

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7906-0351-00

Planning Report Date: July 27, 2009

PROPOSAL:

- **OCP Amendment** from Suburban to Multiple Residential
- **Rezoning** from RA to CD (based on RM-30)
- **Development Permit**
- **Heritage Revitalization Agreement**

in order to permit the development of 73 townhouse units and the restoration and maintenance of the historic George E. Lawrence House.

LOCATION:

18431 Fraser Highway
 18470 - 70 Avenue

OWNER:

0761210 B.C. Ltd., et al

ZONING:

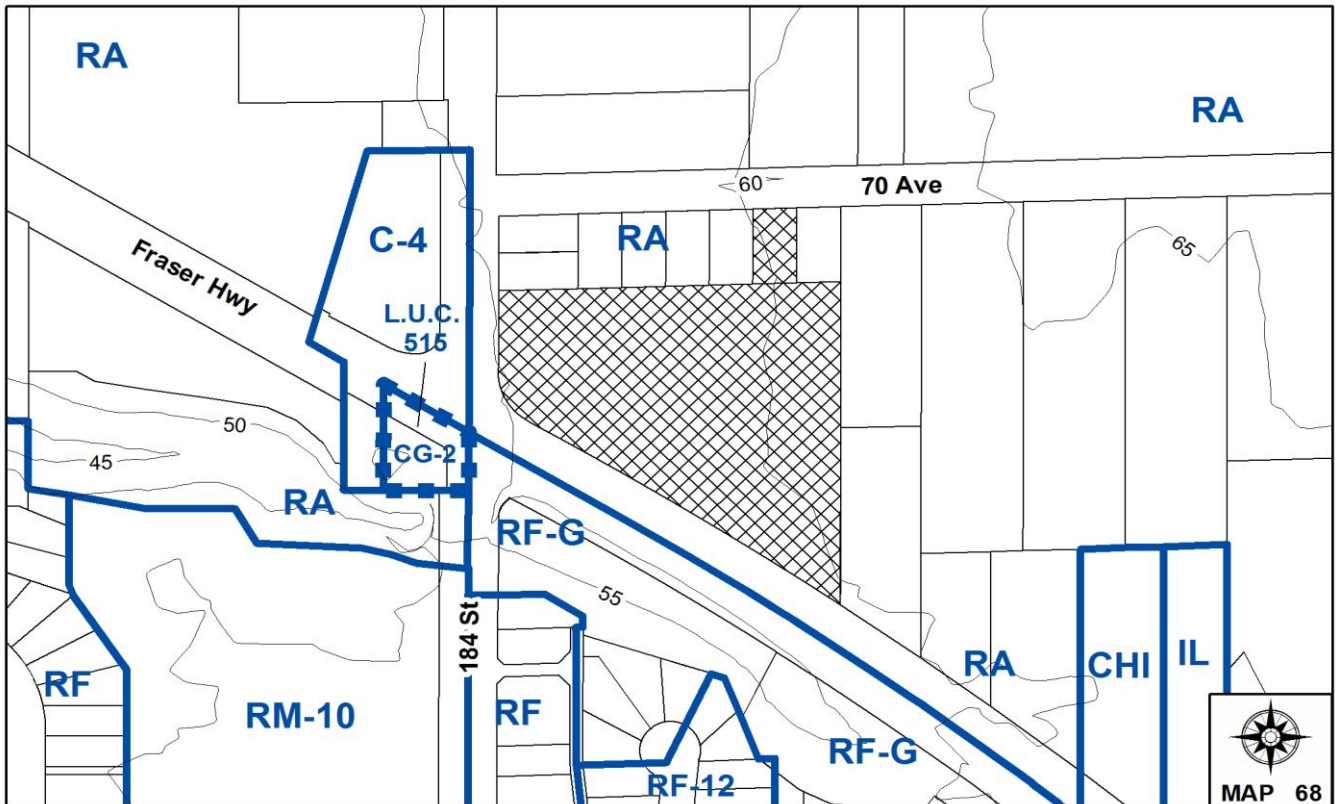
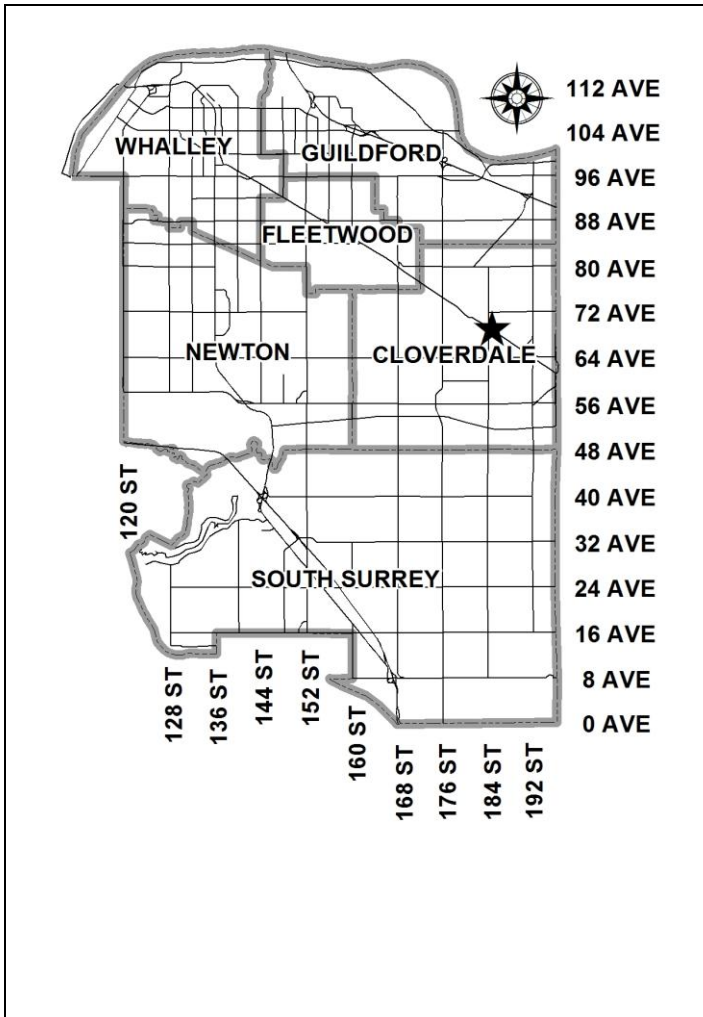
RA

OCP DESIGNATION:

Suburban

**CLAYTON
 GENERAL LUP
 DESIGNATION:**

Multi-Family
 Residential/Townhouses or Apt



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for:
 - OCP Amendment;
 - Rezoning; and
 - Heritage Revitalization By-law.

- Approval to draft Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed use (townhouses) is not supported by the current Official Community Plan (OCP) designation (Suburban) and requires redesignation to "Multiple Residential".

- The application is proposed in advance of a Neighbourhood Concept Plan being prepared that can guide development in the area.

RATIONALE OF RECOMMENDATION

- Complies with the Clayton General Land Use Plan.

- The historic George E. Lawrence House will be restored and adaptively re-used as part of this application.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating a portion of the subject site from "Suburban" to "Multiple Residential" and a date for Public Hearing be set.
2. Council determine the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendment to the Official Community Plan, as described in the Report, to be appropriate to meet the requirement of Section 879 of the Local Government Act.
3. a By-law be introduced to rezone a portion of the subject site from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
4. a By-law be introduced to allow the property owner and the City of Surrey to enter into a Heritage Revitalization Agreement to allow for the restoration and maintenance of the George E. Lawrence house at 18431 Fraser Highway.
5. Council approve the applicant's request to reduce the amount of required indoor amenity space from 219 square metres (2,357 sq.ft.) to 133 square metres (1,432 sq.ft.).
6. Council approve the applicant's request to reduce the amount of required outdoor amenity space from 219 square metres (2,357 sq.ft.) to 101 square metres (1,087 sq.ft.).
7. Council authorize staff to draft Development Permit No. 7906-0351-00 in accordance with the attached drawings (Appendix II).
8. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of a subdivision layout to the satisfaction of the Approving Officer;
 - (c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
 - (d) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) resolution of all urban design issues to the satisfaction of the Planning and Development Department;

- (f) the applicant address the concern that the development will place additional pressure on existing park facilities to the satisfaction of the General Manager, Parks, Recreation and Culture;
 - (g) registration of a Section 219 Restrictive Covenant for "no build" on a portion of 18431 Fraser Highway until future consolidation with the adjacent property (18480 - 70 Avenue);
 - (h) registration of a Statutory right-of-way for public rights-of-passage for a multi-use pathway along the southern boundary adjacent proposed Buildings 1, 2 and 3;
 - (i) the applicant adequately address the impact of reduced indoor amenity space;
 - (j) the applicant adequately address the impact of reduced outdoor amenity space;
 - (k) resolution of all heritage issues to the satisfaction of the General Manager, Planning and Development;
 - (l) provision of community benefit to satisfy the OCP Amendment policy for Type 2 OCP amendment applications;
 - (m) demolition of all existing buildings and structures with the exception of the George E. Lawrence House to the satisfaction of the General Manager, Planning and Development; and
 - (n) resolution of any recommendations from the Heritage Advisory Commission.
9. should Council select Option 2, described in this report, staff should be directed to commence the preparation of an NCP for West Clayton.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.

School District: **Projected number of students from this development:**

4 Elementary students at Martha Currie Elementary School
3 Secondary students at Lord Tweedsmuir Senior School

(Appendix IV)

Parks, Recreation & Culture:

Fraser Highway is identified as a Heritage Road and Bike Route. The design of the streetscape and intersection should have an attractive treatment to reflect this. Parks has concerns about the pressure this project will place on existing parks, recreation & culture facilities in the area. The applicant is requested to meet with parks representatives to resolve these concerns.

Heritage Advisory Commission (HAC):

The proposed Heritage Revitalization Agreement for the George E. Lawrence House will be considered by HAC on July 23, 2009, following finalization of this report.

SITE CHARACTERISTICS

Existing Land Use: 18431 Fraser Highway is primarily vacant with the exception of the George E. Lawrence heritage house and barn. 18470 - 70 Avenue is a suburban lot with an existing house which will be removed.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North:	Single family houses.	Suburban in OCP	RA
East:	Two small acreage lots.	Suburban in OCP	RA
South (Across Fraser Highway):	City-owned parcel (park) with a red coded creek running through it.	Urban in OCP and Open Space in North Cloverdale East NCP	RF-G
West (Across 184 Street):	Vacant commercial lot.	Suburban in OCP.	C-4

APPLICANT'S JUSTIFICATION FOR THE PROPOSED OCP AMENDMENT

The applicant has provided the following rationale to support the proposed Official Community Plan (OCP) designation amendment. Staff comments are noted in italics.

Heritage Building Rehabilitation / Retention

- The applicant feels that the proposed OCP amendment from Suburban to Multiple Residential is supported by the rehabilitation and preservation of the George E. Lawrence House, which is a heritage building that dates back to 1908. A Heritage Revitalization Agreement is proposed that will facilitate the rehabilitation and maintenance of the building.

- While the house will be moved from its existing location due to a conflict caused by the future widening of Fraser Highway, it will remain on the site and serve as an amenity building and as a gateway to the development (the building is to be located at the southeast corner of the site). The applicant also sites timing as an issue due to the existing condition of the building, thus making the restoration vital so that the building is not lost.

(The George E. Lawrence House is identified on the City of Surrey's Heritage Registry. The Ontario Cottage style house was built in 1908 and has historical value as it is one of the few remaining buildings of its type in Surrey and for its association with the farming and ranching practices dating back to the turn of the century. The house is also significant as Lawrence was an early Surrey pioneer, having been a Councillor from 1905-6 (under the jurisdiction of Hall's Prairie).

The retention of this building in such a prominent location will be a significant achievement. While the building's use would be private in nature, it will provide public benefit by adding to the articulation of the streetscape along Fraser Highway.)

Clayton Neighbourhood Improvements

- The applicant feels that through the proposed development they will be able to provide significant improvements that will provide public benefit for the Clayton neighbourhood and to the residents of Surrey. Specifically they note the provision of a multi-use pathway and buffer along Fraser Highway that will be constructed and maintained by the developer. The applicant will also be dedicating an additional 11.2 metres (37 ft.) of road along Fraser Highway that will facilitate its future widening to a 39.0-metre (130 ft.) standard. The dedication on the north side of the Fraser Highway will enable the road widening to avoid impacting the environmentally sensitive creek on the south side of the Fraser Highway. Over 30% of the total site area will be dedicated for road improvements of benefit to the overall Clayton area.
- A new north-south public road is also proposed, thus providing opportunity for connection from Fraser Highway to 70th Avenue. The applicant notes that the new road can provide access for both the proposed development as well as the broader area as it develops over time. It is also understood that limiting road accesses from Fraser Highway is a priority for the City, thus allowing traffic to potentially move more freely in the area.

(In the absence of an approved Neighbourhood Concept Plan (NCP), issues such as road and pedestrian connectivity (e.g. the landscape buffer / pathway) were considered as part of the review of this application, as these typically would be dealt with as part of the detailed planning policy work for the area. It is expected that both the buffer/pathway along Fraser Highway and the north-south road would be considered in the context of a future NCP and extended when additional development occurs in the area. Both of these should foster a more connected pedestrian and vehicular network in the area.)

- It is also noted that the site is already connected to the necessary services (e.g. city water and sanitary sewer) and will not require additional upgrades to facilitate development. In this regard the project is 'shovel ready' for development.

(The subject site was serviced in 2007 when land was acquired to construct Fraser Highway to its present standard.)

Land Use Based

- The applicant has indicated that the proposed use should be supported as it is in keeping with the Multi Family Residential/Townhouse or Apartment designation of the Clayton General Land Use Plan. Further it is noted that 73 attractively designed townhomes would be provided, in addition to providing significant indoor and outdoor amenities for those residents. The proposed density would be under 24 units per acres (60/ha). The final point that the applicant has noted is that the development will improve public safety through the restoration and preservation of a threatened heritage building. The heritage assessment of the George E. Lawrence House indicates the early Clayton pioneer farm house can be restored but time is of the essence as the building has been repeatedly vandalized and subjected to minor fire damage. The applicant has indicated estimated restoration costs will be approximately \$500,000.

(The application is in keeping with the General Land Use Plan for the Clayton area, however it is noted that this is a very general planning document which was approved in 1998. The detailed work that would facilitate such an application is typically done through an NCP process and plan.)

Other

- The applicant has proposed \$4,500.00 per unit in order to satisfy the voluntary contribution for significant community benefit in accordance with a Type 2 OCP Amendment application.

(It is Council's policy that amendments to the Official Community Plan be considered only if, in its opinion, the proposed amendment will provide significant community benefit. This offer is consistent with recent Type 2 OCP Amendment applications.)

DEVELOPMENT CONSIDERATIONS

Background

- The subject site is located at the northeast corner of 184th Street and Fraser Highway and encompasses two (2) properties located at 18431 Fraser Highway and 18470-70 Avenue.
- The 1.76-hectare (4.36-acre) site is designated Suburban in the Official Community Plan (OCP) and zoned One-Acre Residential (RA).
- Figure A-20 of the OCP identifies the Clayton area as one of the "Suburban Areas with Potential for Long Term Development (subject to Land Use Planning with Local Residents)."
- The application is proposed outside of a Neighbourhood Concept Plan (NCP) area. However the General Land Use Plan for Clayton (approved by Council under Corporate Report No. C410 in 1998) identifies the subject site for use as Multi Family Residential / Townhouse or Apartments.

- This application was originally submitted in July 2006, but it was considered premature pending the outcome of the following: an NCP for this area of Clayton. However, this decision was reconsidered in early 2009 based on the applicant's ability to preserve and restore a Heritage Building and with the site having existing services available.
- The George E. Lawrence house is located at 18431 Fraser Highway and was built in 1908 and has features that include a single-gable roof dormer, wooden drop siding and whalebone bargeboards. The house is listed on the Surrey Heritage Register and has historical value as it is one of the few remaining buildings of its type in Surrey and for its association with the farming and ranching practices dating back to the turn of the century. The house is also significant as Lawrence was an early Surrey pioneer, having been a Councillor from 1905-6 (under the jurisdiction of Hall's Prairie).

Current Proposal

- The application proposes the following: an Official Community Plan amendment from Suburban to Multiple Residential; rezoning from 'One-Acre Residential Zone (RA)' to 'Comprehensive Development Zone (CD)' (based on the Multiple Residential 30 Zone (RM-30)); a Development Permit; and a Heritage Revitalization Agreement, in order to permit the development of 73 townhouse units and the restoration, adaptive re-use and maintenance of the George E. Lawrence Heritage House for use as an amenity building.
- The proposed townhouse development consists of a combination of stacked units in a 4-storey building form with both tandem and double car garages (Buildings 1 to 4) and 3-storey units with double car garages (Buildings 6 to 10). The 4-storey buildings are located along the road edges (184 Street, Fraser Highway and the new north-south road) and have 2-storey elements at each end of each building. The 3-storey buildings are located in the centre of the site and along the north property line.
- The proposal indicates a total floor area of 13,284 square metres (142,298 sq. ft.), representing a net floor area ratio (FAR) of 1.10.
- While technically the 286-square metre (3,079 sq.ft.) portion noted as Site 'B' on the site layout (see Appendix II) is part of this application, it is not proposed to be rezoned or redesignated at this time. The density has been calculated with Site 'B' excluded. Site 'B' will be consolidated with neighbouring properties as a separate development site in the future. Site 'B' will remain zoned RA.
- The Heritage Revitalization Agreement (HRA) will allow the George E. Lawrence House to be relocated to the southeast corner of the site, rehabilitated and altered to facilitate its future use as the amenity building for the proposed townhouse project.
- The proposed indoor amenity area, totalling 133 square metres (1,432 sq.ft.), does not meet the Zoning By-law requirement of 219 square metres (2,357 sq.ft.) based on the standard 3 square metres (32 sq.ft.) per dwelling unit. The applicant will be required to pay cash-in-lieu for the 86 square metres (926 sq. ft.) that is deficient.
- The outdoor amenity area, totalling approximately 101 square metres (1,087 sq. ft.), does not meet the Zoning By-law requirement for outdoor amenity space of 219 square metres (2,357 sq. ft.), based on the standard 3 square metres (32 sq.ft.) per dwelling unit. The applicant will be required to pay cash-in-lieu for the 118 square metres (1,270 sq. ft.) that is deficient.

- The application proposes 161 parking spaces, consisting of 146 resident and 15 visitor spaces, which meets the Zoning By-law requirement of 161 spaces.

Proposed CD By-law

- The proposed CD Zone is based on the Multiple Residential 30 Zone (RM-30) with modifications to the allowable density and setback requirements. The permitted uses will be multiple unit residential buildings, ground-oriented multiple residential buildings and child care centres.
- With a floor area ratio (FAR) of 1.10, the proposed density is higher than that permitted under the RM-30 Zone for a site 1-hectare (2.47 ac) or smaller. This is supportable as a significant portion of the subject site (1.76 ha, 4.36 ac) is being dedicated for road purposes. The RM-30 Zone would allow a maximum FAR of 0.90 for this 1.22-hectare (3.00 ac) site.
- While the RM-30 Zone permits a unit density of up to 75 units per hectare (30 upa), the proposed CD Zone limits the unit density to a maximum 60 dwelling units per hectare (24 upa.), which accommodates the 73 dwelling units proposed.
- The RM-30 Zone requires that buildings and structures be sited a minimum of 7.5 metres (25 ft.) from all property lines. The proposed CD Zone provides for some modifications to these setbacks as shown below:

Zone	Front Yard	Rear Yard	Side Yard	Side Yard on a Flanking Street
Proposed CD By-law	4.9 metres (16 ft.)	2.4 metres (8 ft.)	2.4 metres (8 ft.)	7.5 metres (25 ft.)
RM-30	7.5 metres (25 ft.)	7.5 metres (25 ft.)	7.5 metres (25 ft.)	7.5 metres (25 ft.)

- The proposed CD Zone allows the front yard setback (adjacent 184 Street) to be reduced to 4.9 metres (16 ft.) to provide a more urban edge along 184 Street.
- The proposed side yard setback of 4.5 metres (15 ft.) is particular to Building 1. This proposed setback will provide a continuous streetscape along 184 Street. It is anticipated that the site to the north will have a similar side yard setback.
- The proposed rear yard setback of 2.4 metres (8 ft.) (east property line) is particular to the George E. Lawrence Heritage building (Building 11). Bringing the building closer to the street will enhance and define the streetscape by focusing the renovated heritage house at a prominent corner location.

Heritage Revitalization Agreement

- The applicant has agreed to enter into a Heritage Revitalization Agreement (HRA) to ensure the preservation of the George E. Lawrence House and has submitted a Conservation Plan. The HRA will allow the building to be relocated to the southeast corner of the site, rehabilitated and altered to facilitate its future use as the amenity building for the proposed development. The alterations primarily focus on the introduction of a basement and a small addition at the rear of the building

which will house the washroom facilities. The HRA will also act to guide the future maintenance of the house.

- The HRA is scheduled for review by the Heritage Advisory Commission (HAC) on July 23, 2009, after the finalization of this report. Any recommendations made by HAC will be addressed prior to consideration of final adoption.

Arborist Report and Tree Location/Retention Plan

- The Arborist Report, prepared by Mike Fadum and Associates Ltd. and dated July 13, 2009, identifies 49 mature trees on the developable portion of the site. Of these, 24 trees are proposed to be removed as a result of either poor condition or because they will conflict with the future development area. There will be 25 trees retained.
- The table below provides a summary of the proposed tree removal by species:

Tree Species	Number of Trees	Number to be Retained	Number to be Removed
Apple	5	0	5
Western Red Cedar	3	1	2
Cherry	6	3	3
Black Cottonwood /Red Alder	11	0	11
Indigenous Cherry	1	1	0
Chestnut	1	1	0
Persian Ironwood	6	6	0
Maple	4	4	0
English Oak	1	1	0
Pear	1	0	1
Plum	1	1	0
Japanese Snowbell	6	6	0
Colorado Blue Spruce	1	0	1
Spruce	1	1	0
Weeping Willow	1	0	1
Total	49	25	24

- Surrey's Tree Protection By-law requires that all trees be replaced at a 2:1 ratio, excluding Red Alder and Black Cottonwood (to be replaced at a 1:1 ratio). The application proposes 93 replacement trees to be provided, which is 67 trees more than the 26 required under the Tree Protection By-law.

PRE-NOTIFICATION

Pre-notification letters were sent on April 20, 2009, June 24, 2009 and July 10, 2009, the latter two due to modifications to the proposal.

In response staff received correspondence from 10 residents as well as a petition signed by 32 residents of the area opposing the proposal for the following reasons (with staff comments in italics):

- A Neighbourhood Concept Plan should be completed to include all properties adjacent the subject site, extending to 182 Street and from Fraser Highway to 72 Avenue.

(In order for staff to proceed with an NCP for this area, due to staff resources, preparation of an NCP in another area of Surrey would need to be delayed.)

- It was understood that no development would occur in advance of the NCP and thus the proposed Official Community Plan Amendment from ‘Suburban’ to ‘Multiple Residence’ is contrary to the previous direction.

(The intention has been to prepare an NCP prior to land development applications proceeding to Council.)

- The petitioners oppose having one parcel proceed outside of an NCP without the area being planned.

(The subject application is being considered in advance of an NCP based on the applicant’s commitment to preserving the George E. Lawrence Heritage House. The subject site is also unique in that the lot is already serviced, thus allowing for development without the premature extension of services.)

- They note that an outside Engineer has confirmed that servicing (i.e. sanitary sewer, storm sewer and water) is ‘obtainable’ at Fraser Highway and 182 Street.

(The Engineering Department advises that widespread development in this area is limited by the level of available sanitary sewer capacity. The subject site falls within a catchment area that includes lands to the east and northeast (including Clayton Park). While there is capacity to service lands within this catchment area there is presently no additional capacity for lands in Clayton that are beyond.)

- The development potential of the residential properties north of the subject site will be compromised without these parcels being consolidated with the lands under application, including rezoning these at this time. The parcels are believed to be too small to accommodate a townhouse development on their own.

(The applicant has provided a conceptual design (see Appendix II) that confirms that adjacent parcels to the north can be developed to a similar density as proposed in the subject application.)

- The proposed development will cause increased traffic which would impact the neighbourhood, especially with access proposed through an existing lot (18470 - 70th Avenue).

(Local transportation was a consideration in the review of the application. A new north-south road is proposed, thus limiting the need for additional accesses when future development occurs. It is expected that adjacent development sites will utilize the road rather than accessing Fraser Highway or 70th Avenue.)

- The proposal will add to the existing parking problems on 70 Avenue generated by Clayton Park and Hillcrest Elementary School.

(To mitigate impacts from expected uses in the future, 70 Avenue will be developed to a 22.0-metre (72 ft.) collector standard which allows for some limited on-street parking. The proposed development will provide 161 parking spaces which complies with the parking requirements of the Zoning By-law.)

- While not opposed to the proposal, one respondent has requested that if this application proceeds the City should acknowledge that surrounding properties can develop in advance of an NCP for the area.

(The subject application is being considered in advance of an NCP based on the applicant's commitment to preserving a heritage house. The subject site is also unique in that the lot is already serviced, thus allowing for development without the premature extension of services. There are no other parcels in the area with similar conditions.)

- The application should not utilize all of the available servicing capacity on 184th Street and should upgrades be required in the future, the applicant should be required to contribute to any upgrades that may be required. In summary, future applications should not be required to cover funding shortfalls caused by this application, including for payment of NCP fees.

(The Engineering Department advises that development in this area is limited by the level of available sanitary capacity. The subject site falls within a catchment area that includes lands to the east and northeast (including Clayton Park). While there is capacity to service lands within this catchment area there is presently no additional capacity for lands that are outside of this area.

The applicant has agreed to pay \$4,500.00 per unit to satisfy the community benefit policy related to a Type 2 OCP Amendment application. The applicant will also be required to pay Development Cost Charges at the time of building permit.)

- This application could lead to additional applications outside of an NCP that would impact the viability of an existing family-owned business.

(At this time there are no other parcels under application in the general area.)

- The George E. Lawrence house should not be restored as it is considered a "... waste of money."

(The house is listed on the Surrey Heritage Register and has historical value as it is one of the few remaining buildings of its type in Surrey and for its association with the farming and ranching practices dating back to the turn of the century.)

Public Information Meeting (PIM)

The applicant conducted a Public Information Meeting (PIM) on Monday July 6, 2009. Approximately 215 invitations were sent out advising of this meeting which was attended by 30 persons. The issues and concerns raised at the PIM mirrored those identified through the pre-notification letter process. More specifically the comments were as follows:

- The project should not be brought forward until the NCP for this area is completed;
- This project could make adjacent RA-zoned properties undevelopable in the future;
- The City of Surrey should reject any proposal until an NCP is done;
- Preparing for the future is great;
- Development could affect existing drainage;
- To develop property along 70 Avenue will require property owners to provide road access from lots that are only 120 ft. deep;
- 70 Avenue needs major upgrading to accommodate traffic;
- Some property owners with smaller lots expressed concern about the viability of land assembly and redevelopment of their property;
- Several residents indicated they had no objection to the proposed development concept but expressed opposition to the project proceeding before an NCP was adopted for the area;
- Several residents indicated they did not consider heritage preservation of the Lawrence House to be a high priority;
- The use of available services in the area should be equitable; and
- Concern with the proposed interface for the adjacent residential properties along 70 Avenue.

PUBLIC CONSULTATION PROCESS FOR OCP AMENDMENT

Pursuant to Section 879 of the Local Government Act, public consultation was undertaken with all persons, organizations or authorities which were considered by the local government to be affected by the proposed OCP Amendment.

DESIGN PROPOSAL AND REVIEW

Overall Design Considerations

- The proposed development contains 73, three-bedroom townhouse units, which are comprised of a mix of stacked units in a 4-storey building (Buildings 1-4) and three-storey units with double car garages (Buildings 6-10).
- Vehicular access to the site is proposed from a new north-south road that is to be developed on the east property line.

- The buildings contain the following number of units:

Building No.	No. of Units
One	9 units
Two	13 units
Three	10 units
Four	18 units
Five	5 units
Six	4 units
Seven	4 units
Eight	4 units
Nine	2 units
Ten	4 units

- Units range in size from 159.25 square metres (1,714 sq.ft.) to 212.45 square metres (2,287 sq.ft.).
- Building materials include the extensive use of vinyl siding in three colours (mocha, sage and brick colour) for all facades. The roof will be clad in asphalt shingles (weatherwood colour) and includes pitched roofs with dormers to increase the roof line articulation.
- All units are ground-oriented (i.e. no common corridors) and each unit has access to some private outdoor space of either a patio or deck.
- 161 parking spaces are provided, which is comprised of 146 resident and 15 visitor parking spaces.
- Buildings 1 to 3 are located along 184th Street and Fraser Highway. In responding to the existing grade conditions Buildings 2 and 3 are stepped down from the eastern property line (highest point). Stepping the building reduces the perception that the buildings are protruding out of the ground. It also has the added benefit of breaking up the building's massing and providing a more interesting roof line.
- Buildings 1 to 4 are designed to be 4 storeys and are primarily in the form of stacked townhouses. The first storey is primarily used for parking. The building's second storey contains one level units, with the third and fourth storey containing the second, stacked units. To further articulate and reduce building massing, select end units are designed as two-storey units.
- Building 1 also forms a prominent corner feature at the intersection of 184th Street and Fraser Highway with the building wrapping around the corner. This same treatment is replicated in Building 4 with the building wrapping where the road curves.
- Connection from the internal portion of the site to 184th Street and Fraser Highway is facilitated by pathways located between Buildings 1, 2 and 3 and on the ends of Buildings 1 and 3. Units which are directly adjacent Fraser Highway have direct access to the multi-use pathway with each unit having stairs that lead to the pathway.

- Buildings 5 to 10 are three-storey, double car garage units, located on the internal and northern portion of the site adjacent the existing suburban residential lots. Although they are primarily 4-unit buildings, Building 5 is comprised of 5 units.

George E. Lawrence House

- The George E. Lawrence House is proposed to be relocated from the southwest to the southeast corner of the site for use as an amenity building.
- The proposed renovations include an addition at the rear of the building to house the bathroom facilities and for the addition of a partial basement.
- The existing house is a small 2-storey building approximately 114.5 square metres (1,232 sq.ft.) in size. A previous 11.6-square metre (125 sq. ft.) addition at the rear of the house is proposed to be replaced with a new 24.4-square metre (263 sq.ft.) addition. The basement is small and will provide storage, access to the crawl space and contain the utility room.
- The total floor area of the house is proposed at 132.72 square metres (1,429 sq.ft.), excluding the basement.
- The existing wood siding and trim are to be refinished or replaced as necessary with the new materials required to match the existing in shape, size and colours.
- The original window frames will be restored, with windows for the new addition required to match the existing materials.
- The primary access to the George E. Lawrence House will be relocated to the new addition, in what is currently the rear (south side) of the house. The double-doors providing access to this addition will be replaced with new doors that will match the existing heritage doors. The existing, heritage door that was historically used as the front door will be retained, and will remain in a prominent location facing Fraser Highway.
- The second chimney which was not original is to be removed with the remaining concrete block chimney replaced with red brick.
- The entire house will be reroofed with new duroid shingles, which reflects the original roofing.

Landscaping

- Each unit has access to either a patio or balcony, thus providing private outdoor space for residents use. Main floor units will have direct access to outdoor patio space, thus helping to engage the building with the public realm.
- A 12.20-metre (40 ft.) wide raised landscaping buffer will be developed along Fraser Highway. The buffer will include the development of the 4.0-metre boulevard (13 ft.) that is built into the 39.0-metre (128 ft.) Fraser Highway cross-section. The applicant is required to construct the boulevard area as part of the development of this application.

- A 4.0-metre (13 ft.) wide multi-use pathway is located within the buffer which is visually separated from the building and street through extensive plantings of trees and shrubs on either side. As the buffer is raised, the pathway will be further separated from the road thus creating a very interesting experience for pedestrians.
- Units that front onto the pathway and the new public road will have direct access to these amenities by way of a steel gate.

Outdoor Amenity Space

- The outdoor amenity space is proposed adjacent the relocated heritage building and is separated from Fraser Highway by the landscape buffer (south) and by the placement of the relocated heritage building from the new north-south road. The amenity space incorporates a stamped concrete patio, benches and a playhouse.

ADVISORY DESIGN PANEL

The application was not referred to the Advisory Design panel but was reviewed by the Acting City Architect and City Landscape Architect. The applicant has addressed some of the design concerns to the satisfaction of staff. However, there remain some outstanding concerns related to the following:

- Provide coordinated and consistent plans, elevations, sections and landscape drawings;
- Provide details of grades and sections of entryways and other treatments along street interfaces;
- Provide detailed plans and elevations of building finishings and materials;
- Confirm that fencing is in character with area;
- Locate and screen all utility and mail kiosks;
- Consider shared garden plots in the outdoor amenity area;
- Remove security gates from plans; and
- Improve vehicle and pedestrian connections within the site and to public roads.

A detailed summary of the design concerns has been provided to the applicant, who has agreed to resolve all concerns prior to consideration of final approval.

PROJECT EVALUATION

The subject application is proposed outside of an area with an approved NCP. The OCP encourages contiguous development within areas that have adopted NCPs. NCPs provide a detailed coordinated planning framework for an area of land, including issues such as appropriate land uses and circulation networks. The NCP process allows for community engagement at numerous stages as the plan is developed. While there has been some effort made to engage the local community, this is not at the same scale as what would be expected through an NCP process. At this time there are no plans for the Planning and Development Department to commence work on an NCP for this area of Clayton.

The applicant argues that this application should be considered in advance of an NCP based on the applicant's commitment to preserving the George E. Lawrence heritage house. The subject site is also unique in that the lot is already serviced, thus allowing for development without the premature extension of services.

In light of the unique nature of this application there are three options available for Council's consideration:

Option 1 – *Proceed with the Application Outside of an Approved NCP*

Council may consider this application for approval outside of an NCP process and plan for this area.

Pros:

- The applicant can proceed with their application, including the retention of the heritage house, and maximize available servicing in the area;
- The applicant has agreed to a community benefit of \$4,500 per unit (for a total of \$328,500) to satisfy the OCP amendment policy for Type 2 OCP amendments; and
- The proposed development is in compliance with the Clayton General Land Use Plan (approved by Council on December 14, 1998).

Cons:

- Minimal planning context exists. This application would support 'leap frog' development which is not planned or contiguous;
- There is significant opposition from the West Clayton area to the application proceeding in advance of the NCP; and
- Proceeding with this one application in advance of an NCP sets a dangerous precedent for other landowners who are also looking to develop their lands prior to completion of an NCP.

Option 2 – *Approval to Public Hearing and Initiate an NCP Process for West Clayton*

Council could approve the application to proceed to Public Hearing and initiate an NCP process for the West Clayton area.

Pros:

- The applicant's development can proceed immediately; and
- The local community has expressed the desire to commence an NCP process for West Clayton.

Cons:

- There are no plans to proceed with an NCP process for West Clayton at this time; and
- Additional staff resources would be required.

Option 3 – *Initiate NCP Process and Defer Application Pending Completion of Stage 1 of the NCP for West Clayton*

Council could refer the application back to staff pending the completion of an NCP process.

Pros:

- No development would occur before the detailed planning work is completed; and
- The process would be equitable for all property owners in the area.

Cons:

- The timing of the application would be dependent on the timing of the NCP process; and
- The preservation of the George E. Lawrence House would be delayed.

CONCLUSION

This application proposes an OCP amendment which is a significant departure from standard City of Surrey practice (i.e. in advance of an NCP being prepared for the area). However, there is public benefit to be achieved by allowing this application to proceed, including the promotion of economic development, retaining a heritage building, the dedication of a new north-south road and a new landscape buffer/multi-use pathway as a public amenity. Conversely it is noted that this application is proposed in advance of an NCP and there is significant opposition to it proceeding in isolation.

Based on the above discussion, it is recommended that Council approve the application to proceed to Public Hearing and instruct staff to commence a Neighbourhood Concept Plan Process for the area (Option 2).

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary, Project Data Sheets and Survey Plan
Appendix II.	Proposed Subdivision Layout, Site Plan, Building Elevations, Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	School District Comments
Appendix V.	Summary of Tree Survey and Tree Preservation
Appendix VI.	OCP Redesignation Map
Appendix VII.	Proposed CD By-law
Appendix VIII.	Heritage Revitalization Agreement By-law

INFORMATION AVAILABLE ON FILE

- Traffic Study prepared by Bunt & Associates dated May 30, 2008.
- Complete Set of Architectural and Landscape Plans prepared by WG Architecture Inc. and JHL Design Group Inc., respectively, dated July 2009.

Jean Lamontagne
General Manager
Planning and Development

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RM-30)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		17,441 m ²
Road Widening area		5,039 m ²
Undevelopable area		286 m ²
Net Total		12,116 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	45%	36%
Paved & Hard Surfaced Areas		31%
Total Site Coverage		67%
SETBACKS (in metres)		
Front (West)	7.5 m	5 m
Rear (East)	7.5 m	5 m (Bldg. 4) & 2.5 m (Lawrence House)
Side #1 (North)	7.5 m	4.6 m (Bldg 1) & 7 m (Bldgs 5 &6)
Side #2 (South)	7.5 m	10.7 m
BUILDING HEIGHT (in metres/storeys)		
Principal	13 m	13 m
Accessory	11 m	6.4 m
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		73
Total		73
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		13,284.44 m ²

** If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		41.86 uph/16.94 upa
# of units/ha /# units/acre (net)	75 upha/30 upa	60.25 uph/24.38 upa
FAR (gross)		0.75
FAR (net)	0.90	1.096
AMENITY SPACE (area in square metres)		
Indoor	219 m ²	132.7 m ²
Outdoor	219 m ²	101 m ²
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed	146	146
Residential Visitors	15	15
Institutional		
Total Number of Parking Spaces		161
Number of disabled stalls		1
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		36/44%
Size of Tandem Parking Spaces width/length	3.20 m x 12.2 m	3.35 m x 12.2 m

Heritage Site	YES	Tree Survey/Assessment Provided	YES
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MULTIPLE BUILDINGS DATA SHEET

Proposed Zoning : CD (based on RM-30)

Required Development Data	Building #1	Building #2	Building #3
SETBACK (in metres)			
Front (West)	15 m	20.8 m	18.2 m
Rear (East)	100.7 m	56.0 m	13.6 m
Side #1 (North)	4.6 m	37.9 m	72.8 m
Side #2 (South)	10.7 m	10.7 m	10.7 m
Building Height (in metres/storeys)			
NUMBER OF RESIDENTIAL UNITS/ SIZE RANGE	13 m/4	13 m/4	13 m/4
Bachelor			
One Bedroom			
Two Bedroom			
Three Bedroom +	9	13	10
TOTAL FLOOR AREA	1,713.63 m ²	2,518.37 m ²	1,932.01 m ²

MULTIPLE BUILDINGS DATA SHEET

Existing Zoning: CD (based on RM-30)

Required Development Data	Building #4	Building #5	Building #6
SETBACK (in metres)			
Front (West)	95.7 m	57.5 m	27.2 m
Rear (East)	5 m	26.0 m	63.6 m
Side #1 (North)	4.6 m	7.0 m	7.0 m
Side #2 (South)	40.5 m	64.2 m	45.1 m
Building Height (in metres/storeys)	13 m/4	9.5 m/3	9.5 m/3
NUMBER OF RESIDENTIAL UNITS/ SIZE RANGE			
Bachelor			
One Bedroom			
Two Bedroom			
Three Bedroom +	18	5	4
TOTAL FLOOR AREA	3,503.24 m ²	783.82 m ²	628.72 m ²

MULTIPLE BUILDINGS DATA SHEET

Existing Zoning: CD (based on RM-30)

Required Development Data	Building #7	Building #8	Building #9
SETBACK (in metres)			
Front (West)	55.8 m	63.9 m	62.0 m
Rear (East)	44.1 m	50.5 m	34.5 m
Side #1 (North)	24.7 m	39.0 m	57.5 m
Side #2 (South)	45.0 m	39.5 m	39.5 m
Building Height (in metres/storeys)	9.5 m/3	9.5 m/3	9.5 m/3
NUMBER OF RESIDENTIAL UNITS/ SIZE RANGE			
Bachelor			
One Bedroom			
Two Bedroom			
Three Bedroom +	4	4	2
TOTAL FLOOR AREA	628.72 m ²	628.72 m ²	318.49 m ²

MULTIPLE BUILDINGS DATA SHEET

Existing Zoning: CD (based on RM-30)

Required Development Data	Building #10	Building #11
SETBACK (in metres)		
Front (West)	87.3 m	19.3 m
Rear (East)	34.6 m	2.5 m
Side #1 (North)	26.5 m	71.6 m
Side #2 (South)	55.5 m	11.0 m
Building Height (in metres/storeys)	9.5 m/3	6.4 m/2
NUMBER OF RESIDENTIAL UNITS/ SIZE RANGE		
Bachelor		
One Bedroom		
Two Bedroom		
Three Bedroom +	4	
TOTAL FLOOR AREA	628.72 m ²	132.76 m ²