

# Report to Development Permit Panel

To:

**Development Permit Panel** 

Date:

April 15, 2005

From:

Raul Allueva

File:

DP 04-280617

-rom:

**Director of Development** 

Re:

Application by Polygon Westbury Lane Development Ltd. for a Development

Permit at 7591, 7611, 7631, 7671, 7691, 7731 and 7771 No. 4 Road

### **Staff Recommendation**

That a Development Permit be issued which would:

- 1. Permit the construction of 42 townhouse units at 7591, 7611, 7631, 7671, 7691, 7731 and 7771 No. 4 Road on a site zoned Comprehensive Development (CD/35); and
- 2. Vary the provisions of the Zoning and Development Bylaw No. 5300 to:
  - a) Increase maximum lot coverage from 30% to 32.8%;
  - b) Reduce minimum setback to No. 4 Road from 9 m to 6 m for four (4) of the five (5) buildings fronting onto No. 4 Road;
  - c) Reduce minimum Public Road setback to Keefer Street from 6 m to 3.7 m for two (2) of the three (3) buildings fronting onto Keefer Street;
  - d) Permit projections into required No. 4 Road and Keefer Street setbacks of maximum 0.6 m for open porches at grade; and
  - e) Increase building height for eight (8) buildings from maximum 10 m and 2 ½ storeys to 11 m and three (3) storeys within 20 m of a public road (No. 4 Road, Keefer Street and future Le Chow Street).

Raul Allueva

Director of Development

SB:blg Att.

# **Staff Report**

# Origin

Polygon Westbury Lane Development Ltd. has applied to the City of Richmond for permission to develop 42 townhouse units at 7591, 7611, 7631, 7671, 7691, 7731 and 7771 No. 4 Road. The site formerly contained seven (7) single-family homes.

The site is being rezoned from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development (CD/35) for this project under Bylaw 7877 and through Rezoning Application RZ 04-276421.

## **Development Information**

Please refer to attached Development Application Data Sheet (**Attachment 1**) for a comparison of the proposed development data with the relevant Bylaw requirements.

# **Background**

Development surrounding the subject site is as follows:

- To the north, a 44-unit townhouse development is under construction zoned Comprehensive Development District (CD/35);
- To the east, across No. 4 Road in the Agricultural Land Reserve (ALR), are single-family homes zoned Agricultural District (AG1) and a Reformed Christian Church zoned Assembly District (ASY);
- To the south, are existing single-family homes zoned Single-Family Housing District, Subdivision Area F (R1/F) between future Keefer Street and Blundell Road with townhouse redevelopment potential under the City Centre McLennan South Sub-Area Plan; and
- To the west, across future Le Chow Street, the Sub-Area plan envisions single-family homes on the back lands of existing single-family homes zoned Single-Family Housing District, Subdivision Area F (R1/F) fronting onto Bridge Street.

# **Rezoning and Public Hearing Results**

During the rezoning process, staff supported the proposal and identified several design issues to be resolved at the Development Permit stage. The applicant has addressed these issues as discussed in the Analysis section below.

The Bylaw received third reading at a Public Hearing for the rezoning of this site held on March 21, 2004. At the Public Hearing, the following concerns about rezoning the property were expressed:

- 1. Reductions of required building setback to Keefer Street (see Zoning Compliance/Variances section below);
- 2. That a sidewalk be provided along future Le Chow Street (the future design of Le Chow Street is envisioned to include sidewalks on both sides);
- 3. Mature tree replacement along the west property line (the applicant is providing cash-inlieu for the future construction of Le Chow Street which will include street trees in grass

- boulevards on both sides of the street. In addition, the applicant is planting 16 new trees in front of the 10 units along the streetscape);
- 4. Provision of visitor parking within the site (the project is providing all required visitor parking spaces within the site);
- 5. New road necessity, location(s) and connections (come off General Currie Road) and if there would be any additional roads to those noted in the Official Community Plan (OCP). (The addition of the new roads, Keefer and Le Chow Streets, is included in the McLennan South Sub-Area Plan. The exact alignment of new roads may change in response to development in the area);
- 6. Concern about potential drainage problems resulting from the new development occurring on neighbouring properties facing Bridge Street and General Currie Road. (There will be no surface water runoff impact, as the development site has road frontage on three (3) sides; is adjacent to a new townhouse development to the north; and all drainage will be contained through perimeter drainage controls); and
- 7. Whether there would be an opportunity to not have the three-storey units overlooking the properties along Bridge Street (overlook potential has been mitigated through the setback of the proposed buildings, which will be located across the future Le Chow Street. The properties along Bridge Street are deep enough that it is envisioned that they will be subdivided to create new single-family lots fronting onto future Le Chow Street. In the interim, they will back onto a 7.5 m wide road dedication for future Le Chow Street. The proposed buildings will be setback 6 m from the road dedication, for a total setback of 13.5 m from the existing back yards, and the existing homes are generally setback at least an additional 6 m. Generally, utilization of a road to separate a three-storey massing (multifamily) and two and a half storey massing (future single-family) is a common condition and practice which is accepted. Furthermore, the utilization of lower roof line elements and small unit blocks as proposed will further mitigate any massing impact (see below)).

# **Staff Comments**

The proposed scheme attached to this report has satisfactorily addressed the significant urban design issues and other staff comments identified as part of the review of the subject Development Permit application. In addition, it complies with the intent of the applicable sections of the Official Community Plan (OCP) and is generally in compliance with the Comprehensive Development District (CD/35) except for the zoning variances noted below.

### Zoning Compliance/Variances (staff comments in bold)

The applicant requests to vary the provisions of the Zoning and Development Bylaw No. 5300:

1) To vary the provision of Section 291.35.3 (Maximum Lot Coverage) to increase the maximum lot coverage from 30% to 32.8%.

(Staff supports the proposed variance as the proposal meets the intent of the zoning district which is to balance site coverage with building height. Where higher three-storey buildings are proposed, the permitted lot coverage is reduced from 40% to 30%. The higher 40% lot coverage is permitted if the maximum building height is kept down to 2 ½ storeys.

- The proposed development presents a challenge to the zoning district in that it provides a desirable mixture of building types and heights for visual variety and texture. While the requested lot coverage exceeds what would be permitted for consistent (100%) three-storey buildings, the proposed lot coverage is appropriate given the proposed mixture of two and three storey building heights. On this basis, the proposal meets the intent of the zoning Bylaw).
- 2) To vary the provision of Section 291.35.4 (Minimum Setbacks from Property Lines) to reduce the minimum setback to No. 4 Road from 9 m to 6 m for four (4) of the five (5) buildings fronting onto No. 4 Road.
  - (Staff supports the proposed variance as the proposed design provides: a balance of the retention of existing Cedar hedges with the introduction of streetscape animation; a pedestrian-oriented streetscape; visual interest along the No. 4 Road streetscape with varying building setbacks from 9 m down to 6 m. Of the four buildings requiring a variance, two buildings are proposed to be setback 6 m and two others setback at least 8 m. The variance was identified at the Rezoning stage, and is consistent with the McLennan South Sub-Area Plan, which seeks an informal and rural character in the placement of buildings on the site and allows for a minimum building setback of 6 m (20 ft.) for two-storey units only, along No. 4 Road. Existing single-family homes on this portion of No. 4 Road are permitted a setback of 6 m. In addition, the variance allows the internal manoeuvring aisle to be curved and allows for a wider outdoor amenity area internal to the development. An amendment to the Official Community Plan to enable variable setbacks of 6 m to 9 m accompanied the property rezoning application).
- 3) To vary the provision of Section 291.35.4 (Minimum Setbacks from Property Lines) to reduce the minimum Public Road setback to Keefer Street from 6 m to 3.7 m for two (2) of the three (3) buildings fronting onto Keefer Street.
  - (Staff supports the proposed variance as the proposed design provides streetscape animation; a pedestrian-oriented streetscape; and visual interest along the Keefer streetscape with the texture of varying building setbacks from 6 m down to 3.7 m. Of the three buildings, the southwest building is proposed to be setback 3.7 m and the southeast building is setback 4.8 m from Keefer Street).
- 4) To vary the provision of Section 291.35.4 (Minimum Setbacks from Property Lines) to permit projections into required No. 4 Road and Keefer Street setbacks of maximum 0.6 m for open porches at grade.
  - (Staff supports the proposed variance as the introduction of open porches increases streetscape animation and supports the pedestrian orientation of the streetscape. The projection of porches into road setbacks is consistent with townhouse development throughout the City as it is a common zoning provision in many townhouse zoning districts).
- 5) To vary the provision of Section 291.35.5 (Maximum Heights) to increase the maximum building height for eight (8) buildings from 10 m and 2 ½ storeys to 11 m and three (3) storeys within 20 m of a public road (No. 4 Road, Keefer Street and future Le Chow Street).
  - (Staff supports the proposed variance as the proposal provides visual interest along the No. 4 Road, Keefer Street and future Le Chow Street streetscapes with varying building

heights, types and setbacks. Although 2 1/2 storey buildings would be permitted, the applicant proposes a mixture of two and three-storey buildings for each streetscape.

In addition, the variance allows the internal manoeuvring aisle to be curved and allows for a wider outdoor amenity area internal to the development.

Along No. 4 Road, the applicant proposes lower two-storey buildings for all of the buildings fronting onto No. 4 Road. Only one building, which presents a side elevation to No. 4 Road, or two of 14 units is proposed at three-storeys within 20 m of No. 4 Road.

Along Keefer Street, the applicant proposes lower two-storey buildings for two of the three buildings. Only the central duplex building is proposed at three-storeys and this building is setback in accordance with the zoning provisions.

Along future Le Chow Street, the applicant proposes that five of six buildings be three-storey. The applicant has reduced the massing by presenting narrower duplexes and lowered the apparent height of the buildings with lowered roof lines to mimic the future potential 2 1/2 storey single-family homes across Le Chow Street. The four (4) three-storey duplexes are flanked with a lower stand alone three-storey unit to the north and a two-storey end unit facing Keefer Street. In addition to lowering the apparent height of the stand-alone unit to the north with lowered roof lines, the building height has been reduced from 11 m down to 10.1 m).

# **Advisory Design Panel Comments**

The Advisory Design Panel was supportive of the proposal provided the following was incorporated: street trees; landscaping and lighting between buildings; relocation of northwest entry; fencing and traffic calming at the play area; separation of unit entry paths; and pavers at both ends of the amenity area.

The applicant has addressed the Panel's resolution through the incorporation of: fencing, traffic calming and pavers into the design of the amenity area; and landscaping to separate unit entry paths. Street trees are envisioned for all streetscapes. There are existing street trees on No. 4 Road; new street trees will be planted along Keefer Street through the upcoming Servicing Agreement and street trees are envisioned for the future Le Chow Street.

A copy of the relevant excerpt from the Advisory Design Panel Minutes from March 23, 2005 is attached for reference (**Attachment 2**). The design response from the applicant has been included immediately following the specific Design Panel comments and is identified in 'bold italics'.

#### **Analysis**

# Conditions of Adjacency

• The units along the north side yard setback are adjacent to a development to the north with four (4) adjacent buildings. The neighbouring townhouses are setback 3.6 m from the shared property line with large 2<sup>nd</sup> floor projecting decks. The adjacency has been mitigated by the adjacent development with privacy fencing; new trees planted north of the shared property line. In addition, the applicant proposes further landscape buffering and duplex massing on this site; and

• In addition to building setbacks and road dedications, the applicant has addressed interim privacy concerns for the adjacent single-family lots across Keefer and future Le Chow Streets with new temporary solid wood privacy fencing (1.8 m height) which would remain in place until Keefer Street is widened or Le Chow Street is constructed.

# Urban Design and Site Planning

- Pedestrian frontage character facing future Le Chow Street, and pedestrian connections have been incorporated. There are individual unit and communal pedestrian entries on all three (3) streetscapes. A pedestrian route enters the site from Keefer Street and continues through the long amenity area;
- The height and scale of units facing LeChow Street and their interface with single-family back yards and future frontages has been considered. Along the future streetscape, a mixture of two and three-storey building types with varying heights is proposed (9.8 m, 10.16 m and 11 m). In addition, the roof lines were lowered and duplex massing proposed for the three-storey buildings to mimic the future potential 2 1/2 storey single-family homes across Le Chow Street;
- Children's play opportunities on site include private yards; informal communal lawn areas and a fenced beach-like area with river rock, boulders and logs;
- The proposal includes a centrally located mail kiosk adjacent to the outdoor amenity area;
- Vehicle access is provided from Keefer Street and pedestrian access is provided from all three (3) road frontages as discussed above;
- Visitor parking spaces are provided throughout the development site, including two (2) accessible parking spaces;
- Headlight glare to single-family back yards and future Le Chow Street has been mitigated
  with landscape screening, relocating visitor parking from this interface and minimizing the
  length of the manoeuvring aisles;
- The site has been designed to accommodate fire-fighting requirements and permit individual unit garbage and recycling collection; and
- This development is exempt from the requirement to provide indoor amenity space as the average unit size exceeds 148 m<sup>2</sup> in accordance with the Official Community Plan.

#### Architectural Form and Character

- The building forms are well articulated;
- The proposed building materials (Hardi-board and batten, wood shingles, vinyl siding, painted wood trim and asphalt shingle roofing) are generally consistent with the Official Community Plan (OCP) Guidelines;
- Visual interest and variety between building blocks has been incorporated with three (3) significantly different building types, varying setbacks, curving roads and a central amenity space; and
- The impact of blank garage doors has been mitigated on the internal manoeuvring aisles with planting of new trees and architectural trellis and deck features.

### Landscape Design and Open Space Design

• The landscape design includes the retention of two (2) trees along the Keefer streetscape and the planting of 121 new trees in compensation for the proposed removal of 32 existing trees, eight (8) of which would be considered major. Existing Cedar hedging will be retained along the No. 4 Road frontage with selective openings (2.1 m to 3.6 m wide) introduced at pedestrian entries to provide streetscape animation;

- The landscape design also includes special paving treatment with patterning and colour, as well as substantial planting; and
- Visitor parking is screened from No. 4 Road with landscaping.

## Crime Prevention Through Environmental Design

- The southeast site signage and planting is maximum 0.9 m high within 7.5 m x 7.5 m corner triangle to not obstruct required driver sight lines; and
- The passive surveillance opportunities for the northwest unit entry are limited until future Le Chow Street is built. The entry has a 4.5 m lawn area in front, which will provide good sightlines. To improve the safety until the street is built, the lighting of the path has been carefully detailed. In addition, brush and the under-story of existing trees in the road dedication will be cleared.

#### General

• No accessible or easily adaptable units with blocking are proposed. An alternate floor plan demonstrating potential for adaptability for accessibility was presented for unit type B, which would result in increased Floor Area Ratio and significant alterations to the main floor. These include the conversion of the powder room into a bathroom and the conversion of one (1) parking space into a bedroom. Although there are 10 type B units, the development statistics indicate that a maximum of three such units could be converted without exceeding the permitted Floor Area Ratio. Were all 3 units converted, resulting in the loss of 3 resident parking spaces, the development would still exceed overall resident parking requirements. Polygon provides conversions at no cost to physically challenged purchasers. In their experience, each conversion is suited to individual needs and therefore floor plans differ significantly.

#### **Conclusions**

The applicant has satisfactorily addressed issues that were identified through the rezoning process, as well as staff and the Advisory Design Panel's comments regarding conditions of adjacency, site planning and urban design, architectural form and character, and landscape design. The applicant has presented a development that fits into the existing context and will fit into the future context of Le Chow Street. Therefore, staff recommend support of this Development Permit application.

Sara Badyal, M.Arch.

Planner 1

(Local 4282)

SB:blg

The following conditions are required to be met prior to forwarding this application to Council for approval:

• Receipt of a Letter-of-Credit for landscaping in the amount of \$177,157.

Sara Badyal.



# Development Application Data Sheet

**Development Applications Department** 

DP 04-280617 Attachment 1

Address: 7591, 7611, 7631, 7671, 7691, 7731 and 7771 No. 4 Road

Applicant: Polygon Westbury Lane Development Ltd. Owner: Polygon Development 136 Ltd.

Planning Area(s): Local Commercial District neighbourhood of the McLennan South Sub-Area (City Centre)

Floor Area Gross: 6,324.5 m<sup>2</sup> Floor Area Net: 8,229 m<sup>2</sup>

	Formerly	Proposed	
Site Area:	12,913 m <sup>2</sup>	10,657.6 m <sup>2</sup>	
Land Uses:	Single-family residential	Multi-family residential	
OCP Designation:	Residential	No change	
Zoning:	R1/F	C/D 35	
Number of Units:	7 single-family homes	42 townhouse units	

	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 0.6	0.59	none permitted
Lot Coverage:	Max. 30%	32.8%	2.8% increase
Setback – No 4 Road:	Min. 9 m	9.2 m to 6 m	Up to 3 m reduction
Setback – Keefer Street:	Min. 6 m	6 m to 3.7 m	Up to 2.3 m reduction
Setback – future Le Chow Street:	Min. 6 m	6 m to 6.4 m	None
Setback – Side Yard (north):	Min. 3 m	3.4 m	None
Height (m):	Max. 11 m & 3-storey and Max. 10 m & 2 ½- storey within 20 m of public roads	10.1 m - 11 m & 3-storey & 9.8 m & 2-storey	Proximity of 3- storey buildings to public roads
Off-street Parking Spaces – Regular/Visitor:	63 and 9	88 and 9	None
Off-street Parking Spaces – Accessible:	2	2	None
Total off-street Spaces:	72	97	None
Amenity Space – Indoor:	Exempted	None	None
Amenity Space – Outdoor:	Min. 252 m <sup>2</sup>	590 m <sup>2</sup>	None

# Excerpt from the Minutes from The Design Panel Meeting

Wednesday, March 23, 2005 – 4:00 p.m. Rm. M.1.003 Richmond City Hall

## 3. Townhouses

Robert Ciccozzi Architecture 7591/7611/7631/7671/7691/7731/7771 No. 4 Road (Formal)

DP 04-280617

The comments of the Panel were as follows:

- an interesting scheme. The open space is more generous than the norm with good potential use. The children's play area scheme was liked but comment was made it could be larger. A separation between pedestrian and vehicle traffic was encouraged, and additional street trees. A cobbled treatment between the units could be given more thought.
- the river rock was not appealing as it made a dead space truly dead. Give more attention to a better use for this space. The rest of the development was fine.
- could the entrance to the single unit in the north-west corner be flipped to the other side to achieve more visibility. The dead space between the units should have proper lighting. Traffic calming should be utilized near the playground.
- a nice project with nice imagery and open space. It was agreed that the space between the buildings needed to have something growing there.
- the previous comments were agreed with. The river rock spaces needed to be softened up.
   Well resolved site planning and a good overall scheme. The size of the separation between the pathway and some of the units was questioned.
- the accessible unit plan was reasonable.
- pavers were suggested for either end of the open space at the trellis, to better tie the trellises to the ground plane, with a 3rd break in the middle.

The following motion was then introduced, moved and seconded:

That DP 04-280617 be supported upon the incorporation of the following:

- additional street trees being provided along No. 4 Road and Keefer Street;

Although not presented to the Panel, there are existing street trees along No. 4 Road and street trees will be planted along the Keefer Street frontage through the future Servicing Agreement which is a requirement prior to Building Permit issuance.

- a softening of the area between the units, with landscaping and proper lighting provided;

Transition planting has been incorporated to screen the 1" river rock treatment between
the units. The rock treatment is proposed due to extensive past complaints about the
inability of plants to thrive in these interstitial spaces from other developments. The
spaces between the buildings are not intended for habitable space, not landscaped, lit or

irrigated but are treated with rock to provide a clear, tidy and permeable surface between buildings.

- a relocation of the entry on the single A unit at the northwest corner of the site;

The CPTED passive surveillance opportunities for the northwest unit entry are limited until future Le Chow Street is built. The entry has a 4.5 m lawn area in front which will provide good sightlines. To improve the safety until the street is built, the lighting of the path has been carefully detailed. In addition, brush and the under-story of existing trees in the road dedication will be cleared.

- fencing and traffic calming being provided at the play area;

Fencing and traffic calming measures have been incorporated (curved roadway and road edge tree planting pattern).

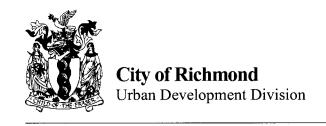
- the pathways from the units being separated; and

The pathways from the units are separated with landscape screening.

- pavers being utilized at the ends of the open area that would tie in with the trellises.

Pavers have been incorporated into the pedestrian path system, demarking the pedestrian crossing of the manoeuvring aisle coming into the site from Keefer Street and at both ends of the amenity space, anchoring the trellises.

**CARRIED** 



# **Development Permit**

No. DP 04-280617

To the Holder:

POLYGON WESTBURY LANE DEVELOPMENT LTD.

Property Address:

7591, 7611, 7631, 7671, 7691, 7731 AND 7771 NO. 4 ROAD

Address:

C/O KEVIN SHOEMAKER

900 – 1333 WEST BROADWAY VANCOUVER, BC V6H 4C2

- 1. This Development Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.
- 2. This Development Permit applies to and only to those lands shown cross-hatched on the attached Schedule "A" and any and all buildings, structures and other development thereon.
- 3. The "Richmond Zoning and Development Bylaw No. 5300" is hereby varied to:
  - a) Increase maximum lot coverage from 30% to 32.8%;
  - b) Reduce minimum setback to No. 4 Road from 9 m to 6 m four (4) of the five (5) buildings fronting onto No. 4 Road;
  - c) Reduce minimum Public Road setback to Keefer Street from 6 m to 3.7 m for two (2) of the three (3) buildings fronting onto Keefer Street;
  - d) Permit projections into required No. 4 Road and Keefer Street setbacks of maximum 0.6 m for open porches at grade;
  - e) Increase building height for eight (8) buildings from maximum 10 m and  $2\frac{1}{2}$  storeys to 11 m and three (3) storeys within 20 m of a public road (future Le Chow Street).
- 4. Subject to Section 692 of the Local Government Act, R.S.B.C.: buildings and structures; off-street parking and loading facilities; roads and parking areas; and landscaping and screening shall be constructed generally in accordance with Plans #1 to #13 attached hereto.
- 5. Sanitary sewers, water, drainage, highways, street lighting, underground wiring, and sidewalks, shall be provided as required.

# **Development Permit**

No. DP 04-280617

To the Holder:

POLYGON WESTBURY LANE DEVELOPMENT LTD.

Property Address:

7591, 7611, 7631, 7671, 7691, 7731 AND 7771 NO. 4 ROAD

Address:

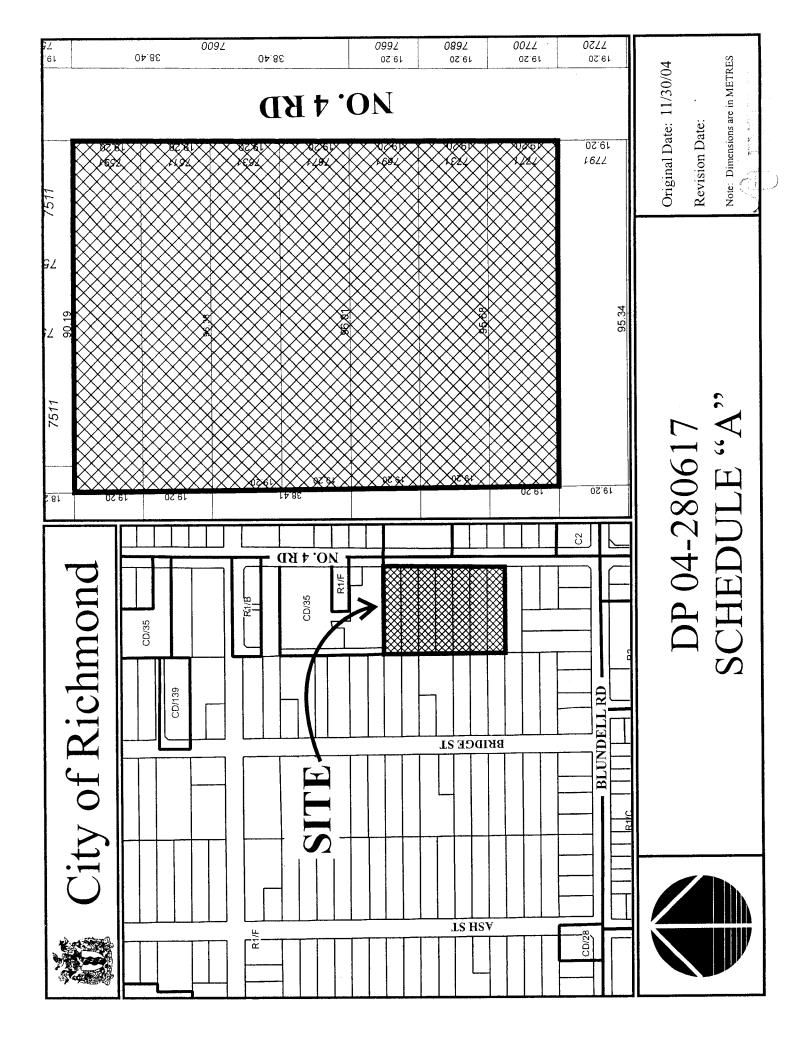
C/O KEVIN SHOEMAKER

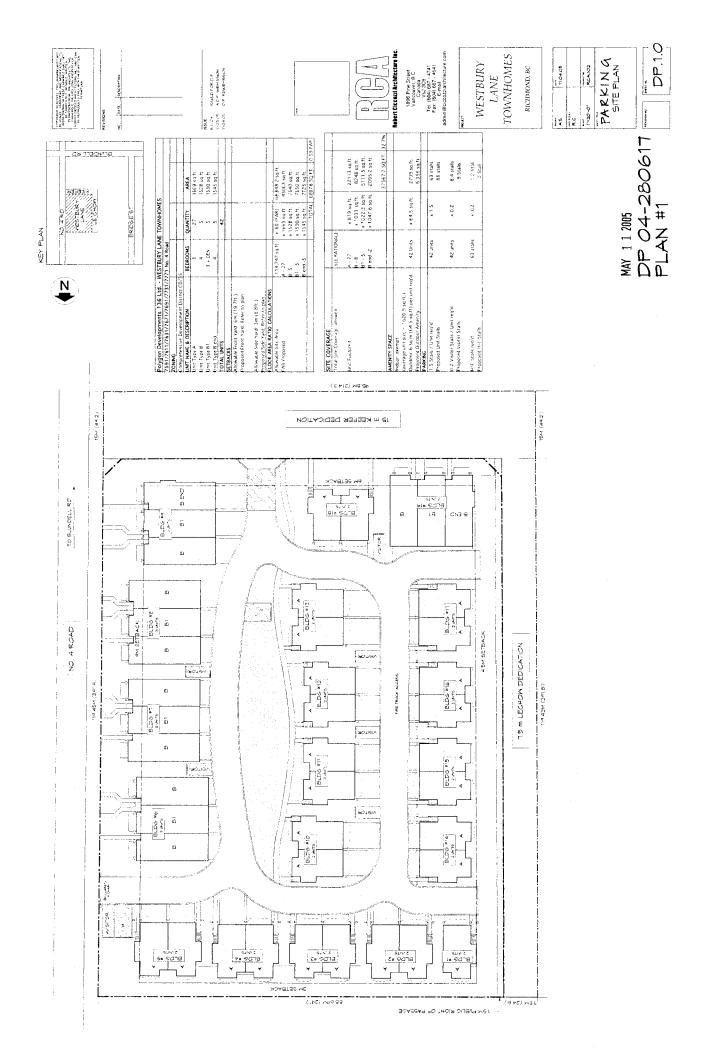
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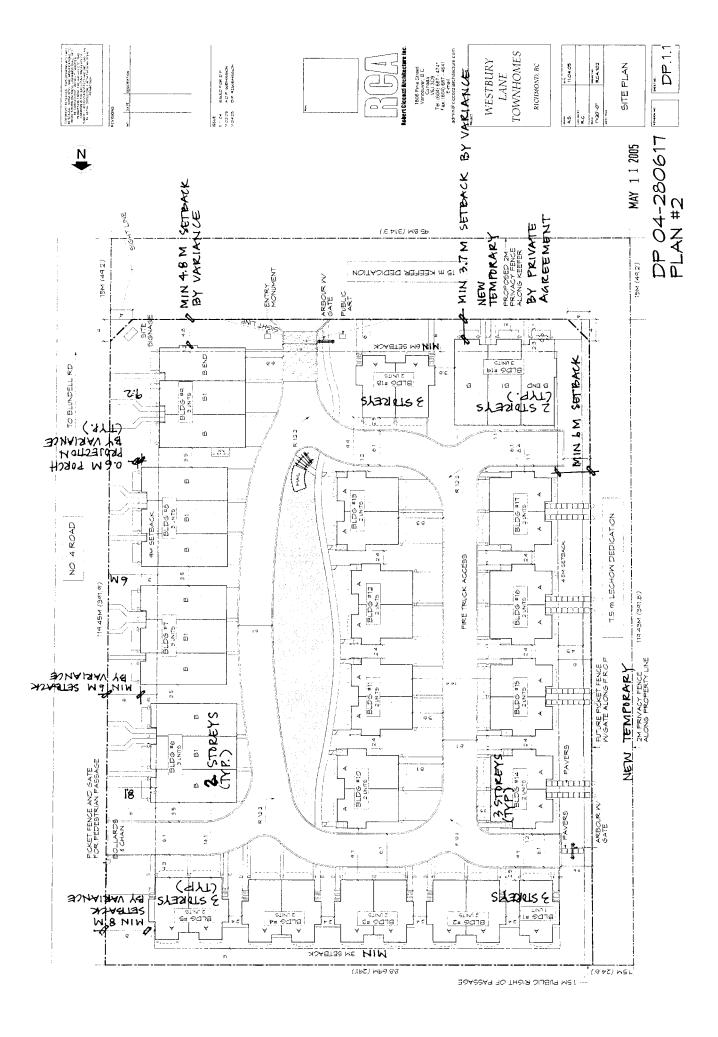
- 6. As a condition of the issuance of this Permit, the City is holding the security in the amount of \$177,157 to ensure that development is carried out in accordance with the terms and conditions of this Permit. Should any interest be earned upon the security, it shall accrue to the Holder if the security is returned. The condition of the posting of the security is that should the Holder fail to carry out the development hereby authorized, according to the terms and conditions of this Permit within the time provided, the City may use the security to carry out the work by its servants, agents or contractors, and any surplus shall be paid over to the Holder. Should the Holder carry out the development permitted by this permit within the time set out herein, the security shall be returned to the Holder. The City may retain the security for up to one year after inspection of the completed landscaping in order to ensure that plant material has survived.
- 7. If the Holder does not commence the construction permitted by this Permit within 24 months of the date of this Permit, this Permit shall lapse and the security shall be returned in full.
- 8. The land described herein shall be developed generally in accordance with the terms and conditions and provisions of this Permit and any plans and specifications attached to this Permit which shall form a part hereof.

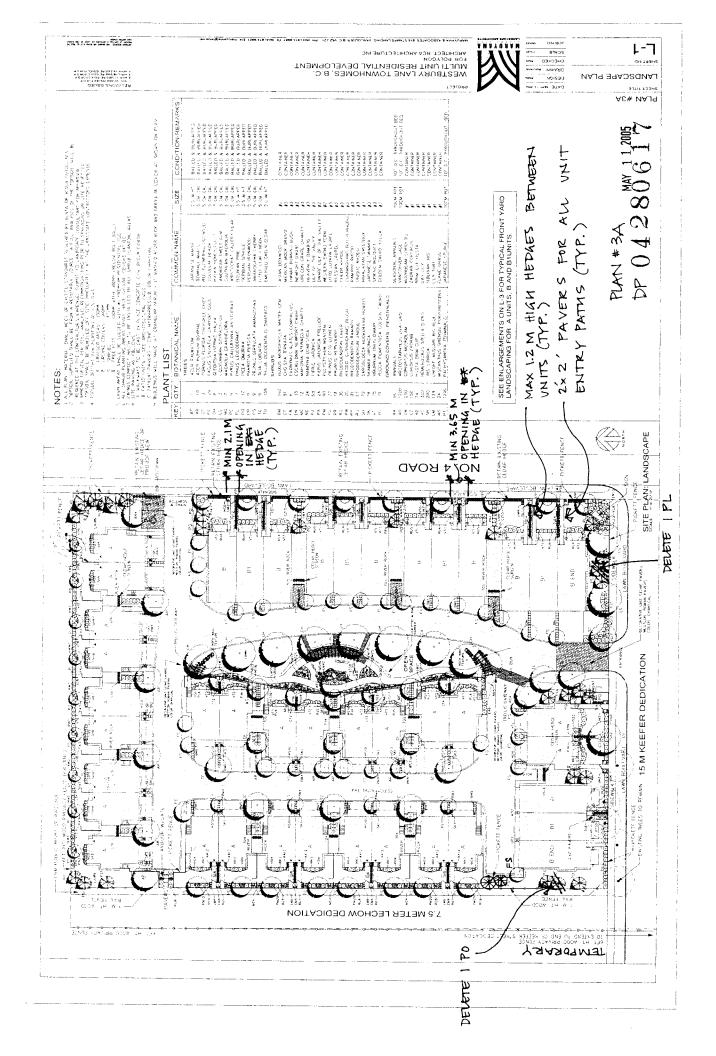
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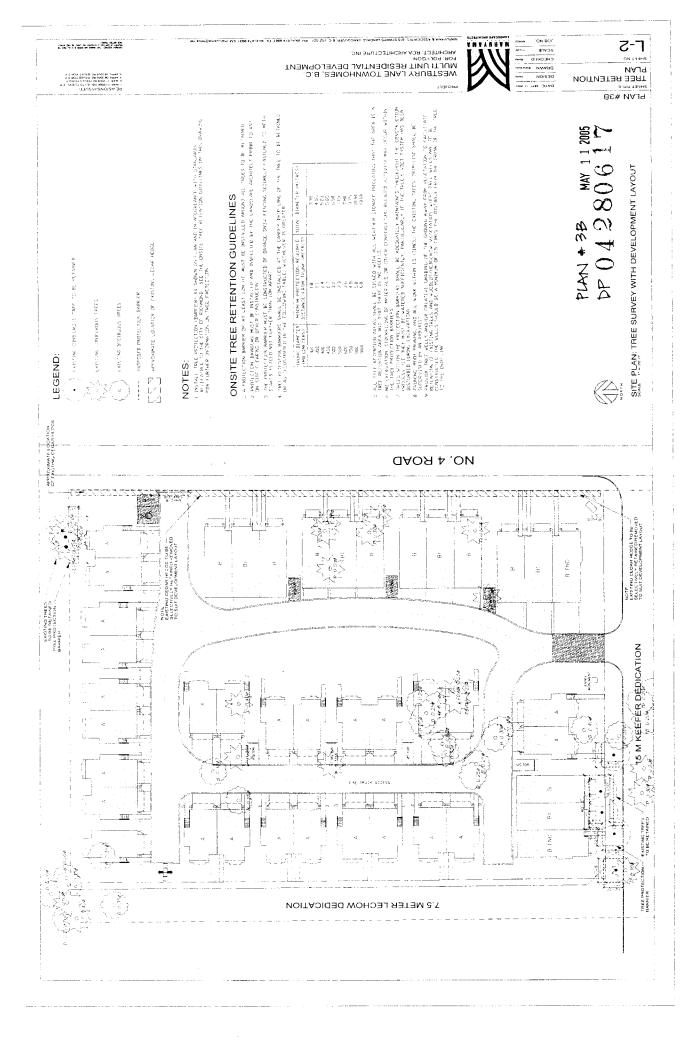
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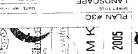
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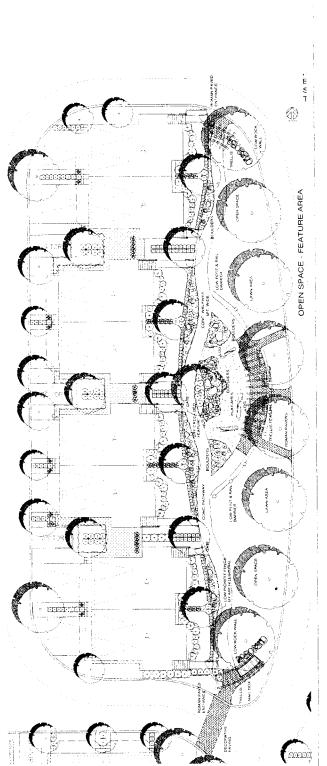
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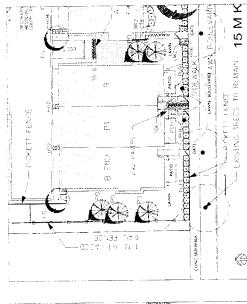
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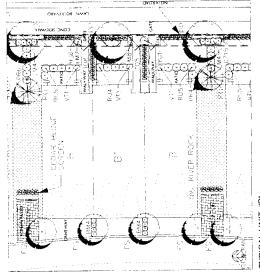
TYPICAL UNIT

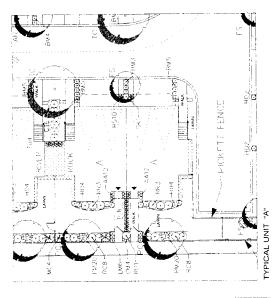


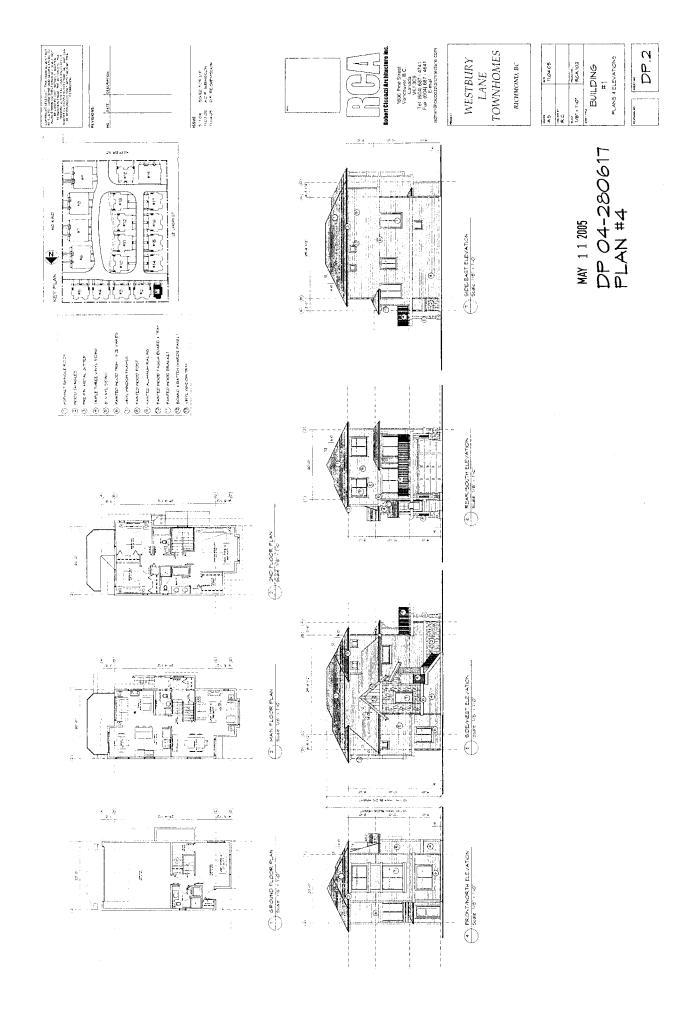
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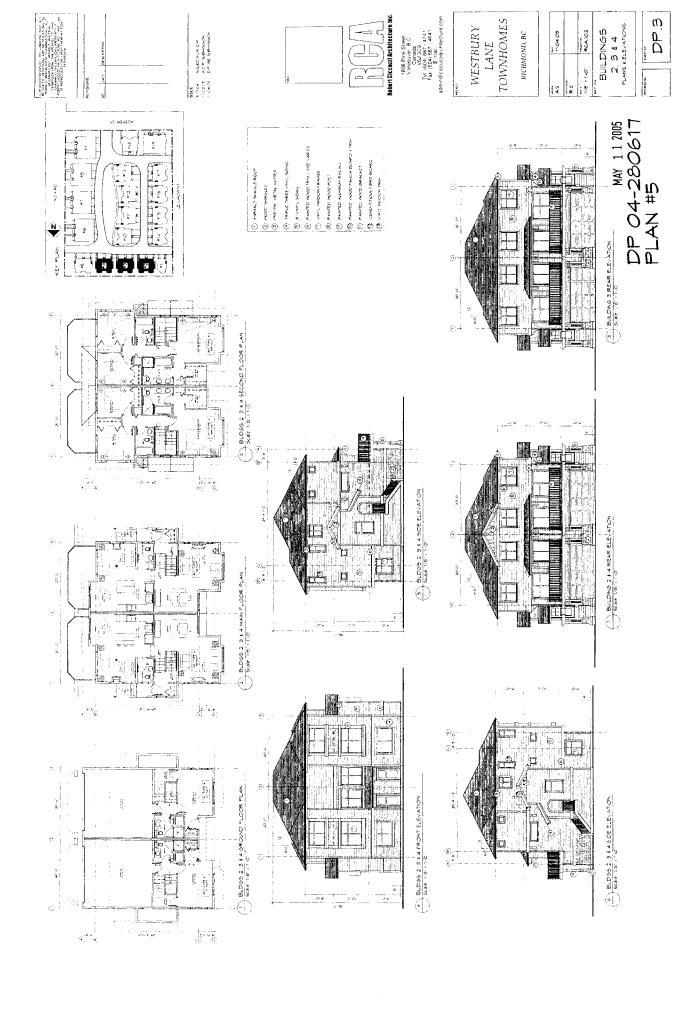


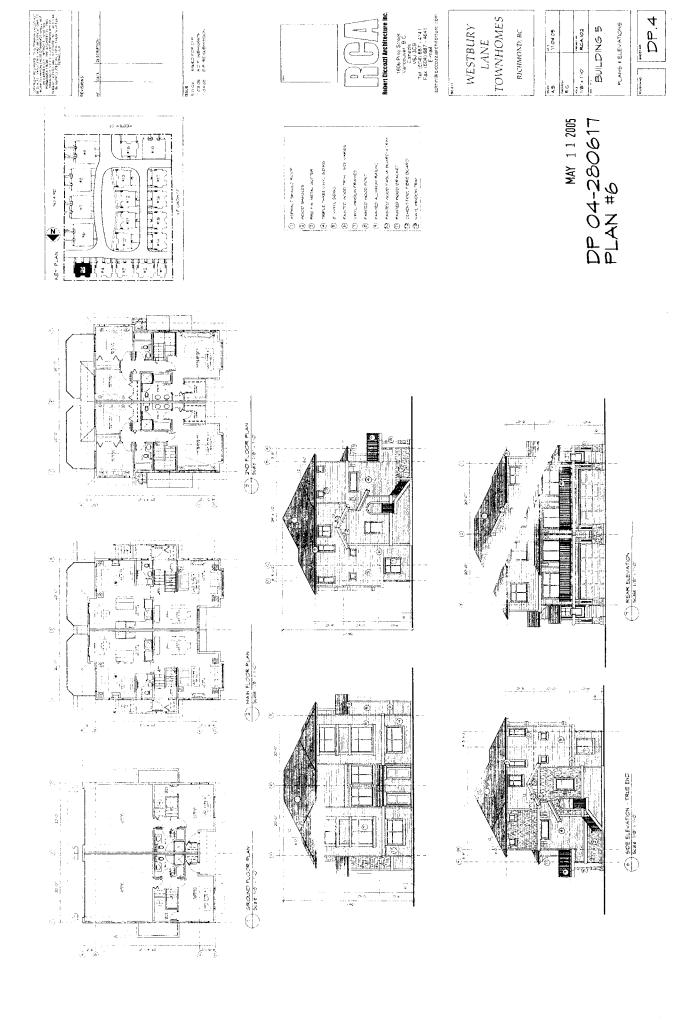


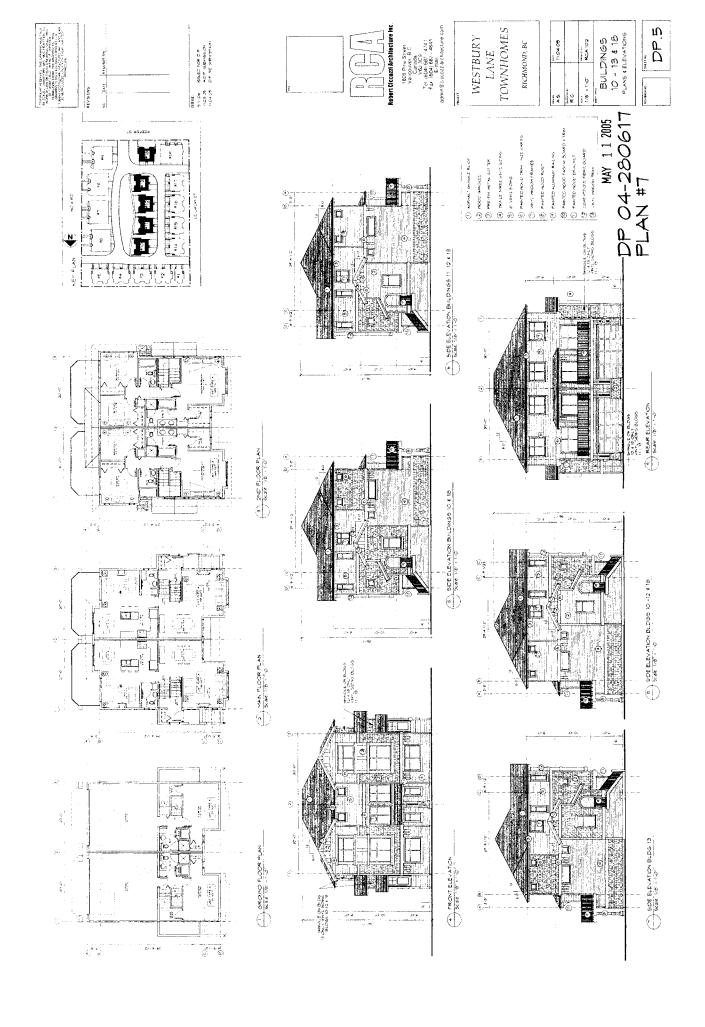


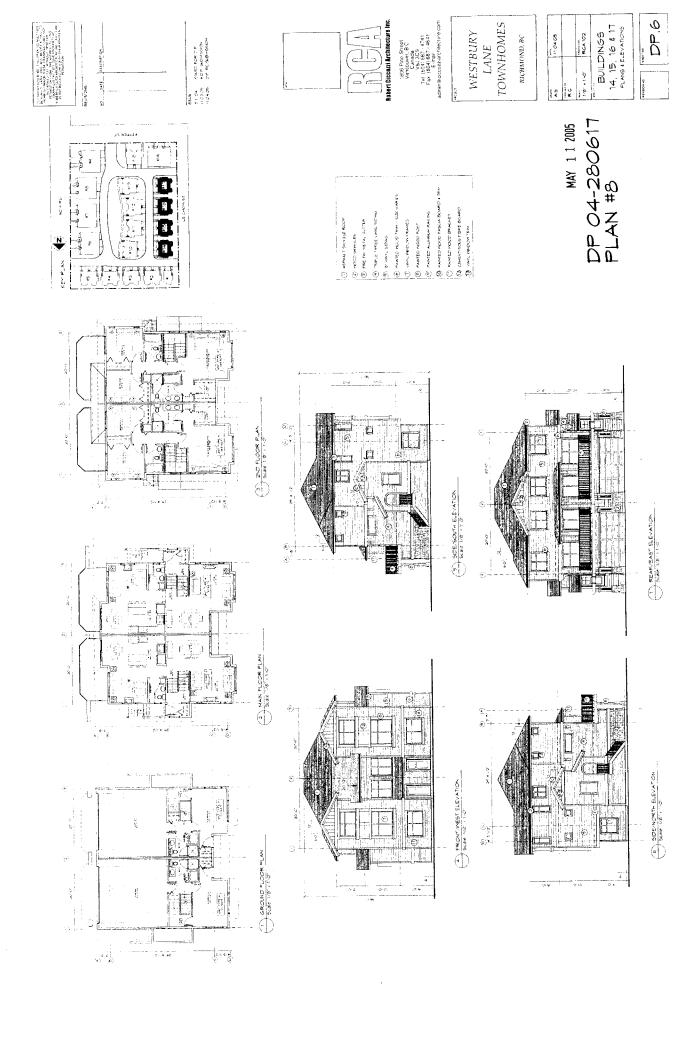


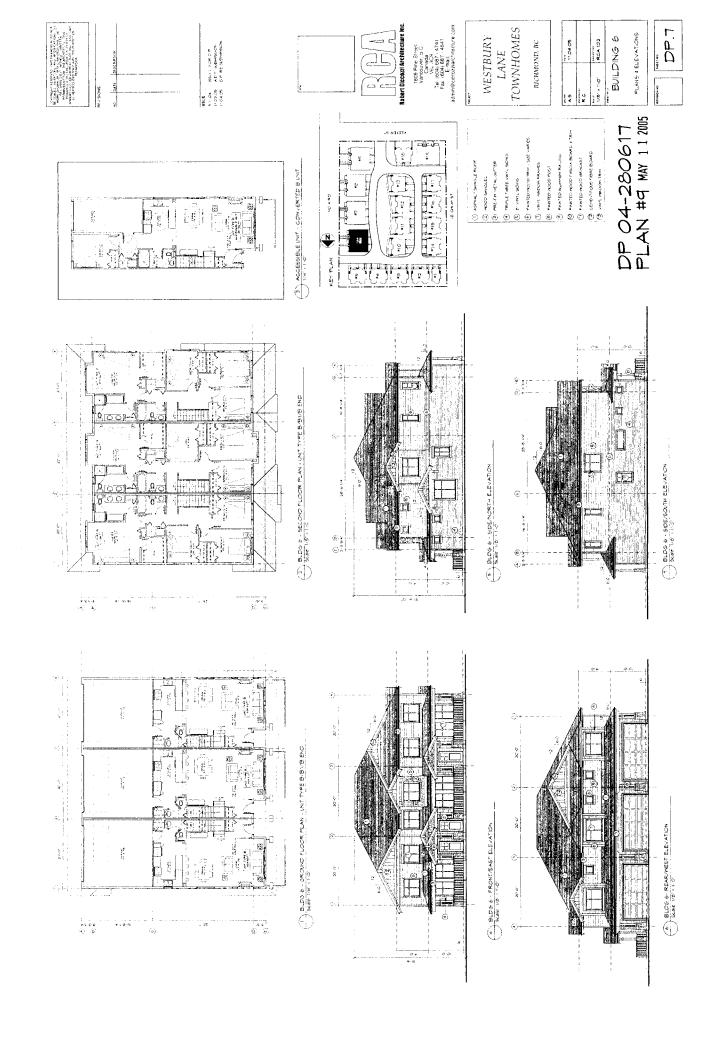


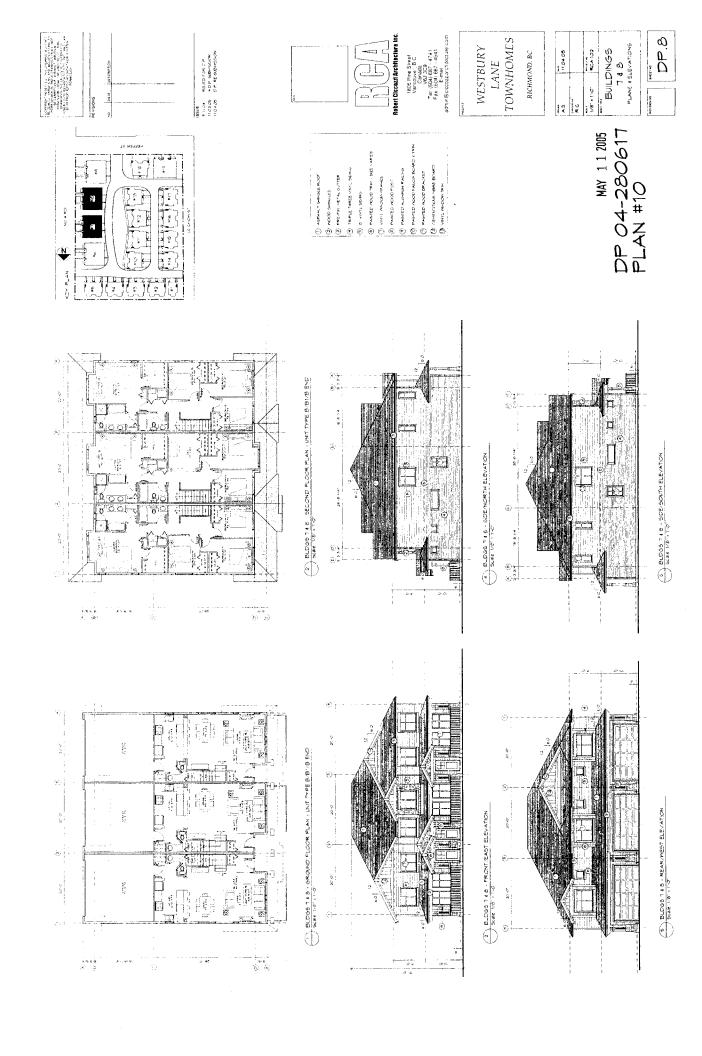


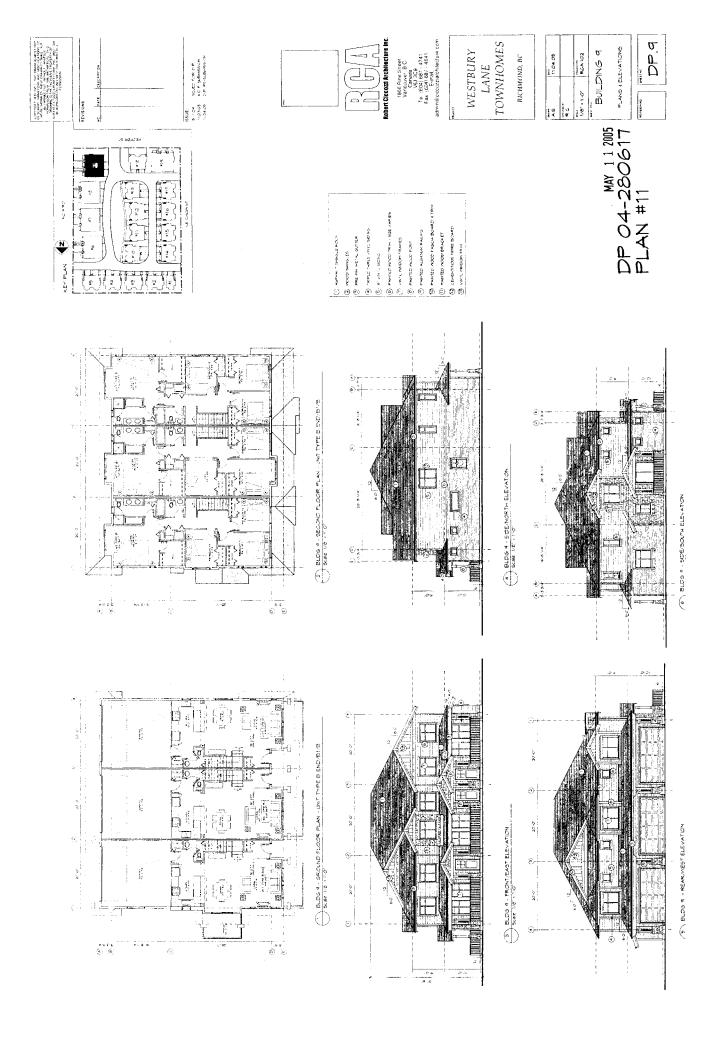


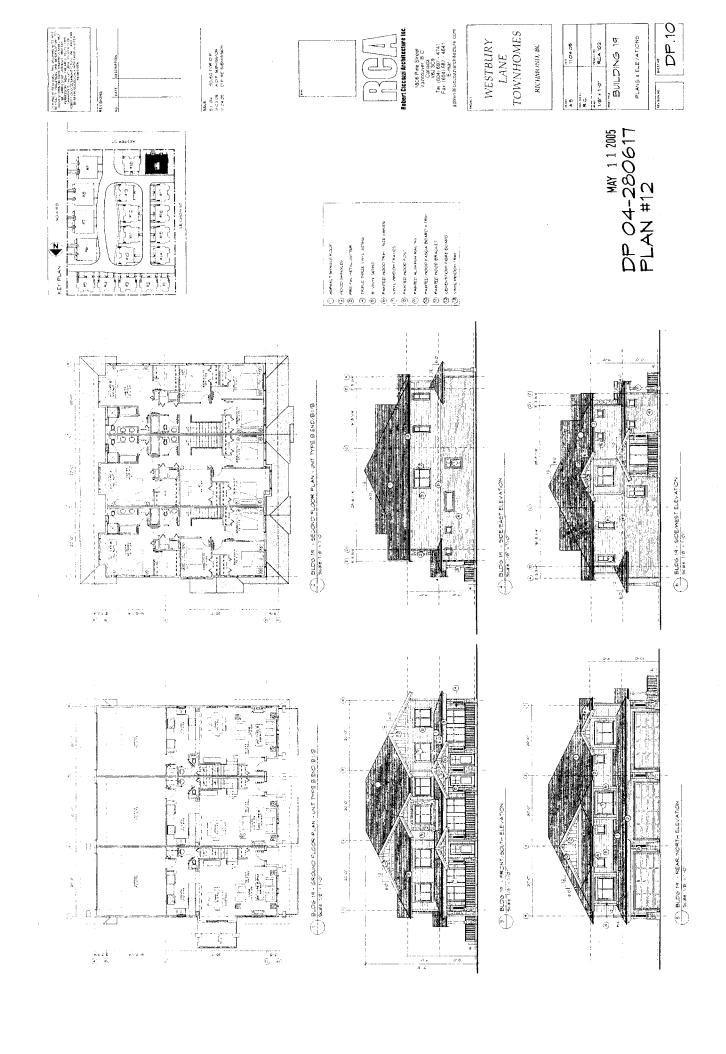


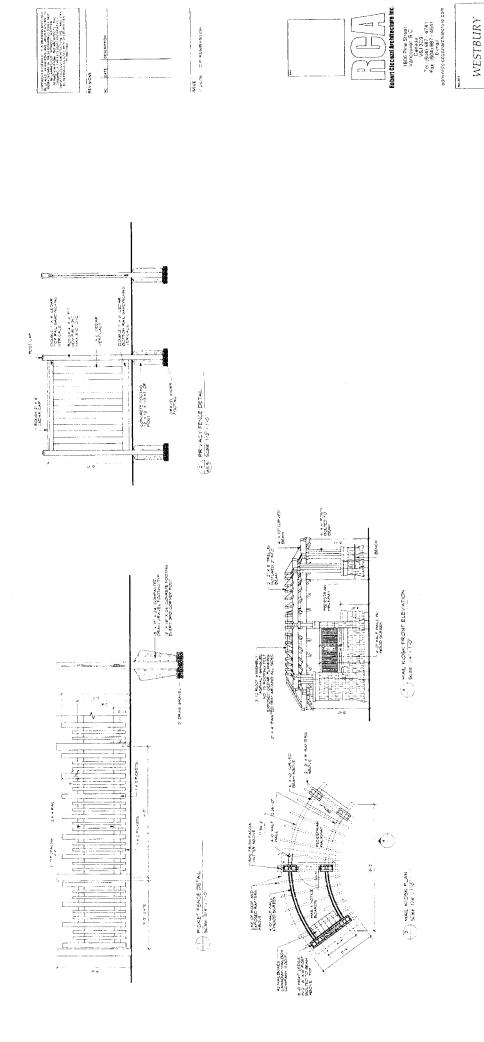












MAY 11 2005 DP 04-280617 PLAN #13

SITE FEATURE DETAILS

AS NOTED RCA 102

TOWNHOMES

LANE

RICHMOND, BC

110405

DP.11

ON , JOHN

