

City of Surrey  
**PLANNING & DEVELOPMENT REPORT**

File: 7907-0062-00

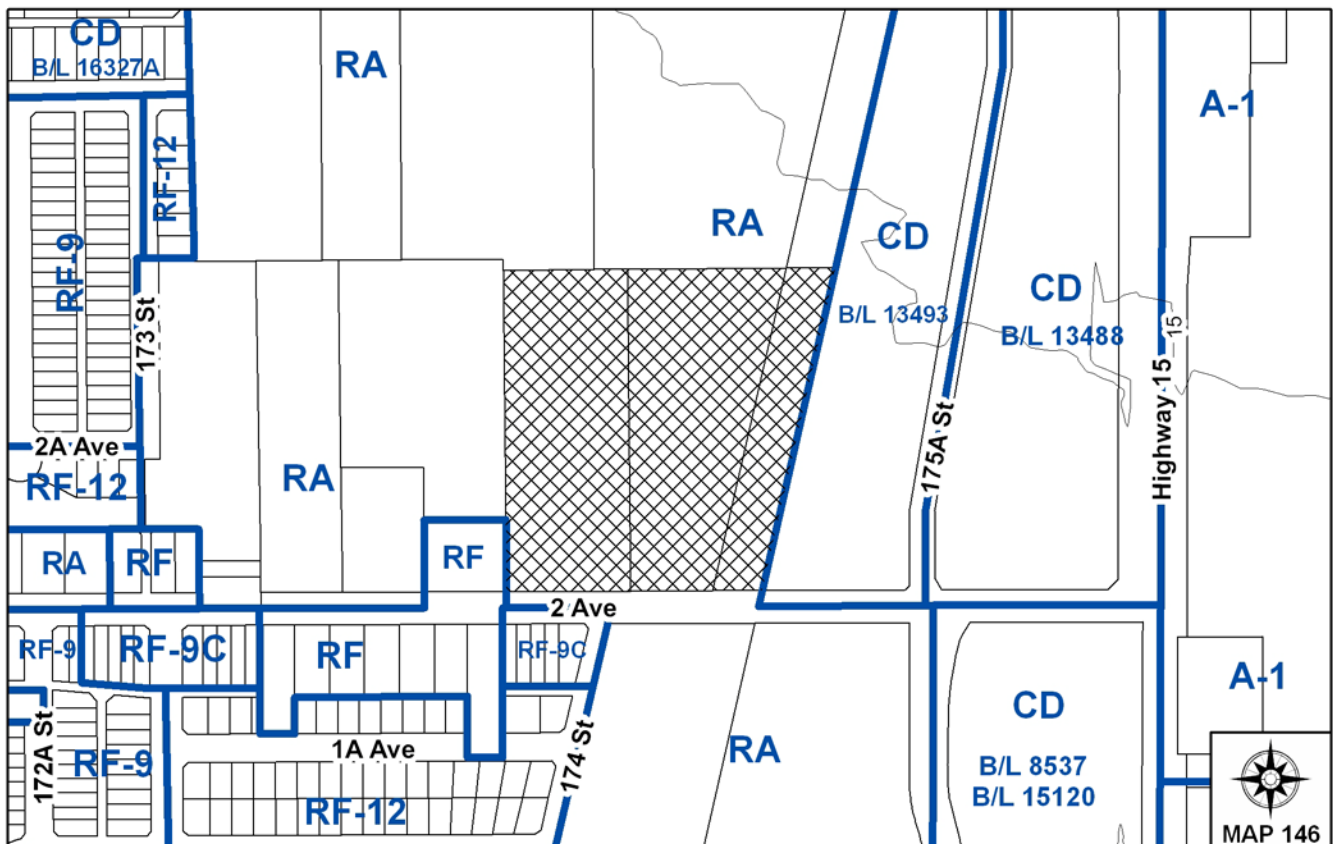
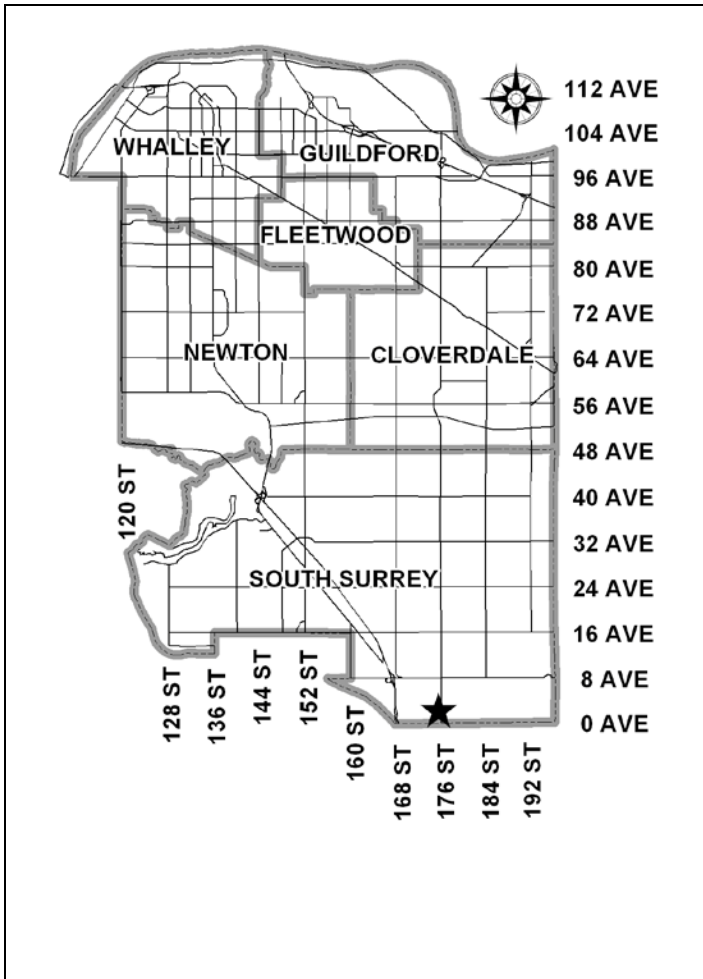
Planning Report Date: October 20, 2008

**PROPOSAL:**

- **Partial NCP Amendment** from various designations to Single Family Residential Flex (6-14.5 upa) and School/Park Site
- **Partial Rezoning** from RA to RF-12 and RF-9
- **Development Variance Permit**

in order to allow subdivision into 65 single family small lots and School/Park site and allow an oversized garage on one lot.

**LOCATION:** 17400 Block of 2<sup>nd</sup> Avenue  
**OWNERS:** Peace Portal Holdings Ltd. et al  
**ZONING:** RA  
**OCP DESIGNATION:** Urban  
**NCP DESIGNATION:** Urban Single Family (6 upa), Urban Single Family Strata Lots, Small Lot Single Family (10 upa), Small Lot Single Family Strata Lots, School/Park Site and Open Space



### RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval for Development Variance Permit to proceed to Public Notification.

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The NCP Amendment is required to adjust the location/configuration of the future school/park site and pedestrian corridors in this area.
- The strata designation in the NCP is no longer appropriate as the revised servicing strategy in Douglas will allow the installation of deeper services to ensure that these areas do not require pumping for sanitary sewer services.
- Proposed Development Variance Permit (DVP) will allow a larger garage on proposed Lot 36, an oversized RF-9 lot, from 37 square metres (400 sq.ft.) to 56 square metres (603 sq.ft.).

### RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- The proposed NCP amendment is consistent with the Locational Criteria and Interface Guidelines adopted by Council under the Major Amendment to the Douglas NCP in 2007.
- The densities proposed are consistent with surrounding densities and locating slightly higher densities adjacent to the park provides more security and better utilization of the land.
- The proposed density, land use, subdivision pattern and building form are consistent with the land use pattern for surrounding sites and areas appropriate for this part of Douglas.
- The proposed NCP Amendment is endorsed by the Parks, Recreation & Culture Department and the School District to support the required adjustment to the School/Park site and the pedestrian network in the area.
- The proposed DVP will retain the maximum floor area for all buildings on an oversized RF-9 lot, but will allow the proposed dwelling to be reduced in size in order to increase the size of a free-standing garage to allow for more storage space. The proposed dwelling unit will not have a basement and a larger garage will permit additional storage space without encroaching into setbacks.
- The proposed garage is at the end of the row and will be in keeping with the scale of the lot, which is average.

## RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the portion of the subject site shown as "Block B and D" on the survey plan attached as Appendix VIII from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Single Family Residential (12) Zone (RF-12)" (By-law No. 12000) and to rezone the portion of the subject site shown as "Block C" from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Single Family Residential (9) Zone (RF-9)" (By-law No. 12000) as shown on the survey plan attached as Appendix VIII and a date be set for Public Hearing.
2. Council approve Development Variance Permit No. 7907-0062-00 (Appendix VIII) varying the following, to proceed to Public Notification:
  - (a) to increase the maximum floor area of the garage from 37 square metres (400 sq.ft.) to 56 square metres (603 sq.ft.).
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 and Infrastructure;
  - (d) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
  - (e) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
  - (f) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;
  - (g) registration of a Section 219 Restrictive Covenant to ensure tree retention and restricted building envelopes on specific lots;
  - (h) registration of a Section 219 Restrictive Covenant to ensure increased rear yard setback, installation of a landscape buffer, establishment of maximum main floor elevation, and upper floor massing restrictions on Lots 11 to 20 and 36 to ensure a sensitive interface with the existing townhouses to the east;
  - (i) the applicant adequately address the shortfall in tree replacement; and
  - (j) registration of a Section 219 Restrictive Covenant for proposed Lot 36 to ensure that the proposed oversize garage is not occupied by a separate unit or coach house.

4. Council pass a resolution to amend the Douglas NCP to redesignate the land from various designations to "Single Family Residential Flex (6-14.5 upa)" and "School/Park Site", as shown in Appendix VII, 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 outlined in Appendix III. The proposal is consistent with the servicing concepts approved under the Douglas NCP Major Amendment.

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

13 Elementary students at Hall's Prairie Elementary School  
7 Secondary students at Earl Marriott Secondary School

The School District now has the school site required for the Douglas area.

(Appendix IV)

Parks, Recreation & Culture: Parks, Recreation and Culture has worked with the applicant on revising the pedestrian network on 2<sup>nd</sup> Avenue and in and around the Park and endorses the Park area and revisions proposed.

Treatment of yards backing onto Park to address CPTED concerns. 2<sup>nd</sup> Avenue sidewalk to be widened for path. Walkway to be constructed to Park Standards. No concerns with application.

Min. of Transportation and Infrastructure: The Ministry of Transportation and Infrastructure is not responding to this referral until they have completed traffic modelling for the Highway 99 Corridor. The applicant has been advised and is choosing to move forward to Council acknowledging that the application may change as a result of Ministry comments.

## SITE CHARACTERISTICS

Existing Land Use: Larger residential acreage properties.

Adjacent Area:

<b>Direction</b>	<b>Existing Use</b>	<b>OCP/NCP Designation</b>	<b>Existing Zone</b>
North:	Large lot residential proposed for rezoning and NCP Amendment (Application No. 7906-0264-00).	Suburban/Urban in OCP, Small Lot Single Family Strata Lots (10 upa)	RA existing. Proposed RF-9, RF-12 and CD (based on RH-G at Third Reading)
East:	Townhouses (Douglas Point).	Urban in OCP	CD (By-law No. 13493)
South (Across 2 <sup>nd</sup> Avenue):	Small lots (RF-9)  Land under development (Application No. 7907-0335-00).	Urban in OCP  Urban Single Family (6 upa), Single Family Residential Flex (6-14 upa)	RF-9 and RA  RF-9 and RF-12 proposed (Second Reading)
West:	Single family lots. Dedicated school/park site.	Urban in OCP Urban Single Family (6 upa) and School/Park Site	RA (park) and RF

JUSTIFICATION FOR AMENDMENT

- The applicant is proposing a partial amendment to the Douglas NCP Land Use Plan to redesignate the subject lands as follows (Appendix VII):
  - From "Urban Single Family (6 upa)", "Urban Single Family (6 upa) Strata Lots", "Single Family Small Lots (10 upa) Strata Lots" and "Open Space" to "Single Family Residential Flex (6 - 14.5)" and "School/Park" site.
- These amendments were anticipated as part of the Major Douglas NCP Amendment, approved by Council on February 12, 2007 (Corporate Report No. L001). The amendment also approved the revised servicing concept for the area.
- The 'Strata Lots' designation in the NCP was included for the areas where the services would not be deep enough to gravity drain the sewer systems and would therefore, have to be under strata ownership for the purposes of pump stations that could pump to the off-site mains. The Major Amendments to the servicing concepts for the Douglas NCP included allowing the servicing to be deeper in order to permit full development of all lands in Douglas without individual area pump stations. The elimination of the 'Strata Lots' designation in this area is consistent with the Major Amendment.
- The School/Park Site on the subject lands is greater than that proposed by the NCP. The western portion of the School/Park Site was reduced from the Cressey application as a result of discussion between Cressey and School District No. 36. Additional lands have been added to this area for the purposes of a City Park adjacent to the proposed school lands, and the additional area

is endorsed by Parks.

- In addition to having additional parkland, the City has worked with the applicant to relocate some of the pedestrian network along 2<sup>nd</sup> Avenue and within the subject lands. The main pedestrian connections will now be along 2<sup>nd</sup> Avenue as part of the sidewalk within the road dedication. Connections to the park will come from 2<sup>nd</sup> Avenue instead of 174 Street and will also be connected on the north side of the park as well. The walkway that connected east-west between 174 Street and to the Douglas Point Townhouses (outside of the NCP area) in the middle of the subject lands is being eliminated due to consultation with the residents of that townhouse community.
- The main interface to be considered for this development application is the existing townhouse project to the east (Douglas Point), which was not part of the Douglas NCP. The maximum density for this site is 10 upa and the interface condition is an appropriate transition – from townhousing at Douglas Point, to single family small lots. The interface area is actually not subject to the NCP Amendment, as the designation in this area is currently Single Family Small Lots. The specific interface strategies are addressed later in this report.
- Overall, the proposal is consistent with the Douglas NCP as recently amended by Council, and can be supported.

## DEVELOPMENT CONSIDERATIONS

### Background

- The development site is comprised of three (3) lots north of 2<sup>nd</sup> Avenue in the Douglas neighbourhood, and is approximately 38,240 square metres (9.45 acres) in size.
- The subject site is designated "Urban" in the Official Community Plan (OCP), "Urban Single Family (6 upa)", "Urban Single Family Strata Lots", "Small Lot Single Family (10 upa)", "Small Lot Single Family Strata Lots", "School/Park Site" and "Open Space" in the Douglas Neighbourhood Concept Plan (NCP).
- The lands are currently zoned One-Acre Residential Zone (RA).

### Development Proposal

- This application proposes a partial NCP amendment from various designations to Single Family Residential Flex (6 to 14.5 upa) and School/Park site, as well as a rezoning of a portion of the site from RA to RF-12 and RF-9 in order to subdivide the lands into 65 single family residential small lots and a portion of the future Douglas School/Park site.
- There are 29 RF-12 lots proposed and 36 RF-9 lots proposed.

- A row of RF-9 lots will front onto 2<sup>nd</sup> Avenue and have rear-lane access. This mirrors the proposals south of 2<sup>nd</sup> Avenue (one project complete and one in process). In the southwest corner of the subject lands, a limited number of lots are proposed to be RF-12 zoned and have front access to 2<sup>nd</sup> Avenue, making for a varied streetscape.
- Along the main north-south road being completed through this development, 174 Street, proposed lots on the west side will be front access RF-12 lots that also back onto the park. These dwellings will have rear yard treatment such as low transparent fencing and rear decks that allow the houses to overlook the park and address CPTED concerns in this area.
- The lots on the northeast half of the subject lands are proposed RF-9 lots, providing the appropriate interface with the RF-9 lots under an existing development application for the lands to the north (currently at third reading). These lots will share a lane with the development to the north.

#### Interface Treatment with Douglas Point Townhouses

- To the east of subject lands is the south half of the Douglas Point townhouse community (strata). These units are at-grade with mainly single-storey form and are located approximately 6 metres from the shared property line. These present a special condition for interface.
- The applicant has proposed RF-12 Zone interface lots with additional depth. This will allow the proposed houses to be located further away from the townhouse units.
- The applicant has proposed alternative treatment to the rear of the proposed houses to decrease the impact of the massing of the houses including no projections and no second storey balconies. There are also increased setbacks and a 2.0 metre (6.6 ft.) landscape buffer.
- Finally, on those lots where the floor heights (and therefore building height) could not be comparable (within 0.6 metre or 2 feet), the applicant will not be constructing basements (proposed Lots 12 and 36). This is consistent with the approach taken for the development application for lands to the north.
- On proposed Lot 36, a larger garage is being proposed (56 sq.m. instead of 37 sq.m.) as the lot is oversized and the garage will make up some of the storage space lost in the basement. This will not affect the interface treatment.
- The special interface treatments being proposed will be ensured through the placement of Restrictive Covenants on title that require these elements to be included in building permit drawings and the construction of the dwellings on the site. The landscaping proposed will also be secured through submission of a Letter of Credit to be held by the City.

#### School/Park Site and Open Space

- The park area being proposed as part of this development application is consistent with the Douglas NCP. The proposed park is 6,507 square metres in size, or 17% of the total site area.

- Of these lands, 1,912 square metres is being dedicated as the 5% park dedication required, and the City is acquiring the remainder. This will complete this portion of the school park site requirement in this area of Douglas.
- The School/Park Site on the subject lands is greater than that proposed by the NCP. The western portion of the School/Park Site was reduced from the Cressey application and the work between Cressey and School District No. 36. Additional lands have been added to this area for the purposes of a City Park adjacent to the proposed school lands, and the additional area is endorsed by Parks.
- In addition to having additional parkland, the City has worked with the applicant to relocate some of the pedestrian network along 2<sup>nd</sup> Avenue and within the subject lands. The main pedestrian connections will now be along 2<sup>nd</sup> Avenue as part of the sidewalk within the road dedication. Connections to the park will come from 2<sup>nd</sup> Avenue instead of 174 Street and will also be connected on the north side of the park as well. The walkway that connected east-west between 174 Street and to the Douglas Point Townhouses (outside of the NCP area) in the middle of the subject lands is being eliminated due to consultation with the residents of that townhouse community.

#### Trees, Physical Conditions and Limitations to Tree Retention

- Mike Fadum and Associates prepared the Arborist Report and Tree Preservation/Replacement Plans for the subject site. The plans have been reviewed by the City's Landscape Division and have been deemed acceptable at this time.
- City staff conducted a site review with the applicant and the consultant prior to accepting the Report. This site review generally confirmed the site and tree conditions in the Report.

Tree Species	Total No. of Trees	Trees Proposed to be Retained	Trees Proposed to be Removed
European Birch	2	0	2
Atlas Cedar	1	0	1
Lawson Falsecypress	5	0	5
Douglas Fir	18	3	15
Norway Maple	1	0	1
Western Redcedar	22	0	22
Sitka Spruce	2	0	2
Willow	1	0	1
Poplar, Alder, Cottonwood	122	0	122
<b>TOTAL</b>	<b>174</b>	<b>3</b>	<b>171</b>

- The Report indicates that 174 protected trees were identified and that 171 trees are proposed for removal. Three (3) Douglas Firs are proposed to be retained. The applicant proposes 126 replacement trees (2 per lot) and will be contributing cash-in-lieu for the shortfall in tree replacement (100 tree shortfall).



- The shortfall in tree replacement will be addressed through the submission of cash-in-lieu prior to final adoption (approximately \$30,000 at this time). The applicant will be reviewing upsizing the replacement trees and the requirements of the landscaped buffer prior to the finalization of the replacement plans.
- The limitations to tree retention on the subject lands and in the Douglas area include:
  - Specifically for this site, many of the better quality specimen trees that were identified (Douglas Firs and Cedars) area within the proposed 174 Street which cannot be realigned. The 174 Street alignment has been set for this area originally through the NCP and then through the progression of applications in the surrounding area. The overall land use and subdivision pattern has generally been set and cannot be altered without impacting the established pattern on surrounding sites.
  - The majority of protected trees identified in the report (122) are large Alder, Poplar and Cottonwood, trees that are not suitable for retention.
  - The challenging soil regime in Douglas is a shallow, wet, growing soil layer underlain by clay. This leads to flat tree-root systems that cannot withstand site disturbance or clearing of the stand-grown trees in the surrounding area. The combination of these conditions leaves the tree retention possibility extremely low.
- The three trees that are proposed for retention are good sized Douglas Firs on the edges of the development area that should be able to withstand some disturbance.
- Approximately 39 trees within the proposed park dedication area have not been included in this summary. The Parks site is intended for a playing field, however, and the trees will likely not be retained.

### Building Scheme

- The Design Guidelines developed for this site by Mark Ankenman from Sandbox Design Works, are similar to those implemented by other applications in the Douglas area:
  - Neo-Heritage and neo-Traditional housing styles;
  - Mid-scale and simplicity of massing;
  - Moderate pitched hip and gable roof lines/elements;
  - Building massing and roof line transition to be compatible with neighbouring townhouse development;
  - High profile duroid shingles (40 year), cedar shakes/shingles, or concrete tile roof materials in natural earth colour or grey/black tones;
  - Cedar and hardiboard siding with accents in brick or stone;
  - Generous trim and detailing, including wood details;
  - No secondary suites or basement entry homes permitted; and

- In-ground basements permitted where appropriate interface with adjacent lots is achieved (eastern edge).

### Lot Grading

- Part of the 2007 Major Amendment to the Douglas NCP was to revise the depth of servicing to permit the area to have in-ground basements.
- The applicant is proposing to have in-ground basements on the majority of the lots. The lots where the applicant is not proposing basements are proposed Lots 12 and 36 to ensure that the building height, and main floor height does not unacceptably impact the neighbouring townhouse units. The applicant will also be providing a maximum basement height of 24 metres (7 ft 10 inches) on proposed Lot 17 to address the interface concerns. A Restrictive Covenant will be placed on the titles to these lots to ensure this maximum elevation of the main floor is maintained.
- The preliminary lot grading plan has been reviewed by the Building Division and deemed acceptable to proceed.

### PRE-NOTIFICATION

Pre-notification letters were sent on April 29, 2008.

- In response to pre-notification letters sent, Planning received one (1) phone call and one (1) letter from a resident of the adjacent Douglas Point Townhouse. The concern was over the interface with the Douglas Point Townhouses.

*(Basements are not being proposed on two lots that had interface concerns, proposed Lots 12 and 36, only hip roofs with no projected gables or second floor balconies are permitted for all the interface lots, a 2 metre (6.6 feet) landscaped buffer at the rear of all proposed interface lots 11 through 20, and additional setback requirement for the rear yard. For proposed Lot 36, the lot has been widened to 12.8 metres in width, the east side yard setback for the principal building and the garage increased to 3.8 metres, and a 2.0 metre side yard landscape buffer along the east property line (interface side).)*

### PUBLIC INFORMATION MEETING

- The Public Information Meeting for this development application was held on June 11, 2008, at South Meridian Elementary School. The applicant sent approximately 120 invitations to households in the Douglas area.
- A total of five (5) people attended the meeting and two filled out questionnaires for this project.
- One questionnaire identified concerns with the project interface with the townhouse community of Douglas Point, and was specifically concerned with proposed Lot 36, which the applicant has addressed above.

- The second questionnaire indicated support for the project and also indicated that the walkway to the rear of the townhouse property should be eliminated.
- As a result of this Public Information Meeting and subsequent discourse between the applicant and the Chair of the Douglas Point Strata Council, five additional letters were received regarding a walkway to the rear of the townhouse community that had been proposed in the Douglas NCP. Four (4) of these letters indicated support for removing the walkway due to safety concerns and unauthorized access into the townhouse complex through a rear gate that would not be monitored. One (1) letter indicated support for retaining the gate. Given the discussions, the applicant has eliminated the proposed walkway connection to the townhouse property.

### BY-LAW VARIANCE AND JUSTIFICATION

(a) Requested Variance:

- A variance to Section H.4 of Part 17C, Single Family Residential (9) Zone (RF-9) to increase the maximum floor area of a garage from 37 square metres (400 sq.ft.) to 56 square metres (603 sq.ft.) for proposed Lot 36 only.

Applicant's Reasons:

- Proposed Lot 36 is larger and deeper than standard RF-9 lots and will not have a basement due to the interface conditions. A larger garage would allow more area for storage. The garage would not have additional car parking, but would be intended for storage that is normally found in a basement.

Staff Comments:

- The lot will be larger and the applicant is treating the interface condition with sensitivity.
- The larger garage will not impact the required interface setback and will be screened by a landscape buffer.
- The garage will not have additional parking area but is intended to provide some storage space that would have been included in the basement.
- The total floor area on this lot will not be affected, as the proposed dwelling will have to be reduced to allow a larger garage.
- Proposed Lot 36 is the size of an RF-12 lot, which does not have the same maximum garage floor area restriction, which was intended to ensure that some open area was provided on RF-9 lots and lot coverage not exceeded. Neither of these circumstances applies to this lot.
- A Section 219 Restrictive Covenant will be registered on the lot to ensure this oversize garage is not occupied with a separate unit or coach house.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners, Action Summary and Project Data Sheets and Survey Zoning Block Plan
- Appendix II. Proposed Subdivision Layout and Landscape Plans
- Appendix III. Engineering Summary
- Appendix IV. School District Comments
- Appendix V. Building Design Guidelines Summary
- Appendix VI. Summary of Tree Survey and Tree Preservation
- Appendix VII. NCP Amendment
- Appendix VIII. Development Variance Permit No. 7907-0062-00

Jean Lamontagne  
General Manager  
Planning and Development

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Information for City Clerk

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

1. (a) Agent:      Name:                      Dwight Heintz, McElhanney Consulting Services Ltd.  
                         Address:                      13160 - 88 Avenue  
                                                              Surrey, BC  
                                                              V3W 3K3  
                         Tel:                                      604-596-8353

2.      Properties involved in the Application

- (a)      Civic Addresses:      Portion of 17415 - 2 Avenue; 17449 and 17467 - 2 Avenue
  
- (b)      Civic Address:              Portion of 17415 - 2 Avenue  
            Owner:                              Peace Portal Holdings Ltd., Inc. No. 555884  
            PID:                                      005-994-811  
            Lot 15 Section 32 Block 1 North Range 1 East New Westminster District Plan 43407
  
- (c)      Civic Address:              17449 - 2 Avenue  
            Owners:                              Peace Park Holdings Ltd., Inc. No. BC813488  
            PID:                                      006-876-862  
            Lot 16 Section 32 Block 1 North Range 1 East New Westminster District Plan 43407
  
- (d)      Civic Address:              17467 - 2 Avenue  
            Owner:                              Peace Portal Holdings Ltd., Inc. No. 555884  
            PID:                                      005-870-259  
            Lot 14 Section 32 Block 1 North Range 1 East New Westminster District Plan 40918

3.      Summary of Actions for City Clerk's Office

- (a)      Introduce a By-law to rezone the property.
  
- (b)      Application is under the jurisdiction of MOTI.  
  
            MOTI File No. 1-6-24906.
  
- (c)      Proceed with Public Notification for Development Variance Permit No. 7907-0062-00.

## SUBDIVISION DATA SHEET

**Proposed Zoning: RF-9/RF-12**

Requires Project Data	Proposed	
<b>GROSS SITE AREA</b>		
Acres	9.45 ac.	
Hectares	3.82 ha	
<b>NUMBER OF LOTS</b>		
Existing	3	
Proposed	65 (plus park)	
<b>SIZE OF LOTS</b>	RF-9	RF-12
Range of lot widths (metres)	7.9 m - 12.47 m.	12.0 m - 15.4 m
Range of lot areas (square metres)	270 m <sup>2</sup> - 488 m <sup>2</sup>	336 m <sup>2</sup> - 621 m <sup>2</sup>
<b>DENSITY</b>		
Lots/Hectare & Lots/Acre (Gross)	17.0 lots/ha	6.9 lots/ac
Lots/Hectare & Lots/Acre (Net)	20.5 lots/ha	8.3 lots/ac
<b>SITE COVERAGE (in % of gross site area)</b>		
Maximum Coverage of Principal & Accessory Building	52%	50%
Estimated Road, Lane & Driveway Coverage	+14%	+14%
Total Site Coverage	66%	64%
<b>PARKLAND</b>		
Area (square metres)	6,507 m <sup>2</sup>	
% of Gross Site	17%	
	<b>Required</b>	
<b>PARKLAND</b>	Dedication	
5% money in lieu	NO	
<b>TREE SURVEY/ASSESSMENT</b>	YES	
<b>MODEL BUILDING SCHEME</b>	YES	
<b>HERITAGE SITE Retention</b>	NO	
<b>BOUNDARY HEALTH Approval</b>	NO	
<b>DEV. VARIANCE PERMIT required</b>		
Road Length/Standards	NO	
Works and Services	NO	
Building Retention	NO	
Garage Floor Area	YES	