

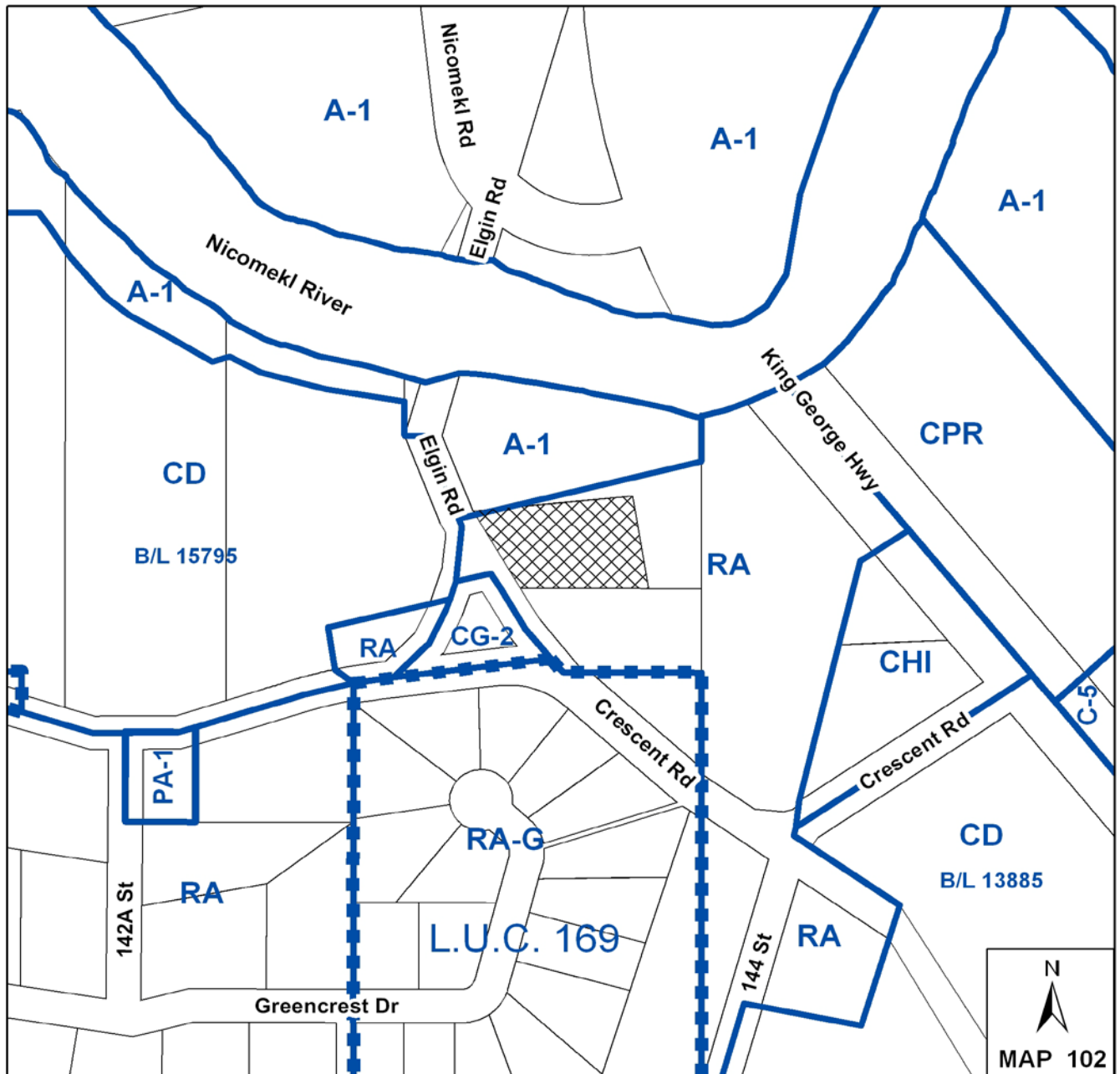
Proposal: Rezone from RA and A-1 to RF-12 to permit the subdivision of six (6) single family residential lots. Heritage Alteration Permit to allow a road crossing and services within Semiahmoo Trail.

Recommendation: Approval to Proceed

Location: 3632 Elgin Road **Zoning:** RA and A-1

OCP Designation: Urban

LAP Designation: Comm/Res/
Clustering at SF Density (8 upa) **Owner:** Ashland Holdings Ltd. et al



PROJECT TIMELINE

Completed Application Submission Date: July 5, 2005
Application Revision & Re-submission Date: January 18, 2007
Planning Report Date: February 26, 2007

PROPOSAL

The applicant is proposing:

- a rezoning from RA **and A-1** to RF-12; and
- a Heritage Alteration Permit (HAP)

in order to allow subdivision into six (6) single family lots and enable a road crossing and services to be located within Semiahmoo Trail.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the property from "One-Acre Residential Zone (RA)" (By-law No. 12000) **and "General Agriculture Zone (A-1)" (By-law No. 12000)** to "Single Family Residential (12) Zone (RF-12) (By-law No. 12000) and a date be set for Public Hearing.
2. Council authorize staff to draft a Heritage Alteration Permit (HAP) No. 7905-0211-00 for the following:
 - (a) installation of driveway crossing for a new municipal road; and
 - (b) installation of municipal services.
3. 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) approval from the Ministry of Transportation;
 - (d) endorsement from senior environmental agencies;
 - (e) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;

- (f) submission of final details for the Semiahmoo Trail landscape buffer and a landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (g) registration of a Restrictive Covenant for driveway restrictions on lots 1, 2, and 3 to access lane only, and prohibit driveway access to Semiahmoo Trail;
 - (h) address concerns expressed by the City's Parks, Recreation and Culture Department;
 - (i) registration of a Restrictive Covenant to restrict the building envelope for proposed Lots 1 and 2 in accordance with the final landscape buffer plan and tree retention plan; and
 - (j) registration of a Restrictive Covenant to prohibit construction on the flood plain portion of the site and prohibit in-ground basements.
4. Council pass a resolution to amend King George Highway Corridor Plan Local Area Plan to redesignate the northerly portion of the land from "Commercial Residential" to "Clustering at Single Family Density (8 upa)" when the project is considered for final adoption.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as identified (Appendix IV).

Parks: Parks has expressed concern about the pressure this development will put on open space systems in South Surrey and have asked the applicant to address the concerns (Appendix V).

School District: **School Impacts:**

Projected number of students from this development:

Elementary students = 2 students
 Secondary students = 1 students
 Total new students = 3 students

School Catchment Area/Current Enrollment/School Capacity:

Semiahmoo Trail Elementary School = 31K + 299 enrolled/40K + 275 capacity
 Semiahmoo Secondary School = 1626 enrolled/ 1300 capacity

Projected number of students from development approvals in the last 12 months (not including subject project) in the subject school catchment areas:

Elementary students = 46 students
 Secondary students = 26 students
 Total new students = 72 students

Approved Capacity Projects and Future Space Considerations

A boundary move from Semiahmoo Trail Elementary to Chantrell Creek and Semiahmoo Secondary to Elgin Park was implemented in 2006. There are no new capital projects proposed at the elementary school and no new capital projects identified for the secondary school. The proposed development will not have an impact on these projections.

(Appendix VI)

SITE CHARACTERISTICS

- **Existing Land Use** The site has a dwelling unit and is currently used as a single family acreage.
- **Significant Site Attributes** The site has a stand of trees adjacent to Elgin Road and has several by-law size trees on the property. It is in close proximity to the Nicomekl River and Elgin Creek, but outside of riparian setback areas. A portion of the site is in the Nicomekl Flood Plain (the northeast corner).
- **East:** Lands to the east are part of larger acreage properties adjacent to the Nicomekl River and Elgin Creek, zoned RA, designated Urban in the OCP and Clustering at Urban Single Family Density (8 upa) in the LAP.
- **South:** Lands to the south are part of larger acreage properties adjacent to Elgin and Crescent Roads, zoned RA and LUC #169, designated Urban in the OCP and Clustering at Urban Single Family Density, Clustering at Suburban Single Density (2 upa)..
- **West:** The property to the west across Elgin Road is the gas station existing in a triangular piece of property bounded by Elgin and Crescent Roads. The area is zoned CG-2 and designate Suburban in the OCP and Commercial in the LAP. Further west is the recently approved 70 lot single family (bare land strata) development by Park Lane which is zoned CD, designated Urban in the OCP and Residential in the LAP.

- **North:** The north is a heritage identified property, Bill Hadden House, which is occupied by the current owner of the property. The land is an acreage adjacent to the Nicomekl River and lying mainly in the flood plain, split zoned A-1 and RA, and designated Urban in the OCP and Commercial Residential in the LAP.

PLAN AND POLICY COMPLIANCE

OCP Designation: Urban. Complies.

King George Highway
Corridor LAP Designation: "Commercial Residential" and "Clustering at Single Family Density (8 upa)". Partially Complies. (**Note:** The portion of the plan designating the area as Commercial/Residential needs to be amended to "Clustering at Single Family Density (8 upa).")

JUSTIFICATION FOR LOCAL AREA PLAN AMENDMENT

- The site is situated within the King George Highway Corridor Land Use Development Concept Plan area and is designated mainly "Commercial Residential" with a small portion as "Clustering at Single Family Density (8 upa)" (Appendix XI).
- Under the King George Highway Corridor Land Use/Development Concept Plan the area is envisioned to be a pedestrian oriented commercial residential mixed use area with an overall residential density of 8 upa. The intent was to create a Heritage Village at the intersection of Elgin and Crescent Roads between Elgin Creek and the Nicowynd Golf Course to serve as a gateway to the riverside parks and multi-use pathways systems that extend west to Crescent Beach. It would also define the northern end of the Semiahmoo Trail and provide the opportunity for the public to access the Nicomekl River.
- The applicant is proposing single family residential at slightly over 5 upa for the entire site with no commercial development.
- The applicant has provided a market assessment to indicate that a commercial component would not be viable at this location due to limited access, lack of market area to sustain commercial activity, and availability of competitive commercial areas. This assessment is similar to the assessment conducted for the Park Lane site across Elgin Road, prior to the Park Lane site's redesignation eliminating the commercial portion of the designation. It is noted that a market study was not conducted to substantiate the commercial portion of the "Heritage Village" Commercial/Residential designation at the time the King George Highway Corridor Land Use Development Concept Plan was completed in 1995.
- There are additional environmental considerations for the Nicomekl River, flood plain protection and wildlife habitat that do not support commercial development directly along the river's edge.

- The intent of the Commercial/Residential designation was to create a focal point at this historical entry to the Semiahmoo Peninsula. The proposal that is the subject of this application incorporates heritage elements into the site through building and design. The applicant will also be contributing the development of the Semiahmoo Trail and will develop in accordance with the Semiahmoo Trail Design Guidelines.
- The density of this proposal is well under the density and building coverage prescribed for the area in the King George Highway Corridor Land Use Development Concept Plan. The density and massing would be much greater if it were to build out as commercial/residential at this location, and have much more impact on the area.

DEVELOPMENT CONSIDERATIONS

Background

- The subject site is zoned RA and located south of the Nicomekl River, west of King George Highway and Elgin Creek, south of Crescent Road and directly east of Elgin Road at 3632 Elgin Road.
- The subject site is 0.46 ha (1.13 acres) in size and is currently used for a single family dwelling.
- The site interfaces with Heritage-designated Elgin Road, considered to be the Semiahmoo Trail along the site.
- A small portion of the site falls into the Nicomekl River flood plain (2.8 metre elevation) as shown Appendix III.

Development Proposal

- The applicant is proposing to rezone the subject site from RA to RF-12 in order to subdivide into six (6) single family residential lots. The density proposed, 5.3 upa, complies with the OCP and the residential component of the King George Highway Corridor Plan for this site.
- The small portion of the site within the flood plain, approximately 700 square metres (0.17 ac), is not proposed to be built upon or filled with this application. A Restrictive Covenant will be registered on title to prohibit construction on the flood plain portion of the site and also prohibit dwellings with in-ground basements.
- The lots sizes proposed range from 456 square metres (4,900 sq. ft.) in area to 621 square metres (6,670 sq. ft.). The lot widths range from 12.2 metres (40 ft.) to 17.1 metres (56 ft.), and lot depths between 26.6 metres (87 ft.) and 43 metres 141 ft.). Essentially, these are large RF-12 lots, with three of the six lots exceeding RF zone minimum required area.
- The lots that are adjacent to Elgin Road (Semiahmoo Trail) are proposed with rear lane access and a 10 metre (33 ft.) landscaped buffer between the lot line and the building envelope as per the Semiahmoo Trail Guidelines.

- The applicant is proposing a subdivision design and road location, as shown in Appendix III, that will provide the remaining development areas within this pocket an opportunity to connect with this road and redevelop as cluster housing to retain existing trees and minimize encroachment on Elgin Creek as intended by the King George Corridor Land Use Plan/Development Concept.
- The proposed new road is to be the only road access to this pocket; no additional Trail crossings would be proposed unless deemed to have merit by the Heritage Advisory Commission. The existing access from Elgin Road will be closed. Vehicular access to the subject development and the cluster housing area beyond this subject site is intended to be only from this location at Elgin Road, south of the location of the current access to this site. Once the remainder of the constrained area redevelops, the existing access roads onto Crescent and Elgin Roads can be closed as the internal road system connects to this one location.
- The applicant examined several possible locations for this roadway. Due to the flood plain location, the sight-line constraints and the presence of the roundabout where access to the Park Lane project is located, the proposal represents the optimal location for the access road. This access road is intended to serve all future redevelopment in this area between Elgin Road and Elgin Creek. Appendix XIII shows the location of the road with the preliminary detail of the roundabout that is proposed for Elgin Road at this location. Engineering has confirmed that applicant's proposed road location can coordinate with the roundabout and Trail location.

Heritage Considerations

- Elgin Road is the designated extension of the Semiahmoo Trail and is a designated Heritage Road, as it exists in alignments that have been established through the original development of the Elgin area. In the area of the proposed development, the physical extension of the trail itself is proposed to cross in front of the subject site and then cross Elgin Road to the west side. The trail will then intersect with the trail along the Nicomekl River.
- The project interfaces with Semiahmoo Trail along its western boundary. The interface issues include the proposed new road crossing the Trail, proposed landscaping and path development, and building design and location along the Trail.
- City By-laws and the Semiahmoo Trail Guidelines restrict direct vehicular access for new developments along the Semiahmoo Trail. Council approval, through the form of the Heritage Alteration Permit (HAP), is required for all roadways and servicing that has the potential to change this Heritage resource.
- The applicant will be required to treat the Trail crossing as specified by Parks and Recreation with raised intersection and treated paving. Trail markers and signage may also be required at this location.

Semiahmoo Trail Design Guidelines

- It should be noted that this application does not propose any direct access for single lots. Two lots have frontage on Elgin Road but are accessed by a laneway internal to the proposed development. Direct access to Elgin Trail will be prohibited by Restrictive Covenant and the development of the landscaped buffer.

- In order to comply with the Heritage designations and the Semiahmoo Trail Design Guidelines, the applicant is proposing the following:
 - A 10 metre (33 ft.) landscape buffer on the lots adjacent to Elgin Road (secured by Section 219 Restrictive Covenants);
 - Financial securities provided prior to final approval to ensure the construction of the landscape buffer;
 - Perimeter landscaping on Elgin Road to screen building massing for the site;
 - Landscaping treatment along Elgin Road in accordance with the principles of the Semiahmoo Trail Design Guidelines;
 - Mounding for a low berm will be provided where possible to define the internal side of the buffer;
 - Split rail fencing along the buffer no more than 1.2 metres (4 ft.) in height, similar to that already existing along other parts of Semiahmoo Trail;
 - Retention of existing trees and landscaping on the site are intended wherever possible; and,
 - Plant materials in accordance with the standards indicated in the guidelines.
- The proposed design of new dwellings is intended to ensure compatible development to the Semiahmoo Trail, as follows:
 - All dwellings will be designed to face the Trail and to recognize the importance of Semiahmoo Trail, enhance the character of the community and respond to the housing proposed by Park Lane across Elgin Road;
 - A minimum building setback of 11 metres (36 ft.) will be required to ensure a functional yard for new dwellings along the Trail, and the design of this interface will be detailed in the proposed Design Guidelines; and
 - The dwellings will generally be articulated Cape Cod, West Coast Cottage and Craftsman style, with a well-identified front entrance element and strong, simple roof elements with higher pitched gable and hip roof lines, and diminished massing through dominant one storey eave lines and set back second storey treatment.

Heritage Advisory Commission

- The Heritage Advisory Commission (HAC) reviewed the application at their January 31, 2007 meeting, in order to assess the interface of the proposed development and the Heritage Area and made the following comments (Appendix IX):
 - The HAC supports the proposed single road crossing for vehicular access to all the proposed lots in the proposed subdivision and future development of the other surrounding lands;

- The HAC supports the landscape buffer and interface treatment including stepping back of the second building storey, between Elgin Road and the proposed development; and
- The HAP (detailing the proposed new road to Elgin Road that will cross and interface with Semiahmoo Trail) be submitted to the HAC for review and comment as soon as it is available.

Heritage Alteration Permit (HAP) Process

- The site will require a Heritage Alteration Permit (HAP) for the roadway and related servicing requirements as it is an amendment to the Semiahmoo Trail Heritage Designation By-law, 2004, No. 15280 as amended, and Surrey Municipal Heritage Site Designation By-law 1983 No. 7716. Works and services on, over or under the heritage area (Elgin Road) require a Heritage Alteration Permit.
- The HAC has endorsed the location of the road on a preliminary basis and requested that the detail design be submitted to them for detailed review as soon as possible.
- The HAP, when drafted, will be submitted to the HAC for review and comment once the site servicing details have been advanced. This does not generally take place until after the project has proceeded to Council, through Public Hearing and been granted Third Reading. The HAP will then proceed to Council for final approval and issuance once the design is complete.

Tree Retention

- The total number of mature trees on the site is 26.
- The applicant is proposing to remove all 26 mature trees from the site. 4 trees proposed to be removed are due to hazard conditions of natural causes. 24 of the trees to be removed are alder/cottonwood trees and are not considered to be retainable on site.
- The applicant is proposing to plant 18 trees on the lots and 22 trees in the buffer. Under the new Tree Preservation By-law, the applicant would be 10 trees in shortfall of the replacement requirement as buffers are generally required by other regulations or policies and are not included as a tree replacement requirement.
- Under the new Tree Preservation By-law, the applicant would be required to pay cash-in-lieu of the tree shortfall in replacement planting. To acknowledge this requirement, the applicant will be making a \$2,200.00 contribution to the City's Green Fund in-lieu of the replacement planting.
- City staff are continuing to work with the applicant to enhance the tree replacement and ensure that the existing hedge along the north property line is retained.
- Restrictive Covenants to protect the existing hedge and the landscaped buffer will be required.
- The landscape buffer will be fully planted and the fence constructed prior to the transfer of lands. A Section 219 Restrictive Covenant will be required to ensure the buffer is completed prior to granting permits for the dwellings.

- As the landscape buffer plan, tree retention plan and Semiahmoo Trail design are not yet finalized, Lots 1 and 2 may require Section 219 Restrictive Covenants to limit the building envelopes to address the final plans.

Lot Grading

- The applicant is not proposing to regrade or fill the site.
- As the site is partially within the flood plain, the minimum elevation of the underside of the lowest floor will be 2.8 metres.

Public Consultation

- The applicant held a Public Information Meeting for the proposed development application on Thursday, November 2, 2006 at the Elgin Centre.
- The meeting was attended by approximately 15 people. Five comment sheets were returned at the meeting. One additional comment sheet was received after the meeting.
- The following issues were raised and responded to:

- The proposed road could be moved to the north part of the lot in order to retain trees. Tree retention is a concern.

The proposed road meets the roundabout at a better location on the south side and does not conflict with traffic at this location. It also preserves the opportunity for all lots to connect to this one road location should they redevelop in the future. This road location also protects the location of the Hadden House to the north, which is on the City's Heritage Register. The location of the road on the south site allows the site to be undisturbed in the flood plain, which would have required some filling to locate the road in this area.

The site redevelopment is removing two conifers and some deciduous stands of trees. The majority of the mature trees on the site are alders/cottonwoods and not considered retainable. A number of lot layouts were explored to address potential tree retention, however the environmental issues related to filling the flood plain were of greater concern in this location than retention of inappropriate trees.

- The proposed residential development should be clustered to save trees and reduce site coverage.

The equivalent density of the 6 proposed RF-12 lots within this 1.13 acre site is 5.3 upa which is considerably lower than the 8 upa overall residential density originally envisioned for the site under the King George Highway Corridor Development Concept Plan. A commercial/residential mix would have most certainly required all the trees to be removed from the site. In addition, the majority of the trees are alder/cottonwood and not suitable for retention on the site.

- The development of the subject property should be done in conjunction with the neighbouring properties.

The proposed new road (cul-de-sac) will provide adequate access to adjacent sites for their development in accordance with the King George Highway Corridor Plan.

- The 'Friends of Semiahmoo Trail' representatives expressed concern over an additional roadway crossing of Elgin Road.

This development proposes a new roadway that will replace an existing driveway that currently crosses Elgin Road. The new road will be extended and widened in the future when neighbouring properties are ultimately developed in accordance with the Concept Plan. At the time of redevelopment, the driveways for the neighbouring properties can be closed so that the crossing is limited to one location.

PRE-NOTIFICATION

Pre-notification letters were sent on May 8, 2006 and staff received no comment.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Contour Map
Appendix III.	Proposed Subdivision Layout, Floodplain Location and Landscape Plans
Appendix IV.	Engineering Summary
Appendix V.	Parks Comments
Appendix VI.	School District Comments
Appendix VII.	Ministry of Transportation Comments
Appendix VIII.	Summary of Tree Survey and Tree Preservation
Appendix IX.	Heritage Advisory Commission Minutes
Appendix X.	Friends of the Semiahmoo Trail Letter
Appendix XI.	King George Highway Corridor Land Use Plan
Appendix XII.	Building Design Guidelines Summary
Appendix XIII.	Elgin Road Roundabout Preliminary Design

INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated February 19, 2007.
- Building Scheme dated December 19, 2006.
- Neighbourhood Character Study dated December 19, 2006.
- Arborist Report dated January 18, 2007.

- Tree Preservation and Replacement Plan dated January 2007.
- Market Study prepared by Hudema Consulting Ltd. dated May 26, 2006.
- Soil Contamination Review Questionnaire prepared by Mike Helle dated June 17, 2005.

How Yin Leung
Acting General Manager
Planning and Development

TW/kms

Information for City Clerk

Legal Description and Owners of all lots that form part of the application:

1. (a) Agent: Name: Mike Helle, Coastland Engineering & Surveying Ltd.
 Address: #101, 19292 – 60 Avenue
 Surrey, BC V3S 3M2
 Tel: 604-532-9700

2. Properties involved in the Application
 - (a) Civic Address: 3632 Elgin Road

 - (b) Civic Address: 3632 Elgin Road
 Owners: Ashland Holdings Ltd. and Pacific Kingfisher Properties
 Ltd.
 PID: 006-180-485
 Lot 2 Except: Part Subdivided by Plan 57887; Section 28 Township 1 New
 Westminster District Plan 47318

3. Summary of Actions for City Clerks Office
 - (a) Introduce a By-law to rezone the property.

 - (b) Application is under the jurisdiction of MOT.

 - (c) MOT File No. 1-6-23971.

SUBDIVISION DATA SHEET

Proposed Zoning: RF-12

Requires Project Data	Proposed
GROSS SITE AREA	
Acres	1.13
Hectares	0.46
NUMBER OF LOTS	
Existing	1
Proposed	6
SIZE OF LOTS	
Range of lot widths (metres)	12 – 20.1
Range of lot areas (square metres)	456 – 621
DENSITY	
Lots/Hectare & Lots/Acre (Gross)	5.31 / 13.04
Lots/Hectare & Lots/Acre (Net)	7.45 / 15.35
SITE COVERAGE (in % of gross site area)	
Maximum Coverage of Principal & Accessory Building	35.4
Estimated Road, Lane & Driveway Coverage	30
Total Site Coverage	65.4
PARKLAND	
Area (square metres)	N/A
% of Gross Site	N/A
Required	
PARKLAND	
5% money in lieu	YES
TREE SURVEY/ASSESSMENT	
	YES
MODEL BUILDING SCHEME	
	YES
HERITAGE SITE Retention	
	YES
BOUNDARY HEALTH Approval	
	NO
DEV. VARIANCE PERMIT required	
Road Length/Standards	N/A
Works and Services	NO
Building Retention	NO
Others	NO

CONTOUR MAP FOR SUBJECT SITE

