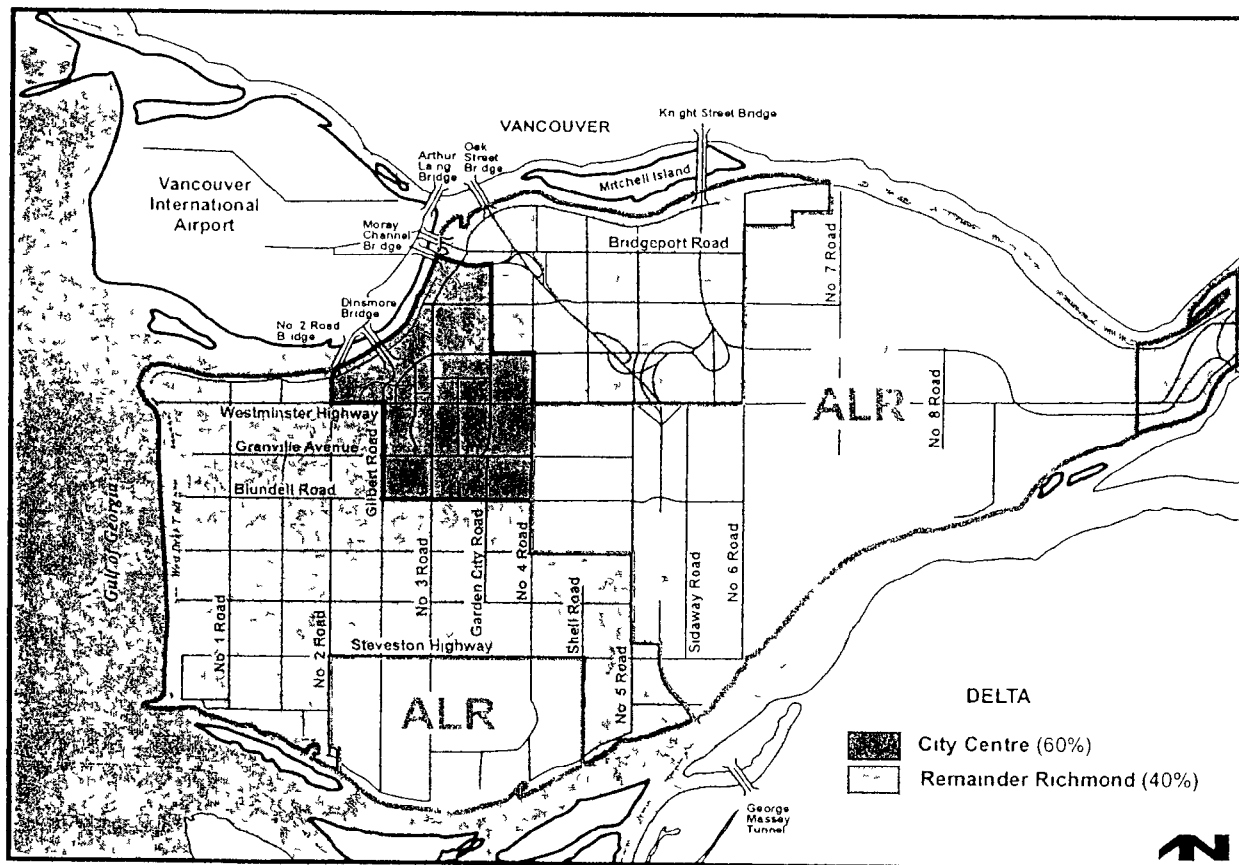
When ready, please take the time  
to complete a comment sheet.

Thank You.

## Arterial Road Redevelopment & Lane Establishment Policies

### Official Community Plan

Richmond's Official Community Plan (OCP), adopted in 1999 by City Council, identifies that approximately 40% of the City's future residential development should occur outside the City Centre on non-agricultural lands.

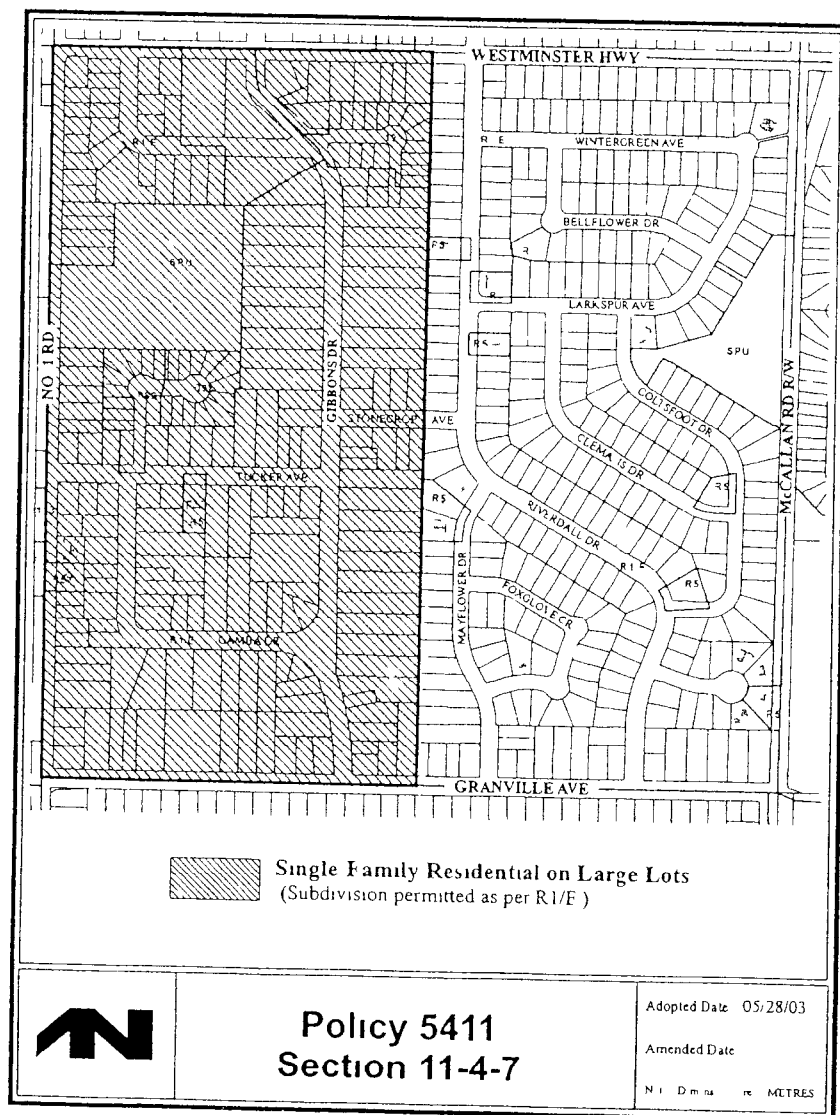




# Arterial Road Redevelopment & Lane Establishment Policies

## Single Family Lot Size Policies

The Official Community Plan, and Single-Family Lot Size Policies (also adopted by City Council), indicates that new residential subdivisions should not occur within existing single-family neighbourhoods (e.g. Gibbons Road Area). The Single-Family Lot Size Policies do not apply to new multiple-family residential development.

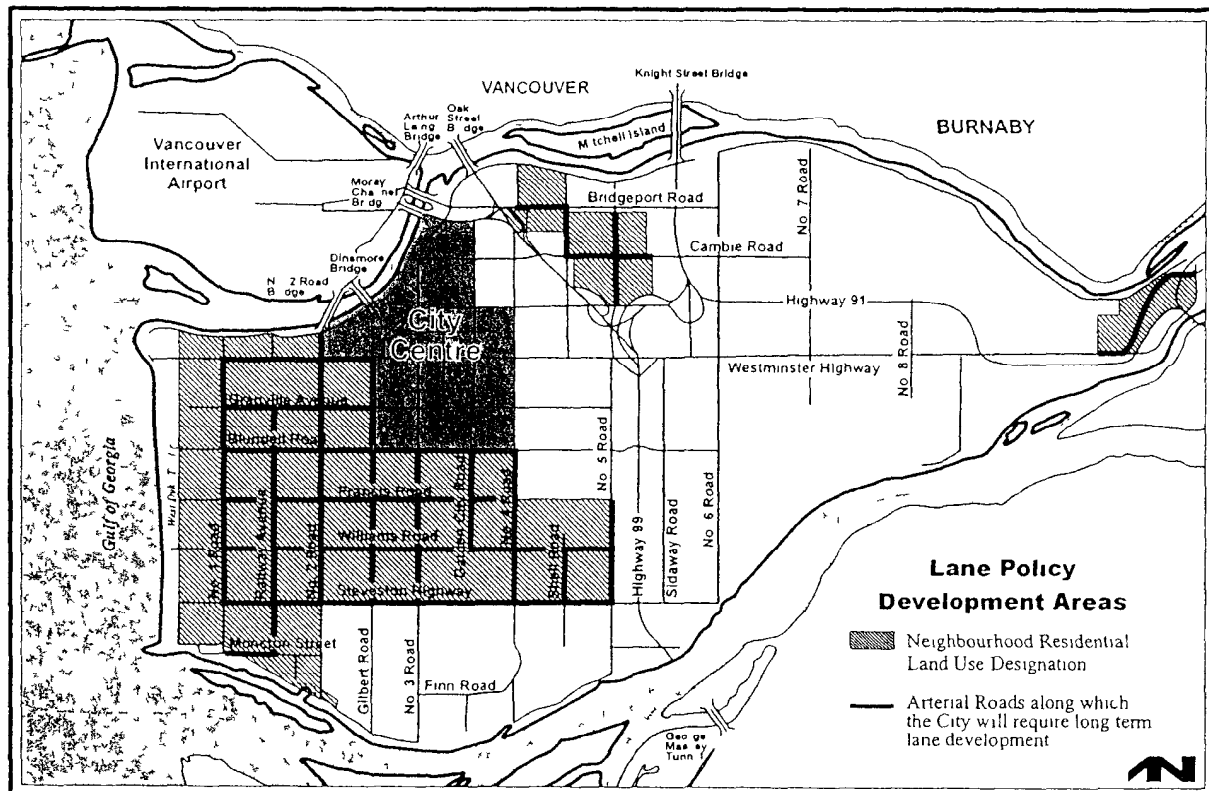




# Arterial Road Redevelopment & Lane Establishment Policies

## Lane Establishment Policy

City Council adopted the Lane Establishment Policy in 2001, which requires the construction of a lane for new residential development along major roads in the City. The following map illustrates the major roads included within the Lane Establishment Policy.

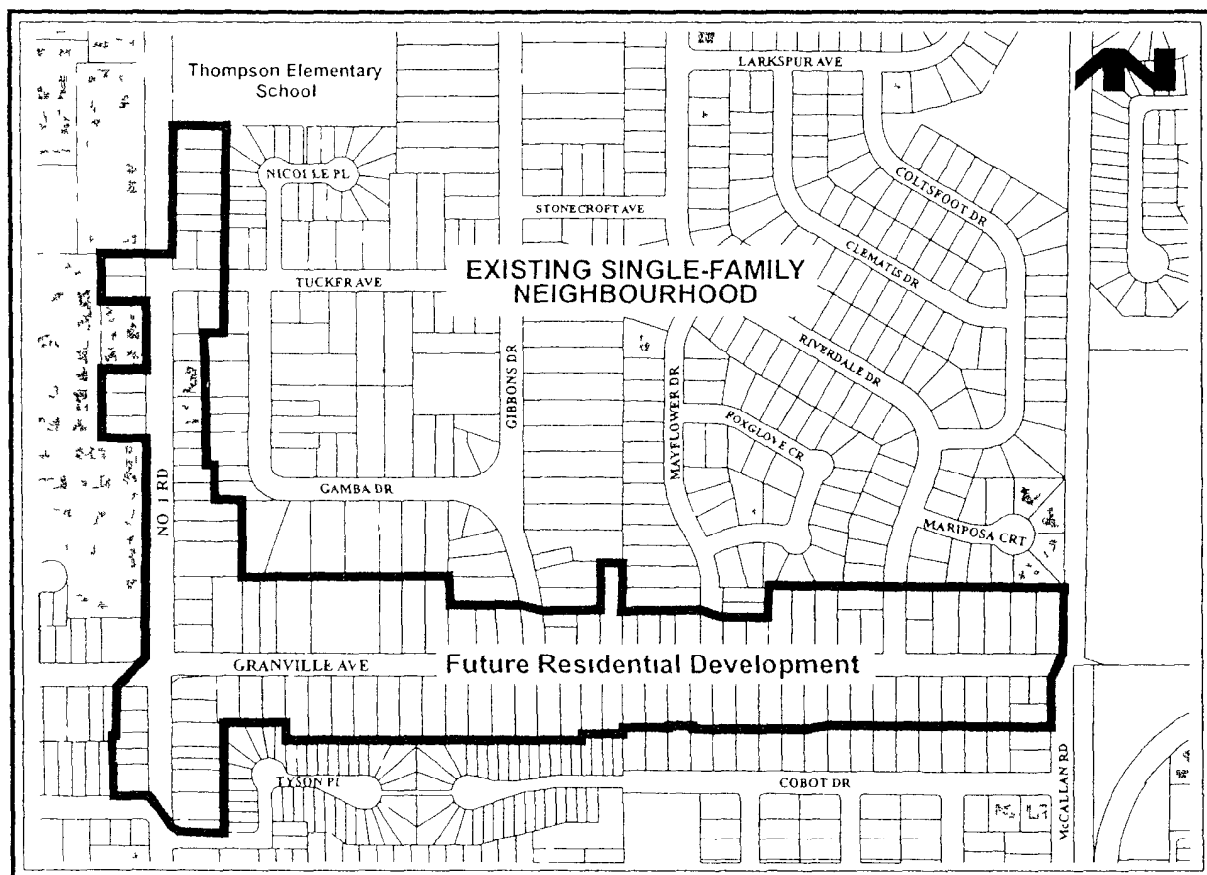




## Arterial Road Redevelopment & Lane Establishment Policies

### Arterial Road Redevelopment Policy

City Council adopted the Arterial Road Redevelopment Policy in 2001 which directs future residential development away from existing single-family neighbourhoods and towards major roads in the City. For the purposes of this Open House, the area identified below is where new residential development would be permitted.



## Why Development Along Major Roads?

### **Protect neighbourhoods:**

- direct new development away from single-family neighbourhoods
- distribute a variety of new housing throughout the City

### **Create complete communities:**

- provide housing choices for all ages/ lifestyles and opportunities to remain in existing neighbourhoods
- support commercial services and community centres

### **Better urban design:**

- allow the gradual upgrading of housing on impacted major roads
- control the design of development on the City's major traffic routes

### **Improve traffic circulation:**

- take advantage of transit services and routes
- create opportunities to eliminate individual driveways to major roads
- finance traffic improvements and enhance traffic safety

# Arterial Road Redevelopment & Lane Establishment Policies

## Land Use Options

Some of the land use options in the area under review along Granville Avenue and No. 1 Road are:

### Multiple-Family Residential on Larger Lots



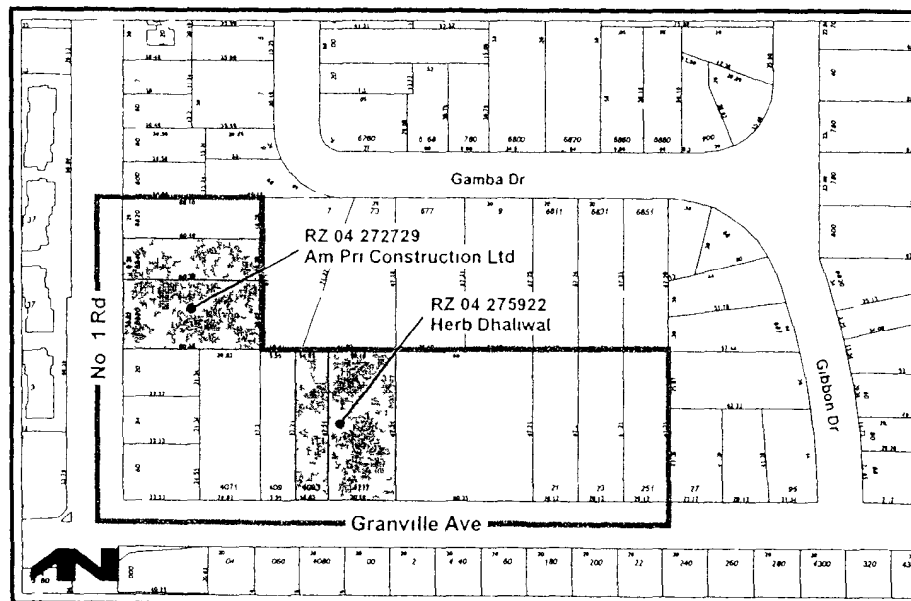
#### Pros:

- City has greater design control
- offers a backyard interface with neighbouring properties

#### Cons:

- more dwelling units than single-family residential
- new form of development in this neighbourhood

### Possible area:





# Arterial Road Redevelopment & Lane Establishment Policies

## Land Use Options

Some of the land use options in the area under review along Granville Avenue and No. 1 Road are:

### Single-Family Residential on Small Lots



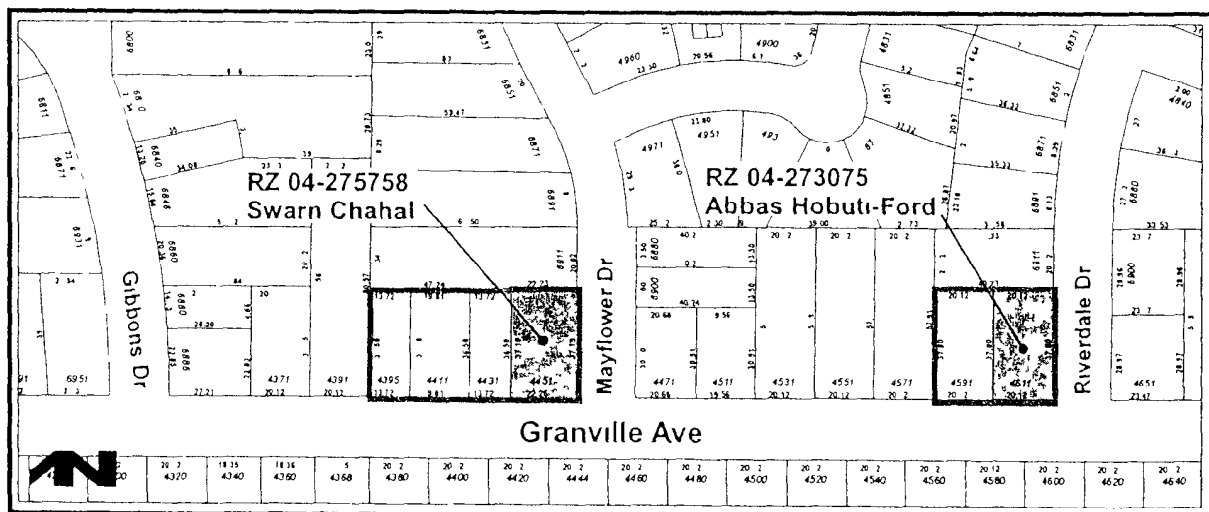
#### Pros:

- smaller, more affordable houses
- a lane replaces individual driveways

#### Cons:

- City has less control over design
- lane implementation difficult or problematic

### Possible Area:



# Arterial Road Redevelopment & Lane Establishment Policies

## Land Use Options

Some of the land use options in the area under review along Granville Avenue and No. 1 Road are:

### Two-Family Residential on Shallow Lots



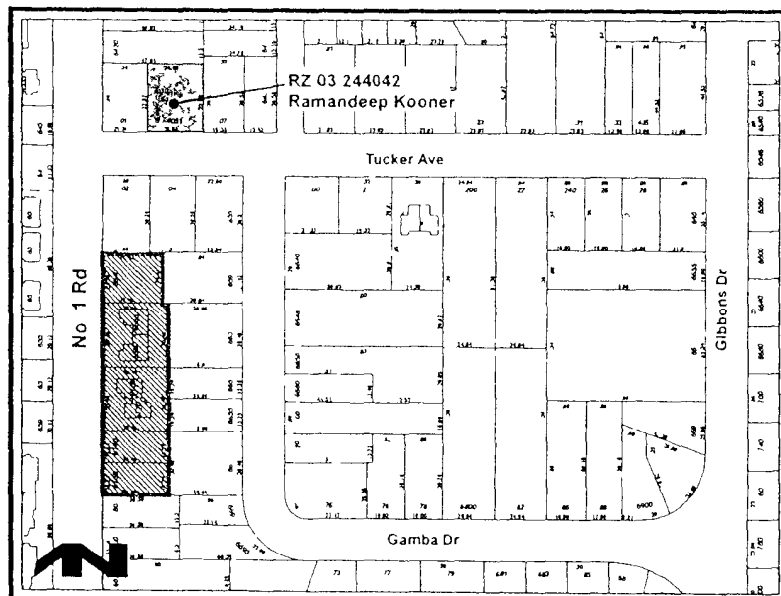
#### Pros:

- innovative housing form for difficult sites
- offers a backyard interface with neighbouring properties

#### Cons:

- City has less control over design
- newer form of duplexes required

### Possible Area:



# Arterial Road Redevelopment & Lane Establishment Policies

## Land Use Options

Some of the land use options in the area under review along Granville Avenue and No 1 Road are:

### Single-Family Residential on Large Lots



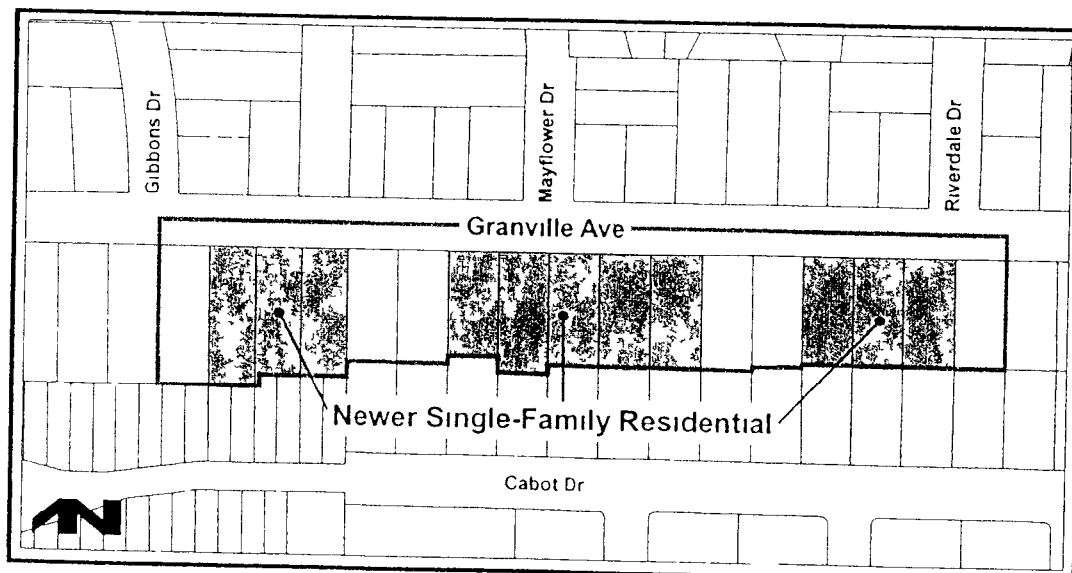
#### Pros:

- no subdivision or lane
- maintains the existing housing form

#### Cons:

- City has no control over design
- individual driveways to major roads

### Possible Area:





## **In-stream Development Applications**

Five rezoning applications have been received by the City and are being held in abeyance pending the results of the public consultation process. Three of these applications are for a single-family residential subdivision with a lane:

1. **Rz 03-244042 @ 4031 Tucker Avenue**  
(Applicant *Ramandeep Kooner*)
2. **Rz 04-273075 @ 4611 Granville Avenue**  
(Applicant *Abbas Hobuti-Ford*)
3. **Rz 04-275758 @ 4451 Granville Avenue**  
(Applicant *Swarn Chahal*)

The other two applications are for a multiple-family residential development without a lane:

4. **Rz 04-272729 @ 6840 & 6880 No. 1 Road**  
(Applicant *Am-Pri Construction Ltd*)
5. **Rz 04-275922 @ 4093 & 4111 Granville Avenue**  
(Applicant *Herb Dhaliwal*)

The applicants may be available to discuss the specifics of their proposals with you.

## **Arterial Road Redevelopment & Lane Establishment Policies**

### **Background Materials**

The following background materials are available if you want them:

- August 2004 interim strategy
- January 2005 staff recommendations
- March 2005 public consultation report

### **Comments**

After you have reviewed the various presentation boards and reviewed any of the background material, please complete a comment sheet and leave it on the table below.

**Thank You**



# City of Richmond

# Policy Manual

Page 1 of 2

Adopted by Council April 24, 1989  
 Renewed by Council August 21, 1995  
 Amended and Reconfirmed by Council

**DRAFT AMENDED  
 POLICY 5411**

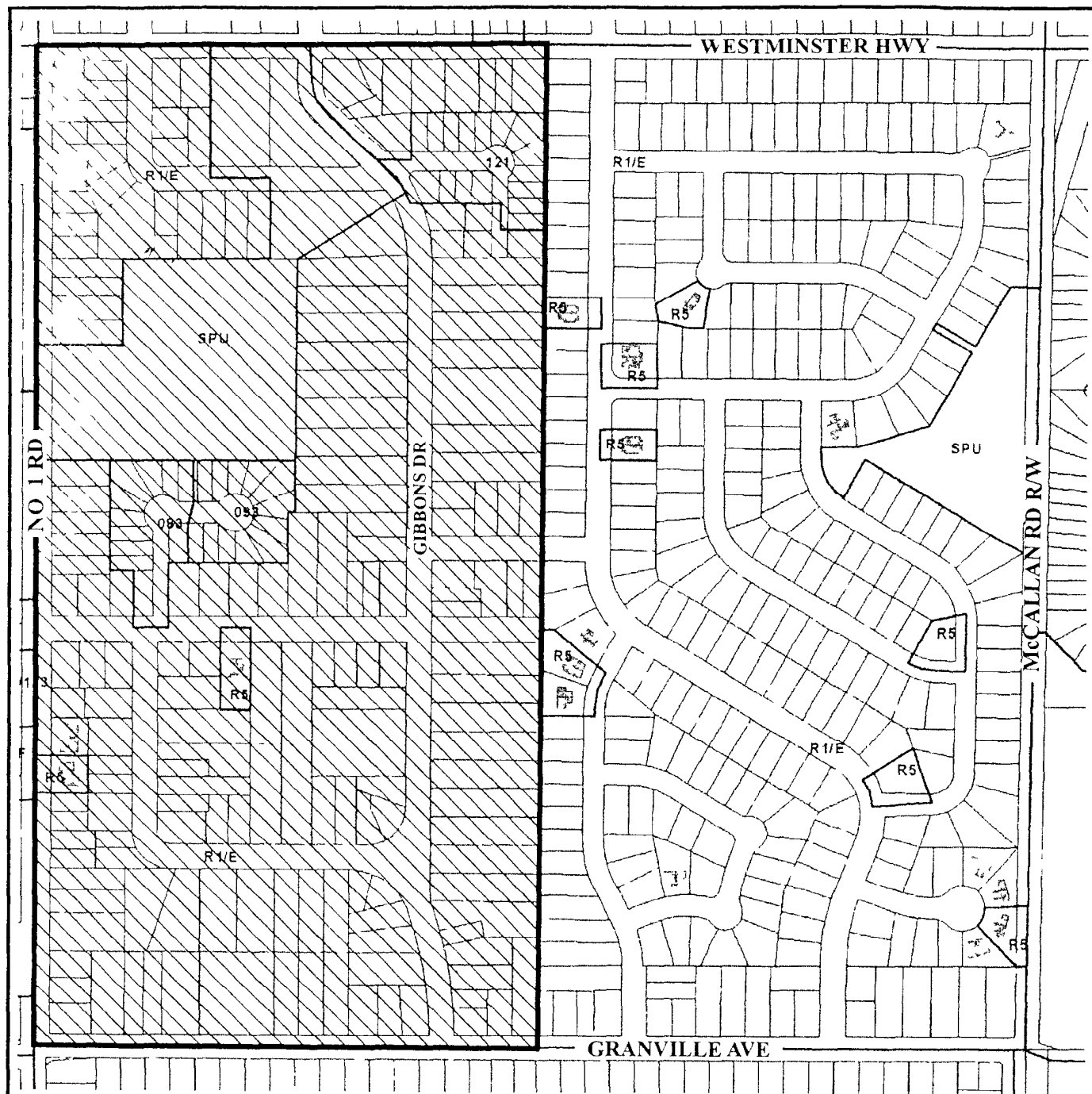
File Ref 4045-00

SINGLE-FAMILY LOT SIZE POLICY IN QUARTER-SECTION 11-4-7

## DRAFT AMENDED POLICY 5411

The following policy establishes lot sizes for that portion of Section 11-4-7, bounded by **Westminster Highway, Granville Avenue, No. 1 Road, and the property line to the rear of the properties on the east side of Gibbons Drive**

- 1 All lots resulting from subdivision shall meet the requirements of Single-Family Housing District, Subdivision Area E (R1/E) as per the Zoning and Development Bylaw 5300
- 2 This policy is to be used in determining the disposition of future applications in this area for a period of not less than five years, except as per the amending procedures in the Zoning and Development Bylaw 5300
- 3 Property boundaries are outlined on the accompanying plan
- 4 Multiple-family residential development shall not be permitted



Subdivision permitted as per **R1/E**



# Policy 5411 Section 11-4-7

Adopted Date 05/28/03

Amended Date

Note Dimensions are in METRES



# City of Richmond

# Policy Manual

Page 1 of 2

Adopted by Council

**DRAFT POLICY**

File Ref 4045-00

SINGLE-FAMILY LOT SIZE POLICY IN QUARTER-SECTION 11-4-7 AND 14-4-7

## DRAFT POLICY

The following policy establishes lot sizes for that portion of Section 11-4-7, bounded by **Granville Avenue, Westminster Highway, the McCallan Road Right-of-Way, and the property line to the rear of the properties on the west side of Mayflower and Riverdale Drive, and for the lots abutting Granville Avenue between Railway Avenue and No 1 Road** in a portion of Section 14-4-7

- 1 All lots resulting from subdivision shall meet the requirements of Single-Family Housing District, Subdivision Area E (R1/E) as per the Zoning and Development Bylaw 5300
- 2 This policy is to be used in determining the disposition of future applications in this area for a period of not less than five years, except as per the amending procedures in the Zoning and Development Bylaw 5300
- 3 Property boundaries are outlined on the accompanying plan
- 4 Multiple-family residential development shall not be permitted

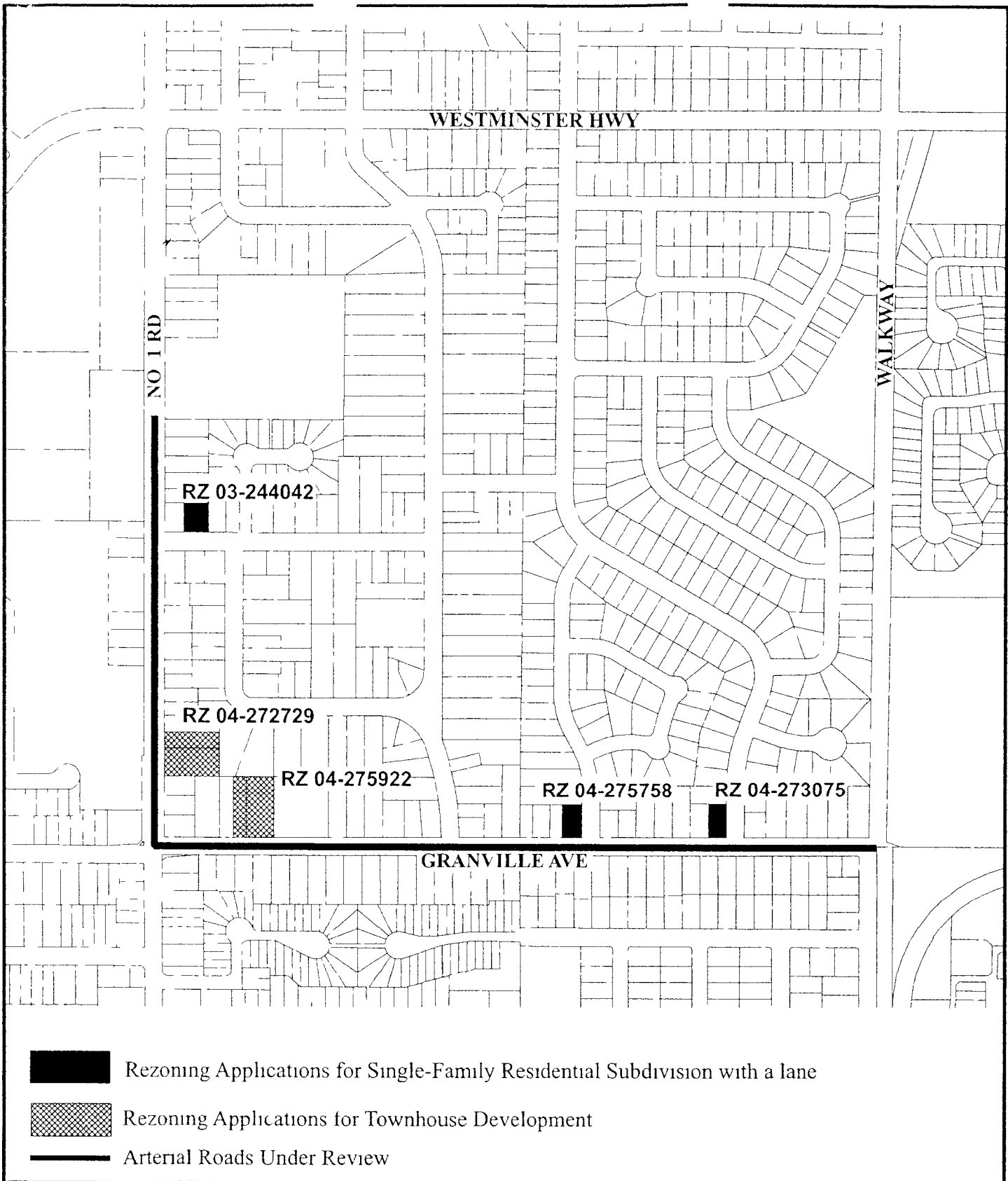


# Draft Policy

Sections 11-4-7 and 14-4-7

Original Date

Revision Date



## Properties Currently Under Rezoning Applications

Adopted Date 04/05/05

Amended Date

Note Dimensions are in METRES

THE PUBLIC COMMENTS RECEIVED DURING THE  
PUBLIC CONSULTATION PROCESS – (REVIEW OF  
THE LANE ESTABLISHMENT AND ARTERIAL  
ROAD REDEVELOPMENT POLICIES) HELD FOR  
THE GRANVILLE AVENUE AND NO. 1 ROAD  
AREA ARE AVAILABLE ON THE CITY WEBSITE  
AS PART OF THE PLANNING COMMITTEE  
AGENDA FOR JUNE 1<sup>ST</sup>, 2005.

([WWW.RICHMOND.CA/CITYHALL/COUNCIL/AGENDAS/PLANNING/2005/060105\\_AGENDA.HTM](http://WWW.RICHMOND.CA/CITYHALL/COUNCIL/AGENDAS/PLANNING/2005/060105_AGENDA.HTM))



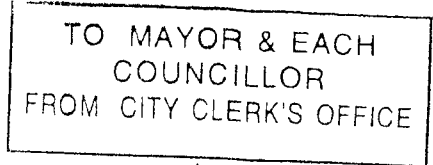
May 18, 2005

Councillor Bill McNulty  
C/o City of Richmond  
6911 No 3 Road  
Richmond, B C  
V6Y 2C1

RECEIVED

MAY 20

RECEIVED



pc Director, Development  
for attachment to  
Planning Cte report

Dear Bill,

Our Gibbon's neighbourhood wishes to thank you very much for the opportunity of a **Public Consultation Meeting regarding the Arterial Road Policy, Lane Policy, and the rezoning applications** in our neighbourhood. Our meeting was held between 4 00pm and 8 00pm on Wednesday, April 27<sup>th</sup> at the Thompson Community Centre. The information sharing and the effort of City staff were excellent. The small room and comment sheets organized by the City staff, however, were insufficient for the massive neighbourhood attendance at the meeting. Staff adjusted "on the fly", and the event was a huge success from the perspective of the neighbourhood. We collected an attendance record and monitored neighbour responses. With over 200 people in attendance the overwhelming response was Granville Avenue should not be a major or minor arterial road, a "patch work" of lanes with dead-ends and short lengths detracts from neighbourhoods, there is no appetite for multi-family rezoning in the area, and small lot downsizing was generally unappealing.

This is a very emotional process for our neighbourhood. The proposals challenge our core values in seeking out a single family lifestyle. We fear a negative economic impact on our house values which are the single largest component of our net worth. We fear a further negative impact on the use and enjoyment of our homes. We rely on the appearance and zoning status of the neighbourhood in determining the location of our "dream" homes. We are the incumbent residents. We do not want to live with the legacy of any rezoning long after developers have sold out. We want to maintain the integrity of our single family neighbourhood.

From our petition process within the Gibbon's neighbourhood, an overwhelming majority of the land owners, representing over \$100 million of property value and \$300,000 of annual property taxes, reject the multi-family rezoning of the two properties in our neighbourhood and the small lot conversion on Tucker Avenue.

Developers are investors. They take risk in an attempt to capture returns above the "riskless" rate of return. When they take risk there is no guarantee of return. Sometimes you win and sometimes you lose. Our neighbourhood has no appetite to be reluctant partners in the risk taking schemes of developers. There is plenty of increased density occurring in other more suitable areas within Richmond. Do not apply a misdirected Arterial Road Policy or pro density thesis in an area for which it is inappropriate, and that clearly does not want it. Our area has over \$100 million dollars of property value at risk let alone our lifestyle.

I will call you shortly to enquire again of your support in rejecting the rezoning applications at 4111 & 4093 Granville Avenue and 6840 & 6880 No 1 Road, and small lot and lane rezoning at 4031 Tucker Avenue.

We have enumerated and organized our neighbourhood in our effort to defeat these proposals. Newsletters, telephone committees, regular home meetings, and discussions with City Councillors and Staff are but a few of our coordinated activities. However, we want to get on with our lives and enjoy our neighbourhood. I am sure you would like to get on with the more creative and rewarding aspects of your Planning Committee roles. We would like to bring a motion before Planning Committee that places a moratorium on multi-family rezoning and small lot conversions in our neighbourhood. We want an element of certainty in our ability to plan. We have had it up until now, and we want it carried forward. "In-stream" and other applicants knew they were challenging our existing R-1E zoning when they got started. It was their risk. We want a 20 year moratorium that gives us a planning time frame for families to enjoy the endowment of the single family lifestyle in our neighbourhood. We want a time frame which allows families to put down roots without constant fear of an onslaught of rezoning against which we must rise up and defend ourselves. We are the resident incumbents which by a significant majority prefer it this way. The trauma and emotional duress that is caused by this "open hunting season" in our neighbourhood is untenable.

We would be happy to arrange a Planning Committee meeting in our local community centre to accommodate the anticipated neighbours that will come in front of the Planning Committee to go on the public record in favour of such a motion. Our neighbourhood is not willing to wait out the agenda of a few developers in picking a time of their choosing to move their proposals in front of Planning Committee. For the convenience of a handful of developer applicants our neighbourhood is being held hostage in a disrupted state. Developers may come and present at our agenda if they wish. I will want to talk to you about the timing and facilitation of bringing this motion before the Planning Committee.

Yours truly,

A handwritten signature in black ink, appearing to read "Maurice White". The signature is fluid and cursive, with the first name "Maurice" written in a larger, more prominent script than the last name "White".

Maurice White

(On behalf of Gibbon's area neighbours)

cc Mayor Malcolm Brodie  
Kiyochi Kumagai  
Derek Dang  
Evelina Halsey-Brandt  
Harold Steves  
Sue Halsey-Brandt  
Linda Barnes  
Rob Howard