

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0159-00

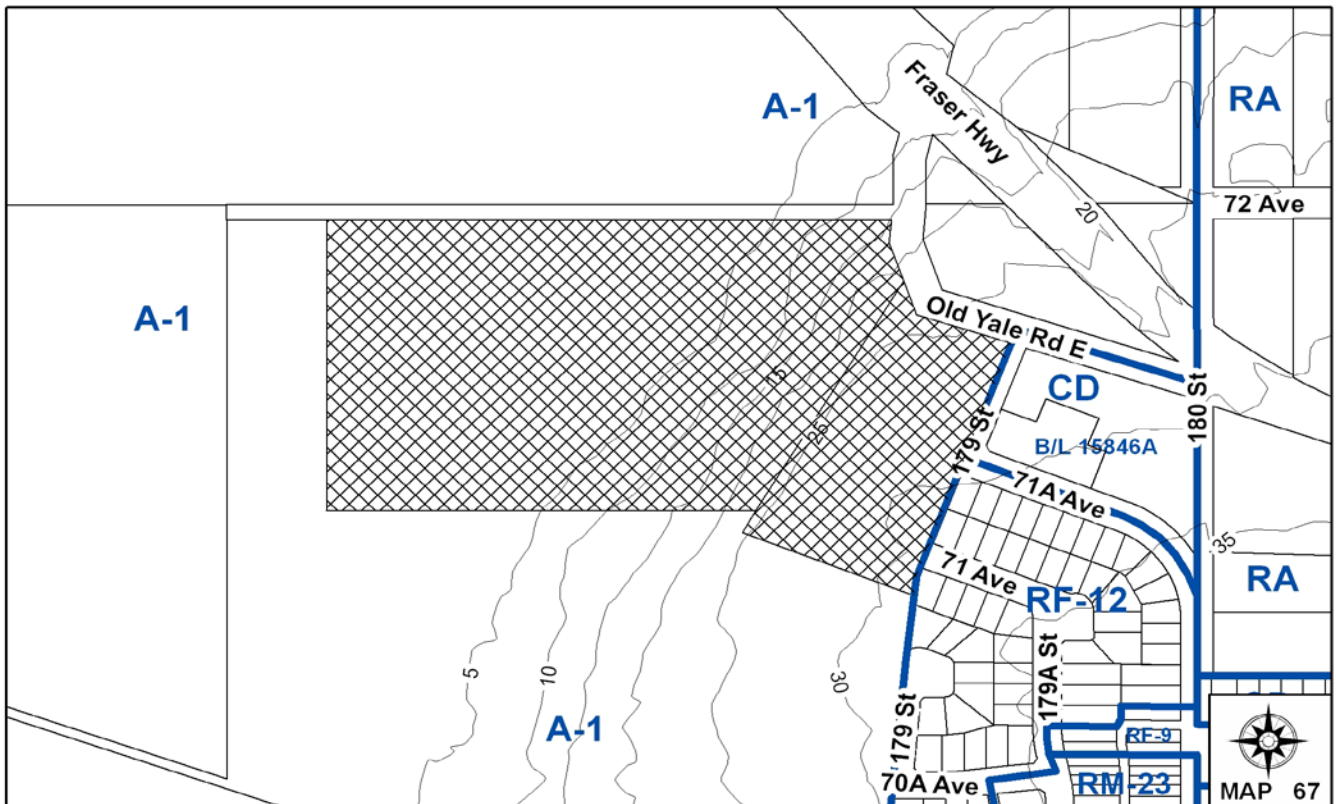
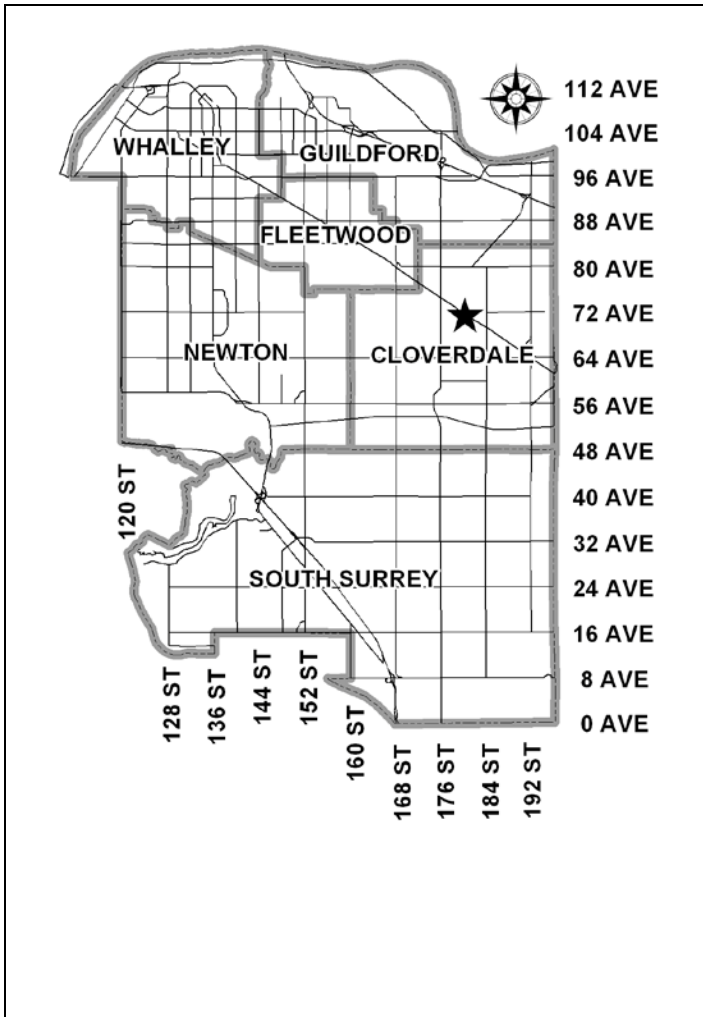
Planning Report Date: May 26, 2008

PROPOSAL:

- **OCP Amendment** of a portion from Suburban to Urban
- **NCP Amendment** of portions from Half-Acre Cluster (2 upa) to Small Lots, from Open Space/Linear Park/Buffer to Small Lots, from Single Family Residential to Small Lots and from Townhouse Cluster (10-12 upa) to Small Lots
- **Rezoning** portions from A-1 to CD (based on RC), RF-12 and RA

in order to allow subdivision into approximately 62 single family lots in North Cloverdale West.

- LOCATION:** 17918/17936 Old Yale Road East
- OWNER:** Enver Creek Homes Ltd.
- ZONING:** A-1
- OCP DESIGNATION:** Suburban/Urban
- NCP DESIGNATION:** Half Acre Cluster (2 upa), Open Space/Linear Park/Buffer, Townhouse Cluster (10-12 upa) and Single Family Residential



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- There is a minor deviation from the OCP.
- The proposal requires amendments to the North Cloverdale West NCP.
- Portions of the Half Acre Cluster (2 upa) designated area are proposed to be amended to Small Lots.
- The Single Family Residential designation is proposed to be amended to Small Lots.
- Portions of the Open Space/Linear Park/Buffer are proposed to be amended to Small Lots.
- Portions of the Townhouse Cluster (10-12 upa) are proposed to be amended to Small Lots.

RATIONALE OF RECOMMENDATION

- The proposed OCP Amendment is a minor boundary adjustment and will avoid lots being split-designated Urban/Suburban.
- The proposed NCP Amendment from Single Family Residential and Half Acre Cluster (2 upa) to Small Lots mirrors what has been previously approved to the east and south-east.
- The proposal will facilitate the dedication and protection of approximately 3.6 hectares (9 acres) of open space that accommodates a creek and floodplain areas.
- Overall, the anticipated density is consistent with the NCP.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating a portion of the subject site from Suburban to 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 Block A of the subject site as shown on the Survey Plan (Appendix I) from "General Agriculture Zone (A-1)" (By-law No. 120000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) (Appendix XII) and a date be set for Public Hearing.
4. a By-law be introduced to rezone Block B of the subject site as shown on the Survey Plan (Appendix I) from "General Agriculture Zone (A-1)" (By-law No. 12000) to "Single Family Residential (12) Zone (RF-12)" (By-law No. 12000) and to rezone Block C of the subject site as shown on the Survey Plan from "General Agriculture Zone (A-1)" (By-law No. 12000) (Appendix I) to "One-Acre Residential Zone (RA)" (By-law No. 12000) and a date be set for Public Hearing.
5. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of a subdivision layout to the satisfaction of the Approving Officer;
 - (c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
 - (d) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;
 - (e) submission of a raptor study to the satisfaction of the City Landscape Architect and the City's Environmental Coordinator;
 - (f) provision of community benefit to satisfy the OCP Amendment policy for Type 2 OCP Amendment applications;
 - (g) final approval of the relocation of the existing pond and related works to the satisfaction of the Department of Fisheries and Oceans, General Manager, Parks, Recreation and Culture and General Manager, Engineering;

- (h) the applicant to provide habitat compensation as per City Policy No. P-15 for the relocation of the pond and watercourse, to the satisfaction of the General Manager, Engineering and the General Manager, Parks, Recreation and Culture;
 - (i) registration of a Section 219 Restrictive Covenant on proposed Lots 50 and 51 for "no build" within the 3-metre (9.8 ft.) wide buffer area along the ALR boundary and for a minimum 10.5-metre (34.4 ft.) rear yard setback for the principal building; and
 - (j) resolution of terracing and lot grading concerns to the satisfaction of the General Manager, Planning and Development.
6. Council pass a resolution to amend the North Cloverdale West NCP to redesignate portions of the land from Half Acre Cluster (2 u.p.a.) to Small Lots, Open Space/Linear Park/Buffer to Small Lots and Townhouse Cluster (10-12 upa) to Small Lots (Appendix XI) 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.
School District:	<p>Projected number of students from this development:</p> <p>21 Elementary students at Don Christian Elementary School 9 Secondary students at Lord Tweedsmuir Secondary School</p> <p>(Appendix IV)</p>
Parks, Recreation & Culture:	The Parks, Recreation and Culture Department supports the development proposal. The applicant will be required to enter into a license agreement with the City under the Policy P-15 with conditions as stipulated by the Realty Services Division and provide NCP Amenity contributions on a per unit basis as per the North Cloverdale West Neighbourhood Concept Plan.
Ministry of Transportation (MOT):	Referral to the Ministry was sent, but staff have not received a response to date.
Agricultural Advisory Committee:	The proposal was reviewed at the November 1, 2007 AAC meeting, and was not supported as it did not meet Policy O-23 (i.e. gradation of density towards the ALR) along 72 Avenue. However, it was recognized that the NCP designation pre-dates Policy O-23.

Environmental Review
Committee (ERC):

This application was reviewed at the August 15, 2007 and October 17, 2007 ERC meetings. The proposed relocation of a red-coded watercourse and elimination of habitat around an existing man-made pond are acceptable. Proposed landscaping of the riparian area and the relocation of the pond and habitat requires final approval by the Department of Fisheries and Oceans, Parks, Recreation & Culture and Engineering Department.

SITE CHARACTERISTICS

Existing Land Use: Single family dwellings on acreage residential lots to be removed.

Adjacent Area:

Direction	Existing Use	NCP Designation	Existing Zone
North:	Agricultural lands within the ALR.	Agricultural in the OCP	A-1
North-East (Across Old Yale Road East):	Single family dwelling.	Townhouse Cluster (10-12 upa)	A-1
East (Across 179 Street):	Single family small lots and a vacant townhouse site.	Small Lots and Townhouse (15 upa)	RF-12 and CD (By-law No. 15846A)
South (Across):	Acreage residential under application (No. 7907-0090) at Third Reading to permit subdivision into approximately 98 single family lots.	Split-designated half-Acre Cluster (2 upa) and Single Family Residential	A-1
West:	Agricultural lands within the ALR.	Agricultural in the OCP	A-1

JUSTIFICATION FOR PLAN AMENDMENT

Proposed OCP Amendment

- The subject site is split-designated Suburban and Urban in the Official Community Plan with the existing Suburban-Urban boundary following the property line of each property (Appendix VIII).
- The proposed amendment from Suburban to Urban is proposed for a portion of the subject site measuring approximately 3,668 sq. m. (0.9 acre) (Appendix IX).
- The proposed amendment is considered minor and is being pursued to continue the existing development pattern to the south (application no. 7907-0090-00 at Third Reading). Therefore, staff do not have any concerns with respect to the proposed OCP amendment.

Proposed NCP Amendments

- The subject site has four designations comprised of Half Acre Cluster (2 u.p.a.), Single Family Residential, Open Space/Linear Park/Buffer and Townhouse Cluster (10-12 upa) in the North Cloverdale West NCP (Appendix X).
- The subject application proposes the following NCP amendments (Appendix XI):
 - from Half Acre Cluster (2 u.p.a.) to Small Lots within a portion of the proposed Suburban designated area;
 - from Single Family Residential to Small Lots within the existing Urban designated area;
 - from Open Space/Linear Park/Buffer to Small Lots within the existing Urban designated area; and
 - from Townhouse Cluster (10-12 upa) to Small Lots within the existing Urban designated area.
- The applicants offer the following points in support of the proposed amendments:
 - If the site were to be developed based on the current NCP designations, interfacing issues (incompatible massing fronting the same road) will arise; and
 - The proposed design of homes will be consistent throughout the site, thus allowing better interface between Suburban and Urban lots.
- Staff also note the following:
 - The subject site represents two of the last parcels between Fraser Highway and the new 70 Avenue to the south that have remained undeveloped.
 - Under separate development applications (7904-0364-00 and 7905-0176-00), lands directly east and south east of the subject site were redesignated from Single Family Residential 6 u.p.a. to Small Lots. The proposed redesignation within the Urban designated lands mirrors what has been approved in the past.
 - Staff are currently processing a development application (File No. 7907-0090-00, at Third Reading) for lands directly south of the subject site, which is seeking similar NCP amendments as the subject application.
- Based on the above, staff support the proposed re-designations.

DEVELOPMENT CONSIDERATIONS

Proposed Rezoning

- The approximately 7.5-hectare (18.56-acre) site is currently zoned A-1. The applicant is proposing to rezone the entire site from A-1 to CD (based on RC), RF-12 and RA, the zoning boundaries of which are indicated on the attached Survey Plan (Appendix I).

Rezoning from A-1 to CD based on RC (Block A in Appendix I)

- Block A (as shown in Appendix I) consists of approximately 5.348 hectares (13.22 acres) and is located immediately east of the Agricultural Land Reserve (ALR). Block A includes an existing floodplain and creek area.
- The applicant is proposing to rezone this portion from A-1 to CD (based on the RC Zone) in order to create 27 single family lots (proposed Lots 36 to 62 in the attached subdivision layout, Appendix II). The proposal is based on a clustering concept (where the proposed development is confined within the areas outside the floodplains and the creek areas), with a gross density of 5 units per hectare (2 units per acre) and 67% of the area of Block A is set aside as open space.
- The RC Zone, which serves as the basis for the proposed CD Zone, allows 3 types of building forms based on the following:

Type of Building Form	Minimum Open Space Requirement	Maximum Floor Area Ratio	Minimum Lot Size/ Lot Width
Type I: Single Family Dwellings	50% of Site Area	0.45	700 sq. m. (7,500 sq. ft.)/ 18 m. (60 ft.)
Type II: Single Family Dwellings	70% of Site Area	0.50	372 sq. m. (4,000 sq. ft.)/ 9 m. (30 ft.)
Duplexes	70% of Site Area	0.50	745 sq. m. (8,000 sq. ft.)/ 15 m (50 ft.)
Type III: Ground-oriented multiple unit residential buildings	80% of Site Area	0.50	2,000 sq. m. (0.5 acre)/ 30 m (100 ft)

- The proposal generally falls within Type II – Single Family Dwellings.
- The proposed CD Zone, which is a hybrid of the RC and RF-12 Zones, has the following features:

	As Reflected in the Proposed CD Zone
Open Space Dedication	Approximately 67% of the gross site area (Suburban Portion)
Unit Density	5 units/hectare or 2 units per acre
Floor Area Ratio (FAR)	0.70
Range of Lot Sizes	374 m ² (4,026 ft ²) to 1,111 m ² (11,959ft ²)
Range of Lot Widths	13.4m (44 ft.) to 14.3m (47 ft.)
Maximum House Size	260m ² (2,800ft ²)

- While the RC Zone limits the FAR to 0.50, the RC Zone does not place a cap on the house size. However, according to the applicant, the resulting floor area still does not meet the expectations of the current market. In order to match the permitted FAR (0.70) of the RF-12 Zone (which is being proposed for the easterly portions of the subject site), the proposed CD Zone is indicating an FAR of 0.70, with a maximum house size of 260 sq. m. (2,880 sq. ft.).
- All of the proposed CD lots exceed the minimum lot area requirement (372 m² or 4,000ft²) of the RC Zone.
- As proposed, the CD lots will be fronting both sides of the new 177A Street. The proposed westerly lots will be backing onto the proposed open space.
- To further ensure that the proposed homes on the proposed CD lots will blend well with the proposed Urban lots, the proposed CD Zone is incorporating similar setback requirements as stipulated in the RF-12 Zone. For instance, the CD Zone stipulates that only 50% of the width of the house can be sited at 4 metres (13 ft.) and 6 metres (20 ft.) from the front and rear property lines, respectively. These provisions are also found under the RF-12 Zone.

Rezoning from A-1 to RF-12 (Block B in Appendix I)

- Block B as shown on the Survey Plan (Appendix I) consists of approximately 1.740 hectares (4.30 acres) and is proposed to be rezoned from A-1 to RF-12. The proposed RF-12 lots will be sited east of the proposed CD lots fronting the new 178 and 178A Streets.
- The proposed subdivision layout indicates a total of 35 RF-12, Type II lots, all of which conform to the minimum lot dimensions of the RF-12 Zone. The following table shows a profile of the proposed RF-12 lots.

RF-12 Lots	Lot Size	Lot Width	Lot Depth
Type II Interior Lot Requirements	320 m ² (3,445 ft ²)	13.4 metres (44 ft.)	22 metres (72 ft.)
<i>Proposed Interior Lots 1,2, 4-20; and 22-35</i>	Ranges from 320 m ² (3,445 ft ²) to 465 m ² (5,005 ft ²)	Minimum of 13.4 metres (44 ft.)	Minimum of 24 metres (78 ft.)
Type II Corner Lot Requirements	375 m ² (4,037 ft ²)	Minimum of 15.4 metres (51 ft.)	22 metres (72 ft.)
<i>Proposed Corner Lots 3 and 21</i>	375 m ² (4,036 ft ²)	Minimum of 15.4 metres (51 ft.)	Minimum of 24 metres (78 ft.)

- The proposed layout does not include lanes and therefore, garages will be fronting the road. The proposed 13.4-metre (44-ft.) wide lots will allow double car garages, conforming to the RF-12 Zone.

Rezoning from A-1 to RA (Block C in Appendix I)

- Block C as shown on the Survey Plan (Appendix I) consists of approximately 0.513 hectares (1.27 acres) is proposed to be rezoned from A-1 to RA as a temporary holding zone until a specific development proposal is submitted in the future. This portion is designated Townhouse Cluster (10-12 upa) in the NCP.

Proposed Road Alignments, Open Space and Walkway Dedications

- Except for the proposed 177A Street that will terminate as a cul-de-sac at the northern portion of the site, the proposed overall layout indicates road alignments that are consistent with the ring road system planned for this portion of the North Cloverdale West NCP.
- The entire subdivision is proposing a 3.68-hectare (9.09-acre) open space dedication. The proposed open space will accommodate the existing floodplain and creek area and will serve as a physical barrier between the proposed lots and the lands within the Agricultural Land Reserve to the west. The proposed open space, which is to be conveyed to the City, will remain in its natural state.
- Pedestrian circulation within the proposed subdivision will be achieved via the proposed sidewalks, as well as through a proposed 4-metre (13-ft) wide walkway that will be installed at the south edge of the subject site. The easterly portion of the proposed walkway will be secured as part of the proposed development under File No. 7907-0090-00, which is currently at Third Reading. The proposed 4.0-metre (13 ft.) wide walkway, which will consist of stairs due to the existing slope, will connect 177A and 178 Streets.
- There will also be a walkway located between proposed Lots 50 and 51 at the northern-most edge of the site connecting the subject site to 72 Avenue.

Interface with ALR

- This application was referred to the Agricultural Advisory Committee (AAC) on November 1, 2007. The Committee indicated the following should be addressed:
 - Buffering from the ALR lands on the subject site; and
 - Building setbacks along the north property line.
- The proposed single family lots will be separated from the lands within the ALR to the west by the proposed 3.68-hectare (9.09-acre) open space. The existing creek directly west of the proposed lots also serves as a natural buffer between the proposed residential lots and the ALR. This buffer should deter any potential conflicts with the agricultural lands resulting from the proposed development.
- The applicant is proposing a 10.5-metre (34-ft.) building setback to the ALR lands including a 3.0-metre (9.8-ft.) wide landscape buffer on proposed Lots 50 and 51 adjacent to the ALR, to address the interface with the existing ALR lands to the north. It is further noted that the unopened right-of-way for 72 Avenue (which is not in the ALR) provides an additional 10-metre (33 ft.) wide buffer between the subject site and ALR boundary to the north.

Proposed Design Guidelines and Lot Grading

- Tynan Consulting Ltd. prepared the Neighbourhood Character Study and Building Scheme, dated February 12, 2008. The character study involved reviewing a number of existing homes in the neighbourhood in order to establish suitable design guidelines for the proposed subdivision. A summary of the design guidelines is attached (Appendix VI).

- The design guidelines prohibit the construction of basement-entry homes and secondary suites.
- The subject site slopes steeply from west to east from approximately 5 metres (16 ft.) to 30 metres (98 ft.). The proposed lot grading indicates that in-ground basements can be accommodated without any significant fill on the majority of the proposed upland lots.
- Where fill of more than 0.5 metre (1.6 ft.) is introduced, it would occur in approximately 23 CD lots in the lowland area to allow the grades to match the proposed grades for the proposed 177A Street.
- The planned sewer trunk main that will be installed within the proposed 177A Street alignment necessitates the proposed grade changes for 177A Street.
- The site's sloping conditions require installation of retaining walls to stabilize rear yards between the proposed lots. The proposed engineered retaining walls will be built using modular blocks for durability and aesthetic purposes and this will be regulated in the Building Scheme.
- The applicant has submitted preliminary lot grading information and will be required to submit a revised version that includes terraced retaining walls to reduce the height of the proposed retaining walls.
- A Sierra Slope retaining wall will be installed along the west property line abutting the creek area. Native planting materials will be integrated into the wall and will form part of the creek improvements that the applicant will install as agreed to in the Environmental Review Committee (ERC) meeting of October 17, 2007.

Tree Preservation and Replacement and Raptor Assessment

- The applicant has submitted an arborist assessment prepared by Randy Greenizen, Certified Arborist of Clark Kavolinas and Associates Ltd. The report has identified 149 mature trees in the portion of the site proposed for development. As the development proposal reflects a small lot single family residential development, practically all the trees within the development footprint will need to be removed. Sixteen (16) trees within the rear yards of proposed Lots 27, 49, 50 and 51 as well as on the remainder Lot 63 of the subject site are proposed to be retained. The following chart reflects the trees proposed for retention and removal by species:

Tree Species	Number of Trees	Number to be Retained	Number to be Removed
Alder	45	0	45
Birch	12	2	10
Cedar	40	5	35
Cherry	3	0	3
Cottonwood	24	1	23
Douglas Fir	5	2	3
Hemlock	1	1	0
Maple	4	2	2
Oak	1	0	1
Pine	5	3	2
Poplar	1	0	1
Redwood	1	0	1
Spruce	6	0	6
Walnut	1	0	1
Total	149	16	133

- The proposal indicates that 129 trees will be planted on-site. However, 197 replacement trees are required under the Tree Protection By-law. Therefore, the applicant will be required to provide \$300 per tree for a total of \$20,400 towards the Green City Fund for the shortfall of replacement trees.
- A raptor assessment was prepared by Thomas Plath, R.P.Bio of Thomas Plath Environmental Services. One (1) active red-tailed hawk nest has been identified 65 metres (213 ft.) west of the red coded watercourse located on the property to the south at 17912 - Old Yale Road East. A revised raptor assessment is required to address the Best Management Practices (BMPs) for Raptor Conservation during Urban and Rural Land Development in British Columbia.

PRE-NOTIFICATION

Pre-notification letters were sent on February 13, 2008 and staff did not receive any 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.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary, Project Data Sheets and Survey Plan
Appendix II.	Proposed Subdivision Layout
Appendix III.	Engineering Summary
Appendix IV.	School District Comments
Appendix V.	Agricultural Advisory Committee Minutes
Appendix VI.	Building Design Guidelines Summary
Appendix VII.	Summary of Tree Survey and Tree Preservation
Appendix VIII.	OCP Redesignation Map
Appendix IX.	Proposed NCP Amendments
Appendix X.	Proposed Subdivision Layout for Application to the South
Appendix XI.	Proposed OCP Amendment for Application to the South
Appendix XII.	Proposed CD By-law

Jean Lamontagne
General Manager
Planning and Development

Information for City Clerk

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

1. (a) Agent: Name: Clarence Arychuk, Hunter Laird Engineering Ltd.
 Address: #300 - 65 Richmond Street
 New Westminster, BC
 V3L 5P5
 Tel: 604-525-4651

2. Properties involved in the Application

- (a) Civic Address: 17918 and 17936 Old Yale Road East
- (b) Civic Address: 17918 Old Yale Road East
 Owner: Enver Creek Homes Ltd., Inc. No. 542164
 PID: 013-229-991
 Parcel "H" (Explanatory Plan 13997) of Parcel "D" (Reference Plan 3573)
 North Half of the North West Quarter Section 17 Township 8 New Westminster
 District
- (c) Civic Address: 17936 Old Yale Road East
 Owner: Enver Creek Homes Ltd., Inc. No. 542164
 PID: 013-230-166
 Parcel "B" (Reference Plan 2190A) North West Quarter Section 17 Township 8
 New Westminster District

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.
- (c) Application is under the jurisdiction of MOT.
- (d) Proceed with Public Notification for Development Variance Permit No. 7907-0159-00.

SUBDIVISION DATA SHEET

Proposed Zoning: CD, RF-12 and RA

Requires Project Data	Proposed RF-12	Proposed CD (based on RC)	Proposed RA (Holding Lot)	Total
GROSS SITE AREA				
Acres	4.30 ac	13.22 ac	1.27 ac	18.56 ac
Hectares	1.740 ha	5.348 ha	0.513 ha	7.5 ha
NUMBER OF LOTS				
Existing	±1	±1	-	
Proposed	+35	27	1	63
SIZE OF LOTS				
Range of lot widths (metres)	13.4-16.11 m	13.4 m-18.0 m		13.4-18.0 m
Range of lot areas (square metres)	320-384 m ²	374-1,111 m ²		320-1,111 m ²
DENSITY				
Lots/Hectare & Lots/Acre (Gross)				
Lots/Hectare & Lots/Acre (Net)				
SITE COVERAGE (in % of gross site area)				
Maximum Coverage of Principal & Accessory Building	50%	50%	n/a	50%
Estimated Road, Lane & Driveway Coverage	16%	7%	n/a	8.5%
Total Site Coverage	66%	57%	n/a	58.5%
PARKLAND				
Area (square metres)	840.95 m ²	35,501.96 m ²	n/a	36,791.0 m ²
% of Gross Site	5%	57%	n/a	49%
		Required		
PARKLAND				
5% money in lieu		NO		
TREE SURVEY/ASSESSMENT				
		YES		
MODEL BUILDING SCHEME				
		YES		
HERITAGE SITE Retention				
		NO		
BOUNDARY HEALTH Approval				
		NO		
DEV. VARIANCE PERMIT required				
Road Length/Standards		NO		
Works and Services		NO		
Building Retention		NO		