

#### Report to Development Permit Panel

To:

Development Permit Panel

Date:

July 16, 2007

From:

Jean Lamontagne

File:

DV 06-337315

Re:

Director of Development

Application by Matthew Cheng Architect Inc. for a Development Variance

Permit at 8140 No. 5 Road

#### Staff Recommendation

That a Development Variance Permit be issued which would vary the provisions of the Zoning and Development Bylaw No. 5300 to:

- 1. Increase the maximum permitted building height within the Assembly District (ASY) zone from 12 m (39.37 ft.) to 23.6 m (77.43 ft.);
- 2. Decrease the required side yard setbacks of the Assembly District (ASY) zone along the south and north property lines from 7.5 m (24.6 ft.) to 7.3 m (23.95 ft.);
- 3. Decrease the manoeuvring aisle between off-street parking stalls from 7.5 m (24.6 ft.) to 6.7 m (22 ft.); and
- 4. Decrease the side yard setback along the north and south property line to off-street parking stalls from 1.5 m (4.92 ft.) to 0.9 m (2.95 ft.).

Jean Lamontagne

Director of Development

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#### Staff Report

#### Origin

Matthew Cheng Architect Inc. has applied to the City of Richmond for permission to vary the provision of the Zoning and Development Bylaw to:

- □ Increase the maximum permitted building height within the Assembly District (ASY) zone from 12 m (39.37 ft.) to 23.6 m (77.43 ft.);
- Decrease the required side yard setbacks of the Assembly District (ASY) zone along the south and north property lines from 7.5 m (24.6 ft.) to 7.3 m (23.95 ft.);
- Decrease the manoeuvring aisle between off-street parking stalls from 7.5 m (24.6 ft.) to 6.7 m (22 ft.); and
- Decrease the side yard setback along the north and south property line to off-street parking stalls from 1.5 m (4.92 ft.) to 0.9 m (2.95 ft.).

The proposed project is for the development of a Tibetan Monastery with a floor area of 1,918 m<sup>2</sup> (20,648 ft<sup>2</sup>) spread over four floors.

The westerly 110 m of the site is being rezoned from Agricultural District (AG1) to Assembly District (ASY) for this project under Bylaw 8222 (RZ 04-279819).

#### Project Description and Development Information

The proposal is to develop a Tibetan style monastery and accompanying off-street parking on the westerly 110 m of 8140 No. 5 Road. The application to rezone the front portion of the site to Assembly District is pending completion of a number of requirements identified through the rezoning application, including the processing of a Development Variance Permit application.

The congregation will farm the remaining backlands of 8140 No.5 Road. A 40 m wide strip at the east edge of the property will remain undisturbed as it is designated as an Environmentally Sensitive Area (ESA). An ESA assessment report prepared by the consulting biologist were submitted through the rezoning application, with the applicant's agreeing to undertake the applicable recommendations.

Please refer to 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 single-family dwelling situated on a AG1 zoned property;
- To the east, an existing institutional building with associated off-street parking and accessory buildings on a site zoned ASY;
- To the south, an AG1 zoned property with some farming activity and related structures;
- To the west, a combination of single-family dwellings on AG1 zoned properties on the west side of No. 5 Road that are contained in the ALR.

#### Rezoning and Public Hearing Results

Through the rezoning process, the staff report identified that a number of variances would be requested through a Development Variance Permit application to address an increase in building height, decrease the minimum side yard setbacks, decrease manoeuvring aisle width between offstreet parking stalls and reduce the setback for off-street parking stalls from the north and south property lines.

The Public Hearing for the rezoning of this site was held on May 22, 2007. At the Public Hearing, the following concerns about rezoning the property were expressed that have been addressed through the processing of the Development Variance Permit application (responses are outlined in *bold italics*:

- Concerns over the reduction of the Environmentally Sensitive Area (ESA) on the subject site to the easterly 40 m of the subject property. Through the processing of the rezoning application, the applicant hired an environmental consultant to conduct an assessment of the property. The applicants have committed to implementing the recommendations of the consultant to retain the rear portion of the property as ESA. Furthermore, the applicant has also extended the cedar hedgerow along the north and south property lines to the proposed farm area to improve screening and buffering to neighbouring properties and allow for additional plantings on site.
- Concerns expressed over the traffic generation and off-street parking. The development contains a sufficient number of off-street parking stalls (65) to meet the City's Zoning and Development Bylaw parking requirements. A parking and traffic study, prepared by a transportation consultant, was submitted for specific high-attendance events through the rezoning application. The study identified that one annual event (Congregation's teaching seminar) could potentially exceed on-site parking and recommended a number of measures to address this high volume event as follows:
  - Traffic demand measures (carpooling; shuttle service, limited event tickets).
  - □ Provision for overflow parking for nearby, neighbouring properties.
  - Traffic management plan to address traffic operations and signage during the event period.

The City's Transportation Division reviewed and concurred with the findings and recommendations of the traffic study during the rezoning. The congregation has also indicated that the recommendations of the traffic study will be implemented for the annual, high attendance event. As a result, the congregation will be required to submit a traffic management plan to the City's Transportation Division to ensure recommendations contained in the traffic study are put in place for the event.

At the Public Hearing, concerns were raised about the general massing and volume of the proposed monastery and variances identified at the time. The following sections of this report will conduct an examination of the proposed variances in conjunction with an overview of the conditions of adjacency, landscaping and overall form and character of the development.

#### **Staff Comments**

The proposed monastery on the subject site was subject to a design review undertaken by Urban Design staff. The proposed scheme attached to this report has satisfactorily addressed urban 2255307

design issues identified by staff as part of the review of the Development Variance Permit application.

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

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

1) Increase the maximum permitted building height within the Assembly District (ASY) zone from 12 m (39.37 ft.) to 23.6 m (77.43 ft.).

Staff have conducted a review of other assembly buildings and structures along No. 5 Road that exceed the building height restrictions of 12m contained in the assembly zone, which is summarized below (refer to Attachment 2 for a map of the subject properties):

- India Cultural Centre (8600 No. 5 Road) Variance to allow a height relaxation to 17.5 m (57.37 ft) for portions of the "Onion" dome.
- Shia Muslim Centre (8580 No. 5 Road) Variance to allow a height relaxation to 20.1 m (66 ft.) for two spires (minarets) and an accompanying architectural dome that is 15.4 m (51 ft.) in height.
- Lingyen Mountain Temple (10060 No. 5 Road) Variance to allow a height relaxation to 21 m (68.9 ft.) for various temple buildings throughout the site.

The subject proposal does not set a precedent pertaining to height relaxations for assembly buildings along No. 5 Road. Although the proposed building height associated with the subject site would represent the highest variance requested along No. 5 Road, the variance would only apply to a very small portion of the overall building mass. The overall mass of the portion of the building exceeding the height limitation is significantly less when compared to the three sites previously mentioned, which had significant structures and building massing extending beyond the 12 m (39.37 ft.) height requirement. A detailed review of the impacts and mitigation measures of the subject building on 8140 No. 5 Road is contained below.

A majority of the building and structure (first 3 floors of the monastery) are contained within the required 12 m (39.37 ft.) height limitation. Portions of the building that rise above the main monastery parapet wall are associated with the clerestory and cupola, which are characteristic architectural components of Tibetan temples and serve to bring light into the assembly hall. This building element rises approximately 10.77 m (35.33 ft.) above the main building parapet wall and is 11.61 m (38 ft.) above the 12 m (39.37) building height limitation. No useable floor space is contained in clerestory, as the main function is to properly convey the architectural style of a Tibetan monastery and allow for natural light into the assembly hall

The height variance for this portion of building can be considered as the increase in height improves overall articulation of the larger building mass contained within the 12 m (39.37 ft.) height limitation. There is very little impact on overall massing as the clerestory and cupola are setback significantly from the edges of the parapet wall 3.4-5.5 m (11-18 ft.). Extensive articulation of the portion of the building extending beyond the maximum height is achieved through use of distinctive metal roof features, cladding materials, glazing and decorative elements.

Portions of the building also project above the maximum 12 m (39.37 ft.) height restriction towards the rear of the building for the two staircase towers and the dormitory on the fourth floor. These portions of the building project 1.79 m (5.87 ft.) above the 12 m (39.37 ft.) height limitation. The minor increase in building height for these elements poses minimal adjacency concerns and improves overall building articulation along the north and south elevations.

The flood plain elevation requires a minimum building elevation of 2.6 m (8.53 ft.) for the subject site. As a result of the required elevated building elevation based on the City's Flood Protection Management Strategy, the design response has been to place the ground floor concrete slab on an elevated raft structure. This enables the ground floor to meet the minimum building elevation of 2.6 m (8.53 ft). The City's zoning and development bylaw requires building height to be measured from the level of the lowest concrete floor (top of the raft slab for the proposed development). Due to the required minimum flood plain elevation and design approach to raise the ground floor to 2.6 m (8.53 ft.), the overall height of the building has been raised from 21.48 m (70.47 ft.) (originally identified at rezoning) to 23.6 m (77.43 ft.)

2) Decrease the required side yard setbacks of the Assembly District (ASY) zone along the south and north property lines from 7.5 m (24.6 ft.) to 7.3 m (23.95 ft.);

The variance to the side yard setbacks applies to small projections associated with three building exits and associated stairways on the north and south side of the building. The 0.2 m (0.6 ft.) building projection is required to allow for additional space needed for the purposes of meeting building code. Staff have no concerns over the requested variance as it represents a very minor projection, with the main building face in compliance with the required setback. The projections also help to articulate and break up the massing of the building's north and south elevation.

Decrease the manoeuvring aisle between off-street parking stalls from 7.5 m (24.6 ft.) to 6.7 m (22 ft.).

The proposed reduction in manoeuvring aisles between off-street parking stalls was identified in processing of the rezoning application and reviewed by the City Transportation Division with no concerns noted. Drive aisle widths are maintained at 7.5 m (24.6 ft.) for the vehicle access from No. 5 Road and 6 m for the driveways along the north and south sides of the building to enable adequate vehicle circulation.

4) Decrease the side yard setback along the north and south property line to off-street parking stalls from 1.5 m (4.92 ft.) to 0.9 m (2.95 ft.).

The decrease in setbacks for parking stalls from the side property lines applies to a total of 7 stalls adjacent to the north and south property line. The reduced setback to parking stalls is mitigated by a solid fence and landscaped screen (cedar hedges), which will run along the entire length of the property.

#### **Analysis**

Conditions of Adjacency

• The requested variances do not substantially impact neighbouring properties. Landscaping and appropriate fencing is situated around the perimeter of the subject site.

• The upper clearstory and cupola extending 11.61 m (38 ft.) above the 12 m (39.37 ft.) height restriction are appropriately setback from the edges of the main building parapet and do not impose substantial massing or shadowing impacts to adjacent properties.

#### Urban Design and Site Planning

- Site layout is dictated by off-street parking requirements and vehicle circulation.
- The main entrance to the building is oriented to No. 5 Road.
- Off-street parking situated along the No. 5 Road frontage is mitigated by a strong landscaped edge along No. 5 Road, which includes a decorative fence. The parking area is also highlighted with concrete banding and permeable concrete pavers. Trees are also situated in parking islands where space allows.
- Off-street parking also wraps around the base of the building on the ground floor along the north, south and east elevations as well as along the rear property line adjacent to the agricultural area. This helps to minimize the visibility of parking stalls from No. 5 Road.
- The proposed building provides for universal accessibility. Accessible stalls are situated
  close to a building entrance at the rear of the building, where the appropriate lifts allow
  access to the building. Within the building, an elevator will allow for addition provisions of
  universal access.

#### Architectural Form and Character

- The strong base of the monastery and the centrally placed clerestory and cupola above are representative of Tibetan temple architecture.
- Overall massing (especially along the north and south building elevations) is broken up
  through horizontal banding (porcelain tiles) in conjunction with decorative molding and
  cornices. Portions of the building walls that project from the façade of the main wall
  (associated with the stairwells) along the north and south building elevations help to reduce
  the scale of the main building wall.
- Further articulation of the elevations is achieved through a variety of:
  - Cladding materials (brick, tiles, metal roofing; decorative banding).
  - Decorative railings, cornices and molding along with symbolic elements (i.e., decorative medallions; statues).
  - Implementation of glazing along all building elevations.
  - Use of contrasting building materials and colours.

#### Landscape Design and Open Space Design

- A majority of the landscaping is situated around the perimeter of the subject site. On the east and west boundaries of the portion of the property zoned for assembly, increased landscape strips varying in width (2.5-3 m wide) are implemented with a combination of groundcovers, low-level shrubs and hedging.
- A majority of the larger calliper trees are situated within the parking area adjacent to No. 5
   Road.
- A combination of fencing (1.2 m and 1.8 m in height) and cedar hedging extends around north, south and eastern boundary of the proposed ASY zoned portion of the site.
- Through the rezoning application, a landscaping security was secured for all on-site landscaping associated with the development. A cedar hedge has been added to the landscape plan along the north and south edge of the proposed agricultural area in addition to the landscaping for remaining portions of the development site. The consulting landscape architect has identified the cost of the additional landscape hedges to improve screening to

neighbouring properties. As a result, a landscaping security in the amount of \$15,000 must be submitted prior to issuance of the Development Variance Permit application.

#### Conclusions

The requested height relaxation to 23.6 m (77.43 ft.) for the Monastery's cupola and clerestory can be considered as portions of the building above the maximum height is limited to a central, small area of the building footprint compared to the overall size of the structure. More importantly, the cupola and clerestory is an important component of the vernacular architectural vocabulary of Tibetan temples that helps to bring in natural light and highlights the assembly hall portion of the building situated close to No 5 Road. Other identified variances for side yard setback and parking setback relaxations along with a small reduction in vehicle manoeuvring aisles does not impact circulation on the subject site. On this basis, staff support the identified variances.

Kevin Eng
Planner 1

Kevin Eng
Planner 1

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

Receipt of a Letter-of-Credit for landscaping in the amount of \$15,000 (based on the landscaping consultants
estimate of installation and plantings based on revisions to the plan).



#### Development Application Data Sheet

**Development Applications Division** 

DV 06-337315	Attachment 1
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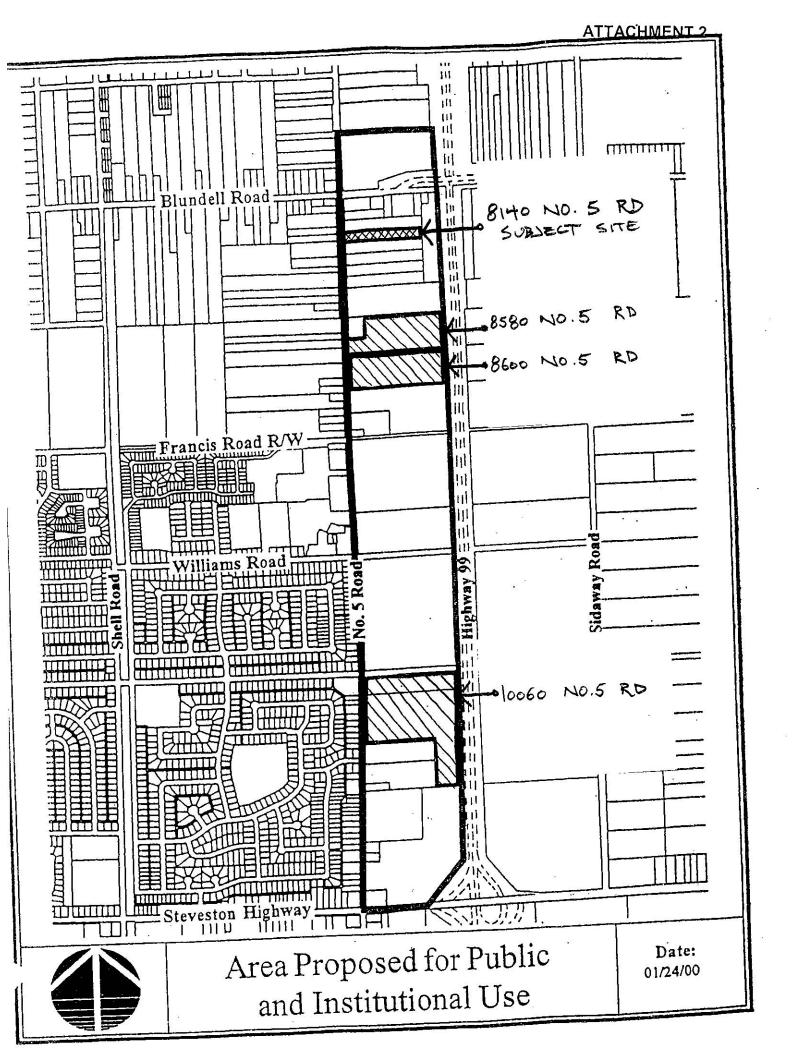
Address: 8140 No. 5 Road

Applicant: Matthew Cheng Architect Inc. Owner: Thrangu Monastery Association

Floor Area Gross: 1,918 m<sup>2</sup> Floor Area Net: 1,918 m<sup>2</sup>

	Existing	Proposed	
Site Area:	3,995 m²	3,854 m <sup>2</sup> (after dedication)	
Land Uses:	Vacant	Assembly for westerly 110m Agricultural Backlands ESA for easterly 40m	
OCP Designation:	Community Institutional Agriculture Environmentally Sensitive Area (ESA)	No change to Community Institutional and Agriculture ESA for easterly 40 m of site	
Zoning:	Agricultural District (AG1)	Assembly District (ASY) – Westerly 110 m	

	Byław Requirement	Proposed	Variance
Floor Area Ratio:	0.5	0.5	None permitted
Lot Coverage:	Max. 35%	32%	None
Setback – Front Yard:	Min. 6 m	37.66 m	None
Setback – Side Yard (north and south):	Min. 7.5 m	7.3 m	Variance requested
Setback – Rear Yard:	Min. 7.5 m	13.63 m	None
Height (m):	Max. 12 m	23.6 m	Variance requested
Off-street Parking Spaces – Accessible:	2	2	None
Total off-street Spaces:	62	65	None
Tandem Parking Spaces	none proposed	N/A	None





#### City of Richmond Planning and Development Department

#### **Development Permit**

No. DV 06-337315

To the Holder:

MATTHEW CHENG ARCHITECTS INC

Property Address:

8140 NO. 5 ROAD

Address:

201 – 445 WEST. 6<sup>th</sup> AVENUE VANCOUVER, B.C. V5Y 1L3

- 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 the maximum permitted building height within the Assembly District (ASY) zone from 12 m (39.37 ft.) to 23.6 m (77.43 ft.);
  - b) Decrease the required side yard setbacks of the Assembly District (ASY) zone along the south and north property lines from 7.5 m (24.6 ft.) to 7.3 m (23.95 ft.);
  - c) Decrease the manoeuvring aisle between off-street parking stalls from 7.5 m (24.6 ft.) to 6.7 m (22 ft.); and
  - d) Decrease the side yard setback along the north and south property line to off-street parking stalls from 1.5 m (4.92 ft.) to 0.9 m (2.95 ft.).
- 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 #12 attached hereto.
- 5. Sanitary sewers, water, drainage, highways, street lighting, underground wiring, and sidewalks, shall be provided as required.
- 6. As a condition of the issuance of this Permit, the City is holding the security in the amount of \$15,000 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.

#### **Development Permit**

No. DV 06-337315

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MATTHEW CHENG ARCHITECTS INC

Property Address:

8140 NO. 5 ROAD

Address:

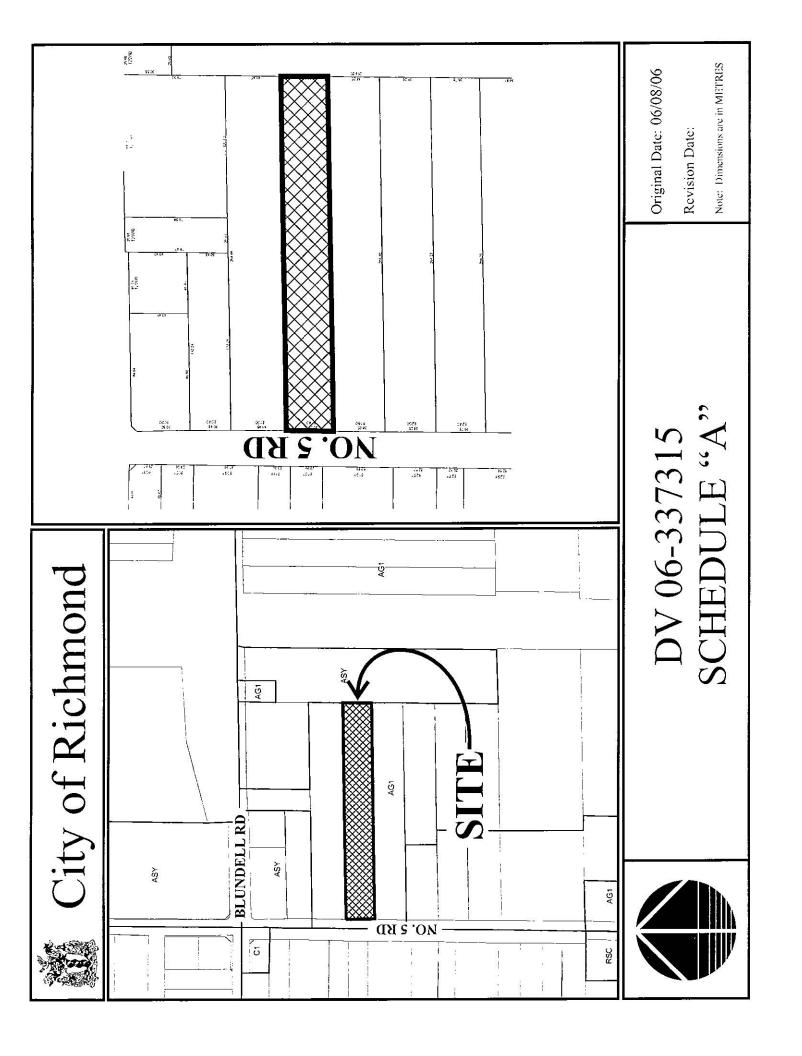
MAYOR

201 – 445 WEST. 6<sup>th</sup> AVENUE VANCOUVER, B.C. V5Y 1L3

- 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.

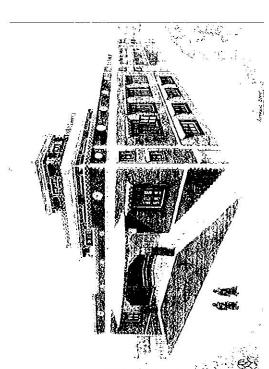
This Permit is not a Building Permit.

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# Thrangu Monastery

8140 No. 5 Road, Richmond B.C.



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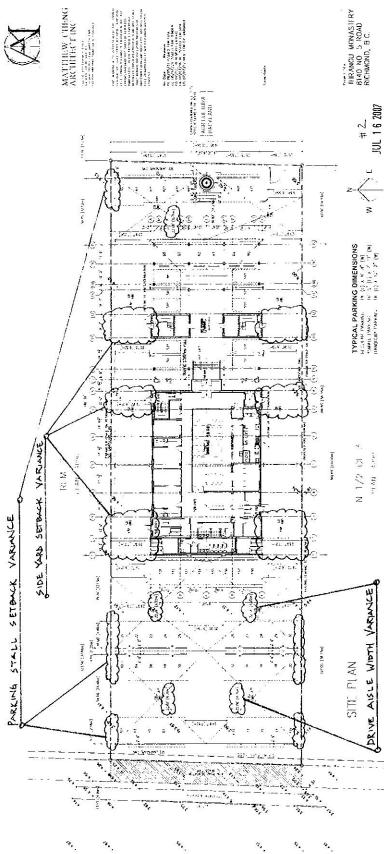
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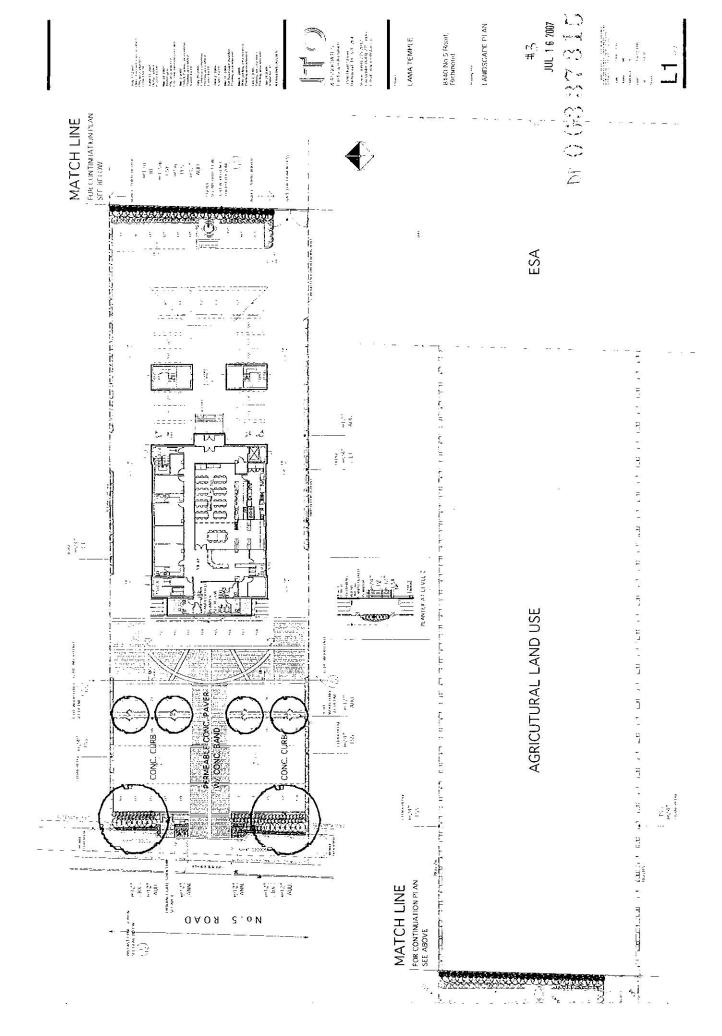
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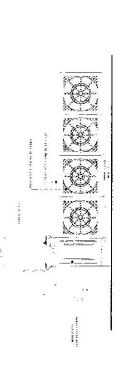
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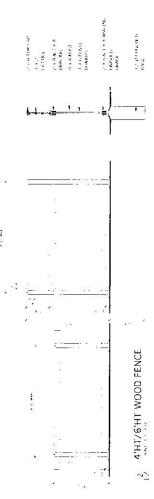
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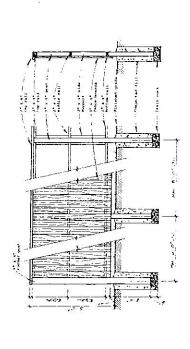
Figure Comments





# CONCRETE SCREEN FENCE





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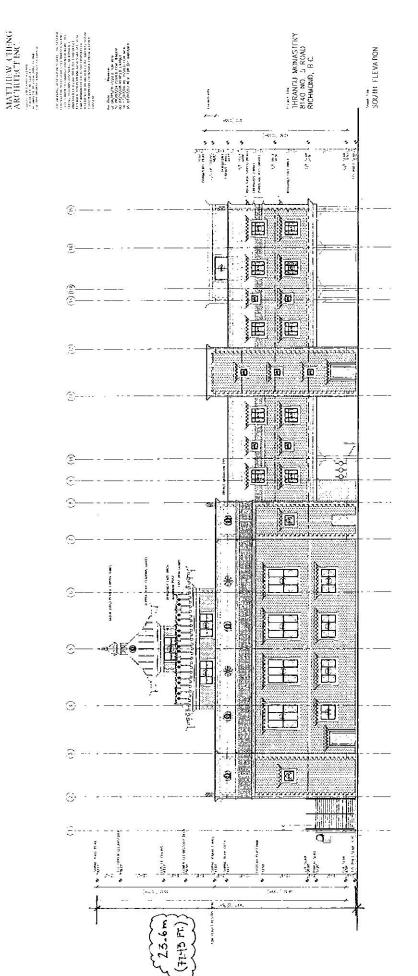
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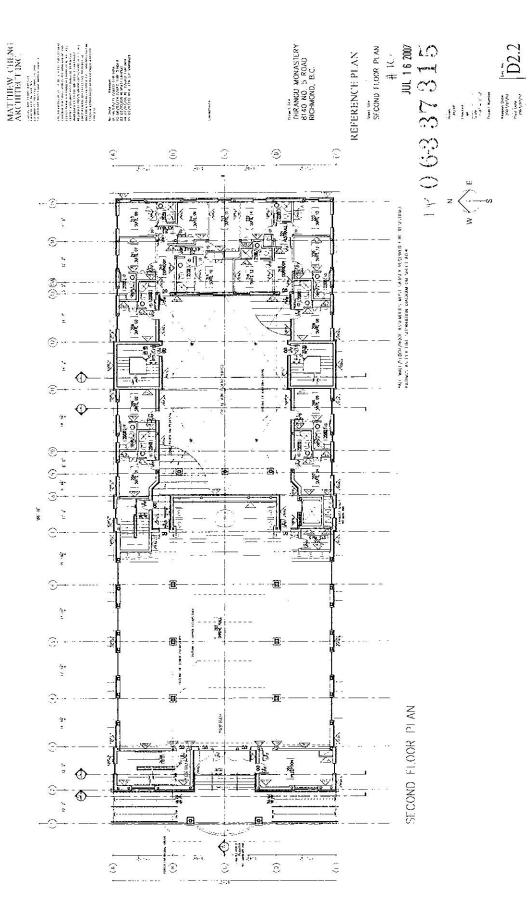
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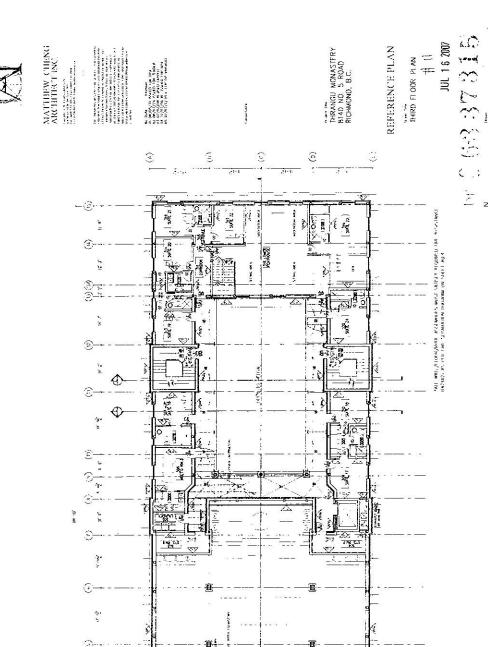
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THIRD FLOOR PLAN

