

Report to Committee

Planning Committee

To Planning - Mor 18, 2003 Date: March 6, 2003 File: 8060-20-7450 March 6, 2003 File: 8060-20-7496
RZ 02-213387 File: 8060-20-749/

From:

Joe Erceq

Manager, Development Applications

RE:

To:

APPLICATION BY PATRICK COTTER ARCHITECT INC. FOR REZONING AT 22111, 22171, 22191 WESTMINSTER HIGHWAY FROM AGRICULTURAL DISTRICT (AG1) TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD/61), COACH HOUSE DISTRICT (R/9) AND SINGLE FAMILY HOUSING DISTRICT,

SUBDIVISION AREA A (R1/A)

Staff Recommendation

1. That Zoning Amendment Bylaw No. 7450 be abandoned.

- 2. That Zoning Amendment Bylaw No. 7496, to amend the intent statement of the "Coach House District (R/9)" and to add minimum subdivision dimensions for this zone, be introduced and given first reading.
- 3. That Zoning Amendment Bylaw No. 7491, to rezone 22111, 22171, and 22191 Westminster Highway from "Agricultural District (AG1)" to "Comprehensive Development District (CD/61)", "Coach House District (R/9)" and "Single Family Housing District, Subdivision Area A (R1/A)", be introduced and given first reading.

Manager, Development Applications

(4138)

JE:jl Att. 4

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

Patrick Cotter Architect Inc. has applied on behalf of J.A.B. Enterprises Ltd. to amend a rezoning application that is currently in process on the subject properties in the Lower Westminster Sub-Area of the Hamilton neighbourhood (Attachment 1).

The original application was to rezone 22111, 22171 and 22191 Westminster Highway from "Agricultural District (AG1)" to "Comprehensive Development District (CD/61)" and "Single Family Housing District, Subdivision Area A (R1/A)" to permit the development of 54 compact single-family lots. Zoning Amendment Bylaw 7450 to permit the original development proposal went to Public Hearing and was given Third Reading on December 16, 2002. An associated Official Community Plan Amendment Bylaw 7449 was adopted on December 16, 2002 to allow for single-family lots (in addition to duplexes) to be created in the area north of Sharpe Avenue, adjacent to existing single-family development.

As the new "Coach House District (R/9)" has since been created, the applicant wishes to amend the original application to include some coach houses in addition to single-family lots.

Findings of Fact

Item	Existing	Proposed			
Owner	 22111 Westminster Highway: Tsang Wing Wai & Kin Chuen Wai 22171 Westminster Highway: Vincent Tin & Winnie Tin 	J.A.B. Enterprises Ltd./ Premier Pacific Developments Ltd.			
	22191 Westminster Highway: Vincent Tin Luk Tin & Winnie Mee Wan Tin				
Applicant	Patrick Cotter Architect Inc.	No change			
Site Size	2.4 ha (6.0 acres)	2.0 ha (4.9 acres) after road dedication			
Land Uses	 22111 & 22171 Westminster Highway: Vacant 22191 Westminster Highway: Single-family dwelling and accessory equipment shed 	28 single-family lots 26 coach house lots			
OCP Designation	Neighbourhood Residential	No change			
Sub-Area Plan Designation	 North of Sharpe Avenue: Single-Family Residential and/or Duplex Residential only South of Sharpe Avenue: Small and Large Lot Single-Family Residential; Two Family Residential; Townhouse Residential; and Institutional 	 North of Sharpe Avenue: No change South of Sharpe Avenue: No change 			
Zoning	AG1	CD/61, R1/A and R/9			

Project Description

The proposal is to create a compact lot subdivision that includes the following types of zoned lots:

Proposed Zone	No. of Proposed Lots / Dwelling Units	Proposed Lot Widths	Proposed Lot Areas
CD/61	16 / 16	9.11 m (29.89 ft.) to 9.63 m (31.59 ft.)	270.28 m ² (2,909.27 ft ²) to 285.23 m ² (3,070.14 ft ²)
R/9	26 / 52	9.50 m (31.17 ft.) to 13.13 m (43.08 ft.)	276.03 m ² (2,971.15 ft ²) to 372.74 m ² (4,012.17 ft ²)
R1/A	12 / 12	10.29 m (33.76 ft.)	284.96 m ² (3,067.33 ft ²) to 295.15 m ² (3,176.96 ft ²)
Total	54 / 80		

Attachment 2 shows the proposed subdivision layout and location of lots. Sharpe Avenue would be extended through the development site to connect to the sections that have already been built or dedicated as part of neighbouring development proposals. The west side of Muir Drive, which is now partially built, would also be completed. A new public road and lanes would be created to service the area south of Sharpe Avenue.

The twelve (12) R1/A lots are proposed to be located north of Sharpe Avenue, where there is insufficient lot depth to create a lane. These single-family lots would abut existing single-family lots in the subdivision immediately to the north.

The R/9 coach house lots are proposed to be located along Westminster Highway and Muir Drive and at several specific locations abutting a lane. The R/9 zone permits the construction of a principal dwelling on the lot as well as a second dwelling unit above a rear garage.

The remaining 16 lots south of Sharpe Avenue, all of which are located on internal roads, are proposed to be zoned CD/61. This zone permits a single-family dwelling unit with space (but not a dwelling unit) above a rear garage.

Related Policies and Studies

The properties are located within the Lower Westminster Sub-Area in the Hamilton Area Plan. The land use designation permits different types of housing, ranging from small and large lot single-family residential use to townhouses.

The area north of Sharpe Avenue was re-designated on December 16, 2002 for "Single-Family and/or Duplex Residential Only" to allow for single-family lots in addition to duplexes.

The density of the Lower Westminster Sub-Area is permitted to range from 11 to 25 units per acre up to a maximum of 700 dwelling units.

Site Context

The site context is as follows:

North: Single-family lot subdivision (zoned R1/B) West and East: Townhouses (zoned CD/7 and CD/27)

South: Westminster Highway and Highway 91

Staff Comments

Policy Planning

1. The proposal is consistent with the desired land uses outlined in the Official Community Plan (OCP) and the Hamilton Area Plan.

- 2. Single-family lots on the north side of Sharpe Avenue should have shared driveways in order to reduce the number of driveway openings onto the street from 12 accesses to 6 accesses.
- 3. The developer should implement design guidelines or an internal design review process (no City involvement) in order to ensure consistent and compatible housing design throughout the neighbourhood.
- 4. Filling of the land for floodproofing purposes may be problematic due to soft and peaty soils in the area. Developer should have a geotechnical engineer involved during the development phase to ensure that appropriate methods of fill or other forms of floodproofing are possible.
- 5. Corner lots are required to have larger sideyard setback requirements of 4.5 m (14.8 ft.) to maintain consistent line of building setback along public roads.

Transportation

- 1. The Transportation Department supports the use of lanes throughout the development to service the single-family lots. It notes that road dedication will be required for Sharpe Avenue, Muir Drive, and the new east-west public street.
- 2. No land dedication is required along Westminster Highway.
- 3. New public roadways and lanes are to be designed to current City design standards. Public roadways are to have sidewalks on both sides.
- 4. Traffic calming measures (likely curb extensions) are required on Sharpe Avenue and south end of Muir Drive. The type and details of the calming measures can be resolved during the preparation of Servicing Agreement drawings.
- 5. It is noted that the residential subdivision is located close to Highway 91. The applicant should consider noise attenuation in the design of dwelling units.
- 6. The following requests from the Transportation Department have been met in the applicant's design submission:
 - Provide adequate corner cuts at lanes and streets.
 - Lane entrances are to have concrete driveway letdowns, not curb returns.
 - No lane access permitted onto Westminster Highway.

Fire Department

The Fire Department does not have any concerns with the proposed development.

Engineering Works and Services

- 1. Prior to final adoption of the rezoning bylaw, the developer will be required to:
 - Dedicate an additional 10 m of Muir Drive complete with a 4 m x 4 m corner cut at Westminster Highway; and
 - Dedicate 20 m for Sharpe Avenue across the site, complete with a 3 m x 3 m corner cut at Muir Drive.
- 2. The three parcels will need to be consolidated into one parcel to facilitate road dedication.
- 3. The developer will also be required to enter into a Servicing Agreement for:
 - The design and construction of Sharpe Avenue to the same standards of the existing Sharpe Avenue east of Muir Drive;
 - The design and construction of Muir Drive to City standards;
 - Full frontage improvements across the entire frontage of Westminster Highway; and
 - Traffic calming measures on Sharpe Avenue and the south end of Muir Drive.

Analysis

Land Use

Coach Houses

The "Coach House District (R/9)" is a new zone that was created on January 27, 2003 to permit a lot to have a principal dwelling unit and one coach house. A coach house is defined as "a dwelling unit which has at least 75% of its floor area located above a garage, which may be detached or attached to a principal dwelling." Coach houses are limited to a maximum size of 60 m² (645.9 ft²). The zone was originally developed for use as small lot infill along arterial roads that have rear lanes.

Coach House Applications on Other Sites

8411 Steveston Highway

The R/9 zoned was created in response to an application at 8411 Steveston Highway (RZ 02-203809). In this case, the proposal was to subdivide the property into two single-family lots each with a principal dwelling unit and one coach house. According to the Official Community Plan (OCP), all multiple-family sites throughout the City are designated as Development Permit areas. The OCP defines multiple-family sites as "a lot which may accommodate a building or buildings containing more than two dwelling units". Since this was not the case with the subject application, a Development Permit was not required.

7131 Bridge Street

Another application at 7131 Bridge Street (RZ 02-218186) for the creation of seven (7) R/9 lots was given First Reading on January 27, 2003. This proposal explores the placement of coach houses in the City Centre on a lot with no rear lane access. RZ 02-218186 was referred back to staff at the February 17, 2003 Public Hearing because of neighbourhood and Council concerns. It is being reconsidered by the applicant (e.g. the coach houses may be abandoned).

In this instance, a Development Permit was being required because the proposal involved relocating the proposed ring road to the southern edge of the development, thus locating the seven coach house lots in an area designated for multiple-family use in the McLennan Area South Sub-Area Plan (e.g. clusters of single-family, duplex, triplex units). By doing so, this rezoning was in a neighbourhood that had specific Development Permit Guidelines (unlike the single-family designation to the south of the proposed ring road which would not be subject to a Development Permit). A Development Permit was also required with this rezoning because of staff's and the neighbourhood's concern about controlling the form and character of this new form of development.

Current Application on Subject Site

This subject application at 22111, 22171 and 22191 Westminster Highway is the first request to create a larger new subdivision of R/9 lots. The proposed R/9 lots are to be located along Westminster Highway (where lots may be less desirable since they are closer to Highway 91) and along Muir Drive (where lots would face onto an existing townhouse development). Five (5) other proposed R/9 lots are located next to lanes together with one internal lot that is wider than its neighbours. In the previous proposal, the R/9 lots were originally identified as CD/61 lots.

A Development Permit will not be required for these coach house lots. According to the Hamilton Area Plan, there are only Development Permit Guidelines for multiple-family residential sites to ensure that the buildings are compatible with the predominant character and scale of the existing single-family neighbourhood. It is clear that these guidelines are intended for townhouse developments, not for single-family or two-family residential lots as proposed in this application.

The proposed development would result in a single-family neighbourhood streetscape. Furthermore, since the applicant is willing to implement their own set of design regulations and internal design review process, Staff are satisfied that the form and character of these proposed coach houses will be satisfactorily addressed without the need for a Development Permit.

Staff have reviewed the proposal and support the location of coach houses on the identified lots. The Lower Westminster Sub-Area permits a range of housing types to be considered, from small lot single-family housing to townhouses. The small lots create a compact appearance that would be compatible with both adjacent townhouse developments as well as the surrounding single-family neighbourhood. The streets would be finished with landscaped boulevards, street trees and sidewalks on both sides. This is consistent with the type of streetscape found in the adjacent townhouse developments.

As the proposed R/9 lots would not be located along an arterial road, a change to the intent statement of the "Coach House District (R/9)" must be made to permit the zone in this area. Staff propose that "Hamilton" be added to the list of areas where R/9 would be considered (in addition to section line roads serviced by a lane). This incremental change would allow Staff to monitor and evaluate the development of coach houses in different areas of the City and under different circumstances before making a decision about whether the zone should be permitted for consideration throughout the City and under what circumstances a Development Permit may be required.

Single-Family Lots

The proposed CD/61 lots south of Sharpe Avenue meet the minimum lot dimension of the zone and all would be serviced by lanes. The CD/61 zone differs from R1 zoning in that it allows for living space above a rear garage, allows for side yard setback encroachments of up to 0.6 m (2.0 ft.), has higher floor area ratio (0.6) and has smaller front yard setback requirement (4.3 m/14.1 ft.). No variances are anticipated for the CD/61 lots.

The lots north of Sharpe Avenue are proposed to be zoned R1/A as there is insufficient depth to service the lots with a lane. The R1/A zone specifies minimum front yard setbacks of 6 m (19.7 ft.) and side yards of 1.2 m (3.9 ft.) with no allowable encroachments. The applicant has expressed a desire to reduce the front yard setbacks and have encroachments into the side yards to achieve similar appearance and siting as the CD/61 zone. The applicant is aware that a Development Variance Permit is required at a future stage if they wish to pursue reduced front yard setbacks and side yard encroachments.

The applicant also explored the notion of increasing the floor area ratio of the proposed R1/A lots from 0.55 to 0.60. Staff do not support an increase in floor area ratio on the R1/A lots as there does not appear to be sufficient justification for an increase. The lots meet the minimum dimensions for R1/A zoning and the lot areas, in some cases, are larger than the CD/61 lots. As the R1/A lots are not located along an arterial road, an increase would conflict with established practice in other neighbourhoods. The applicant has agreed to proceed with the standard 0.55 floor area ratio.

Density and Dwelling Unit Capacity

The Lower Westminster Sub-Area permits a density range of 11 to 25 units per acre over the whole area, up to a maximum of 700 dwelling units.

The introduction of coach houses would add 26 dwelling units to the 54 units that were originally proposed. The proposed density of this application is 20.3 units per acre which is well within the allowable density for the Lower Westminster Sub-Area.

Staff have calculated that 330 new dwelling units have been developed in the Lower Westminster Sub-Area since 1993. There is remaining capacity for 370 more dwelling units. Therefore, there is adequate capacity to accommodate the proposed development of 80 additional dwelling units in the area.

Building Design Review

The applicant was requested to implement their own design regulations or internal design review process in order to ensure consistent and compatible building design throughout the proposed subdivision. This process fosters some variety and originality in building form, while still retaining the appearance of a compact single-family neighbourhood. This developer-led design review process has been requested in recent single-family rezoning applications in the Trites Road area and has been successfully implemented in Terra Nova. The design regulations and design review process will be a condition of subdivision approval.

In the original proposal, the applicant agreed to develop a set of design guidelines for lot purchasers (Attachment 3). A design consultant would be retained to review the design of houses prior to application for Building Permits. Purchasers may also be required to pay a bond or deposit to the applicant to ensure compliance with design guidelines. The City would not be involved in enforcement of this design review process.

In this amended applicant, the applicant agrees to implement the design guideline review process (see Attachment 4).

Subdivision Issues

The subdivision layout was designed to allow for larger sideyard setbacks of 4.5 m (14.8 ft.) on all corner lots. This additional setback is to maintain the same or similar distance as the front yard setbacks of the buildings that would face a different public road. This requirement is intended to improve the aesthetics of the new streetscape.

As this requirement will not affect every lot in the subdivision, Staff propose that restrictive covenants be registered on the affected lots at the time of subdivision in order to obtain the increased sideyard setbacks.

It is noted that the R/9 zone specifies a minimum lot area of 270 m² (2,906.4 ft²) but has no minimum lot width or depth requirements. As the City may get more requests in the future to create R/9 lots within larger scale subdivisions, Staff feel that it would be beneficial to provide some direction with respect to lot width to ensure that new lots are reasonable in size.

It is proposed that a minimum lot width of 9 m (29.5 ft.), minimum lot frontage of 6 m (26.2 ft.) and minimum lot depth of 24 m (78.7 ft.) be included in the Zoning Bylaw. The minimum lot width is adequate to accommodate the extra parking requirement of the zone.

Traffic and Transportation

The revised proposal was vetted by the Transportation Department. They have no further concerns about the addition of 26 coach house units to the subdivision. The volume of extra traffic that could be generated by occupants of the coach houses is deemed to be relatively minor and would not trigger the need for further study or additional traffic improvements.

Child Care Development Fund Contribution

The applicant has agreed to contribute \$26,000 towards the Child Care Development Fund. This will benefit the community in helping to establish new child care spaces in areas of need.

Financial Impact

None.

Conclusion

This development makes a minor amendment to the original application by proposing to create coach houses on 26 of the new lots. The coach houses will be relatively small dwelling units that could offer a source of affordable rental accommodation in the neighbourhood.

The proposed development is compatible with existing adjacent townhouse and single-family development. The neighbourhood would benefit from the extension of Sharpe Avenue, completion of Muir Drive and provision of new housing options. The proposed streets would be serviced to a high standard of treed boulevards and sidewalks to maintain pedestrian orientation.

Staff support the proposed revisions for this development. It is recommended that Zoning Amendment Bylaw 7450 (for the earlier development proposal) be abandoned and that the new bylaws associated with the revised proposal (No. 7496 to amend the R/9 zone and No. 7491 to rezone the subject properties) be introduced and given First Reading.

Janet Lee

Janet Lee

Planner 2 (4108)

JL:cas

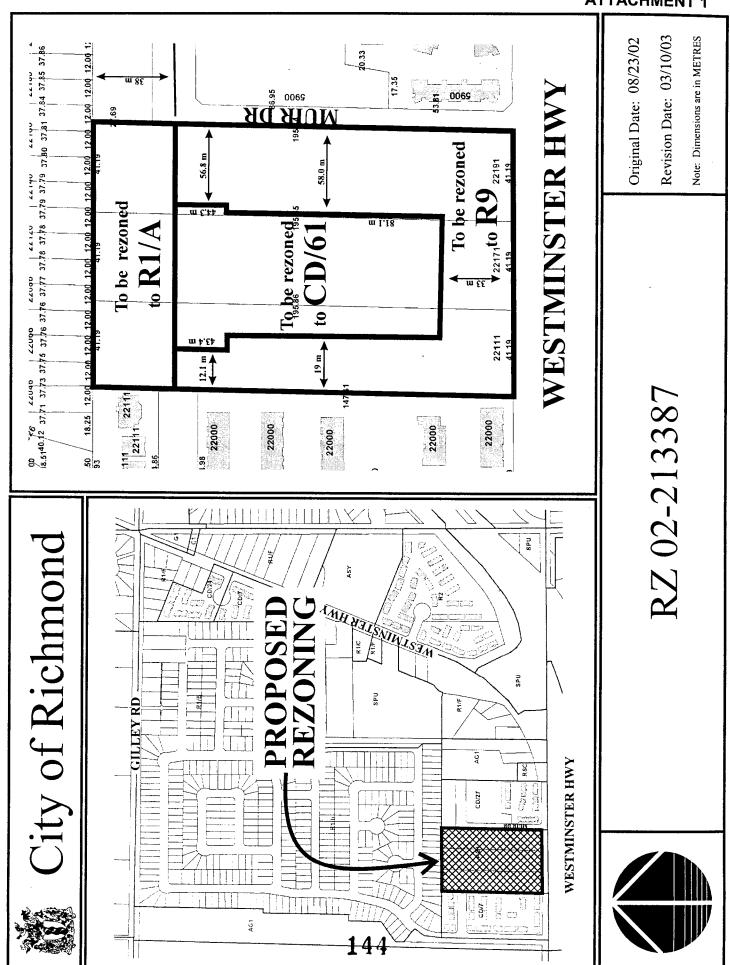
There are requirements to be dealt with prior to final adoption:

Legal requirements:

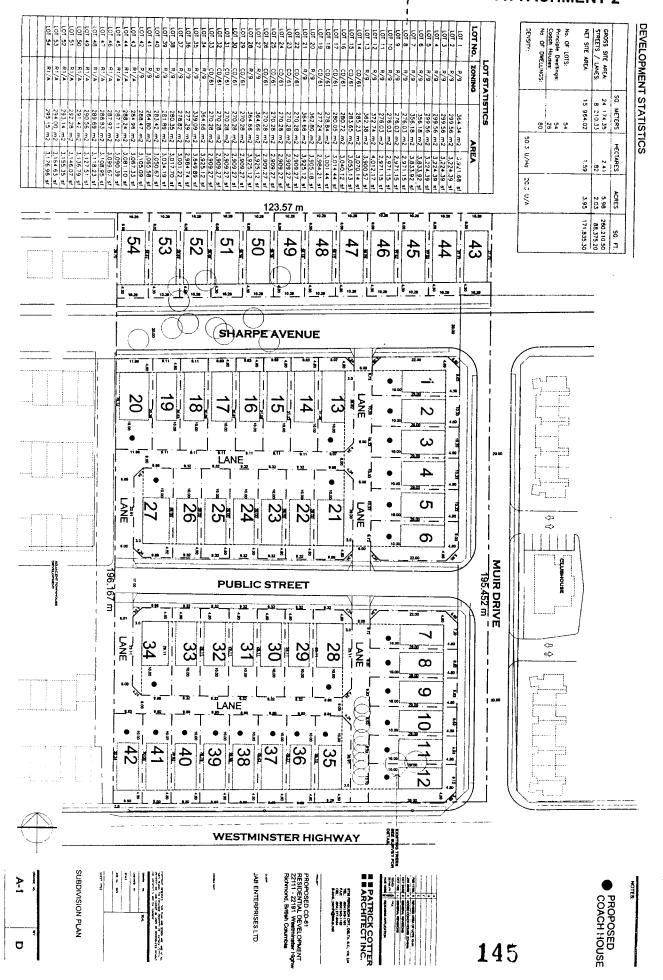
- 1. Dedicate an additional 10 m of Muir Drive complete with a 4 m x 4 m corner cut at Westminster Highway; and
- 2. Dedicate 20 m for Sharpe Avenue across the site, complete with a 3 m x 3 m corner cut at Muir Drive.

Development requirements, specifically:

- 1. Ministry of Transportation approval; and
- 2. Consolidation of subject properties into one lot.
- 3. Contribution of \$26,000 to the Child Care Development Fund.



ATTACHMENT 2



RE: 22111 WESTMINSTER HIGHWAY

bolfjifloglift og el fælfælde bollen magnitbold

TO:

Janet Lee, Planning Department, City of Richmond

FROM:

Amar Sandhu, JAB Enterprises Ltd. (Owner)

DATE:

October 16, 2002

The following items are in response to your Letter of August 27, 2002 and additional comments sent via small on October 23, 2002.

1. GEOTECHNICAL SITE CONDITIONS — This is to confirm that the Applicant has taken reasonable measures to ascertain the site conditions in respect of soils, geotechnical, and servicing issues. The Applicant commissioned a soils report which was issued on September 17, 2002 by Thurber Engineering Ltd. which identified the subsurface conditions and made recommendations for site preparation which included pre-loading as a procedure for preparing the site for "conventional wood frame houses or townhouses, light traffic roadways, driveways and other similar uses."

In addition to this information obtained by the Applicant, GeoPacific Consitants Ltd. were retained by a third party to provide similar information. Their initial findings supported those of Thurber Engineering Ltd.. They proposed a variety of strategies for site preparation which included removing the peat layer over the southern portion of the site and replacing it with structural fill, and on the northern portion of the site proposed a minimum fill level with settlement period, and preloading for building footprints and roadways. The minimum floodplain elevation for the buildings will be achieved by means of an elevated main floor / crawlspace rather than filling the site in order to reduce the weight of fill and impact on long term settlement.

With respect to servicing, a third party has also retained HY Engineering to develop a servicing strategy for the site which they are currently working on and should be in a position to report on by the week of November 4, 2002.

- 2. DESIGN GUIDELINES This is to confirm that the Applicant will provide a set of Design Guidelines intended to control the form and character of the buildings in this subdivision. These will include a mandatory design review and approval process for conformity to the Design Guidelines required of the purchaser and/or builder of any of the lots to be performed by the Applicant and/or Developer's Consultant. This review will be required as part of a condition of sale, and will precede application for permits to the City of Richmond. The Applicant and/or Developer will require the payment of a bond or deposit which would be released upon completion and approval by the Consultant. While it may be the Applicant and/or Developer's Intention to commission a range of prototype designs for the development, individual lot purchasers or builders may also have the option of commissioning their own building design, but it would be subject to the Design Guidelines and require approval under its prescribed design review process.
- 3. PUBLIC ART Due to the fact that this is a Rezoning & Subdivision application of fee simple lots and does not involve any design at this time, the Applicant will not be providing public art.

ent.

• Page 2

שמת ארו ווחר

P. 1

ATTACHMENT 4



PATRICK COTTER ARCHITECT INC.

735 PERGUSON COUNT, DELTA, BRITISH COLUMBIA, VAL 2.14

TEL: (604) 943-181 FAX: (604) 943-152 CEL: (604) 377-9454 EMAL: PAREHOTELUS NE

TRANSMITTAL

C Ur ge	nt	Efer Review	Please Comment	Please Reply	DPlease Recycle
Rei	Rez	oning Application	n Ammendment		
Project	2211	T RICHMOND RI 1- 22191 Westm 2-213387	ESIDENTIAL DEVELOF Inster Highway	PMENT	QNS
Phone	604-	276-4177	0C1		
Fax:	804-	276-4108	Pages:	3	
Attre	Jane	t Lee	Datos	October 31, 2002	
Tol	City o	of Plohmond	Fromi	Patrick Cotter	

Janet

Please find attached a revised Site Plan and Development Statistics for the amendment of the existing Rezoning Application to include R/9 COACH HOUSE zoning for the Identified CD/61 properties.

The remainder of the application, including the provision of guidelines and the process for design control is unchanged.

if you have any questions or require additional information please call.

Respectfully,

Patrick Cotter, B.A., B.Arch., MAIBC

Principal

Amar Sandhu JAB Enterprises Ltd.

Date: JAW!

03

PAGE | OF 2

147



City of Richmond

Richmond Zoning and Development Bylaw 5300 **Amendment Bylaw 7491 (RZ 02-213387)** 22111, 22171 & 22191 WESTMINSTER HIGHWAY

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

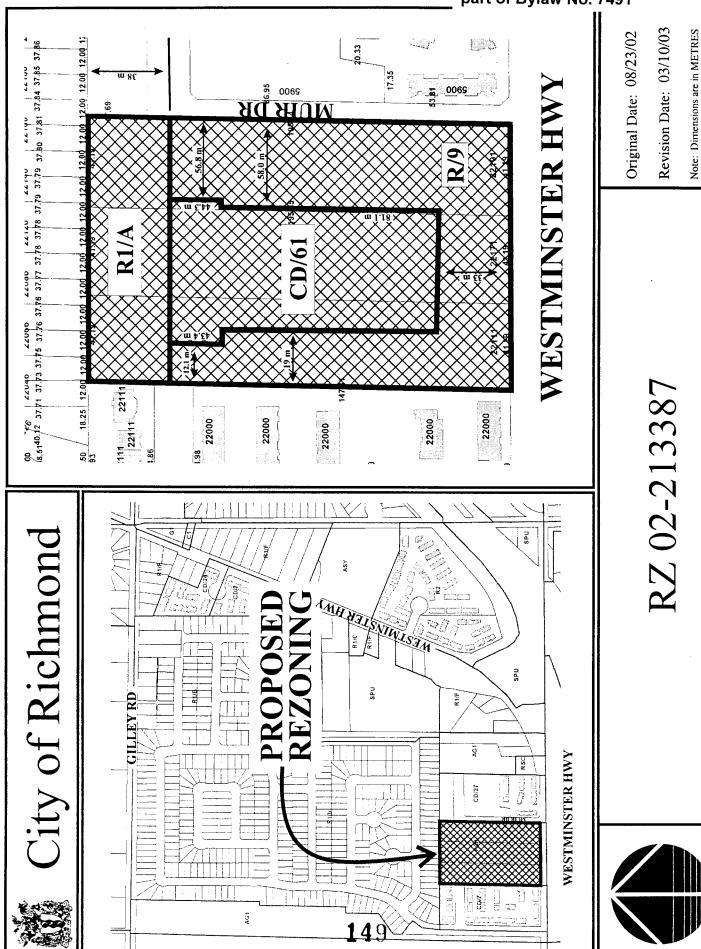
The Zoning Map of the City of Richmond, which accompanies and forms part of 1. Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area and by designating it COMPREHENSIVE DEVELOPMENT DISTRICT (CD/61), SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA A (R1/A) and COACH HOUSE DISTRICT (R/9).

That area shown cross-hatched on "Schedule A attached to and forming part of Bylaw No. 7491"

This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, 2. Amendment Bylaw 7491".

FIRST READING		CITY OF RICHMOND
A PUBLIC HEARING WAS HELD ON		APPROVED for content by originating
SECOND READING		dept. HB
THIRD READING		APPROVED for logality by Solicitor
MINISTRY OF TRANSPORTATION APPROVAL		-
OTHER REQUIREMENTS SATISFIED		_
ADOPTED		_
MAYOR	CITY CLERK	•

Schedule A attached to and forming part of Bylaw No. 7491



Richmond Zoning and Development Bylaw 5300 **Amendment Bylaw 7496 (RZ 02-213387)**

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

- 1. Richmond Zoning and Development Bylaw 5300 is amended by
 - i. Replacing the intent statement of Section 210, Coach House District (R/9) with the following:
 - "The intent of this zoning district is to accommodate a single family dwelling with a second dwelling unit above a garage where lots are situated within the Hamilton Area or front a section line road and where provisions have been made for access to a lane."
 - ii. Adding the following new Section 604.18:

"604.18 AREAS ZONED R/9

New parcels that may be created in R/9 shall conform to the following dimensions:

Minimum Frontage:

6 m (19.685 ft.)

Minimum Width:

9 m (29.527 ft.)*

Minimum Depth:

24 m (78.740 ft.)

Minimum Area:

270 m² (2,906.35 ft²)

2.		Bylaw ndment			as	"Richmon	d Zon	ing	and	Develor	oment	Bylaw	530	0,
FIRS	T REA		·											CITY OF RICHMOND APPROVED
		ARING												for content by originating dept.
SEC	OND RI	EADING	G											APPROVED for legality by Seligitor
THIR	RD REA	DING												
ADO	PTED													
														,
	M	AYOR	***	 		1	50			CITY	CLE	RK		

2.

^{*} For corner lots, add 2 m (6.562 ft.) to minimum width."