

Report to Committee

To:

Planning Committee

Date:

January 25, 2005

From:

Raul Allueva

File:

RZ 04-274082

Re:

Director of Development

Application by Western Ferndale Holdings Ltd. to Rezone 9411 and 9431

Ferndale Road and 9420 and 9440 Westminster Highway, from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development

District (CD/164)

Staff Recommendation

That Bylaw 7895, to amend Richmond Zoning and Development Bylaw 5300 by creating a new multiple-family residential zone, "Comprehensive Development District (CD/164)", and for rezoning 9411 and 9431 Ferndale Road and 9420 and 9440 Westminster Highway, from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/164)", be introduced and given first reading.

Raul Allueva

Director of Development

RV:ef Att. 7

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

Western Ferndale Holdings Ltd. has applied to rezone 9411and 9431Ferndale Road and 9420 and 9440 Westminster Highway (Attachment 1) from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/164) in order to permit the development of a multiple residential complex comprised of approximately 52 units (48 three-storey townhouses and 4 secondary suites) with access from Alder Street (to be constructed as part of this development).

Findings of Fact

Please refer to the attached Development Application Data Sheet (Attachment 2) for a summary of the proposed development data and the proposed Bylaw requirements.

Surrounding Development

The proposed site is in the McLennan North Sub-Area (Attachment 3) located south of Westminster Highway, north of Ferndale Road, east of future Katsura Street, and west of Alder Street, which will be constructed as part of this development. The site is within Residential Area 2 of the McLennan North Sub-Area Plan (Attachment 4). The existing development surrounding the site is described as follows:

- The area immediately west of the subject site consists of existing single-family homes and a church, in Residential Area 2, an area with the same designation as the subject site;
- To the south, the future Katsura neighbourhood park; and
- To the east, existing single-family homes.

This application is the fourth of recent proposals in the McLennan North Sub-Area to the north of Ferndale Road, which will be contributing funds for the construction of the new road extensions to Katsura, Alder, and Birch Streets, from Ferndale Road to Westminster Highway. Other current applications include:

- 9591, 9531, 9551 Ferndale Road and 9520, 9540 Westminster Highway (RZ 04-268857), in Residential Area 3, to develop approximately 56 three-storey townhouses;
- 9660, 9680, 9700, 9720 Westminster Highway, 6051 No. 4 Road, 9671 Ferndale Road and a portion of 9651 Ferndale Road (RZ 04-263900), in Residential Area 4, to develop approximately 59 townhouses.
- 6060, 6080 Garden City Road and 9171 Ferndale Road (RZ 04-271217), in Residential Area 1, to develop 11 townhouses and a nine-storey apartment with approximately 137 dwelling units over a three-storey parkade.

Related Policies

Official Community Plan

The McLennan North sub-area plan objectives include:

• Land Use: Residential, 2, 3, & 4-storey townhouses, low-rise apartments (4-storeys maximum).

- **Density:** Designated for a <u>base</u> density of 0.95 floor area ratio (F.A.R.). To date, approvals in Residential Area 2 (Attachment 3) have been for:
 - 1.23 FAR at 9333 Alberta Road (Magusta) for townhouses, where substantial public benefits in the form of road dedication and park land were provided;
 - 1.43 FAR at 6288 Katsura Street (Cressey) for an apartment development, where substantial public benefits in the form of road dedication and park land were provided; and
 - 1.71 FAR at 9100 Ferndale Road (Ledingham McAllister) on a split zoned site (e.g., half of the site is in the 0.95 base density Residential Area 2, and half in the 1.60 base density Residential Area 1).
- Roads: The developer of the subject site will provide financial contributions to the establishment of Katsura, Alder, and Birch Streets between Ferndale Road and Westminster Highway. A portion of Alder Street is to be constructed through this development.
- *Park:* Land has been secured for community and neighbourhood parks. Planning began in 2003, with limited construction having commenced in 2004 and continuing in 2005.
- **Development Permit Guidelines**: To provide a range of grade-oriented housing types for a variety of household and age groups, including high-density multiple-family housing. In the high density multiple-family residential areas Consistent setbacks and building heights, regular, small gaps between buildings, and building forms which strongly orient to adjacent streets and public open spaces.

Staff Comments

The applicant has agreed to legal and development requirements associated with the application (Attachment 5). Preliminary Architectural Drawings (Site plan and elevations) are enclosed for reference (Attachment 6). Separate from the rezoning process, the applicant is required to submit separate applications for Development Permit, Servicing Agreement (street frontage improvements) and Building Permit.

Analysis

The proposal is consistent with the objectives of the McLennan North Sub-Area Plan in terms of unit type, density, scale, and open space. In particular:

- The proposed site layout provides for an attractive pedestrian oriented streetscape of townhouses fronting Westminster Highway, Ferndale Road and Alder Street, which is consistent with the guidelines for Residential Area 2. The size and location of the common open space and amenity building, on the south western portion of the site, is appropriate in increasing the open landscape along this edge and providing a transition to neighbouring existing single-family homes. At the north western portion of the site, the positioning of end walls, the driveway, and the entry courtyard minimize overlook and overshadowing to the adjacent existing single-family homes, and potential future townhouse or apartment development.
- The proposed density of 0.95 F.A.R. is an appropriate density for a site of this substantial size. The proposal does not seek a bonus density above the 0.95 base F.A.R. as has been

- proposed with previous rezonings in the area on the basis of specific site benefits (e.g. reduced lot coverage) or community benefits (e.g. land for parks or roads).
- The proposed three-storey height of units is appropriate within this sub-area (4-storey is permitted) to achieve a transition in scale between the permitted three-storey maximum height in Residential Area 3 to the east and the high-rise development in Residential Area 1, to the west (Attachment 4).
- The proposed townhouse street wall expression, which defines the edge of the public streets, is consistent with the development permit guidelines with respect to massing, which call for a consistent building massing with little or no interruptions.
- This development proposes up to 9-10 townhouses per building block. The Official Community Plan has a Development Permit Guideline that the maximum number of townhouses in a row should be 6-8. However, the McLennan North Sub-Area Plan does not reinforce this guideline and, in fact, envisions that Residential Area 2 will contain a more urban or dense form of development. With proper design (e.g. staggering the units; providing visual interruptions; etc), staff are satisfied that the building blocks are not too long. This issue can be further addressed at the Development Permit stage.
- The proposed three-storey form provides generous outdoor open space (41% site coverage proposed) throughout the site in keeping with the formal park-like setting envisioned in the Area Plan.
- A tree survey has been submitted, which has identified several trees within the site for potential retention. At the Development Permit stage, further site options for tree retention should be explored with consideration for incorporating the significant tree clusters within common open space, where possible. Where retention is not possible, an equivalent compensation value in replacement trees is recommended.
- The proposed contribution of approximately \$300,000 (e.g., \$75,000 per lot) to fund the land and construction of the three new north/south roads in this area between Ferndale Road and Westminster Highway is based on an equitable contribution from all development sites within this immediate area and will facilitate implementation of the Transportation Plan for the area. The applicant is aware of and has agreed with this requirement.
- Cross access agreements are proposed to ensure access to neighbouring development parcels. Staff have concluded that this proposed development will not unduly restrict development of lands to the west of the subject site (Attachment 7).
- Indoor amenity space of 100 m², adjacent to the outdoor open space, is proposed with this application in accordance with the City Centre Are Plan Development Permit Guidelines.
- An aircraft noise exposure covenant will be required as a condition of rezoning approval.
- The proposed project is consistent with Richmond's planning and development objectives and is expected to be an attractive and fitting addition to McLennan North's multiple-family neighbourhood.
- The contribution to the establishment of Katsura, Alder and Birch Streets is consistent with City Transportation objectives as envisioned under the McLennan North sub-area plan.
- The applicant's contribution of \$0.60 per square foot buildable contribution (e.g., approximately \$37,680) towards the City's Affordable Housing Reserve Fund is appropriate to meet City objectives.

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- The proposed new zone, Comprehensive Development District (CD/164), would accommodate large townhouse developments in McLennan North Residential Area 2, such as the subject site, and is large enough to accommodate the allowable density of 0.95 FAR, while providing well-designed and appropriate open space. Setbacks, height, site coverage, and parking requirements are generally compatible with the intent of the Area Plan.
- Overall, the project appears to be well designed and deserving of support.

At the time of Development Permit, details that will need to be addressed include:

- Provision of 2% of parking stalls designed for persons with disabilities.
- An arborist's report is required to review retention opportunities particularly along the perimeter of the site (Alder St) and in the front yards (Westminster Hwy and Ferndale Rd).
- Design development to improve the frontage character of the end units facing Alder Street;
- Alternatives should be explored to relocate the visitor's parking proposed within the 4.5 m yard setback along Alder Street to an internal location.
- Consideration to reversing the location of the green space and amenity room so that the green space is more accessible to the rest of the project and also becomes an entry feature viewed from the Alder Street access.
- Indicate locations for garbage/recycling areas.
- The two buildings housing units (10A-18D) and (19D-27 C) are oriented onto the pedestrian path. A more significant pedestrian entry feature along Alder Street should be incorporated at the end of the pathway to provide way finding.

Guidelines for the issuance of Development Permits for multiple-family projects are contained in Schedule 2.10 of Bylaw 7100 (City Centre Area Plan).

Financial Impact

The applicant is to contribute approximately \$300,000 towards the land acquisition and construction of the three new north/south roads in this area between Ferndale Road and Westminster Highway, based on an equitable contribution from all development sites within this immediate area, in order to facilitate implementation of the Transportation Plan for the area. The applicant is aware of and has agreed with this requirement.

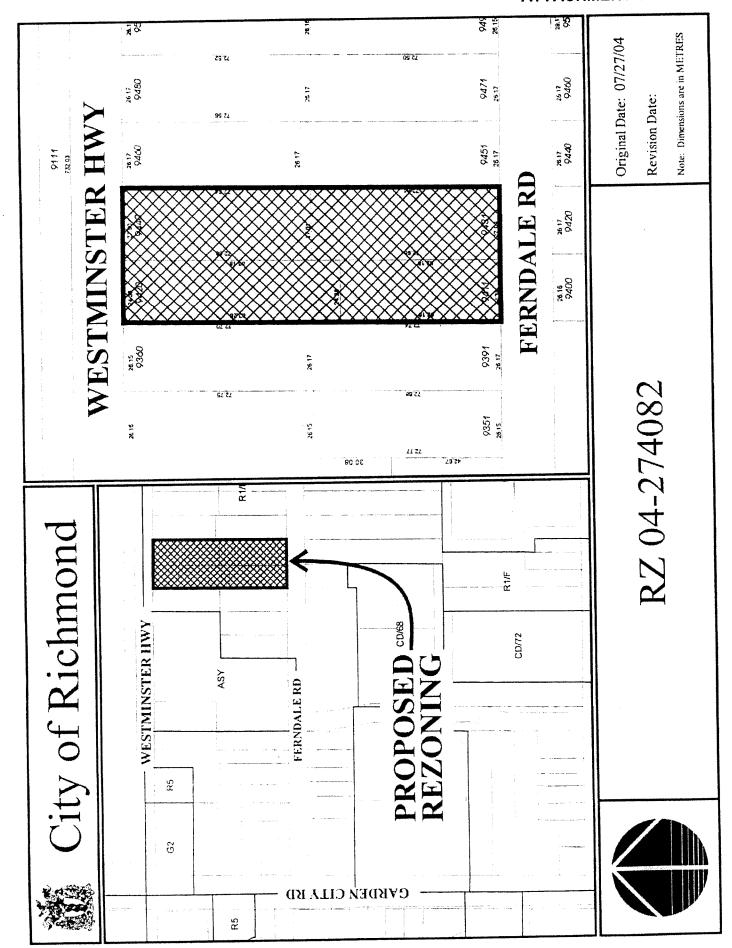
Conclusion

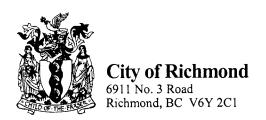
The subject proposal is in conformance with city-wide, City Centre, and McLennan North objectives for development and population growth. The proposed use of Comprehensive Development District (CD/164) is consistent with the McLennan North Sub-Area and with previously approved projects in the immediate vicinity. The proposal for the contribution to the establishment of the road network between Ferndale Road and Westminster Highway supports the vision for this area. Overall, the project is attractive and a good fit with the neighbourhood. On this basis, staff recommend that the proposed rezoning application be approved.

Eric Fiss Policy Planner EF:cs

LIST OF ATTACHMENTS

Attachment 1	Zoning Site Map
Attachment 2	Development Application Data Sheet
Attachment 3	McLennan North Zoning Section Map
Attachment 4	McLennan North Land Use Map
Attachment 5	Conditional Rezoning Requirements
Attachment 6	Preliminary Architectural Drawings (Site plan, floor plans elevations and perspectives)
Attachment 7	Site Plan with Potential Development on Adjacent Sites





Development Application Data Sheet Policy Planning Department

RZ 04-274082

Address: 9411, 9431 Ferndale Rd and 9420, 9440 Westminster Hwy

Applicant: Western Ferndale Holdings Ltd.

Planning Area(s): City Centre Area - McLennan North Sub-Area (Schedule 2.10C)

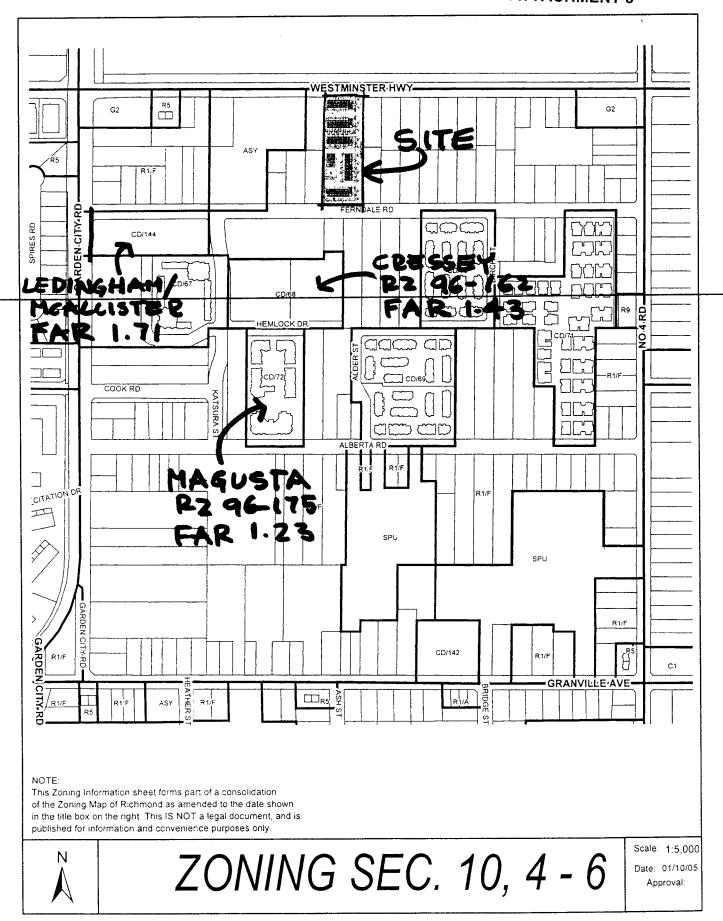
	Existing	Proposed	
Owner:	Western Ferndale Holdings Ltd.	No Change	
Site Size (m²): (by applicant)	7594.7 m ²	6,141.8 m ² - Reduced by 1,452.9 m ² for road dedication	
Land Uses	Single-Family Residential	Townhouse and Apartment Residential	
OCP Designation	Residential	No Change	
Area Plan Designation	Residential Area 2, 0.95 base F.A.R., 2, 3 & 4-storey Townhouses, Low-rise Apts. (4-storeys max.)	No Change	
Zoning	Single-Family Housing District, Subdivision Area F (R1/F)	Comprehensive Development District (CD/164) - Permits Townhouses at 0.95 F.A.R.	
Number of Units	4 single-family homes	48 Townhouses and 4 secondary suites	
Other Designations	Airport Noise Sensitive Development Area 4	No Change	

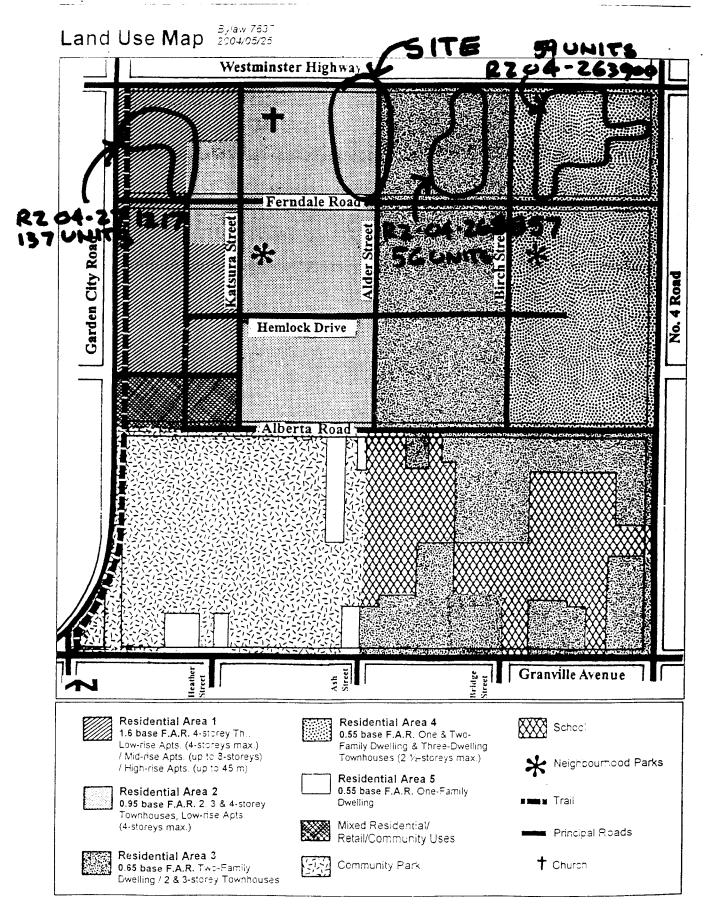
On Future Consilidated Lot	Bylaw Requirement	Proposed	Variance
Density (units/acre)	N/A	32 upa	none required
Floor Area Ratio:	Max. 0.95 F.A.R.	0.95 F.A.R.	none permitted
Lot Coverage – Building:	Max. 41%	41%	none
Lot Size (min. area)	0.3 ha	0.61 ha	none
Setback (m) – Katsura Street Alder Street Birch Street	4.5 m Min.	4.5 m Min.	none
Setback (m) – other public roads	6.0 m Min.	6.0 m Min.	none
Setback - Side & Rear Yards (m):	Min. 3.0 m	Min. 3.0 m	none
Height (m):	13.2 m, no more than 3 storeys	13.2 m, 3 storeys	none

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Off-street Parking Spaces – Residents (R) / Visitor (V):	(R): 1.5 spaces /unit x 48 units = 72 spaces, and (V): 0.2 spaces/unit x 48 units = 10 spaces	(R): 88 spaces, and (V): 10 spaces	none
Off-street Parking Spaces – Total:	82 spaces	98 spaces	none
Tandem Parking Spaces	Where two parking spaces provided per single dwelling unit	42 units	none
Amenity Space – Indoor:	100 m ²	100 m ²	none
Amenity Space – Outdoor:	6 m ² per unit x 52 units = 312 m ²	439 m²	none

Other: Tree replacement compensation required for loss of existing trees.





Conditional Rezoning Requirements 9411, 9431 Ferndale Road and 9420, 9440 Westminster Highway RZ 04-274082

Prior to final adoption of Zoning Amendment Bylaw 7895, the developer is required to complete the following requirements:

Legal requirements, specifically:

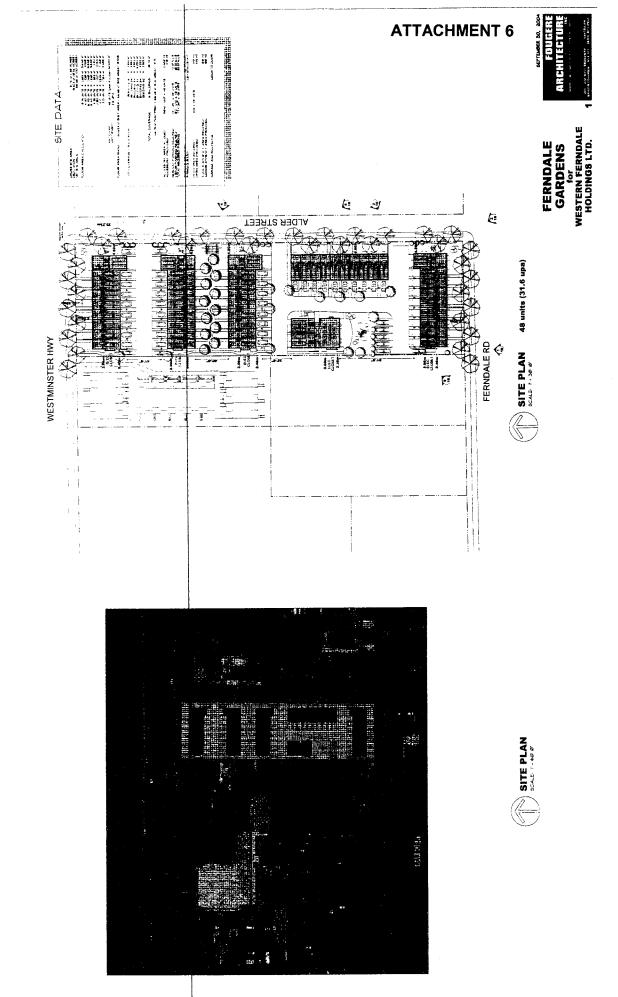
- Consolidation of the four lots into one development parcel (which will require the demolition of the existing dwellings);
- Dedication of a 10 m (32.8 ft.) wide strip of land along the entire east edge of the subject site for the establishment of Alder Street, complete with 4m x 4m corner cuts;
- Registration of a 2.5 m Public Rights of Passage Right of Way (PROP ROW) across the entire Westminster Highway frontage to facilitate sidewalk development to City standards;
- Payment of the contribution of \$300,000 (e.g., approximately \$75,000 per lot) towards the future north-south sub-area roads (including land and construction costs) between Ferndale Road and Westminster Highway (Katsura/Alder/Birch). The value of the Alder Street land dedication and road construction costs will be deducted from this contribution.
- Registration of an Aircraft Noise Covenant;
- \$0.60 per square foot buildable contribution (e.g., approximately \$37,680) towards the City's Affordable Housing Reserve Fund
- Registration of a cross access easement for 9360 Westminster Highway, so that it is not dependent on Ferndale properties south of it to be able to redevelop; and
- Registration of a cross access easement for 9391 Ferndale, to allow for potential future consolidation with the subject site, with access from Alder Street.

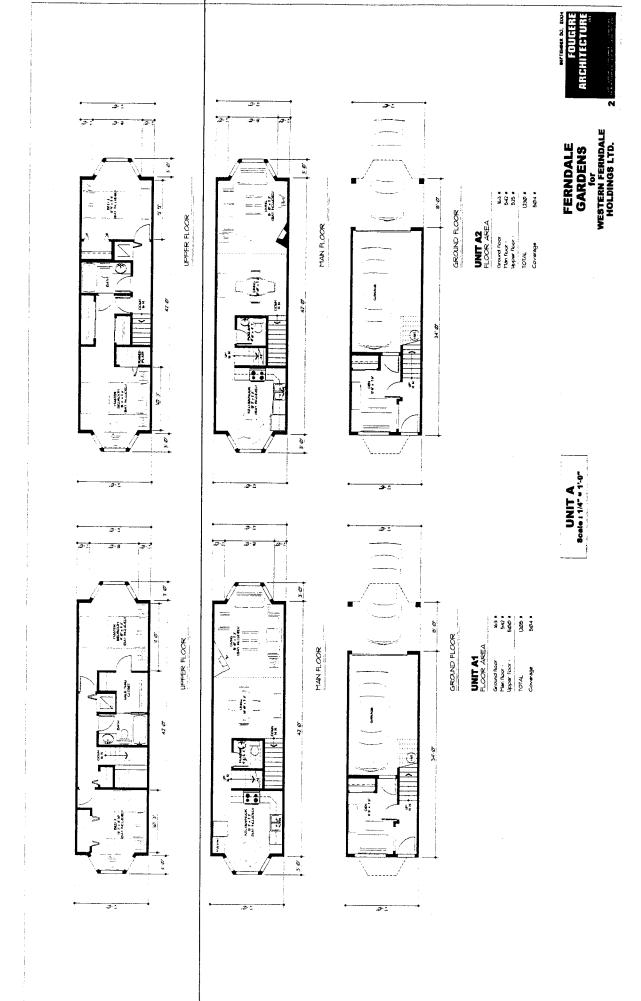
Development requirements, specifically:

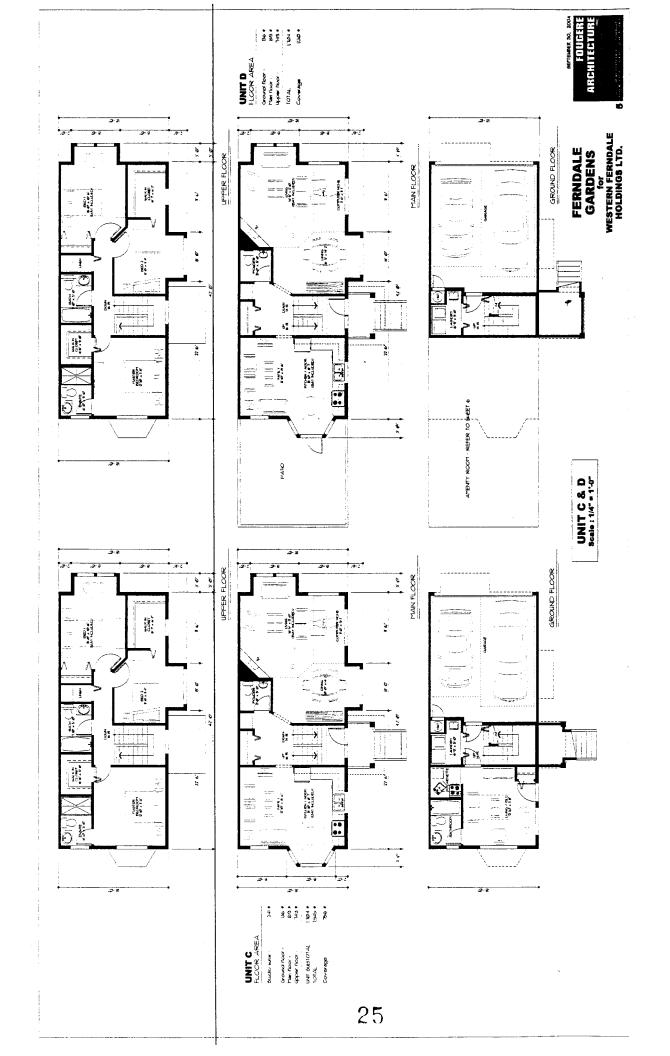
* Note: This requires a separate application.

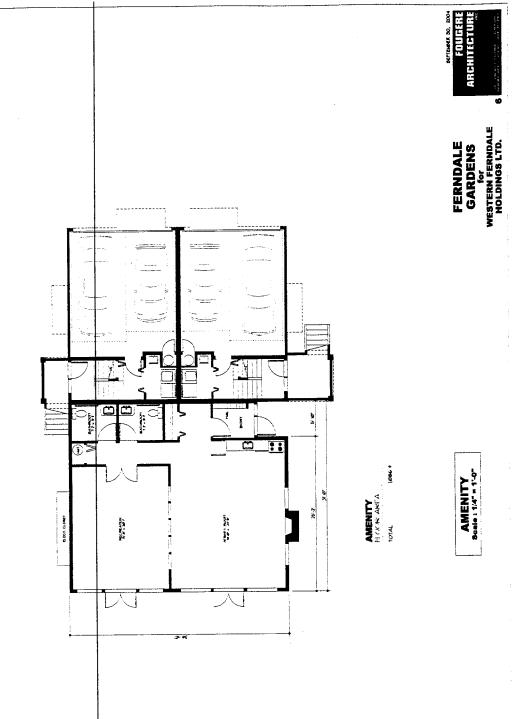
- Enter into the City's standard Servicing Agreement to design and construct works on all three frontages. Works include, but are not limited to:
 - a) South side of Westminster Highway, install curb and gutter, create a 3 m (10 ft.) wide grass and large caliper treed boulevard (approximately 15 cm (6") caliper street trees at 9 m (29.5 ft.) on centre), with a 2 m (6.6 ft.) wide concrete sidewalk behind;
 - b) New portion of north-south Alder Street along the entire east edge of the subject site including, but not limited to, peat removal and appropriate replacement material across the entire right-of-way, 6 m (19.69 ft.) width of full road construction, storm sewer, sanitary sewer, water, hydro, telephone, gas, cablevision, curb and gutter, a 2.25 m (7.4 ft.) wide grassed boulevard incorporating an utility corridor, 7 cm (3") street trees at 9 m (29.5 ft.) on centre, decorative "Zed" street lights, and a concrete sidewalk a minimum of 1.75 m (5.75 ft.) wide; and
 - c) North side of Ferndale Road, road widening and install curb and gutter, 1.41 m (4.6 ft.) grass and treed boulevard with Zed lighting, with a 1.75 m (5.75 ft.) sidewalk to the property line. DCC credits for Ferndale Road frontage works only.
- The submission and processing of a Development Permit* completed to a level deemed acceptable by the Director of Development; and
- The submission of a storm sewer analysis up to the main conveyance at Garden City Road and Lansdowne, plus a storm site analysis are both required, to the satisfaction of the Engineering Department, as required. Sanitary and Water capacities are acceptable.

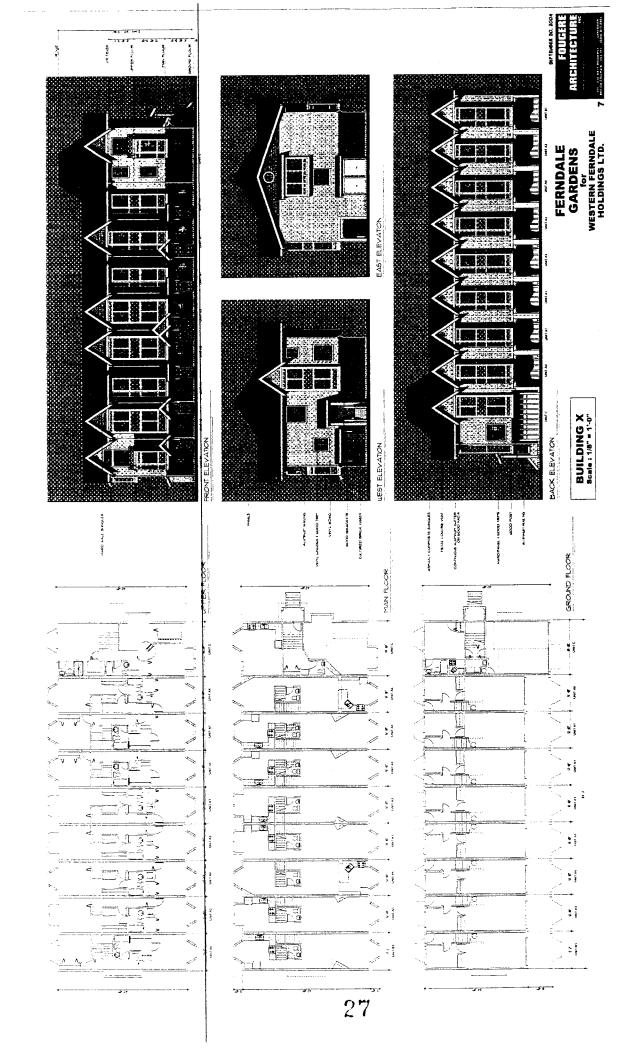
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Signed	Date

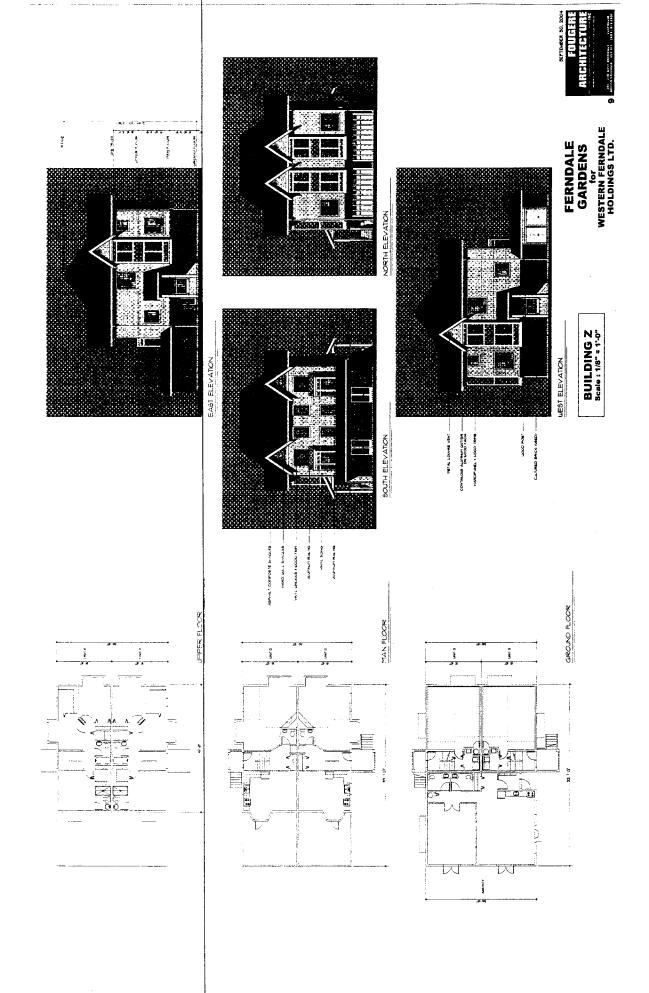










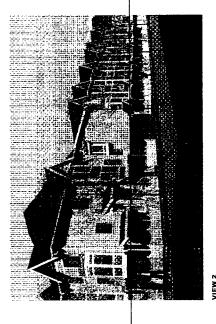


FERNDALE
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for
WESTERN FERNDALE
HOLDINGS LTD.

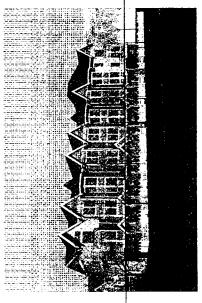


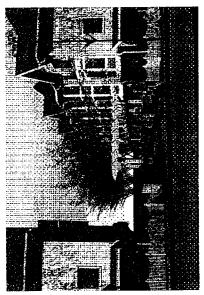
PERSPECTIVES

VIEW 5

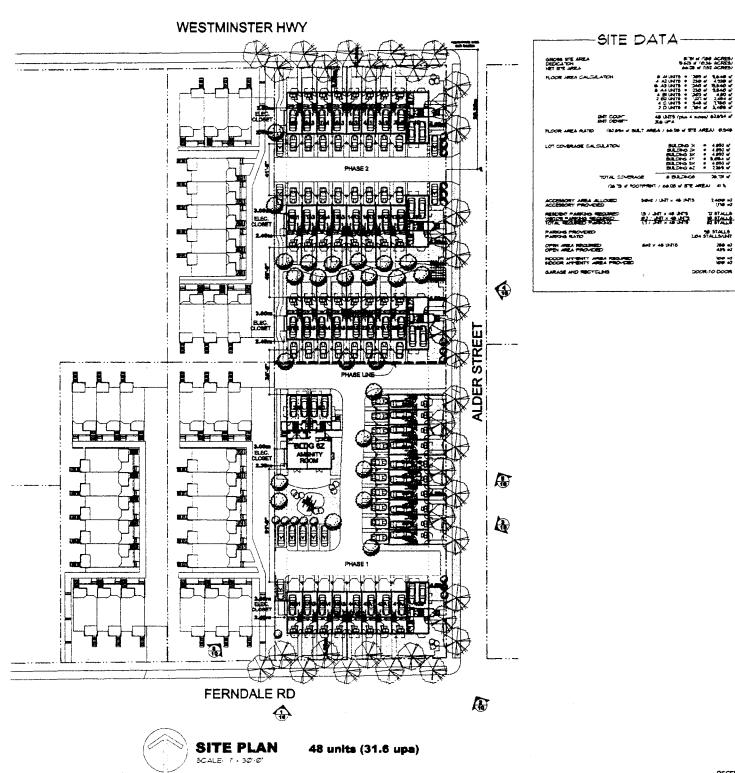


VIEW 3



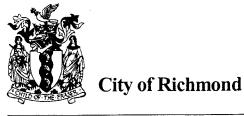


ATTACHMENT 7



FERNDALE
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for
WESTERN FERNDALE
HOLDINGS LTD.





Richmond Zoning and Development Bylaw 5300 Amendment Bylaw 7895 (RZ 04-274082) 9411, 9431 FERNDALE ROAD AND 9420, 9440 WESTMINSTER HIGHWAY

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 291.164 thereof the following:

"291.164 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/164)

The intent of this zoning district is to accommodate townhouses and secondary suites.

291.164.1 PERMITTED USES

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

ACCESSORY USES, including a maximum of four (4) secondary suites.

291.164.2 PERMITTED DENSITY

- .01 Maximum Floor Area Ratio:
 - a) 0.95, together with 0.03 which must be **used** exclusively for covered areas of the principal **building** which are open on one or more sides; plus
 - 50 m² (538.2 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;
 - b) any portion of floor area which exceeds 5 m (16.4 ft.) in height, save and except an area of up to 10 m² (107.6 ft²) per **dwelling unit used** exclusively for entry and staircase purposes, shall be considered to comprise two floors and shall be measured as such; and
 - c) an additional 0.1 floor area ratio will be permitted to be used exclusively for amenity space.

291.164.3 MAXIMUM LOT COVERAGE: 41%

291.164.4 MINIMUM SETBACKS FROM PROPERTY LINES

.01 **Public Road**:

- a) Katsura and Alder Streets: 4.5 m (14.7 ft.);
- b) Other Roads: 6 m (19.7 ft.);
- c) Bay windows and cantilevered roofs forming part of the principal **building** may project into the **public road** setback for a distance of not more than 1.2 m (3.9 ft.), and porches, and balconies may project into the **public road** setback for a distance of not more than 2 m (6.5 ft.); and
- d) Gateways, pergolas, and similar landscape **structures** that do not form part of the principal **building**, and entry stairs which provide access to an entrance at the first-**storey** level may be located within the **public road** setback, but shall be no closer to a property line than 2 m (6.5 ft.).

.02 Side & Rear Property Lines: 3.0 m (9.8 ft.);

a) Porches, balconies, bay windows, electrical closets and cantilevered roofs forming part of the principal **building** may project into the **side** and **rear yards** for a distance of not more than 0.6 m (2.0 ft.).

291.164.5 MAXIMUM HEIGHTS

- .01 **Buildings** and **structures:** 13.2 m (43.3 ft), but containing no more than three **storeys**.
- .02 Accessory Buildings: 5 m (16.4 ft).

291.164.6 MINIMUM LOT SIZE

.01 A **building** shall not be constructed on a **lot** which is less than 0.3 ha (0.741 ac) in size.

291.164.7 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.

CITY OF RICHMOND APPROVED

by Director

- 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 areas and by designating it COMPREHENSIVE DEVELOPMENT DISTRICT (CD/164).

P.I.D. 000-649-210

Lot 40 Section 10 Block 4 North Range 6 West New Westminster District Plan 27647

P.I.D. 004-506-341

Lot 41 Section 10 Block 4 North Range 6 West New Westminster District Plan 27647

P.I.D. 008-910-731

Lot 38 Section 10 Block 4 North Range 6 West New Westminster District Plan 27647

P.I.D. 001-969-081

Lot 39 Section 10 Block 4 North Range 6 West New Westminster District Plan 27647

3. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 5300, Amendment Bylaw 7895".

FIRST READING	4.100
A PUBLIC HEARING WAS HELD ON	4.50
SECOND READING	
THIRD READING	
OTHER CONDITIONS SATISFIED	
ADOPTED	
NAME OF THE PROPERTY OF THE PR	
MAYOR	CITY CLERK