



Committee of the Whole Report For the Meeting of December 3, 2020

To: Committee of the Whole **Date:** November 19, 2020
From: Karen Hoese, Director, Sustainable Planning and Community Development
Subject: Development Permit with Variances Application No. 00159 for 2440 and 2448 Richmond Road

RECOMMENDATION

That Council, after giving notice and allowing an opportunity for public comment at a meeting of Council, and after the Public Hearing for Rezoning Application No. 00722, if it is approved, consider the following motion:

“That Council authorize the issuance of Development Permit with Variance Application No. 00159 for 2440 and 2448 Richmond Road, in accordance with:

1. Plans date stamped October 22, 2020.
2. Development meeting all *Zoning Regulation Bylaw* requirements, except for the following variances:

2440 Richmond Road

- i. reduce the number of residential vehicle parking stalls from 9 to 7;
- ii. reduce the side setback (south) from 4.00m to 3.22m;
- iii. reduce the side setback (north) from 4.00m to 1.70m.

2448 Richmond Road

- i. reduce the number of residential vehicle parking stalls from 9 to 7;
 - ii. reduce the side setback (south) from 4.00m to 1.70m;
 - iii. reduce the side setback on a flanking street (north) from 6.00m to 3.01m.
3. Revisions to the landscape plan planting list and categories to accurately determine percentage of pollinator, food-bearing and native species; and to revisions to the ground floor entry doors to create a more welcoming streetscape, to the satisfaction of the Director of Sustainable Planning and Community Development.
 4. The Development Permit lapsing two years from the date of this resolution.”

LEGISLATIVE AUTHORITY

In accordance with Section 489 of the *Local Government Act*, Council may issue a Development Permit in accordance with the applicable guidelines specified in the *Official Community Plan*. A

Development Permit may vary or supplement the *Zoning Regulation Bylaw* but may not vary the use or density of the land from that specified in the Bylaw.

EXECUTIVE SUMMARY

The purpose of this report is to present Council with information, analysis and recommendations for a Development Permit with Variances Application for the property located at 2440 and 2448 Richmond Road. The proposal is for two multi-unit residential buildings on separate lots that are each three storeys in height, each containing 11 rental units. The proposed variances are related to reducing the required residential parking stalls and reducing side yard setbacks.

The following points were considered in assessing this application:

- The proposal is generally consistent with the *Multi-Unit Residential, Commercial and Industrial Development Design Guidelines (2012)*, *Guidelines for Fences, Gates and Shutters (2010)*, and *Advisory Design Guidelines for Buildings, Signs and Awnings (1981)*. However, in the event Council advances the application for consideration at Public Hearing, staff recommend that further design revisions are desirable, this would include revisions to the ground floor entry doors to create a more welcoming streetscape, and revisions to the native, food-bearing and pollinator planting summary table to ensure it complies with the design guidelines.
- The proposal is generally consistent design related policies contained in the *Jubilee Neighbourhood Plan, 1981*.
- The variances requested to reduce the number of required parking stalls on each lot from 9 to 7 is considered supportable due to the Transportation Demand Management (TDM) measures being proposed.
- The variances related to reducing side yard setbacks are also considered supportable as the impacts are considered relatively minor and at times are internal to the development itself.

BACKGROUND

Description of Proposal

The proposal is for two, three-storey multi-unit residential buildings (one on each lot), with a total of 22 rental units. Specific details include:

- all units are studios
- at-grade unit entries and patios for ground floor units
- Juliet balconies for units on levels two and three
- shared outdoor amenity space
- raingarden and the use of permeable paving for patios.

Exterior building materials for Building A (2448 Richmond Road) include:

- predominantly fibre cement lap siding, with some smooth panel siding near windows
- standing seam sheet metal roof and pitched roof accents
- pre-finished black aluminium railing on the Juliet balconies.

Exterior building materials for Building B (2440 Richmond Road) include:

- predominately smooth panel fibre cement siding
- flat roof with pre-finished metal flashing
- pre-finished black aluminium railing on the Juliet balconies.

The proposed variances are related to:

- reducing the number of residential vehicle parking stalls on each lot from 9 to 7
- reducing side yard setbacks.

Data Table

The existing R1-B Zone does not allow multi-unit buildings as a permitted use. The proposal is compared in the table below to the RTM Zone – Traditional Residential Multiple Dwelling District. An asterisk is used to identify where the proposal differs from the standard RTM Zone and where it is proposed that these variations are included in the site-specific zone; this approach is being taken to ensure that adequate setbacks and siting criteria, specific to this site, are established in the zone. Two asterisks are used to identify what are proposed to be variances from the zone which will be reviewed in the concurrent Development Permit with Variance report

As per the *Zoning Regulation Bylaw* General Regulations, Adanac Street would technically be identified as the street frontage for the corner lot which triggers a number of variances despite Richmond reading as the natural frontage. If this application is advanced to a Public Hearing, it is proposed that these technical variances would be written into the site-specific zone. It is also proposed that the site-specific zone would require larger setbacks, lower density and lower site coverage than the RTM Zone and be more closely matched to the actual proposal to ensure privacy and breathing room for the neighbouring properties.

Zoning Criteria	Proposal – Building A (2448 Richmond)	Proposal – Building B (2440 Richmond)	Zone Standard (RTM)
Site area (m ²) – minimum	727.00*	696.00*	920.00
Lot width (m) – minimum	15.99*	15.99*	20.00
Density (Floor Space Ratio) – maximum	0.75	0.77	1.0
Height (m) – maximum	8.93	9.70	10.50
Storeys – maximum	3	3	3
Total floor area (m ²) – maximum	545.10	532.90	n/a
Site coverage (%) – maximum	26.00	27.00	50.00
Open site space (%) – minimum	44.00	43.50	30.00
Setbacks (m) – minimum			
Front	8.75	8.54	6.00
Rear	18.23	16.54	4.00

Zoning Criteria	Proposal – Building A (2448 Richmond)	Proposal – Building B (2440 Richmond)	Zone Standard (RTM)
Side	1.70**	1.70**	4.00
Side for flanking streets	3.01** (north)	n/a	6.00
Side	n/a	3.22** (south)	4.00
Vehicle parking – minimum	7** (includes 1 visitor)	7** (includes 1 visitor)	9 on each lot (18 total)
Parking location	Side and rear	Rear	Side or rear
Bicycle parking stalls – minimum			
Long term	11	11	11 on each lot (22 total)
Short term	6	6	6 on each lot (12 total)

ANALYSIS

Development Permit Area and Design Guidelines

The *Official Community Plan, 2012* (OCP) identifies this property Development Permit Area 16, General Form and Character. The objectives of DPA 16 seek to integrate multi-unit buildings in a manner that is complementary and enhances the established neighbourhood and streetscapes. Further, it seeks to establish streetscapes through high-quality architecture, landscape and urban design, and to achieve more liveable environments through human-scaled design, quality open spaces, privacy impact, safety and accessibility.

The Design Guidelines that apply to Development Permit Area 16 are the *Multi-Unit Residential, Commercial and Industrial Development Design Guidelines* (2012), *Guidelines for Fences, Gates and Shutters* (2010), and *Advisory Design Guidelines for Buildings, Signs and Awnings* (1981).

The proposal is generally consistent with the *Multi-Unit Residential, Commercial and Industrial Development Design Guidelines* in the following ways:

- The proposal respects the character of established neighbourhoods by transitioning to lower density building forms. The buildings are setback seven meters from the lower density single family dwelling at the rear of the proposal, and 3.23 meters on the south side. Landscaping and a new 1.8-meter fence are proposed along the perimeters abutting the adjacent single-family dwellings to provide a visual buffer.
- The proposal is for two separate buildings on two lots, which helps to break up the building massing.

- The proposed building façades have been broken up through colour, articulation and materials. In addition, the building on the corner addresses both streets. Most ground floor units and the shared access entries are ground-oriented, with pathways connecting to the public sidewalk.
- Ground level patios have been provided and landscaping is proposed to help provide some distinction between public and private space.
- The front and rear yards will be landscaped, and open site space is proposed at the rear of the buildings in the form of a shared amenity space.
- The parking surface material is a combination of permeable pavers, stamped concrete and asphalt, and the patios are permeable pavers. There is also a rain garden proposed. As the property is located in the Bowker Creek watershed, the use of permeable paving and a rain garden helps to reduce stormwater runoff and improve water quality entering Bowker Creek. This helps to support goals identified in the Bowker Creek Blueprint.
- The proposed parking is at the rear of the lots and is accessed from Adanac Street. The parking has been broken up with a raingarden, landscaping, and is screened with a fence and landscaping and uses a variety of surface materials.

The application is inconsistent with the following guidelines, and revisions are recommended prior to a Public Hearing. Should Council advance the proposal, the applicant has agreed to make these revisions:

- The majority of the ground floor units have access to the street with a direct pathway to the sidewalk, except for one unit in the south west corner. The proposed doors have a large window fitted with opaque glass. Staff would recommend the opaque glass be changed to transparent glazing so there is more of a welcoming feel to the door entries. This is included in the recommended motion, and the applicant has indicated they are supportive of this change.
- The guidelines aim to achieve a minimum of 30% of the common outdoor areas be planted with native, food-bearing or pollinator species. The proposal notes a minimum of 30% of the common areas will be native, food-bearing and pollinator; however, there are inconsistencies in the table summary; therefore, revisions are recommended in the motion.

The *Guidelines for Fences, Gates and Shutters* encourage that fences that are cohesive with the design of the building and maintain transparency and contribute to the streetscape. The fences proposed along Adanac Street and Richmond Road are cedar post and aluminium fence panel around four feet high, and offer a degree of visibility to and from the site. Along the west and south lot lines, the fences are six feet in height, providing additional privacy and screening. The proposal generally meets these Design Guidelines.

The *Advisory Design Guidelines for Buildings, Signs and Awnings* are also applicable. The Design Guidelines encourage a comprehensive design approach with attractive streetscapes and architectural and landscape features that acknowledge and identify the immediate area. The proposal generally meets this design guideline.

Staff consider that the proposal is adequately consistent with the above policies and Design Guidelines; however, revisions need to be made to the landscape plan, and entry level doors to be more consistent. These changes have been noted in the recommendation.

Local Area Plans

The *Jubilee Neighbourhood Plan* encourages new residential development to have individual unit entrances at ground level and where possible, entries facing the street. This proposal has entrances and small outdoor patios for all ground level units.

The Neighbourhood Plan also encourages respecting the balance between adequate parking and green space. The front and side facing Adanac Street have greenspace, however, a significant area of the rear yard is utilized for parking. A variance is proposed to reduce the parking requirement from 9 stalls to 7 stalls for each lot, which allows for a larger shared outdoor amenity space, planting space for tree replacement, and a rain garden.

Parking Variance

The *Jubilee Neighbourhood Plan* contains the following objective related to parking: ensure new residential developments provide sufficient parking to meet their needs.

The application proposes a variance to reduce the number of residential parking stalls from nine to seven stalls for each lot. To mitigate the potential on-street parking impacts resulting from the variance, the applicant is proposing the following Transportation Demand Management (TDM) measures, which would be secured by legal agreement as a condition of the Rezoning Application:

- one car share membership per dwelling unit
- \$100 in car share usage credits per membership
- four electric bike charging outlets per building
- one bicycle repair storage area per building.

Subject to these measures being secured, staff consider the parking variance is supportable.

Side Yard Setback Variances

The application also proposes a number of side yard setbacks that may be lower than what would be considered acceptable in a different proposal. Staff are therefore recommending that they be dealt with as variances using the base established in the RTM Zone, so that they do not become reduced permissions entrenched as of right in the zone. This is important so that if this proposal is not built, a future development would not have an automatic right to these smaller setbacks.

Advisory Design Panel

The Advisory Design Panel (ADP) reviewed this application on July 22, 2020. A copy of the minutes from this meeting are attached to this report. The ADP were asked to comment on the fit with the existing and future context, landscaping, and ground floor windows. The following motion was carried by ADP:

“...That Development Permit Application No. 000569 for 2440 and 2448 Richmond does not sufficiently meet the applicable design guidelines and polices and should be declined (and that the key areas that should be revised include:)

- *The project as presented does not fit the current or future character and context of the neighbourhood.*

- *Reconsider the massing and two-building approach to better utilize the site while providing meaningful landscape options. If a two-building approach is pursued, then it will require a different expression than what was presented at this current meeting.*
- *Reconsideration of the rooflines of the project.*
- *Increase the landscaping between the west side of the site and the existing neighbours.*
- *Ensure adequate accessible handicap parking.*
- *Increase the glazing to improve the livability of ground floor units.”*

In response to the ADP’s comments, the applicant made a number of revisions to the proposal which are briefly summarized below and explained in more detail in the applicant’s letter dated November 13, 2020. These changes include:

- changing the roofline of Building A to have a more consistent height
- adding landscaping along the west lot line and between the buildings
- changing a parking stall to be accessible
- increasing the glazing for the ground floor units facing Richmond Road and Adanac Street.

The applicant has chosen to keep the two-building and multi-unit approach, as noted in their letter to Council dated November 9, 2020 , in consultation with the neighbourhood they felt the massing of a single large building would be considered out of character with its surroundings.

The applicant proposes that the two buildings be similar in massing, but have different finishing and roof style for more variation. While the applicant has not fully addressed ADP’s concerns, they have made some changes to the design and landscaping which make the proposal more consistent with the applicable design guidelines.

CONCLUSIONS

The proposal is generally consistent with the applicable Design Guidelines, however, should Council consider approving this application staff recommend that the applicant make further design revisions to the building entry doors and ensuring it meets the design guidelines related to 30% of landscaped areas being native, pollinator, or food bearing plants. The alternate motion includes the necessary wording to facilitate these changes.

ALTERNATE MOTION

That Council decline Development Permit with Variances Application No. 00159 for the property located at 2440 and 2448 Richmond Road.

Respectfully submitted,



Chelsea Medd
Planner
Development Services



Karen Hoese, Director
Sustainable Planning and Community
Development Department

Report accepted and recommended by the City Manager:



Date: November 26, 2020

List of Attachments

- Attachment A: Subject Map
- Attachment B: Aerial Map
- Attachment C: Plans date stamped October 22, 2020
- Attachment D: Letter from applicant to Mayor and Council dated November 13, 2020
- Attachment E: Arborist Report dated June 24, 2020
- Attachment F: Shadow Study
- Attachment G: MODO Carshare Letter dated April 15, 2020
- Attachment H: Advisory Design Panel Minutes dated July 22, 2020
- Attachment I: North Jubilee Community Association Land Use Committee Letter and Meeting Minutes dated January 30, 2020
- Attachment J: Correspondence.