



City of Richmond
Urban Development Division

Report to Committee

To Council - May 08, 2006

To Planning - May 2, 2006

Date: April 13, 2006

File: 12-8060-20-8063

Xr: 6360-00

To: Planning Committee
From: Terry Crowe
Manager, Policy Planning
Jean Lamontagne
Director of Development

Re: Lane Establishment And Arterial Road Redevelopment Review/Implementation

Staff Recommendations

1. That Bylaw No. 8063, proposing text amendments to Schedule 1 of Official Community Plan Bylaw 7100 to implement the review of the Lane Establishment and Arterial Road Redevelopment Policies, be introduced and given first reading.
2. That Bylaw No. 8063, having been considered in conjunction with:
 - the City's Financial Plan and Capital Program; and
 - the Greater Vancouver Regional District (GVRD) Solid Waste and Liquid Waste Management Plans;be 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. 8063 not be referred to any other agencies under the City Policy on Consultation during OCP Amendment because it is consistent with and clarifies the existing Official Community Plan.
4. That, subject to the adoption of Bylaw No. 8063, the following policies be rescinded:
 - a. *Arterial Road Redevelopment Policy 7017;*
 - b. *Lane Establishment Policy 5038; and*
 - c. *Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies.*

for

Terry Crowe
Manager, Policy Planning


Jean Lamontagne
Director of Development

HB:hb
Att. 2

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

Staff Report

Origin

The purpose of this report is to:

1. implement the recommendations arising from the review of the Lane Establishment and Arterial Road Redevelopment Policies; and
2. introduce landscaping guidelines for single-family residential and coach house rezoning applications along an arterial road.

Findings of Fact

Attachment 1 provides a complete summary of the Lane Establishment and Arterial Road Redevelopment Policies.

Essentially, both of these policies, as they currently exist, were approved by Council as a follow up to the adoption of the Official Community Plan (OCP) in 1999.

However, as a result of concerns about the form of development that was occurring along the arterial roads, Council directed staff in 2004 to undertake a review of both policies.

This review led to a *Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies (Attachment 2)*.

The review also included four public consultation meetings, the results of which were reported to Planning Committee and Council last year.

In September 2005, it was recommended that the outcome of the review be imbedded into the OCP in order to provide greater certainty for the development community, public and Council.

However, prior to doing this, staff wanted to deal with the various applications that were either submitted prior to the review starting (“in stream”) or submitted during the review (“interim”). Most of these applications have now been processed or withdrawn, and the last few will soon be brought forward for Council consideration.

It has also taken staff a bit longer to complete this project because of the desire to include some landscaping guidelines for new single-family residential development along arterial roads.

With the potential inclusion of the recommendations contained in this report into the OCP, it will no longer be necessary to have:

- a) *Arterial Road Redevelopment Policy 7017;*
- b) *Lane Establishment Policy 5038;* and
- c) *Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies.*

Therefore, these policies should be rescinded when (and if) OCP Amendment Bylaw No. 8063 is adopted at the Public Hearing.

Bylaw No. 8063 is consistent with the City’s financial plan and capital program, the GVRD’s solid waste and liquid management plans, and does not require consultation with any other agencies (such as the School Board, Vancouver International Airport Authority, etc.).

Analysis

The following summarizes the key points being recommended by staff (the alphabetical order corresponds to the points in Bylaw No. 8063.).

Major and Local Arterial Roads in West Richmond

- a) A distinction is being made between the major arterial roads and local arterial roads in order to determine where and what type of redevelopment should be permitted outside the City Centre within West Richmond.

Major arterial roads have been identified by the Transportation Department and are generally four lanes wide with limited on-street parking opportunities.

Local arterial roads are slightly lesser travelled routes which may also have a bicycle lane.

Map 1, on the following page, illustrates the location of the major and local arterial roads included in Bylaw No. 8063. This map only identifies the arterial roads in the Lane Establishment and Arterial Road Redevelopment Policies. Therefore, certain local arterial roads on the City's road classification maps are not included (e.g. No. 1 and No. 2 Roads from Moncton Street to Steveston Highway; Moncton Street from Railway Avenue to No. 2 Road).

It should be noted that the City Centre was never included in the Lane Establishment and Arterial Road Redevelopment Policies because it was felt that the Area Plans for the City Centre, McLennan North and McLennan South were specific enough on their own.

Similarly, certain roads were not included in the Policies because they were not considered appropriate for redevelopment (e.g. the roads west of No. 1 Road; No. 1 Road north of Westminster Highway; etc.).

Staff are also recommending that Bylaw No. 8063 be limited to the West Richmond area because the other areas of the City either have limited redevelopment potential or are adequately covered by the East Cambie Area Plan, West Bridgeport Area Plan and Hamilton Area Plan.

Single-Family Residential Development (Rezoning Applications)

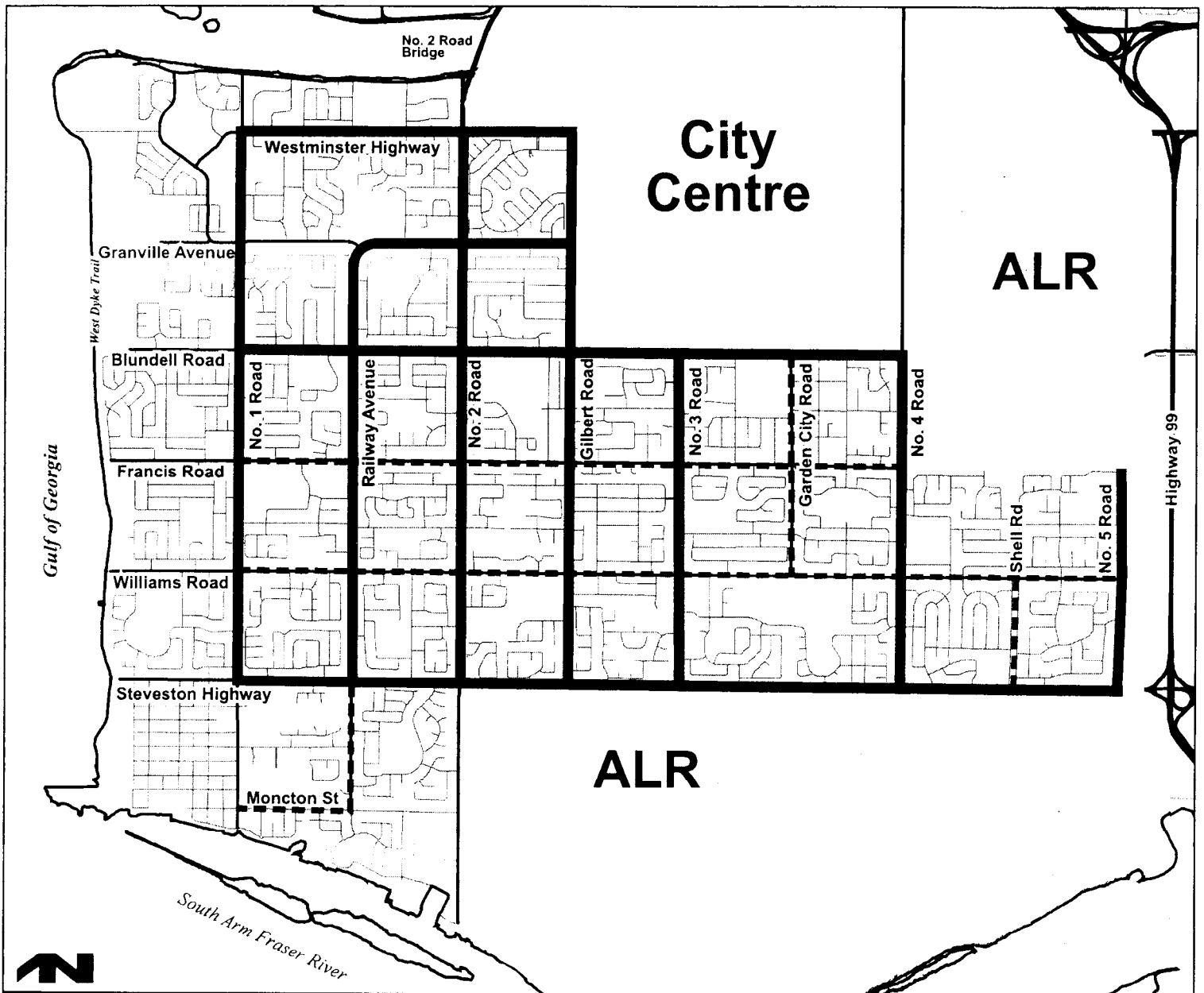
- b) Single-family residential and coach house development will continue to be encouraged on both major and local arterial roads where there is a fully operational lane.

Thus far, such development has primarily taken place along Williams Road and No. 1 Road.

In the future, similar redevelopment could start to occur on sections of Steveston Highway, No. 3 Road, No. 4 Road, Railway Avenue, Shell Road and Francis Road (see **Map 2**).

These applications will continue to be "fast tracked", provided the application is complete (e.g. contains a landscape plan and tree survey), unless there is a Single-Family Lot Size Policy that also needs to be amended or there are significant trees that need to be preserved.

Map 1



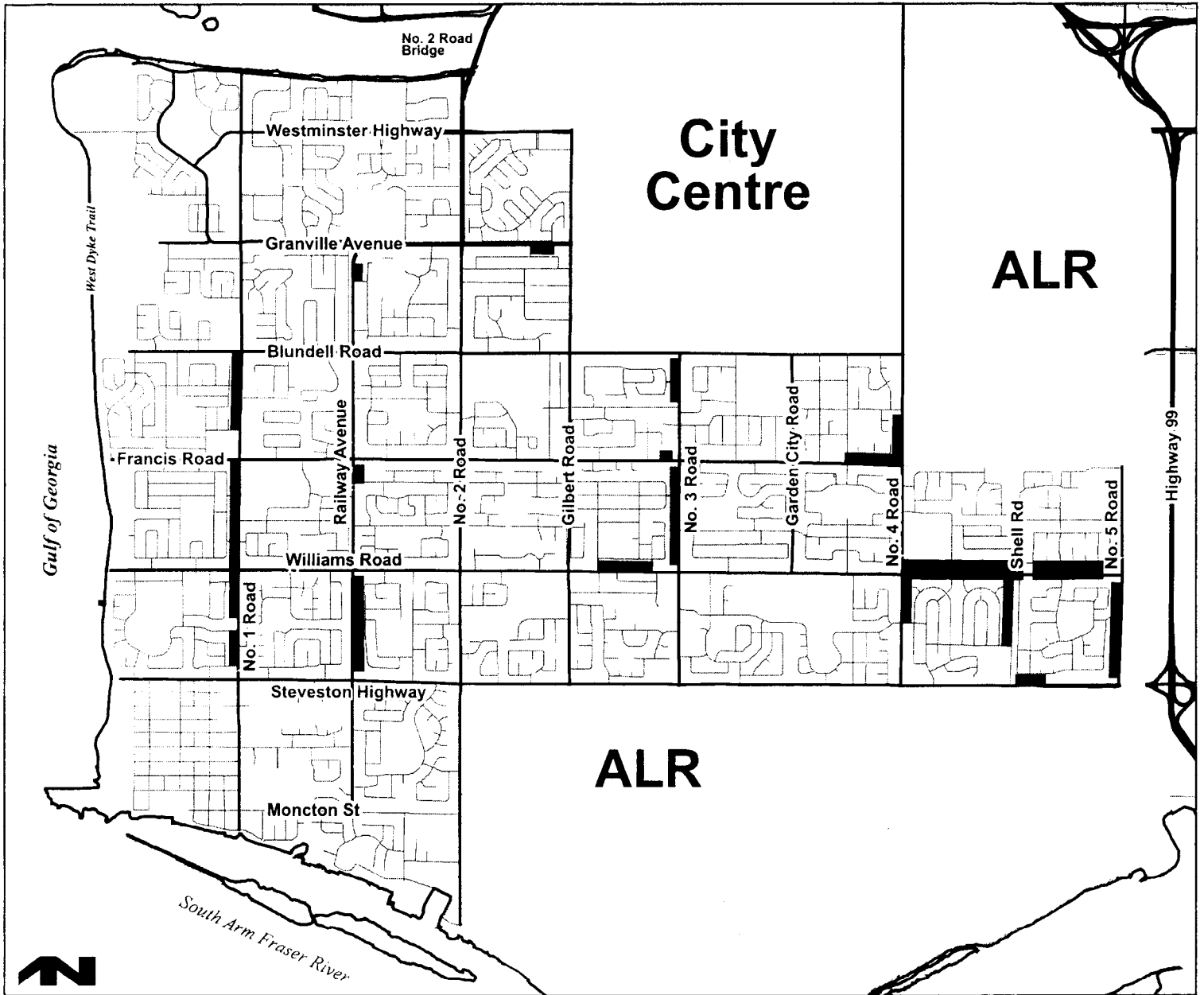
Local and Major Arterial Roads*

LEGEND

- Local Arterial Roads
- Major Arterial Roads

*Based on the Lane Establishment and Arterial Road Redevelopment Policies.

Map 2



Single-Family Residential and Coach House Development with an Existing Fully Operational Lane

With these applications a Neighbourhood Improvement Charge (NIC) will be collected to pay for the future upgrading of the existing lane.

Engineering staff are in the process of reviewing this NIC because they have found that it may not be sufficient to pay for the future upgrading of the lane, particularly with escalating construction costs and grade differentials between lots (e.g. No. 1 Road between Francis Road and Williams Road).

c) Single-family residential and coach house development will also be considered in certain cases where there currently isn't a fully operational lane. These instances are as follows:

i) Where an existing Single-Family Lot Size Policy permits development on the properties fronting the arterial road provided that there is a lane or alternate access.

The premise is to respect existing policies that allow redevelopment along an arterial road (**Map 3** illustrates where this would be the case).

However, such redevelopment would have to connect to an operational lane or an existing side street (i.e. the developer would build the lane as part of their development).

If a rezoning application is involved, staff would be prepared to entertain an amendment to the Single-Family Lot Size Policy in order to permit Single-Family Housing District (R1-0.6) or Coach House District (R9) zoning.

This type of application would not be "fast tracked" because it would involve a servicing agreement for the lane construction and potentially an amendment to the Lot Size Policy.

ii) Where a future lane pattern has been started but the lane is not yet fully operational.

This is the only instance where the City would continue to permit a temporary shared driveway between the proposed two new single-family residences or coach houses.

The lane would be dedicated to the City and monies would be collected for its future construction when the lane can actually connect to a side street.

Although this is not a preferred option by either the City or development community, there are only four locations (see **Map 4**) where this form of development has been started and where it is too late to change direction at this point in time.

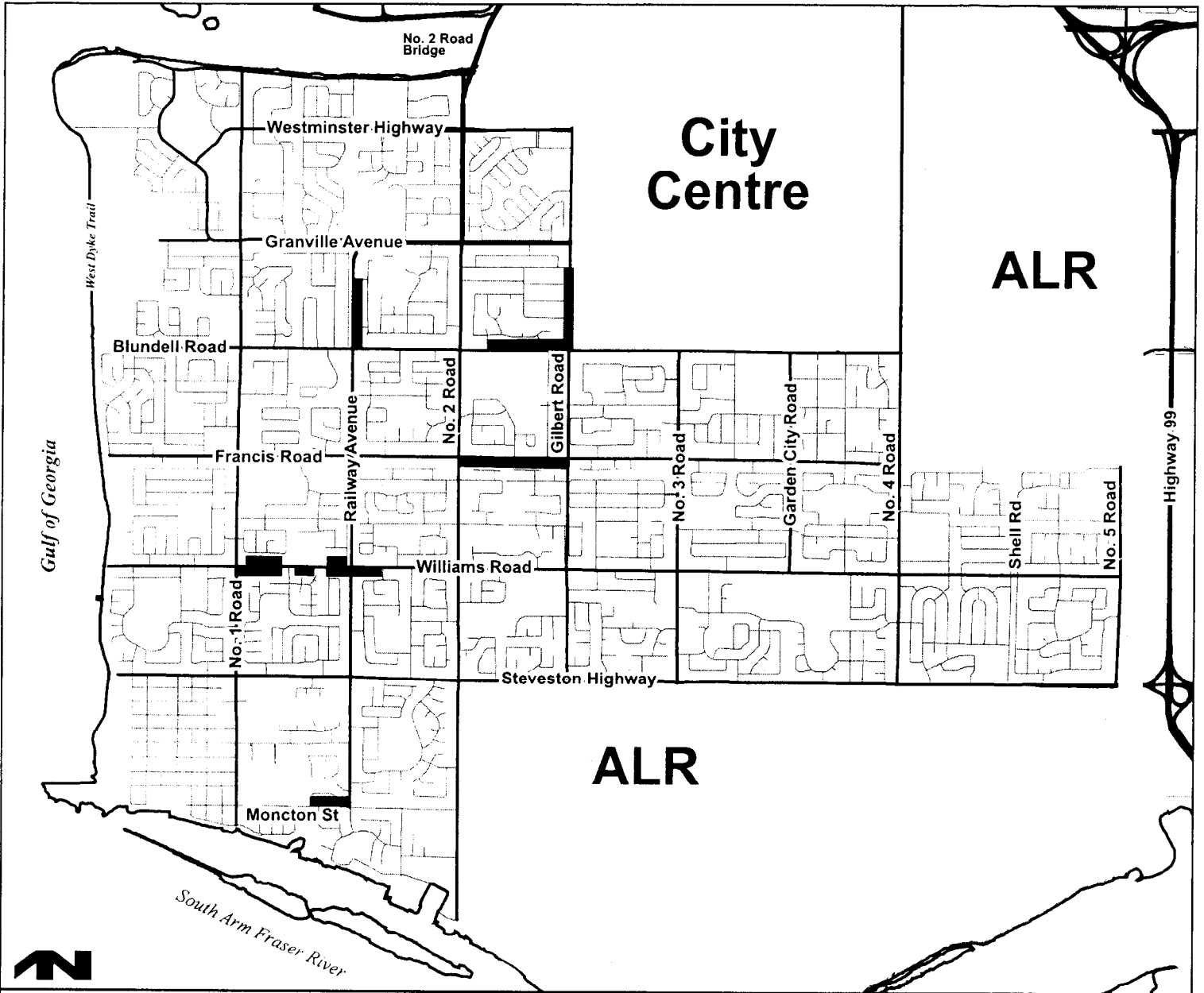
Each of these locations have not garnered any opposition at either the public consultation meeting and/or public hearing on specific rezoning applications.

Rezoning applications in these areas could be "fast tracked" provided the application is complete (e.g. contains a landscape plan and a tree survey which endeavours to protect significant trees).

iii) Where a municipal lane can be started and made operational by connecting to an existing side street or lane (and there is no existing Single-Family Lot Size Policy).

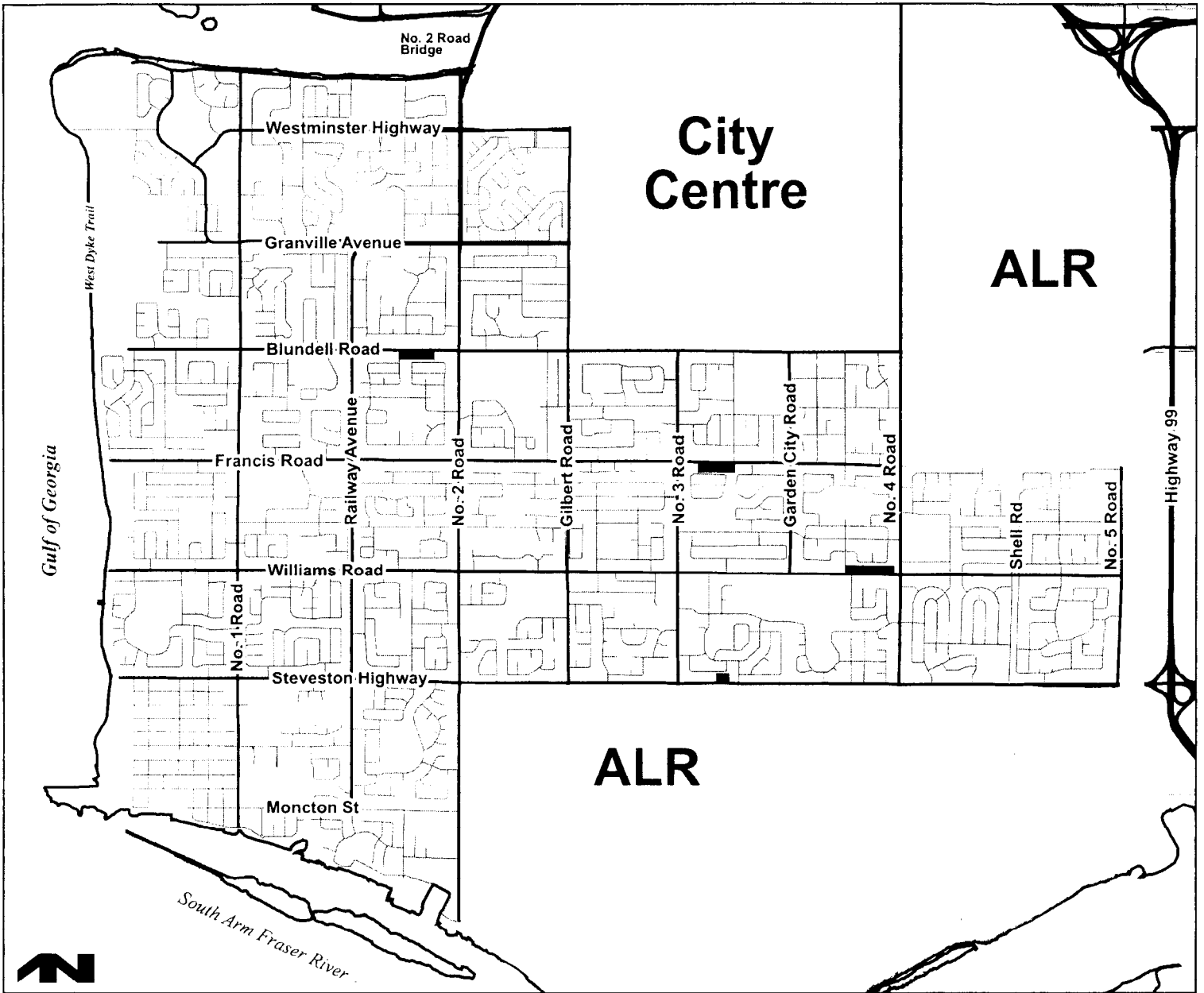
In this instance, the developer would be responsible for dedicating and constructing the lane as part of the development.

Map 3



Single-Family Residential and Coach House Development in Accordance with an Existing Single-Family Lot Size Policy

Map 4



**Single-Family Residential and Coach House Development
To a Future Lane (Cross Access as Interim Measure)**

Furthermore, the lane would have to connect to another operational lane or the lane must be able to connect to a side street (or possibly the arterial road).

Under this scenario, redevelopment would have to occur sequentially (i.e. there would be no mid block development unless it can be serviced immediately with a lane).

Although there are a number of areas included in this option as reflected on **Map 5**, it will take a long time to see an entire block redeveloped and hence there will probably be very few applications that take advantage of this provision.

These rezoning applications could not be “fast tracked” because they would involve a servicing agreement for the lane construction.

- d) Coach house development is specifically encouraged on Williams Road between Nevis Drive and Dunoon Drive (**Map 6**).

This is a unique area where a number of coach houses have already been built and there is room for some more development of this nature.

The lots are only 24 m (80 ft) deep so it was impossible to secure a lane along this section of Williams Road.

By and large, staff are quite pleased with the new form of development that was permitted in this area as an experiment a few years ago.

There is no other area along an arterial road that can take advantage of this provision.

- e) Bylaw No. 8063 also specifies where single-family residential and coach development will not be permitted. These instances are as follows:

- i) Where redevelopment is restricted by a Single-Family Lot Size Policy or existing development makes it difficult to implement that Policy (see **Map 7**).

The intention behind this exemption is that the City does not want to amend a Single-Family Lot Size Policy that does not envision development on the properties fronting an arterial road.

The premise is that the existing Policy should be respected as it reflects the wishes of the neighbourhood.

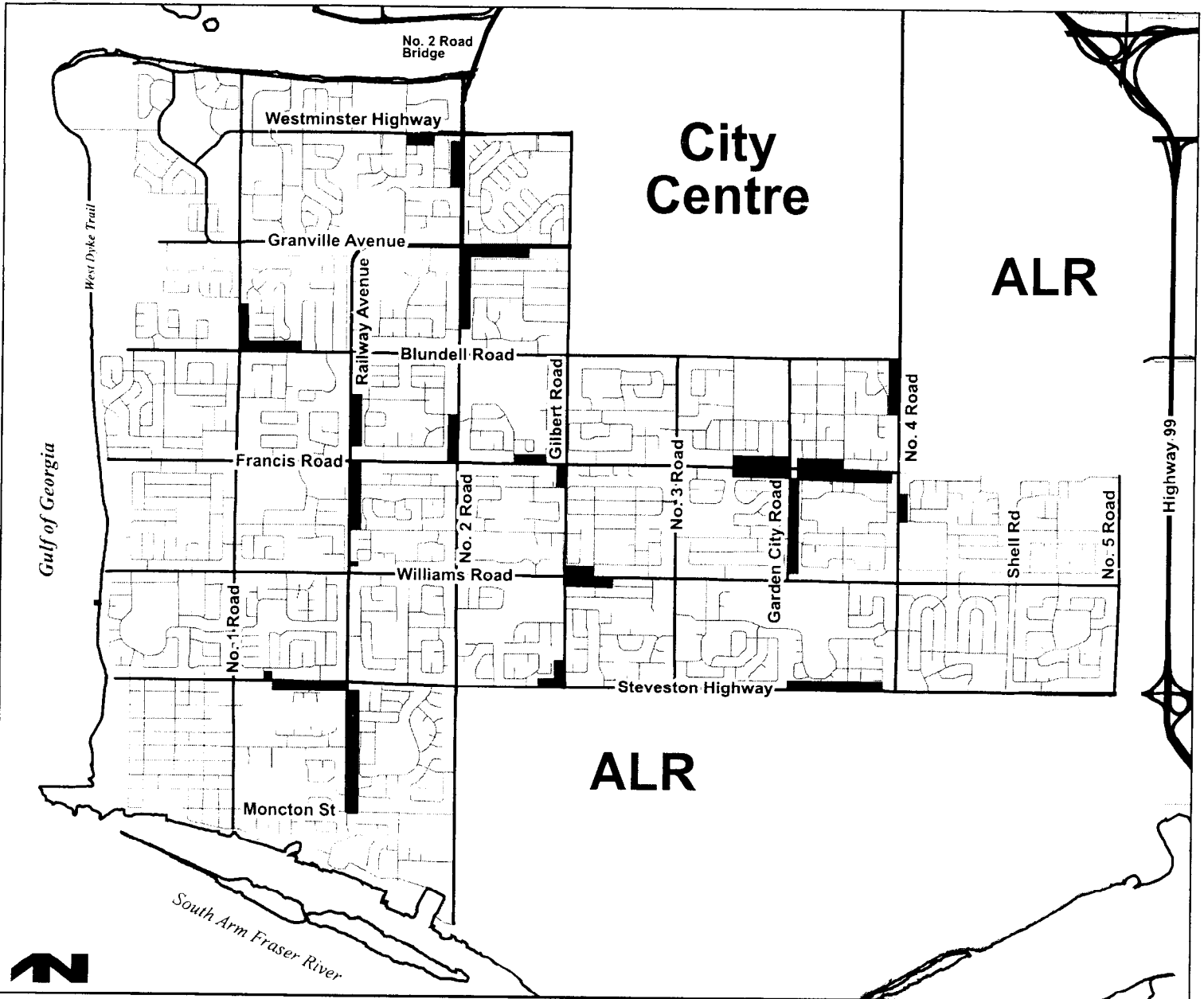
The other exception is where a Single-Family Lot Size Policy does allow redevelopment but it would be very difficult to make the lane operational (i.e. there are a number of narrow lots or new houses preventing the lane from connecting through to a side street).

In this instance, staff does not want to consider a temporary shared driveway to a future lane that will probably not be completed for a very long time.

At some point in time (with a specific rezoning application), such a Single-Family Lot Size Policy should be amended to reflect the limited redevelopment potential along the arterial road.

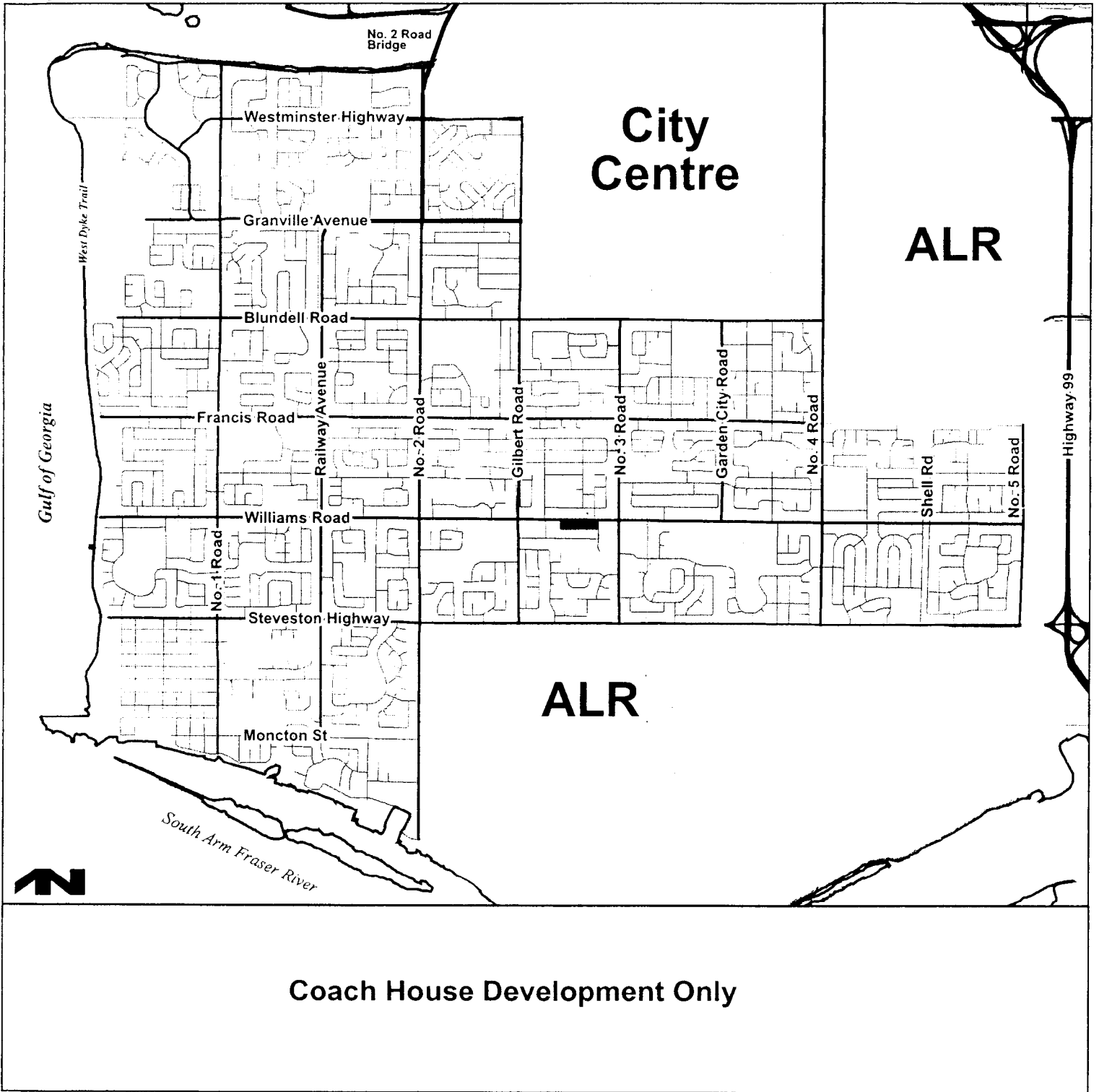
- ii) Where lane access to an existing side street is not possible because of existing development or property configurations.

Map 5



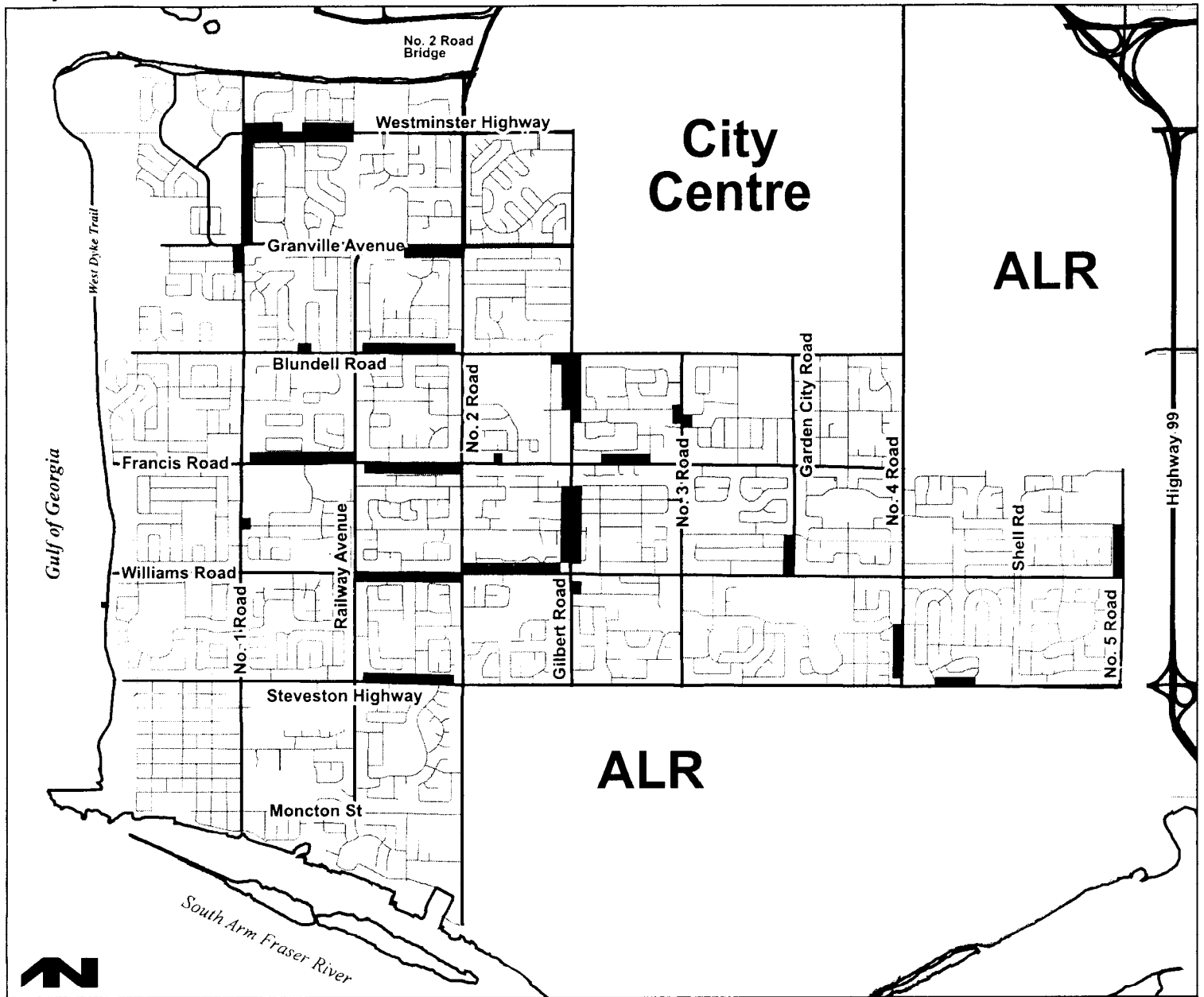
Single-Family Residential and Coach House Development where a Lane can be made Operational to an Existing Side Street or Lane

Map 6



Coach House Development Only

Map 7



**No Single-Family Residential and Coach House Development -
Restricted by a Single-Family Lot Size Policy and/or Existing Development**

This is the same scenario as described above but in this case there is no Single-Family Lot Size Policy.

Again, there are a number of neighbourhoods where it just doesn't make sense to start a lane or permit small lot development (see **Map 8**).

Other examples of where this would be the case is if the rear property lines are irregular and inconsistent or there are only a few developable properties along the block.

- iii) Where the property backs onto an arterial road and has its address from an internal road (**Map 9**).

City staff never envisioned these type of lots to be part of the Lane Establishment and Arterial Road Redevelopment Policies.

They are internally focused and any additional traffic would affect the neighbourhood which they are a part of.

Also, although it would be nice to get rid of the rear yard interface these lots have with the arterial road, it may be problematic to put all of the garages along the internal road and to have their rear yard facing the front yard of the lots across the internal road.

However, the City, development community and specific neighbourhood may want to revisit this exemption at some point in the future.

- f) Staff are now requiring that a landscape plan prepared by a registered Landscape Architect be submitted for all single-family residential and coach house rezoning applications along an arterial road.

The reason for this is that there are many examples of poor landscaping in the front yard of recent developments along an arterial road (e.g. solid fence right against the City sidewalk; entire front yards being surfaced with impermeable materials; tall cedar hedges blocking the view of the street from the house; etc.).

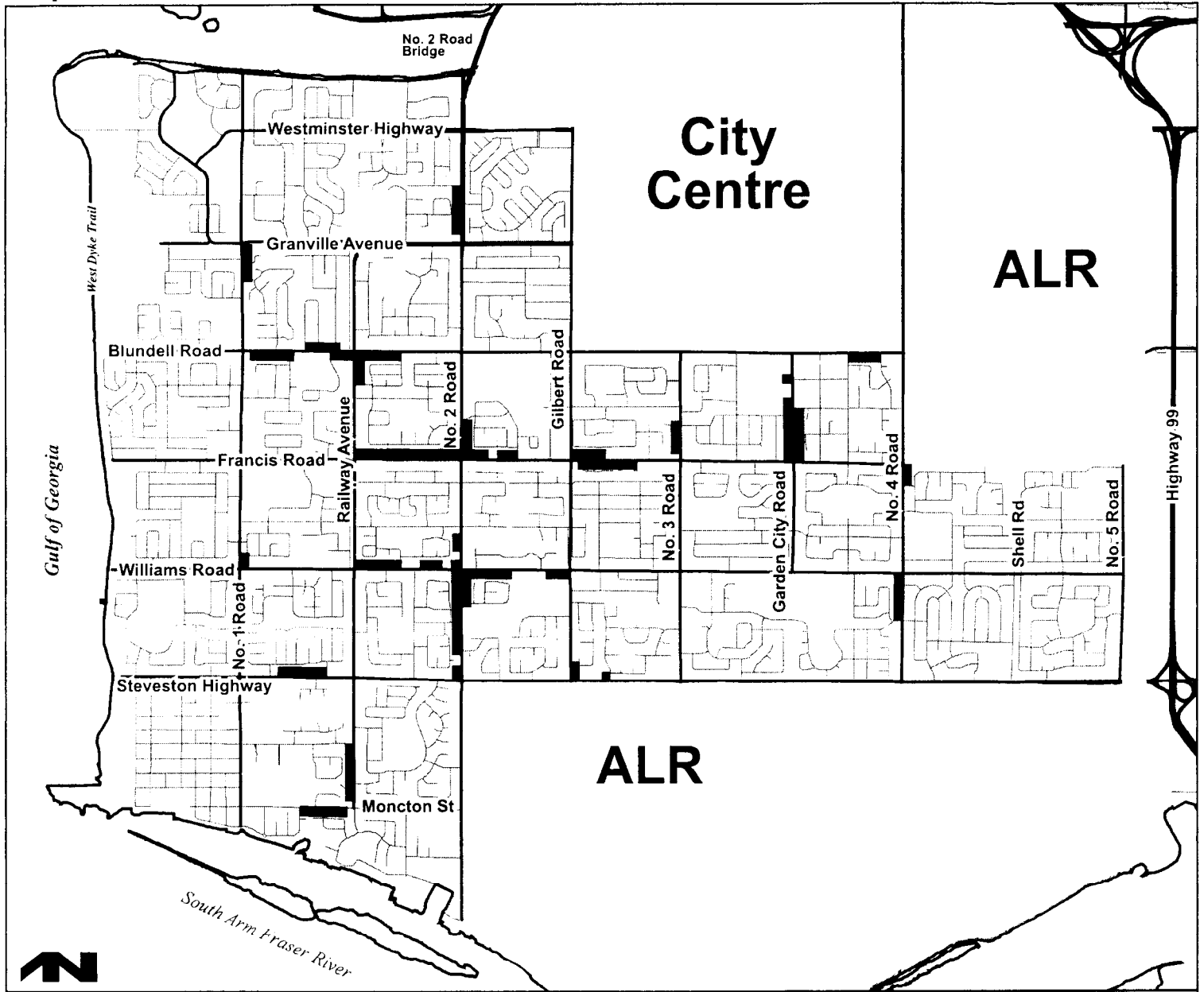
Since these developments are so highly visible and because there usually are no frontage improvements along the arterial road (i.e. there is no landscape boulevard between the sidewalk and roadway), staff believe greater care needs to be taken to ensure a quality development.

At this point in time, staff are not proposing to introduce design controls on the single-family residences or coach houses themselves. To do so, would require the registration of building schemes or the use of development permits to control the form and character of "intensive residential development".

By requiring the Landscape Plan and security for the landscaping (including installation) as a condition of the rezoning application, Development Applications staff, Planning Committee and ultimately Council all have the opportunity to review the proposal and ensure it is adequate.

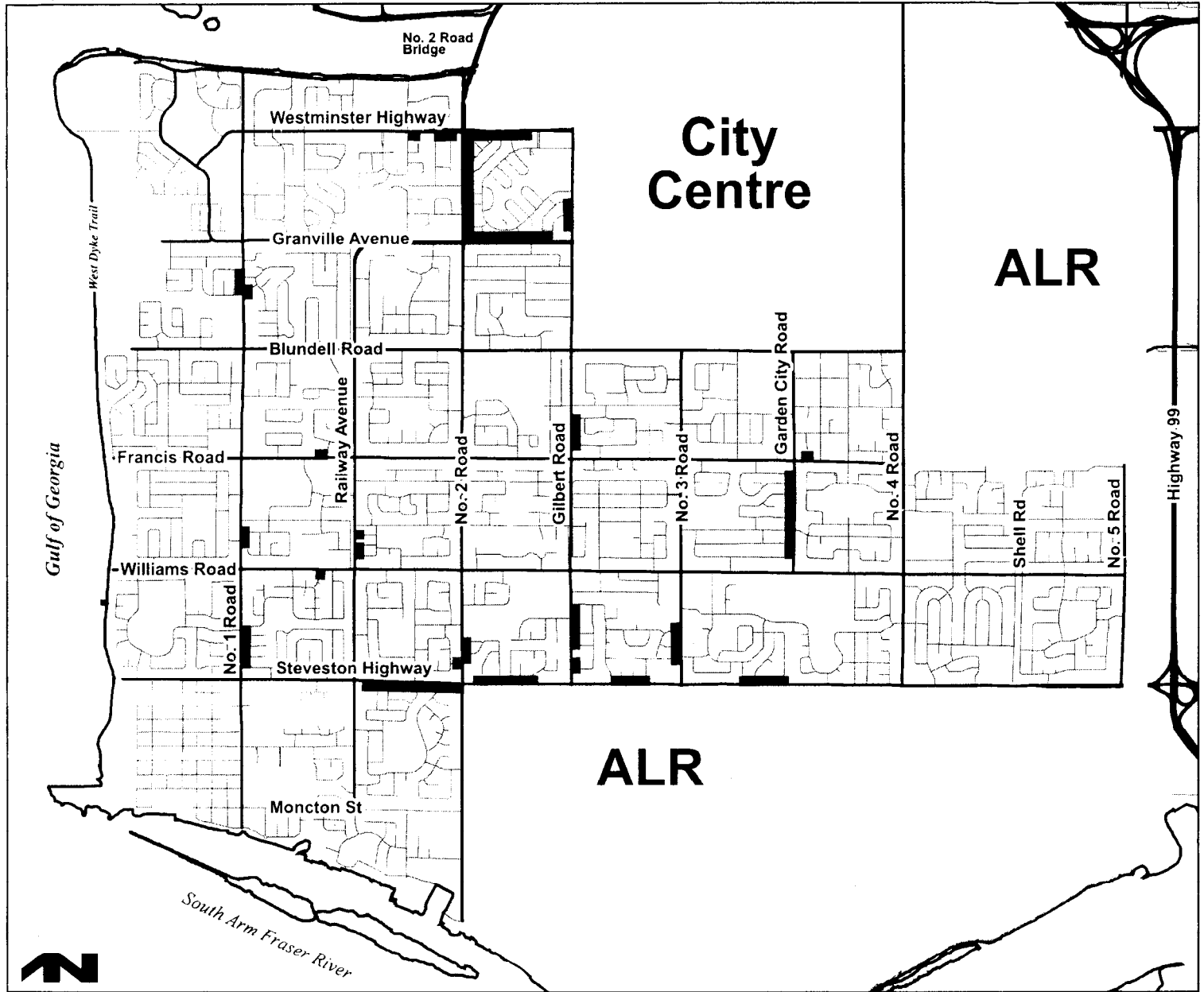
This requirement is being added to the OCP rather than the Zoning & Development Bylaw because Building Approvals staff do not have the time or expertise to review and inspect landscape plans.

Map 8



No Single-Family Residential and Coach House Development - Lane is not Possible Because of Existing Development or Property Configurations

Map 9



**No Single-Family Residential and Coach House Development -
Property Backs onto an Arterial Road and is Addressed from
an Internal Road**

g) The pictures below illustrate what the City is trying to accomplish or to avoid along arterial roads with respect to landscaping in the front yard.

i) Same Grade Between Front Yard And City Sidewalk



Not A Grade Difference Along The Arterial Road



ii) Grassed Strip With Trees Along Arterial Road



Missed Opportunity For Street Trees



iii) Trees In The Front Yard



No Reason Not To Plant A Tree In The Front Yard



iv) 1.2 m (4 ft) Picket Or Rail Fence



Not A 2 m (6.5 ft) Solid Fence



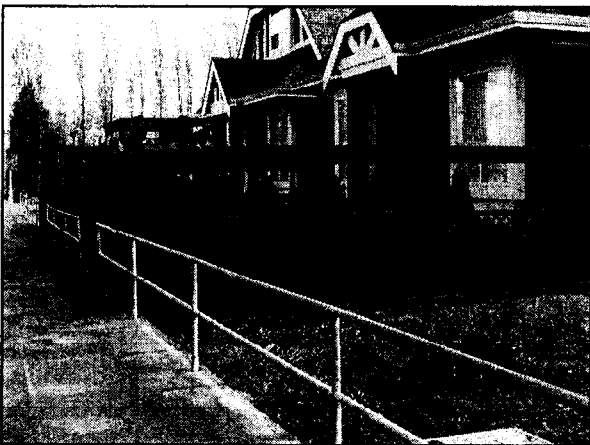
v) Low Lying Landscaping Along Fence



Not A Tall Cedar Hedge



vi) Complimentary Arbours Or Features Along Fence



Trellis Feature Out Of Place



vii) Flowers And Ground Cover
In Front Yard



Lawn Is Only Landscape Feature



viii) Low Shrubs Behind Fence



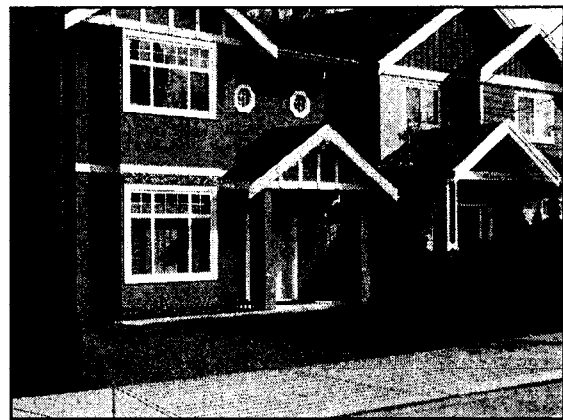
Not Overgrown/Tall Hedge
Along City Sidewalk



ix) Attractive Walkway/Pathway
To Front Door



Access To Front Door From
Asphalt Driveway



Multiple-Family Residential Development (Rezoning Applications)

- h) According to the *Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies*, multiple-family residential development is no longer permitted on local arterial roads.

Council agreed to this approach because it was facing too much opposition to this form of development on local arterial roads such as Francis Road, Granville Avenue between Railway Avenue and No. 1 Road, etc..

However, there are two exceptions to this rule that are being reflected in Bylaw No. 8063 (see **Map 10**).

One is along Williams Road between No. 3 Road and Ash Street on the north side and between No. 3 Road and No. 4 Road on the south side.

This area was the subject of a public consultation meeting last year and, as reported previously, the neighbourhood seemed more favourably disposed to multiple-family residential development than single-family residential development with a new lane.

The majority of lots in this area are 20 m wide and contain older single-family dwellings. With the proximity of the Broadmoor Shopping Centre and South Arm Community Centre, this is an ideal location for low density townhouses on consolidated development sites.

Planning Committee and Council endorsed this recommendation in September 2005.

The second area is along Garden City Road between Dixon Avenue and Dayton Avenue.

The two multiple-family residential developments along Dixon Avenue (one of which also fronts Garden City Road) have already set the precedent for this form of housing.

Furthermore, the Ash Street Sub-Area Plan permits a continuation of this housing along Garden City Road.

With the proximity of the Garden City Shopping Centre and the precedence in this neighbourhood, staff are recommending that the few developable properties along this section of Garden City Road be the second instance where multiple-family development would be permitted along a local arterial road.

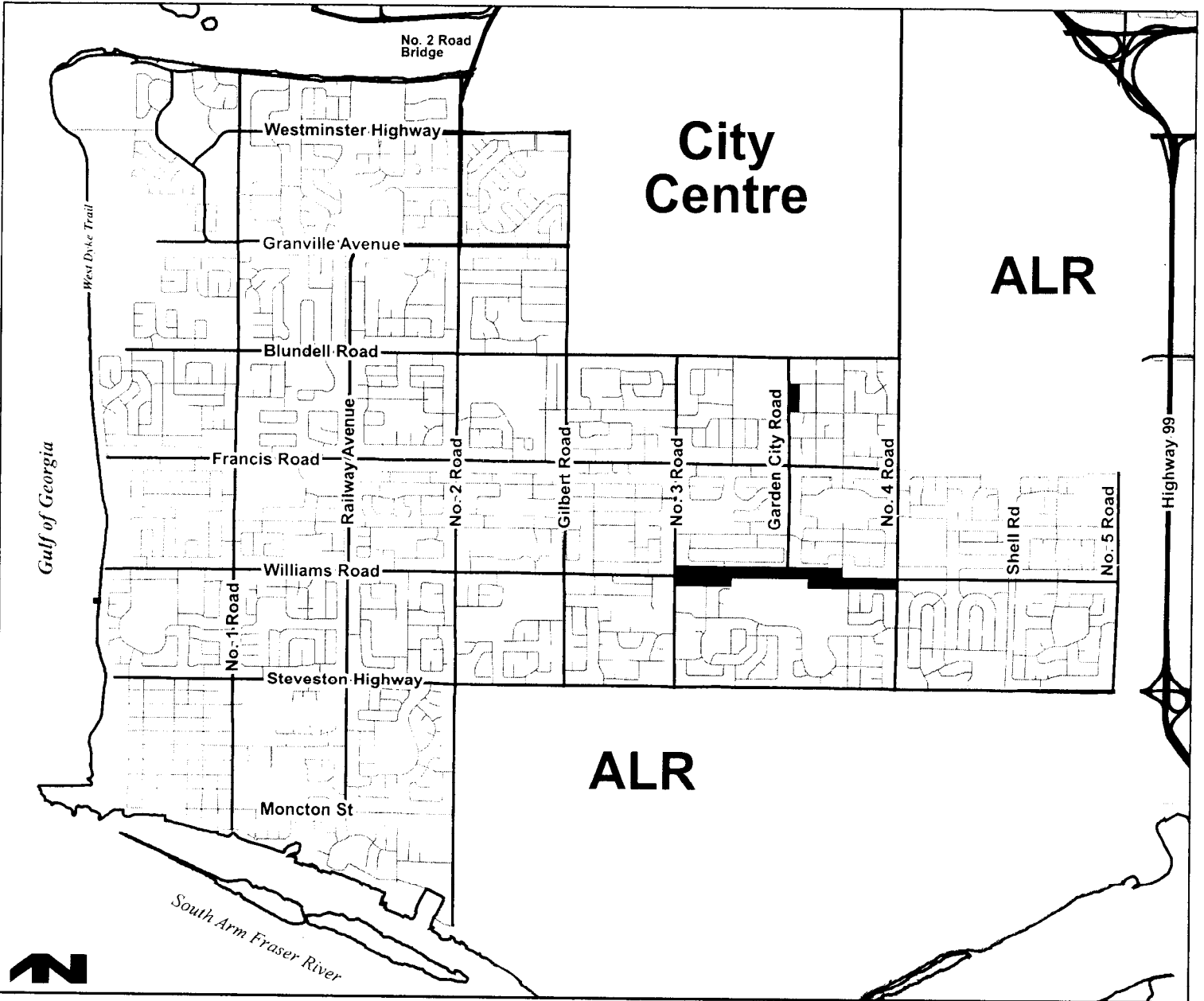
As a condition of reviewing applications in these two areas, a servicing capacity analysis will be required to ensure that the services in the area are sufficient to the City's engineering standards.

- i) Infill multiple-family residential development will also be permitted on major arterial roads where there is already a predominant presence of this type of development.

Map 11 illustrates the location of these infill areas. In the majority of cases, this involves a few properties which are surrounded by either new or older multiple-family residential development.

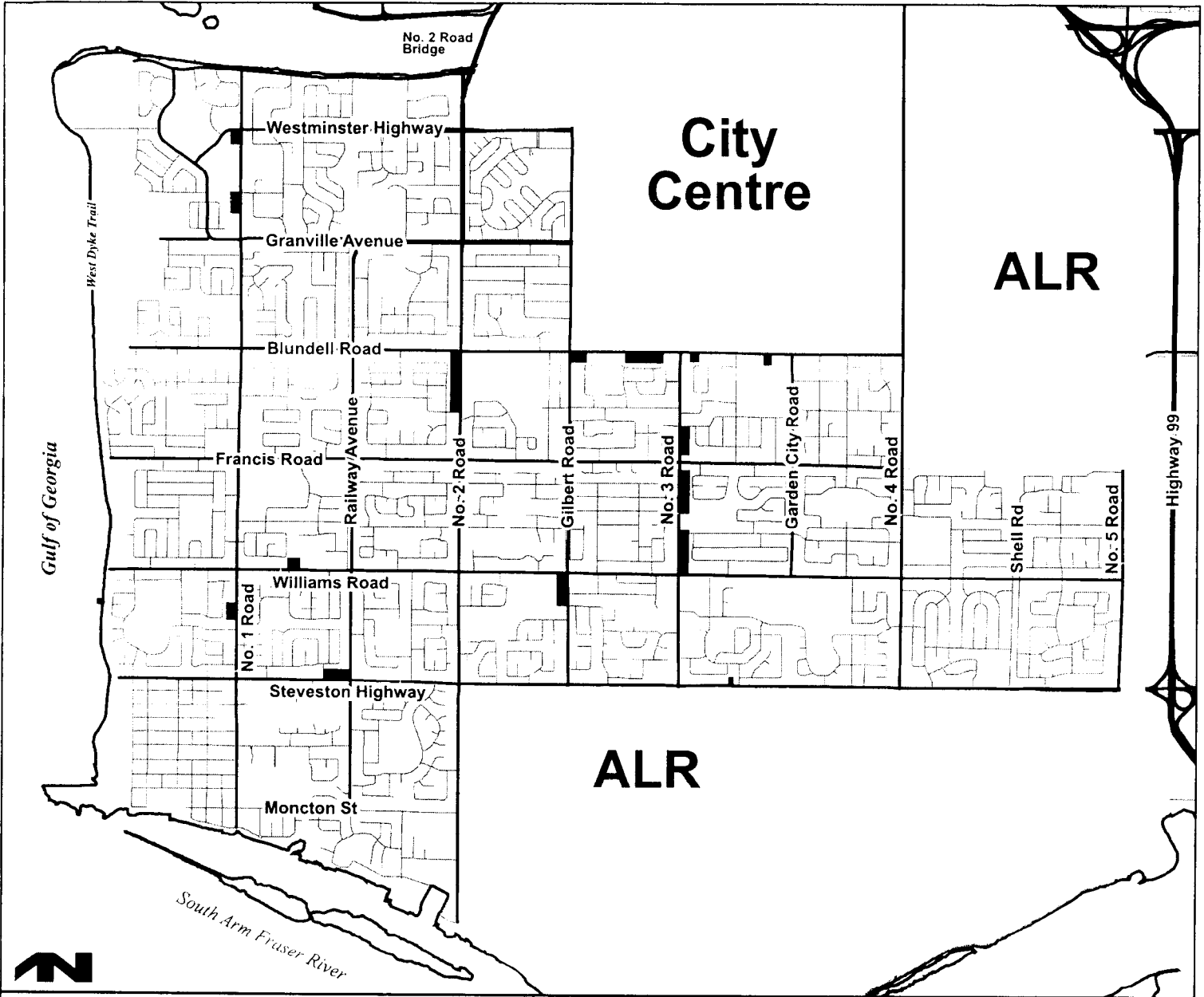
Staff have purposely listed these separately because they would not constitute a new form of development for a neighbourhood.

Map 10



Multiple-Family Residential Development on Local Arterial Roads

Map 11



Infill Multiple-Family Residential Development

With any recent applications, staff would have consulted with the neighbourhood by preparing a concept plan of how the multiple-family residential development would be accommodated along the major arterial road.

Therefore, staff are relatively confident that there should not be any major opposition to the development of these infill areas.

A servicing capacity analysis would be required for these infill areas to ensure that the services in the area are sufficient to the City's engineering standards.

- j) As stated in the *Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies*, new multiple-family residential development would only be considered:
- i) along a major arterial road;
 - ii) on a land assembly with at least 50 m or 165 ft frontage;
 - iii) where the application is not the first one in the block to introduce multiple-family residential development along that section of the major arterial road;
 - iv) at least 50% of the lots have redevelopment potential (i.e. frontage of over 18 m or 60 ft and/or a house over 10 years old);
 - v) public transit is available; and
 - vi) the development is within walking distance (e.g. 800 m or 2,625 ft) of commercial services or City community centre.

This policy is proposed to be imbedded in the OCP by Bylaw No. 8063 because it seems to be working well in limiting and directing multiple-family residential developments to more suitable locations.

Map 12 indicates where these locations are at the present time. This map is not being included in the OCP because the above-noted conditions could change over time (e.g. transit routes or the housing stock may change).

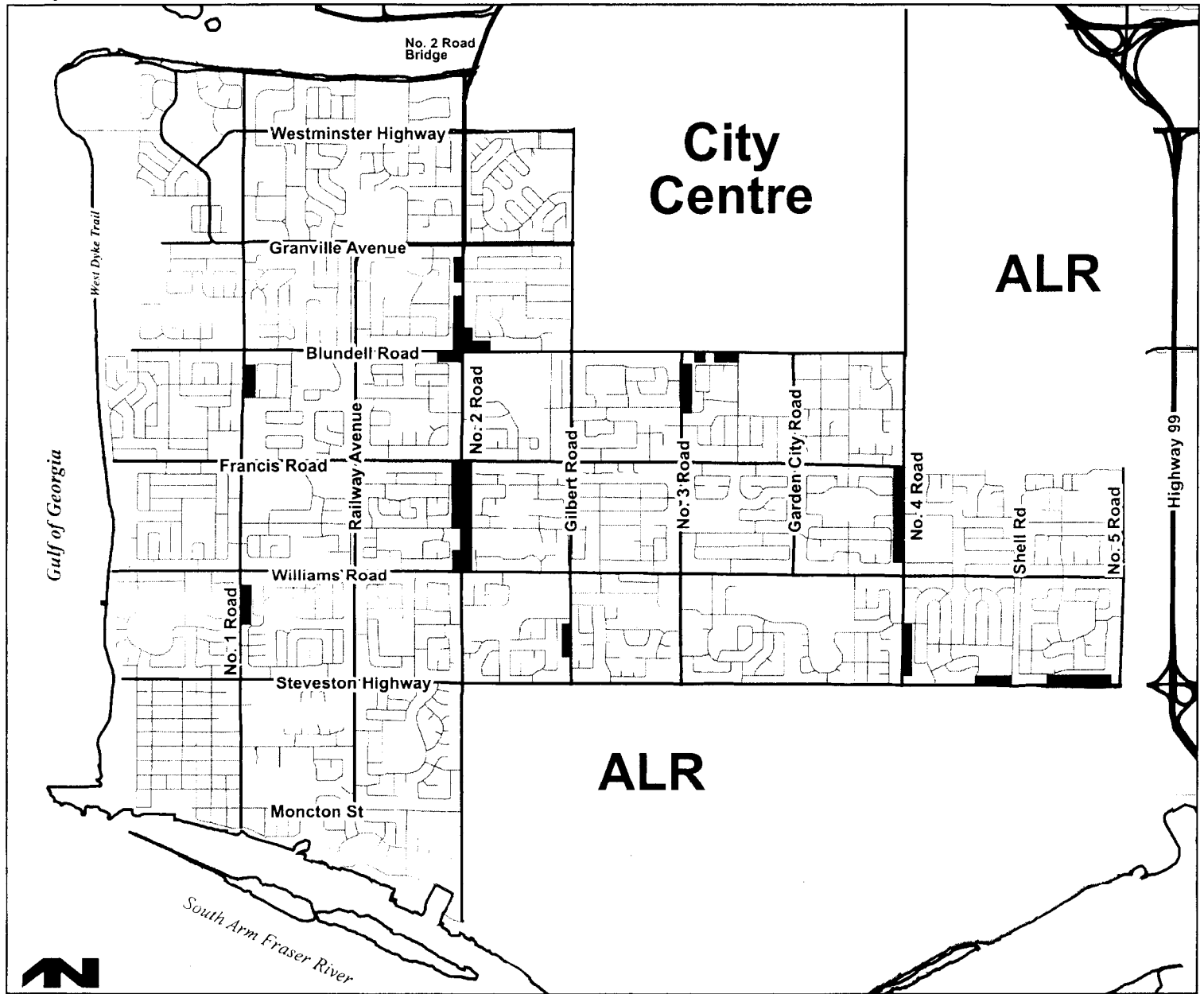
The inclusion of the Revised Interim Strategy into the OCP would not adversely affect any rezoning applications for multiple-family residential development that were submitted prior to ("in-stream") or during ("interim") the review of the Lane Establishment and Arterial Road Redevelopment Policies.

Once again, the identification of these areas for new multiple-family residential development would not presuppose them from having to undertake a servicing capacity analysis.

- k) All rezoning applications involving a new multiple-family residential development will be required to go through a public consultation process prior to Public Hearing (except if a public consultation process has already been undertaken on that section of the major arterial road).

This policy would not apply to infill multiple-family residential development or to the two areas on Williams Road and Garden City Road identified for this form of housing (items "h" and "i" above).

Map 12



New Multiple-Family Residential Development

The public consultation process would involve the preparation of a development concept plan of the development potential along that section of the major arterial road by the applicant to the satisfaction of City staff. This plan would include the identification of any shared access for adjacent sites.

The applicant would be responsible for the public consultation process, with some direction from City staff.

The intent is to obtain the neighbourhood's support for the form of development prior to preparing a staff report to Planning Committee and to avoid unexpected issues at the Public Hearing/Council approval stage.

This model of public consultation has been used with recent rezoning applications along arterial roads and seems to be working well. It also appears to be successfully used in other Lower Mainland municipalities such as Surrey.

- 1) OCP Amendment Bylaw No. 8063 contains a number of requirements for multiple-family residential developments along arterial roads that would enhance their appearance and interface with the surrounding neighbourhood.

For one thing, it is proposed that a minimum frontage of 40 m (130 ft) be required for any multiple-family residential development along Williams Road between No. 3 Road and No. 4 Road or on Garden City Road between Dixon Avenue and Dayton Avenue.

Along all the other major arterial roads where multiple-family residential development would be permitted, a minimum frontage of 50 m (165 ft) is being required.

Experience has shown that larger assembly sites create a better building product, avoids the "tunnel" appearance of a narrow site, reduces the number of access points to the arterial road, provides more opportunity for useable outdoor amenity space, etc..

In order to break up the massing of multiple-family residential developments along the arterial road, it is proposed to require that the units step down to a maximum 2¹/₂ storey height along the side yards and at the internal drive aisle entrance.

Not only will this provide a bit more variety to the development, but it will help prevent a solid 3 storey height along the most visible elevation – being the arterial road.

Similarly, no 3 storey heights are proposed to be permitted along the rear yard interface with the single-family residential neighbourhood behind the site.

Where a 2¹/₂ storeys height is proposed along this interface, a 6 m (20 ft) rear yard setback would be required. If a 2 storey height is proposed along the back property line, a 4.5 m (15 ft) rear yard setback would be permitted.

In order to accomplish these larger rear yard setbacks (the normal rear yard setback in the townhouse zoning districts is 3 m or 10 ft), the front yard setback may need to be varied from 6 m (20 ft) to 4.5 m (15 ft) along the arterial road.

These heights and setbacks are generally consistent with single-family residential zones and would do a lot to ensure that the negative impacts of the multiple-family residential development are mitigated.

All of these requirements will eventually be included in the new Zoning & Development Bylaw, which hopefully will be completed later this year.

In the meantime, by including them in the OCP, staff will be able to negotiate these requirements as a condition of rezoning and/or development permit approval.

Existing Developed Sites

It should be noted that **Map 2** to **Map 12** do not include existing developed sites.

So, for example, if a property already contains a multiple-family residential development, it has not been identified on these maps because the intent of the OCP Amendment Bylaw No. 8063 is direct where new development is to occur.

Similarly, properties that are zoned and/or used for Commercial, Assembly, School & Public Use and other non-residential purposes are not included in these maps.

This point is made to clarify why there may appear to be “gaps” in the maps if one overlays where single-family residential and coach house development or multiple-family residential development will be permitted.

Two-Family Dwellings

The OCP amendment also does not give specific direction on where two-family dwellings (traditional duplexes not coach houses) should be located.

There does not appear to be a significant demand for this form of housing at this time from either the market or development community.

Properties which are already zoned Two-Family Housing District (R5) would be able to redevelop for this purpose.

Furthermore, staff are receptive to considering rezoning applications involving an existing non-conforming two-family dwelling provided that a new duplex is built which fits into the policies of that area (e.g. dedicates and builds a lane if a lane is required on the adjacent properties.).

Financial Impact

There is no financial impact to the City in adopting OCP Amendment Bylaw No. 8063.

Conclusion

In 2004 Council directed staff to undertake a review of the Lane Establishment and Arterial Road Redevelopment Policies.

The results of this review were reported to the Planning Committee and Council in September 2005.

At that time, it was recommended that the outcome of the review be imbedded into the OCP.

April 13, 2006

- 15 -

Bylaw No. 8063 accomplishes this, and also includes some landscaping requirements for new single-family residential and coach house development along an arterial road.

A handwritten signature in black ink, appearing to read "H. Burke". The signature is written in a cursive style with a large, looped initial "H".

Holger Burke, MCIP
Development Coordinator

HB:cas

ATTACHMENT 1

**Historical Summary of the
Lane Establishment and Arterial Road Redevelopment Policies**

- 1999** - Official Community Plan (OCP) Bylaw 7100 is adopted. According to the OCP:
- sites abutting section line roads are deemed suitable for limited mixed residential/commercial development; and
 - the Low-Density Residential designation permits a density generally in range of 0.5 to 0.7 FAR for single-family, two-family and multi-family housing.
- 2000** - Original Lane Establishment Policy 5036 is adopted. This Policy:
- requires rezoning, development permit and subdivision applications along arterial roads to dedicate land and pay for the construction of lanes;
 - allows for a temporary, shared driveway to garages in the rear yard until the lane is operational; and
 - specifies which arterial roads outside the City Centre are subject to the Lane Policy.
- Zoning & Development Bylaw No. 5300 is amended to:
- exempt arterial roads from having to go through a new Single-Family Lot Size Policy process;
 - allow Council to remove arterial roads from an existing Single-Family Lot Size Policy; and
 - create Single-Family Housing District, Subdivision Area K (R1/K) zone, which permits 20 m (66 ft) wide lots to subdivide into two 10 m (33 ft) wide lots.
- 2001** - City starts amending Single-Family Lot Size Policies to exclude the properties fronting an arterial road with a rezoning application. This process continues up until 2004.
- Arterial Road Redevelopment Policy 7017 is adopted. The Policy:
- encourages higher density forms of development (townhouses and low rise apartments) within 400 m or ½ block of a neighbourhood service centre (shopping centre) or City-run community centre; and
 - reinforces that small lot single-family, duplex developments and townhouses (not low-rise apartments) are permitted elsewhere on arterial roads provided there is a significant public benefit (such as a lane).
- The OCP is amended to achieve housing choice in neighbourhoods outside the City Centre. These choices include:
- single-family character housing;

- multiple-family housing located near major community facilities and services and along arterial roads where community benefit is derived (e.g. lanes, trails, etc.); and
 - low-rise multiple-family housing near major community facilities or services.
- Residential Lot Vehicular Access Regulation Bylaw No. 7222 is adopted. As part of the approval of this bylaw:
- a new Lane Establishment Policy 5038 is approved, thereby ensuring consistency with Bylaw No. 7222;
 - the new Policy allows exemptions to be authorized by Council through the rezoning or development permit process and the Approving Officer through the subdivision process; and
 - rescinds the original Lane Establishment Policy 5036.
- 2002** - A moratorium on rezoning applications along Williams Road is approved because of sanitary sewer and storm drainage concerns.
- Amendments are approved to Arterial Road Redevelopment Policy 7017, specifically to permit the following:
- townhouses over 0.6 FAR within ½ block or 400 m of a neighbourhood service centre or City-run community centre;
 - townhouses in the range of 0.6 FAR outside the neighbourhood service centre or community centre areas (with new zoning to accommodate this); and
 - single-family housing, duplexes and coach houses at a density of 0.6 FAR outside the neighbourhood service centre or community centre areas (with accompanying new zoning).
- Staff report on the recommended cost savings for lane implementation. Following is endorsed by Council:
- require public lane access with subdivisions of four or more lots or townhouses; and
 - accept NIC payment as an alternative to the construction of a lane where no public access is constructed or there is no means to connect a lot to an existing lane or road.
- The Coach House District (R9) zone is adopted permitting an additional dwelling unit above the garage for lots which front a section line road and where provisions have been made for access to a lane.
- Single-Family Housing District (R1-0.6) is adopted permitting a higher density (0.6 FAR vs the traditional 0.55 FAR) to accommodate single-family housing which fronts a section line road and provisions have been made for access to a lane.

- 2004** - “Fast track” process is implemented for simple rezoning applications (e.g. R1-0.6 or R9 rezoning along an arterial road where there is an existing lane and no Single-Family Lot Size Policy restrictions).
- Staff undertook a review of the City’s lane standards in consultation with the Urban Development Institute (UDI), Greater Vancouver Home Builders Association (GVHBA) and a representative from the University of British Columbia (UBC). As a result of this review, the Public Works & Transportation Committee and Council endorsed the “grass swale lane option” as a pilot project.
 - Townhouse District (R2-0.6) is adopted permitting a higher density (0.6 FAR vs the traditional 0.55 FAR) to accommodate townhouses where lots front a section line road and provisions have been made for access to a lane.
 - Planning Committee and/or Council refers a number of rezoning applications back to staff and requests that the Lane Establishment and Arterial Road Redevelopment Policies be reviewed. Some of the issues included:
 - the establishment of a rear lane is problematic in a number of instances;
 - concerns regarding the quality, aesthetics and streetscape of new single-family residential development; and
 - adjacency issues associated with the implementation of a lane.
 - Interim Strategy for Managing Townhouse and Single-Family Residential Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies is endorsed. This Strategy specifies that rezoning applications along arterial roads will be deferred until the review is completed; unless it involves:
 - a townhouse development having a land assembly of at least 30 m frontage;
 - a single-family residential proposal where a municipal lane already exists and is operational;
 - a single-family residential proposal in compliance with an existing Single-Family Lot Size Policy that does not require a rear lane; or
 - a single-family residential proposal under certain limited conditions (e.g. townhouse option not possible; similar rezonings already approved; completes existing development pattern; lane development in near future).
- 2005** - Planning Committee and Council lifts the moratorium on all of the rezoning applications received prior to the Interim Strategy (August 30, 2004) and directs that these applications proceed as per the normal process.
- Planning Committee refers the staff recommendations regarding the review of the Lane Establishment and Arterial Road Redevelopment Policies in order that public consultation options on these policies be provided.

- Planning Committee and Council approves the option to do specific public consultation on selected arterial roads and active application areas. The Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies is also approved (see **Attachment 2**).
- public consultation meetings held in the:
 - Granville Avenue and No. 1 Road area;
 - Blundell Road and Gilbert Road area;
 - Steveston Highway area (Lassam Road to Ransford Gate); and
 - Williams Road between No. 3 Road and No. 4 Road.
- decision made on the Granville Avenue and No. 1 Road public consultation area and the corresponding rezoning applications and Single-Family Lot Size Policies in this area.
- decision made on part of the Blundell Road and Gilbert Road public consultation area and one of the rezoning applications and the associated Single-Family Lot Size Policy in that area.
- public consultation results and recommendations regarding the review of the Lane Establishment and Arterial Road Redevelopment Policies endorsed by Planning Committee and Council.
- 2006** - rezoning application and Single-Family Lot Size Policy in the Steveston Highway (Lassam Road) public consultation area approved.
- subject OCP amendment report and bylaw to:
 - implement the recommendations arising from the Williams Road (No. 3 Road to No. 4 Road) public consultation meeting;
 - incorporate the Revised Interim Strategy for Managing Rezoning Applications During the Review of the Lane Establishment and Arterial Road Redevelopment Policies;
 - require certain minimum frontages, building heights and setbacks for multiple-family residential development; and
 - require a Landscape Plan with specific requirements for all single-family residential and coach house rezoning applications.

ATTACHMENT 2

**Revised Interim Strategy for Managing Rezoning Applications
During the Review of the Lane Establishment and
Arterial Road Redevelopment Policies**

OBJECTIVES:

- To address Council, Planning Committee and public concerns regarding the Lane Establishment and Arterial Road Redevelopment Policies.
- To assist staff and Council to manage townhouse and single-family residential rezoning applications along arterial roads in the interim until a review of the Lane Establishment and Arterial Road Redevelopment Policies is completed.
- To respond to recent Planning Committee and Council decisions on specific rezoning applications since the Interim Strategy was initially approved in August, 2004 and to facilitate the processing of in-stream rezoning applications.
- To provide additional opportunities for public input into rezoning applications along arterial roads besides the statutory requirement for a Public Hearing.

REVISED INTERIM STRATEGY:**A. New Rezoning Applications (Received After This Revised Interim Strategy Is Approved)**

1. Except as noted in Sections 2 and 3 below, all new rezoning applications for development along arterial roads that are subject to the Lane Establishment and Arterial Road Redevelopment Policies will be deferred until the review of these policies is complete and approved by Council.
2. New rezoning applications for multiple-family residential development, involving two or more dwelling units on a property, will be considered based on the following locational criteria:
 - a) along a major arterial road only;
 - b) on a land assembly with least 30 m frontage;
 - c) the application is not the first one in the block to introduce a new form of development along that section of the major arterial road;
 - d) at least 50% of the lots along that section of the major arterial road have redevelopment potential (i.e. have a frontage of over 18 m and/or a house over 10 years old);
 - e) public transit is available on the major arterial road; and

- f) within walking distance (e.g. 800 m) of commercial services or City community centre.
3. New rezoning applications for single-family residential development, including coach houses, will only be considered where the following locational criteria are met:
 - a) A municipal lane already exists and is operational; or
 - b) The single-family residential proposal is in compliance with an existing Lot Size Policy that does not require a rear lane.
 4. All new rezoning applications for multiple-family residential development, involving two or more dwelling units on a property, that meet the locational criteria in Section 2 will be required to go through the following public consultation process unless one has already been undertaken by a previous application in that block:
 - a) A development concept plan of the development potential along that section of the major arterial road must be prepared by the applicant to the satisfaction of City staff, including shared access for adjacent sites; and
 - b) The applicant will undertake a public consultation process with the neighbourhood regarding their specific rezoning application and the development concept plan for the area along the major arterial road.

B. Interim Rezoning Applications (Received After The Interim Strategy Was Approved On August 30, 2004 And When This Revised Interim Strategy Is Approved)

1. Except as noted in Sections 2 and 3 below, all interim rezoning applications for development along arterial roads that are subject to the Lane Establishment and Arterial Road Redevelopment Policies will be deferred until the review of these policies is complete and approved by Council.
2. Interim rezoning applications for multiple-family residential development, involving two or more dwelling units on a property, will be considered on both local and major arterial roads only if they are located on a land assembly with least 30 m frontage.
3. Interim rezoning applications for single-family residential development, including coach houses, will only be considered where:
 - a) A municipal lane already exists and is operational; or
 - b) The single-family residential proposal is in compliance with an existing Lot Size Policy that does not require a rear lane.
4. All interim rezoning applications for multiple-family residential development, involving two or more dwelling units on a property, that meet the locational criteria in Section 2 will be required to go through the following public consultation process unless one has already been undertaken by a previous application in that block:
 - a) A development concept plan of the development potential along that section of the local or major arterial road must be prepared by the applicant to the satisfaction of City staff, including shared access for adjacent sites; and

- b) The applicant will undertake a public consultation process with the neighbourhood regarding their specific rezoning application and the development concept plan for the area along the local or major arterial road.

C. In-Stream Rezoning Applications (Received Before The Interim Strategy Was Approved On August 30, 2004)

1. In-stream rezoning applications will not be deferred until the review of the Lane Establishment and Arterial Road Redevelopment Policies is complete and approved by Council.
2. In-stream rezoning applications for multiple-family residential development, involving two or more dwelling units on a property, will be considered on both local and major arterial roads where:
 - a) A single-family residential development is not preferred because a municipal lane does not already exist or should not be started on that particular block of the arterial road; and/or
 - b) A land assembly with at least 30 m frontage has proven impossible but the adjacent properties have similar redevelopment potential.
3. In-stream rezoning applications for single-family residential development, including coach houses, will be considered on both local and major arterial roads where:
 - a) A municipal lane has been started in the area or can be constructed by the subject application or simply is not feasible because of the site's unique location; and/or
 - b) A multiple-family residential development is not feasible because of the adjacent properties have limited redevelopment potential (i.e. have a frontage of less than 18 m and/or a house less than 10 years old).
4. All in-stream rezoning applications for either multiple-family residential development or single-family residential development will be required to go through the following public consultation process unless one has already been undertaken by a previous application in that block:
 - a) A development concept plan of the development potential along that section of the local and major arterial road may be required to be prepared with the assistance of City staff; and
 - b) City staff will assist in undertaking a public consultation process with the neighbourhood regarding the specific rezoning application and the development concept plan for the area along the local or major arterial road.



Richmond Official Community Plan Bylaw 7100
Amendment Bylaw
(Lane Establishment and
Arterial Road Redevelopment Policy Review)

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

- 1. Richmond Official Community Plan Bylaw 7100, Schedule 1, is amended by adding the following objective, policies and map in Section 3.2 Housing:

OBJECTIVE 3:

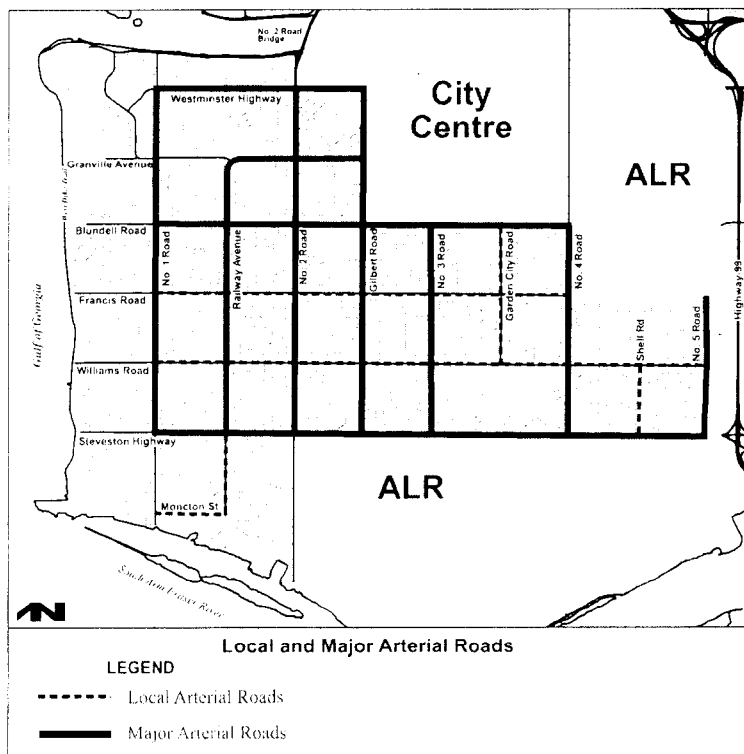
Implement the recommendations of the review of the City's Lane Establishment and Arterial Road Redevelopment Policies.

POLICIES:

Major and Local Arterial Roads in West Richmond

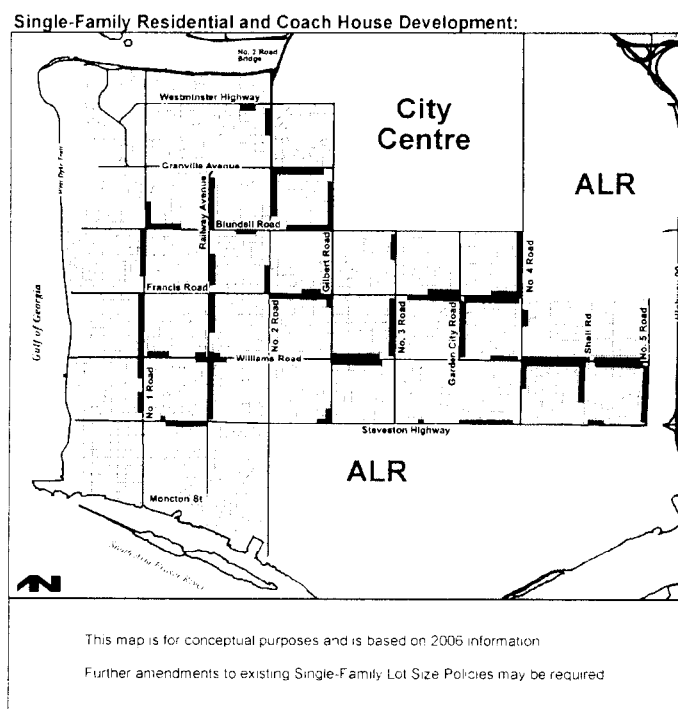
- a) As reflected on the following map, a distinction is made between major arterial roads and local arterial roads located outside the City Centre Area within West Richmond.

Major and Local Arterial Roads:



Single-Family Residential Development (Rezoning Applications)

- b) Single-family residential and coach house development will be encouraged to locate where an existing municipal lane is fully operational.
- c) Single-family residential and coach house development will also be considered where:
 - i) a Single-Family Lot Size Policy permits development on the properties fronting the arterial road and the development can connect to an operational lane or an existing side street;
 - ii) a future lane pattern has been started but the lane is not yet fully operational; or
 - iii) a municipal lane can be started and made operational by connecting to an existing side street, lane or possibly the arterial road.
- d) Coach house development will be permitted where lots are only 24 m (80 ft) deep without a fully operational lane (e.g. Williams Road between Nevis Drive and Dunoon Drive).



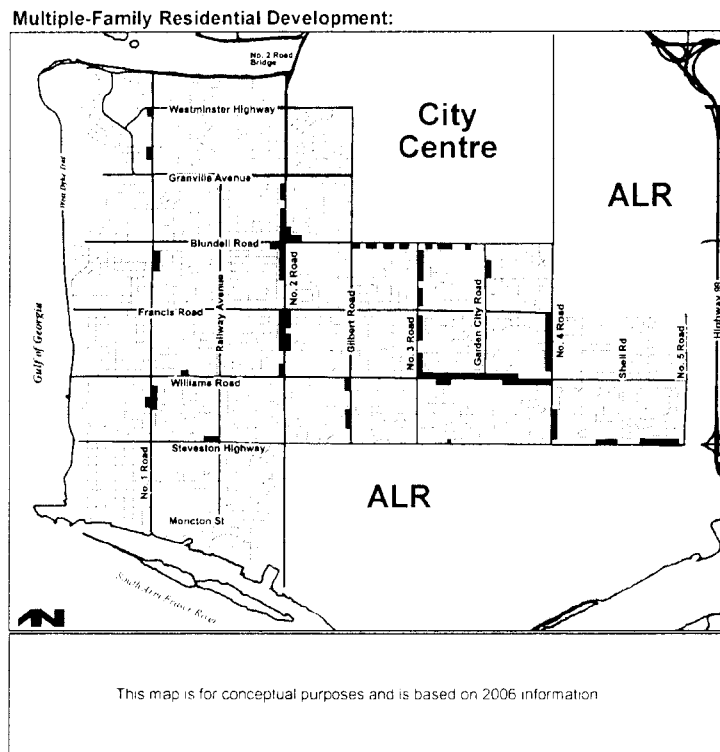
- e) Single-family residential and coach house development will not be considered where:
 - i) a Single-Family Lot Size Policy places restrictions on the properties fronting an arterial road or where it will be difficult for the development to connect to an operational lane or an existing side street in spite of the Single-Family Lot Size Policy;
 - ii) lane access to an existing side street is not possible because of existing development or property configurations; or

- iii) a property backs onto an arterial road and has its address from an internal road.
- f) A landscape plan must be prepared by a registered Landscape Architect for the front yard along the arterial road for all single-family residential and coach house rezoning applications. The Landscape Architect must also submit a cost estimate of the proposed landscaping, including installation costs, which will be used as security to ensure that the Landscape Plan is complied with.
- g) In preparing a landscape plan, the following items must be addressed:
 - i) the grade between the City's sidewalk and the landscaping along the front property line should be the same;
 - ii) wherever possible, a grassed strip with at least one deciduous tree (minimum 5 cm or 2 inch calliper) per lot should be installed along the front property line;
 - iii) in addition to the aforesaid landscaping along the front property line, one deciduous tree (minimum 5 cm or 2 inch calliper) or one coniferous tree (minimum height 2 m or 6.5 ft) is to be planted on each lot in the front yard;
 - iv) fencing in the front yard is limited to a maximum height of 1.2 m (4 ft) and must be pickets, wickets or post-rail rather than solid panels;
 - v) fencing should look to incorporate flower beds, flowering shrubs and other low lying landscaping to provide improved articulation;
 - vi) decorative arbours/brackets/trellis features may be used to further articulate the fencing provided that they are in scale with and totally complimentary to the fencing details;
 - vii) all front yard areas between the single-family residence or coach house and the front property line must be planted with a combination of lawn, flower beds, flowering shrubs and ground cover to provide seasonal interest and water permeability;
 - viii) if shrubs are planted in the front yard, they must be of a low height that will not exceed 1.2 m (4 ft) and must be located behind any fencing on the front property line;
 - ix) walkways/pathways from the arterial road to the entrance of the single-family residence or coach house are to consist of aggregate concrete, stamped concrete, paving stones, pervious paving or a combination of the above, and not asphalt materials.

Multiple-Family Residential Development (Rezoning Applications)

- h) Multiple-family residential development on a local arterial road will only be permitted because of the proximity of a neighbourhood service centre and/or a City community centre on:
 - the north side of Williams Road between No. 3 Road and Ash Street;
 - the south side of Williams Road between No. 3 Road and No. 4 Road; and
 - Garden City Road between Dixon Avenue and Dayton Avenue.

- i) Infill multiple-family residential development will be permitted on major arterial roads where there is a predominant presence of other previously approved development of a similar nature.
- j) New multiple-family residential development will only be considered:
 - i) along a major arterial road (and those portions of a local arterial road noted above);
 - ii) on a land assembly with at least 50 m (165 ft) frontage (40 m or 130 ft on the above-noted local arterial roads);
 - iii) where the application is not the first one in the block to introduce a new form of development along that section of the major arterial road;
 - iv) at least 50% of the lots along that section of the major arterial road have redevelopment potential (i.e. a frontage of over 18 m or 60 ft and/or a house over 10 years old);
 - v) public transit is available on the major arterial road; and
 - vi) the development is within walking distance (e.g. 800 m or 2,625 ft) of commercial services or City community centre.



- k) All new multiple-family residential rezoning applications will be required to go through a public consultation process unless one has already been undertaken by a previous application in that block.

The applicant will be required to undertake this public consultation process, including the preparation of a development concept plan of the development potential along that section of the major arterial road and any shared access to adjacent sites, to the satisfaction of City staff.

- 1) Multiple-family residential development along arterial road shall meet the following requirements:
 - i) assembly of larger sites, specifically: a minimum 40 m (130 ft) frontage on local arterial roads and a minimum of 50 m (165 ft) frontage on major arterial roads;
 - ii) step down to a maximum of 2½ storey height along side yards and at the internal drive aisle entrance;
 - iii) shall not have any 3 storey heights along the rear yard interface with single-family housing; and
 - iv) have variable rear yard setbacks based on the development height, specifically: 4.5 m (15 ft) for 2 storeys and 6 m (20 ft) for 2½ storeys.
- 2. This Bylaw may be cited as “Richmond Official Community Plan Bylaw 7100, Amendment Bylaw 8063”.

FIRST READING

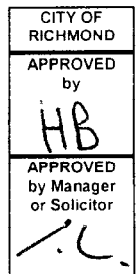
MAY 08 2006

PUBLIC HEARING

SECOND READING

THIRD READING

ADOPTED



MAYOR

CORPORATE OFFICER