

# **Report to Committee**

To Planning Committee - Nov 18, 2002

Date:

November 8, 2002

From:

In a Face w

Planning Committee

File:

RZ 02-215251 8060-20 - 7445

riom

To:

Joe Erceg

Manager, Development Applications

8060-20-7445

Re:

APPLICATION BY PAUL LEONG FOR REZONING AT 7360 HEATHER STREET FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA F (R1/F) TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD/130), AND TO AMEND THE DENSITY, LOT SIZE, AND BUILDING SETBACK REQUIREMENTS UNDER

**COMPREHENSIVE DEVELOPMENT DISTRICT (CD/130)** 

## **Staff Recommendation**

1. That Bylaw No. 7550, to amend the maximum density permitted under "Comprehensive Development District (CD/130)" from 0.69 floor area ratio to 0.63 floor area ratio, together with corresponding lot size and building setback requirements, be introduced and given first reading.

2. That Bylaw No. 7455, for the rezoning of 7360 Heather Street from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/130)", be introduced and given first reading.

Joe Erceg

Manager, Development Applications

JE:spc Att. 4

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

## **Staff Report**

## Origin

Paul Leong Architect has applied to the City of Richmond for permission to rezone 7360 Heather Street (Attachment 1) from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/130) in order to develop 10 three-storey townhouses. (Attachment 2 & 3) In addition, this report proposes that the density, lot size, and building setback requirements under CD/130 be amended to make them consistent with the subject application and previously approved development under this zoning district.

## **Findings of Fact**

Item	Existing	Proposed
Owner	Un Sy	AKJ Enterprises Ltd.
Applicant	Paul Leong	No change
Site Size	1,796 m <sup>2</sup> (19,328 ft <sup>2</sup> )	No change
Land Uses	One single family home	10 3-storey townhouses
City Centre Area Plan Designation	Residential	No change
Sub-Area Plan Designation (McLennan South)	Residential, 2 ½ storeys typical (3 storeys maximum), Townhouse, Triplex, Duplex, Single Family - 0.6 base F.A.R.	No change
Zoning	Single Family – large lot unsewered - R1/F	CD/130

#### Surrounding Development

The subject site is situated along the eastern edge of Heather Street in the second densest area designated under the McLennan South Sub-Area Plan. The area of the subject site is characterized by a mix of older and newer homes and vacant lots, many of which contain large mature trees. The plan generally intends for these properties to redevelop with townhouses.

To date, several townhouse projects have been approved and/or are under construction in the vicinity of the subject site, including the site directly north of the subject site (7322 Heather), which was previously rezoned to CD/130 for the purpose of developing 21 3-storey townhouses (RZ 01-194862). The developer of that site, who is also the developer of the subject site, proposes that the two properties form one comprehensively designed project. Typically, this would be accomplished by consolidating the two lots. Unfortunately, in this case consolidation is not possible, but nevertheless the developer intends that the two projects be treated as one and, as such, has proposed a single driveway access to be shared by the two projects (as per RZ 01-194862), a single common outdoor space, and shared garbage/recycling/mail facilities.

South, east, and west (e.g. across Heather Street) of the proposed development are single-family lots designated, like the subject site, for townhouses. Most of these lots will require some assembly with neighbouring properties to redevelop in a manner that is consistent with the subarea plan.

## McLennan South Sub-Area Plan

The McLennan South Sub-Area Plan (Attachment 4) supports medium density townhouse development on the subject site, together with a new road along the site's eastern edge. More specifically:

## A. Building Height

The sub-area plan directs that the subject site and its neighbours typically be no more than 2 ½ storeys in height, with three storey buildings being permitted where impacts on adjacent developments are negligible and the additional height provides for greater open space, landscape opportunities, a more interesting and varied streetscape, and/or other benefits.

• For example, the project immediately north of the subject site at 7322 Heather Street was approved at 3 storeys on the basis that its site coverage was significantly less than that of a nearby 2 ½-storey project (e.g. 30% versus 46%).

## B. Building Densities

The sub-area plan stipulates "base densities", which are to be applied to properties <u>net</u> of any dedications. Modest increases above the "base densities" may be approved where projects are well designed and consistent with sub-area objectives for character and form. Greater increases above the "base densities" may be approved where, in addition to an attractive form, projects make significant contributions in support of the sub-area plan, especially where it involves the dedication of land (i.e. for road).

• For example, 7322 Heather Street, like the subject site, is designated for a base density of 0.6 FAR, but in light of its attractive form and character, an earlier approval for higher density nearby, and its proposed dedication of an 8 m (26.3 ft.) wide strip of land along its east property line for a future road, it was rezoned to permit 0.69 FAR (e.g. CD/130).

#### C. Road Development

The sub-area plan directs that a number of new roads be constructed in the neighbourhood, including a north-south road along the rear property line of the subject site and 7322 Heather Street. The establishment of new roads can be a significant burden on developers and Council has directed that staff review the practicality of their implementation in McLennan South and the positive/negative implications of their possible omission from the plan. Until these questions can be answered, staff have attempted to lessen the burden of road development through reduced right-of-way widths, cost sharing between adjacent projects, Development Cost Charge credits, and, where practical, means to provide for the easy future discharge of roadways, in whole or in part, where they prove to be unnecessary.

• For example, the developer of 7322 Heather Street was requested to dedicate an 8 m (26.3 ft.) wide strip of land along his east property line for a future "half-road", together with a 2 m (6.6. ft.) wide strip secured through Public Rights of Passage (in case it became necessary for the City to have access to additional land in order to open the road in a timely manner). Ultimately, however, it was determined that it would be preferable to secure the entire 10 m (32.8 ft.) width through Public Rights of Passage in order that the City could reserve the ability to readily release some or all of the right-of-way at its discretion if plans for the road changed.

## D. Status of Sub-Area Plan Review & Update

In October 2001, Council directed that staff "undertake a 'targeted review' of key issues affecting the implementation of the McLennan South Sub-Area Plan...". More specifically, staff are to review opportunities to mitigate road and servicing costs, issues of building height in the neighbourhood's medium- and low-density townhouse areas, and timing of park/school construction. In April 2002, Council further directed "that the need for interior roads (i.e. other than the ring road) be included in the previous referral...". Due to the high level of development activity in McLennan South, staff have been unable to thoroughly address these issues. However, progress has been made, as follows:

- The neighbourhood park has been proposed for inclusion in the City's 5 Year Capital Plan and Parks staff hope to begin planning work in 2003. In support of this, the City is currently working with the School District to resolve road, access, and school siting issues. Funding of park improvements will be assisted by contributions from local developers (e.g. \$226,000 to date, with additional contributions anticipated), some of which has been provided in lieu of on-site, indoor amenity space and some of which is specifically intended for art in the park.
- Building heights in the neighbourhood's medium density townhouse area fronting Heather Street have been resolved via a sub-area plan amendment adopted in April 2002, which permits this formerly 2 ½-storey area to include some3-storey buildings. Staff anticipate that a similar plan amendment may be proposed for consideration by Council for the townhouse area near No. 4 Road when pending rezoning applications for that area are brought forward.

Although the more complex issues of roads and servicing have not yet been resolved, some notable findings will guide this work, including:

- At least two new east-west roads with connections to No. 4 Road are required, together with the construction of the eastern portion of General Currie Road, for convenient and practical vehicular and pedestrian access into and circulation through the neighbourhood.
- New roads are required to disperse traffic within the neighbourhood if, as was intended when the plan was adopted, existing residents are to be provided with some relief from the traffic associated with increased development.
- The subdivision of backlands in the area designated for single-family development is dependent on the provision of new public roads in order that new fee simple lots may be created. (In some cases this affects only single-family designated properties, but in others it affects townhouse designated lots also.) If new roads are not provided in this area as directed under the plan, it will be necessary to provide an alternative pattern of new roads or designate the "single-family area" for multiple-family development.
- If it is decided that the sub-area plan's circulation system and land uses should be amended, work will still be required to determine an appropriate "balance" between new development and new roads. For example, if it is desirable for the single-family area to be redesignated for low-density multiple-family uses (i.e. coach houses, duplexes, low-density townhouses, etc.), perhaps the amount of new road can be limited to General Currie Road and the two east-west roads noted above. However, if redesignation to permit higher density townhouses like those near Garden City Road is desirable, perhaps the road system should similarly mimic the roads in that area.

Of the findings to date, the most significant is that as a result of abandoning some of the new roads identified in the plan, it would become necessary to amend land use designations in some portions of the neighbourhood. Staff intend to bring more detailed information regarding this finding and other aspects of the road/servicing issue before Council for consideration in 2003. Until that time, the McLennan South road plan will remain unchanged.

## Comprehensive Development District (CD/130)

This zoning district was recently established to accommodate medium-density townhouse development at 7322 Heather Street in accordance with the McLennan South Sub-Area Plan. The subject site is the second site for which this zoning district has been considered. The zone "bonuses" development by allowing extra height (e.g. 3 storeys rather than 2 ½) in exchange for reduced site coverage (e.g. 30% rather than the 46% approved nearby for a 2½ storey project).

At the time CD/130 was drafted, it was assumed that 7322 Heather Street would dedicate a strip of land for road; however, ultimately the land was instead secured through Public Rights of Passage. This in effect resulted in the site being permitted a greater buildable area that was intended by either the City or the developer (as demonstrated by the approved Development Permit, DP 01-194685). In addition, as the change in the roadway effectively enlarged the site, it also impacted the project's site coverage and building setbacks.

The amendments to Comprehensive Development District (CD/130) proposed as part of this report specifically address these issues. In addition, the amendments address minor inconsistencies between the subject application and the zoning district and are aimed at making CD/130 flexible enough to apply to similarly designated sites elsewhere in McLennan South.

## Indoor Residential Amenity Space

The City has retained a consultant to review when and in what form indoor amenity space should be provided in Richmond's multiple-family projects. This work is expected to be complete soon and will be used to update current Official Community Plan (OCP) policies. In the meantime, in lieu of providing on-site, indoor amenity space, a number of projects in McLennan South have provided money towards construction of the proposed neighbourhood park at a rate of \$1,000 per dwelling unit (including the project at 7322 Heather Street). It is staff's intention that this practice continues until such time as it has been determined what, if any, changes are to be made to the OCP.

## **Development Permit Guidelines**

Guidelines for the issuance of Development Permits for multiple-family housing are contained within Section 2.10 and 2.10D of Bylaw 7100 (City Centre Area Plan and McLennan South Sub-Area Plan).

## **Staff Comments**

## Policy Planning

The proposed development is an attractive addition to the previously approved project at 7322 Heather Street and is consistent with sub-area, area, and city-wide objectives. The applicant has agreed to contribute \$10,000 (e.g. \$1,000 per dwelling) towards the construction of the neighbourhood park in lieu of providing indoor amenity space on his site (as per recent practice in this area). The applicant has also agreed to provide a right-of-way along his site's east property line and to pay for its future construction as a road. Given the uncertainty about new roads in McLennan South, including this one, the developer has requested that this right-of-way and the associated funds be released back to his project "should the City make the decision not to construct this road before the start of construction of [his] project". Staff are agreeable to this, but wish to reserve the right to release only a portion of the land and funds if it is determined that the road is unnecessary, but a trail or some other form of public access should be provided.

Staff recommend that the processing of a Development Permit (DP), to the satisfaction of the Manager of Development Applications, be made a condition of final adoption of the subject application for rezoning and that, through this process, special attention be paid to:

- Enhancing the integration of the subject development with 7322 Heather Street, especially in the design of their shared open space, pedestrian access to the subject site's rear units, and the project's massing and character. (Note, in this regard, staff support relaxing the side yard setback of the subject development along the property line shared with 7322 Heather Street.)
- Vehicle turn-around space for the parking spaces along the south property line.
- The retention of existing trees, especially along the site's Heather Street property line, the property line shared with 7322 Heather Street, and the future road right-of-way.

The proposed amendments to CD/130 address a discrepancy between this zoning district and the projects at 7322 Heather Street and the subject site, and potentially improve the zone's applicability to future development elsewhere in McLennan South.

#### **Transportation**

As a condition of rezoning, the developer must provide:

- A 10 m (32.8 ft.) wide strip of land, secured through Public Rights of Passage, for a future north-south road running along his site's eastern property line, together with funding for its construction. (Note that the right-of-way and associated funding may be released back to the developer if the City determines that they are no longer required for road or related purposes, such as trail, service corridor, etc.)
- Vehicular access to the subject site solely via shared driveways across 7322 Heather Street, as previously approved through that site's rezoning and Development Permit processes.
- \$10,000 towards the construction of traffic calming measures in the vicinity of the subject site, as set out in the sub-area plan's implementation document.

## Engineering

Prior to final reading of the pending rezoning, the following must be in place:

- 1. Granting of a 10m (32.8 ft.) wide Public Rights of Passage right-of-way along the subject site's entire east property line, to align with rights-of-ways across 7322 Heather Street.
- 2. Payment of "cash in lieu" for future road construction within the right-of-way proposed along the site's eastern edge, to be based on a cost estimate prepared and sealed by a Professional Engineer. A full engineering design does not need to be done at this time. The cost estimate must take into account peat removal and appropriate replacement material for the entire right-of-way, 5 m (16.40 ft.) width of full road construction, 150 mm (6") storm sewer, curb and gutter, 2 m (6.56 ft.) wide grass boulevard complete with 7 cm (3") trees at 9 m (29.53 ft.) on centre, decorative "Zed" street lights, and a 1.75 m (5.74 ft.) wide concrete sidewalk. (Note: Costs for upsizing the storm sewer, installation of a watermain and sanitary sewer, and the provision of BC Hydro and Telus ducts, if required, will be the responsibility of the Ash Street properties east of the subject site.)
- 3. Registration of a Restrictive Covenant ensuring that sole access to the subject site is via the driveways constructed across 7322 Heather Street (e.g. no direct vehicular access shall be permitted to Heather Street).

Prior to issuance of Building Permit, the developer shall be required to enter into the City's standard Servicing Agreement to design and construct frontage improvements along Heather Street, as determined by the City.

## **Analysis**

## Proposed Amendments to CD/130

Amendments to Comprehensive Development District (CD/130) are required to address inconsistencies between the original intent of this zoning district at 7322 Heather Street (as per RZ 01-194862 and DP 01-195685) and its potential for a larger amount of development. These inconsistencies arose from securing a proposed road across the site as a Public Rights of Passage right-of-way, rather than dedication, which resulted in a larger net site area and, in turn, more potential buildable area. To rectify these inconsistencies and make CD/130 applicable to the subject site and other possible future projects, the following amendments are proposed:

CD/130	Existing	Proposed
Density	0.69 FAR	0.63 FAR
Site Coverage	30%	No change
Setbacks	Public Road: 6m (19.685 ft) Side & Rear Property Lines 3m (9.843 ft)	The "public road" setback is expanded to also apply to rights-of-ways secured for the purpose of public passage.
Minimum Lot Size	0.3 ha (0.741 ac)	0.16 ha (0.398 ac)

## Density:

The proposed decrease in floor area ratio (FAR) reflects the increase in site area resulting from the lack of any road dedication, and is consistent with the buildable area proposed for 7322 Heather Street under RZ 01-194862 and approved under DP 01-195685. This revised density is also consistent with the subject application (assuming that, as proposed, no dedication is required).

## Site Coverage:

7322 Heather Street was designed at a site coverage of 30% net of previously anticipated road dedications, which translates to 26.7% with no dedications. The site coverage of the subject development would be 33.2% if road dedications were to be required, or 29.9% without them (as proposed). The higher net site coverage of the subject development appears reasonable given that it is still substantially lower than the 46% approved for a 2½ storey project nearby and the 40% typically required of townhouse developments in Richmond. In light of this and to facilitate the possible use of CD/130 for other townhouse projects in McLennan South, it appears desirable that the zone's current site coverage of 30% remains unchanged (and that it be understood that this requirement will apply to sites inclusive of any roads or other public areas secured through Public Rights of Passage).

#### Setbacks:

CD/130 refers to setbacks from "public roads", which are defined under Richmond's Zoning and Development Bylaw as "...land in public ownership...". As the future roadway across 7322 Heather Street has been secured through Public Rights of Passage, rather than dedication, it is not under the ownership of the City and the bylaw's stipulated setbacks from "public roads" do not apply. For this reason, it is proposed that the bylaw be amended such that the setbacks will be measured from "public roads and rights-of-ways secured for public passage".

With regard to the setback dimensions set out under CD/130, no change is proposed as they are consistent with sub-area plan objectives and with townhouse requirements in common usage across Richmond (e.g. Townhouse District/R2 requires a 6 m front yard and 3 m side and rear yards).

## Minimum Lot Size:

As CD/130 was created originally for 7322 Heather Street, the minimum lot size reflects the larger size of that property. In order for CD/130 to be applied to the smaller subject site, the lot size must been amended or varied. In light of the desire to make this zoning district available for possible use elsewhere in McLennan South and that many such sites are similar in size to the subject site, it appears preferable to amend the required minimum lot size under CD/130 to 0.16 ha (0.4 ac.).

## Subject Development

The subject development is consistent with the McLennan South Sub-Area Plan and conforms to the "amended CD/130" discussed above, with the exception of its side yard setback along its north edge. CD/130 requires a setback of 3 m (9.843 ft.) along this edge, while the subject project provides only 1.35 m (4.43 ft.). Had it been possible for the subject site and 7322 Heather Street to be consolidated, this setback requirement would not apply. In light of this and the fact that the two sites are being comprehensively designed and developed, it appears reasonable to support the application and vary the setback requirement along the site's north edge through the Development Permit process.

## **Financial Impact**

None.

#### Conclusion

The proposed amendments to Comprehensive Development District (CD/130) are consistent with the zoning district's intended use, and rezoning of the subject site to this amended zone is consistent with the McLennan South Sub-Area Plan and neighbouring development. On this basis, the proposed zoning amendment and rezoning application merit favourable consideration.

Jenny Beran, MCIP

Planner

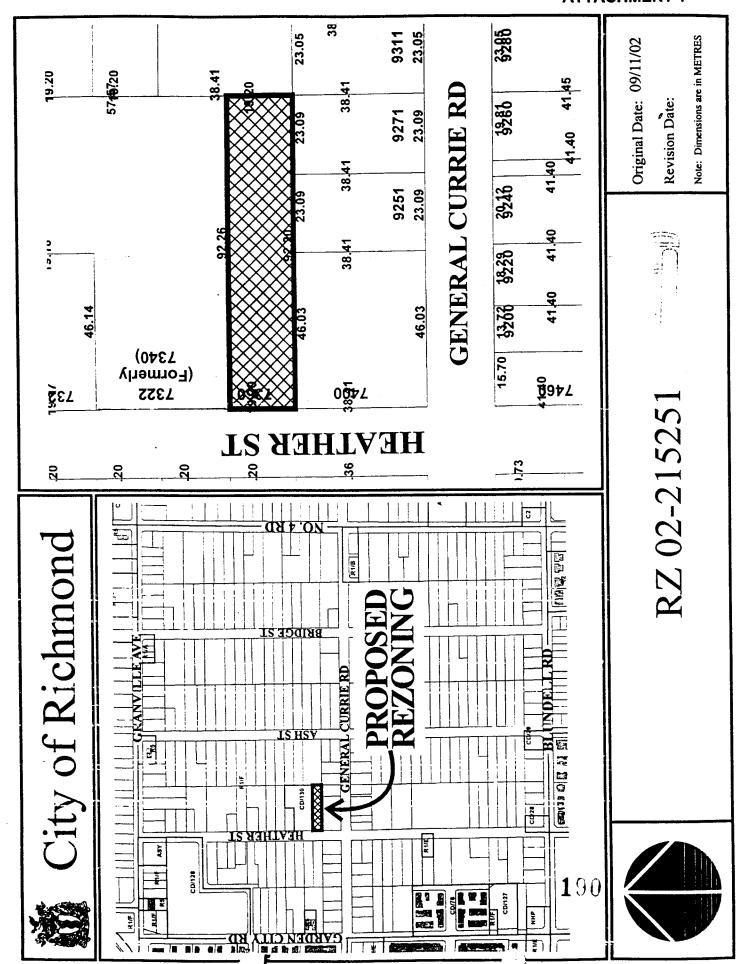
Suzanne Carter-Huffman Senior Planner/Urban Design

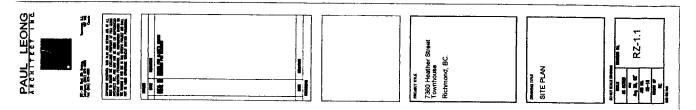
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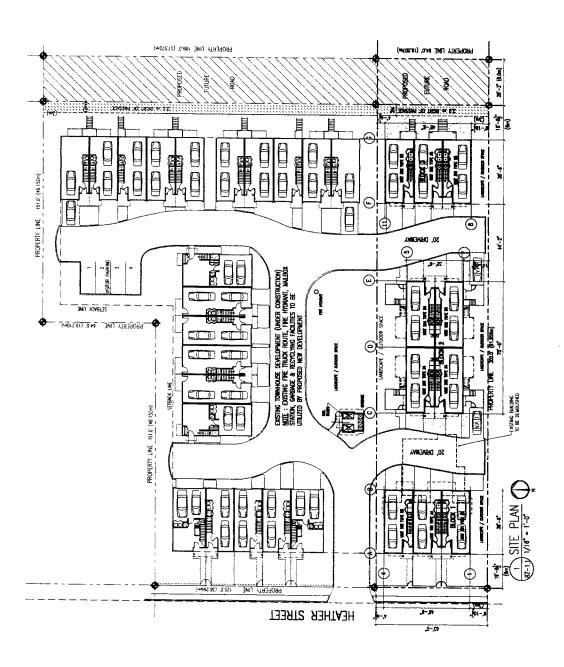
There are requirements to be dealt with prior to final adoption: Legal requirement, specifically,

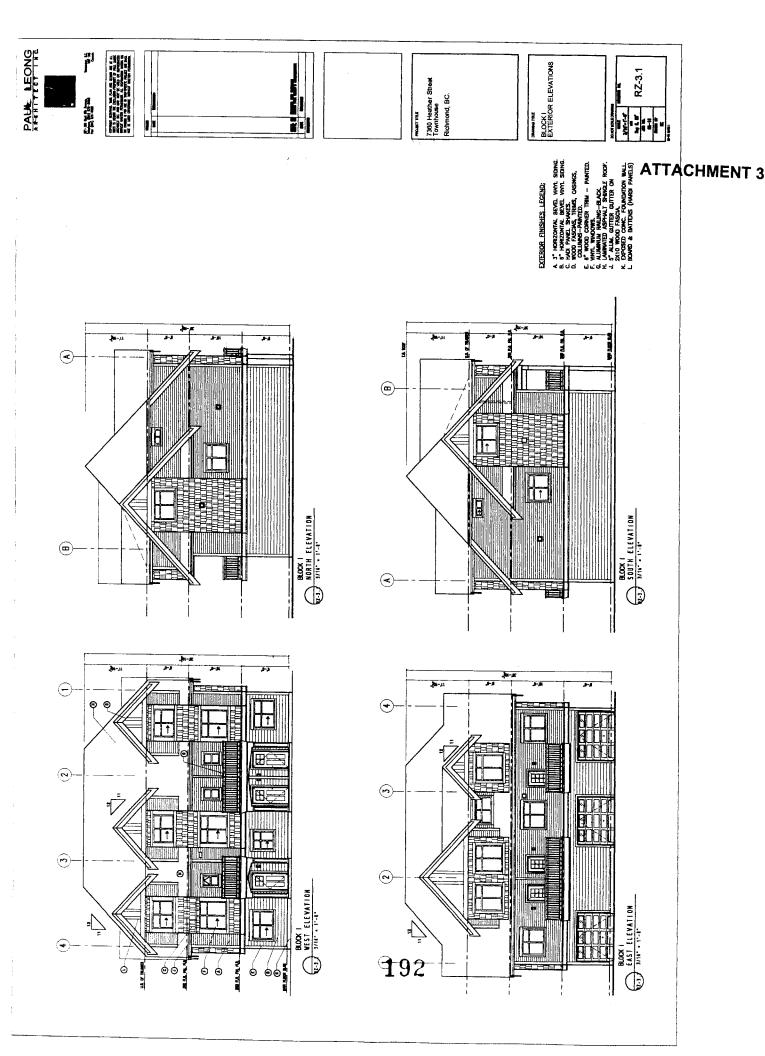
- Granting of a 10m (32.8 ft.) wide Public Rights of Passage right-of-way along the subject site's entire east property line, to align with rights-of-ways across 7322 Heather Street.
- Payment of "cash in lieu" for future road construction within the right-of-way proposed along the site's eastern edge, to be based on a cost estimate prepared and sealed by a Professional Engineer. A full engineering design does not need to be done at this time. The cost estimate must take into account peat removal and appropriate replacement material for the entire right-of-way, 5 m (16.40 ft.) width of full road construction, 150 mm (6") storm sewer, curb and gutter, 2 m (6.56 ft.) wide grass boulevard complete with 7 cm (3") trees at 9 m (29.53 ft.) on centre, decorative "Zed" street lights, and a 1.75 m (5.74 ft.) wide concrete sidewalk. (Note: Costs for upsizing the storm sewer, installation of a watermain and sanitary sewer, and the provision of BC Hydro and Telus ducts, if required, will be the responsibility of the Ash Street properties east of the subject site.)
- Registration of a Restrictive Covenant ensuring that sole access to the subject site is via the driveways constructed across 7322 Heather Street (e.g. no direct vehicular access shall be permitted to Heather Street). Development requirements, specifically:
- \$10,000 towards the McLennan South park (e.g. \$1,000/dwelling) in lieu of providing indoor amenity space.
- \$10,000 contribution toward traffic calming measures in the McLennan South neighbourhood.
- An agreement between 7360 and 7322 Heather for the shared use of open space, garbage area, and mailboxes.
- Processing of a DP to a level deemed acceptable to the Manager of Development Applications.

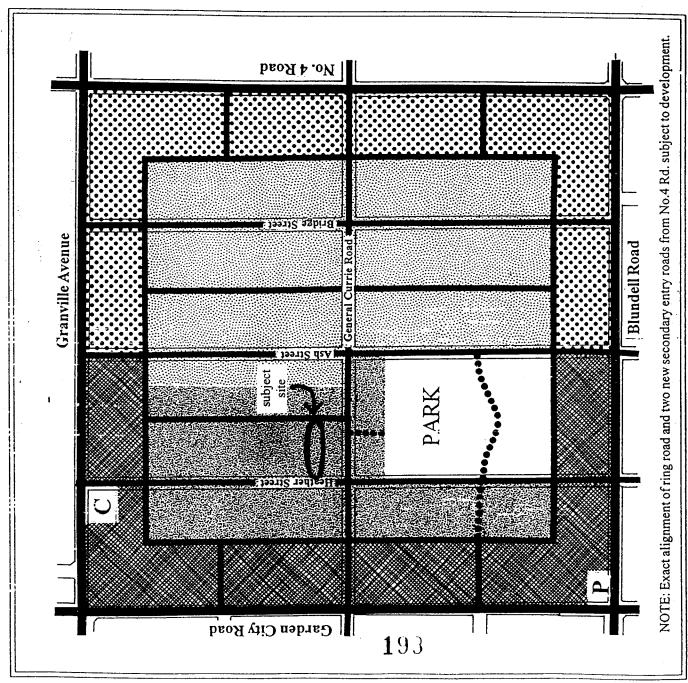




## **ATTACHMENT 2**









# City of Richmond

# Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7455 (RZ 02-215251) 7360 HEATHER STREET

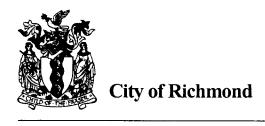
The Council of the City of Richmond, in open meeting assembled, enacts as follows:

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 COMPREHENSIVE DEVELOPMENT DISTRT (CD/130).

P.I.D. 003-538-923 South Half Lot 9 Block "B" Section 15 Block 4 North Range 6 West New Westminster District Plan 1207

2. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7455".

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A PUBLIC HEARING WAS HELD ON	APPROVE for content originating	by
SECOND READING	APPROVE	,
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OTHER REQUIREMENTS SATISFIED		
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MAYOR	CITY CLERK	



# Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7550 7322 HEATHER STREET (Proposed at 7360 Heather Street as per RZ 02-215251)

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

1. Richmond Zoning and Development Bylaw 5300 is amended by replacing Sections 291.130.2, 291.130.4, and 291.130.6 with the following:

#### "291.130.2 PERMITTED DENSITY

.01 Maximum Floor Area Ratio:

0.63, together with 0.03 which must be **used** exclusively for covered areas of the principal **building** which are open on one or more sides; AND FURTHER an additional 50 m<sup>2</sup> (538.21 ft<sup>2</sup>) per **dwelling unit** (either for the exclusive use of individual units or for the total development) which must be **used** as off-street parking;

PROVIDED THAT any portion of floor area which exceeds 5 m (16.404 ft.) in height, save and except an area of up to 10 m<sup>2</sup> (107.643 ft<sup>2</sup>) per **dwelling unit used** exclusively for entry and staircase purposes, shall be considered to comprise two floors and shall be measured as such.

#### 291.130.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 Public Road & Rights-of-Ways Secured for Public Passage: 6 m (19.685 ft.)

EXCEPT THAT porches, balconies, bay windows, entry stairs, and cantilevered roofs forming part of the principal **building** may project into the setback for a distance of not more than 2 m (6.562 ft.);

AND FURTHER EXCEPTING THAT gateways, pergolas, and similar landscape **structures** that do not form part of the principal **building** may be located within the setback, but shall be no closer to a **property line** or right-of-way secured for public passage than 2 m (6.562 ft.).

.02 From Side and Rear Property Lines: 3 m (9.843 ft.)

EXCEPT THAT bay windows, entry stairs, and cantilevered roofs forming part of the principal **building** may project into the **side and rear yards** for a distance of not more than 1.2 m (3.937 ft.).

## 291.130.6 MINIMUM LOT SIZE

- .01 A **building** shall not be constructed on a **lot** which is less than 0.16 ha (0.4 ac.) in size."
- 2. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7550".

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