

Report to Committee

To:

Planning Committee

Date:

October 28, 2004

From:

Raul Allueva

File:

RZ 03-243383

10111

Director of Development

Re:

Application by GBL Architects Group Inc. for Rezoning at 8080 Francis Road from Assembly District (ASY) to Comprehensive Development District (CD/159)

Staff Recommendation

That Bylaw No.7860, for the rezoning of the easterly portion of 8080 Francis Road from "Assembly District (ASY)" to "Comprehensive Development (CD/159) be introduced and given first reading.

Raul Allueva

Director of Development

CA:blg Att.

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

GBL Architects Group Inc. has applied to rezone the eastern portion of 8080 Francis Road from Assembly District (ASY) to a Comprehensive Development District (CD/159) zone to permit the development of 28 three-storey townhouses.

The original submission proposed a 3-storey rental apartment building with approximately 72 apartment units over a one-storey parking structure. The proposal was revised to a townhouse development in response to opposition from area residents to the rental apartment proposal. Further information on the history of the application review process is provided below.

Findings of Fact

Please refer to the attached Development Application Data Sheet (Attachment 2) for a comparison of the proposed development data with the relevant proposed Bylaw requirements.

Surrounding Development

The proposed site is located on the south side of Francis Road, east of No. 3 Road and west of Rideau Gate. The site is at the intersection of two Arterial Roads and immediately adjacent to the Central West Broadmoor Sub-Area, which allows for development of multiple-family residential development, provided it is compatible with the adjacent single-family neighbourhood. The existing development surrounding the site is as follows:

- To the north, across Francis Road, are existing townhouse projects zoned Townhouse District (R2) and Neighbourhood Commercial (C2) zoned;
- To the east, existing residential single-family dwellings across Rideau Gate (zoned Single-Family Housing District, Subdivision Area K (R1/K) and (R1/E);
- To the south, existing single-family homes fronting onto Rideau Drive zoned (R1/E); and
- To the west, existing single-family homes on No. 3 Road zoned (R1/E), and existing gas station at the corner of No. 3 Road/Francis Road zoned Gas Station District (G1).

Related Policies & Studies

Arterial Road and Lane Establishment

The proposal is consistent with City policy to encourage densification on arterial roads. The applicant proposes townhouses with 0.7 Floor Area Ratio (FAR) in close proximity to an existing neighbourhood retail development and gas station, as well as in the vicinity of apartments and townhouses around the intersection of Francis and No. 3 Road. The proposal is also consistent with the Interim Strategy for Managing Townhouse Rezoning Applications during the review of the Arterial Road Redevelopment and Lane Establishment Policies, which is under way. On this basis, this application can be considered on its merits.

Official Community Plan (OCP)

Community Benefit:

- The site is designated as "Community Institutional", which is intended for "institutions engaged in religious, educational or cultural activities, and may include adjunct residential

development that are considered to demonstrate "community benefit", provided that the site is not located in the Agricultural Land Reserve (ALR) or a non-residential area". Where a residential development proposal can satisfactorily address the "community benefit" provisions, it is deemed to be consistent with the OCP.

- The community benefit provision is intended to discourage land speculation on sites that have a public benefit, like assembly sites. These sites represent an important component of the community, and are often difficult to replace. While the City does not have a policy to define "community benefit", staff consider a range of community uses, including day cares and certain housing types, such as seniors assisted or supportive, rental, social or affordable housing, as possible options to meet this definition.
- The applicant has opted to provide a voluntary contribution of S325,000 for Affordable Housing in lieu of community amenity to address this issue. Further information on the proposed "community benefit" is provided below.

Density:

- The proposed townhouse development with a density of 0.7 is within the allowable density range permitted on arterial roads and is appropriate for low-density residential areas in accordance to the OCP.

Scale and Form of Development:

- Preliminary concept plans (Site plan, schematic sections and elevations) are enclosed for reference (Attachment 3).
- <u>Building Setbacks</u>: The proposed building setbacks adjacent to single-family lots (8 m/26.2 feet to 12.1 m/40 feet) exceed the required setbacks that would be provided under the current assembly zoning (7.5 m/25 feet) or the typical setbacks for conventional townhouse zones (3m/10 feet). The setback along a portion of Francis Road has been reduced from 6.0 m to 4.5 m to provide a more animated streetscape and allow for additional setbacks along the rear (south) property line adjacent to single family dwellings, and facilitate tree retention and enhance privacy.
- <u>Height and Massing:</u> The townhouse buildings are three-storeys in height to ensure a compact footprint to maximize the setbacks. However, the floor plate of the third floor of the townhouse blocks closest to existing single-family residents units (Buildings 6 and 7) have been stepped back, reduced, and living space is fully integrated into the roof form, mimicking a two-storey condition.

Parks and School:

- The site is within easy walking distance through a public walkway to the neighbouring park (Rideau Park), and in close proximity to the South Arm Community Centre and Park.
- The School District has reviewed the capacity of the elementary and secondary school catchments and does not have any concern with school capacity.

Public Consultation

1. Rental Apartment Proposal

First Open House (Rental Apartment)- March 8, 2004

• The applicant first held an Open House at South Arm Community Centre on March 8, 2004 on the original 72-unit rental apartment project. Area residents expressed significant concerns by phone, in writing, and in person at these Open Houses, and circulated petitions in opposition to

the application. (The individual responses and letters are available in the rezoning file for reference.)

- Approximately 142 invitations were distributed by the applicant throughout the Rideau Area (including Francis Road, No. 3 Road, Rideau Gate, Rideau Drive, Rideau Place, Osgoode Drive and Osgoode Place.) The residents at the Open House submitted approximately 38 responses. The major concerns expressed by the residents include:
 - Perceived traffic impact by locating the access on Rideau Gate;
 - Proposed density;
 - Impact on school, water and utility capacity; and
 - Rental tenure of the project.

Second Open House (Rental Apartment)- June 17, 2004

- The applicant revised the development rental apartment, in consultation with staff, to increase setback and landscape buffer adjacent to existing single-family residents on Rideau Gate, and to relocate the vehicular access to Francis Road in response to the neighbourhood objections.
- A similar neighbourhood area to the first Open House was notified of a second Open House, which was held on June 17, 2004, and approximately 70-80 residents attended. Approximately 35 written responses and various letters representing approximately 41 households within the immediate area were received. One letter of support from Our Saviour Lutheran Church on No. 4 Road was received. Staff have received over 20 letters, e-mails and numerous telephone calls in addition to the survey responses from the neighbouring residents expressing the following objections and concerns:
 - Non-support for rental or low income housing because of perceived transient population, noise, traffic and crime and safety concerns;
 - Prefer market single-family or low-density townhouse development to minimize additional traffic;
 - Concern with impact of the proposed rental apartment on property value; and
 - Non-support for high-density (four-storey apartment) development because of view blockage, increased traffic, parking on residential streets and transient nature of rental and low cost housing.

As a result of the input received, the applicant revised the proposal from Rental Apartment to Market Townhouses.

2. Townhouse Proposal

The applicant has worked cooperatively with staff to made substantial revisions to the proposal including:

- Changing the form of development from a 72-unit, three-storey, over parking apartment to 28-unit, three-storey townhouses;
- Relocating the vehicular entrance from Rideau Gate to Francis Road; and
- Re-working the proposed site plan, building locations and design several times to provide a sensitive interface with existing single-family homes.

Door-to-Door Survey (Revised Townhouse Proposal)- October, 2004

• The applicant surveyed the surrounding residents to present information on the proposed development and identify issues. In general, the revised plans have addressed most of the

significant concerns expressed by the neighbouring residents and the majority of residents surveyed preferred the revised townhouse proposal to the original apartment project.

Staff support the current proposal as it has addressed all the significant concerns with respect to use, form and character of development, setbacks and adjacency issues identified by the area residents. While some concerns continue to be expressed in the community regarding any residential development on this existing vacant site, staff are satisfied that the existing proposal will provide a well integrated development that is similar in form and interface to single-family development, is consistent with City policy for redevelopment on arterial roads, and enables the existing church to be redeveloped and retained in the community.

Community Benefit

General

• The Official Community Plan generally discourages the rezoning of sites designated as "Community Institutional", since uses permitted on these sites, such as places of worship, have unique contributions to a neighbourhood by addressing these community institutional needs. Development of market housing on an Assembly District (ASY) zoned site is therefore strongly discouraged, unless the proposal incorporates a community benefit.

Current Application

- The applicants originally proposed a rental apartment project to address the community benefit requirement. However, substantial opposition was expressed throughout the application review and community consultation process. As a result, the applicant revised the proposal to a market townhouse project and initiated discussions with the City about an appropriate cash-in-lieu contribution meet the community benefit requirement.
- Staff consider the current application to have certain merits, as the proposal will enable the existing Eitz Chaim Congregation to achieve financial viability and rebuild a smaller synagogue on a portion of the site fronting No. 3 Road, and remain in the community.

Affordable Housing Contribution in lieu of Community Benefit

• The developer has agreed to voluntarily contribute \$325,000 to the City Statutory Affordable Housing Fund in lieu of providing an on-site Community Benefit. Staff can accept this proposal on the basis that it represents a reasonable estimate of the economic value of the proposal, recognizes the retention of an existing church and congregation, and provides a well-conceived development proposal that will enhance the community.

Analysis

The applicant has provided a detailed site plan and elevations, and has addressed important elements of the development proposal, including massing, adjacency to single-family lots, access, etc. However, a full urban design analysis of a proposed development with respect to the specific adjacency, urban design and site planning, architectural form and character, and landscaping and open space is generally carried out as part of a Development Permit application and will be conducted at the Development Permit stage. A review of the proposed rezoning indicates that:

- The use, density, form and character and architecture of the proposed development are compatible with the existing surrounding context.
- The proposed development has taken into consideration the existing single-family homes by:

- O Providing generous setbacks (8 m/26.2 feet to 12.1 m/40 feet) compared with typical townhouse developments (3m/10 feet).
- O Designing the proposed 3-storey townhouse buildings with living space inside the roof to mimic 2-storey units, and stepping down the roof line towards the adjacent dwellings to the south;
- Relocating the access to Rideau Gate to Francis Road to minimize vehicular traffic into the neighbourhood; and
- O Retaining an existing grove of vegetation on-site to provide privacy screening.
- To address the indoor amenity requirement, the applicant will consider the provision of an indoor amenity or gathering space, and/or arrange to secure from the property owner (Eitz Chaim Congregation) permission to use the meeting space within the future congregation building by the future townhouse residents. These options are acceptable to staff, and will be addressed as part of the Development Permit process.
- Bay window and porch encroachments on Francis Road and Rideau Gate to be considered at Development Permit stage.

Proposed Comprehensive Development (CD) District

The intent of this new Comprehensive Development District (CD/159) is to accommodate low density (0.7 FAR) compact townhouse development with substantial setbacks to existing adjacent single-family residential development to the south. Specific controls related to expanded building setbacks are proposed to address the single-family interface.

Development Options

The following development options may be considered on the subject site:

Option 1: Apartment Development

- O The option of a multi-level apartment project was considered, and generated a substantial amount of opposition due to concern about density, traffic generation, interface with adjacent single-family units (overlook, privacy, views), etc.
- Based on the feedback received from area residents at the Open Houses, it would appear
 that any type of multi-level housing (apartment) configuration (Market, Rental, Seniors
 Assisted, or Affordable) is likely to be opposed by the community.

Option 2: Single- Family Subdivision

- o The site is not covered by a Lot Size Policy.
- O Single-family Subdivision is not deemed a viable option for the following reasons:
 - The site's irregular configuration is not conducive to efficient subdivision;
 - Subdivision would not be economically feasible to enable an efficient use of the land and allow the existing assembly building to be rebuilt/retained on the site;
 - A Community Benefit would not be met, and a comparable affordable Housing Contribution would not be economic viable;
 - Lack of regulatory control related to house design and tree retention; and
 - City Policies encourage higher density, multi-family developments at key nodes and on Arterial Roads.

Option 3: Townhouse Development (Recommended)

- O A townhouse development is considered an appropriate land use along an Arterial Road and will achieve a density, scale, form and character that is appropriate to provide a sensitive interface with adjacent single-family lots.
- o The proposal will meet the needs of the existing assembly, enable construction of a new synagogue, and allow the community to remain in place;
- O A substantial Community Benefit in the form of an Affordable Housing Contribution can be obtained.
- O Design control can be exercised at the Development Permit stage to address any specific neighbourhood issues.

Financial Impact

Affordable Housing Contribution

• The \$325,000 contribution to the City Statutory Affordable Housing Reserve Fund is considered to be an adequate equivalency of "community benefit". No further contribution is expected.

Conclusion

Staff considers the development of townhouses at 0.7 floor area ratio (F.A.R.) an appropriate use for this site based on the long-term vision of densification along arterial roads, the proximity to surrounding existing multi-family development, and the sensitive interface with the existing single family homes to the south. The applicant has made substantial effort to address concerns raised by the area residents, and to enable a portion of the site to remain as "Assembly District (ASY)" zone thereby facilitating the existing Eitz Chaim Congregation to remain in the community. Furthermore, the applicant has worked cooperatively with staff to arrive at an acceptable voluntary contribution to the City Affordable Housing Reserve Fund in lieu of community benefit. Therefore, staff recommend that the application be approved.

Cecilia Achiam, MCIP Urban Design Planner (Local 4122)

CA:blg

The following requirements are to be met prior to final adoption of the rezoning:

Legal requirements specifically:

- Dedication of a 4m x 4m corner cut at Francis & Rideau. Note that a RZ on the existing Synagogue site several years ago, had the site provide a 2m road dedication up to 70m from No 3 Road, and 100m from Francis, along No 3 Road.
- Developer to enter into the City's standard Servicing Agreement (SA) for design & construction of beautification upgrades along their Francis and Rideau frontages, up to Rideau Drive. Works include, but are not limited to:
 - 1. Francis Road: including removal of existing sidewalk to create a 1.4m grass and treed boulevard, installation of street lights (exact standard to be determined), a new 1.50m concrete sidewalk to be poured

- at the property line to follow the 2m dedication line established in the previous synagogue site rezoning. (Note: The location of the new sidewalk means that (a) the existing (1975) 300 diameter watermain underneath will need to be renewed. The developer will be required to consult with Engineering Department on possible cost sharing with City, for this expense; and (b) relocation of the existing pole line out into the new boulevard at developer's cost. The developer encouraged to explore feasibility of undergrounding this portion of line.)
- 2. Rideau Gate: including removal of existing sidewalk, relocating a 1.5m concrete sidewalk at the property line from Francis to Rideau Drive as was done via SA 02-199386 on the east side of Rideau Gate in 2002. This will create a 2.45m grass & treed boulevard. The exact location of the existing hydro/tel duct bank is unknown although near the west P.L. of Rideau Gate and will need to be determined. Confirmation from BC Hydro & Telus may be required should the ducts be under the proposed location of sidewalk. Developers consultant to confirm this. All Servicing Agreement works are at the developers sole cost.
- Applicant to provide \$325,000 voluntary contribution to the Statutory Affordable Housing Reserve Fund.

Development Application Conditions:

- Processing of a Development Permit to a level satisfactory to the Director of Development.
- Applicant to address outdoor amenity requirement at the Development Permit stage. (This may be achieved by securing permission, through a Restrictive Covenant, to use meeting room and social gathering facility within the future Eitz Chaim Congregation building by the future owners of the townhouse development; and/or consider incorporating an indoor/outdoor gathering place in the common outdoor open space area.)

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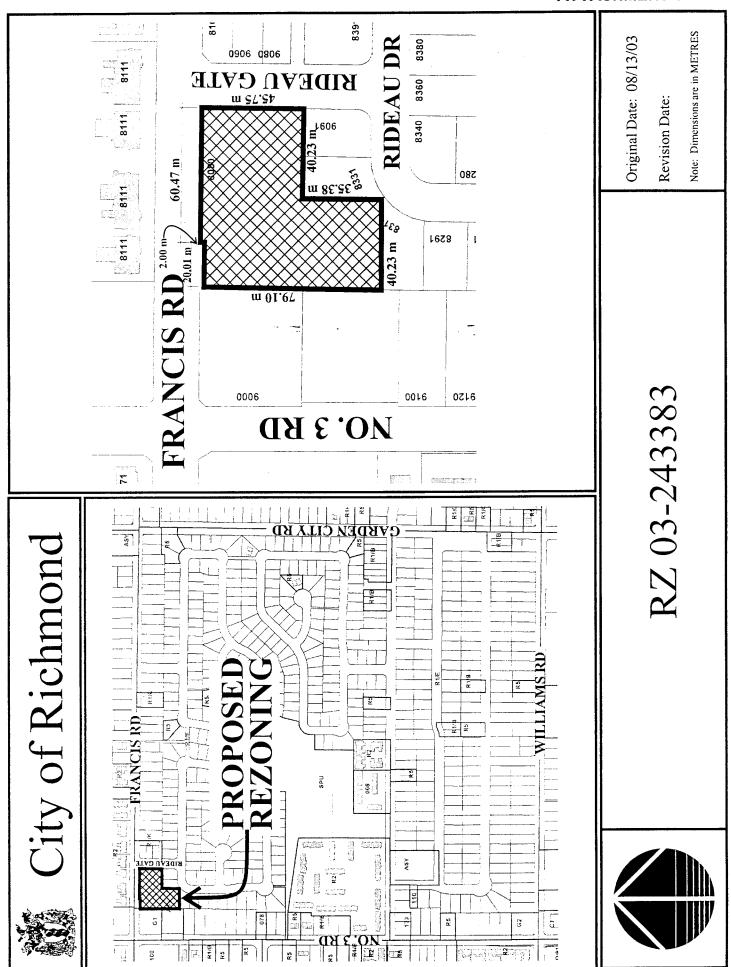
List of Attachments

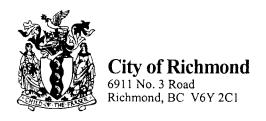
Attachment 1 Location Map

Attachment 2 Development Application Data Sheet

Attachment 3 Preliminary Concept Plans

Attachment 4 Conditional Rezoning Requirements





Development Application Data Sheet

Development Applications Department

RZ 03-243383 Attachment 2

Address:

8080 Francis Street

Applicant:

GBL Architects Group Inc.

Owner:

Eitz Chaim Congregation

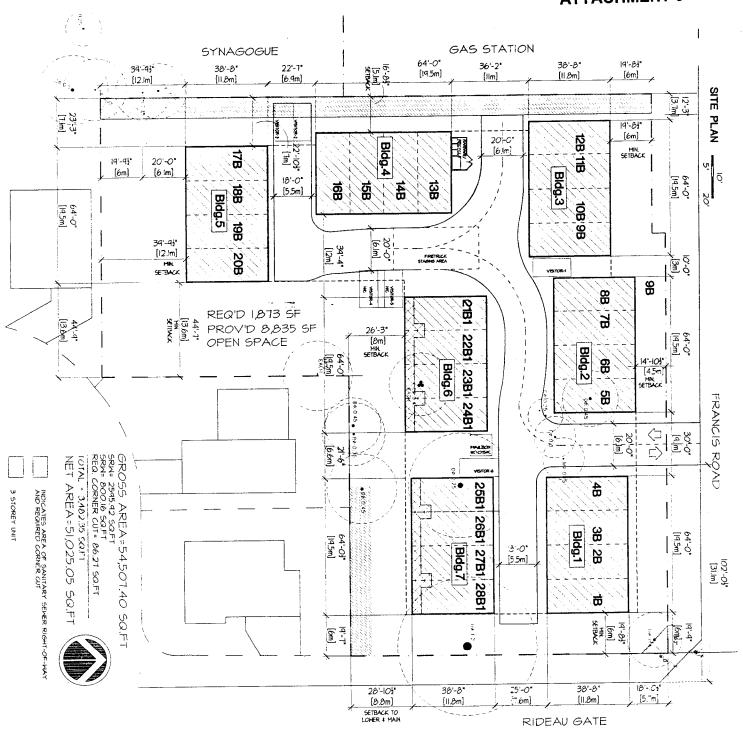
Planning Area(s):

N/A

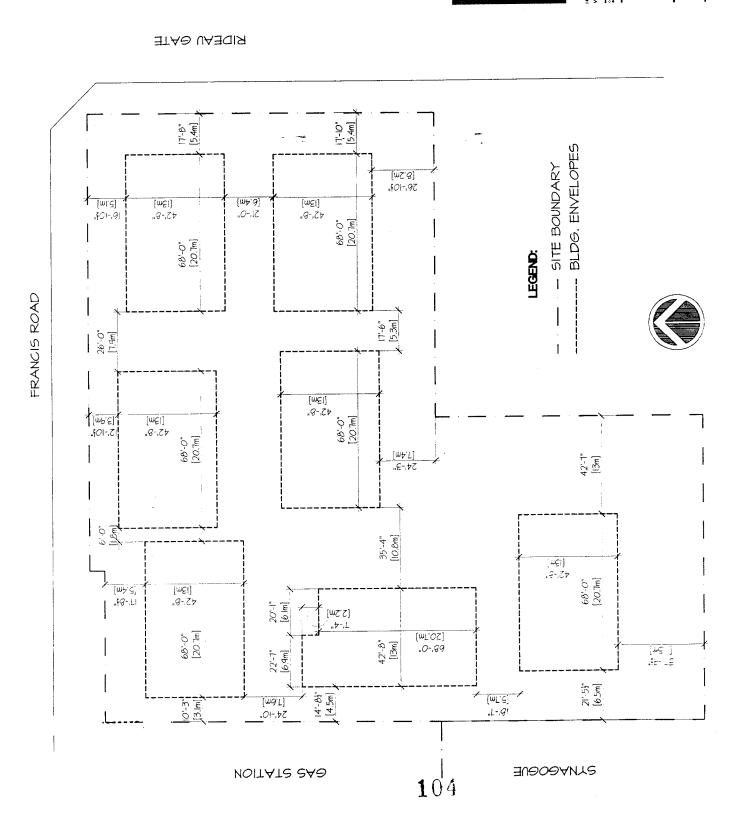
	Existing	Proposed
	4,749.23m ² (before dedication	4,740.23m ² (after dedication of
Site Size:	of 3m x 3 m corner cut)	3m x 3 m corner cut)
Land Uses	Assembly-place of worship	Multi-Family Residential on the portion of the site to be rezoned
OCP Designation	Community Institutional	Residential, 3 Storeys
Zoning	ASY	CD
	existing houses to be	
Number of Units	demolished	28 townhouses

	Bylaw Requirement	Proposed	Variance
Density (units/acre)	n/a	24 upa	None
Floor Area Ratio:	0.70	0.7	None
Lot Coverage – Building:	40%	38%	None
Lot Size:	4,500 m ² (1.1 acres)	4,740.23 m ² (1.2 acres)	None
Street Setbacks: Francis Road (North) Rideau Gate (East):	4.5 m-6m (to bidg) 6 m (to bidg)	.5 m-6m (to bldg) 6 m (to bldg)	Bay window and porch projections along public streets may be considered
Setback – South East	8 m –12.1 m 13.6 m	8 m –12.1 m 13.6 m	None
Setback – West:	4.5 m –4.5 m adjacent to existing gas station 3.7 m to ext'g gas station site and 7 m to the future synagogue site	3.1 m –4.5 m adjacent to existing gas station 3.7 m to ext'g gas station site and 7 m to the future synagogue site	None
Height (m):	11 m max.	11 m max.	None
Off-street Parking Spaces – Regular/Visitor*:	56/6	56/6	None
Tandem Parking Spaces	28	28	None
Amenity Space – Indoor*:	70 m ² (753 ft ²)	none	Payment in lieu
Amenity Space – Outdoor*:	168 m² (1,808 ft²)	852 m² (9,171 ft²)	None

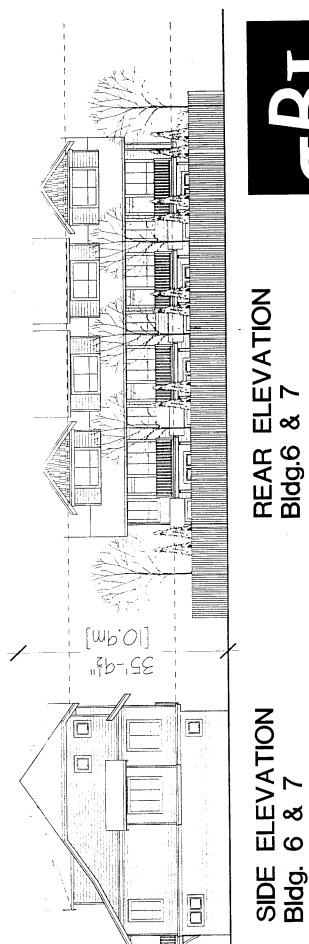
ATTACHMENT 3



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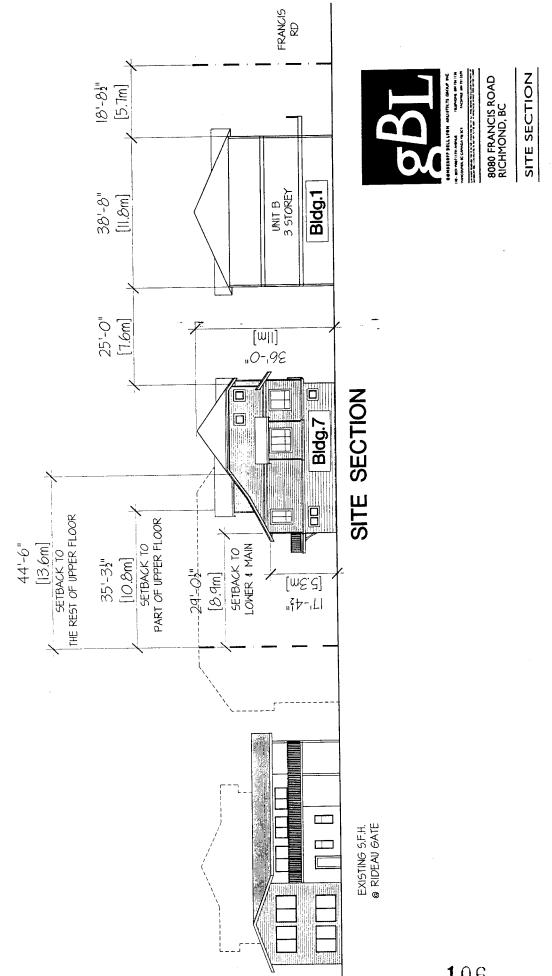


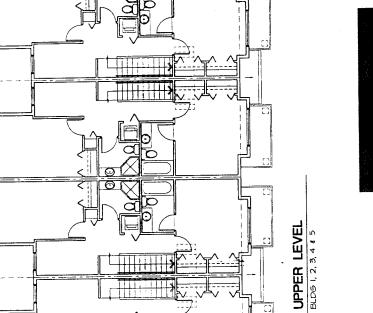




8080 FRANCIS ROAD RICHMOND, BC

ELEVATIONS





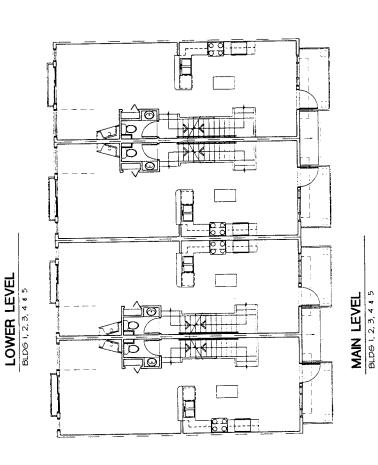


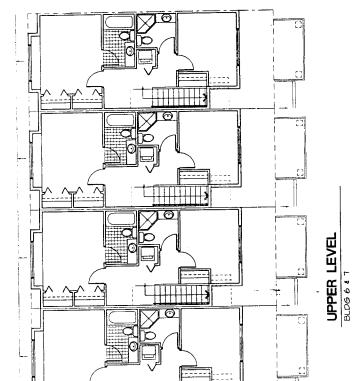
GOMBEROFF BELL LYON ARCHITECTS GROUP INC. 140 - 1034 WEST LITH AVENUE VANCOUVER, BC CANADA V6J 2C9

8080 FRANCIS ROAD RICHMOND, BC

BUILDING PLANS

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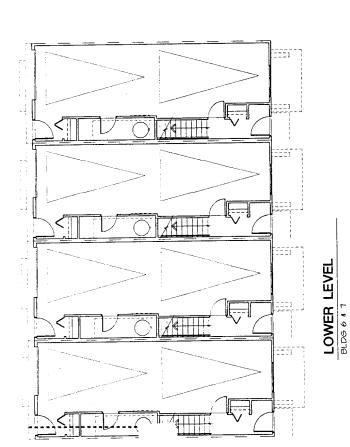


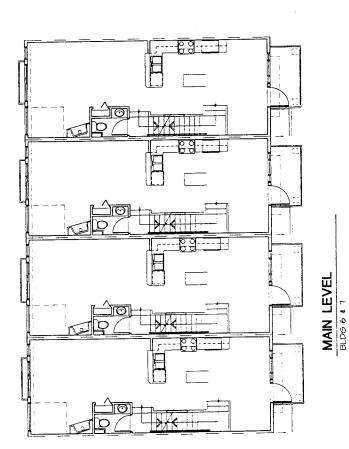
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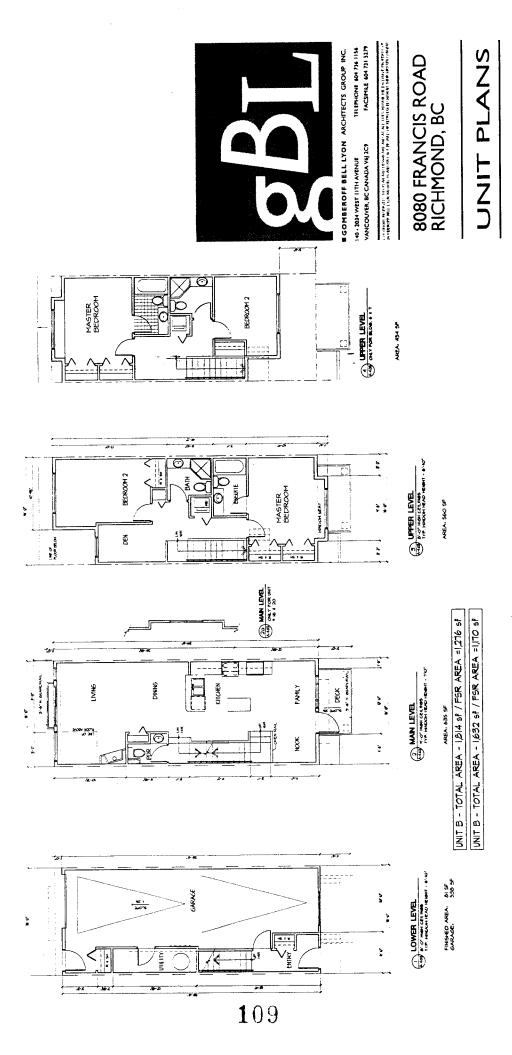
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8080 FRANCIS ROAD RICHMOND, BC

BUILDING PLANS









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

ATTACHMENT 4

Urban Development Division Fax: (604) 276-4052

Acknowledgement of Conditions for RZ 03-243383

The following requirements are to be met prior to final adoption of the rezoning: Legal requirements specifically:

- Dedication of a 4m x 4m corner cut at Francis & Rideau. Note that a RZ on the existing Synagogue site several years ago, had the site provide a 2m road dedication up to 70m from No 3 Road, and 100m from Francis, along No 3 Road.
- Developer to enter into the City's standard Servicing Agreement (SA) for design & construction of beautification upgrades along their Francis and Rideau frontages, up to Rideau Drive. Works include, but are not limited to:
 - 1. Francis Road: including removal of existing sidewalk to create a 1.4m grass and treed boulevard, installation of street lights (exact standard to be determined), a new 1.50m concrete sidewalk to be poured at the property line to follow the 2m dedication line established in the previous synagogue site rezoning. (Note: The location of the new sidewalk means that (a) the existing (1975) 300 diameter watermain underneath will need to be renewed. The developer will be required to consult with Engineering Department on possible cost sharing with City, for this expense; and (b) relocation of the existing pole line out into the new boulevard at developer's cost. The developer encouraged to explore feasibility of undergrounding this portion of line.)
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Applicant's Signature: *Signed Original on file Date: ______



Richmond Zoning and Development Byalw 5300 Amendment Bylaw 7860 (RZ 03-243383) Portion of 8080 Francis Road

The Council of the City of Richmond enacts as follows:

1. Richmond Zoning and Development Bylaw 5300 is amended by inserting Section 291.159 thereof the following:

"291.159 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/159)

The intent of this zoning district is to accommodate townhouses.

291.159.1 PERMITTED USES

RESIDENTIAL, limited to townhouses; BOARDING & LODGING, limited to two persons per dwelling unit; HOME OCCUPATION; ACCESSORY USES.

291.159.2 PERMITTED DENSITY

- .01 Maximum Floor Area Ratio:
 - (a) 0.70;
 - (b) An additional 50 m² (538.21 ft²) per **dwelling unit** (either for the exclusive use of individual units or for the total development) for use as **accessory buildings** and off-street parking; and
 - (c) An additional 0.1 floor area ratio shall be permitted provided that it is entirely used to accommodate amenity space.

291.159.3 MINIMUM LOT SIZE

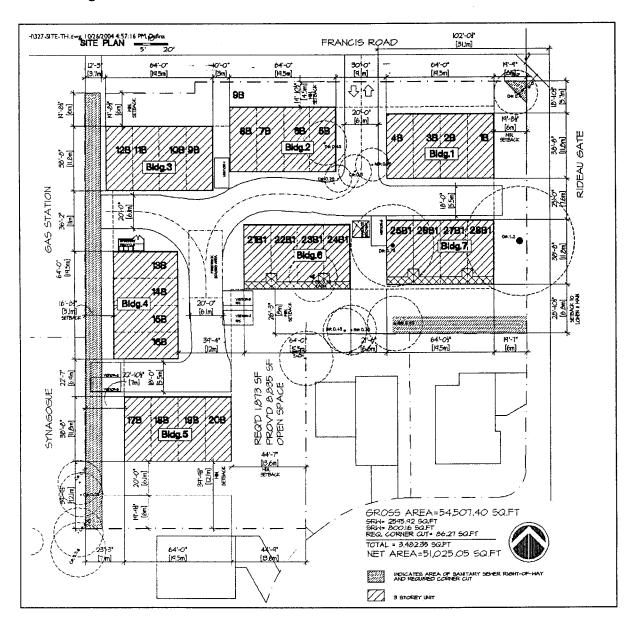
.01 Townhouses shall not be constructed on a lot which is less than 4,500 m² (48,440 ft²) in area.

291.159.4 MAXIMUM LOT COVERAGE: 40%.

291.159.5 MINIMUM SETBACKS FROM PROPERTY LINES AND SITING OF BUILDINGS

- .01 Principal **buildings** are to be sited and setback from property lines in accordance with Diagram 1 of Section 291.159.5.
- .02 Cantilevered roofs and balconies, unenclosed fireplaces and chimneys forming part of a principal **building** may project into the required setback area for a maximum distance of 1 m (3 ft.).

Diagram 1:



Yard Setback Public Road Setback (north)		Minimum Setback Required Francis Road: 4.5 m to Building 1 and 2 6.0 m to Building 3				
					(east)	Rideau Gate: 6 m to Building 1 and 7
				Side Yard	(south)	12.1 m to Building 5
		8.0 m to Building 6				
		8.8 m to Building 7				
Rear Yard	(west)	3.7 m to Building 3				
		5.1 m to Building 4				
		7 m to Building 5				

291.159.6 MAXIMUM HEIGHTS

.01 Principal buildings: Three-storeys but not exceeding 11 m (36 ft.).

.02 Accessory buildings: 5 m (16 ft.).

291.159.7 OFF-STREET PARKING

Off-street parking shall be provided, developed and maintained in accordance with Division 400 of this Bylaw EXCEPT THAT:

(a) Off-street parking shall be provided at the rate of:

i. For residents:

2.0 spaces per dwelling unit; and

ii. For visitors:

0.2 spaces per dwelling unit.

- (b) Where two parking spaces are intended to be **used** by the residents of a single **dwelling unit**, they may be provided in a tandem arrangement with one parking space located behind the other and, typically, both spaces set perpendicular to the adjacent manoeuvring aisle."
- 2. 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/159).**

That area shown cross-hatched on "Schedule A attached to and forming part of Bylaw No. 7860."

3. This Bylaw is cited as "Richmond Zoning And Development Bylaw 5300 Amendment Bylaw 7860".

FIRST READING		CITY OF RICHMOND
PUBLIC HEARING		APPROVED for content b originating dept.
SECOND READING		APPROVED
THIRD READING		for legality by Solicitor
DEVELOPMENT REQUIREMENTS SATISFIED		-
ADOPTED		
MAYOR	CITY CLERK	_

