



City of Richmond
Urban Development Division

Report to Committee

To: Planning Committee
From: Raul Allueva
Director of Development
Date: June 5, 2004
File: RZ 04-268857
Re: **APPLICATION BY PALLADIUM DEVELOPMENT CORP. TO REZONE 9491, 9531, AND 9551 FERNDALE ROAD AND 9520 AND 9540 WESTMINSTER HIGHWAY FROM SINGLE-FAMILY HOUSING DISTRICT, SUBDIVISION AREA F (R1/F) TO COMPREHENSIVE DEVELOPMENT DISTRICT (CD/145)**

Staff Recommendation

That Bylaw 7752, to amend Richmond Zoning and Development Bylaw 5300 by creating a new multiple-family residential zone, "Comprehensive Development District (CD/145)", and for rezoning 9491, 9531, and 9551 Ferndale Road and 9520, 9540 Westminster Highway from "Single-Family Housing District, Subdivision Area F (R1/F)" to "Comprehensive Development District (CD/145)", be introduced and given first reading.

Raul Allueva
Director of Development

RA:ef
Att. 5

FOR ORIGINATING DIVISION USE ONLY

CONCURRENCE OF GENERAL MANAGER

Staff Report

Origin

Palladium Development Corp. has applied to rezone 9491, 9531, and 9551 Ferndale Road and 9520, 9540 Westminster Highway (**Attachment 1**) from Single-Family Housing District, Subdivision Area F (R1/F) to Comprehensive Development District (CD/145) in order to permit the development of approximately 56 three-storey townhouses on the site, with access from Ferndale Road (**Attachment 2**).

Findings of Fact

Item	Existing	Proposed
Owner	9491 Ferndale Rd. - Roy Aldridge 9531 Ferndale Rd. - P. & M. Andrash 9551 Ferndale Rd. - Wai Chau and Alpha International Enterprises Ltd. 9520 Westminister Hwy. – Y. & E. Veilleux 9540 Westminister Hwy. – N. Kettles	Palladium Development Corp
Applicant	Palladium Development Corp.	
Site Size	9491 Ferndale Rd: 1896 m ² (20,409 ft ²) 9531 Ferndale Rd: 1896 m ² (20,409 ft ²) 9551 Ferndale Rd: 1896 m ² (20,409 ft ²) 9520 Westminister Hy: 1896 m ² (20,409 ft ²) 9540 Westminister Hy: 1894 m ² (20,387 ft ²)	9,468.65 m ² (101,923 ft ²) (by applicant)
Land Uses	<ul style="list-style-type: none"> An area formerly of large-lot single-family homes, with recently constructed 2- and 3-storey townhouses south of the subject site 	<ul style="list-style-type: none"> 56 three-storey townhouses
Area Plan: City Centre	Land Use Designation: Residential	
Sub-Area Plan: McLennan North Policies & Practices	<ul style="list-style-type: none"> Land Use: Residential, Two-Family Dwelling / 2 & 3-storey Townhouses (Attachment 3) Density: Designated for a <u>base</u> density of 0.65 floor area ratio (FAR) – Densities of up to 0.71 FAR for townhouses south of the site have been approved. Development Permit Guidelines: In the medium-density residential area – Lower height (approximately three-storeys), and more frequent interruptions and use of “bridging” elements to reinforce a consistent setback line. Roads: The developer of the subject site must contribute to the future construction of Katsura, Alder, and Birch Streets between Ferndale Road and Westminister Highway. Landscape: Promote a formal, park-like feeling. Park: Land has been secured for community and neighbourhood parks. 	
Zoning	Single Family Housing District, Subdivision Area F (R1/F)	Comprehensive Development District (CD/145) <ul style="list-style-type: none"> Permits 3-storey Townhouses with a site coverage of less than 40%, @

Item	Existing	Proposed
		0.75 FAR
Parking Required • For (CD/145)	Residents: 1.5 spaces/units x 56 units = 84 spaces Visitors: 0.2 spaces/unit x 56 units = 11 spaces Total: 56 units = 95 spaces	
Parking Proposed	Residents: 2.0 spaces/unit x 56 units = 112 spaces Visitors: 0.2 spaces/unit x 56 units = 11spaces Total 56 units = 123 spaces	
NEF	Yes	
Heritage	No	
ESA	No	

Related Policies & Context

McLennan North Sub-area Plan

The McLennan North sub-area plan objectives include:

- To provide a range of grade-oriented housing types for a variety of household and age groups, including high density multiple-family housing.
- To provide a safe and efficient people-friendly transportation network for pedestrians, cyclists and vehicles.
- To promote the enhancement and use of public transit within and beyond the neighbourhood.

The residential densities in the McLennan North Sub-Area Plan are highest in the west, and decrease towards the east, to provide a transition from the high density City Centre west of Garden City Road, to the single family and rural character east of No. 4 Road (**Attachment 3**). The subject site is within the medium density (0.65 base FAR) Residential Area 3 designation, between the higher density (0.95 base FAR) area designated for 2, 3 and 4-storey townhouses and low-rise apartments (4-storey maximum) to the west; and the lower density (0.55 base FAR) one and two-family dwelling and 3-unit townhouse area (2 1/2 storey maximum) to the east.

Surrounding Development

The area immediately east and west of the subject site north of Ferndale Road consists of existing single-family homes, an area designated for potential future mid- to high-density residential development. This application is the first of several proposals in the sub-area of McLennan North, north of Ferndale Road (**Attachment 3**). Other current applications include RZ 04-263900 to rezone 9660, 9680, 9700, 9720 Westminster Highway, 6051 No. 4 Road and 9671 Ferndale Road to develop approximately 51 two-and-half or three storey townhouses, and RZ 04-271217 to rezone 6060, 6080 Garden City Road and 9171 Ferndale Road to develop 11 townhouses and a 9 storey apartment with approximately 137 dwelling units over a 3 storey parkade.

Staff Comments

Policy Planning

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

- The proposed site layout provides for a streetscape of townhouses fronting Ferndale Road, which is consistent with the guidelines for Residential Area 3. The orientation of end units along Westminster Highway is appropriate in increasing the open landscape along this edge and providing a transition to neighbouring existing single family homes. The positioning of the driveway internal to the site allows for generous landscaped back yards within the side yard setbacks, adjacent to existing single-family homes, and future townhouse development.
- The proposed density of 0.75 FAR is an appropriate density for a site of this substantial size. The bonus density above the 0.65 base FAR is in line with similar bonuses granted (e.g. 0.71) in the area on the basis of specific site benefits (e.g. reduced lot coverage) or community benefits (e.g. land for parks or roads). In this case the proposal is justified based on the cash contributions to the neighbourhood road network and to the affordable housing reserve fund.
- The proposed three-storey height of all units is acceptable within this sub-area to achieve a transition in scale between the permitted 4-storey maximum height in Residential Area 2 to the west and the 2 ½ storey maximum in Residential Area 4 to the east (**Attachment 3**). The proposed three-story form provides generous outdoor open space throughout the site in keeping with the formal park-like setting envisioned in the Area Plan.
- An arborist's report has been submitted, which has identified several trees within the site for potential retention. At the Development Permit stage, further site options for tree retention should be explored with consideration for incorporating the significant tree clusters within common open space, where possible. Where retention is not possible, an equivalent value in replacement trees is recommended.
- The proposed use of a variety of materials, including board and batten, shingles and wood trim, in combination with a traditional residential character roof forms and details is generally appropriate. However, at the Development Permit stage, the applicant is encouraged to explore higher quality materials including the inclusion of some natural materials such as wood shingles or siding and stone, in accordance to the Design Guidelines to achieve a high quality of architectural design.
- The proposed contribution of \$375,000 to fund for the land and construction of the three new north/south roads in this area between Ferndale Road and Westminster Highway is based on an equitable contribution from all development sites within this immediate area (\$75,000 per lot/0.5 acres approximately), and will facilitate implementation of the Transportation Plan for the area. The applicant is aware of and has agreed with this requirement.
- A conceptual plan has been prepared by the applicant showing how the lots to the east will be developed in relation to this development site and the future construction of Birch Street from Ferndale Road to Westminster Highway. Staff have concluded that this proposed development will not unduly restrict development of lands to the east of the subject site (**Attachment 4**).
- The proposed site plan indicates a 4.57 m (15 ft) setback along Ferndale Road is proposed. However, staff recommend a 6 m (20 ft) setback from Ferndale Road and have included this requirement in the proposed Comprehensive Development District (CD/145) proposed for this development. Adjustments to the site layout will be required at the Development Permit stage to comply with the required setback of 6 m (19.685 ft) along Ferndale Road. Given the large site size, these modifications could be easily accommodated without compromising the open space and unit count.

- A contribution in lieu of indoor amenity space will be required as per the Official Community Plan and Council policy.
- An aircraft noise exposure covenant will be required as a condition of rezoning approval.

Development Applications – Engineering and Transportation

The Development Applications Department support the rezoning application. The Site Engineering, Transportation and Urban Development staff comments are provided in **Attachment 5**.

Analysis


- The proposed project is consistent with Richmond's planning and development objectives and is expected to be an attractive and fitting addition to McLennan North's multiple-family neighbourhood.
- The contribution to the establishment of Katsura, Alder and Birch Streets is consistent with City Transportation objectives as envisioned under the McLennan North sub-area plan.
- The applicant's contribution towards the City's Affordable Housing Reserve Fund is appropriate to meet City objectives.
- The proposed new zone, Comprehensive Development District (CD/145), would accommodate large developments in McLennan North - Residential Area 3, such as the subject site, which are located in a similar transition area and are sufficiently large enough to accommodate the allowable density of 0.75 FAR, while providing well-designed and appropriate open space as well as providing significant public benefits including roads and frontage improvements. Setbacks, height, site coverage, and parking requirements are generally compatible with the intent of the Area Plan, and will be further refined as part of the Development Permit process.
- Overall, the project appears to be well designed and deserving of support.

Financial Impact

None.

Conclusion

The subject development is in conformance with city-wide, City Centre, and McLennan North objectives for development and population growth. The proposed use of Comprehensive Development District (CD/145) is consistent with the McLennan North Sub-Area and with previously approved projects in the immediate vicinity. The proposal for the contribution to the establishment of the road network between Ferndale Road and Westminster Highway supports the vision for this area. Overall, the project is attractive and appears to be a good fit with the neighbourhood. On this basis, staff recommend that the proposed rezoning application be approved.



Eric Fiss
Policy Planner

EF:ef

There are requirements to be dealt with prior to final adoption:

Legal requirement, specifically:

- Consolidation of all the lots into one development parcel;
- Registration of a 2.5m wide Public Rights of Passage Right of Way across the entire Westminster Highway frontage;
- Registration of a Restrictive Covenant agreeing to limit access to Westminster Highway for emergency purposes, only; and
- Registration of a Restrictive Covenant agreeing to have the buildings designed to incorporate adequate sound measures against aircraft noise.

Development requirements, specifically:

- Contribution of \$0.60 per buildable square foot (e.g. approximately \$45,867) towards the City's Affordable Housing Reserve Fund;
- Contribution of \$375,000 towards the establishment of the local road network (Katsura, Alder and Birch Streets) between Ferndale Road and Westminster Highway;
- Contribution towards construction of the neighbourhood park in lieu of providing on-site indoor amenity space to the rates established by the City's new amenity space policy (e.g. approximately \$110,000); and
- Processing of a Development Permit application to the satisfaction of the Director of Development.

LIST OF ATTACHMENTS

Attachment 1 – Zoning Site Map

Attachment 2 – Proposed Site Plan and Building Elevations

Attachment 3 – McLennan North Land Use Map

Attachment 4 – Proposed Development of Adjacent Parcels to East

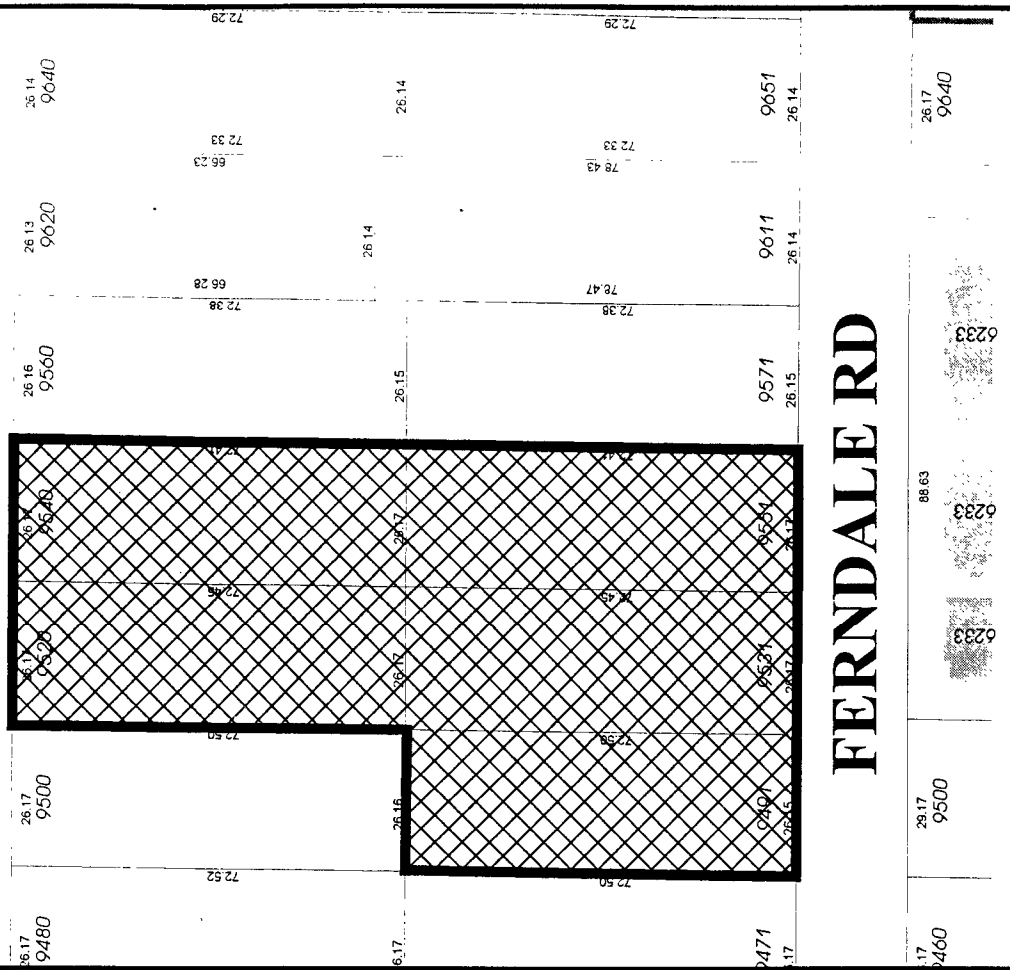
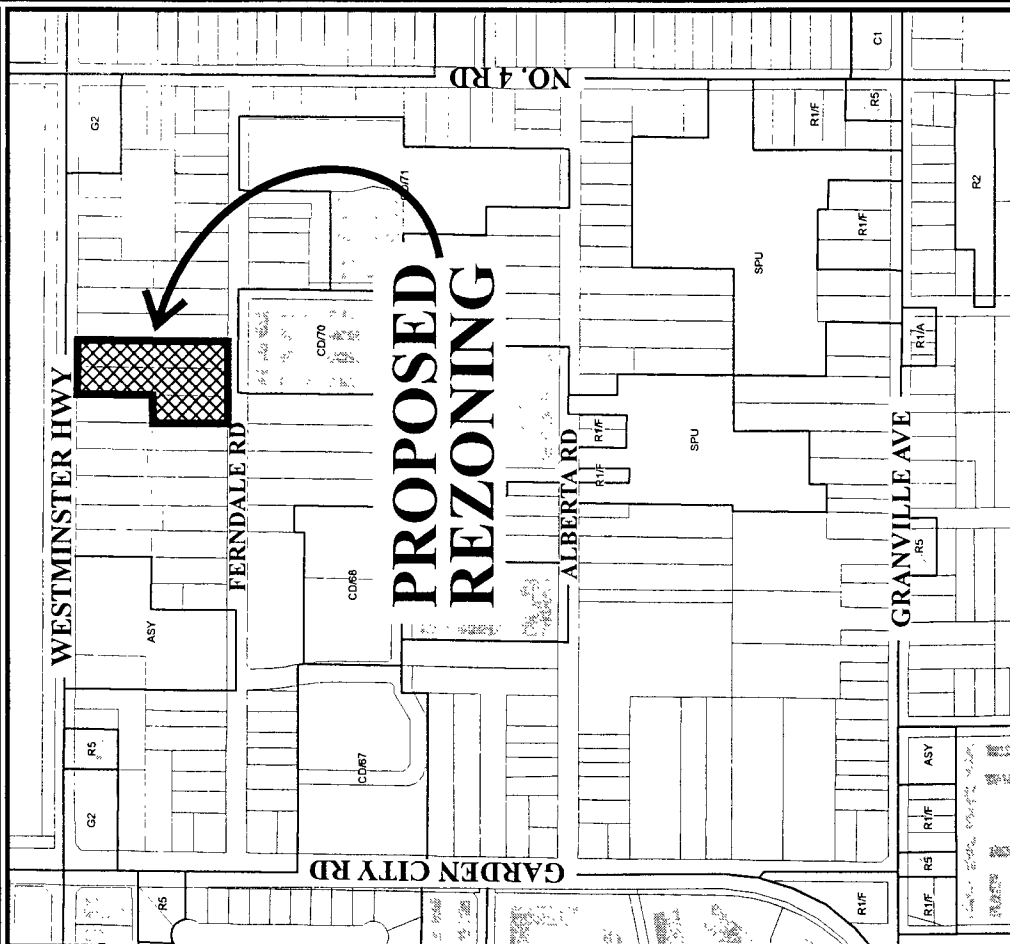
Attachment 5 – Development Application Staff Comments

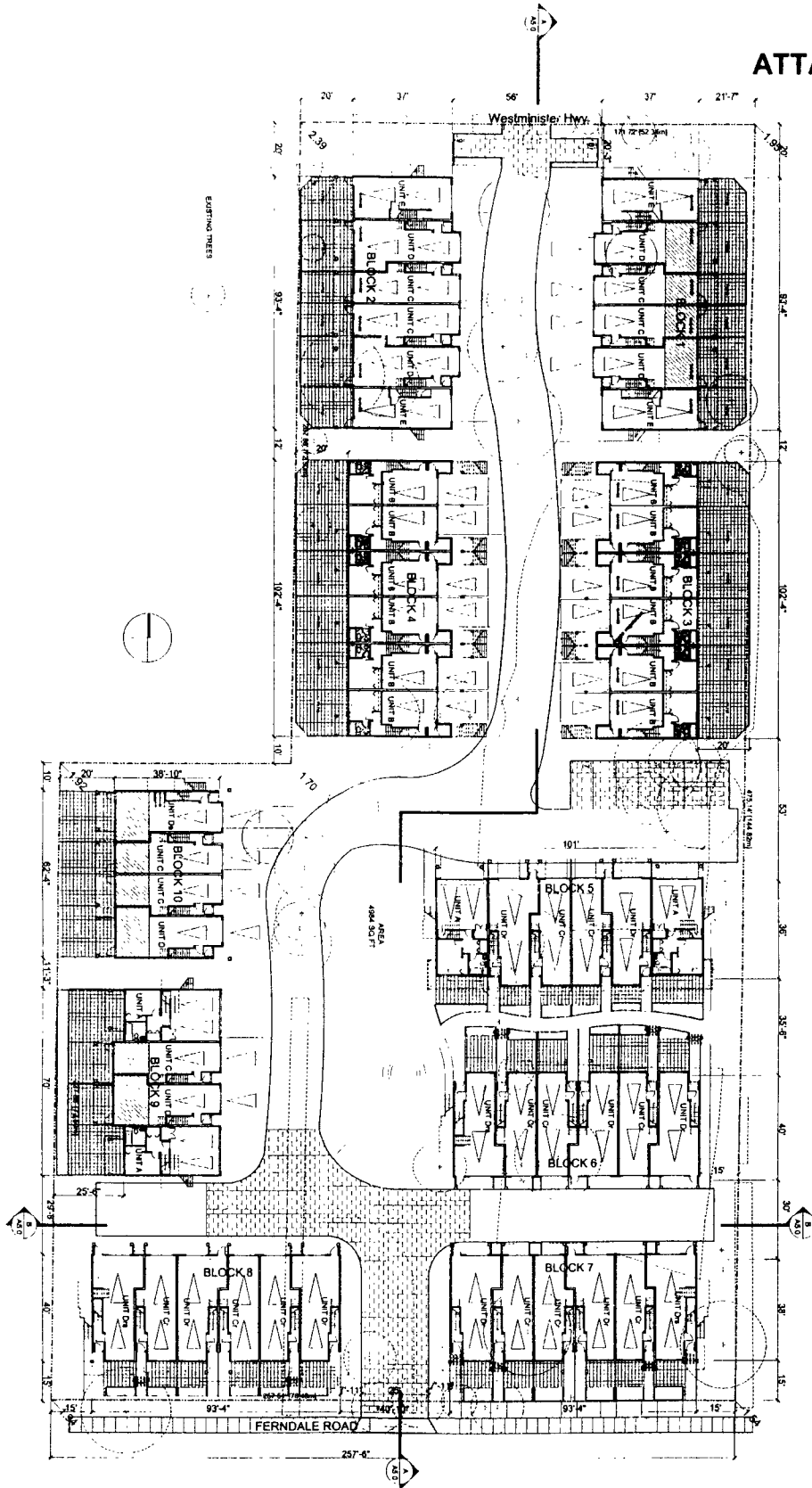


Revision Date:

Note: Dimensions are in METRES

ATTACHMENT 1





**F. ADAB
ARCHITECTS
INC.**

481-415 WEST 15 STREET
VANCOUVER, BC V6P 1M6
TEL: 604-681-1111
WWW.FADABARCHITECTS.COM

PROJECT TITLE
**FERNDALE
TOWNHOUSES**
4451 3551 3553 FERNDALE ROAD
VANCOUVER, BC V6P 1M6
FOR
PALLADIUM DEVELOPMENT
LTD.

DRAWING TITLE
SITE PLAN

DATE	APPROVED BY	SHEET NO.
11-27		A3.0
DESIGN		
DRAWN		
PROJECT NO.		



**F. ADAB
ARCHITECTS
INC.**

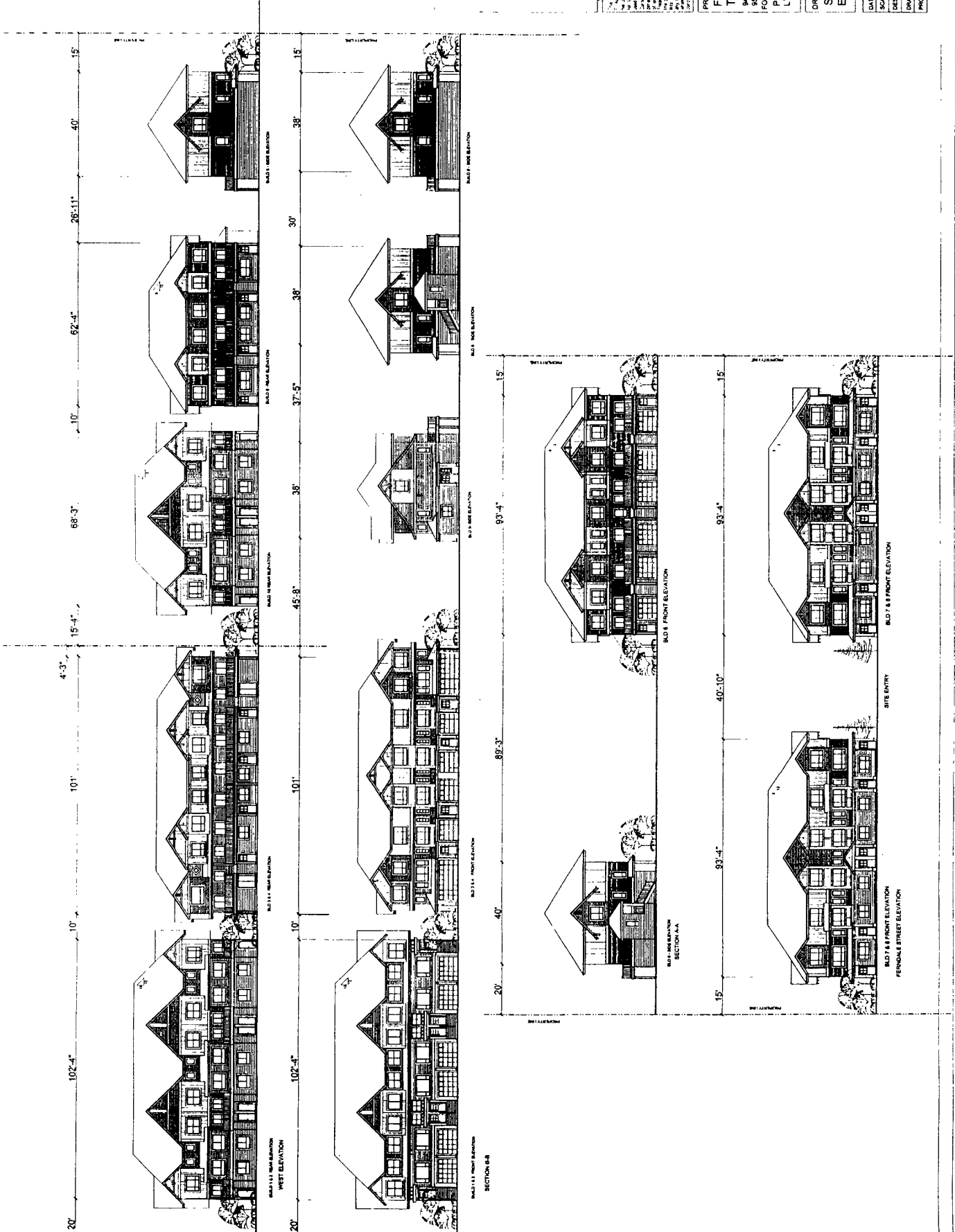
114-14 WEST 15 STREET
NORTH VANCOUVER, BC V7R 1M8
TEL: 604.273.1400 FAX: 604.273.1401
EMAIL: info@f-adab.com

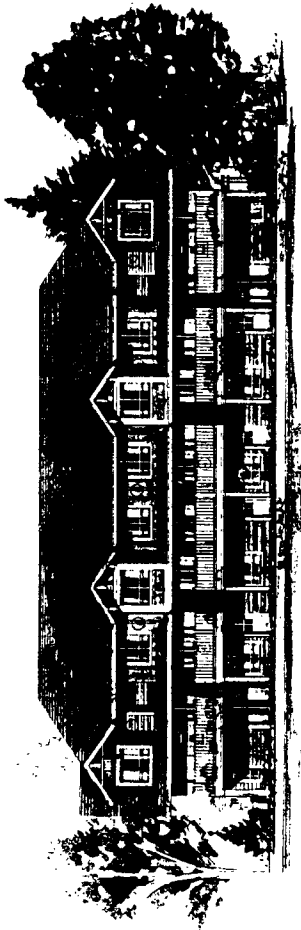
THIS DRAWING IS A PART OF A SET OF DRAWINGS FOR THE PROJECT OF FERNDALE TOWNHOUSES. IT IS TO BE USED IN CONJUNCTION WITH THE OTHER DRAWINGS IN THE SET. THE ARCHITECT ASSUMES NO LIABILITY FOR THE ACCURACY OF THE INFORMATION PROVIDED BY OTHERS. THE ARCHITECT'S RESPONSIBILITY IS LIMITED TO THE DESIGN AND CONSTRUCTION OF THE BUILDING. THE ARCHITECT DOES NOT GUARANTEE THE ACCURACY OF THE INFORMATION PROVIDED BY OTHERS. THE ARCHITECT'S RESPONSIBILITY IS LIMITED TO THE DESIGN AND CONSTRUCTION OF THE BUILDING. THE ARCHITECT DOES NOT GUARANTEE THE ACCURACY OF THE INFORMATION PROVIDED BY OTHERS.

PROJECT TITLE
FERNDALE
TOWNHOUSES
9451 5631 5651 FERNDALE ROAD
9520 5640 WESTMINSTER HWY
FOR
PALLADIUM DEVELOPMENT
LTD

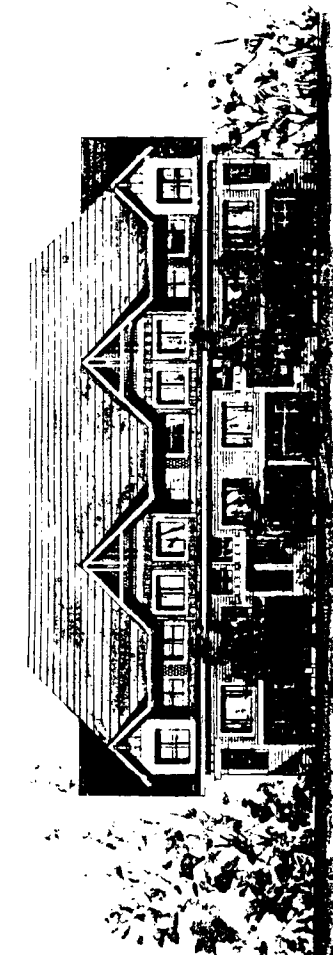
DRAWING TITLE
SITE SECTIONS AND
ELEVATIONS

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DRAWN		PROJECT NO.	

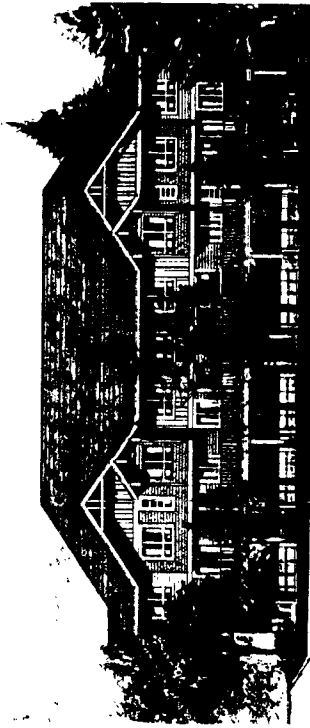




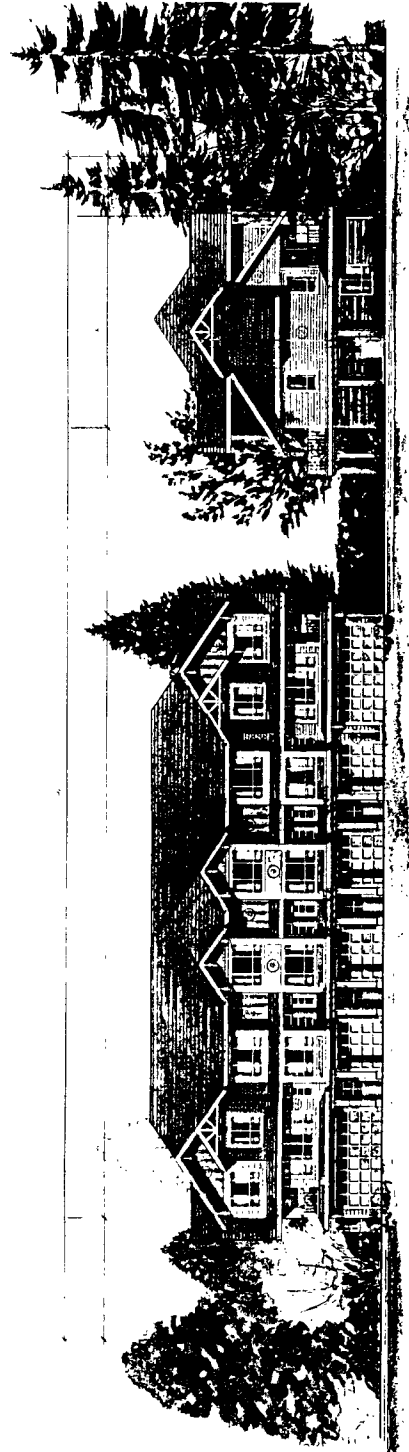
BLOCK 1 & 2 REAR ELEVATION



BLOCK 3 & 4 FRONT ELEVATION

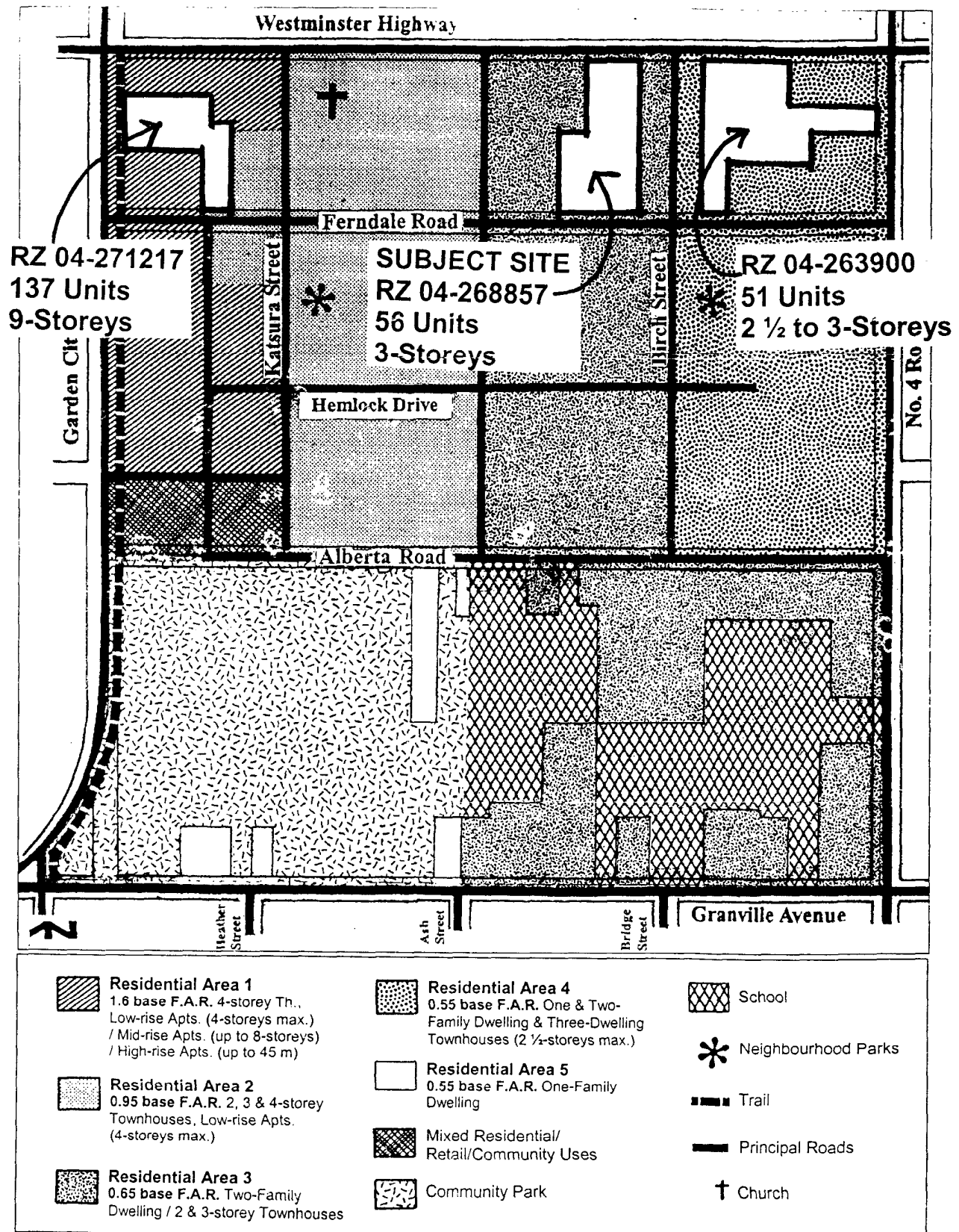


BLOCK 7 & 8 REAR ELEVATION



BLOCK 1 & 2 FRONT ELEVATION

Land Use Map

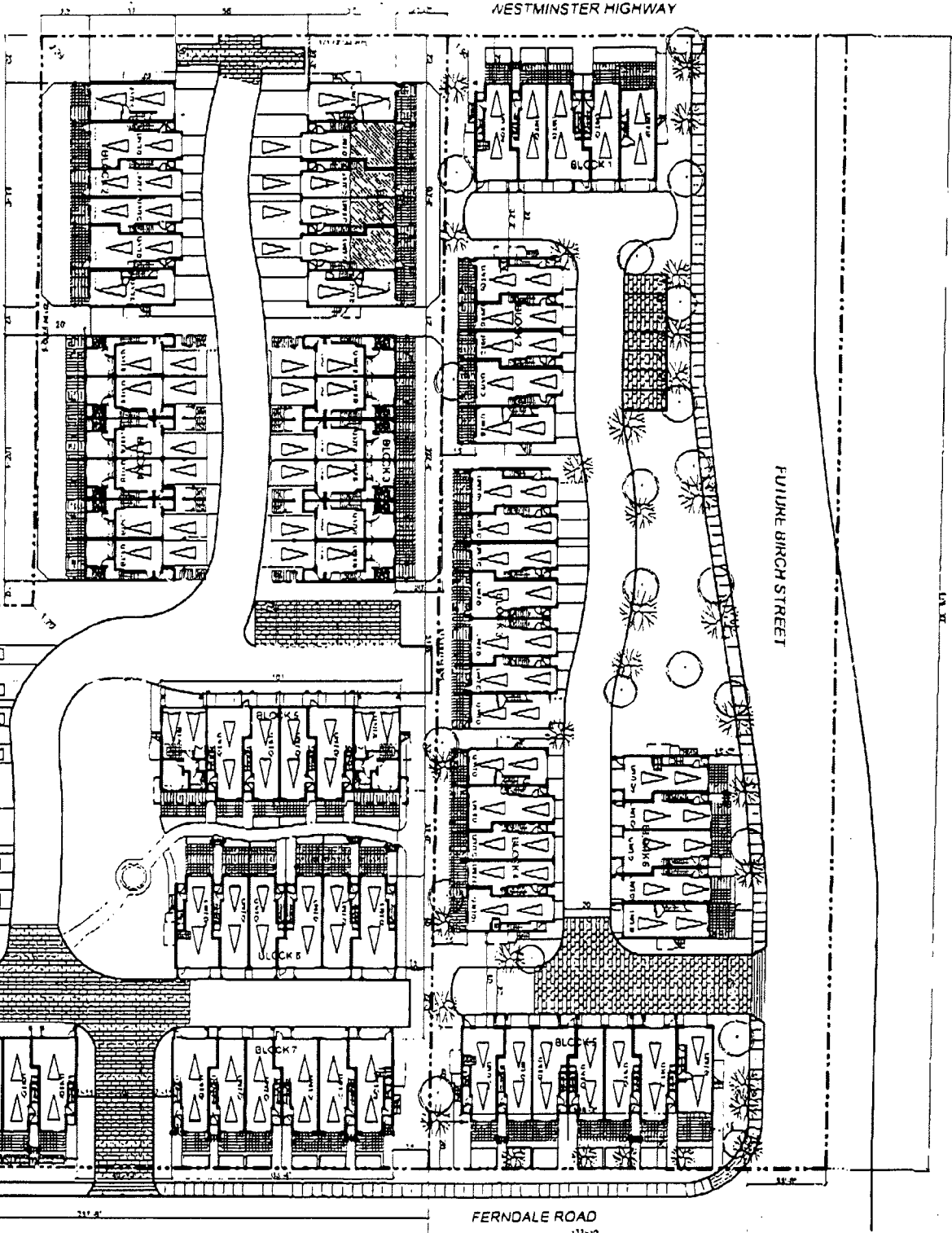




OPTION 2

FAR Calculations:

3 B units	3 bed @ 1,325 sf	= 3,975 sf
7 C units	2 bed @ 1,176 sf	= 8,232 sf
4 D units	3 bed @ 1,350 sf	= 5,400 sf
3 Ds units	3 bed @ 1,442 sf	= 4,326 sf
7 Cr units	2 bed @ 1,208 sf	= 8,456 sf
4 Dr units	3 bed @ 1,381 sf	= 5,524 sf
3 Dr units	3 bed @ 1,325 sf	= 3,975 sf
3 Dr units	3 bed @ 1,400 sf	= 4,200 sf
34 units		= 44,223 sf



ATTACHMENT 5***Development Applications – Engineering and Transportation***

The Development Applications – Engineering and Transportation Departments support the rezoning application. Prior to final approval, the following are required:

- Frontage improvements will be required via a servicing agreement for both Westminster Highway and Ferndale Road.
- Consolidation of all the lots into one development parcel.
- Registration of a 2.5m wide Public Rights of Passage ROW across the entire Westminster Highway frontage.
- Contribution of \$375,000 towards land and construction costs of the three north-south roads (Birch/Alder/Katsura) between Westminster Highway and Ferndale.
- Preparation and staff concurrence of a concept plan showing how the adjacent parcels between the east edge of this site and future Birch Street can redevelop.
- The access to Westminster Highway must be for emergency purposes only (controlled by bollards).
- The required minimum of 11 visitor parking spaces must be provided.

Then prior to issuance of future Building Permit, developer is to enter into our standard Servicing Agreement to design and construct improvements on both frontages. Works are:

- Westminster Highway: Install curb and gutter, create a 3m grass and large caliper treed boulevard, with a 2m concrete sidewalk behind.
- Ferndale Road: Road widening, curb and gutter, 1.41m grass and treed boulevard with Zed lighting, with a 1.75m sidewalk to property line.
- DCC credits for Ferndale Road works only. No other concerns

Urban Development

At the Development Permit stage, the following areas for design development are to be addressed:

- A maximum density of 0.75 floor area ratio is supported with high quality design (including some natural materials), significant open space/tree preservation and respect/accommodation for adjacent development.
- Consideration should be given to the incorporation of wheelchair accessibility measures in some of the units to ensure that they can be easily adapted (e.g. possible location of lifts, size of bathrooms to accommodate wheelchair turning radius, etc.).
- The location of garbage/recycling enclosures, mail kiosk and other mechanical and utility kiosks needs to be identified.
- Adjustments to the site layout will be required to comply with the required setback of 6 m (19.685 ft) along Ferndale Road. Given the large site size, these modifications could be easily accommodated without compromising the open space and unit count.



**Richmond Zoning and Development Bylaw 5300
Amendment Bylaw 7752 (RZ 04-268857)
9491, 9531 & 9551 Ferndale Road and 9520 & 9540 Westminster
Highway**

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

1. Richmond Zoning and Development Bylaw 5300 is amended by inserting as Section 291.145 thereof the following:

"291.145 COMPREHENSIVE DEVELOPMENT DISTRICT (CD/145)"

The intent of this zoning district is to accommodate townhouses.

291.145.1 PERMITTED USES

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

291.145.2 PERMITTED DENSITY

- .01 Maximum **Floor Area Ratio**: 0.75; together with an additional 50 m² (538.21 ft²) per **dwelling unit** for use as **accessory buildings** and off-street parking; AND FURTHER an additional 0.1 **floor area ratio** provided that it is entirely **used** to accommodate **Amenity Space**.

291.145.3 MAXIMUM LOT COVERAGE: 40%

291.145.4 MINIMUM SETBACKS FROM PROPERTY LINES

- .01 **Public Road**:
 - a) Katsura, Alder and Birch Streets: 4.5 m (14.763 ft.);
 - b) Other Roads: 6 m (19.685 ft.);
 - c) Notwithstanding the limitations imposed above:

- (i) Bay windows and cantilevered roofs forming part of the principal **building** may project into the **public road** setback for a distance of not more than 1.2 m (3.937 ft.), and porches, balconies and entry stairs may project into the **public road** setback for a distance of not more than 2 m (6.562 ft.); and
- (ii) Gateways, pergolas, and similar landscape **structures** that do not form part of the principal **building** may be located within the **public road** setback, but shall be no closer to a **property line** than 2 m (6.562 ft.).

.02 **Side & Rear Property Lines:** 4.5 m (14.764 ft.), EXCEPT THAT porches, balconies, bay windows, and cantilevered roofs forming part of the principal **building** may project into the **side and rear yards** for a distance of not more than 1.2 m (3.937 ft.).

291. 145.5 MAXIMUM HEIGHTS

- .01 **Buildings:** 12 m (39.37 ft.) but containing not more than three **storeys**.
- .02 **Structures:** 20 m (65.617 ft.).
- .03 **Accessory Buildings:** 5 m (16.404 ft.).

291. 145.6 OFF-STREET PARKING

- .01 Off-street parking shall be provided in accordance with Division 400 of this Bylaw, EXCEPT THAT:
 - a) Off-street parking shall be provided at the rate of:
 - (i) For residents: 1.5 spaces per **dwelling unit**; and
 - (ii) For visitors: 0.2 spaces per **dwelling unit**.
 - b) Where two parking spaces are intended to be **used** by the residents of a single **dwelling unit**, they may be provided in a tandem arrangement with one parking space located behind the other and, typically, both spaces set perpendicular to the adjacent maneuvering aisle.”

- 2. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning and Development Bylaw 5300, is amended by repealing the existing zoning designation of the following area and by designating it COMPREHENSIVE DEVELOPMENT DISTRICT 145 (CD/145).

P.I.D. 003-442-721

Lot "A" Section 10 Block 4 North Range 6 West New Westminster District Plan 8553

P.I.D. 003-502-872

South Half of the East Half of Lot 9 Block "A" Section 10 Block 4 North Range 6 West
New Westminster District Plan 1305

P.I.D. 001-235-478

The Southerly Half of the Westerly Half of Lot 10 Block "A" Section 10 Block 4 North
Range 6 West New Westminster District Plan 1305

P.I.D. 003-723-615

The North Half of the East Half of Lot 9 Block "A" Section 10 Block 4 North Range 6
West New Westminster District Plan 1305

P.I.D. 012-106-836

North Half West Half Lot 10 Block "A" Section 10 Block 4 North Range 6 West New
Westminster District Plan 1305

3. This Bylaw may be cited as **"Richmond Zoning and Development Bylaw 5300,
Amendment Bylaw 7752"**.

FIRST READING

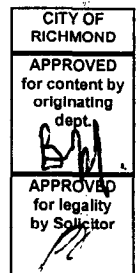
A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER REQUIREMENTS SATISFIED

ADOPTED



MAYOR

CITY CLERK