



City of Richmond
Urban Development Division

Report to Committee

To: Planning Committee
From: Raul Allueva
Director of Development

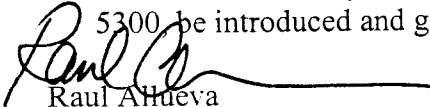
Date: November 17, 2004
File: 08-4045-20-04

Terry Crowe
Manager, Policy Planning

**Re: MANAGING RESIDENTIAL DEVELOPMENTS WITHIN THE STEVESTON
BUSINESS DISTRICT**

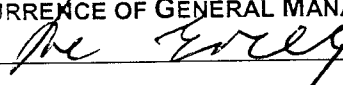
Staff Recommendation

1. That Official Community Plan Amendment Bylaw No. 7687, to amend policies and Development Permit Guidelines in the Steveston Area Plan, Schedule 2.4 of Official Community Plan Bylaw No. 7100, be introduced and given first reading.
2. That Bylaw No. 7687, having been considered in conjunction with:
 - the City's Financial Plan and Capital Program; and
 - the Greater Vancouver Regional District Solid Waste and Liquid Waste Management Plans;
 is hereby deemed to be consistent with said program and plans, in accordance with Section 882(3)(a) of the Local Government Act.
3. That Bylaw No. 7687, having been considered in accordance with the City Policy on Consultation During OCP Development, is hereby deemed not to require further consultation.
4. That the attached Bylaw No. 7839 amending Richmond Zoning and Development Bylaw 5300 be introduced and given first reading.


Raul Allueva
Director of Development


Terry Crowe
Manager, Policy Planning

DCB:cas/blg
Att.

FOR ORIGINATING DIVISION USE ONLY		
CONCURRENCE OF GENERAL MANAGER 		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES <input type="checkbox"/>	NO <input type="checkbox"/>

Staff Report

Origin

A recent Development Permit application for 3251 Chatham has highlighted a need to enhance the City's existing Steveston Commercial (Two-Storey and Three-Storey (C4 and C5) Zoning Districts -- namely that residential development is currently permitted on the first floor of any development within these zones despite the intent to have residential uses placed typically behind commercial uses on the ground floor or above the ground/first floor.

This report proposes an amendment to both the Steveston Area Plan's Development Permit Guidelines and to the two Steveston Commercial Zoning Districts to better manage the location of residential uses within Steveston's Commercial core.

Related Policies

The unique character of Steveston's Downtown Business Centre has long been recognized. Much of its early development has been largely incremental in nature evolving from a series of individual store fronts and maritime related industrial and commercial shops. As such, the downtown plays many different and sometimes conflicting roles.

The Steveston Area Plan notes that the Business Centre is "heritage, fishing, a downtown, a community centre, a workplace, a tourist destination, and an entertainment area". Policies within the Steveston Area Plan attempt to reflect and reinforce these elements by encouraging the development of a vibrant commercial village, a wide range of commercial, industrial and institutional uses, as well as residential uses as part of mixed commercial/residential developments (Section 3.2.3 Steveston Downtown Node). The policies also indicate how residential should be addressed within the core. Specifically:

"Where mixed commercial/residential uses occur, residential uses are encouraged to be above the first floor or behind the commercial uses" (Section 3.2.3 (d) Steveston Downtown Node).

Analysis

Within the Commercial core area (the map in **Attachment 1** shows the area designated for Commercial), mixed uses typically occur through C4 and C5 Steveston Commercial Zoning Districts (two-storey and three-storey respectively). The potential also exists for mixed uses to occur through Comprehensive Development (CD) District zoning, as has been the case for the portion of the Onni development fronting onto No. 1 Road. Neither the existing zoning nor the Development Permit Guidelines within the Steveston Area Plan clearly implement the Policy direction established in Section 3.2.3 (d). The fundamental concern is that, under certain economic conditions, residential development uses may be favoured over commercial uses along key street frontages and be developed throughout buildings in the commercial core – potentially weakening the overall economic viability of the Steveston Commercial Business core over time.

Objectives in clarifying the Policy direction are as follows:

1. To maintain the commercial character and viability of the Business Core by establishing clear locations for residential uses on lots which front onto established business streets;
2. To allow mixed uses to continue; and
3. Where practical, provide flexibility for development proposals to adjust for special circumstances.

Consultation

Staff consulted with the Urban Development Institute (UDI) on the proposed initiative, and a sub-committee was formed consisting of Mr. Bob Ransford and Mr. Dana Westermarck to review this issue. Mr. Ransford and Mr. Westermarck have detailed knowledge of both business and heritage aspects in the Steveston Business District and actively contributed to this review. Mr. Ransford and Mr. Westermarck both agreed that streets such as Moncton Street, No. 1 Road, Bayview Street, and Chatham Street are the spines that should maintain a consistent commercial presence along the ground/first floor streetscapes. The side streets (i.e. 1st, 2nd, and 3rd Avenues), it was felt, should be afforded greater latitude in allowing a limited amount of residential uses along the ground/first floor of these streetscapes.

Proposed Approach

The general approach proposed through these discussions is that:

- For properties which front onto the main commercial spines (i.e. Moncton Street, No. 1 Road, Bayview Street, and Chatham Street), no residential uses except for entrance ways/lobbies, should occur at the ground/first floor within 12 m (39.37 ft.) of the building frontage.
- For properties fronting onto the side streets (i.e. 1st, 2nd, and 3rd Avenues), up to one-third of the frontage and up to one-third of the ground floor floor space may contain residential uses in addition to the entrance ways/lobbies.

A similar approach has been used in the City of Vancouver to protect the integrity of street-oriented, ground-level commercial space from residential intrusion.

In application, it is proposed that both the Steveston Area Plan Development Permit Guidelines and the Steveston Commercial Zoning Districts (C4 and C5) be amended to reflect and reinforce this approach thereby providing both a better policy and a legal framework to manage residential uses within the Steveston Commercial centre.

Additional Points

- In both cases, parking standards as per the Zoning Bylaw would still need to be met for each site.

- The 12 m (39.37 ft.) residential use setback represents a minimum distance that would still permit a viable commercial operation to occur.
- Tying the residential restriction to the building face rather than the property frontage allows flexibility in building location while maintaining a consistent application of commercial uses along the ground/first floor streetscape.
- Based upon the existing design guidelines in the OCP new developments fronting onto Chatham Street are encouraged to place the buildings at the front property line and relocate parking to the rear of the lot.
- A conceptual map is provided in **Attachment 2**. This map assumes that all developments are at the zero lot line (i.e., the front property line) and is intended to illustrate how far the 12 m residential use setback extends into the existing frontage lots. In application, only developments under C4 and C5 Zoning Districts would be affected through the Zoning Bylaw. New developments using Comprehensive Development (CD) zones would have these setbacks built in to the Zoning District schedule. Where no rezoning is being sought, the Development Permit Guidelines will apply.
- The overall approach was supported through the consultation process.

In addition to the proposed amendments to the Development Permit Guidelines and the Steveston Commercial Zoning Districts, several minor corresponding amendments to policy statements within the Steveston Area Plan are also proposed to further encourage new developments in the Chatham Street area to place buildings at the front property line. These are detailed in the accompanying Amendment Bylaw.

Options

Option 1: Endorse the amendments to the Steveston Area Plan Policies, Development Permit Guidelines and the C4 and C5 Steveston Commercial District Zoning Schedules to better manage residential uses within the Steveston Commercial Core. (*Recommended*).

Option 2: Maintain the Status Quo and take no further action at this time.

Related Studies

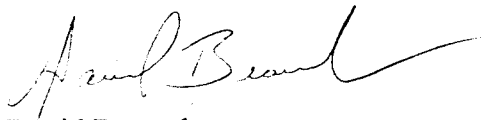
This report complements the earlier initiative to update the Steveston Development Permit Guidelines.

Financial Impact

None Determined.

Conclusion

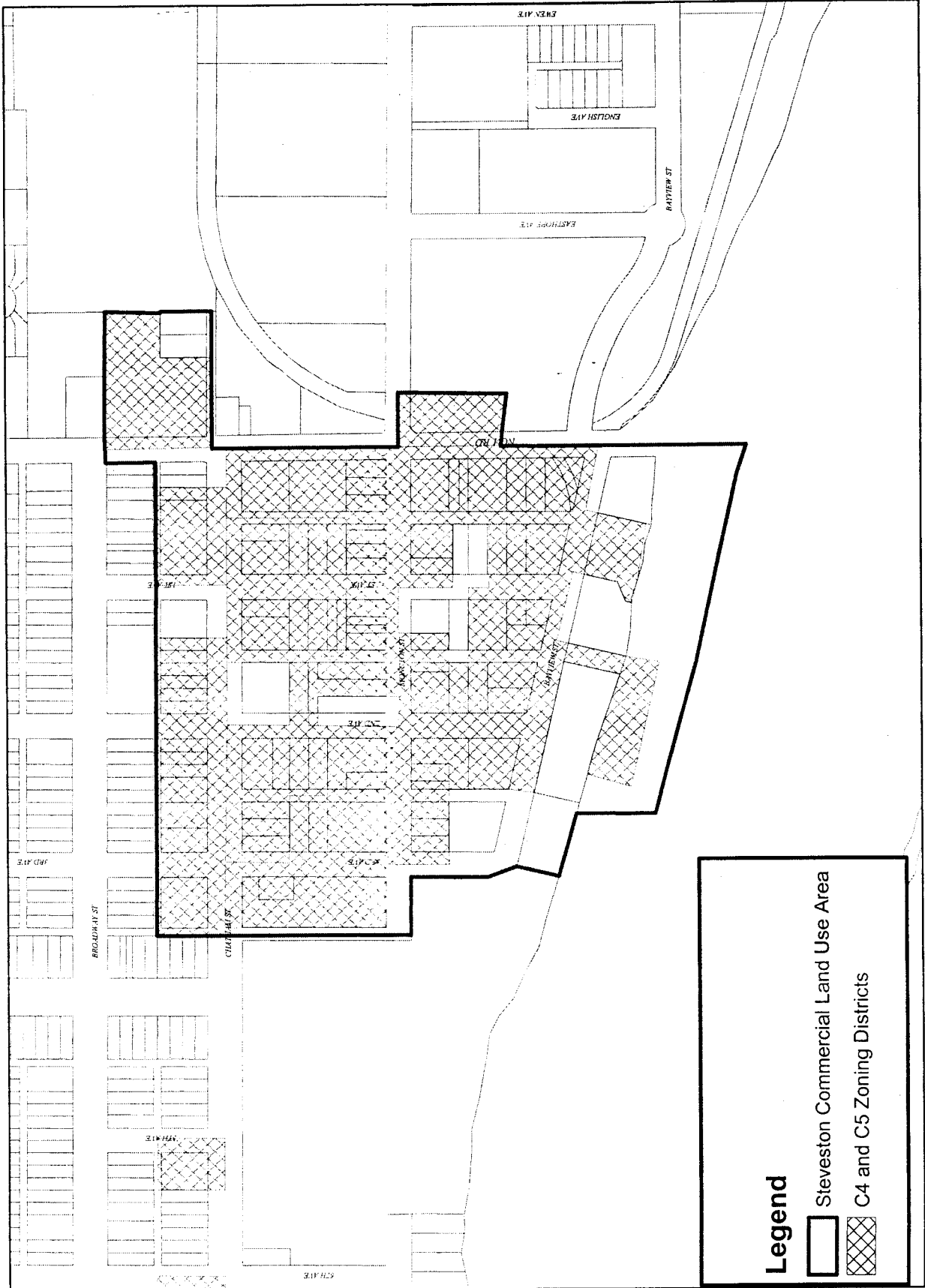
Staff proposes a better approach for managing residential uses **along** key commercial streets within the Steveston Commercial Area. Implementation is suggested primarily through amendments to the Steveston Area Plan Policies, Development Permit Guidelines and the Steveston Commercial Zoning Districts (C4 and C5).

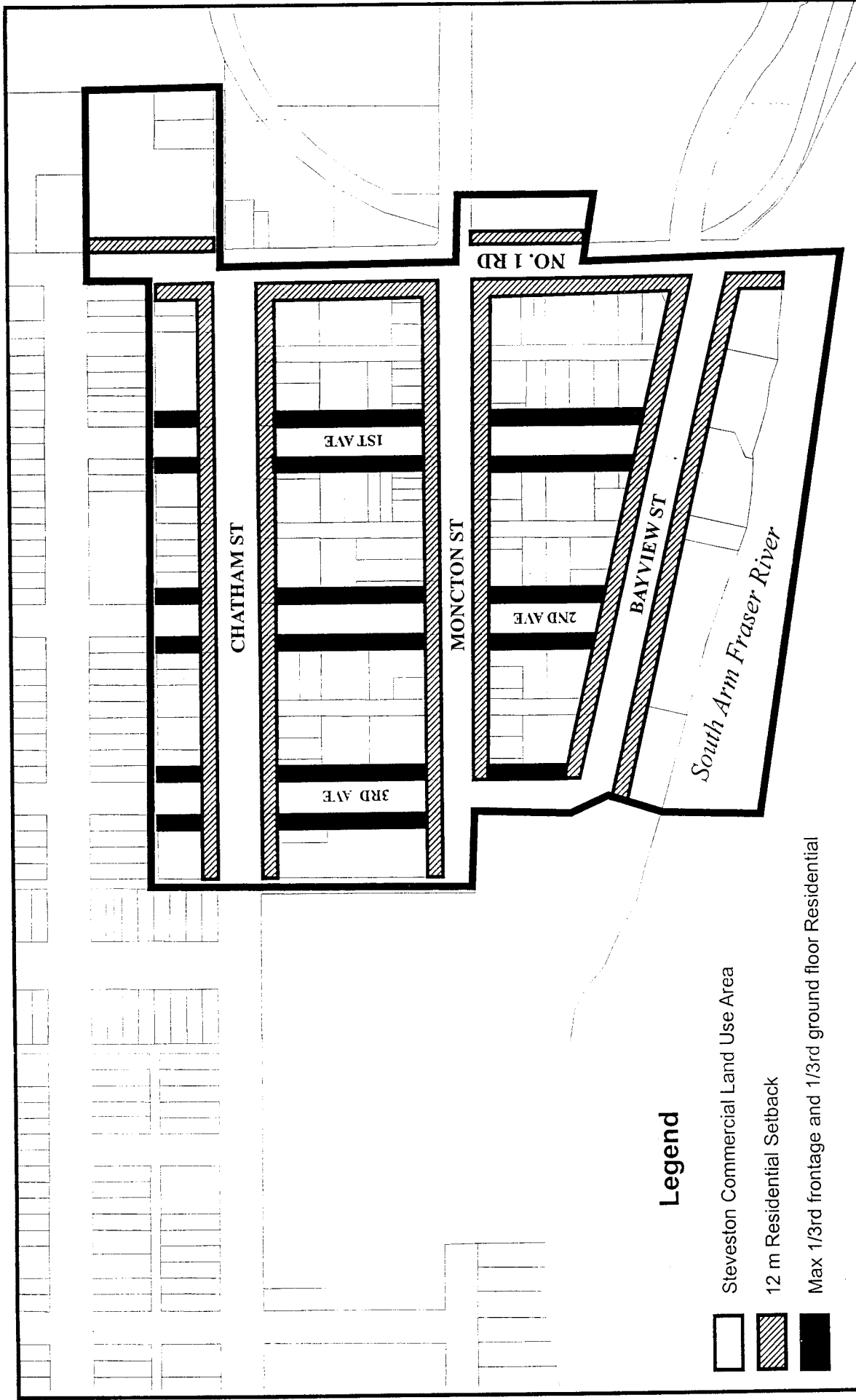


David Brownlee
Planner 2
(Local 4200)




DCB:cas/blg

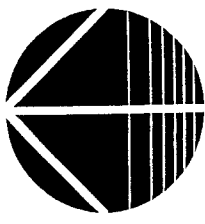
Extent of C4 and C5 Zoned Areas Within Steveston's Commercial District





Legend

-  Steveston Commercial Land Use Area
-  12 m Residential Setback
-  Max 1/3rd frontage and 1/3rd ground floor Residential



12 m Residential Setback

Original Date: 10/05/04

Revision Date:

Note: Dimensions are in METRES



Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7839
Steveston Commercial (Two-Storey) District (C4) and
Steveston Commercial (Three-Storey) District (C5)

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

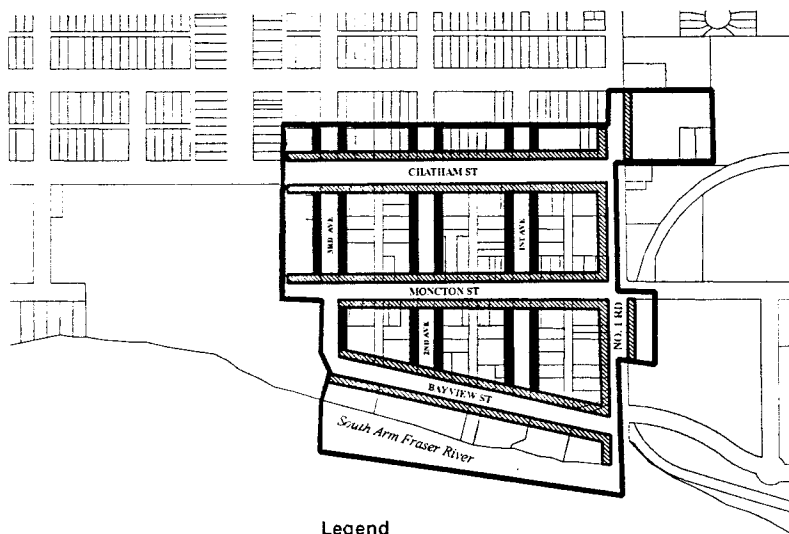
- 1. Richmond Zoning and Development Bylaw 5300 is amended by appending the following text to the Permitted Use: Mixed Commercial/Residential Use of Section 234.1 Steveston Commercial (Two-Storey) District (C4) and Section 235.1 Steveston Commercial (Three-Storey) District (C5):

“except that:

Within the Steveston Commercial Land Use Area as shown in Diagram 1, for properties fronting onto Chatham St., Moncton St., Bayview St., or No. 1 Road, no portion of the first storey of a building to a depth of 12 m (39.37 ft.) from the front wall of the building and extending across its full width shall be used for residential purposes except for entrances to the residential use / parking area; and

Within the Steveston Commercial Land Use Area as shown in Diagram 1, for properties fronting onto 1st Ave., 2nd Ave., or 3rd Ave., residential uses on the ground floor shall not exceed one third of the horizontal length of the front wall of the building and shall not exceed one third of the ground floor floorspace.”

Diagram 1:



- Legend
- Steveston Commercial Land Use Area
- 12 m Residential Setback
- Max 1/3rd frontage and 1/3rd ground floor Residential

2. This Bylaw may be cited as **“Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7839”**.

FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

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

MAYOR

CITY CLERK



**Richmond Official Community Plan Bylaw 7100
Amendment Bylaw 7687**

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

1. Richmond Official Community Plan Bylaw 7100 is amended by:

a. Appending the following text to Section 8.2.3 Architectural Elements, Animated Streetscapes of Schedule 2.4 (Steveston Area Plan):

“e) Within the “Commercial” area defined in the Steveston Waterfront Neighbourhoods Land Use Map for properties fronting onto Chatham St., Moncton St. Bayview St. or No. 1 Road, no portion of the first storey of a building to a depth of 12 m (39.37 ft.) from the front wall of the building and extending across its full width shall be used for residential purposes except for entrances (e.g., 2 m (6.56 ft.)) to the residential use / parking.

Within the “Commercial” area defined in the Steveston Waterfront Neighbourhoods Land Use Map for properties fronting onto 1st Ave., 2nd Ave., or 3rd Ave., residential uses on the ground floor shall not exceed one third of the horizontal length of the front wall of the building and shall not exceed one third of the ground floor floorspace.”

b. Substituting Section 8.3.1.2.C Chatham Street, Settlement Patterns, clause “c” and “d” with the following text:

“c) Encourage any residential uses above the first / ground floor and orient entries to north-south streets and lanes;

d) Encourage new developments to bring buildings up to the property line along Chatham Street and place parking at the rear of their sites.”

2. This Bylaw may be cited as **“Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 7687”**.


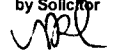
FIRST READING

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED

CITY OF RICHMOND
APPROVED for content by originating Dept.

APPROVED for legality by Solicitor


MAYOR

CITY CLERK