

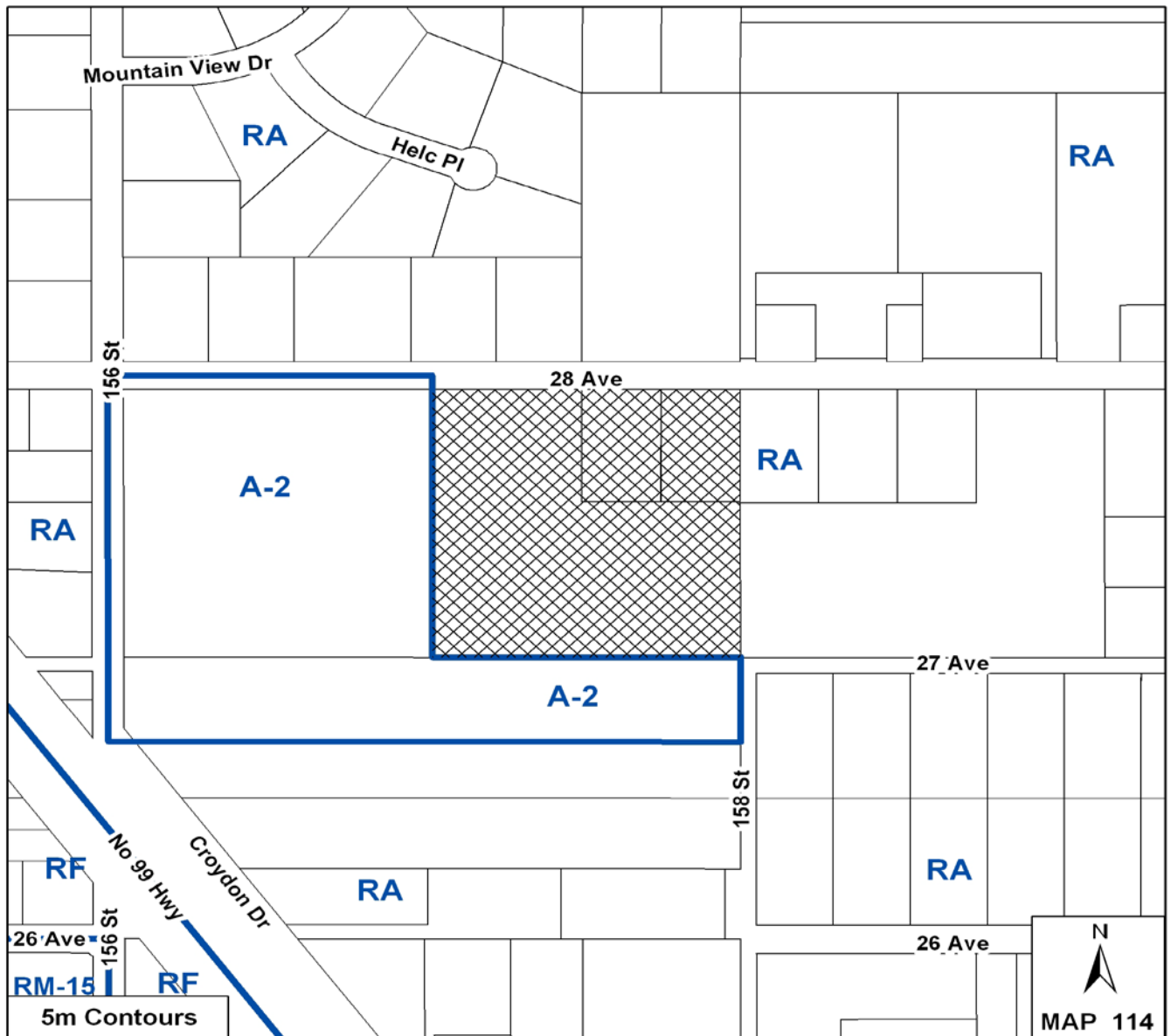
Proposal: OCP Amendment from Suburban to Multiple Residential. Rezone from RA to RM-30 and Development Permit to permit development of 180 townhouses.

Recommendation: Approval to Proceed

Location: 15714/60/80 - 28 Ave **Zoning:** RA

OCP Designation: Suburban

NCP Designation: Res. Medium Density 10-15 upa to 20-30 upa **Owners:** 679845 BC Ltd. et al



PROJECT TIMELINE

Application Submission Date:	June 19, 2006
Application Revision & Re-submission Date:	December 20, 2006
Planning Report Date:	January 22, 2007

PROPOSAL

The applicant is proposing:

- an OCP amendment from Suburban to Multiple Residential;
- a rezoning from RA to RM-30; and
- a Development Permit

in order to permit the development of 180 townhouse units.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating the properties from Suburban to Multiple Residential and a date for Public Hearing be set.
2. Council determine 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 need the requirements of Section 879 of the *Local Government Act*.
3. a By-law be introduced to rezone the property from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Multiple Residential 30 Zone (RM-30)" (By-law No. 12000) and a date be set for Public Hearing.
4. Council approve the applicant's request to eliminate the required indoor amenity space.
5. Council authorize staff to draft Development Permit No. 7906-0289-00 in accordance with the attached drawings (Appendix III).
6. 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) registration of a Section 219 Restrictive Covenant to specifically identify the allowable tandem parking arrangement and to prohibit the conversion of the tandem parking spaces into livable space;
- (d) the applicant adequately address the impact of reduced/no indoor amenity space;
- (e) registration of a reciprocal agreement for use and maintenance of indoor amenity space;
- (f) registration of a 4.0 metre statutory right-of-way and completion of detailed design for a pedestrian walkway along the southerly property line, and financial securities for future walkway construction;
- (g) endorsement from Department of Fisheries and Oceans; and
- (h) completion of required acquisition by the City of off-site lands and completion of construction and maintenance agreement for parks and drainage infrastructure required for habitat compensation, park acquisition and drainage detention in Area A as per the Morgan Heights NCP and in accordance with City Policy.

REFERRALS

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

Parks: Support (Appendix V).

School District: **School Impacts:**

Projected number of students from this development:

Elementary students = 29 students
 Secondary students = 14 students
 Total new students = 43 students

School Catchment Area/Current Enrollment/School Capacity:

Sunnyside Elementary School = 270 enrolled/290 capacity
 Semiahmoo Secondary School = 1,626 enrolled/1,300 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 = 0 students
 Secondary students = 26 students
 Total new students = 26 students

Approved Capacity Projects and Future Space Considerations

A new elementary school site has been approved for acquisition in the north west Grandview Area to serve development east of Highway #99. A majority of new growth in the current Sunnyside catchment is east of Highway No. 99 in NW Grandview area. A boundary move from Sunnyside to the new Pacific Heights Elementary was implemented in 2006. The proposed development will have not an impact on these projections.

(Appendix VI)

Department of Fisheries and Oceans:

There is a yellow coded watercourse located along the northern property line along 28 Avenue. The applicant is working with the Department of Fisheries and Oceans (DFO) to either retain the watercourse or replace the habitat on the adjacent detention pond site. The approved NCP allows this watercourse to be eliminated, provided that adequate replacement habitat is secured elsewhere in the NCP. However, the applicant is exploring retention and realignment of this watercourse on the site. DFO endorsement will be requested prior to final approval for either option.

SITE CHARACTERISTICS

- **Existing Land Use** Residential acreage properties.
- **Significant Site Attributes** The site is impeded on the north boundary by a Class "B" watercourse that is required to either be retained or compensated for through a Habitat Balance plan. Additionally, there is a significant stand of trees along the same edge the developer is seeking to retain.
- **East:** Across 158 Street is the proposed companion townhouse (File No. 7906-0200-00), also by Polygon, which is being brought forward under a separate report. Single family residences on 1 acre parcels, zoned RA, designated Suburban in the OCP and a combination 10-15 upa Medium Density and 20-30 upa Medium High Density in the Grandview Heights NCP Area #1 (Morgan Heights).
- **South:** Soil mixing operation under the BC Hydro corridor, zoned A-2, designated Suburban in the OCP and 20-30 Medium High density in the Grandview Heights NCP Area #1.
- **West:** Residential property with a small farming operation (hobby farm), zoned A-2, designated Suburban in the OCP and a combination 10-15 upa Medium Density and 20-30 Medium High Density in the Grandview Heights NCP Area #1.
- **North:** Across 28 Avenue are numerous single family lots, zoned RA, designated Suburban in the OCP and "Cluster Housing (6-8 upa)" in the 2005 NCP Amendment to the North Grandview Heights NCP.

PLAN AND POLICY COMPLIANCE

- OCP Designation: Suburban. Needs amendment to Multiple Residential.
- NCP Designation: 10 - 15 upa Medium Density along the northerly portion of the site; 20 to 30 upa medium Density along the southerly portion of the site. Complies.

JUSTIFICATION FOR PLAN AMENDMENT

- The proposal complies with the Grandview Heights Neighbourhood Concept Plan Area #1 (Morgan Heights) as the subject property is within two density designations: "Medium Density (10 – 15 UPA)" and "Medium – High Density (20 – 30 UPA)".
- It is understood that all applications within the NCP area will be required to amend the OCP.

DEVELOPMENT CONSIDERATIONS

- The site, located in the Grandview Heights Neighbourhood Concept Plan Area #1 (Morgan Heights), is split designated "Medium Density (10 – 15 UPA)" and "Medium – High Density (20 – 30 UPA)". (Appendix IX). The NCP was approved by Council on September 12, 2005.
- The subject site is proposing 180 townhouse units comprised of 41 two-bedroom units, 102 three-bedroom units and 37 four-bedroom units. Units range in size from 120 sq. m. to 174 sq. m. (1291 sq. ft. to 1873 sq. ft.). The proposal meets the allowable blended density (based on a calculation of actual site area compared to NCP designated area) for the site of between approximately 15 to 23 UPA. The project site is proposing an approximate UPA of 21.
- The lands fronting 28 Avenue are designated "Medium Density (10 – 15 UPA)". Permitted Uses within the 10 – 15 UPA lands allows single detached homes, duplexes, townhomes, and rowhouses. The NCP is specific regarding the frontage along 28 Avenue illustrating single detached homes to soften the transition across 28 Avenue to a lower density area. The developer has taken special care to generate a look and feel of lower density by proposing duplex type units with wide separation between units and significant breaks fronting 28 Avenue. Arguments for this type of transition as opposed to traditional single family lots include:
 - Driveways – The NCP does not prohibit driveways on 28 Avenue. The attached plan, with duplex units with garages off an internal road in the back, gives a better street presentation along 28 Avenue and is safer for moving vehicles and pedestrian traffic.
 - Streetscape – Eliminating driveways and creating front porches with connected walkways to the sidewalk achieve a stronger streetscape.
 - Habitat – The developer is seeking to create a larger setback area along 28 Avenue (up to 12 metres) to generate additional environmental habitat compensation area by retaining and diverting the existing watercourse. This would further soften the transition across 28 Avenue.

- Trees – There is a significant stand of trees along 28 Avenue that the developer would like to retain. The form of development (primarily duplex units with vehicular access from the rear) is conducive to tree retention for this site. By eliminating the requisite for driveways on 28 Avenue, the majority of the trees can be retained.

Zoning: RM-30

- The project is being re-zoned to the "Multiple Residential 30 Zone (RM-30)" and complies with all the requirements of the zone.
- The density of the project, 20.8 UPA and 0.68 FAR, fit within the allowable density of the RM-30 Zone of 30 UPA and .9 FSR, based on the lot area of 4.0 hectares (9.96 acres).
- Lot coverage for the project is 29%, well within the allowable coverage of 45 % for the RM-30 Zone.

NCP Environmental Habitat Compensation Requirements

- There is one (1) watercourse (Class 'B') located on the northern portion of the site along 28 Avenue. A portion of this watercourse is located within the City required road widening. The developer, as a requirement of DFO is required to compensate for the loss of this watercourse and its related habitat attributes.
- The Grandview Heights Area #1 (Morgan Heights) NCP establishes the requirement for environmental protection and compensation, which is to be implemented and finalized in a detailed way at the development application stage.
- The fundamental premise of the proposed approach for protection of habitat under this NCP is that habitat areas lost to development would be compensated by the creation of new, and more valuable replacement habitat developed in this area. These new habitat areas would replace habitat which may have more limited value (i.e. road side ditches to be eliminated in the future due to required road upgrading), and would establish new contiguous habitat zones that could be better integrated with passive parks, existing retained creeks, required drainage ponds, and protected tree stands. In this way, a habitat balance would be restored and multiple benefits could be realized.
- Based on this premise, a preliminary, conceptual Habitat Balance (Losses vs. Gains) and Compensation Plan was prepared by Phoenix Environmental as a basis for future planning, and was included in the NCP. The conceptual plan is based on a habitat balance of a 1:1 ratio, and was presented to the Department of Fisheries and Oceans (DFO) prior to completion of the NCP. While DFO representatives did not provide final approval due to the necessarily conceptual level of information at that time, DFO did agree to consider this approach and principle of maintaining a habitat balance in order to off-set protected habitat which may be eliminated. The need for future work and details at the development stage were noted in the NCP to complete this habitat balance requirement.
- Detailed planning is on-going to address the habitat compensation and balance requirements in this NCP. Morgan Heights Development Corporation has been working to confirm the required habitat balance in Area B, which includes all of the land east of 160 Street

(Appendix XII). A second group of developers, including the subject developer, has been actively working with City staff and DFO in Area A, which is located west of 160 Street to address similar habitat balance requirements. Additionally, as some of the new habitat is proposed on City parkland, further discussions are being held to clarify financial compensation requirements associated with establishing these encumbrances on City land.

Morgan Heights "Area A"

- The developers in Area A, including Polygon, Amacon, Adera, and Equitas, have retained Phoenix Environmental Services to prepare an environmental Habitat Compensation and Balance Plan. The plan includes the creation of new habitat within a passive park space, on private developable land including this application and within some future development lands. The plan has been reviewed by DFO and City staff and vetted through the Environmental Review Committee (ERC). On the strength of the creation of larger, contiguous, and more valuable habitat zones, DFO has agreed to a minimum habitat balance ratio of approximately 1.2 to 1, to compensate for habitat lost.
- Through a collaborative effort with Phoenix Environmental, City staff, the Department of Fisheries & Oceans and developers, a required Habitat Balance Plan has been developed to a satisfactory level to proceed to a more detailed stage. The plan is based on the 1.2 to 1 ratio prescribed by DFO, and will be achieved through a variety of means, including:
 - Utilization of Best Management Practices for storm water management whereby, storm water can be controlled without compromising the habitat compensatory value of the land;
 - Utilizing portions of City Parkland for new habitat and integrating this with passive park spaces and required drainage detention facilities;
 - Creation of contiguous habitat areas within private townhouse developments; and
 - Achieving an overall habitat balance over the entire NCP Area, utilizing any available surplus in either Area A or B.
- Overall, this approach is expected to allow developments within "Area A" to realize development as per the NCP.

NCP Habitat Balance and Drainage Implementation Requirements

- In accordance with the NCP, the City must have all lands required for drainage detention secured prior to final approval by Council. The applicant is working with other developers to secure the adjacent site, at 15940 28 Avenue, for both community drainage detention and habitat compensation area requirements. This land must be conveyed to the City prior to final adoption by Council. The applicant is aware of this requirement.
- As noted above, use of City land for habitat compensation works must comply with City Policy No. P-15 (Appendix XI).
- As part of the discussions around financial compensation value, habitat areas must have maintenance and infrastructure agreements in place, including bonding and/financial security, and necessary license agreements with the City prior to final approval by Council.

PRE-NOTIFICATION

Pre-notification letters were sent on November 21, 2006 and staff received no comments.

PUBLIC CONSULTATION PROCESS FOR OCP AMENDMENT

Pursuant to Section 879 of the *Local Government Act*, it was determined that it was not necessary to consult with any persons, organizations or authorities with respect to the proposed OCP amendment, other than those contacted as part of the pre-notification process.

DESIGN PROPOSAL AND REVIEW

Site and Building Design

- The overall site design presents a strong street presence along the public edges, 28 Avenue and 158 Street, where front doors, porches and walkways all add eyes on the street. Additionally, low transparent fencing along with low landscaping provides the definition between public and private space along the public edges.
- Along 28 Avenue, as an option, the developer is proposing to retain and re-align the existing watercourse and increase the building setback to 12 metres. Advantages to this option include increased chances for tree retention, a softer transition to lower density across 28 Avenue, and an interesting streetscape along 28 Avenue. The specifics of this option will be finalized through the detailed Development Permit and is subject to the approval of DFO.
- A strong entrance is presented in the plan where signage is planned on either side of the driveway and a trellis feature is provided for pedestrian access to the site.
- Building materials consist of a high quality (40-year) asphalt roof shingles, limited, non-essential use of vinyl siding, vinyl windows, wood trim, accent wood shingle walls and feature stone veneer walls.
- Two colour schemes will be employed through out the development, with the primary exterior colours being in the "sand" and "clay" colour range.
- The indoor amenity space for the project is provided on the companion property (File No. 7960-0200-00) at the entrance to that project off 158 Street, is 603 sq. m. (6495 sq. ft.), includes an outdoor pool, is designed to reflect the overall character of the townhouse community. This is a shared indoor amenity building. Cash-in-lieu for the deficit of By-law required indoor amenity space will be a requirement as will a shared access agreement for both strata's shared use.
- Outdoor amenity space is provided for the project in the area in the middle of the site. The area is where there is a significant stand of tree being retained as part of the development. The amount of outdoor space provided is approximately 2043 sq. m. (22,000 sq. ft.), significantly more than what is required by By-law (540 sq. m.).

Traffic and Access

- Vehicle access to the site will be off the newly dedicated and constructed 158 Street and is aligned with the companion project, File #7906-0200-00 providing one main intersection for safer vehicular movements from 158 Street.
- Traffic calming measures will be implemented at the entrances to both projects to allow ease and safety to pedestrian traffic. This is also the location of an internal pedestrian walkway that joins both projects together giving access to the Clubhouse and park beyond.
- An Emergency and Fire Access is provided along 158 Street, north of the main entrance of the site; and an access to/from a future development site to the west is also provided.

Pedestrian Walkway

- A six (6) metre pedestrian walkway is a requirement of the Grandview Heights NCP Area #1 (Morgan Heights) (Appendix X). The walkway will connect 27 Avenue to a planned Greenway, immediately west of the project site, that runs along the BC Hydro Corridor.
- The proposed walkway is located on the southerly property line of the project site (Appendix III).
- Prior to final approval, the developer is required to:
 - Register half, three (3) metres, of the pedestrian walkway right-of-way;
 - Design, in principle, the full six metre walkway so potential buyers, future residents and future development have full knowledge of the planned walkway;
 - Provide cash-in-lieu of construction for half of the walkway construction costs; and
 - Finalize an agreement, between the developer and Parks and Recreation, maintenance requirements associated with the right-of-way.

Landscaping and Tree Evaluation

- The proposed landscape plan for the project includes the provision of a variety of trees to complement the existing stands of trees, as well as shrubs, various ground cover and a tree lined internal pedestrian walkway.
- Hard landscaping includes a children's play area, an asphalt pedestrian walkway throughout the site and a "commons" where residents can gather.
- There were a total of 230 protected trees identified in the Arborist Report and listed in the Tree Preservation Summary (Appendix VII). 25 trees are proposed to be retained, or approximately 10% of all protected trees. Of the trees that will be retained all are Douglas Fir or Cedar and are of significant size.
- The applicant proposed to provide 425 replacement trees on the site and will be short by 35 trees that will need to be compensated for. The total number of trees, replacement and protected, proposed for the project is 450; 2.7 trees per townhouse unit.

ADVISORY DESIGN PANEL

ADP Meeting Date: January 15, 2006

Some of the ADP suggestions have been satisfactorily addressed except the following which will be addressed before final approval.

Form and Character

1. Resolve colour scheme variation with the Planning Department.

Landscape and Site Plan

1. Further study and augment pedestrian circulation network and develop hierarchy. Establish clear arrival points. Look more carefully at Visitor parking locations and consider way-finding devices to specific units within the complex. Coordinate with traffic calming devices such as speed humps, and allow for drainage.
2. Resolve landscaping with the Planning Department (i.e. Arborist's report, tree retention, replacement trees, street edge treatment, fence details, project signage and lighting, special paving at vehicular entry inside the property line). Site irrigation is encouraged.
3. Ensure access for wheelchair users vs. site slopes.

CPTED

1. Consider fire truck movements throughout site.
2. Site signage for emergency vehicles within the complexes (i.e. numbering on the garage doors, clear).
3. Avoid use of glazed doors with deadbolts.

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 Site Plan, Typical Floor Plans and Elevations, Landscape Plans and Perspective
Appendix IV.	Engineering Summary
Appendix V.	Parks Comments
Appendix VI.	School District Comments
Appendix VII.	Summary of Tree Survey and Tree Preservation
Appendix VIII.	ADP Comments and Applicant's Response
Appendix IX.	North Grandview Heights Area #1 (Morgan Heights) NCP
Appendix X.	OCP Amendment Map

Appendix XI. City Policy No. P-15

INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated January 9, 2006.
- Tree Survey Plan dated September 19, 2006.
- Arborist Report dated September 26, 2006.
- Tree Preservation and Replacement Plan dated September 19, 2006.
- Environmental Report prepared by Keystone Environment dated September 13, 2006.
- Soil Contamination Review Questionnaire prepared by Polygon Development 200 Ltd. (Kevin Shoemaker) dated June 16, 2006.

How Yin Leung
Acting General Manager
Planning and Development

BDP/kms

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- (a) Introduce a By-law to amend the Official Community Plan to redesignate the property.
- (b) Introduce a By-law to rezone the property.

DEVELOPMENT DATA SHEET

Proposed/Existing Zoning: RM-30

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		35,654.07
Road Widening area		728.46
Undevelopable area		34,925.61
Net Total		
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	45%	29%
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
Front	7.5 m	7.5 m
Rear	7.5 m	7.5 m
Side #1 (North)	7.5 m	7.5 m
Side #2 (South)	7.5 m	7.5 m
BUILDING HEIGHT (in metres/storeys)		
Principal	13 m	10.7 m
Accessory	11 m	
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		41
Three Bedroom +		139
Total		180
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		

** 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 Based on RM-30	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)	75 (30 upa)	51.5 (20.8 upa)
FAR (gross)		
FAR (net)	.90	.68
AMENITY SPACE (area in square metres)		
Indoor	540 sq.m.	0
Outdoor	540 sq.m.	2,044 sq.m.
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed	82	82
3-Bed	278	278
Residential Visitors		36
36		
Institutional		
Total Number of Parking Spaces	396	396
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	YES
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CONTOUR MAP FOR SUBJECT SITE

