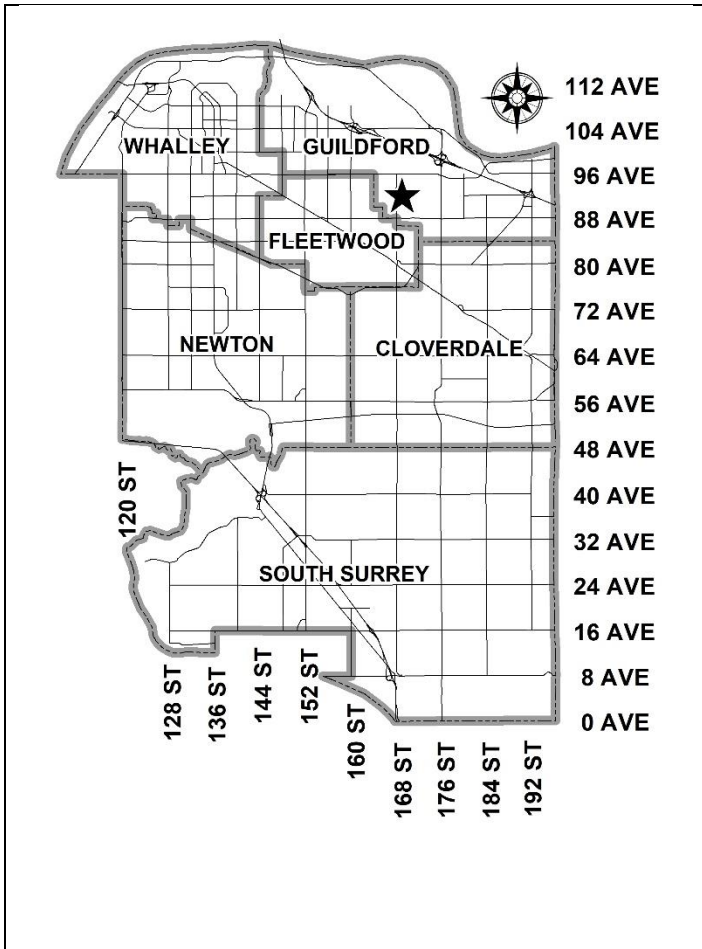


City of Surrey
PLANNING & DEVELOPMENT REPORT

Application No.: 7923-0127-00

Planning Report Date: October 30, 2023



PROPOSAL:

- **OCP Amendment** from 'Suburban' to 'Mixed Employment'.
- **NCP Amendment** from 'Suburban Cluster' to 'Industrial Business Park'.
- **Rezoning** from A-1 to CD
- **Development Permit**

to permit the development of a funeral parlour and memorial service hall building with an attached crematory.

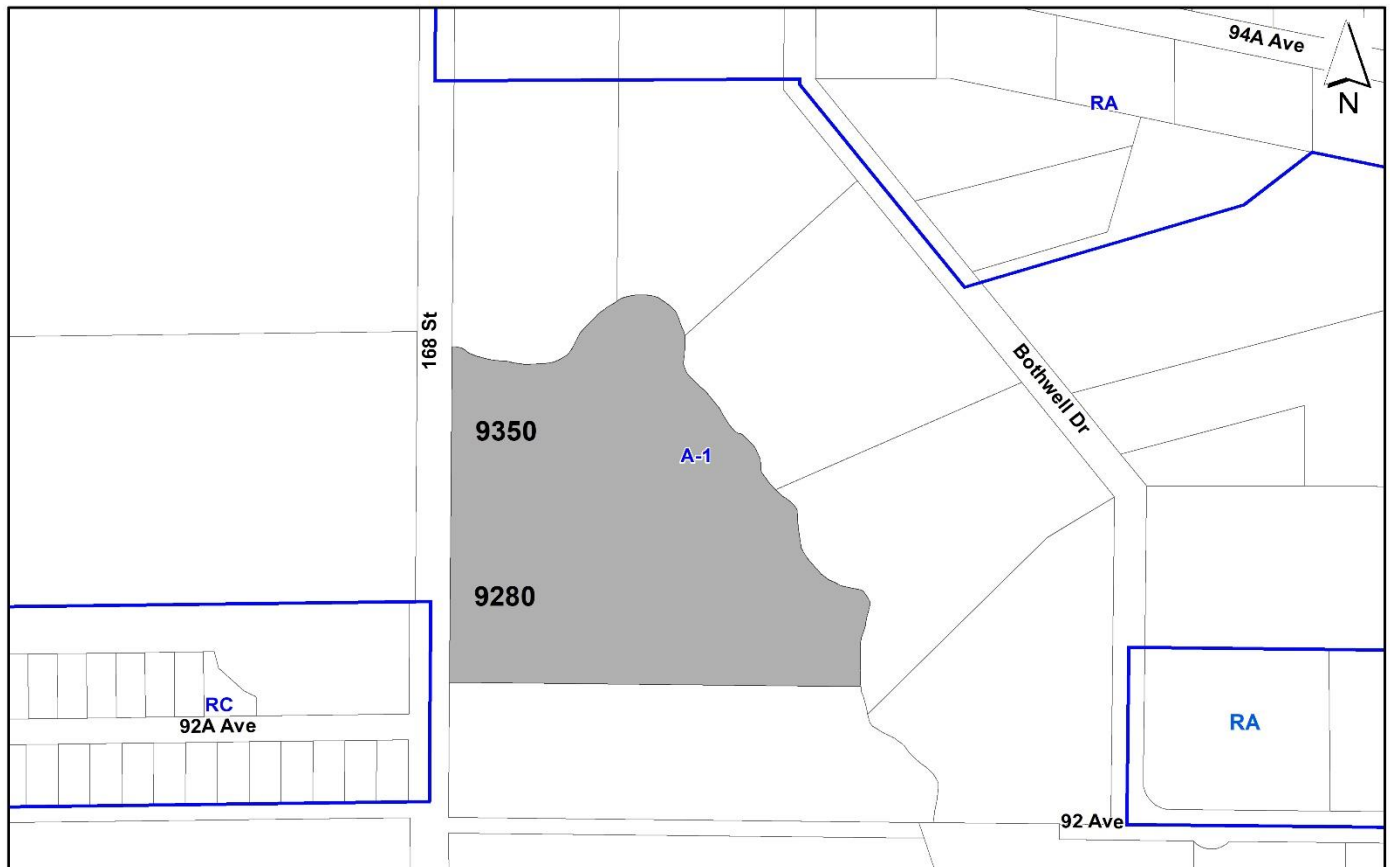
LOCATION: 9280 - 168 Street

9350 - 168 Street

ZONING: A-1

OCP DESIGNATION: Suburban

NCP DESIGNATION: Suburban Cluster, Suburban Cluster (Green Space Transfer), Riparian Cluster



RECOMMENDATION SUMMARY

- The Planning and Development Department recommends that this application be denied.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposal does not comply with the intended land use in the Official Community Plan (OCP) which designates the site as “Suburban”.
- The proposal does not comply with the ultimate intended land use in the Anniedale-Tynehead Neighbourhood Concept Plan (NCP), which designates the site as “Suburban Cluster”.
- The proposal is contrary to Council endorsed Policy O-55, “Development within the Nicomekl and Serpentine River Floodplains”.
- The proposal is contrary to Development Permit guidelines DP2.2 (Hazard Lands) which identify that areas subject to flooding must remain free of development or be strictly developed in accordance with Surrey Council Policy O-55 referenced above.

RATIONALE OF RECOMMENDATION

- The proposal does not comply with the ultimate intended land use in the Official Community Plan (OCP) which designates the site as “Suburban”. As a result of the subject site’s location in a Secondary Plan area and in proximity to the Agricultural Land Reserve (ALR), this designation allows for suburban residential development at densities up to 5 units per hectare (2 units per acre).
- The proposal is contrary to OCP policy D2.8 restricting new development in areas subject to flooding, including within the 200-year floodplain of the Serpentine River.
- The proposal is contrary to OCP policy E3.22 which requires the City to protect farming and agri-food operations from adjacent urban impacts such as traffic, flooding, nuisance complaints, trespassing, and noxious substances.
- The proposal does not comply with the ultimate intended land use in the Anniedale-Tynehead Neighbourhood Concept Plan (NCP), which calls for a “Suburban Cluster” designation. The NCP recognizes the subject site’s location in the 200-year floodplain of the Serpentine River by designating this site with lower residential densities (2 units per acre gross), particularly to reduce environmental impacts and avoid the excessive use of fill to support more intensive land uses.
- The proposed development is fully situated within the 200-year floodplain of the Serpentine River, and thus is subject to Council endorsed Policy O-55, “Development within the Nicomekl and Serpentine River Floodplains” (Appendix II). Adopted by Council in 2008, Policy O-55 guides development and associated filling within the 200-year floodplain of the Serpentine and Nicomekl rivers, with the intent of mitigating potential impacts of development in floodplain areas.

- The development as currently proposed does not meet Policy O-55 as the proposed use does not comply with the existing NCP land use designations (Section C.1). Further, the associated filling of the property to support the proposed use would impact flood conveyance and storage capacity of the broader floodplain area, which could result in increased flood risk and hazards to other properties in the floodplain.
- The proposal is contrary to Development Permit guidelines DP2.2 (Hazard Lands) which identify that areas subject to flooding must remain free of development or be strictly developed in accordance with Surrey Council Policy O-55.
- The proposal may set a precedent for additional developments that are not in alignment with Policy O-55 and are not anticipated by existing zoning or secondary plans within the 200-year floodplain of the Serpentine and Nicomekl River. Further, the validity of Policy-O-55 could be in question moving forward. The City has allocated significant resources over the past few decades to flood control infrastructure and conveyance improvements within the floodplain. If a precedent is set, the resultant cumulative filling of development sites in the floodplain could diminish the efficacy of Surrey's lowland drainage infrastructure and lead to increased risk of flooding, property damage and public safety.
- The City's Agriculture and Food Policy Committee (AFPC) have expressed significant concerns with the amount of fill required to facilitate the proposed land use as this will displace the site's storage capacity and have an adverse effect on agricultural lands downstream who are also within the 200-year floodplain.
- While staff recognize the need for a funeral parlour facility in the City, staff are of the opinion that there are more appropriate locations in the City that would suit this type of use, which align with endorsed land use plans and are outside floodplain areas.

RECOMMENDATION

The Planning & Development Department recommends that this application be denied.

If Council determines that there is some merit in allowing a rezoning application to proceed on the subject site, the application should be referred back to Planning staff to complete the land development application review process, including the necessary referrals and notifications, and to then prepare to bring Development Application No. 7923-0127-00 forward for Council's consideration at a future Regular Council – Land Use meeting.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	OCP/NCP Designation	Existing Zone
Subject Site: 9280 & 9350 - 168 Street	Two single family dwellings, with outdoor storage.	OCP: Suburban NCP: Suburban Cluster; Suburban Cluster (Green Space Transfer); and Riparian Area.	A-1
North (across the Serpentine River):	A vacant site which contains riparian features, and a site containing a single-family dwelling with associated accessory structures.	OCP: Urban NCP: Riparian Area; Low Density Cluster; Low Density Cluster (Green Space Transfer); and Fish Class 15m & 30m Buffer Class B.	A-1
East (across the Serpentine River): <i>(Development Application No. 7923-0030-00 for 21 RF-13 lots at 9331 Bothwell Drive, pre-Council).</i>	A vacant site which contains riparian features, and two sites containing single-family dwellings with associated accessory structures.	OCP: Urban NCP: Low Density Cluster; Low Density Cluster (Green Space Transfer); and Riparian Area.	A-1
South (across Bothwell Creek):	A single-family dwelling with associated accessory structures.	OCP: Suburban NCP: Suburban Cluster; Suburban Cluster (Green Space Transfer); and Riparian Area.	A-1
West (across 168 Street):	Bothwell Park	OCP: Conservation and Recreation	A-1 / RC

Context & Background

- The subject site is a 4.75-hectare site located at 9280 & 9350 - 168 Street. The subject site was originally two separate fee simple titles. However, in December 2022 the applicant undertook a lot line cancellation via the Land Title Survey Authority (LTSA) thus assembling both sites into one fee simple title.
- The site is designated “Suburban” in the Official Community Plan (OCP) and “Suburban Cluster” in the Anniedale-Tynehead NCP. The site designation also includes “Green Space Transfer” and “Riparian Area” requirements. A map showing the location of the subject site within the NCP area can be found in Appendix III.
- The applicant has proposed the development of a 3,290 square meter funeral parlour and memorial service hall building with an attached crematory. The principal building is two-stories with a mezzanine level containing offices. The proposal also consists of a two story, 671 square meter accessory building with offices, conference rooms, storage, and bedrooms. Additionally, vehicle parking and storage are proposed to be contained within a basement. A total of 315 surface parking spaces are proposed (Appendix I).
- The applicant will be required to fill the site to depths in areas in excess of 2.0-metres to achieve the 7.0-metre geodetic flood control level (FCL) required by Province and the City of Surrey. The applicant has yet to specify the volume of fill required to comply with the FCLs.
- The site is adjoined by the Serpentine River along the north and east property lines. The Serpentine River has been identified by the project Qualified Environmental Professional (QEP) as a Class A (fish-bearing) stream with permanent flow which requires a 30-metre setback from the top-of-bank. The site is also adjoined by Bothwell Creek along the south property line. Bothwell Creek has been identified as a Class A (fish-bearing) stream with permanent flow which requires a similar setback of 30 metres from top-of-bank. The site is also adjoined by a roadside ditch on the east side of 168 Street which requires a setback of 7-metres from top-of-bank.
- The subject site does not currently have access to sanitary and water infrastructure connections. Engineering staff have indicated that a water main is planned to be constructed along the site’s 168 Street frontage which will bring potable water from the new Fleetwood Reservoir to the Anniedale-Tynehead NCP area. Staff note that this is a secondary connection and is only targeted for construction when the population of the NCP reaches approximately 12,000 residents. The ability to access water will be critical for this project to comply with the fire protection requirements established under BC Building Code and National Fire Protection Association 13.
- Access to a sanitary connection will also be a challenge for the advancement of this proposal. The NCP identifies the need for sites west of the Serpentine River and south of 94A Avenue to be serviced by a low-pressure system connection, which will tie-in to mains to be constructed on Bothwell Drive. These mains will feed down to the 172nd Street Pump Station. This infrastructure has yet to be secured and constructed.

Policy O-55

- The proposed development is fully situated within the 200-year floodplain of the Serpentine River (Appendix II) and is therefore subject to Council endorsed Policy O-55, “Development within the Nicomekl and Serpentine River Floodplains”.
- Section C.1 of Policy O-55 states that “*Development proposals (including rezoning, subdivision, building permit) within the Nicomekl and Serpentine 200-year floodplains will not be supported unless they comply with existing zoning or Local Area / Neighbourhood Concept Plan designations*”.
- In circumstances where a proposed development complies with existing zoning or land use designations, there are a series of stringent conditions that the development must meet to ensure it will not have a negative impact on the flood conveyance and storage capacity of the floodplain nor impact other properties in the floodplain.
- The proposed development does not comply with Policy O-55 for the following reasons:
 - The development as currently proposed does not align with the existing (Anniedale-Tynehead) NCP land use designations.
 - The associated filling of the property to support the proposed use would impact flood conveyance and storage capacity of the broader floodplain area, which could result in increased flood risk and hazards to other properties in the floodplain. The land use as presented in the NCP would result in substantially less fill being required to support that use.
- Approval of this development may set a precedent for allowing new development to fill within the floodplain, which could undermine the value of the significant city investments that have been made towards lowland flood control infrastructure that provides drainage service to the broader floodplain area.
- The Anniedale-Tynehead NCP was deliberate in designating the subject site with the lowest of residential densities in the plan area (i.e., “Suburban Cluster, 2 upa gross”). This was done to avoid the placement of excessive fill within the 200-year floodplain, and to reduce environmental impacts. The intent was to allow for flexibility in lot configuration and allow for residential development to be clustered close to 168 Street, away from the riparian and floodplain areas of the Serpentine River.
- Noted in Corporate Report R0124 (2023) which was deferred by Council at the Regular Council – Public Hearing meeting on July 24, 2023, staff intend to initiate an update to the Anniedale-Tynehead NCP with the view of adjusting land uses, road networks, servicing and, amenity to reflect current market conditions. Based on the site’s location, profile, and considering adjacent land uses, staff do not anticipate a significant departure from the underlying secondary plan designation of “Suburban Cluster, 2 upa gross”.

Referrals

- Engineering: Engineering have indicated that they do not support this proposal on account of the floodplain issues, inconsistency with Policy O-55 and challenges with overall servicing of the site.
- Agriculture and Food Policy Committee (AFPC): The AFPC have expressed significant concerns with the amount of fill required to facilitate the proposed land use as this will displace the site's storage capacity and have an adverse effect on agricultural lands downstream who are also within the 200-year floodplain (Appendix IV).

Transportation Considerations

- Should Council determine that there is some merit in allowing the subject rezoning application to proceed, Transportation staff will provide comments with respect to the proposal. It is noted that the proposed funeral parlour would generate peak period traffic impacts that will require further analysis.

Natural Area Considerations

- Should Council determine that there is some merit in allowing the subject rezoning application to proceed, Environment staff will provide detailed comments on the proposal.

POLICY & BY-LAW CONSIDERATIONS

Regional Growth Strategy

- The site is designated as "General Urban" in the Regional Growth Strategy (RGS), which could accommodate the land use identified by the applicant.

Official Community Plan

Land Use Designation

- The site is designed as "Suburban" in the Official Community Plan (OCP), which does accommodate the land use identified by the applicant. An OCP amendment to "Mixed Employment" will be required to allow the proposal to proceed. However, this proposed OCP amendment is not supported by staff.

Themes/Policies

- The proposal is contrary to OCP policy D2.8 which restricts new development subject to flooding, including within the 200-year floodplain of the Serpentine River.

- Policy D2.10 is broadly relevant to this application. This policy requires the City to consider and prepare for the projected impacts of climate change on flood hazard areas due to sea level rise and flood risk. This includes considering the effects of long-term climate change such as increased flooding events, increased runoff due to development and a reduced percentage of overall mature tree cover. Staff acknowledge the increasing frequency of severe storm events which have and will place pressure on the City's lowland drainage infrastructure.
- Staff also note that the Tynehead area is anticipated to undergo redevelopment which will increase the potential for stormwater runoff. The subject site is integral to the overall drainage management system in that it is intended to provide storage capacity in flood events with appropriate setbacks to the existing watercourses.
- The proposal is contrary to OCP policy E3.22 which requires the City to protect farming and agri-food operations from adjacent urban impacts such as traffic, flooding, nuisance complaints, trespassing, and noxious substances.
- The proposal is contrary to Development Permit guidelines DP2.2 (Hazard Lands) which identify that areas subject to flooding must remain free of development or be strictly developed in accordance with Surrey Council Policy O-55.

Secondary Plans

Land Use Designation

- The site is designed as "Suburban Cluster" in the Anniedale-Tynehead NCP, which does not accommodate the land use identified by the applicant. An NCP amendment to "Industrial Business Park" will be required to allow the proposal to proceed. However, this NCP amendment is not supported by staff.

Themes/Policies

- The proposal is not consistent with the ultimate intended land use in the Anniedale-Tynehead Neighbourhood Concept Plan (NCP), which designates the site as "Suburban Cluster". The NCP recognizes the subject site's location in the 200-year floodplain of the Serpentine River by designating this site with lower residential densities (2 units per acre gross), particularly to reduce environmental impacts and avoid the excessive use of fill to support more intensive land uses.
- The development as currently proposed does not meet Policy O-55 as the proposed use does not align with the existing (Anniedale-Tynehead) NCP land use designations. Further, the associated filling of the property to support the proposed use would impact flood conveyance and storage capacity of the broader floodplain area, which could result in increased flood risk and hazards to other properties in the floodplain.
- Approval of this development may set a precedent for allowing new development to fill within the floodplain area.

PUBLIC ENGAGEMENT

- At this point in time, staff have yet to distribute pre-notification letters or request a development proposal sign be installed. Should Council determine that there is some merit in allowing the subject rezoning application to proceed, pre-notification letters will be prepared by staff and development proposal signs will be requested from the applicant.

TREES

- Should Council determine that there is merit in allowing the subject application to proceed, Trees and Landscaping staff will provide comments with respect to the proposal.

PROJECT EVALUATION

Applicant's Justification

- Two years ago, the applicant purchased the subject site, based on their view of there being a justified need for a funeral parlour and crematorium within the Surrey community.
- The applicant acknowledges that current zoning and by-laws will not allow for this type of development. However, in weighing an outcome for this proposal, the applicant argues the following as mitigating factors.
- The applicant states that they understand the deep importance of environmental stewardship within the City's suburban areas and will continue to abide by all environmental regulations while providing a socially important facility.
- The applicant also states that they understand the importance of long-term thinking (200-year floodplain) and have signaled that they have retained a professional hydrologist to provide a development specific flood impact study. The applicant has stated that they will provide the results upon request.
- The applicant also wishes to note this is not a site with steep slopes, nor is it located in the Agricultural Land Reserve (ALR).
- The applicant points to the development at 16837 – 94A Avenue which has similar site conditions and was allowed PA-1 zoning and has since developed a small-scale community building (i.e., the Chua Lam Ty Ni Lumbini Buddhist Temple).
- The DP2 Guidelines state that our site, along with the surrounding sites, have two choices: either remain free of development or be strictly developed, in accordance with Surrey Council Policy No. O-55. Just like 16837 – 94A Avenue, the applicant wishes to proceed with a community-oriented development that through extensive environmental analysis and consideration is also compliant with the City's vision of the future.

Advantages of the Proposal

- Staff concur that there is a need for a funeral parlour and crematorium within the Surrey community.

Disadvantages of the Proposal

- Staff contend that, for the reasons discussed within this report, the proposed rezoning is not suitable for this location.
- A flood impact study has not been provided by the applicant. Should Council determine there is some merit in allowing the subject rezoning application to proceed, the applicant will be required to provide a flood impact study based on a terms of reference provided by the City's Drainage Manager.
- The applicant is correct in their observation that the subject site is not within the Agricultural Land Reserve (ALR), however, there are steep slopes abutting the Serpentine River and Bothwell Creek which would be subject to DP2 Hazard Land (Steep Slope) provisions. The stability of these slopes has not been assessed by the applicant's Qualified Professional (QP).
- The PA-1 zoned Buddhist Temple at 16837 – 94A Avenue predates Corporate Report R034 (2009) which initiated the secondary planning processes for Tynehead, Anniedale “A”, and Anniedale “B”. In addition, the institutional use predates Corporate Report R032 (2008) which resulted in Council endorsement of Policy O-55. Notwithstanding the age of this institutional use, the site at 16837 – 94A is fully outside of the modelled 200-year floodplain of the Serpentine River and is therefore not subject to Policy O-55.
- Staff are of the view that the institutional use at 16837 – 94A Avenue is contextually different from the subject proposal. Whereas the Buddhist Temple is a modest institutional building with a smaller floor plate, the applicant is proposing a 3,290 square meter funeral parlour and memorial service hall building with an attached crematory and offices, and a 671 square meter accessory office building. The proposed building is more appropriate in lands designated for ‘Commercial’ or ‘Industrial’ development.
- The applicant will be required to fill the site to depths in areas in excess of 2.0-metres to achieve the 7.0-metre geodetic flood control level (FCL) required by Province and the City of Surrey. The applicant has yet to specify the volume of fill required to comply with the FCLs. The associated filling of the property to support the proposed use would impact flood conveyance and storage capacity in the broader floodplain area, which could result in increased flood risk and hazards to other properties in the floodplain.
- OCP Guideline DP2.2 precludes the proposed development on the subject site as it is not strictly in accordance with Surrey Council Policy No. O-55.
- The proposed development is not compliant with the anticipated land uses identified in the Official Community Plan (OCP), and Anniedale-Tynehead NCP.

- The proposal may set a precedent for additional developments that are not in alignment with Policy O-55 and are not anticipated by existing zoning or secondary plans within the 200-year floodplain of the Serpentine and Nicomekl. Further, the validity of Policy-O-55 could be in question moving forward. The City has allocated significant resources over the past few decades to flood control infrastructure and conveyance improvements within the floodplain. If a precedent is set, the resultant cumulative filling of development sites in the floodplain would diminish the efficacy of Surrey's lowland drainage infrastructure and could lead to increased risk of flooding, property damage and public safety.

CONCLUSION

- In considering all the various aspects of the proposal, the Planning and Development Department suggest that the disadvantages of the proposed rezoning outweigh the advantages, and therefore recommends that the proposal be denied.
- Staff recommend that the applicant be directed to work with staff to explore alternative locations for the proposed funeral parlour facility that would be more in keeping with City's land use plans and policy framework and outside of a floodplain area.
- If Council determines that there is merit in allowing the proposed rezoning to proceed on the subject site, the application should be referred back to Planning staff to complete the development application review process, including necessary referrals and notifications, and then prepare the Rezoning By-law for Council's consideration at a future Regular Council – Land Use meeting.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Site Plans, Floor Plans, and Building Elevations, and Perspectives
Appendix II.	Policy O-55, 'Development within the Nicomekl & Serpentine River Floodplains'
Appendix III.	Anniedale-Tynehead Secondary Plan Context
Appendix IV.	Agriculture & Food Policy Committee Comments

approved by Ron Gill

Don Luymes
General Manager
Planning and Development

RO/ar

SURREY FUNERAL HOME

Address: 9350 & 9280, 168th St. Surrey V4N 6G8



Issued for review Jan 24 2023



CITY POLICY

No. O-55

REFERENCE:	APPROVED BY:	CITY COUNCIL
REGULAR COUNCIL MINUTES	DATE:	March 10, 2008
	HISTORY:	NEW (RES.R08-582)

TITLE: DEVELOPMENT WITHIN THE NICOMEKL AND SERPENTINE RIVER FLOODPLAINS

A. BACKGROUND:

Development and associated filling in the floodplain has the following issues and implications:

1. Impacts on drainage;
2. Undermines the effectiveness of municipal infrastructure;
3. Causes the loss of important habitat;
4. Creates a financial burden to the broader community;
5. Results in ground subsidence and will have implications related to future climate change;
6. Creates Geotechnical and Haulage of Fill impacts; and
7. Creates uncertainty for new development in the floodplain with respect to drainage.

B. APPLICABLE AREA BOUNDARY:

This policy applies to areas within the 200-year floodplain of the Nicomekl and Serpentine Rivers as defined by Provincial Floodplain Mapping and associated updates to the mapping.

C. POLICY:

To address the City's overall objectives and mitigate potential impacts of development in floodplain areas, the City will limit future development within floodplain areas, subject to the following guidelines:

1. Development proposals (including rezoning, subdivision, Building Permit) within the Nicomekl and Serpentine 200-year floodplains will not be supported unless they comply

This policy is subject to any specific provisions of the Municipal Act, or other relevant legislation or Union agreement.

with existing zoning or Local Area / Neighbourhood Concept Plan designations.

2. Development proposals that comply with existing zoning or Local Area / Neighbourhood Concept Plan designations will be evaluated by the criteria as set out in Section C.

C. CRITERIA TO EVALUATE FLOODPLAIN DEVELOPMENT

Where floodplain development may be considered as noted in Section B above, developments shall be evaluated on the following criteria and associated assessment requirements:

1. Drainage Impact

- Development on the existing floodplain shall not impact other lands, in terms of flood conveyance and storage capacity such that there is no increase in flood elevation to neighbouring properties or flood cells due to the proposed development.
- The developer is required to conduct a detailed engineering assessment of the potential impacts and implement mitigation measures to ensure that there is no increase in flood elevation.

2. Municipal Infrastructure

- No new City or private infrastructure will be permitted to be constructed within the floodplain, including roads, sanitary trunks, storm mains, water mains, and pump stations.
- The developer must identify how services will be provided to the proposed development without compromising the City's responsibilities to operate and maintain it, including a review of life cycle costs of the infrastructure.

3. Environmental Impact and Habitat Loss

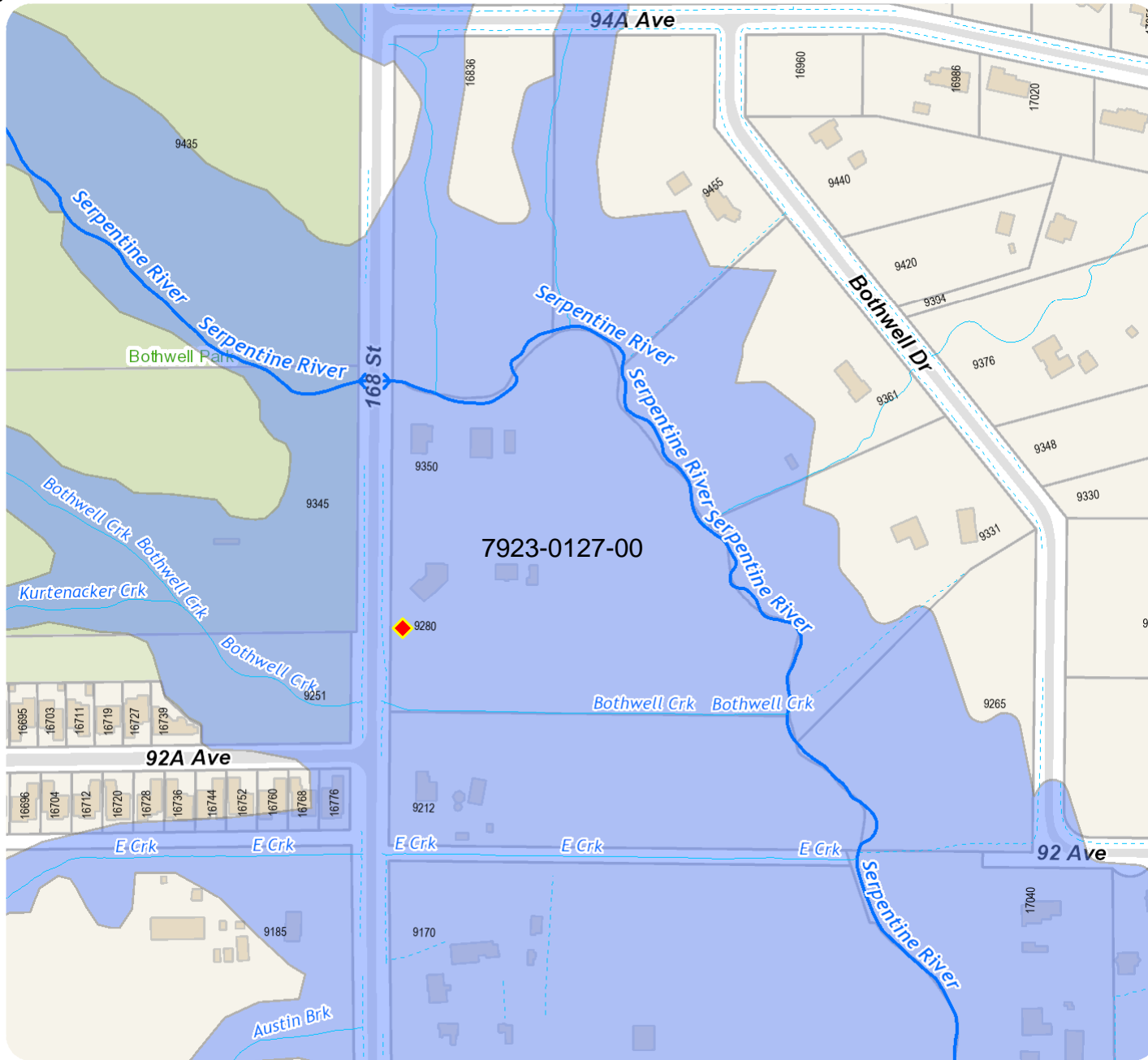
- Development shall minimize the impact on the existing local natural environment, including wildlife and aquatic habitat, riparian areas, and areas used on a seasonal/temporary basis such as ephemeral watercourses and migration corridors, as determined through consultation with senior environmental agencies.
- Assessment of impacts shall include effects on ecotones and biodiversity of the local environment.
- The developer is to identify and assess the environmental impacts, and obtain required approvals from agencies, such as DFO and BC Ministry of Environment, as necessary, including implementation of compensatory or mitigative measures as appropriate.

4. Community Plans & Impact on Local Residents

- Impact of filling and development of the floodplain on existing local residents, including an assessment of the volume of truck traffic required to infill the proposed development area and mitigation of such impacts.

5. Long Term Risk (Ground Subsidence and Climate Change)

- In order to minimize anticipated risks associated with Climate Change and Regional Ground Subsidence, the developer will be required to evaluate the impact of up-to-date forecasted changes on the level of service to the proposed development. Risk mitigation measures will be required to account for forecasted changes over a fifty year horizon from the anticipated date of development. Local settlement, regional subsidence, ocean level rises (and associated 200 year flood elevations) will need to be accounted for at the development site as well as on municipal infrastructure proposed to service the development.



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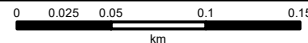
Water Courses Internal

- River
- Creek
- - - Ditch
- 200 Year Flood
- Road Surface

Extent of 200-Year Floodplain

Scale: 1:4,000

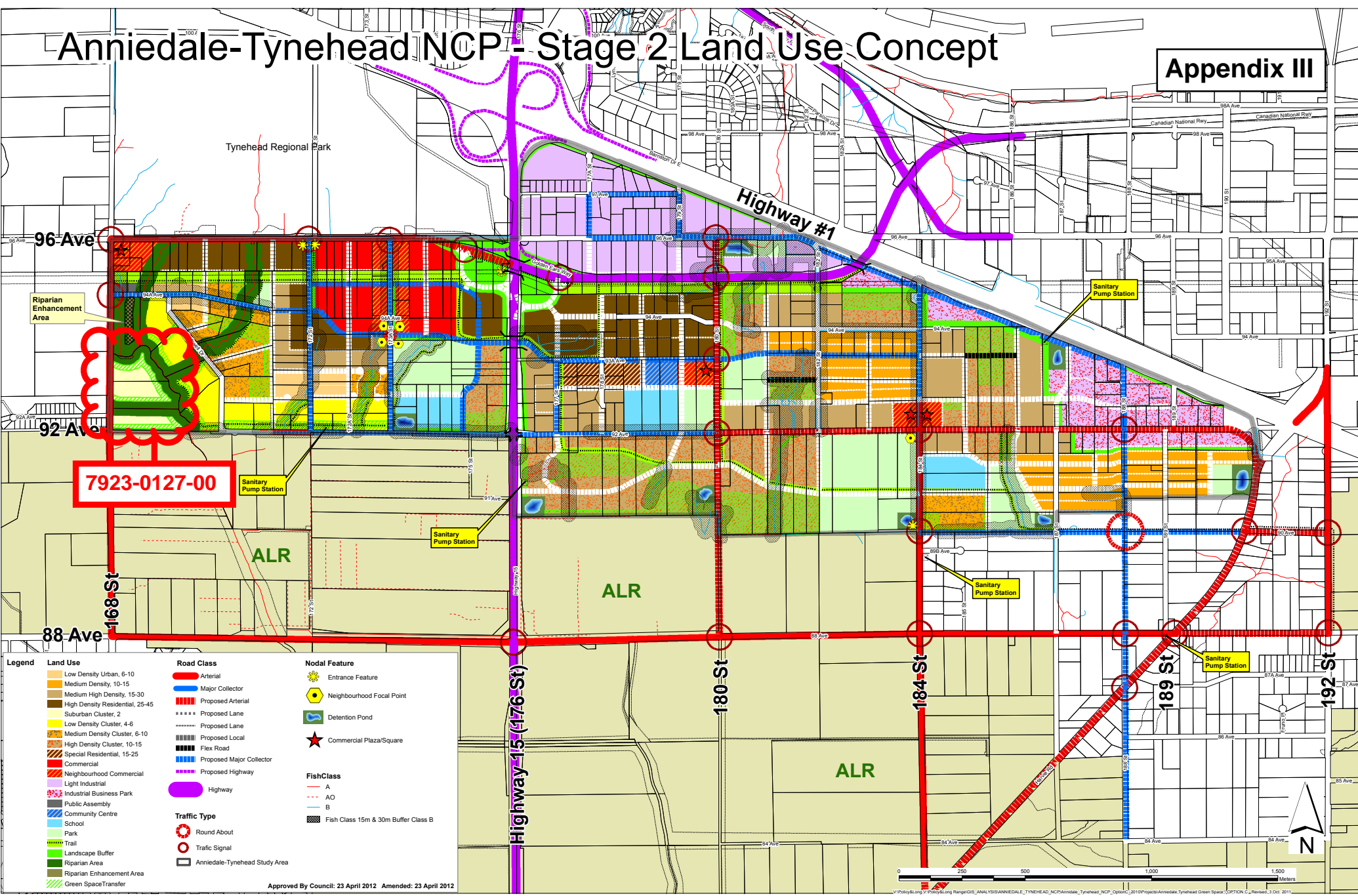
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Map created on: 2023-08-23

Anniedale-Tynehead NCP - Stage 2 Land Use Concept

Appendix III



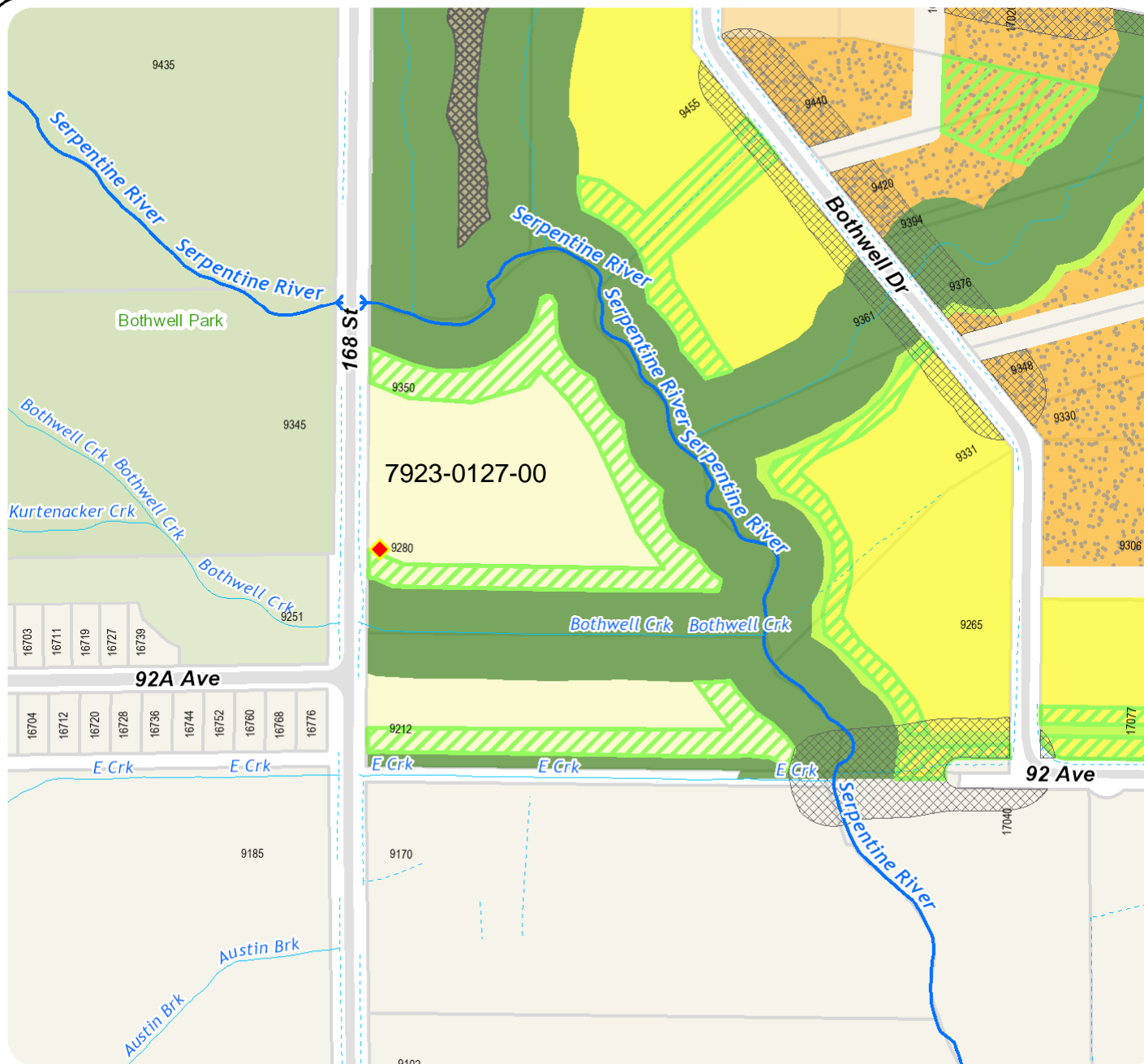
7923-0127-00

Land Use	Road Class	Nodal Feature
Low Density Urban, 6-10	Arterial	Entrance Feature
Medium Density, 10-15	Major Collector	Neighbourhood Focal Point
Medium High Density, 15-30	Proposed Arterial	Detention Pond
High Density Residential, 29-45	Proposed Lane	Commercial Plaza/Square
Suburban Cluster, 2	Proposed Lane	Fish Class
Low Density Cluster, 4-6	Proposed Local	A
Medium Density Cluster, 6-10	Flex Road	AO
High Density Cluster, 10-15	Proposed Major Collector	B
Special Residential, 15-25	Proposed Highway	Fish Class 15m & 30m Buffer Class B
Commercial	Highway	
Neighbourhood Commercial		
Light Industrial		
Industrial Business Park		
Public Assembly		
Community Centre		
School		
Park		
Trail		
Landscape Buffer		
Riparian Area		
Riparian Enhancement Area		
Green Space Transfer		
	Traffic Type	
	Round About	
	Traffic Signal	
	Anniedale-Tynehead Study Area	

Approved by Council: 23 April 2012 Amended: 23 April 2012

0 250 500 1000 1500 Meters

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Legend

Water Courses Internal

- River
- Creek
- Ditch

- Road Surface

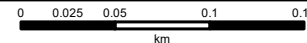
Anniedale Tynehead

- Suburban Cluster (Green Space Transfer)
- Low Density Cluster (Green Space Transfer)
- Medium Density Cluster (Green Space Transfer)
- Low Density Urban
- Suburban Cluster
- Low Density Cluster
- Medium Density Cluster
- Public Assembly
- Riparian Area

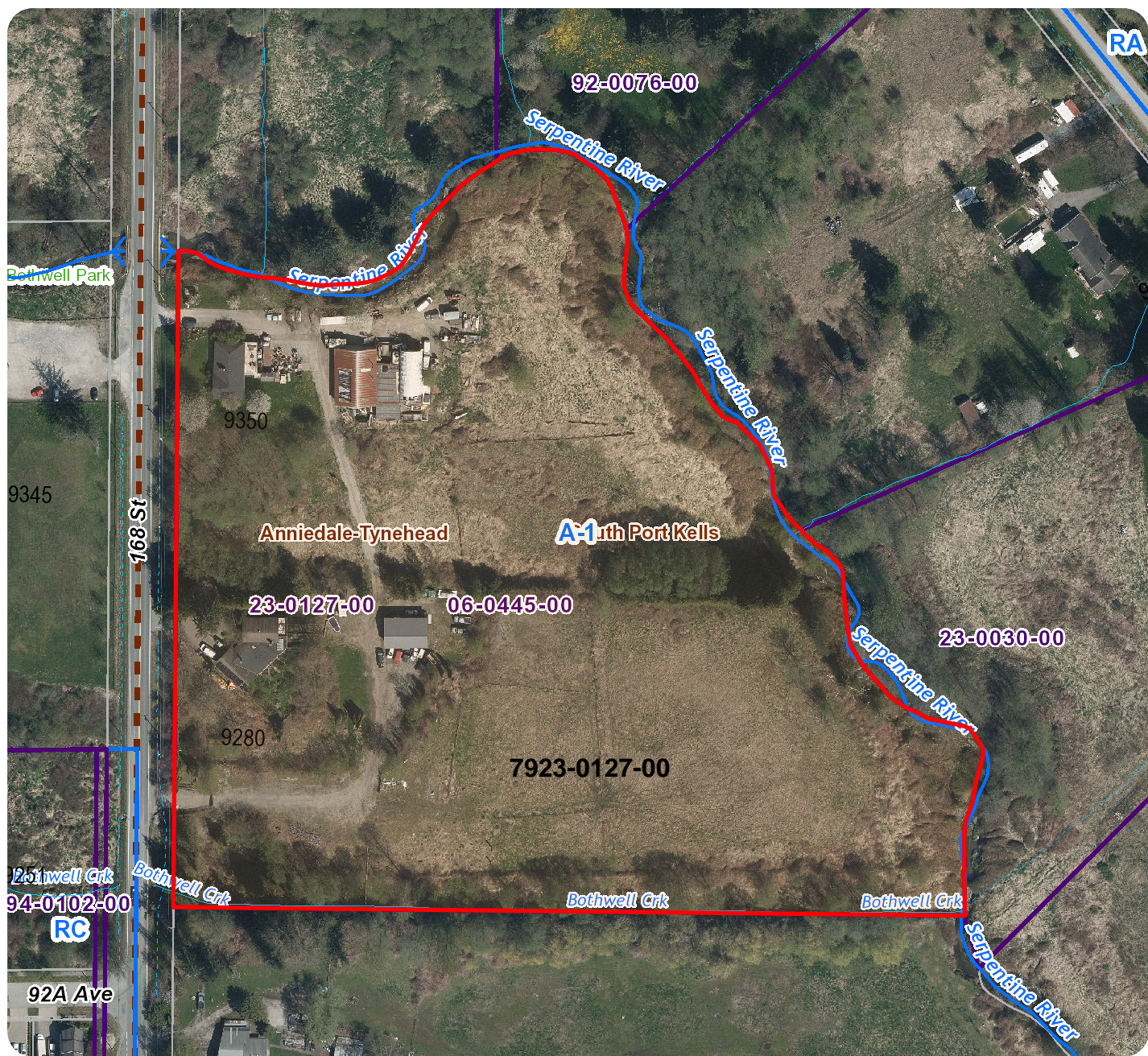
Anniedale-Tynehead NCP

Scale: 1:4,000

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Map created on: 2023-08-23



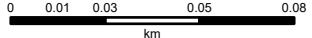
Legend

- Water Courses Internal
- River
- Creek
- - - Ditch
- Road Names1000_4000
- Park (labels)
- Plaza/Square (labels)
- ▭ Dev Apps - All
- ▭ Zoning Boundaries
- ▭ Secondary Plan Boundaries
- ▭ Buildings (labels)

Aerial Image

Scale: 1:2,000

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Map created on: 2023-10-24

Appendix IV**C. STAFF PRESENTATIONS**

- 1. Development Application 7923-0127-00**
Robert Ordelheide, Planner
Address: 9280 and 9350 - 168 Street

The Planner summarized the report dated August 23, 2023, regarding Development Application No. 7923-0127-00 which proposes a development that is a 3,290 sq. m. funeral parlour and crematory building, with a 671 sq. m. accessory office building. The following information was highlighted:

- The subject property is designated 'Suburban' in the Official Community Plan (OCP) and designated 'Suburban Cluster,' 'Green Density Transfer,' and 'Riparian Area' in the Anniedale-Tynehead Neighbourhood Concept Plan (NCP). The current zone is General Agricultural Zone (A-1). The site is subject to Development Permit requirements for Hazard Lands (Flood Prone & Steep Slopes [DP₂]), and for Sensitive Ecosystems (Streamside Areas & Green Infrastructure Areas [DP₃]).
- Based on observations from nearby development applications, staff note that the five-year active floodplain boundary exceeds the top of bank for some portions of the Serpentine River. Based on this, staff extrapolate that there is a probability that the site's provincial streamside setback will exceed City of Surrey requirements. As part of the application, the applicant's Qualified Environmental Professional (QEP) will be required to conduct further analysis in this regard.

- The requirement for a development permit under DP2 (Hazard Lands) will require the applicant to retain a Qualified Professional (Geotech) to evaluate the site and the proposed development from both a slope and a flood plain perspective. This work has yet to be completed by the applicant.
- The proposed development is fully situated within the 200-year floodplain of the Serpentine River, and therefore is subject to City Policy O-55, 'Development within the Nicomekl and Serpentine River Floodplains'. Policy O-55 was adopted by Council in 2008 and regulates development and associated filling within the floodplain.
- The development as currently proposed does not meet Policy O-55 as the proposed use does not align with the Anniedale-Tynehead NCP or OCP land use designations. The applicant is proposing the placement of a currently unknown volume of fill on the site, to depths in areas in excess of 2.0-metres to achieve the 7.0-metre geodetic flood control level required by the Province and City of Surrey.
- The associated filling of the property to support the proposed use would impact flood conveyance and storage capacity of the broader floodplain area, which could result in increased flood risk and hazards to other properties in the floodplain, many of which are in the Agricultural Land Reserve (ALR). This development would also set a precedent for allowing new development to fill within the 200-year floodplain in contravention of Policy O-55.

In response to questions from the Committee, the Planner and Drainage Manager provided the following information:

- The City has a robust lowland drainage model which indicated that the area would be flooded in a 10-year storm event. With more severe storm events, this will activate flood storage. By filling this property in, there is significant flood storage that is lost and that water has to travel somewhere else. Currently in the NCP, it is a suburban cluster which is a very low-density form of development with much less fill required to support it. The proposal would result in much higher intense use and bigger area of fill with more significant impact on lowlands than the NCP designation would anticipate.
- Groundwater elevation is fairly high in this area therefore subsurface storage facilities (e.g., underground detention tanks) to hold stormwater are considered quite challenging at this location.
- Policy O-55 has been in place for over 15 years and is clear about the City's requirements for floodplain development. This application proposal does not abide with Policy O-55 and deviates from the policy. Approval of this application proposal would set a precedent for other future developments requesting significant fill within the floodplain.
- The surrounding environment consists of a mixture of current and future suburban residential neighbourhoods, parkland, and farmland. Staff note that the scale and form of the proposed funeral parlour building appears commercial/industrial in nature which is not congruent with the surrounding environment.

- The Anniedale-Tynehead NCP designates this site as 'suburban residential cluster' which is the lowest of residential densities (2 units per acre gross). This was done in recognition of the site's location in the 200-year floodplain, particularly to reduce environmental degradation and avoid the excessive use of fill required to support more intensive land uses.
- Five Rivers Community Services Society is the developer.

The Committee provided the following comments:

- Impact of filling this property is that it is a catch area for a flood. If filled in, the flood is going downstream. Be more curious to know the 20 or 50-year floodplain versus the 200-year floodplain.
- Perhaps consider lowering the average grade such that storage volume remains same instead of increasing it and having the building elevated. Also design it in a way that during a flood event, water will pass underneath the building and not damage the site with same storage volume.
- Challenge is the design has minimum basement elevation (MBE). The grade all the way up the MBE has fill restrictions. Consider designing them before footprint becomes larger with few restrictions. Consider implementing crawl spaces to make grade low as possible.
- One of the committee members expressed that this application is better if grades were kept low and have storage volume more or less similar as what it was before.
- City has the issue where they can't allow development in 200-year floodplain unless it is built up in order to stay dry and can't allow upstream fill as it will impact agriculture down below and it is determined by Supreme Court of B.C. and Canada.
- City of Surrey policy states you have to build above 200-year floodplain but MBE counts top of slab elevation for slab on grade structure and bottom of floor for crawl space structure. If site is built above crawl space and is above 200-year floodplain, it would qualify. If they allowed the parking lot on the flood plain where it was not filled and there is a flood event, the funeral would be cancelled.
- The site is high enough upstream so when we do have floods, we still have gravity drain which goes south towards 88 Avenue and pump is not needed there. The amount of water seen in the past years was just grassland pastures which affected productivity more by beaver dams and tree removal than the fill amount. The effect downstream is not as substantial where farms are at the bottom of 176 Street where the water ends up.
- The problem is they cannot allow upstream development to displace water all the way down.
- Consider building a big detention tank. The tank can go partially under the parking lot, so the fill does not come in. The tank will be waterproof and still have capacity once the flood comes.
- Concerns are the deviation from Policy O-55 and negative impact for the ALR lands downstream. Consider in 20 years where upstream will be developed. There will be a need on a regular basis for storage capacity. Do not think the storage facility should be located at this property and can be relocated elsewhere in Surrey.

- If the applicant wants to propose storage facility here, they have to explore other options and provide more storage volumes which will demonstrate if they can have the pre and post storage volumes currently. Currently, this does have negative impact for agricultural downstream.
- It does not fit with the surrounding environment. Recommend different architecture.
- This may not be a bad site for the funeral parlour if they resolve the issues stated and demonstrate a need for it.

It was

Moved by R. Sihota

Seconded by R. Tamis

That the Agricultural and Food Policy

Committee recommend that the General Manager of Planning and Development refer the Development Application 7923-0127-00 back to staff to work with the applicant in order to develop a plan to mitigate the impacts of displacing the storage capacity on this property and the 200-year floodplain and eliminate the damage that may occur to the agricultural lands downstream.

Carried