



REPORT TO COUNCIL

TO: Richmond City Council
FROM: Councillor Malcolm Brodie, Chair
Planning Committee
DATE: August 24th, 2000
FILE: 8060-20-7155

RE: **APPLICATION BY M. COQUINCO FOR A REZONING AT 9511 NO. 2 ROAD FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA E (R1/E) TO SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA K (R1/K)**
APPLICATION BY HEATHER SANSOM FOR A REZONING AT 8571 NO. 2 ROAD FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA E (R1/E) TO SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA B (R1/B)
APPLICATION BY JOHN LACKNER FOR A REZONING AT 9046 RAILWAY FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA E (R1/E) TO SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA B (R1/B)
APPLICATION BY CHARAN SETHI FOR A REZONING AT 7320 & 7340 NO. 2 ROAD FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA E (R1/E) TO SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA A (R1/A)

The Planning Committee, at its meeting held on Tuesday, August 22nd, 2000, considered the attached report, and recommends as follows:

COMMITTEE RECOMMENDATION

- (1) ***That Bylaw 7155 to amend Section 702 of the Zoning Bylaw, in order that:***
- (a) ***rezoning applications to create smaller single family lots along arterial roads be reviewed independently of the Lot Size Policy and process unless the applicable Lot Size Policy has been adopted within the previous five years, and***
 - (b) ***where there is a rezoning application to create smaller single family lots along arterial roads that is inconsistent with an existing Lot Size Policy, that has been in place for over five years, the blockface which is the subject of the rezoning application may be removed from the Lot Size Policy area in conjunction with the consideration of the rezoning application.***
- be introduced and given first reading.***
- (2) ***That the rezoning applications at 9511 No. 2 Road, 8571 No. 2 Road, 9046 Railway Avenue and 7320 & 7340 No. 2 Road be reviewed on their own merits, independent of the Lot Size Policy, as outlined in the attached report from the Manager, Land Use dated July 25th, 2000.***

Councillor Malcolm Brodie, Chair
Planning Committee

Attach.

VARIANCE

Please note that staff recommended the following for Parts (a) and (b) of Recommendation No. 1

- (1) That Bylaw 7155 to amend Section 702 of the Zoning Bylaw, in order that:
 - (a) rezoning applications to create smaller single family lots along major arterial roads be reviewed independently of the Lot Size Policy and process unless the applicable Lot Size Policy has been adopted within the previous five years, and
 - (b) where there is a rezoning application to create smaller single family lots along major arterial roads that is inconsistent with an existing Lot Size Policy, that has been in place for over five years, the blockface which is the subject of the rezoning application may be removed from the Lot Size Policy area in conjunction with the consideration of the rezoning application.
- be introduced and given first reading.

STAFF REPORT

ORIGIN

The City currently has four applications to subdivide single family lots along major arterial roads. Two of the applications are in areas without Lot Size Policies and two applications are contrary to Lot Size Policies that have been in place for over five years. Attachment 1 shows the location of all four applications.

The purpose of this report is to identify the most effective and efficient method for staff to manage these and similar applications.

FINDINGS OF FACT

The application details are as follows:

9511 No. 2 Road RZ 00-086361

ITEM	EXISTING	PROPOSED
Owner & Applicant	Michael and Dolly Coquinco	To be determined
Site Size	One lot - 858 m ² (9236 ft ²)	Two lots each – 353.5 m ² (3,805 ft ²) after lane dedication
Land Uses	Single family	No change
OCP Designation	Neighbourhood Residential	No change
702 Policy Designation	No policy	No change
Zoning	R1/E	R1/K

8571 No. 2 Road RZ 00-175145

ITEM	EXISTING	PROPOSED
Owner & Applicant	Heather Sansom	To be determined
Site Size	One lot – 1309 m ² (14,090 ft ²)	Two lots each – 568 m ² (6,117 ft ²) after lane dedication
Land Uses	Single family	No change
OCP Designation	Neighbourhood Residential	No change
702 Policy Designation	R1/E (see Attachment 2)	Remove from policy area
Zoning	R1/E	R1/B

9046 Railway Avenue RZ 00-177323

ITEM	EXISTING	PROPOSED
Owner & Applicant	John Lackner	To be determined
Site Size	One lot – 823.1 m ² (8,860 ft ²)	Two lots each – 411.5 m ² (4,430 ft ²)
Land Uses	Single family	No change
OCP Designation	Neighbourhood Residential	No change
702 Policy Designation	No policy	No change
Zoning	R1/E	R1/B

7320 & 7340 No. 2 Road RZ 00-178555

ITEM	EXISTING	PROPOSED
Owner	Bhupinder Litt & Iabal Dha	To be determined
Applicant	Charan Sethi	Not Applicable
Site Size	Two lots-- 1268 m ² (13,649ft ²) & 959 m ² (10,323 ft ²)	Five lots – 433 m ² (4,663ft ²), 361 m ² (3,887ft ²), & three lots 278 m ² (2,990ft ²), after lane dedication
Land Uses	Single family	No change
OCP Designation	Neighbourhood Residential	No change
702 Policy Designation	R1/B (see Attachment 3)	Remove from policy area
Zoning	R1/E	R1/A

RELATED POLICIES & STUDIES

The OCP supports the consideration of more intensive residential development along arterial roads as follows:

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

- single family character housing;
- low-rise multiple-family housing limited to existing locations *and locations along major roads*, transportation corridors, and near major community facilities and services.

There are Lot Size Policies which restrict subdivision:

- to R1/E for the application in the 8000 block of No. 2 Road (Attachment 2); and
- to R1/B for the application in the 7000 block of No. 2 Road (Attachment 3).

ANALYSIS

Normally, a Lot Size Study process would be used to address all these applications as there are no Area Plans covering these areas. Based on this approach:

- the applications at 9511 No. 2 Road and 9046 Railway Avenue would require new Lot Size Policies; and
- the applications at 8571 No. 2 Road and 7320 & 7340 No. 2 Road would require reconsideration of the existing policies.

Lot size policies have a role to play in providing a degree of stability, ensuring a consistent approach to redevelopment and in enabling the residents to have a voice in determining the character of single family neighbourhoods. Generally, Lot Size policies are put in place for entire quarter sections where single family is the predominant housing form.

However, along the edges of these neighbourhoods which are along the major arterial roads:

- the OCP supports and we have seen a variety of low-rise multiple family forms of housing being introduced over the years, and
- many of the existing lot size policies allow for smaller lots while maintaining the larger lots within the quarter section.

Therefore, it does not make sense to restrict single family lot sizes along arterial roads on the one hand, when on the other hand, the OCP supports, and the City has approved some slightly higher density forms of housing, as has been the case along many of the major arterial roads in West Richmond.

A related issue is the constant pressure, in the form of inquiries and development applications, for redevelopment along arterial roads. However, there are few policies guiding where, what kind, and how this redevelopment should take place. There is a need clarity to guide staff, the public and Council in terms of redevelopment along arterial roads.

In summary, the problems are:

1. That the Single Family Lot Size Policy Process partially manages change in single family areas and gives some certainty to the community. However, the Single Family Lot Size Policies can be superceded by duplex or townhouse developments (through rezoning) as supported by the OCP; and
2. That staff and the Community can spend much time on developing Lot Size Policies just to have them superceded.
3. That there is a need to identify methods that would help determine and direct the form of redevelopment along the major arterial roads.

There are a number of alternative approaches which address these issues to varying degrees:

Option 1 - Continue to Use the Lot Size Policy Process for Lots Fronting Arterial roads

For this option, to address the four rezoning applications, four separate Lot Size Policy Studies would need to be undertaken, namely two new ones and two that would reconsider existing policies (5422 & 5408).

The benefit of this approach is that a process is already in place that provides stability and consistency and it is understood by many.

The problem with this approach is if individuals don't want change they are just going to be frustrated by a policy that will restrict the subdivision of lots for single family purposes but won't stop rezoning applications for duplexes, triplexes or townhouses. If the neighbourhood is supportive of changes, a Lot Size Policy will address only the single family component of the potential changes.

The Lot Size process is an ineffective use of staff time in this situation. The Lot Size process is an important tool when single family housing is the primary form of redevelopment, however, it is not as useful in this case where direction is needed regarding a number of potential housing forms along arterial roads.

Option 2 - Recommended - Consider Applications Along Arterial roads on Own Merits

1. For the applications at 9511 No. 2 Road and 9046 Railway Avenue it is recommended that no lot size policy processes be undertaken.
2. For the applications at 8571 No. 2 Road and 7320 & 7340 No. 2 Road it is recommended that the properties fronting No. 2 Road for these quarter sections be removed from the policy areas so that the applications can be considered on their own merits.

3. In terms of addressing similar single family lot size applications in the future, it is recommended that the Zoning Bylaw be amended to exempt properties along arterial roads from the Lot Size Policy process, unless an applicable policy has been adopted within the previous five years.
4. Where there is a single family lot size rezoning application in an existing Lot Size Policy area that has been in place over five years, Council will determine whether to remove all the properties in the block which front the subject arterial road from the applicable lot size policy area in conjunction with consideration of the rezoning application.

Staff propose this approach as it:

- addresses the inconsistencies in city policy;
- supports the Lane Policy;
- still permits the residents to give their input through the rezoning process; and
- is the most efficient in terms of staff time.

The difficulty with this approach is that where there are lot size existing policies, the residents have been given assurance about no single family lot size changes. Therefore, this approach would only be used in cases where an application contrary to a policy has been received and the policy has been in place for over five years.

In order to address this concern, letters would be sent out to the residents in the policy areas informing them of the potential development application and approach, giving them a contact number to gain further clarification and letting them know that they can express any opinions to Council through the rezoning process. For this same reason it would not be appropriate to consider removing all properties fronting arterial roads from all existing lot size policies.

By making changes to policies incrementally, only as rezoning applications are processed, there is also a concern that members of the public and the development community may not be fully aware that it is possible to consider subdivision as well as other forms of redevelopment along arterial roads. Staff can pass this knowledge when inquiries are made.

Another concern is that with no control over lot sizes, there will be an onslaught of applications for the smallest lot size possible (R1/A). However, staff do not suspect that this will be an issue given that many subdivision applications are made by individual property owners and result in a simple split of the property. Therefore, the size of the new lots is often due to the size of the original property. Also where a group of properties are amalgamated, a townhouse proposal is just as likely as a small lot proposal. Additionally, even if there are more applications for small lots, they are an appropriate redevelopment option along arterial roads.

Overall, staff feel that the benefits of Option 2 outweigh the drawbacks.

Option 3 - Conduct a study of No. 2 Road

No. 2 Road has received a number of redevelopment applications recently namely:

- a townhouse application in the 7000 block;
- three new duplex applications in the 8000 block; and
- there are currently three applications for smaller lots.

Additionally, there continue to be inquiries regarding the potential for further duplex applications. In order to respond to these inquiries and applications and to assist Council and staff in assessing them, there would be benefit to identifying guidelines and methods that would help

determine and comprehensively direct the form of redevelopment. The results of this study could range from a map designating areas for types of infill development, to a list of criteria in the OCP for guiding the location of infill development, to the identification of areas requiring development permit guidelines.

The problems with this approach are that there is limited staff time to conduct a study, the three applications currently in the system would have to wait until the study is complete, it would not address the application on Railway Avenue and the study would look at only No. 2 Road when direction is needed on all arterial roads.

Option 4 - Conduct an Arterial Road Study

Similar to the No. 2 Road Study option, in order to respond to development inquiries and applications and to assist Council and staff in assessing them, there would be benefit to identifying guidelines and methods that would help determine and comprehensively direct the form of redevelopment along the major arterial roads in West Richmond.

Like a study of No. 2 Road, the results of this study could range from a map designating areas for types of infill development, to a list of criteria in the OCP for guiding the location of infill development, to the identification of areas requiring development permit guidelines. This study would look at the role of each arterial and would involve a public consultation process.

The benefits of this approach would be that staff from all city departments would co-ordinate their approaches to the arterial roads and that it would be clear to residents, developers, Council and staff where to expect development.

The problems would include the time that such a study would take to complete, raised public expectations, and removing the redevelopment focus from the City Centre (McLennan North and South).

Staff do not recommend this approach at this time, however, in the future as development activity increases and as other issues related to arterial roads are addressed, there may be a need to conduct an arterial road study.

FINANCIAL IMPACT

There is no financial impact with the recommended approach.

CONCLUSION

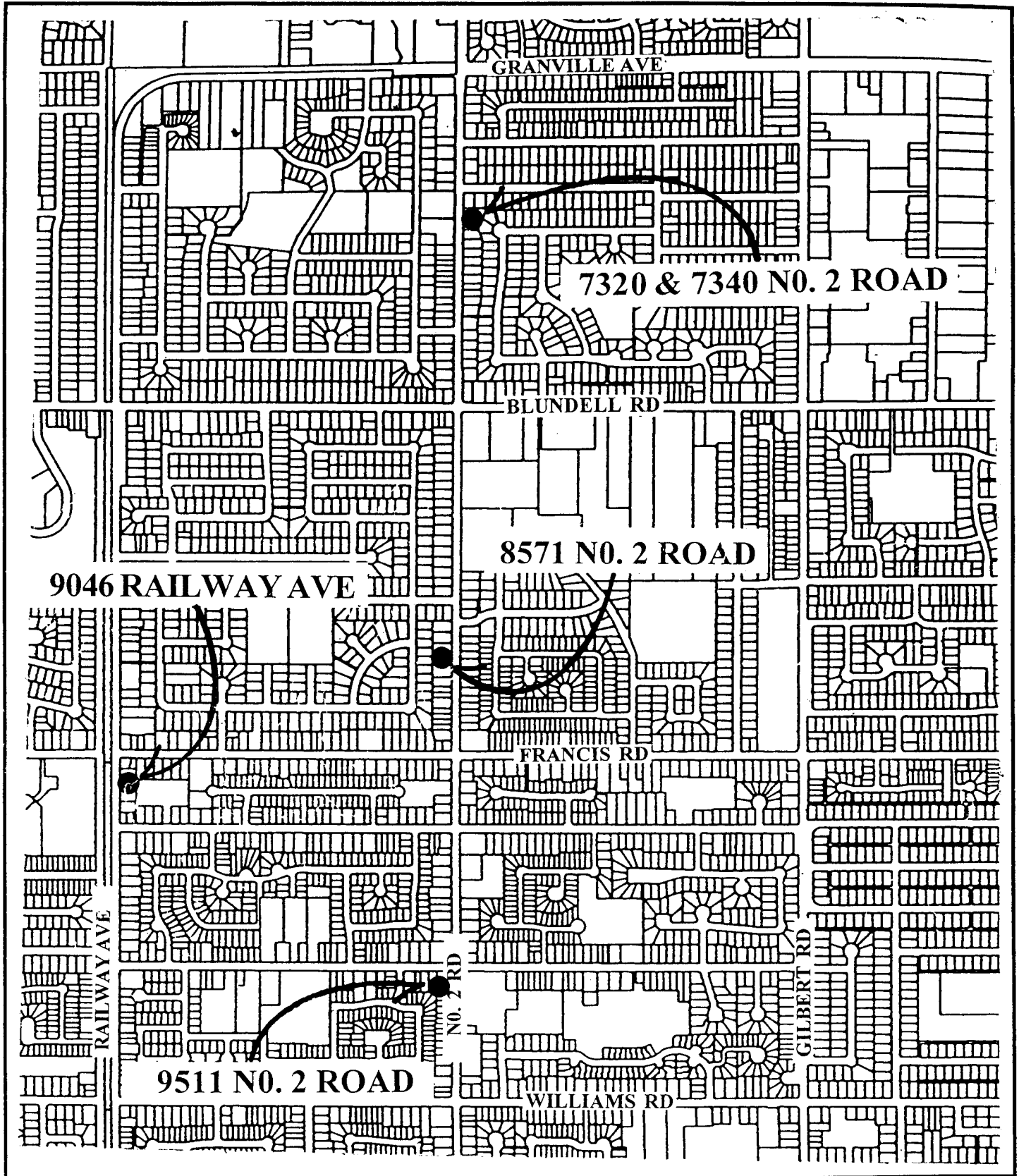
1. The City has received four rezoning applications along major arterial roads to support subdivision into single family lots.
2. Staff identified four options for responding to the applications:
 - Continue to use the Lot Size Policy process;
 - Consider applications on their own merits;
 - Conduct a No. 2 Road Corridor Study; or
 - Conduct an Arterial Road Study.

3. Recommendations: Due to the difficulty in restricting single family lot sizes through Lot Size Policies while the OCP supports redevelopment along major arterial roads, staff recommend that:
- the four subject rezoning applications be reviewed on their own merits;
 - that future applications along major arterial roads be reviewed on their own merits, independent of the Lot Size Study process; and
 - a zoning bylaw amendment be implemented to facilitate the above approach.
4. That an arterial road study may need to be conducted in the future.



Jenny Beran, MCIP
Planner

JMB:cam



Applications Along Major
Arterial Roads
August, 2000 128

Original Date: 08/02/00

Revision Date:

Note: Dimensions are in METRES



Page 1 of 2

Adopted by Council: Nov. 15/93 Expires: Nov. 15/98

POLICY 5453

File Ref: ●

SINGLE-FAMILY LOT SIZE POLICY IN QUARTER-SECTION 24-4-7

POLICY 5453:

The following policy establishes lot sizes in Section 24-4-7, located in the area bounded by Francis Rd., No. 2 Rd., Blundell Rd., and Railway Ave.:

That properties located within the area bounded by Francis Road, No. 2 Road, Blundell Road and Railway Avenue in Section 24-4-7, as shown on the accompanying map, be permitted to subdivide in accordance with the provisions of Single-Family Housing District, Subdivision Area E (R1/E) in Zoning and Development Bylaw No. 5300, with the following exception:

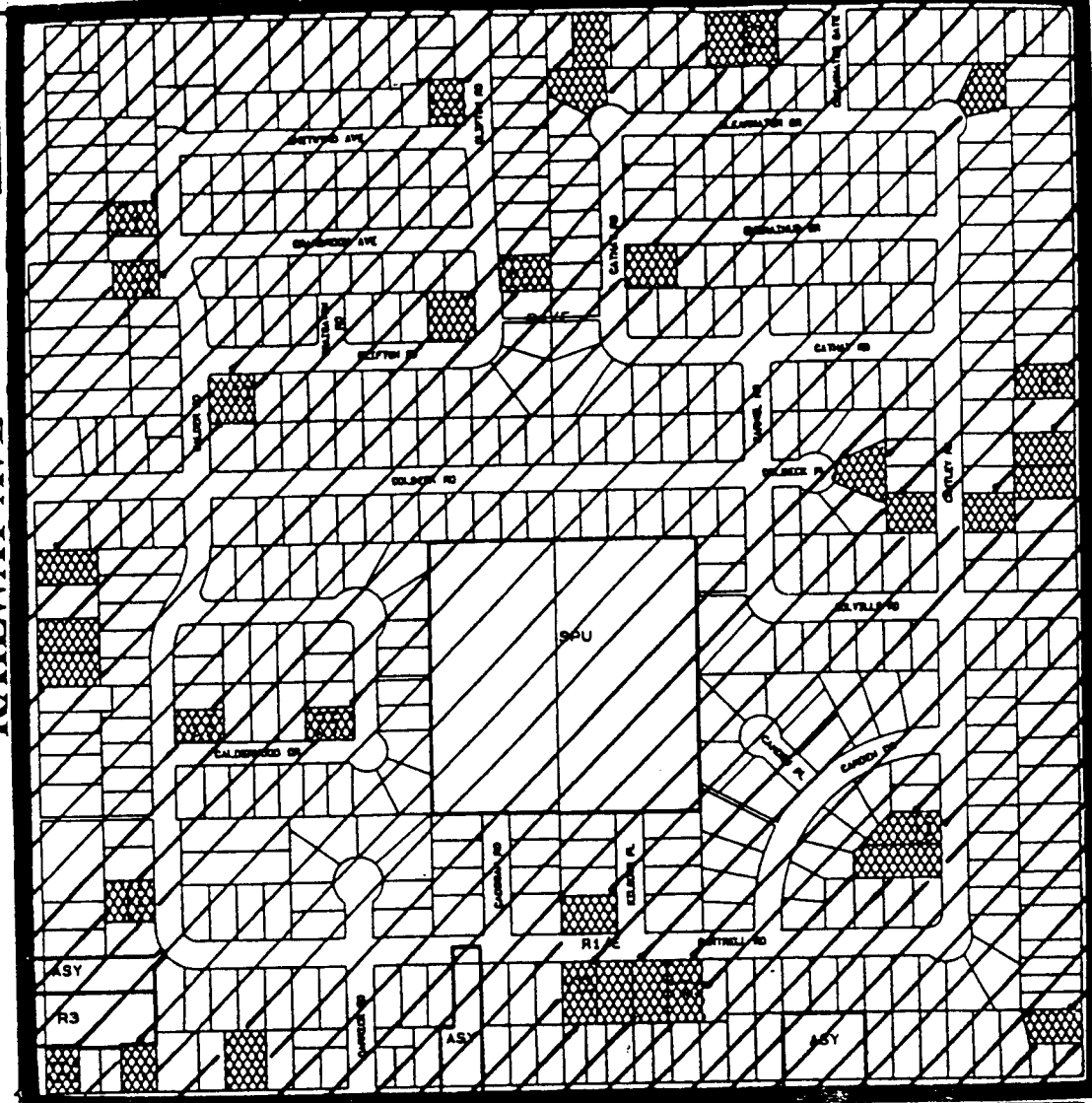
- (i) That lots with existing duplexes be permitted to subdivide as per "Single-Family Housing District, Subdivision Area B (R1/B)", provided that the new lots created along Railway Avenue, Blundell Road and No. 2 Road have lane access; and
- (ii) That lots with existing duplexes located along Francis Road without lane access be permitted to subdivide as per "Single-Family Housing District, Subdivision Area C (R1/C)".

and that this policy be used to determine the disposition of future single-family rezoning applications in this area, for a period of not less that five years, unless changed by the amending procedures contained in the Zoning and Development Bylaw.

BLUNDELL RD

RAILWAY AVE

NO. 2 RD



FRANCIS RD

 SUBDIVISION PERMITTED AS PER R1/E

 SUBDIVISION OF DUPLEXES PERMITTED AS PER R1/B EXCEPT:

- 1) No. 2 Rd., Railway Ave. and Blundell Rd.: R1/E unless lane access is provided. Then R1/B.
- 2) Francis Rd. R1/C unless lane access is provided. Then R1/B.



**POLICY
SECTION**

**5453
24,4-7**

**DATE
11/15/93**



City of Richmond

Policy Manual

Page 1 of 1

Adopted by Council: Feb. 19/90 Expires: Feb. 19/95
 Amended by Council: Jun 17/96

POLICY 5433

File Ref: 4045-00●

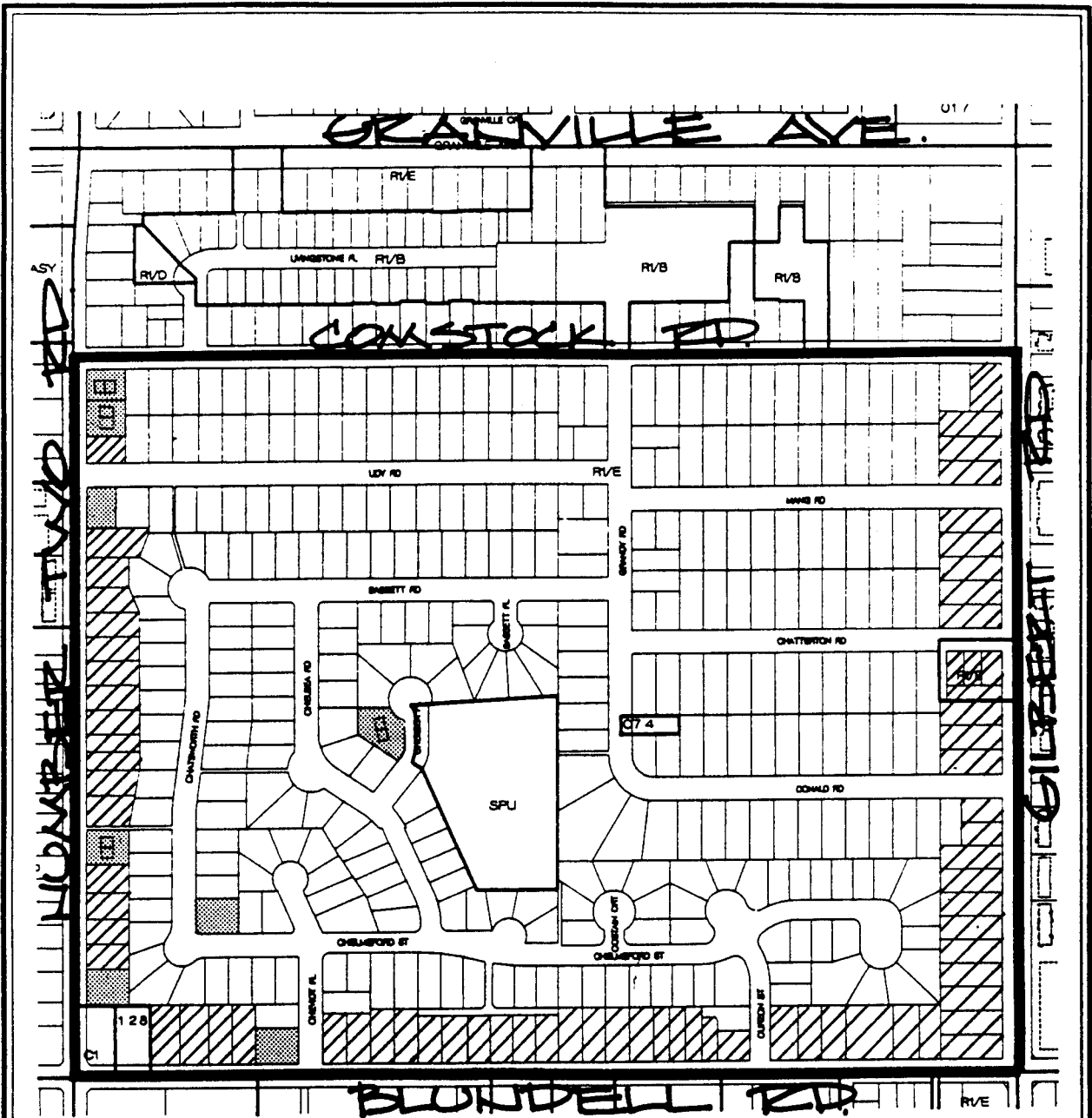
SINGLE FAMILY LOT SIZE POLICY IN QUARTER-SECTION 18-4-6**POLICY 5433:**

The following policy establishes lot sizes in a portion of Section 18-4-6, within the area bounded by Granville Avenue, No. 2 Road, Comstock Road and the West property lines of 6600 Granville Avenue and 6671 Comstock Road:

That properties within the area bounded by Granville Avenue, No. 2 Road, Comstock Road and the West property lines of 660 Granville Avenue and 6671 Comstock Road (in a portion of Section 18-4-6), be permitted to subdivide in accordance with the provisions of Single-Family Housing District (R1/B) in Zoning and Development Bylaw 5300 with the following provisions:

- (a) If there is no lane or internal road access, then properties along Granville Avenue and No. 2 Road will be restricted to Single-Family Housing District (R1/E) Zoning and,
- (b) Ditch and watermain improvements for the north side of Comstock Road are to be established either by a Local Improvement Construction Bylaw or construction agreement with the applicants before redevelopment occurs on this road, and

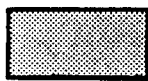
that this policy, as shown on the accompanying plan, be used to determine the disposition of future rezoning applications in this area, for a period of not less than five years, unless changed by the amending procedures contained in the Zoning and Development Bylaw 5300.



SUBDIVISION PERMITTED AS PER R/VB
PROVIDING NO DIRECT ACCESSES ARE
CREATED TO ARTERIAL ROADS



SUBDIVISION PERMITTED AS PER RVE



DUPLEXES ELIGIBLE TO BE SPLIT
INTO TWO LOTS.



POLICY SECTION 5408
18,4-6 132

DATE
04/10/89

**CITY OF RICHMOND
 BYLAW 7155
 RICHMOND ZONING AND DEVELOPMENT BYLAW 5300
 AMENDMENT BYLAW 7155**

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

1. Richmond Zoning and Development Bylaw 5300 is amended:
 - a) by deleting Section 702.05 and substituting the following:

“Section 702 does not apply when the land which is the subject of the application is:

 - (i) the site of a legal **two-family dwelling** and intended to be subdivided into no more than two **one-family dwelling lots**; or
 - (ii) along an arterial road and not within a Lot Size Policy area that has been adopted within the previous five years.”; and
 - b) by adding Section 702.06 as follows:

“Where, in accordance with Section 702.05 ii), there is a rezoning application along an arterial road in an existing Lot Size Policy area that has been in place over five years, Council will determine whether to remove all the properties in the block which front the subject arterial road from the applicable lot size policy in conjunction with consideration of the rezoning application.”

2. This Bylaw may be cited as **“Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7155”**.

FIRST READING
 PUBLIC HEARING
 SECOND READING
 THIRD READING
 ADOPTED

CITY OF RICHMOND
APPROVED for content by originating dept.
<i>JS</i>
APPROVED for legality by Solicitor

 MAYOR

 CITY CLERK