



CITY OF RICHMOND

REPORT TO COMMITTEE

TO: Planning Committee

FROM: Joe Erceg
Manager, Development Applications

RE: **Application by School District No. 38 (Richmond) for Rezoning at 9751 Odlin Road from Single-Family Housing District, Subdivision Area F (R1/F) to School & Public Use District (SPU)**

To Planning - Aug. 21/01
DATE: August 1, 2001

FILE: RZ 00-182059
8060-20-7271 & 7272

STAFF RECOMMENDATION

1. That Official Community Plan Amendment Bylaw No. 7271, to re-designate 9751 Odlin Road from "Mixed Use" to "Public, Institutional and Open Space" in Attachment 1 to Schedule 2.11A of Official Community Plan Bylaw No. 7100 (West Cambie Area Plan, Land Use map), be introduced and given first reading.
2. That Bylaw No. 7271, having been examined in conjunction with the Capital Expenditure Program, the Waste Management Plan, and the Five Year Financial Plan, is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3) of the Local Government Act.
3. That Bylaw No. 7271, having been examined in accordance with the City Policy No. 5002 on the referral of Official Community Plan amendments, is hereby deemed to have no effect upon an adjoining Municipality nor function or area of the Greater Vancouver Regional District, in accordance with Section 879(2) of the Local Government Act.
4. That Bylaw No. 7271, be referred to the Vancouver International Airport Authority for comment and response by September 10, 2001.
5. That Bylaw No. 7272, for the rezoning of 9751 Odlin Road from "Single-Family Housing District, Subdivision Area F (R1/F)" to "School & Public Use District (SPU)", be introduced and given first reading.

Joe Erceg
Joe Erceg
Manager, Development Applications

Att. 4

FOR ORIGINATING DIVISION USE ONLY
CONCURRENCE OF GENERAL MANAGER
<i>Joe Erceg</i>

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STAFF REPORT

ORIGIN

The subject site is located in Richmond's West Cambie area (Section 34-5-6), on the north side of Odlin Road between No. 4 Road and Garden City Road. (**Attachment 1**) School District No. 38 (Richmond) proposes to rezone the subject site, from Single-Family Housing District, Subdivision Area F (R1/F) to School & Public Use District (SPU), to permit its use for parking for Tomsett Elementary School, which is located immediately adjacent at 9671 Odlin Road.

In 2000, Tomsett Elementary School was expanded, resulting in the need for additional parking. Rather than having this parking encroach on play field space, the School District acquired the subject site and constructed 12 parking spaces and a driveway on it. (**Attachment 2**) Unfortunately, however, while the site's existing single-family zoning permits development of a driveway, it does not allow parking as a principal use. In light of this situation, the School District made application to rezone the subject property and agreed not to use the new parking spaces until such time as the rezoning was finalized.

In addition to the proposed change in zoning, an amendment to the subject site's land use designation under the West Cambie Area Plan is proposed. The site's existing designation is "Mixed Use". (**Attachment 3**) It is proposed that this designation be changed to "Public, Institutional and Open Space" to be consistent with the designation of the adjacent elementary school lands. (**Attachment 4**)

FINDINGS OF FACT

ITEM	EXISTING	PROPOSED
Owner	School District No. 38 (Richmond)	No change
Applicant	School District No. 38 (Richmond)	No change
Site Size	2,122.53 m ² (0.52 acres)	No change
Land Uses	Driveway providing one-way access to the Tomsett Elementary School site	Driveway, plus 12 parking spaces for the use of the school
OCP Designation	Mixed Use	No change
Area Plan Designation (West Cambie)	Mixed Use	Public, Institutional, and Open Space
Zoning	Single-Family Housing District, Subdivision Area F (R1/F)	School & Public Use District (SPU)

SURROUNDING DEVELOPMENT & RELATED POLICIES

Existing & Proposed Uses

The quarter-section in which the subject site is situated, Section 34-5-6, has a rural character and is predominantly developed with older single-family homes on large, unsewered lots zoned Single-Family Housing District, Subdivision Area F (R1/F). Only two roads subdivide 34-5-6, Odlin Road and Alexandra Road, and both add to the area's rural feel with their narrow pavements, ditches, and lack of sidewalks. Tomsett Elementary School, located in the northeast corner of the quarter-section, serves children from the immediate area, along with children from other parts of West Cambie that have been redeveloped with a mix of multi-family and smaller-lot, single-family housing (e.g. east of No. 4 Road and north of Cambie Road). Over the years, similar uses have been considered for 34-5-6, but aircraft noise has been a major deterrent to their development.

In late 1999, in recognition of the area's proximity to the City Centre, and its easy access to the airport and major road links, the Richmond Industrial Strategy recommended that it be considered for high-tech business park uses. As yet, however, no such development has taken place. In the meantime, the future of 34-5-6 remains in "limbo", many homes are less well maintained than they once were, and residents must contend with drivers speeding and using local streets to bypass the busier arterial roads that surround the area.

Pedestrian Safety

In 2000, the mix of urban traffic and a "rural-type" road resulted in the death of a pedestrian. In response, the Province's Coroner's Office recommended that a sidewalk be installed along a portion of the north side of Odlin Road, west of Tomsett School. Odlin Road is on the City's Development Cost Charge program, and the timing of installation of this sidewalk, together with sidewalk along the remainder of the north side of Odlin Road from No. 4 Road to Garden City Road, is currently under consideration by staff. In the meantime, infilling of the existing drainage ditch across the frontage of the school and the adjacent properties as far east as No. 4 Road (e.g. a first step towards the implementation of the sidewalk) is already scheduled for 2002. This work was prioritized as part of the City's practise aimed at improving pedestrian safety in the vicinity of Richmond's schools.

School District Objectives

School District projections for the West Cambie area indicate that even without residential growth in 34-5-6, Tomsett Elementary School will continue to be required for the long term. With this in mind, in 2000, the School District renovated and expanded Tomsett School, and acquired the subject site. As a result, the school site, which is predominantly made up of "backlands" and had only minimal frontage onto Odlin Road (26.65 m/87.43 ft), now has an additional 28.04 m (92 ft) of frontage and a second vehicle/pedestrian access, which in turn has allowed for improved drop-off/pick-up functions on the school grounds. This latter point was of particular interest to the School District, which wanted to increase student and vehicle safety by reducing use of Odlin Road for this function (e.g. due largely to the hazard caused by the road's narrow pavement and drainage ditches).

Two lots, 9691 and 9731 Odlin Road, are landlocked between the access to the original school site (9671 Odlin Road) and the subject property. (**Attachment 1**) Staff understand that the School District inquired into the acquisition of those lots, but were unsuccessful. According to School District staff, another attempt at acquisition of these lots will likely be made in the future. In the meantime, the School District has maintained/installed landscaping and upgraded fencing around the perimeter of those properties to ensure their privacy.

STAFF COMMENTS

Policy Planning

For years, the future of Section 34-5-6 has been in question. In such an environment, it difficult for the City, the School District, or private property owners to forecast how a development will affect them. In this case, it appears that the School District has done their best to meet the needs of their students (through the expansion of Tomsett School), the safety of their students (through installation of a new driveway and improved on-site drop-off/pick-up operations), and the privacy of their neighbours (through screening and landscaping). Policy Planning staff agree with Transportation staff that minor improvements to the driveway and the installation of a sidewalk along the north side of Odlin Road are warranted. In this regard, it is staff's understanding that while the driveway is the responsibility of the School District, Odlin Road is on Richmond's Development Cost Charge program, thus, making the desired sidewalk the responsibility of the City.

Transportation

Transportation staff were not consulted prior to construction of the driveway on the subject site. The entrance to the driveway has two sharp bends. Staff met with the applicant's representative on-site to review the driveway, and suggested that the School District consider revising the driveway layout to improve its safety and reduce possible conflicts with vehicles backing out of parking spaces.

Transportation staff strongly recommend that a sidewalk be installed along the north side of Odlin Road, particularly in the vicinity of the school, as part of the subject application for rezoning. And, staff would like to see this work carried out as soon as possible in light of the recent Coroner's report.

Engineering

Prior to final reading of the rezoning, the School District must consolidate the subject site, 9751 Odlin Road, with the original school site, 9671 Odlin Road.

ANALYSIS

School District No. 38 (Richmond) acquired the subject site in order to improve on-site drop-off/pick-up operations at Tomsett Elementary School and satisfy parking requirements for a recent expansion of the school without impacting play field space. A driveway and 12 parking spaces have been constructed on the site, but the parking cannot be used until the site is rezoned. Overall staff are supportive of the proposed rezoning. Three main issues were raised through the staff review and were resolved as follows:

1. *Landlocked Lots*

Acquisition of the subject site by the School District has landlocked two lots. Typically, such a situation should be avoided as it may impact the livability, privacy, and development potential of the landlocked properties. Staff are satisfied with the situation, however, as:

- The immediate concerns of the affected owners have been satisfied, according to District staff, through the installation of fencing and the retention of hedging/landscaping along the edge of the school site.

- There is no evidence to say that landlocking of the lots will hurt their development potential. In fact, given that the future of Section 34-5-6 is so uncertain, we cannot even be sure that Tomsett School will really remain in the area for the long-term.
- Rezoning of the subject site only impacts its use as a parking lot, not as a driveway. Denial of the pending application will not prevent landlocking of the two affected lots.

2. *Driveway*

Vehicular circulation, pedestrian safety, and drop-off/pick-up operations have all benefited from the School District's acquisition of the subject site and the installation of its new driveway. Furthermore, staff have no problem with the District's proposal for twelve parking spaces on the subject site. Staff have concerns, however, about the safety and operation of the driveway due to the two sharp bends in its alignment near its entry from Odlin Road, and possible conflicts they may cause between vehicles entering the site and vehicles backing out of parking spaces. Staff have recommended to the applicant that the School District consider undertaking minor modifications to the driveway alignment to alleviate this potential problem, and that future projects be presented to the City's Transportation staff for review and comment prior to their construction to avoid similar situations.

3. *Sidewalk*

While the new driveway allows for better drop-off/pick-up on site, this does not fully address safety concerns along Odlin Road. Children who walk or ride bikes still must negotiate their way along a gravel shoulder, pinched between a narrow pavement and drainage ditches. The danger of this situation was well illustrated, last year, by the death of a pedestrian (not a student).

Given that Odlin Road is on the City's Development Cost Charge program, staff recommend that a sidewalk be installed along the north side of Odlin Road, from No. 4 Road west across the school's frontage, in coordination with the ditch infill project scheduled for this location in 2002. Following this, the sidewalk should be extended west to Garden City Road. With regard to the design of the sidewalk, in light of the area's uncertain future and "rural" character, staff recommend that, on an interim basis, a simple asphalt path and grass boulevard be installed rather than a standard concrete sidewalk.

FINANCIAL IMPACT

Odlin Road is on the City's Development Cost Charge program. To accommodate installation of a sidewalk along the north side of Odlin Road, from No. 4 Road west across the frontage of Tomsett School, revisions to the City's 5-Year Capital Plan would be required. Staff estimate the cost of this work (i.e. 1.8 m wide shared pedestrian/bike path, curb, grassed boulevards, and road widening) to be \$26,200. The same stretch of Odlin Road is scheduled for ditch infilling in 2002. Staff will investigate opportunities to include the above mentioned sidewalk construction project in Richmond's 5-Year Plan and, if possible, coordinate its timing with that of the upcoming ditch infill.

CONCLUSION

As part of its recent expansion of Tomsett Elementary School, School District No. 38 (Richmond) acquired the subject site and constructed a driveway and 12 parking spaces on it. While the driveway is a permitted use under the site's existing single-family zoning, parking is not. The proposed rezoning of the subject property to School & Public Use, and the related change to the site's West Cambie Land Use plan designation from Mixed Use to Public, Institutional and Open Space, would make it consistent with the existing school site and merits favourable consideration. In addition, staff propose to investigate the possibility of including the installation of a sidewalk along the north edge of Odlin Road in the vicinity of the school in the City's 5-Year Capital Plan.

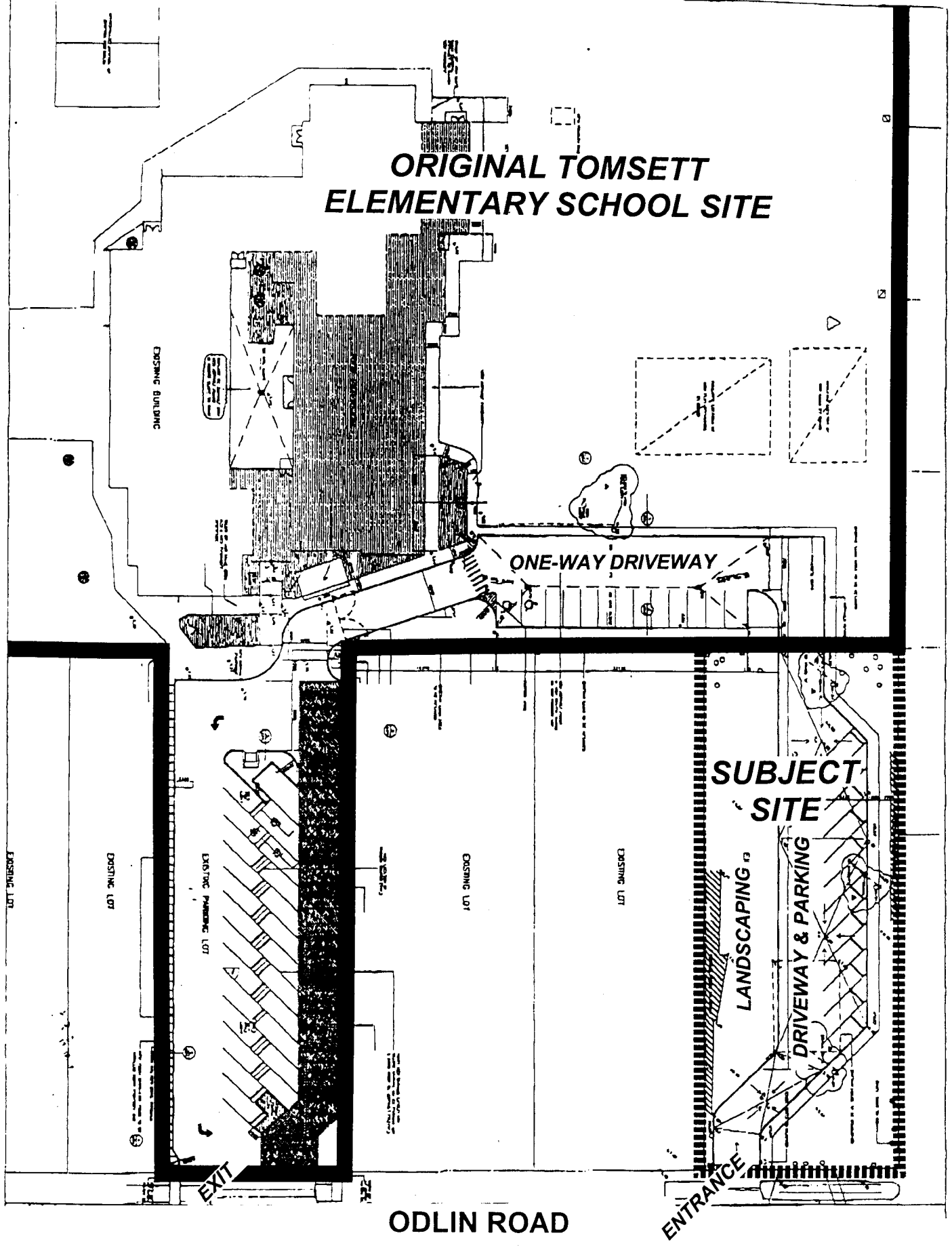


Suzanne Carter-Huffman
Senior Planner/Urban Design

SPC:cas

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










- Consolidation of the subject site with 9671 Odlin Road.




ATTACHMENT 3
EXISTING "WEST CAMBIE" LAND USE PLAN

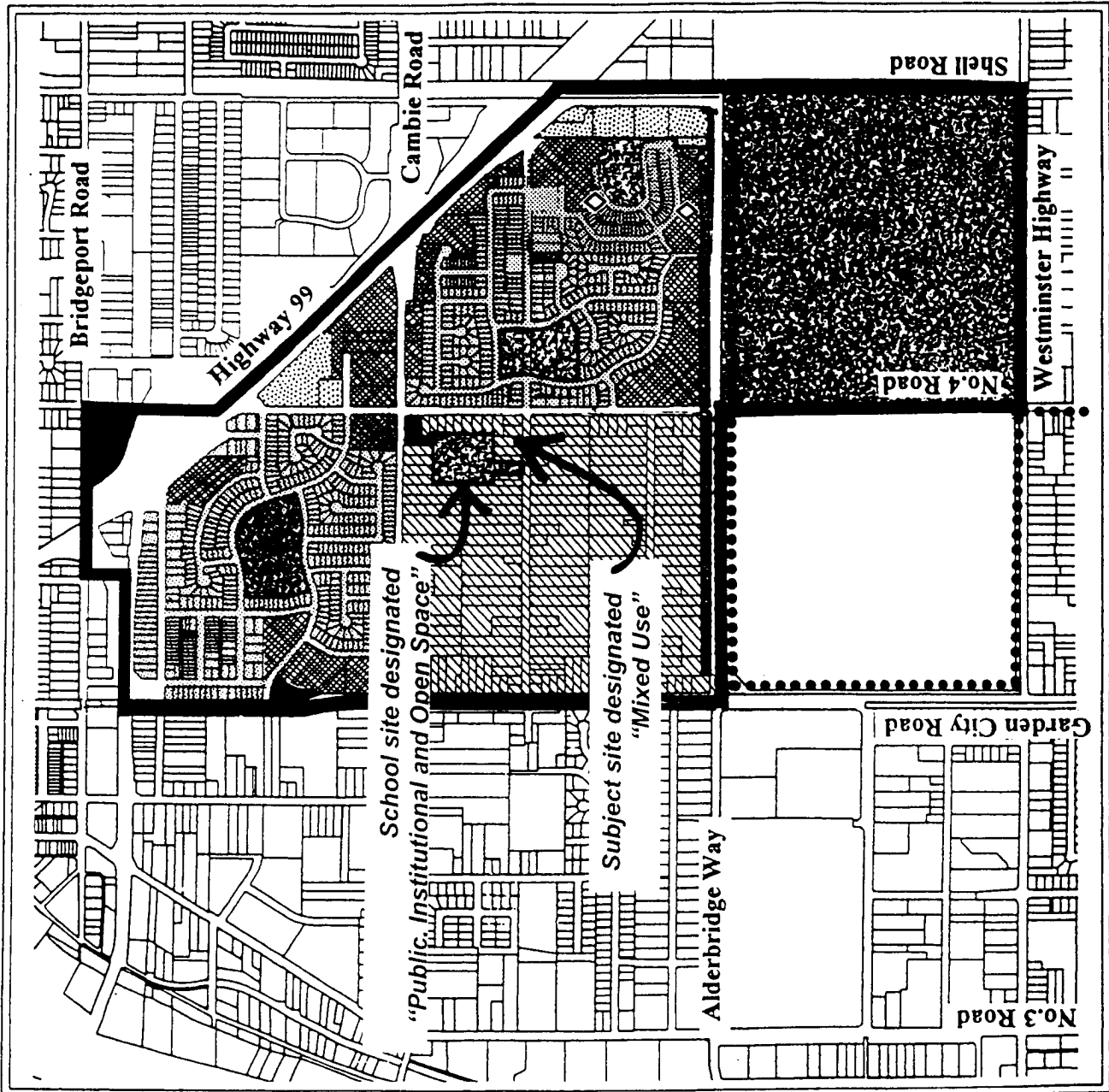
Attachment 1

Land Use

	Residential
	Residential (Single Family Only)
	Public, Institutional and Open Space
	Commercial
	Commercial/Industrial
	Mixed Use
	Public Walkways
	Agricultural Land Reserve Boundary
	Area Boundary










West Cambie
Official
Community Plan






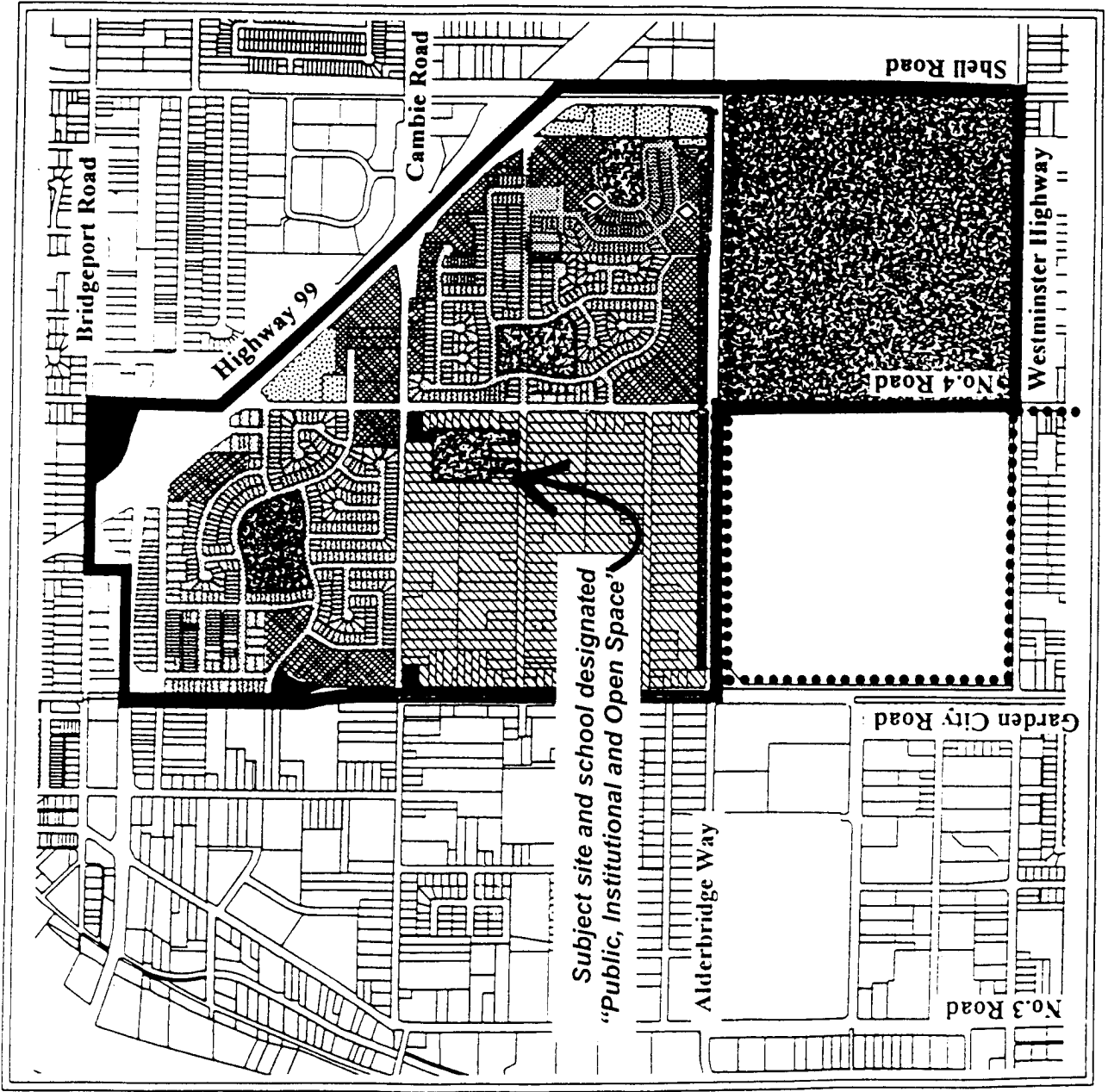
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Land Use

	Residential
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West Cambie
 Official Community Plan





CITY OF RICHMOND
BYLAW 7272
RICHMOND ZONING AND DEVELOPMENT BYLAW 5300
AMENDMENT BYLAW 7272 (RZ 00-182059)
9751 ODLIN ROAD

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 **SCHOOL & PUBLIC USE DISTRICT (SPU)**.

P.I.D. 012-030-716
 East 92 Feet Lot 16 Except: North 250 Feet, Block "A"
 Section 34 Block 5 North Range 6 West New Westminster District Plan 1224

2. This Bylaw may be cited as "**Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7272**".

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 auditor <i>[Signature]</i>

MAYOR

CITY CLERK

**CITY OF RICHMOND
 BYLAW 7271
 RICHMOND OFFICIAL COMMUNITY PLAN BYLAW 7100
 AMENDMENT BYLAW 7271 (RZ 00-182059)
 9751 ODLIN ROAD**

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

1. Richmond Official Community Plan Bylaw 7100 is amended by repealing the existing land use designation in Attachment 1 to Schedule 2.11A (West Cambie Area Plan, Land Use map) and by designating it **PUBLIC, INSTITUTIONAL AND OPEN SPACE**.

 P.I.D. 012-030-716
 East 92 Feet Lot 16 Except: North 250 Feet, Block "A"
 Section 34 Block 5 North Range 6 West New Westminster District Plan 1224
2. This Bylaw may be cited as **"Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7271"**.

FIRST READING
 PUBLIC HEARING
 SECOND READING
 THIRD READING
 ADOPTED

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

 MAYOR

 CITY CLERK