

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0105-00

Planning Report Date: March 10, 2008

PROPOSAL:

- **OCP Amendment** from Suburban to Urban
- **Rezoning** from RA to CD
- **Development Permit**

in order to permit the development of a 64-unit cluster housing development.

LOCATION:

3200 Block of 160 Street

OWNER:

Phoenix Holding Ltd., Inc. No. 673939

ZONING:

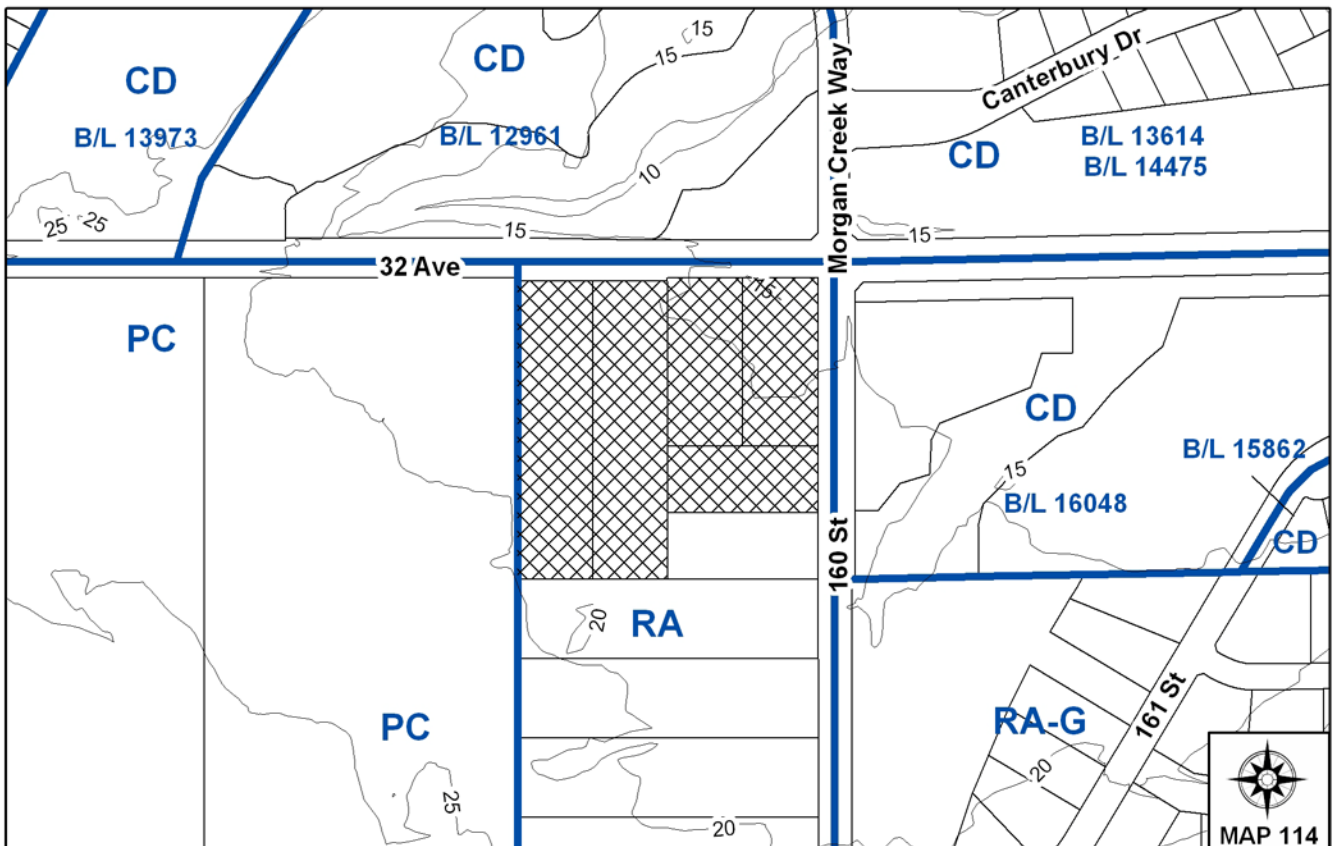
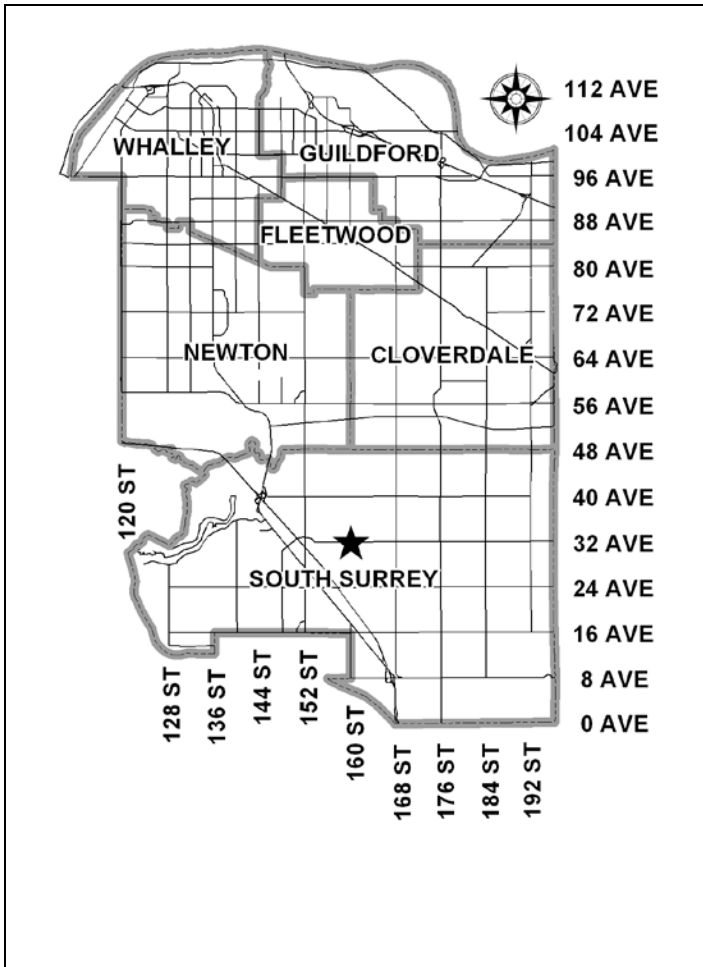
RA

OCP DESIGNATION:

Suburban

NCP/LAP DESIGNATION:

Cluster Housing 6 - 8 upa



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for:
 - OCP Amendment; and
 - Rezoning.
- Approval to reduce indoor amenity space.
- Approval to draft Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- None

RATIONALE OF RECOMMENDATION

- Complies with NCP Cluster Housing Designation, including achieving a minimum 35% on-site open space.
- The proposed density and building form are appropriate for this part of North Grandview Heights.
- The proposed OCP Amendment was anticipated as part of the normal approval process for applications in the NCP to achieve the approved land use designation and density.
- The proposed design meets the design guidelines of the Development Permit Area.
- The applicant has demonstrated adequate tree preservation by retaining 83% of the good quality trees on the site.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating the subject site from Suburban to Urban 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 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. Council approve the applicant's request to reduce the amount of required indoor amenity space from 192 square metres (2,067 sq.ft.) to 70 square metres (753 sq.ft.).
5. Council authorize staff to draft Development Permit No. 7907-0105-00 in accordance with the attached drawings (Appendix II).
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 (lot consolidation) to the satisfaction of the Approving Officer;
 - (c) input from Senior Government Environmental Agencies including the registration of a Section 219 Restrictive Covenant to protect the riparian areas on the subject site;
 - (d) submission of a finalized tree survey, arborist report, landscaping plan and landscaping cost estimate to the satisfaction of the City Landscape Architect;
 - (e) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;
 - (f) the applicant adequately address the impact of reduced indoor amenity space; and
 - (g) the applicant provide an access easement for the adjacent properties (3107, 3087 and 3063 - 160 Street) for joint access to 160 Street.

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: 22 Elementary students at Sunnyside Elementary School 7 Secondary students at Semiahmoo Secondary School
Parks, Recreation & Culture:	No concerns. The applicant is required to pay the community amenity fees in keeping with the North Grandview Heights NCP.
Department of Fisheries and Oceans (DFO):	DFO has agreed to a riparian setback of 15 metres (49 ft.) from the top-of-bank (TOB) of the watercourse within the road right-of-way (ROW) on 32 Avenue and a setback of 7.5 metres (25 ft.) from the TOB of the watercourse within the road ROW on 160 Street. DFO approved these setbacks on the understanding that both 32 Avenue and 160 Street will be widened at a future date and the watercourses within the road ROW will be culverted by the City. The applicant is providing the full 30 metre (98 ft.) setback to the TOB of the watercourse along the western property boundary. This riparian area will be required to be protected by a Section 219 Restrictive Covenant to the satisfaction of the DFO.

SITE CHARACTERISTICS

Existing Land Use: Single family homes on a treed site (some of the homes have been abandoned.)

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across 32 Avenue):	Cluster housing and the Titman Creek within the Morgan Creek development.	Conservation Area and Urban/Clustering at Single Family Density and Green Space	CD (By-law No. 12961)
East (Across 160 Street):	Neighbourhood park and single family homes.	Urban/Cluster Housing 6-8 upa and Environmental Area	CD (By-law No. 16048)
South:	Single family homes on treed sites with the Wills Brook watercourse running through the site.	Suburban/Cluster Housing 6 - 8 upa and Environmental Area	RA
West:	Cemetery	Suburban/Cemetery	PC

JUSTIFICATION FOR PLAN AMENDMENT

- The site is designated Suburban in the Official Community Plan (OCP) and "Cluster Housing, 6 to 8 units per acre (upa)" in the North Grandview Heights Neighbourhood Concept Plan (NCP). An OCP Amendment from Suburban to Urban was anticipated to accommodate this proposal.
- The subject site is currently zoned "One Acre Residential Zone" (RA). The applicant is proposing to rezone the site to "Comprehensive Development Zone" (CD), based on the RM-15 Zone to allow 64 cluster housing units. A CD Zone is required to accommodate the varied building form while providing for a minimum of 35% private open space.
- The proposed CD Zone is consistent with the designation in the NCP. In accordance with Section 4.1 of the North Grandview Heights NCP, applications in this NCP are required to be accompanied by an OCP amendment to redesignate the lands in order to achieve the land uses and density approved in the NCP. The proposed OCP amendment is consistent with the NCP designation and can be supported.

DEVELOPMENT CONSIDERATIONS

Background and Site Context

- Council approved an amendment to the North Grandview Heights NCP on September 19, 2005. The amendment re-designated the subject properties for Cluster Housing, 6-8 upa.
- The purpose of the Cluster Housing designation is to preserve significant natural environmental features and open space by providing flexibility in land use and the location of buildings. The amended North Grandview Heights NCP includes several key Cluster Housing policies including the following:
 - Residential units within the land designated as Cluster Housing shall be grouped to minimize their impact on the existing landscape and to preserve as much open space as possible.
 - The targeted amount of natural open space recommended to be preserved, on privately owned property (excluding required public park space), is 35-40% of the gross site area. This natural open space is to be protected through a Restrictive Covenant or other comparable measures to ensure the natural features are preserved and maintained.
 - Cluster housing should include a mix of unit sizes and types to reflect the location of trees, site features and watercourses.
 - It is anticipated that Cluster Housing areas would be developed under a Comprehensive Development (CD) Zone with special regulations to reflect the purpose of the Cluster Housing concept.

- All Cluster Housing developments require Development Permits to reinforce design and environmental objectives.
- The proposed OCP Amendment, Rezoning and Development Permit are consistent with the Cluster Housing, 6-8 upa designation under the North Grandview Heights NCP.

Proposed Cluster Housing Units

- The subject proposal consists of sixty-four (64), 4-bedroom units in a single and duplex house format with at-grade double-car covered parking. No tandem parking spaces are proposed. The units range in size from 229 square metres (2,469 square feet) to 308 square metres (3,310 square feet), with a total floor area of 17,080 square metres (183,848 square feet). Resident parking areas are included in these calculations.
- The applicant is proposing the retention of one existing house on the subject site. This house has been well maintained and contains character that is appropriate for this area.
- The proposed density of 8 dwelling upa is within the range of 6 to 8 upa that is permitted in the North Grandview Heights NCP.
- The subject lots will require consolidation and will conform to the setback, lot area, lot width and lot depth requirements of the RM-15 Zone.
- The development includes a total of 145 parking stalls (128 parking stalls for residents and 17 visitor parking stalls). This meets the parking requirement for resident parking and exceeds the parking requirement for visitor parking.
- The total amount of indoor amenity space proposed is 70 square metres (753 square feet) in order to allow a minimum amount of indoor amenity space for residents in the form of a common room. The RM-15 Zone requires that 192 square metres (2,002 square feet) of indoor amenity space be provided (3 square metres/32 square feet per dwelling unit). There is a deficiency of 122 square metres (1,313 square feet) and the applicant will provide cash-in-lieu for the deficiency in accordance with City Policy. The indoor amenity building is well placed, allowing easy access for residents of the development. The building will have a large outdoor patio and is adjacent to the large private outdoor amenity space.

Open Space

- The development proposes 11,010 square metres (118,515 square feet) of outdoor amenity space, which represents a minimum of 35% of the site area in accordance with the Cluster Housing designation, and consists of large continuous open space, a playground and meandering trails. This well exceeds the requirement of the RM-15 Zone requiring 3 square metres/3 square feet of outdoor amenity space per dwelling unit. The outdoor amenity area has been designed to maximize tree preservation on the site.

Comprehensive Development Zone

- The following is a table outlining the differences between the RM-15 Zone and the proposed CD Zone:

	RM-15 Zone	Proposed CD Zone
Permitted Uses	Ground-oriented multiple unit residential buildings	Single family dwellings, duplexes and ground-oriented multiple unit residential buildings
Minimum Parcel Size	2,000 square metres (0.5 acres)	31,000 square metres (7.7 acres)
Maximum Density (Number of Dwellings)	15 upa	8 upa (64 dwelling units)
Maximum Floor Area Ratio (FAR)	0.60	0.56 (including garages)
Maximum Lot Coverage	45%	25%
Outdoor Amenity/ Open Space	192 square metres (0.05 acres)	11,010 square metres (2.72 acres)

- In comparison to the RM-15 Zone, the proposed CD Zone requires a larger minimum parcel size, and will reduce the number of permitted dwelling units, FAR and lot coverage to ensure that enough open space is provided. The proposed CD Zone will also permit variety in building form compared to the RM-15 Zone in order to maximize tree preservation. In all, the proposed CD Zone meets the intent of the cluster housing designation in the NCP by providing flexibility in housing form and achieving the minimum 35% private open space objectives.

Vehicular Access

- The applicant is required to dedicate land for the road widening of 32 Avenue and 160 Street. The road dedication for 32 Avenue varies between 0.158 metres (0.52 feet) at the minimum and 1.308 metres at the maximum. The road dedication on 160 Street consists of 3.442 metres (4.29 feet) including a 5 metre (16 feet) by 5 metre (16 feet) corner cut at the intersection of 160 Street and 32 Avenue.
- The subject site will obtain one right-in/right-out access from 32 Avenue and a full movement access from 160 Street. The access to 160 Street will be shared with the properties owners to the south (3107, 3087 and 3063- 160 Street). An access easement will be registered on title with the subject application, and the easement will be available for properties to the south in the future when the develop.
- The internal circulation of the subject site is planned to allow for maximum surveillance in accordance with Crime Prevention Through Environmental Design (CPTED) principles.

Tree Preservation and Landscaping

- Mike Fadum of Mike Fadum and Associates Ltd. prepared two Arborist Reports and Trees Preservation/Replacement Plans for the subject property. In accordance with the requirement of Section 3.12 of the North Grandview Heights NCP, the first arborist assessment was completed prior to the submission of a development application. The second arborist assessment was prepared after extensive discussions and consultation with City staff to ensure that maximum tree preservation is achieved on the subject site.

- The Arborist Report indicates there are 157 protected trees on the subject site. The following is a table providing the breakdown by species:

Tree Species	Total Number of Trees	Total Trees Proposed for Retention	Total Trees Proposed for Removal
Alder, Red	37	6	31
Apple	3	2	1
Birch, Paper	4	1	3
Butternut	2	0	2
Cascara	1	0	1
Cedar, Deodar	1	0	1
Cedar, Yellow	2	2	0
Cherry	7	4	3
Cottonwood, Black	37	0	37
Falsecypress, Sawara	3	0	3
Filbert, Purple	1	1	0
Fir, Douglas	6	4	2
Hawthorn	1	1	0
Hemlock, Western	3	0	3
Magnolia	1	0	2
Maple	3	2	1
Maple, Bigleaf	1	1	0
Pine, Shore	4	2	2
Plum	1	0	1
Redcedar, Western	29	23	6
Sequoia, Giant	2	2	0
Spruce, Norway	3	1	2
Spruce, Sitka	1	1	0
Walnut	1	1	0
Willow	2	1	1
Willow, Sitka	1	1	0
Total	157	56	101

- The arborist report has identified a total of 52 good quality trees on the subject site. These trees mostly consist of Western Red Cedar and Douglas Fir trees. The applicant has worked with staff to protect and retain 43 of the good quality trees, representing 83% of all good quality trees on the subject site. The remaining good quality trees that are proposed to be removed were assessed individually and it was found that they could not be retained because of their proximity to underground services and significant re-grading of the site.
- The applicant will be required to replant the site in accordance with City Policy requiring a replacement of 2 to 1 for coniferous trees and a replacement of 1 to 1 for deciduous trees. This will result in the planting of 134 new trees on the site consisting of a variety of trees including Maple, Katsura, Cypress, Dogwood, Beech, Spruce, Western Red Cedar and Douglas Fir trees. The tree planting will be complemented by a variety of ground cover including shrubs, grasses and perennials.

PRE-NOTIFICATION

Pre-notification letters were sent on August 28, 2007 and staff received the following five comments:

- three callers had no concern about the proposed development and requested information only; and
- two callers were concerned about traffic in the area and expressed concern that any new residential units in the area would increase traffic congestion in this area.

(Staff responded by indicating that the proposed density is in keeping with the existing Neighbourhood Concept Plan (NCP) that was approved in 2005. The ultimate road network in the area was planned in anticipation of the proposed use and density.)

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

- This application was not referred to the Advisory Design Panel (ADP), but was reviewed by the City Staff and found to be satisfactory.
- The proposed dwellings units are designed with high quality and design features envisioned for the area. The units adjacent to 160 Street are designed to be street oriented with individual and direct entrances to 160 Street. By providing eyes on the street, the orientation of these dwelling units allows for natural surveillance of the neighbourhood in accordance with CPTED principles.
- The units at the vehicular entrance off 160 Street have also been designed to wrap around the corners and to create visual interest.
- In accordance with the requirements of the NCP, a 15 metre (49 feet) setback has been established from 32 Avenue. The setback area will allow for the retention of several good quality trees and will accommodate a berm where possible in between the trees. The combination of trees and a berm will create an adequate buffer and interface to 32 Avenue.
- In addition to the buffer along 32 Avenue, the applicant will provide an entry feature at the corner of 32 Avenue and 160 Street. This entry feature will contain an ornamental sign containing the project name and constructed of mortared granite. It will be heavily landscaped with Serbian Spruce trees, ornamental grasses and a variety of shrubs.
- To complement the building form north of 32 Avenue in the Morgan Creek neighbourhood, the NCP requires that the units along 32 Avenue are a maximum of two storeys in height. In order to make a smooth transition to the higher density development south of 32 Avenue, three storey units, where the third storey is built within the roof, is introduced along 160 Street. This

combination of two and three-storey units is in keeping with the Cluster Housing policies of the North Grandview Heights NCP.

- Two colour schemes are proposed: Blue/Beige and Red/Beige. Red brick is proposed on the first floor of each colour scheme to tie the development together. These colour schemes will provide distinction to the unit blocks and will also act as a way finding aid for visitors and residents.
- All of the buildings will be constructed using high quality materials including asphalt shingles as the roofing material, and a combination of hardi-plank, cedar shingle siding, hardi-shingle siding, and wood trim as the primary cladding material.

Protected Riparian Areas

- The proposed open spaces have been located to maximize tree preservation on the site and to establish the necessary setbacks from the existing riparian areas that impact the site. A Class B watercourse runs north-south along the western property boundary within the cemetery. Due to the classification of this watercourse, a setback of 30 metres (98 feet) is required from this watercourse. The applicant is required to erect a fence at the 30 metres (98 feet) boundary to ensure that the setback areas remains undisturbed. Signage will be required to be posted stating that the area is protected by a Section 219 Restrictive Covenant for the preservation of sensitive fish and wildlife habitat. A Section 219 Restrictive Covenant will be required to be registered on title for this property to protect the riparian area. The protected riparian area will remain in private ownership and will be maintained by the strata.
- Two additional Class B watercourses are found within the 32 Avenue and the 160 Street road right-of-ways (ROW). The Department of Fisheries and Oceans (DFO) has agreed to riparian setbacks of 15 metres (49 feet) and 7.5 metres (25 feet), respectively, corresponding to the required setbacks in the Zoning By-law. DFO approved these setbacks on the understanding that these watercourses will be disturbed when the City widens these roads and culverts the affected watercourses. Furthermore, in order to maintain a street oriented streetscape, the smaller setbacks will ensure that the homes can be oriented towards the street with direct and individual pedestrian access to the street.

Pedestrian Connectivity

- An extensive pathway system is proposed throughout the site and ensures that pedestrian connectivity links all the open space areas with each other. In particular, a walkway will parallel the fence to the riparian area. There will also be a sense of openness, a lot of visibility and various low level plants lining the pedestrian walkways.

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. Proposed Site Plan, Building Elevations, Landscape Plans and Perspective
- Appendix III. Engineering Summary
- Appendix IV. Summary of Tree Survey and Tree Preservation
- Appendix V. NCP Plan
- Appendix VI. OCP Redesignation Map
- Appendix VII. Proposed CD By-law

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: Taizo Yamamoto, T. Yamamoto Architect Inc.
 Address: 2386 Oak Street
 Vancouver, BC V6H 4J1
 Tel: 604-731-1127

2. Properties involved in the Application
 - (a) Civic Address: 3135 - 160 Street; 15992, 15958, 15908 and 15928 - 28 Avenue

 - (b) Civic Address: 3135 - 160 Street
 Owner: Phoenix Holdings Ltd., Inc. No. 673929
 PID: 005-134-668
 Lot 2 Section 23 Township 1 New Westminster District Plan 12459

 - (c) Civic Address: 15992 - 32 Avenue
 Owner: Phoenix Holdings Ltd., Inc. No. 673929
 PID: 009-703-284
 West Half Lot 3 Except Part Dedicated Road on Plan LMP50677 Section 23 Township 1 New Westminster District Plan 12459

 - (d) Civic Address: 15958 - 32 Avenue
 Owner: Phoenix Holdings Ltd., Inc. No. 673929
 PID: 009-703-250
 East Half Lot 3 Except: Part Dedicated Road on Plan LMP50771 Section 23 Township 1 New Westminster District Plan 12459

 - (e) Civic Address: 15908 - 32 Avenue
 Owners: Phoenix Holdings Ltd., Inc. No. 673929
 PID: 003-183-491
 Lot 43 Except: Part Dedicated Road on Plan LMP45730 Legal Subdivision 16 Section 23 Township 1 New Westminster District Plan 58703

 - (f) Civic Address: 15928 - 32 Avenue
 Owners: Phoenix Holdings Ltd., Inc. No. 673929
 PID: 005-679-737
 Lot 44 Except: Part Dedicated Road on Plan LMP45684; Section 23 Township 1 New Westminster District Plan 58703

3. Summary of Actions for City Clerk's Office
 - (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 Zoning: CD (Based on RM-15)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		32,058.6 sq.m.
Road Widening area		633.65 sq.m.
Undevelopable area		
Net Total		31,425 sq.m.
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		
Paved & Hard Surfaced Areas		
Total Site Coverage	45%	25%
SETBACKS (in metres)		
Front (160 Street)	7.5 m	7.5 m
Rear	7.5 m	30 m
Side #1 (North)	7.5 m	15 m
Side #2 (South)	7.5 m	11.7 m
BUILDING HEIGHT (in metres/storeys)		
Principal	11 m	11 m
Accessory	4.5 m	n/a
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		64
Total		64
FLOOR AREA: Residential		17,080 sq.m.
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		17,080 sq.m.

** 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)	8 upa	8 upa
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)	0.6	0.56
AMENITY SPACE (area in square metres)		
Indoor	192 sq.m.	70 sq.m.
Outdoor	192 sq.m.	11,060 sq.m.
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed	128	128
Residential Visitors	13	17
Institutional		
Total Number of Parking Spaces	141	145
Number of disabled stalls	2	2
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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