

## **Report to Committee**

To:

Planning Committee

Date:

May 31, 2012

From:

Brian J. Jackson, MCIP Director of Development

File:

RZ 04-265950

Re:

Application by Matthew Cheng Architect Inc. for Rezoning at 8751 Cook Road

from Low Density Townhouses (RTL1) to High Density Townhouses (RTH3)

#### Staff Recommendation

That Bylaw No. 8917, for the rezoning of 8751 Cook Road from "Low Density Townhouses (RTL1)" to "High Density Townhouses (RTH3)", be introduced and given first reading.

Brian J. Jackson, MCIP Director of Development

EL:blg Att.

FOR	ORIGINATING DEPARTM	ENT USE ONLY
ROUTED TO:	CONCURRENCE	CONCURRENCE OF ACTING GENERAL MANAGER
Affordable Housing	YMN	Towarderson

#### Staff Report

#### Origin

Matthew Cheng Architect Inc. has applied to the City of Richmond for permission to rezone 8751 Cook Road (Attachment 1) from Low Density Townhouses (RTL1) to High Density Townhouses (RTH3) in order to permit the development of eight (8) townhouse units on the site (Attachment 2).

#### **Findings of Fact**

A Development Application Data Sheet providing details about the development proposal is attached (Attachment 3).

#### **Surrounding Development**

To the North: Existing single-family dwellings on lots zoned "Single Detached (RS1/E)" and

designated General Urban T4 in the City Centre Area Plan (CCAP) - Brighouse

Village;

To the East: Existing eight (8) unit townhouse development zoned "Low Density Townhouses

(RTL1)" and designated General Urban T4 in the CCAP - Brighouse Village.

To the South: Cook Road, William Cook Elementary School and an existing two-storey and

four-storey multi-family development both zoned Land Use Contract 25 and designated General Urban T4 in the CCAP – Brighouse Village. The CCAP also indicates a future Park, the configuration of which is to be determined in the

future.

To the West: Existing 14 unit townhouse development zoned "Low Density Townhouses

(RTL1)" and designated General Urban T4 in the CCAP - Brighouse Village.

#### Related Policies & Studies

#### Official Community Plan (OCP)

The subject site is designated "Neighbourhood Residential" in the Official Community Plan (OCP). The proposed land use is consistent with the use permitted by the designation.

#### City Centre Area Plan (CCAP)

The Brighouse Village Specific Land Use Map in the City Centre Area Plan (CCAP) designates the site as Urban Centre T4, which permits mixed multiple-family residential/commercial and multiple-family residential use (high-density townhouse). The site is located within "Sub-Area B.1: Mixed- Use — Low-Rise Residential & Limited Commercial" which is intended for primarily grade-oriented housing or equivalent in the form of higher-density townhouses (with common parking structures) or lower-density conventional and stacked townhouses (with individual garages). Other than the density proposed, the preliminary design of the proposal complies with the Sub-Area B.1 Guidelines in terms of land use and overall neighbourhood character. A discussion on the proposed density is provided under the "Analysis" section. Further consideration of the Development Guidelines will take place at the Development Permit stage of the process.

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#### Floodplain Management Implementation Strategy

The applicant is required to comply with the Flood Plain Designation and Protection Bylaw (No. 8204). The site is located within an area where the minimum habitable elevation is 2.9 m geodetic; however, there are provisions to permit habitable space, provided it is located a minimum of 0.3 m above the highest level of the crown of any road that is adjacent to the parcel. A Flood Indemnity Restrictive Covenant specifying the minimum flood construction level is required prior to rezoning bylaw adoption.

#### Affordable Housing Strategy

The applicant proposes to make a cash contribution to the affordable housing reserve fund in accordance to the City's Affordable Housing Strategy. As the proposal is for townhouses, the applicant is making a cash contribution of \$2.00 per buildable square foot as per the Strategy; making the payable contribution amount of \$24,661.

#### OCP Aircraft Noise Sensitive Development (ANSD) Policy

The subject site is located south of Westminster Highway in an area that permits consideration of all aircraft noise sensitive land use types. However, as the site is affected by Airport Noise Contours, the development is required to register an aircraft noise sensitive development covenant prior to final adoption of the rezoning byław.

#### Public Art

The City's Public Art Policy does not apply to residential development consisting of less than 10 units. The proposed eight (8) unit development will not participate in the City's Public Art Program.

#### Consultation

#### School District

This application was not referred to School District No. 38 (Richmond) because it does not have the potential to generate 50 or more school aged children. According to OCP Bylaw Preparation Consultation Policy 5043, which was adopted by Council and agreed to by the School District, residential developments which generate less than 50 school aged children do not need to be referred to the School District (e.g., typically around 295 multiple-family housing units). This application only involves eight (8) multiple-family housing units.

#### **Public Input**

The application confirmed that a development sign was posted on-site in 2004 when the application was initiated with the City. The signage was removed at some time during the review process and the applicant has confirmed that updated signage has been erected on-site.

Staff met with a resident from the adjacent eastern townhouse development and received one letter from a resident of the four-storey apartment located on the south side of Cook Road in 2004, at which time 22 townhouse units were proposed on-site.

Concerns associated with height and overlook have been addressed through the substantial redesign of the project. To address concerns associated with traffic volume and the safety of children attending the nearby William Cook Elementary School during construction, the applicant is required to submit a construction parking and traffic management plan to the Transportation Division and is required to undertake proper construction traffic controls in accordance with Ministry of Transportation and Infrastructure regulations.

No additional telephone calls or written correspondence has been received in association with the revised development proposal. This rezoning application generally complies with the Official Community Plan (OCP) and the City Centre Area Plan (CCAP). The statutory Public Hearing will provide area residents, businesses and property owners with opportunity to comment on the application.

#### **Staff Comments**

#### Changes to the Original Proposal

The original development proposal proposed 22 units in a four storey structure. The building form, density and height were incompatible with both the existing adjacent developments and the geometry and total area of the subject site.

The process of redesigning the building form included changes that have reduced the density proposed from 1.15 Floor Area Ratio (FAR) to 0.83 FAR, reduced the height of the building from a four-storey to three-storey structure, and increased building setbacks.

#### Site Servicing

An independent review of servicing requirements (storm) concludes that storm upgrades to the existing system are required to support the proposed development. As a condition of rezoning, the developer is required to enter into a standard Servicing Agreement for the design and construction of the storm upgrades as identified in the capacity analysis (please see Attachment 5 for details).

#### Frontage Improvements

No frontage beautification is appropriate at this time since relocation of sidewalk to the property line would cause the sidewalk to meander dramatically over a very short distance with no adjacent redevelopment imminent. However, as a condition of rezoning, the developer is required to register a 1.5 m wide Public Rights-of-Passage (PROP) Right-of Way (ROW) along entire street frontage (south property line) for future frontage beautification.

As part of the Servicing Agreement, the developer is also required to install a 3 m x 3 m concrete bus pad along Cook Road, as far west as possible along the site's frontage, to ensure the protected trees within the front yard of the site would not be impacted.

#### Vehicle access

A single vehicle access via Cook Road is proposed. There are no opportunities to share access with either of the adjacent existing townhouse developments.

#### Tree Retention and Replacement

A Tree Survey, submitted by the applicant, indicates the location of four (4) bylaw-sized trees. A Certified Arborist's report was submitted by the applicant in support of the application. The report confirms that there are:

- One (1) bylaw-sized tree located on the subject property; and
- Three (3) bylaw-sized trees located on the adjacent properties to the west at 8691 Cook Road.

The City's Tree Preservation Coordinator has reviewed the Arborist Report and concurs with the arborist's recommendation to preserve the Western Red Cedar tree located at the southwest comer of the site. Tree protection fencing should be located a minimum 4 m out from the base of the tree (to the north and east). There is an existing asphalt surface parking area that encroaches to within 1 m of the tree. The asphalt within 4 m-tree protection zone will have to be removed under the supervision of the project Arborist or by hand. Existing grades should be maintained within the protection zone. The proposed bus pad should be located a minimum of 4 m from the tree (outside the tree protection area). A contract with a Certified Arborist to monitor all works to be done near or within the tree protection zone must be submitted prior to Development Permit issuance. The applicant is also required to submit a \$10,000.00 Tree Survival Security for the Western Red Cedar tree located on-site prior to Development Permit issuance.

It is noted that the hedge currently located along the Cook Road frontage is in poor condition and should be removed; compensation is not required.

The applicant has committed to the retention of three (3) trees located on the adjacent property to the west at 8691 Cook Road. These trees should be protected with tree protection zone at least 1.5 m into the site. A Tree Protection Plan is attached (Attachment 4).

#### Indoor Amenity Space

The applicant is proposing a contribution in-lieu of on-site indoor amenity space in the amount of \$8,000 as per the Official Community Plan (OCP) and Council policy.

#### Outdoor Amenity Space

Outdoor amenity space will be provided on-site and is adequately sized based on the Official Community Plan (OCP) guidelines. The design of the children's play area and landscape details will be refined as part of the Development Permit application.

#### **Analysis**

#### High Density Townhouses (RTH3)

The proposed zoning High Density Townhouses (RTH3) with a maximum density of 0.85 FAR and the proposed density (0.83 FAR) complies with the General Urban (T4) designation under the CCAP. The prescribed density based on the Minimum Net Development Site Size under the Sub-Area Guidelines is 0.75 FAR; however, a higher density is being considered based on the following:

- The only bylaw-sized tree on site (along the road frontage) is being preserved, which will contribute a maturity to the streetscape elevation;
- 17 new trees are proposed on site, which will contribute to the development identity;
- One (1) convertible unit is proposed;
- A1.5 m wide Public Rights-of-Passage (PROP) along entire south property line is being provided with the installation of concrete bus pad along the site's frontage;
- The site is an orphan lot with townhouse developments on either sides;
- The site is much larger than minimum lot size (600 m<sup>2</sup>) required to accommodate a density of 0.75 FAR; and
- The proposal demonstrates that a density higher than 0.75 could be accommodated on site with nominal impact to the neighbouring developments.

#### OCP and CCAP Compliance

The proposal to develop townhouses is consistent with the objectives of the City Centre Area Plan – Sub-Area B.1 in terms of land use and character. The site plan identifies the unit location and configuration of the internal drive aisle, as well as the location of the outdoor amenity space for the complex. The unit design includes a layout to accommodate conversion for universal access. The Development Permit application will provide more information and detail regarding the form and character of the proposal in addition to the landscaping and design of the outdoor amenity area.

#### Requested Variance

Based on the review of current site plan for the project, a variance to allow for a total of 14 tandem parking spaces in seven (7) townhouse units is being requested.

Based on the City Centre location, the bylaw requirement is for 10 residential parking spaces. By permitting tandem arrangement in seven (7) of the garages, the applicant is able to provide five (5) extra parking spaces on site (by turning five (5) single car garages and two (2) double car garages into seven (7) tandem garages). Tandem parking arrangement is generally supported on its reduction on pavement area on site and facilitation of a more flexible site layout. On-street parking is not an issue on this block as it is available on both sides of Cook Road. A restrictive covenant to prohibit the conversion of the tandem garage area into habitable space is required prior to final adoption.

#### Design Review and Future Development Permit Considerations

Design options are limited by the geometry of the site, specifically, the site's relatively narrow (25.4 m) frontage. Both the western and eastern adjacent sites were designed to present building ends to the street. The relatively narrow frontage of the subject site combined with design limitations resulting from the east/west unit orientation of adjacent developments limit design flexibility.

A Development Permit is required to ensure that the proposed development is sensitively integrated with adjacent developments and reflects the guidelines outlined in the CCAP for the Brighouse Village. A Development Permit application is required to be processed to a satisfactory level to satisfy considerations associated with the proposed rezoning of the site.

The following issues are to be further examined in association with the Development Permit:

- Clear demarcation of the outdoor amenity area and details to support and justify this
  area as a functional common outdoor amenity area rather than an extension of the
  private outdoor amenity space associated with the southern-most unit;
- Location and design of the garbage/recycling collection facilities on-site;
- Viable landscaping along the eastern edge of the drive aisle;
- Location and design of the convertible unit and other accessibility features; and
- Sustainability features proposed.

#### Financial Impact or Economic Impact

None.

#### Conclusion

The proposed townhouse development is consistent with the objectives of the City Centre Area Plan – Brighouse Village Specific Land Use Map and Sub-Area B.1 in terms of land use, character, and density. Overall, the project is attractive and a good fit with the neighbourhood. Further review of the project design will be required to ensure a high quality project, and will be completed as part of the future Development Permit process. On this basis, staff recommend that the proposed rezoning be approved.

Edwin Lee Planner 1

(604-276-4121)

EL:blg

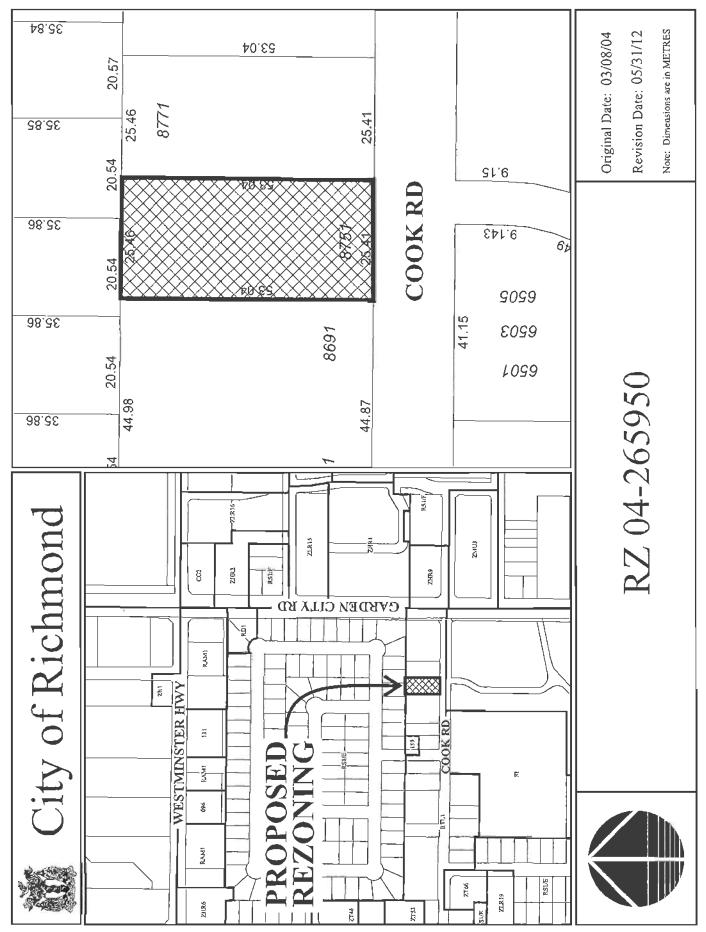
Attachment 1: Location Map

Attachment 2: Conceptual Development Plans

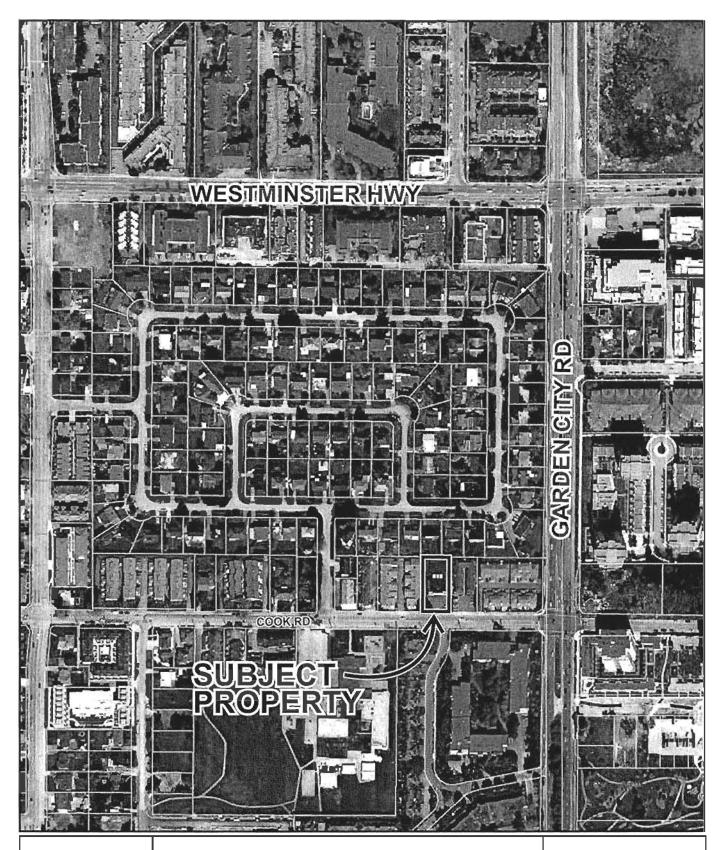
Attachment 3: Development Application Data Sheet

Attachment 4: Tree Protection Plan

Attachment 5: Rezoning Considerations Concurrence



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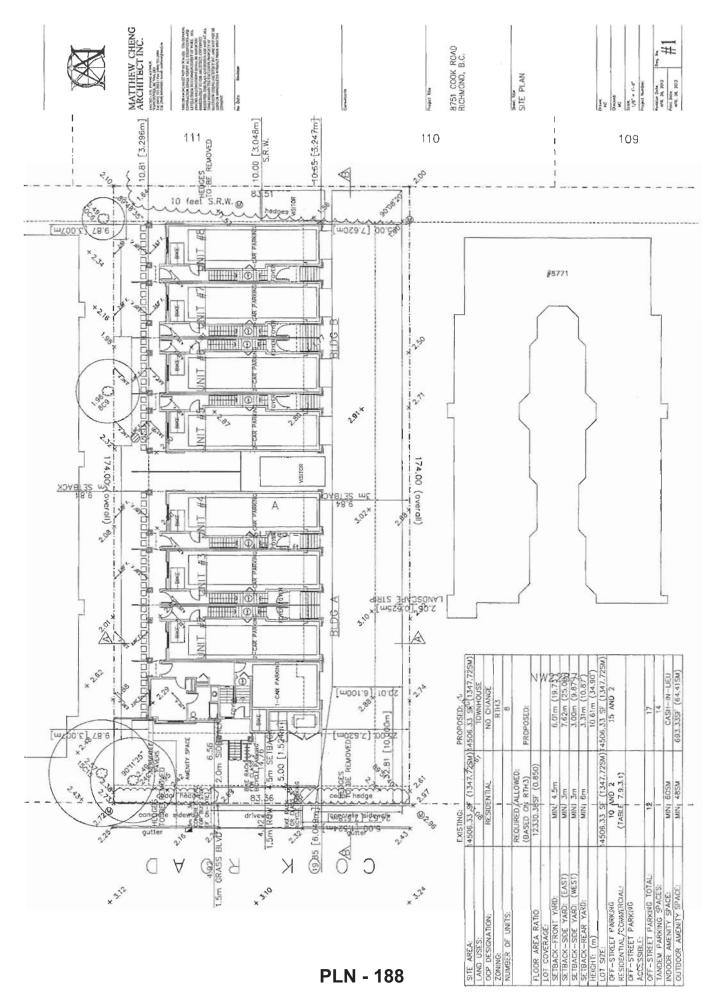


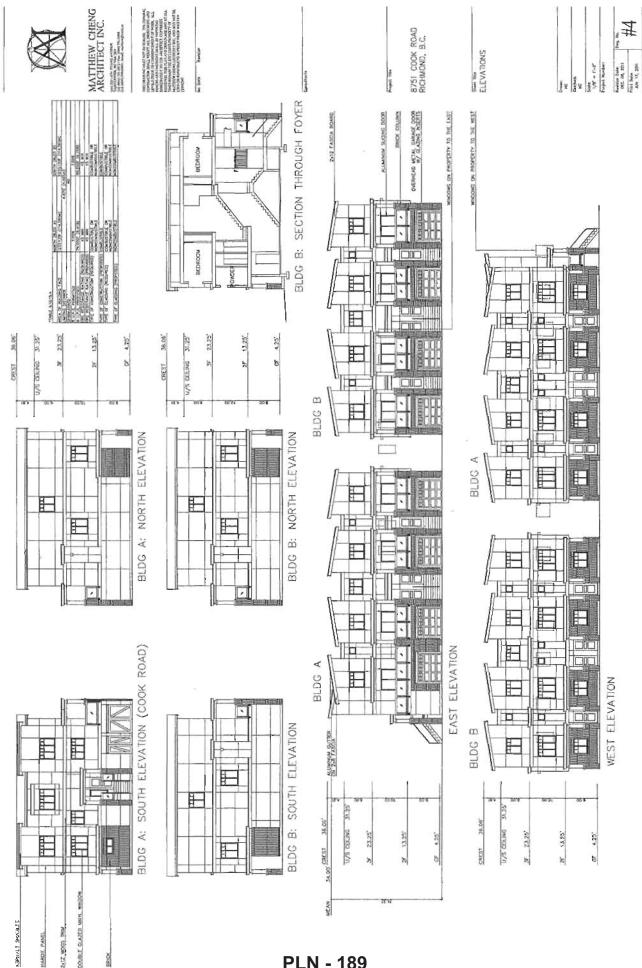
RZ 04-265950

Original Date: 05/31/12

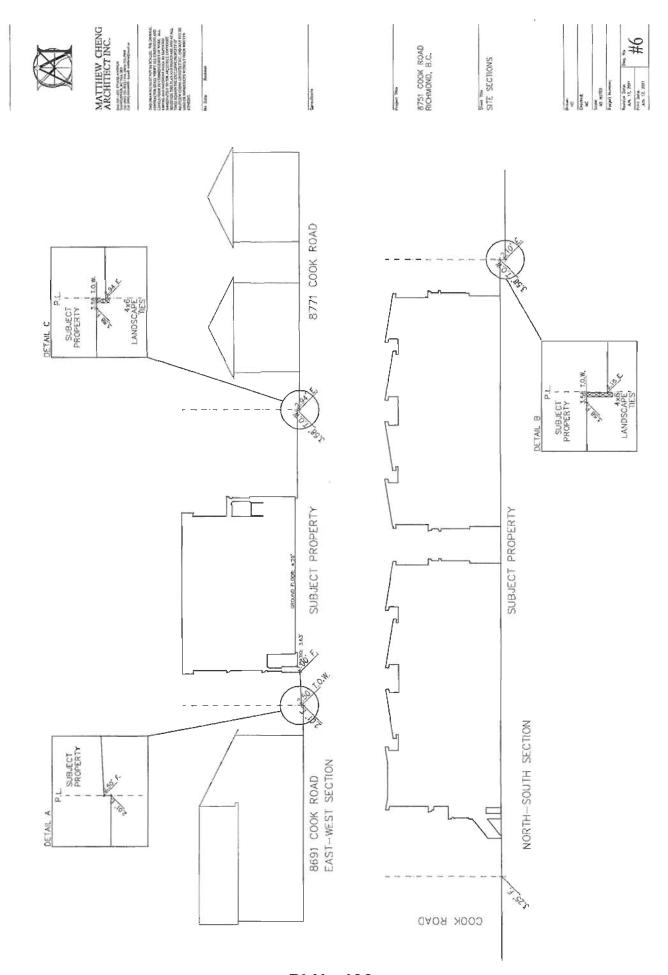
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Note: Dimensions are in METRES

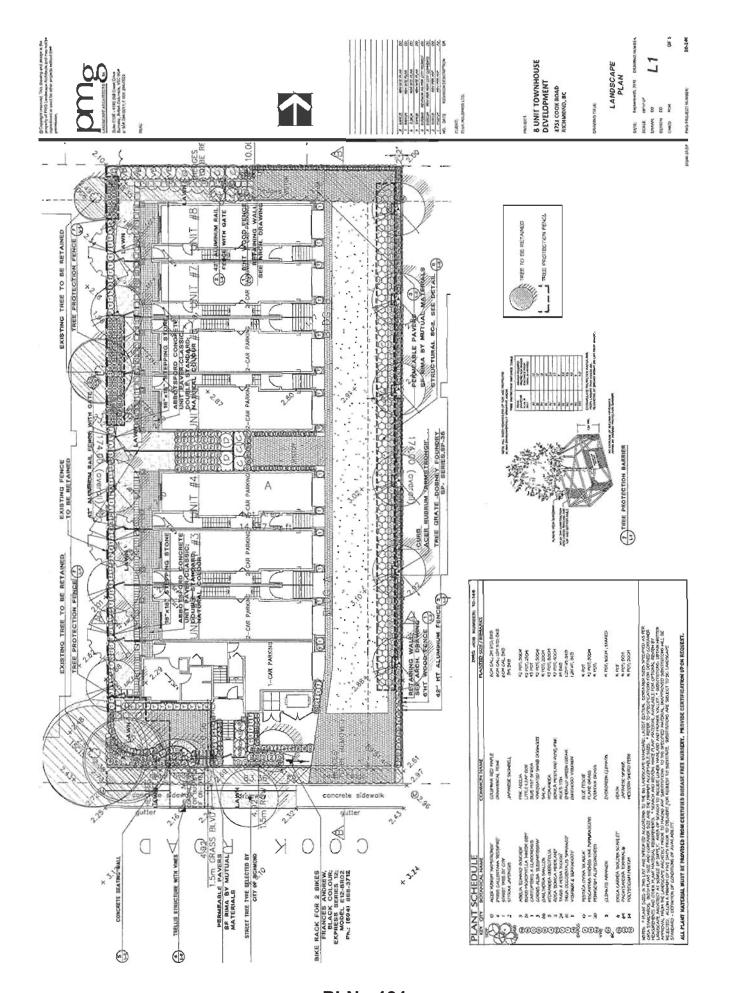




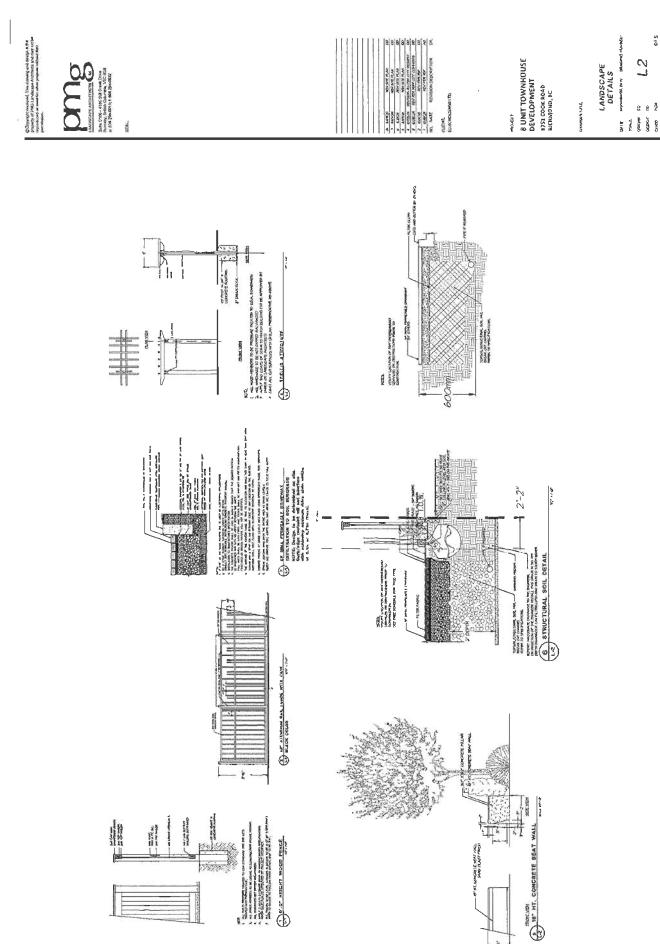
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# Development Application Data Sheet

RZ 04-265950 Attachment 3

Address: 8751 Cook Road

Applicant: Matthew Cheng Architect Inc.

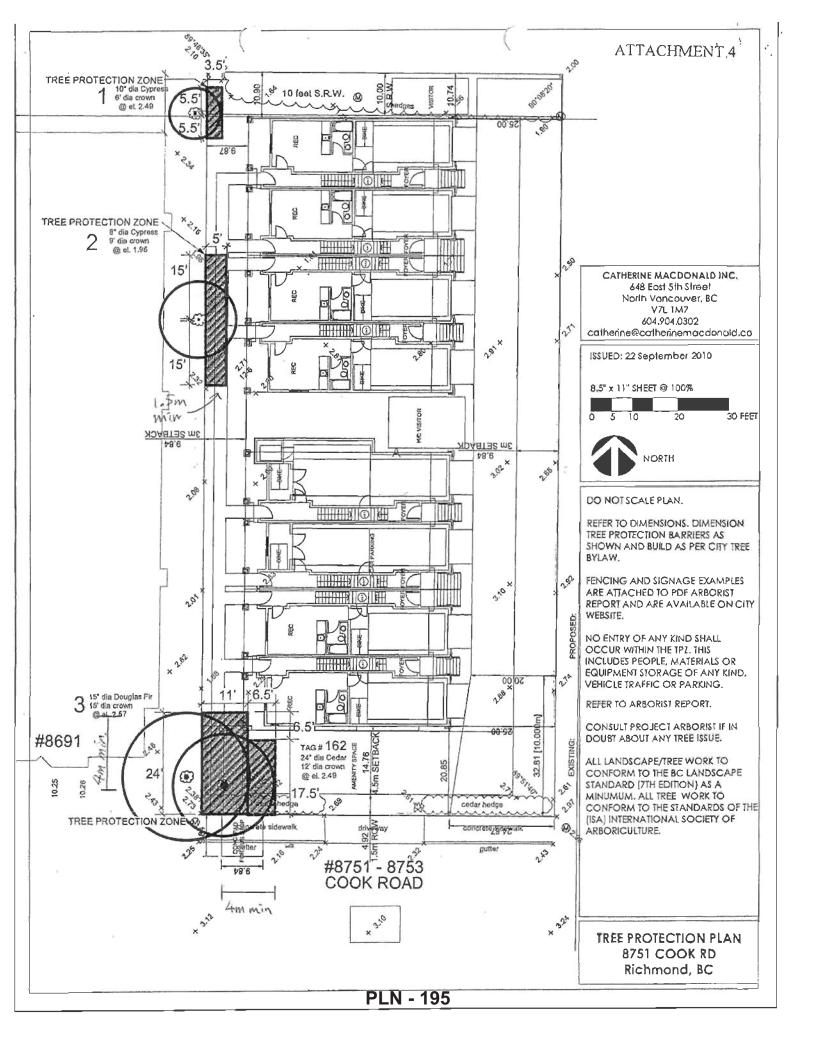
Planning Area(s): City Centre Area Plan (Schedule 2.10) – Sub-Area B.1

	Existing	Proposed
Owner:	Eluk Holdings Ltd.	No Change
Site Size (m²):	1,345 m <sup>2</sup>	No Change
Land Uses:	Single-Family Residential	Multiple-Family Residential
OCP Designation:	Neighbourhood Residential	No Change
Area Plan Designation:	General Urban (T4)	No Change
702 Policy Designation:	N/A	No Change
Zoning:	Low Density Townhouses (RTL1)	High Density Townhouse (RTH3)
Number of Units:	1	8
Other Designations:	N/A	No Change

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio:	Max. 0.85	0.83	none permitted
Lot Coverage – Building:	Max. 45%	44.3%	none
Lot Coverage – Building, Structures, & Non-Porous Surfaces	Max. 70%	70% Max.	none
Lot Coverage – Landscaping:	Mín. 20%	20% Min.	none
Setback - Front Yard (m):	Min. 4.5 m	4.5 m min.	none
Setback - East Side Yard (m):	Min. 2.0 m	7.62 m	none
Setback - West Side Yard (m):	Min. 2.0 m	3.0 m	none
Setback -Rear Yard (m):	Min. 2.0 m	3.31 m	none
Height (m):	12.0 m (3 storeys)	12.0 m (3 storeys) Max.	none
Lot Size (min. dimensions):	20m wide x 30m deep	25.4m wide x 53.0m deep	none

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Lot Size (area):	600 m²	1,345 m²	лопе
Off-street Parking Spaces – Residential (R) / Visitor (V):	1.2 (R) and 0.2 (V) per unit	1.875 (R) and 0.25 (V) per unit	none
Off-street Parking Spaces - Total:	12	17	лопе
Tandem Parking Spaces:	not permitted	14	variance required
Amenity Space – Indoor:	Min. 70 m <sup>2</sup> or Cash-in- lieu	\$8,000 cash-in-lieu	лопе
Amenity Space – Outdoor:	Min. 6 m <sup>2</sup> x 8 units = $48 \text{ m}^2$	48 m² Міл.	none

Other: Tree replacement compensation required for loss of bylaw-sized trees.





### **Rezoning Considerations**

Development Applications Division 6911 No. 3 Road, Richmond, BC V6Y 2C1

Address: 8751 Cook Road File No.: RZ 04-265950

# Prior to final adoption of Zoning Amendment Bylaw 8917, the developer is required to complete the following:

- 1. Submission of a Contract entered into between the applicant and a Certified Arborist for supervision of any on-site works conducted within the tree protection zone of the trees to be retained. The Contract should include the scope of work to be undertaken, including: the proposed number of site monitoring inspections, and a provision for the Arborist to submit a post-construction assessment report to the City for review.
- 2. Submission of a Tree Survival Security to the City in the amount of \$10,000 for the Western Red Cedar trees to be retained. 50% of the security will be released at final inspection of the Building Permits and 50% of the security will be release two (2) years after final inspection of the Building Permits in order to ensure that the tree has survived.
- 3. Installation of appropriate tree protection fencing around all trees to be retained as part of the development prior to any construction activities, including building demolition, occurring on-site.
- 4. The granting of a 1.5m wide Public Rights of Passage (PROP) statutory rights-of-way (ROW) along the entire south property line for future frontage beautification.
- 5. Registration of an aircraft noise sensitive use covenant on title.
- 6. Registration of a flood indemnity covenant on title.
- 7. Contribution of \$1,000 per dwelling unit (e.g. \$8,000) in-lieu of on-site indoor amenity space.
- 8. City acceptance of the developer's offer to voluntarily contribute \$2.00 per buildable square foot (e.g. \$24,661) to the City's affordable housing fund.
- 9. Registration of a legal agreement on title prohibiting the conversion of the tandem parking area into habitable space.
- 10. The submission and processing of a Development Permit\* completed to a level deemed acceptable by the Director of Development.
- 11. Enter into a Servicing Agreement\* for the design and construction of storm upgrades and a bus pad along the site's frontage. Works include, but may not be limited to,
  - a) Upgrade the existing 450mm diameter storm sewer to 600mm diameter (with a length of 110 meters) from the proposed site's west property line to existing manhole STMH 6432 (located approximately 110 meters east of proposed site's west property line); and
  - b) Installation of a 3m x 3m bus pad as far west as possible without damaging the Western Red Cedar trees being protected along the site's frontage.

Note: Existing/proposed City utilities, infrastructure and trees are located within rights-of-way on this site or located adjacent to this site, that may be impacted by the on-site development works (i.e. buildings, foundations, structures, services, construction, etc.) or the proposed off-site works. The Servicing Agreement design must include an impact assessment complete with recommendations to ensure the following conditions are met:

- that the City be able to construct, maintain, operate, repair or remove City utilities/infrastructure without impact to the on-site and offsite works, and
- that the on-site works, or their construction/maintenance of, not cause damage to the City utilities/infrastructure.
- the Engineering design, via the Servicing Agreement and/or the Development Permit and/or the Building Permit design must incorporate the recommendations of the impact assessment..

# Prior to a Development Permit' being forwarded to the Development Permit Panel for consideration, the developer is required to:

Submit a report and recommendations prepared by an appropriate registered professional, which demonstrates that the
interior noise levels and thermal conditions comply with the City's Official Community Plan requirements for
Aircraft Noise Sensitive Development. The standard required for air conditioning systems and their alternatives
(e.g. ground source heat pumps, heat exchangers and acoustic ducting) is the ASHRAE 55-2004 "Thermal
Environmental Conditions for Human Occupancy" standard and subsequent updates as they may occur. Maximum
interior noise levels (decibels) within the dwelling units must achieve CMHC standards follows:

Portions of Dwelling Units	Noise Levels (decibels)
Bedrooms	35 decibels
Living, dining, recreation rooms	40 decibels
Kitchen, bathrooms, hallways, and utility rooms	45 decibels

#### Prior to Building Permit Issuance, the developer must complete the following requirements:

- Submission of a Construction Parking and Traffic Management Plan to the Transportation Division. Management
  Plan shall include location for parking for services, deliveries, workers, loading, application for any lane closures, and
  proper construction traffic controls as per Traffic Control Manual for works on Roadways (by Ministry of
  Transportation) and MMCD Traffic Regulation Section 01570.
- 2. Incorporation of accessibility measures in Building Permit (BP) plans as determined via the Rezoning and/or Development Permit processes.
- 3. Obtain a Building Permit (BP) for any construction hoarding. If construction hoarding is required to temporarily occupy a public street, the air space above a public street, or any part thereof, additional City approvals and associated fees may be required as part of the Building Permit. For additional information, contact the Building Approvals Division at 604-276-4285.

#### Note:

- \* This requires a separate application.
- Where the Director of Development deems appropriate, the preceding agreements are to be drawn not only as personal covenants of the property owner but also as covenants pursuant to Section 219 of the Land Title Act.

All agreements to be registered in the Land Title Office shall have priority over all such liens, charges and encumbrances as is considered advisable by the Director of Development. All agreements to be registered in the Land Title Office shall, unless the Director of Development determines otherwise, be fully registered in the Land Title Office prior to enactment of the appropriate bylaw.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable/rent charges, letters of credit and withholding permits, as deemed necessary or advisable by the Director of Development. All agreements shall be in a form and content satisfactory to the Director of Development.

[Signed original on file]	
Signed	Date



### Richmond Zoning Bylaw 8500 Amendment Bylaw 8917 (RZ 04-265950) 8751 COOK ROAD

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

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it HIGH DENSITY TOWNHOUSES (RTH3).

P.I.D. 013-852-485 Lot A Section 9 Block 4 North Range 6 West New Westminster District Plan 81460

2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 8917".

FIRST READING	CITY OF RICHMOND
A PUBLIC HEARING WAS HELD ON	APPROVED by
SECOND READING	APPROVED by Director
THIRD READING	- or solutor
OTHER REQUIREMENTS SATISFIED	
ADOP'TED	
MAYOR	CORPORATE OFFICER