

City of Richmond

Report to Committee

To:

Planning Committee

TO PLANNING- DEC. 4/01

November 19, 2001

From:

Joe Erceg

RZ 01-185781

Manager, Development Applications

File No.: 8060-20-7305

Re:

Application by Tom Yamamoto Architect Inc. on Behalf of 490375 BC Ltd. to

Rezone 7780 and 7820 Garden City Road from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/127)

Staff Recommendation

That Bylaw No. 7305, for rezoning at 7780 and 7820 Garden City Road from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/127)", be introduced and given first reading.

Joe Erceg

Manager, Development Applications

Att. 4

FOR ORIGINATING DIVISION USE ONLY

Staff Report

Origin

On October 2, 2001, Planning Committee considered a staff report on the status of development in the McLennan South sub-area of the City Centre. The report identified twelve applications for rezoning, four of which were already complete. This report addresses one of the remaining applications. Six other applications are expected to come forward shortly for consideration by members of Council.

The subject site (Attachment 1) is comprised of two lots fronting onto Garden City Road between General Currie Road and Blundell Road. The applicant, Tomizo Yamamoto Architect Inc., on behalf of 490375 BC Ltd, has applied to rezone the subject site from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/127) to permit the construction of 27 three-storey townhouses. In addition, as per the sub-area plan, the applicant will build part of the Turnill Street/ Keefer Avenue intersection (Attachment 2).

Findings Of Fact

ITEM	EXISTING	PROPOSED
Owner	Suli Yang Te-I Chen	490375 BC Ltd.
Applicant	Tomizo Yamamoto Architect Inc. on behalf of 490375 BC Ltd.	No change
Site Size	4,708.53 m ² (50,683.85 ft ²)	4,533.52 m ² (48,800 ft ²)
	(Source: GIS)	Reduction due to road dedication at the Turnill Road/Sills Avenue intersection
Land Use	Single-family residential	27 townhouse units
OCP Designation • City Centre	Residential	No change
Sub-Area Plan Designation McLennan South	Residential, Townhouse up to three- storeys over one parking level, Triplex, Duplex, Single Family • 0.75 base FAR	No change
Zoning	Single-Family Housing District, Subdivision Area F (R1/F)	Comprehensive Development District (CD/127) • Permits 3-storey townhouses/0.78 FAR

Surrounding Development & Related Policies

Sub-Area Plan Overview

The McLennan South Sub-Area Plan encourages the development of townhouses, triplexes, duplexes, and single-family homes within a lush, green environment (Attachment 3, Sub-Area Plan "Land Use" map). New roads are proposed in order to provide easier access around the neighbourhood for both pedestrians and drivers, and to enable existing properties to redevelop in a pedestrian-friendly manner that orients most residential units to public streets and walkways. Land has been set aside for future neighbourhood park and school use and the development of a "greenway" has been identified for the east side of Garden City Road (to be constructed by developers on a project-by-project basis). In addition, at the end of 1999, the City completed the installation of sanitary and storm sewers along McLennan South's existing road rights-of-ways to serve the area's existing homes and, to a large degree, future development.

Sub-Area Plan Densities

Building densities under the sub-area plan are intended to be based on site area net of dedications (i.e. roads). The densities specified under the Land Use plan should be considered to be guides rather than targets. The term "base density" used in the Land Use plan indicates that additional density may be supported where a project can demonstrate that it is attractive, livable, and consistent with sub-area plan objectives. Substantial increases over a specified base density could be warranted where a project is both attractive, livable, and consistent with the plan and provides a disproportional amount of road or other feature of benefit to the neighbourhood.

This approach was applied to the existing McLennan South townhouse project on Garden City Road at Jones Road (immediately north of the subject site). The project, located in an area designated for a base density of 0.75 floor area ratio (FAR), was required to provide land and pay to construct a 20 m (65.62 ft.) wide extension of Jones Road (e.g. an "arterial connector"), together with a portion of the "ring road" (Turnill Street). Largely on this basis, the site was rezoned to permit a density of 0.93 FAR net (e.g. 0.72 FAR gross). Interestingly, however, the eventual developer of the site, Narland Properties Ltd., thought this density was too high for three-storey townhomes with individual garages and instead built at 0.83 FAR net. Staff now consider this density to be a benchmark for McLennan South's higher-density townhouse area.

Subject Site

The subject site is situated along the western edge of McLennan South, the highest density area designated under the sub-area plan. On the subject site and properties to its north, south, and east the plan permits existing older single-family homes to be replaced with three-storey townhouses over a level of parking, at a base density of 0.75 floor area ratio (FAR). To date, only the project mentioned above has been constructed in this area. That project, immediately north of the subject site, is comprised of 73 three-storey townhouses with individual garages on two parcels of land divided by Jones Road. More recently, with the installation of sanitary sewers, recent drops in land prices, low mortgage rates, and a shortage of available townhouse land elsewhere in Richmond, the western portion of McLennan South has begun to attract considerable development interest. Currently there are five rezoning applications for higher density townhouse projects in McLennan South, plus two more for lower density projects.

Adjacent Development

In addition to the existing townhouse project constructed by Narland Properties Ltd., the subject site is bordered on the:

- North by one small, single-family lot and on the south by one large, single-family lot, both of which front onto Garden City Road. These lots are currently zoned R1/F, but under the sub-area plan could be developed with higher-density townhouses (e.g. with base density of 0.75 FAR). (The applicant's plan provides access to both these lots in order that they may be easily developed in the future with a form/density similar to that proposed for the subject site. This is important as the smaller lot is "landlocked" between the subject site and the existing townhouse site to the north, and the larger lot abuts an existing neighbourhood pub site on its south edge.)
- East by several single-family lots assembled by Palladium Development Corp. for the purpose of developing +/-51 three-storey townhouse units. This application, RZ 01-195763, is currently at rezoning stage and is undergoing staff review. It is expected to come forward for Council consideration early in 2002. (Attachment 2, #10)
- Northeast, across the proposed intersection of Turnill Street and Keefer Avenue, by several single-family lots assembled by Capital West Holdings for the purpose of developing 60 2½ storey townhouse units. This application, RZ 01-116358, is currently at rezoning stage and will come forward for Council consideration late in 2001. (Attachment 2, #5)
- West, across Garden City Road, by a large four-storey apartment building and a two-storey townhouse project at the edge of the City Centre's St Albans sub-area.

Development Permit Guidelines

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

Staff Comments

Policy Planning

The proposed project is consistent with sub-area, area, and city-wide objectives. It is designed to provide an attractive central common open space, an extension of the Garden City "greenway", and a pedestrian link between the "greenway" and Turnill Street/Keefer Avenue. And, its contribution to the establishment of the Turnill/Keefer intersection is important in order that this portion of McLennan South's "ring road" may be completed and adjacent sites may develop. On this basis, staff are supportive of the proposed application for rezoning.

The applicant proposes to contribute \$27,000 towards development of the McLennan South neighbourhood park, in lieu of providing indoor amenity space (calculated at \$1,000 per dwelling unit). The developer believes that the residential market does not require indoor amenity space in all its multiple-family projects, and that a contribution towards the neighbourhood park would ultimately be more beneficial to the project's residents and the area at large. Staff are supportive of this proposal as it is consistent with the approach supported by the City in the rezoning of the adjacent Narland site, and it will free up a larger amount of land for on-site open space.

It should be noted here that some other developers in McLennan South are similarly interested in contributing to park development rather than providing indoor amenity space (i.e. RZ 01-116358, Capital West, and RZ 01-195763, Palladium). Starting shortly, staff plan to undertake a Richmond-wide study to confirm when and in what form indoor amenity space should be provided in multiple-family residential projects. Work will be complete by mid-2002, and will be used to update current OCP policies. Applications received after that time for development will be required to conform to the appropriate standards for indoor amenity space. Until that time, staff and developers will continue to address this issue on a project-by-project basis.

The applicant has agreed to contribute \$22,000 towards Richmond's Public Art program (either in the form of a contribution to the Art Reserve or a letter of credit to be applied to a project within the adjacent "greenway"), calculated at 0.60/ft² of buildable area, excluding parking.

Staff recommend that 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. At DP stage, staff recommend that the applicant should:

- Create variety between building blocks to provide more visual interest.
- Pay special attention to how the development orients to the central open space and the "ring road", and how it will "mesh" with future townhouses on the adjacent "landlocked" lots.
- Ensure that existing trees are retained wherever possible, especially along the "greenway", the "ring road", and in the project's central open space.
- Ensure that landscaping of the site avoids a "manicured" look, in favour one that is more "natural" in terms of both the materials/plants/trees employed and how they are used.

Transportation

- Parking Requirements:
 - a) 1.5 spaces/dwelling for residents and 0.2 spaces/dwelling for visitors.
 - b) The minimum driveway aisle width should be 6.7 m (22 ft.).
- Land Requirements:
 - a) Dedication of a corner cut linking the west edge of the Turnill Street right-of-way with the south edge of the proposed Keefer Avenue right-of-way.
 - b) Dedication of a 2 m (6.56 ft.) wide strip of land across the site's Garden City Road frontage to accommodate the future installation of a left-turn lane at Blundell Road.
 - c) 3 m (9.84 ft.) wide Public Rights of Passage rights-of-way across the Garden City Road frontage to be developed as a "greenway".
- Road Design:

Design of the "ring road" adjacent to the subject site must contribute to a smooth transition between Turnill Street and Keefer Avenue. Staff recommend that improvements along the frontage of the subject site, together with the widening of Turnill and the establishment of Keefer which have been assigned to adjacent developers, be undertaken as a single design/construction project coordinated through the City's Engineering staff.

- Access:
 - a) Vehicular access for residents and visitors shall only be from the "ring road".
 - b) Emergency vehicular access shall be provided from Garden City Road.
 - c) Vehicular access to 7760 and 7840 Garden City Road must be provided.
 - d) Pedestrian access to the subject site should be provided from both frontages.

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Engineering

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

- Consolidation of 7780 and 7820 Garden City Road.
- Dedication of:
 - a) A corner cut at the northeast corner of the site to accommodate the intersection of Turnill Street and Keefer Avenue as required by Richmond's Transportation Department.
 - b) 2 m (6.56 ft.) wide strip along the Garden City Road frontage for future road widening.
- Granting of a 3 m (9.84 ft.) wide Public Rights of Passage right-of-way at the back of the required Garden City Road road widening/dedication for the full width of the subject site for the extension of the Garden City Road "greenway".
- Granting of Cross Access Easements (in a manner agreed upon through the Development Permit review process) to permit future vehicular access across the subject property to 7760 and 7840 Garden City Road.
- Granting of a restrictive covenant to ensure that vehicular access to the subject property will be solely via one specified location on the "ring road" (e.g. Turnill at Keefer) to the satisfaction of Richmond's Transportation Department, and that no vehicular access (except for emergency vehicles) will be provided from Garden City Road.
- Payment of an agreed upon amount for the design and construction of a portion of the Turnill Street/Keefer Avenue, based upon an engineer's estimate done after at least first submission of the road design. The monies received will be paid by the City to the developer(s) who will ultimately construct the extension of Turnill Street and/or Keefer Avenue.
- Entering into the City's standard Servicing Agreement to design and construct the subject site's Garden City Road frontage including, but not limited to, a 3 m (9.84 ft.) wide decorative paved pathway, 2.5+ m (8.2+ ft.) wide landscaped boulevard, street trees, decorative street lighting, and street furnishings.

Analysis

Rezoning of the subject site, as proposed, is consistent with Richmond's goals and objectives for the City Centre and the McLennan South sub-area, and with Official Community Plan projections for population growth. The sub-area plan envisions that the subject site and its neighbours would ideally be developed with 3-storey townhouses over a level of parking shared by multiple units, in order to maximize on-site landscaping. Unfortunately, the expense of a parking structure and the current market preference for units with private garages makes this approach impractical; plus, a large parking structure on a site such as the applicant's could mean the loss of a greater number of existing trees and difficult public access to units set back from the "ring road". In light of this, the applicant has instead proposed a series of relatively small buildings (each containing 3-4 units with private garages) clustered around an attractive, central open space and a cross-site pedestrian route linked with the Garden City "greenway". In addition, the project will contribute towards both the development of McLennan South's "ring road" and its proposed neighbourhood park (which, together with a future elementary school, will be located within a short walk of the site, on the east side of Heather Street).

More specifically, with regard to the "ring road" the subject site will provide a small piece of roadway needed to complete the connection between Turnill Street and Keefer Avenue. The completion of this connection will not only provide access to the subject property, but will also allow adjacent sites to redevelop in a manner that is cost-effective and consistent with the sub-area plan. The project's contribution to park development will take the form of money to be paid at the rate of \$1,000 per unit (e.g. \$27,000) in lieu of providing on-site amenity space. Staff are supportive of this proposal as (i) it is consistent with the approach taken in rezoning the Narland site, (ii) residents will have convenient access to the park, and (iii) without an on-site amenity building the applicant will be able to provide a larger, more usable on-site open space.

With regard to the site's proposed zoning, Comprehensive Development District (CD/127) is a new zone created specifically for the subject site, but with the aim of providing a measure of consistency between projects situated in McLennan South's higher density townhouse area (e.g. "base density" of 0.75 FAR). As mentioned earlier, McLennan South is currently the site of five such rezoning applications. Of these, two are for just 7 units and involve sites of less than a third of an acre. The other three range upwards from the subject site with 27 units and just over an acre of land to 94 units and more than 5 acres of land. Following is a comparison of the area's three larger applications for higher density townhouses and Comprehensive Development District (CD/76), which was applied in the development of the "Narland" site.

ITEM	#6 a RZ.01-185781): 	#10 RZ 01-195763 "Palladium" Heather Blundell	#8 RZ 01-191442 "Polygon" Heather Garden City CD/128	#1 RZ 97-115914 "Narland" Jones Garden City CD/76
Density (FAR)	0.78	0.86 (0.80)	0.80	0.93 (0.82)
Lot Coverage	40% 4	39% (40%)	33.5% (40%)	42%
Minimum Setbacks - Garden City Rd	1,00m (20.50 por to mellatina arresposity) architectura arresposity 1 to m (10.50 m) (rejudina arresposity)	N/A	6 m (19.69 ft.) including "greenway"	3 m (9.84 ft.) in addition to "greenway"
- Arterial Connectors - East/West "Ring Road" -Other Roads	The state of the s	N/A +/-4.57 m (14.99 ft.) 4.5 m (14.76 ft.) 6 m (19.69 ft.)	4.57 m (14.99 ft.) 4.57 m (14.99 ft.) 6 m (19.69 ft.)	4.57 m (14.99 ft.) N/A 6 m (19.69 ft.)
- Side & Rear	72.8416 had 92.60 (c)	6 m (19.69 ft.)	5.5 m (18.05 ft.)	5.5 m (18.05 ft.)
Maximum Heights - Dimension	1 m (36,00 ft.) =	12 m (39.370 ft.)	12 m (39.370 ft.)	12 m (39.370 ft.)
- No. of Storeys	A STATE OF STREET	3	3	3
Parking Spaces/Unit - Residents - Visitors NOTES:		1.5 0.2	1.5 0.2	1.5 0.2

- 1) "#" in project heading refers to location on Attachment 2.
- 2) Only CD/76 has been adopted. The other three applications are all currently under review.
- 3) Figures in normal type face are the developer's, while figures in **bold** are staff's proposal for Comprehensive Development District zoning (or, in the case of CD/76, actual construction figures).
- "Arterial connectors" (i.e. Bennett Road and Jones Road) link the "ring road" (i.e. Turnill Street) with Garden City Road.
- 5) The "greenway" is to be provided along the east side of Garden City Road within the existing road right-of-way and a 3 m (9.84 ft.) wide Public Rights of Passage right-of-way secured across private property along the Garden City Road frontage.

Overall, the proposed project appears to be well thought out. The proposed zoning district, CD/127, is well suited to the opportunities and constraints associated with the subject site. And, the project's consistency with sub-area plan policies and with other proposed higher density townhouse projects nearby provides a much needed measure of "predictability" in this challenging and rapidly changing community.

Financial Impact

None.

Conclusion

This application is in conformance with city-wide, City Centre, and McLennan South objectives for residential growth and development. Proposed road works, park and public art contributions, and the extension of the Garden City Road "greenway" will enhance the livability of the site and its neighbours and help to support the development of adjacent properties. Rezoning of the subject site to Comprehensive Development District (CD/127) merits favourable consideration.

Suzanne Carter-Huffman

Senior Planner/Urban Design

SPC:sk

There are requirements to be dealt with prior to final adoption of rezoning:

Legal requirements, specifically:

Consolidation of 7780 and 7820 Garden City Road.

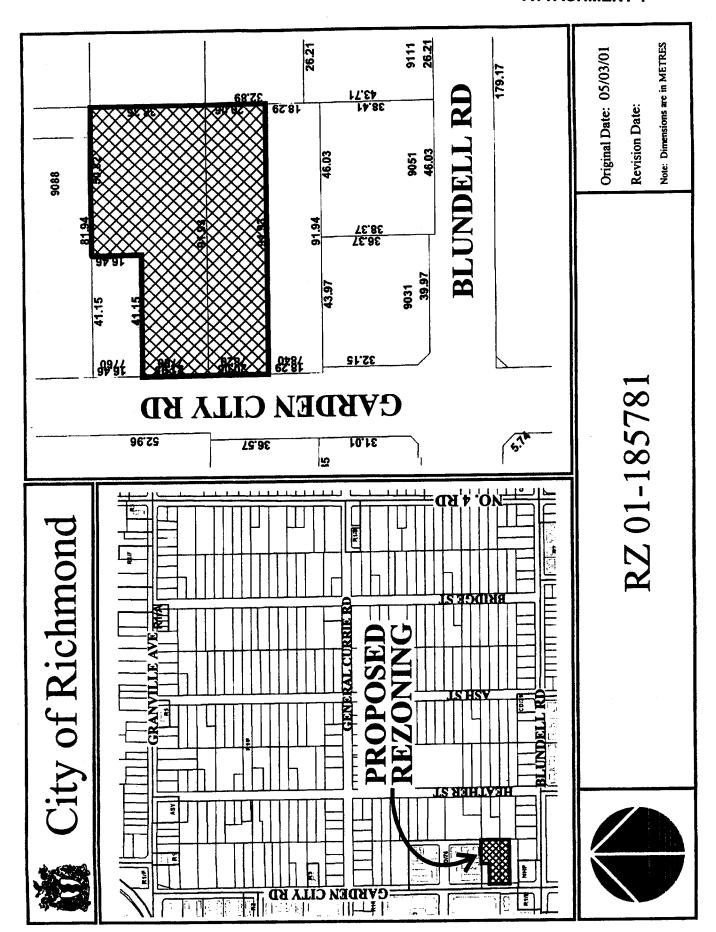
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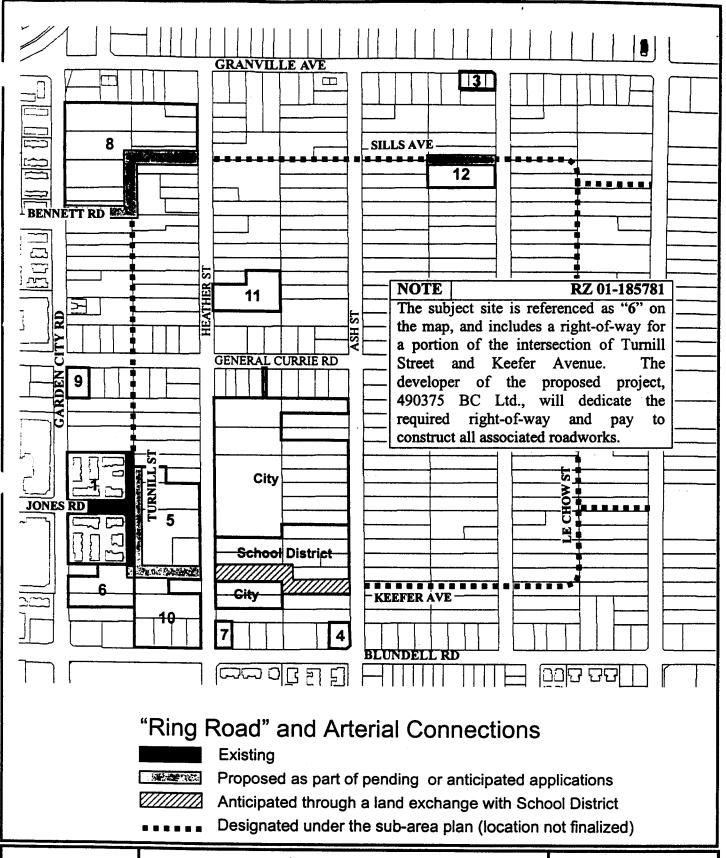
- Dedication of:
 - A corner cut at the northeast corner of the site to accommodate the intersection of Turnill Street and Keefer Avenue as required by Richmond's transportation Department.
 - b) 2 m (6.56 ft.) wide strip along the Garden City Road frontage for future road widening.
- Granting of a 3 m (9.84 ft.) wide Public Rights of Passage right-of-way at the back of the required Garden City Road road widening/dedication for the full width of the subject site for the extension of the Garden City Road "greenway".
- Granting of Cross Access Easements (in a manner agreed upon through the Development Permit review process) to permit
 future vehicular access across the subject property to 7760 and 7840 Garden City Road.
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- Payment of an agreed upon amount for the design and construction of a portion of the Turnill Street/Keefer Avenue, based
 upon an engineer's estimate done after at least first submission of the road design. The monies received will be paid by the
 City to the developer(s) who will ultimately construct the extension of Turnill Street and/or Keefer Avenue.
- Entering into the City's standard Servicing Agreement to design and construct the subject site's Garden City Road frontage
 including, but not limited to, a 3 m (9.84 ft.) wide decorative paved pathway, 2.5+ m (8.2+ ft.) wide landscaped boulevard,
 street trees, decorative street lighting, and street furnishings.

Development requirements, specifically:

- Demolition of any existing structures on the subject properties.
- \$27,000 towards development of the proposed McLennan South neighbourhood park.
- \$22,000 towards Richmond's Public Art program (either in the form of a contribution to the Art Reserve or a letter of credit to be applied to a project within the Garden City Road "greenway").
- Processing of a Development Permit application to a satisfactory level, as determined by the Manager of Development Applications.

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McLennan South 15-4-6 152

Original Date: 09/28/01

Revision Date:

Note: Dimensions are in METRES

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Land Use

Residential, Townhouse up level, Triplex, Duplex, Single Family 0.75 base F.A.R. to 3 storeys over 1 parking

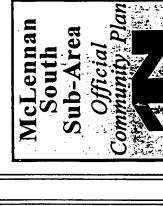
Townhouse, Triplex, Duplex. Residential, 2 1/2 storeys 0.60 base F.A.R. Single Family

Residential, 211 storeys 0.55 base F.A.R.

Single Family, 2112 storeys max. 0.55 base F.A.R. Residential, Historic

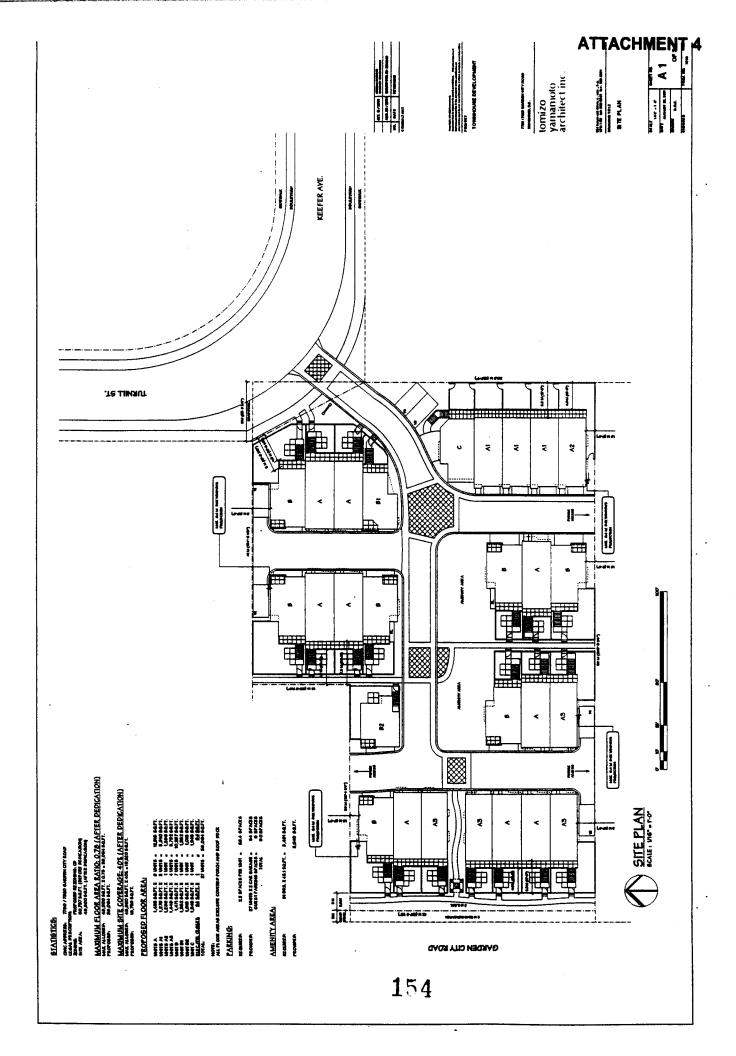
DOOD Trail/Walkway C Church Neighbourhood Pub

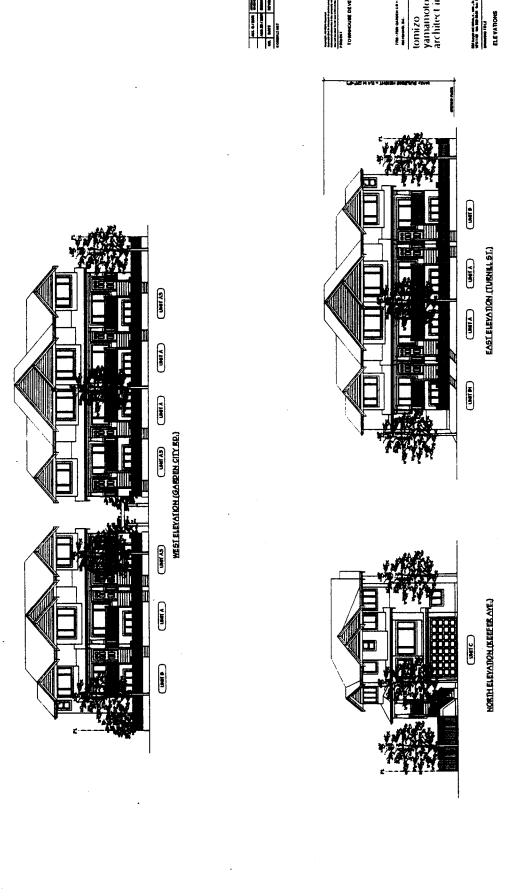
McLennan Sub-Area South

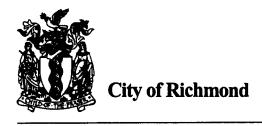


NOTE: Exact alignment of ring road and two new secondary entry roads from No.4 Rd. subject to development. No. 4 Road Bridge Street Granville Avenue Blundell Road Heather Street Turnill Street Garden City Road

UD.11.9602







Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7305 (RZ 01-185781) 7780 AND 7820 GARDEN CITY ROAD

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

1. Richmond Zoning and Development Bylaw 5300 is amended by inserting as Section 291.127 thereof the following:

"291.127 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/127)

The intent of this zoning district is to accommodate townhouses.

291.127.1 PERMITTED USES

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

291.127.2 PERMITTED DENSITY

.01 Maximum Floor Area Ratio:

0.78, together with 0.04 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 m² (538.21 ft²) 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 m² (107.643 ft²) per dwelling unit used exclusively for entry and staircase purposes, shall be considered to comprise two floors and shall be measured as such.

291.127.3 MAXIMUM LOT COVERAGE: 40%

291.127.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 **Public Road**: 6 m (19.685 ft.)

EXCEPT THAT porches, balconies, bay windows, entry stairs, and cantilevered roofs forming parts of the principal **building** may project into the **public road** 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 required public road setback, but shall be no closer to a property line than 2 m (6.562 ft.).

.02 Side & Rear Property Lines:

a) North & South: 1.5 m (4.921 ft.)

b) East: 4.57 m (14.993 ft.)

c) Notwithstanding the limitations imposed in (a) and (b) above, cantilevered roofs forming parts of the principal **building** may project into the north, south, and east **yards** for a distance of not more than 0.75 m (2.461 ft.), and entry stairs may project into the east **yard** for a distance of not more than 1.5 m (4.921 ft.).

291.127.5 MAXIMUM HEIGHTS

.01 **Buildings**: 12 m (39.370 ft.), but containing no more than three storeys.

.02 Structures: 12 m (39.370 ft.)

.03 Accessory Buildings: 5 m (16.404 ft.)

291.127.6 MINIMUM LOT SIZE

.01 A **building** shall not be constructed on a **lot** which is less than 0.405 ha (1.0 ac.) in size.

291.127.7 OFF-STREET PARKING

- .01 Off-street parking shall be provided in accordance with Division 400 of this Bylaw, EXCEPT THAT:
 - a) Off-street parking shall be provided at the rate of:

(i) For residents: 1.5 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/127).

P.I.D. 004-302-915

Lot 8 Except: Part Subdivided by Plan 46184, Block "H" of Section 15 Block 4 North Range 6 West New Westminster District Plan 1207

P.I.D. 003-741-028

Lot 39 Section 15 Block 4 North Range 6 West New Westminster District Plan 34008

3. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7305".

FIRST READING		CITY OF RICHMOND
A PUBLIC HEARING WAS HELD ON		APPROVED for content b originating dept.
SECOND READING		HB
THIRD READING		for legality by Solicitor
OTHER REQUIREMENTS SATISFIED		\(\frac{1}{2}\)
ADOPTED	 	
MAYOR	CITY CLERK	