

### City of Richmond Planning & Development

### Report to **Development Permit Panel**

To:

**Development Permit Panel** 

Date:

August 21, 2006

From:

Jean Lamontagne

File:

DP 05-298718

Director of Development

Re:

Application by Patrick Cotter Architect Inc. for a Development Permit at

12231 and 12251 1st Avenue

### Staff Recommendation

That a Development Permit be issued which would:

- 1. Permit the construction of a two-storey over parkade mixed-use development containing approximately 280 m<sup>2</sup> (2,995 ft<sup>2</sup>) of commercial use on the first floor and three (3) dwelling at 12231 and 12251 1st Avenue on a site zoned Steveston Commercial (2-storey) District (C4); and
- 2. Vary the provisions of the Zoning and Development Bylaw No. 5300 to:
  - a) Increase the maximum building height from 9m to 11.1 m and to allow a three-storey building;
  - b) Permit on-street loading instead of on-site loading for one (1) loading bay; and
  - c) Reduce the manoeuvring aisle width from 7.5 m to 7.1 m.

Director of Development

### Staff Report

### Origin

Patrick Cotter Architect Inc. has applied to the City of Richmond for permission to develop a two-storey over parkade mixed-use development containing approximately 280 m² (2,995 ft²) of commercial use on the first floor and three (3) dwelling units at 12231 and 12251 1st Avenue on a site zoned Steveston Commercial (2-storey) District (C4). The site is currently vacant with no existing trees.

No rezoning has been proposed on this site.

### **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**

The proposed site was formerly a fuel storage site, which was cleared and remediated. A Certificate of Compliance was issued on March 3, 2004 for the environmental remediation work. The site has been kept cleared of vegetation since 2004. No trees were replanted on the site.

Development surrounding the subject site is as follows:

- To the north: Existing three-storey commercial development zoned Steveston Commercial (2-storey) District (C4);
- To the east: 1<sup>st</sup> Avenue and surface parking lot zoned Steveston Commercial (2-storey) District (C4);
- To the south: Bayview Street and mixed waterfront developments zoned Light Industrial (I2) and Steveston Commercial (2-storey) District (C4); and
- To the west: Existing two-storey commercial development zoned Steveston Commercial (2-storey) District (C4).

### **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 Steveston Commercial (2-storey) District (C4) 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 to:

1) Increase the maximum building height from 9m to 11.1 m and to allow a three-storey building.

(Staff support the proposed height variance given the unique site context. The existing adjacent building to the north on 1<sup>st</sup> Avenue is a three-storey building, while the existing adjacent building to the west on Bayview Street is a two-storey building. The height of the proposed building varies from two-storeys, 9 m (29.5 ft.) along Bayview Street to three-storeys, 11.1 m (36.5 ft.) for a portion of the building along 1<sup>st</sup> Avenue. The proposed height is compatible with the existing heights of the abutting developments and the proposed variance does not negatively impact the adjacent developments.

The existing grade of this corner site drops from the high point at 1<sup>st</sup> Avenue and Bayview Street northward along 1<sup>st</sup> Avenue by approximately 1 m (3.3 ft.). The proposed building fits well with the existing adjacent building on both Bayview Street and 1<sup>st</sup> Avenue. It takes advantage of the grade drop to create an "in ground" parkade from Bayview Street elevation, and a partially below grade parkade along 1<sup>st</sup> Avenue to provide better pedestrian interface with the surrounding commercial street frontage and remain compatible with the existing adjacent developments).

2) Permit on-street loading instead of on-site loading for one (1) loading bay; and

(Staff support the proposed variance as the proposed development contains only approximately 278 m² (2,995 ft²) of commercial area on the ground floor fronting Bayview Street. The commercial area is further divided into smaller units (maximum 4) so that the anticipated demand for large loading vehicles is a minimum. Sporadic requirement for delivery truck loading can be accommodated on the east side of 1<sup>st</sup> Avenue easily. Both the Richmond Heritage Commission and the Advisory Design Panel support and encourage staff to explore on-street loading for this development, and Steveston Village in general, so as not to cause undue hardship on small commercial developments that are desirable in the village. The Transportation Department has reviewed this project and has no objection to this loading arrangement. Transportation Department is in the process of reviewing the loading requirement within the Steveston Village to address the comments from the Heritage Commission and the Advisory Design Panel with respect to facilitating small scale development in Steveston Village).

3) Reduce the manoeuvring aisle width from 7.5 m to 7.1 m.

(Staff support the proposed variance as vehicular manoeuvring occurs completely on site and does not have any negative impact off site. Transportation Department has reviewed the proposal and does not object to the variance).

### **Advisory Panel Comments**

The Advisory Design Panel was March 8, 2006. A copy of the relevant excerpt from the Advisory Design Panel Minutes is attached for reference (**Attachment 2**).

The Heritage Commission reviewed the project on January 26, 2006 and endorsed the proposed development. The Heritage Commission Minutes is attached for reference (**Attachment 3**).

### **Analysis**

### Conditions of Adjacency

- The development proposes 0 setback from the adjacent developments and completes the corner of this major intersection of Steveston Village. The building massing blends well with the existing adjacent buildings on both Bayview Street and 1<sup>st</sup> Avenue. The third storey is well "tucked in" away from Bayview Street and does not create any negative view or shadowing impact on the street or the adjacent developments.
- There is a 5 m Utilities Right-of-Way (R.O.W.) along Bayview Street. The building does not encroach into the R.O.W. Detachable and demountable glass canopies are proposed to project into the R.O.W. An Encroachment Agreement is required to be submitted to the satisfaction of the Engineering Department prior to referring the Development Permit to Council for final approval.
- Some grading will take place within the 5 m R.O.W. to ensure that the finished grades are compatible with the existing development at 3791 Bayview Street and to ensure orderly transition from the proposed building to the sidewalk along Bayview Street and 1<sup>st</sup> Avenue. A small retaining wall (up to .45 m in height) will be provided within the R.O.W. along 1<sup>st</sup> Avenue to retain the soil. Soft landscaping will be provided along the 1<sup>st</sup> Avenue edge to soften the edge and to discourage skateboarding.

### Urban Design and Site Planning

- Bayview Street is a pedestrian-oriented commercial street in Steveston Village frequented by tourists and locals alike. Accordingly, commercial units have been provided at grade with access off Bayview Street to support the retail continuity desirable in the Steveston Village.
- 1<sup>st</sup> Avenue is predominantly a local access into the village. It is a secondary commercial street with mostly local businesses rather than tourist-oriented ones. There is no pedestrian access to the commercial uses from 1<sup>st</sup> Avenue given the challenges of the grade difference and the partially below grade parkade. The residential entrances to two (2) of the proposed dwelling units and the vehicular entrance for the site is along the north end of the 1<sup>st</sup> Avenue frontage. Storefront windows above attractively landscaped planters line the remainder of the 1<sup>st</sup> Avenue frontage to provide a good visual interface with the sidewalk.
- The proposed development has incorporated enhanced accessibility features where practical in the owner's suite above the commercial units. The owner's unit is accessible by an elevator and only minimal renovations in the master bathroom (removal of the shower) will be required to accommodate full wheelchair accessibility. The development will be incorporating enhanced universal accessibility measures in all three (3) residential units, including using lever handles on all doors and faucets and providing backing blocks in all the bathtubs to facilitate improved mobility and aging in place.
- The proposed development requires five (5) residential, nine (9) commercial and one (1) visitor's parking. The proposed parkade can only accommodate five (5) residential, seven (7) commercial and one (1) visitor's parking. The applicant has requested to pay cash-in-lieu for two (2) parking spaces in the amount of \$21,000 as per Section 408 (Provision of Parking in Steveston) of the Zoning Bylaw. Transportation Department supports the payment-in-lieu arrangement.

- Loading occurs off site along 1<sup>st</sup> Avenue instead of on site in recognition of the small site and the challenges with fitting the required vertical clearance for loading bay (4.5-4.7 m) within a height that would be compatible with the existing adjacent developments.
- Vehicular access is at the north property line on 1<sup>st</sup> Avenue to take advantage of this being the lowest elevation of the site.
- The developer has agreed to provide a design, to be completed by a certified engineering consultant for the provision of parking, boulevard and curb and gutter along Bayview Street in order to ascertain a cost estimate for future work. The developer will provide a non-refundable Letter of Credit to the City for this future work.
- A private contractor will handle both the commercial and residential garbage and recycling. The bins will be stored in the parkade in a garbage and recycling room designed to meet fire separation requirements. The bins will be wheeled out for collection on collection day.
- The developer has agreed to register a flood plain covenant on title to address flood-proofing requirements on site.

### Architectural Form and Character

- The massing and height of the building are generally compatible with the adjacent development and in compliance with the applicable design guidelines.
- The proposed design provides a deliberate distinction between the commercial and residential uses with emphasis on the commercial façade along Bayview Street and part of 1<sup>st</sup> Avenue. Individual entrances at grade are provided for each of the three (3) residential units. Gable roof and dormers are incorporated to provide residential expression along the street.
- The trellis and flat roof over the owner's suite is well set back from the street and would not be a dominant feature visible from the street level.
- The proposed architectural materials includes granite stone cladding on the columns, storefront glazing in aluminium frames, steel and glass canopy to provide visual interests and some weather protection, hardi siding in board and batten pattern and Cedar wood shingles siding on the exterior walls and asphalt shingle roof.
- The developer will obtain permission for the canopies along Bayview Street and 1<sup>st</sup> Avenue from Engineering Department by way of an Encroachment Agreement for the proposed canopies prior the issuance of the Development Permit.

### Landscape Design and Open Space Design

- Neither indoor/outdoor amenity space is required in accordance with the Richmond Official Community Plan (OCP) as this project has only three (3) dwelling units.
- There is no existing vegetation on site.
- Part of the right-of-way area along Bayview Street is proposed to be paved and can
  accommodate outdoor seating for a café to enliven the street. Landscaping is provided along
  Bayview Street to define the property's edge and to soften the building façade along
  1<sup>st</sup> Avenue.
- Roof decks are provided for each of the residential units for private outdoor amenities and outdoor planters are provided for seasonal planting to provide privacy screening.

### Crime Prevention Through Environmental Design

- A security gate is provided to separate the residential parking from the visitor's parking after hours. The security gate will be open during business hours to allow commercial parking. Two (2) of the residential parking spaces are further secured in a garage within the parkade.
- Individual entrances to the residential units eliminate any potential conflict between residential and commercial activities.
- The storefronts and windows along both street frontages provide natural surveillance along the streets.

### Affordable Housing

• There are three (3) residential units proposed above the commercial uses. The largest suite is intended for the owner of the building and the two (2) one-bedroom suites are intended for the adult children in the family, but may be used as market housing. The developer has agreed to contribute \$2,563 towards the City's Statutory Affordable Housing Fund based on \$.60/ft² of buildable residential floor area.

### Servicing Capacity

• Servicing Capacity analysis was provided in accordance with requirements of the City Engineering Department. No upgrades are required.

### **Conclusions**

Staff recommend approval of the proposed development. The proposed mixed-use development compliments the existing context and enlivens the streetscape of this important corner in Steveston.

Cecilia Achiam, MCIP, BCSLA Senior Planner, Urban Design (Local 4122)

CA:blg

Attachment 1: Development Permit Data Sheet Attachment 2: Advisory Design Panel Minutes Attachment 3: Heritage Commission Minutes

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

- Consolidation of the sites into one parcel.
- Payment of letter-of-Credit for landscaping in the amount of \$14,569 (based on total floor area of 7285 ft²).
- Developer is to have cash in-lieu of two (2) off-street parking spaces in the amount of \$21,000.
- Developer to contribute \$2,563 to the Richmond Statutory Affordable Housing Fund.
- Receipt of Letter of Credit from the developer based on the design by his engineering consultant's sign and sealed cost estimate to address the future parking solution along Bayview Street. Estimate is to include: design only of a parallel parking lane along Bayview Street and the relocation of the sidewalk and boulevard. The

- developer to contribute cash-in-lieu for these future works. The developer will be required to pay that amount, which will be deposited to a special account for future works.
- Applicant to apply for an Encroachment Agreement via Engineering Department for the canopy projections
  over the Rights-of-Way along Bayview Street and within the 1<sup>st</sup> Avenue road Right-of-Way.
- Owner to register a Flood Plain Covenant on title to acknowledge that the minimum floodplain elevation is 2.6 m and to indemnify the City from liability.

Prior to the issuance of the Building Permit, the following is required:

- The developer shall enter into the City's standard Servicing Agreement to do work including, but not limited to:
  - complete the sanitary design plus design all services tie-ins and show capacity calculations. A sewer rightof-way will be required to be registered on title. Details to be determined as part of the Servicing Agreement.
- All utilities works described in the Servicing Agreement will be completed at the developer's sole cost. No Development Cost credits are applicable.
- Submission of a construction parking and traffic management plan to the Transportation Department to include: location of or parking for services, deliveries and workers and loading, application for request for any lane closures (including dates, times, and duration), and proper construction traffic controls as per Traffic Control Manual for Works on Roadways (by Ministry of Transportation) and Master Municipal Construction Document (MMCD) Traffic Regulation Section 01570.



### Development Application Data Sheet

**Development Applications Department** 

DP 05-298718	3		Attachment 1
Address: 12	2231 & 12251 1 <sup>st</sup> Avenue		
Applicant: Pa	atrick Cotter Architect Inc.	Owner:	Networth Industries Ltd.
Planning Area(	s): 2.4 Steveston Area Plan		
Floor Area Gro	ss: 674m² (7,246 ft²)	Floor Area Net:	674m <sup>2</sup> (7,246 ft <sup>2</sup> )

	Existing		F	Proposed
Site Area:	675 m <sup>2</sup>			675 m <sup>2</sup>
Land Uses:	Vacant		comm	ercial/residential
OCP Designation:	Neighbourhood Service	Centre		mixed-use
Zoning:	Steveston Commercial (2-sto (C4)	rey) District		ton Commercial rey) District (C4)
Number of Units:	0			3
	Bylaw Requirement	Propos	sed	Variance
Floor Area Ratio:	1.0	1.0		none permitted
Lot Coverage:	N/A	N/A		Complies
				Complies

	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	1.0	1.0	none permitted
Lot Coverage:	N/A	N/A	Complies
Setback – Front Yard:	N/A	5 m*	Complies *existing utilities right-of-way
Setback – Side Yard:	N/A	0 m	Complies
Setback – Side Yard:	N/A	0 m	Complies
Setback – Rear Yard:	N/A	0 m	Complies
Height (m):	Max.9 m and 2 storeys	9 m and 2 storeys to 11.1 m (36.5 ft.) and 3-storey	Variance supported
Lot Size:	N/A	686 m <sup>2</sup>	Complies
Off-street Parking Spaces – Residential/Commercial/visitor:	5/9/1	5/ <b>7*/</b> 1	*payment in lieu for 2 spaces supported
Total Parking	15	13	*payment in lieu for 2 spaces
Off-street Parking Spaces – Accessible:	1	1	Complies

### Excerpt from the Minutes from The Design Panel Meeting

Wednesday, March 8, 2006 – 4:00 p.m. Rm. M.1.003 Richmond City Hall

### Commercial/Residential

Patrick Cotter, Architect 12231 1<sup>st</sup> Avenue (Formal)

DP 05-298718

Cecilia Achiam, Planner, reviewed the staff comments provided for the project, (Schedule 5).

Mr. Patrick Cotter, Architect, with the aid of a model and artist's renderings, described the project. Ms. Jenny Liu reviewed the landscape plans.

Dana Westermark, Chair gave a brief history of Heritage Commission's comments when this project was reviewed by the Commission.

The comments of the Panel were as follows:

- Lots of activity on complex roofscape. Roof on upper level needs to be stronger possibly pulled back a bit too much needs more punch. Needs more height in corner. Delightful little project.
- Love it.
- No utility storage for 2 smaller units parking layout looks deep shallow out to provide utility space. Detailing in trellis should not defer to 70's modern. How do glass canopies work? **Glass sits on top of T-channel no visible framework.** Trellis will dominate.
- Not satisfied with landscape approach seems weak not enough. There is enough space to get some more variety also more variety at edge.
- Canopies looks good could be bigger if you want need for weather protection in Vancouver.
- Reposition fixtures in ensuite to make it fully accessible in northeast corner.

It was moved and seconded

That DP 05-298718 go forward with the support of the Panel.

CARRIED UNANIMOUS

### 4. Design Review: 12231/12251 – 1<sup>st</sup> Avenue Development Permit Application

Cecilia Achiam, Senior Planner, briefly described the development project at 12231/12251. 1st Avenue stating that staff was generally pleased with the design direction of the project. Of some concern was the variance in height requested and staff felt that there could be some improvement in the design, to create a more pedestrian friendly interface along 1st Avenue.

Mr. Cotter, Architect, using art boards, described the project and reviewed the landscape treatment at street level indicating that 3' deep planters with significant planting would be used to soften the edge of the building, metal grillwork would provide daylight into the garages.

Members of the Commission then provided the following comments:

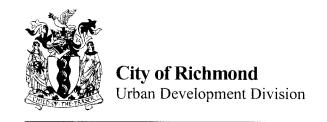
- o more street activity was needed to mimic other areas in Steveston and 1<sup>st</sup> Avenue is a major gateway into Steveston where pedestrian activities at grade is highly desirable;
- o was it possible to provide an outdoor space patio?
- o have roll up type garage doors and use along 1st Avenue for street animation;
- o more animation was needed without compromising space;
- o concerned about neighbourhoods chopped up by loading bay entrances;
- o with off-site loading, the height of the building could be lowered giving some opportunity to provide some type of street activity;
- o staff should look at having one loading bay shared by merchants for each block;
- o keep Bayview Street as a continuous boulevard, don't cut up street angle parking.

Cecilia then reiterated that staff had no issue with height, and stated that the developer would contribute payment in lieu of parking.

### It was moved and seconded

- 1. That the Heritage Commission advise staff that they supported the design of the project and requested height, parking and loading variances. There is some concern about the relationship of the east façade to 1<sup>st</sup> Avenue, however, this could be more easily addressed if a communal loading area was provided, thereby allowing the applicant to lower the building.
- 2. That staff investigate the possibility of providing communal loading bays throughout Steveston Village as this would serve to maintain and reinforce the core heritage values and "the working village" character of the Steveston Townsite Heritage Area.
- 3. That staff circulate the minutes of this discussion to the Transportation Division and invite Transportation Staff to a meeting of the Heritage Commission to address requirements for parking and loading with regard to heritage usage in the Steveston Townsite Heritage Area.

CARRIED



### **Development Permit**

No. DP 05-298718

To the Holder:

PATRICK COTTER ARCHITECT INC.

Property Address:

12231 AND 12251 1<sup>ST</sup> AVENUE

Address:

C/O #235 - 11300 NO. 5 ROAD RICHMOND, BC V7A 5J7

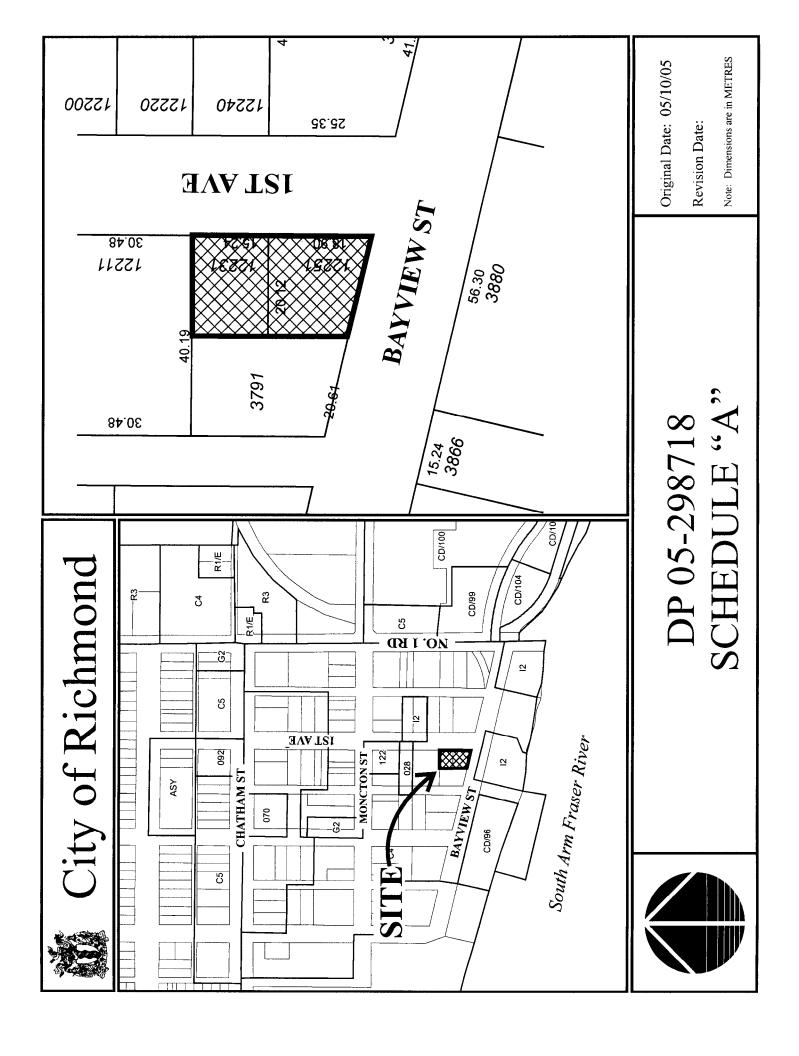
1. This Development Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.

- 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 building height from 9m to 11.1 m and to allow a three-storey building;
  - b) Permit on-street loading instead of on-site loading for one (1) loading bay; and
  - c) Reduce the manoeuvring aisle width from 7.5 m to 7.1 m.
- 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 #10 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 \$14,568. 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.

### **Development Permit**

No. DP 05-298718

To the Holder:	PATRICK COTTER	ARCHITECT INC.
Property Address:	12231 AND 12251 1	ST AVENUE
Address:	C/O #235 - 11300 No RICHMOND, BC V7	
	ns of this Permit and an a part hereof.	enerally in accordance with the terms and y plans and specifications attached to this
AUTHORIZING RESOLU DAY OF ,	TION NO.	ISSUED BY THE COUNCIL THE
DELIVERED THIS	DAY OF ,	
MAYOR		



## PROJECT DATA:

CIVIC ADDRESS:

12231/12251 - 1st AVENUE, RICHMOND, BC

LEGAL ADDRESS:

LOT 1B, SEC10, BLK3N, RG7W, PLAN 249, SUBURBAN BLOCK 5

PARCEL IDENTIFIER:

APPLICANT:

PATRICK COTTER ARCHITECT INC. 011-481-013 011-481-030

Ω

ZONING:

# LOCATION PLAN:



DEVELOPMENT DATA:

SITE AREA:	GROSS: ROAD DED.: NET:	7,283.77 sf (676.66 Sq.m.) 0.00 sf 7,283.77 sf (676.66 Sq.m.)	Sq.m.)	
F.A.R.:		. 7,283.77 (1.0) Max. Permitted	ermitted .	7,245,68 (1.0) Prop.
PARKING:	ential nercial	1.5/unit 3/1,076.4 sf 0.2/unit	Required Required	5 Proposed 7 Proposed 1 Proposed
	Total # Accessible	2% 15	Required Required	13 Proposed 1 Proposed

# BAYVIEW STREET COMM./ RESIDENTIAL DEVELOPMENT

# 12231/12251-1 ST AVENUE RICHMOND, BRITISH COLUMBIA

ISSUED FOR DEVELOPMENT PERMIT APPLICATION
RE-ISSUED FOR DEVELOPMENT PERMIT APPLICATION
ISSUED FOR HERITAGE COMMISSION
ISSUED FOR ADVISORY DESIGN PANEL
ISSUED FOR DEVELOPMENT PERMIT PANEL

### DRAWING LIST:

COVER SURVEY

A-101 SITE PLAN

A-201 PARKING LEVEL PLAN A-202 FIRST FLOOR PLAN A-203 SECOND FLOOR PLAN A-204 ROOF PLAN

A-401 BUILDING SECTION A-402 BUILDING SECTION A-301 EAST/SOUTH ELEVATIONS

Ξ LANDSCAPE PLAN

	UNIT A	UNIT B	UNIT C	UNIT C COMMERCIAL COMMON	COMMON	
	3 storey 1 bedroom	3 storey 1 bedroom	1 storey 2 bedroom	1 storey Mercantile		
PARKING LEVEL	0.00	0.00	0.00	0.00	0.00	
COVERED AREA)	535.25	556.81	0.00	2,974.00	695.00	
LEVEL 3: (COVERED AREA)	255 02	255 02 257.60	1,972.00	1,972.00 0.00	0.00	Total
FAR:	790 27	81441	1 972 10			



