

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0209-00

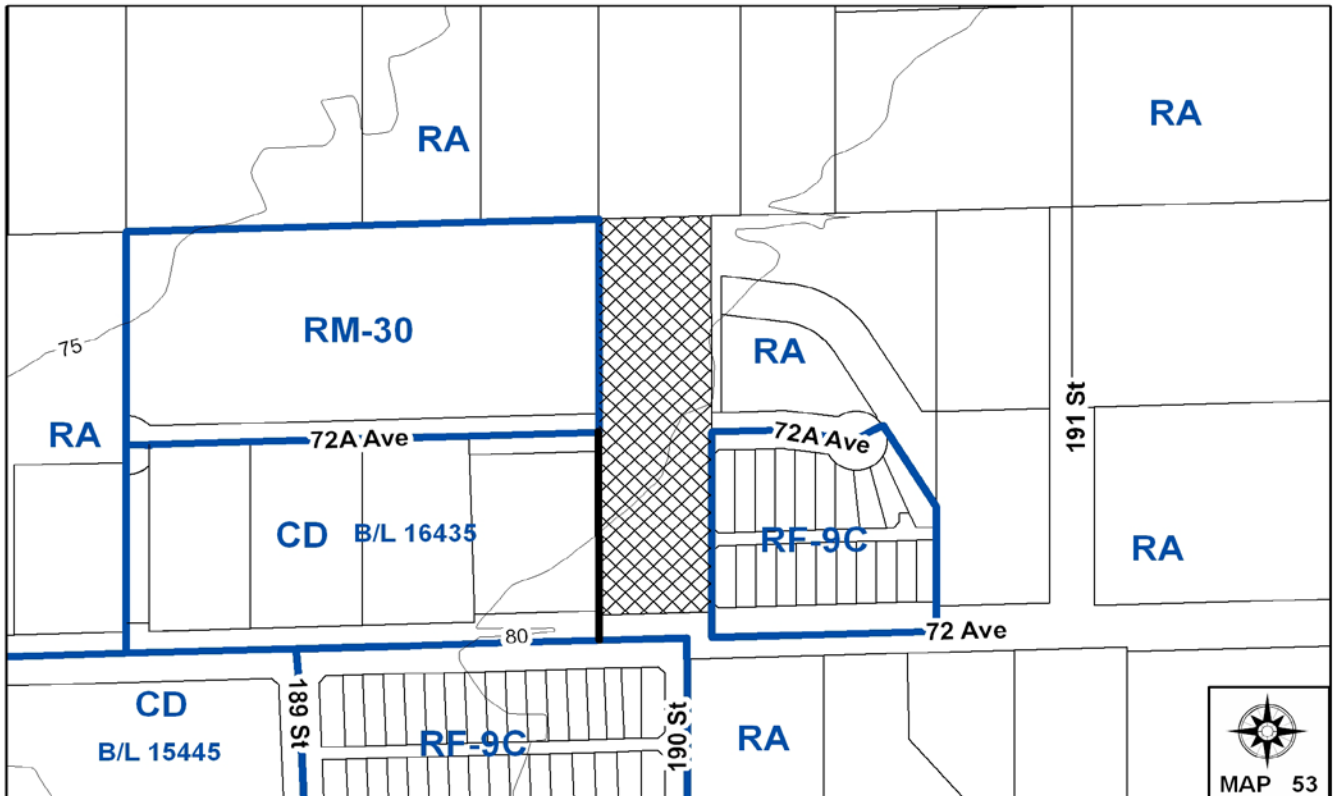
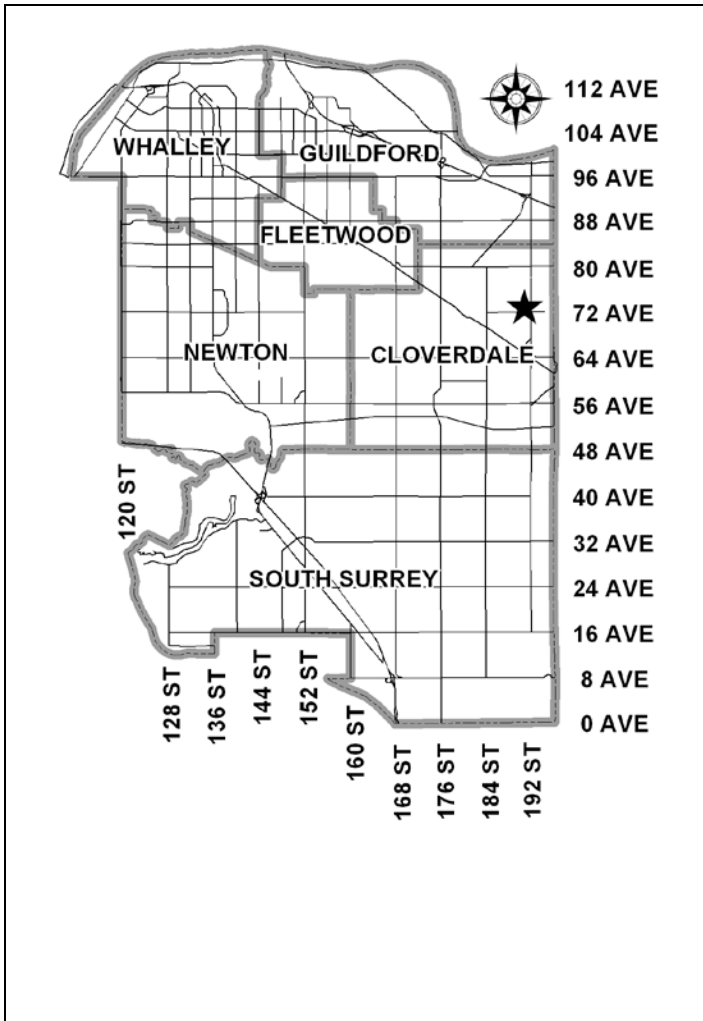
Planning Report Date: March 10, 2008

PROPOSAL:

- **OCP Amendment** on a portion from Suburban to Urban
- **NCP Amendment** on a portion from 10-15 upa (Special Residential) and 15-25 upa (Medium-High Density) to 10-15 upa (Medium Density)
- **Rezone** a portion from RA to RF-SD and RF-9C

in order to allow subdivision into 5 semi-detached residential buildings on 10 small single family lots and one remainder parcel.

LOCATION: 18993 - 72 Avenue
OWNERS: Hayre Development Inc. and Pacific Ocean Development Inc.
ZONING: RA
OCP DESIGNATION: Suburban
NCP DESIGNATION: Special Residential (10-15 upa), Medium-High Density (15-25 upa), Public Open Space/Park



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for:
 - OCP Amendment; and
 - Rezoning.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The East Clayton NCP Extension - North of 72 Avenue proposes Special Residential (10-15 upa) along 72 Avenue and 15-25 upa (Medium Density) along 72A Avenue. The applicant is proposing Semi-detached Dwellings at a density of 12 units per acre and thus is proposing an amendment for lands south of 72A Avenue to 10-15 upa (Medium Density).

RATIONALE OF RECOMMENDATION

- Constraints resulting from the size and shape of the site and the townhouse development to the west leave the proposed semi-detached single family land use as the most viable option.

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 (Block A and B on Survey Plan) 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 portions of the subject site from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Semi-Detached Residential Zone (RF-SD)" (By-law No. 12000) for Block A to the "Single Family Residential (9) Coach House Zone (RF-9C)" (By-law No. 12000) for Block B as shown on the attached Survey Plan (Appendix I) and a date be set for Public Hearing.
4. 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) registration of a Section 219 Restrictive Covenant for "no build" on the proposed remainder RA lot until such time as conditions permit development of the site; and
 - (e) finalization of the agreement for the acquisition by the City and dedication of the proposed open space (proposed Lots 11 and 12) for park purposes.
5. Council pass a resolution to amend the East Clayton NCP - North Extension to redesignate a portion of the subject site from Special Residential (10 - 15 upa) and Medium-High Density (15 - 25 upa) to Medium Density (10 - 15 upa) when the project is considered for final adoption (Appendix VII).

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: 3 Elementary students at Clayton/East Clayton Elementary School 2 Secondary students at Clayton Heights Secondary School (Appendix IV)
Parks, Recreation & Culture:	Support. The applicants should pay the NCP amenity on a per unit basis in keeping with the Stage II NCP adopted by Council. Parks will acquire the parkland in excess of the 5% dedication requirement.
Terasen Gas:	Comments have not been received prior to finalizing this report. However, on the abutting property to the east, which is also encumbered by the Terasen Gas right-of-way, Terasen Gas supported the proposal to use the right-of-way as parkland as part of Application No. 7906-0174-00.

SITE CHARACTERISTICS

Existing Land Use: Acreage parcel with an existing dwelling.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North:	Acreage parcel	Suburban	RA
East:	Park, and small single family residential lots (under construction)	10-15 upa (Medium Density), and Public Open Space/Park in the East Clayton NCP – North Extension	RF-9C and RA
South (Across 72 Avenue):	Small single family residential lots.	10-15 upa (Medium Density) in the East Clayton NCP	RF-9C
West:	Townhouses (completed, under construction, and recently approved).	22-45 upa (High Density) in the East Clayton NCP – North Extension	RM-30 and CD (By-law No. 16435)

JUSTIFICATION FOR PLAN AMENDMENT

- The approximately 0.95-hectare (2.3-acre) site is designated Suburban in the Official Community Plan (OCP). The portion of the site to the south of the Terasen Gas right-of-way is located within the East Clayton NCP – North Extension area. The northern most boundary of the right-of-way is the servicing boundary for the area; lands north of this particular boundary are outside of the sanitary sewer catchment area and stormwater drainage basin serving the East Clayton NCP – North Extension area (Appendix VII).

- Council, on July 28, 2004, approved Stage 1 (Corporate Report No. C009), which deals with land use designations and road network in the East Clayton NCP – North Extension area. On June 20, 2005, Council approved the corresponding Stage 2 Report (Corporate Report No. C011).
- Currently, the land use designations that are reflected in the East Clayton NCP – North Extension area require corresponding OCP designation amendments from the current Suburban designation. The approved Stage 2 Report (Corporate Report No. C011) directed staff to bring forward specific OCP amendments on a site-by-site basis concurrently with site-specific rezoning applications.
- The applicant is requesting an OCP amendment from Suburban to Urban. The proposal is generally consistent with the designation in the East Clayton – North Extension Neighbourhood Concept Plan (NCP). However, an amendment will be required for a portion of the site from 10-15 upa Special Residential and 15-25 upa (Medium-High Density) to 10-15 upa (Medium Density) (Appendix VII).
- The proposed NCP redesignation of the subject is required as a result of a recent NCP amendment on the lands to the west. On February 25, 2008, Council approved the application to the west (7907-0005-00), therefore amending the NCP designation of the property from Commercial Residential, 15-25 upa. (Medium-High Density) and 10-15 upa (Special Residential) to 22-45 upa (High Density).
- Given the site constraints, the proposed land use consisting of semi-detached residential buildings at a density of 12 units per acre is a good transition and therefore the NCP amendment is appropriate.

DEVELOPMENT CONSIDERATIONS

Site Context

- The subject site is located on the north side of 72 Avenue in the East Clayton – North Extension area. The site consists an acreage parcel, which is encumbered by a Terasen Gas right-of-way traversing the site, generally from east to west.
- The site is designated Suburban in the Official Community Plan (OCP).
- The subject site is split designated in the East Clayton NCP – North Extension. The following explains the designations, in the portion of the subject site to the south of the Terasen Gas right-of-way:

NCP Designation	Designation Boundaries (refer to Appendix VII)	Proposed Zoning
10-15 upa Special Residential	North of, and fronting onto 72 Avenue	RF-SD
15-25 upa Medium-High Density	South of, and fronting onto proposed 72A Avenue	RF-SD
Public Open Space/ Park	North of proposed 72A Avenue	To remain RA

Proposed Subdivision Layout and Design Considerations

- The subject site is currently zoned "One Acre Residential Zone" (RA). The applicant is proposing to rezone the southern 0.47-hectare (1.17-acre) portion of the site to "Semi-Detached Residential Zone" (RF-SD), as per Block A on the Survey Plan (Appendix I), to allow subdivision into approximately 10 semi-detached single family lots, and to "Single Family Residential (9) Coach House Zone" (RF-9C), as per Block B on the Survey Plan (Appendix I), for the eastern half of the road to be dedicated adjacent the RF-9C lots to the east.
- A 0.51-hectare (1.27-acre) portion of the site will remain zoned "One Acre Residential Zone" (RA) as per Block C on the Survey Plan (Appendix I). Approximately 3,505 square metres (0.87 acres) is to be park, while approximately 1,640 square metres (0.4 acres) will remain as an undeveloped RA lot. A Section 219 Restrictive Covenant (No Build) will be registered over this remainder parcel until such time as conditions permit redevelopment.
- As indicated above, the proposed layout demonstrates the 3,505-square metre (0.87-acre) parcel of Park-Open Space that is planned as part of the open space network for East Clayton, as designated in the East Clayton NCP – North Extension.
- The applicant will dedicate 5% of the open space, which is equivalent to approximately 175 square metres (0.04 acres). As the proposed open space exceeds the statutory park dedication of 5%, the City will purchase the open space in excess of the 5% requirement.
- The provision of open space at this location will form part of the Clayton Greenway, which is located within the Terasen Gas Right-of-Way.
- The exterior of each proposed RF-SD buildings will appear, in form and massing, as though they are one single-family home. At the same time, however, the individual units in each RF-SD building will incorporate some variation and articulation in their design in order to provide a sense of identity and avoid mirror-images (Appendix II).
- The RF-SD type of housing represents one of the City's innovations on creating a variety of housing choices in emerging communities. Council approved a similar RF-SD development at 73 Avenue and 192 Street in East Clayton on June 25, 2007, as part of Application No. 7906-0227-00.

- A variation of the standard duplex units that have been built in the past, RF-SD units are considerably different from the traditional duplex units that are permitted under the RM-D Zone in that they appear, in form and massing, as though they are single-family homes. Additional differences are as outlined below:

	RMD-Zone	RF-SD Zone
Type of Housing	A maximum of 2 dwelling units within a duplex building, considered multiple residential units and are subject to a Development Permit	Two side by side dwelling units with common wall, each unit located on a fee simple lot and is not subject to a Development Permit but rather, to a Building Scheme
Type of Lot	Two units on a fee simple lot & can be stratified into 2 strata lots	Each unit on a fee simple lot
Minimum Lot Size	930 m ² (10,000 ft ²)	200 m ² (2,150 ft ²) for <i>interior lots</i> ; 226 m ² (2,430 ft ²) for <i>corner lots</i>
Maximum Floor Area	446m ² (4,800 ft ²) for <i>corner lots</i> ; 372m ² (4,000 ft ²) for <i>interior lots</i> (combined for 2 dwelling units)	181m ² (1,950 ft ²) for each unit

- Based on the proposed subdivision layout (Appendix II), the area being rezoned to RF-SD will be able to accommodate 10 fee simple lots (and ultimately 5 buildings with 2 units in each building) fronting 190 Street, with lot dimensions conforming to the proposed RF-SD Zone.
- All 10 proposed RF-SD lots conform to the minimum requirements of the RF-SD Zone, in terms of lot area, width and depth. They range in size from 218 square metres (2,347 sq.ft.) to 275 square metres (2,960 sq.ft.). The lots range in width from 7.2 metres (24 ft.) to 9.2 metres (30 ft.).
- Access into the site will come from 190 Street, which connects to 72 Avenue. 190 Street has been partially constructed by the developer on a Statutory Right-of-Way secured over the subject site as part of the project to the east (Application No. 7906-0174-00), which received final adoption on June 25, 2007.
- Each of the proposed 10 lots will front onto and gain access from 190 Street.
- Proposed Lot 11 is identified as Park Space on the attached layout (Appendix II), consistent with the East Clayton NCP – North Extension. The amount that is in excess of the 5% parkland dedication requirement will be purchased by the City.
- Proposed Lot 12, which identifies the Terasen Gas right-of-way, is also identified as Park Space and will be purchased by the City. A panhandle connecting this lot to 72A Ave will provide legal frontage.
- The proposed remainder RA parcel (proposed Lot 13) is to be consolidated with a remainder parcel that was created as part of Application No. 7906-0174-00. The consolidated lot conforms to the minimum requirements of the RA Zone in terms of lot area and depth. The lot area is 6,172 square metres (1.52 acres). The lot depth is 98.7 metres (324 ft.).

- Proposed Lot 13 will gain access to 72A Ave via a temporary panhandle, that was created as part of Application No. 7906-0174-00. This temporary panhandle will be subdivided and dedicated as park in the future. In the interim, a Section 219 Restrictive Covenant (No Build) will be registered over the whole parcel (see Appendix II).

Building Design Guidelines

- The applicant for the subject site has retained Sandbox Design Works as the Design Consultant. The Design Consultant conducted a character study of the surrounding homes and based on the findings of the study, proposed a set of building design guidelines (Appendix V).
- According to the Character Study, the main influences on the subject site is the Neo-Heritage massing and character of the RF-9C and CD/RM-30 zoned lots east and west of the subject site. The proposed homes on the subject site should co-ordinate with this form and character of the surrounding neighbourhood, with respect to massing and detail.

Proposed Lot Grading and Tree Preservation

- In-ground basements are proposed based on the lot grading and tree preservation information that was provided by the applicant. Basements will be achieved with minimal cut or fill. The information has been reviewed by staff and found to be generally acceptable.
- Basement-entry homes will not be permitted.
- Mike Fadum and Associates Ltd. prepared the Arborist Report and Tree Preservation/Replacement Plans. They have been reviewed by the City's Landscape Architect and deemed acceptable (Appendix VI).
- The Arborist Report indicates there are 10 mature trees on the subject site. The report proposes the removal of all 10 trees because they are either located within the building envelopes or will be significantly impacted by road dedication and driveway construction. Twenty (20) replacement trees will be planted for a total of twenty (20) trees on site, providing for an average of 2 trees per lot.

Tree Species	Total Number of Trees	Proposed for Retention	Proposed for Removal
Walnut	2	0	2
Cherry	2	0	2
Plum	1	0	1
Apple	3	0	3
Willow	2	0	2
Total	10	0	10

- Under the Tree Protection By-law, tree replacement is required at specified ratios. Protected trees are to be replaced at a ratio of 2:1, while alder and cottonwood trees are to be replaced at a ratio of 1:1. As ten (10) protected trees are to be removed, a total of twenty (20) replacement trees would be required for this application. The applicant proposes twenty (20) replacement trees.

PRE-NOTIFICATION

Pre-notification letters were sent on December 10, 2007. 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.

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 and Building Elevations
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.	Proposed NCP Redesignation Plan
Appendix VIII.	Proposed OCP Designation Map

Jean Lamontagne
General Manager
Planning and Development

CA/kms

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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: Theresa Rawle, H.Y. Engineering Ltd.
 Address: #200 - 9128 - 152 Street
 Surrey, BC
 V3R 4E7
 Tel: 604-583-1616

2. Properties involved in the Application

- (a) Civic Address: 18993 - 72 Avenue
- (b) Civic Address: 18993 - 72 Avenue
 Owners: Hayre Development Inc., Inc. No. 784721
 Pacific Ocean Development Inc., Inc. No. 784722
 PID: 003-034-763
 Lot 66 Section 21 Township 8 New Westminster District Plan 62164

3. Summary of Actions for City Clerk's Office

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

SUBDIVISION DATA SHEET

Proposed Zoning: RF-SD

Requires Project Data	Proposed	
GROSS SITE AREA		
Acres	3.65 ac	(net 3.05)
Hectares	1.48 ac	(net 1.23)
NUMBER OF LOTS		
Existing	2	
Proposed	13	
SIZE OF LOTS		
Range of lot widths (metres)	7.2 m - 151.5 m	
Range of lot areas (square metres)	218 m ² - 6,172 m ²	
DENSITY		
Lots/Hectare & Lots/Acre (Gross)	8.78/ha	3.56/ac
Lots/Hectare & Lots/Acre (Net)	10.56/ha	4.26/ac
SITE COVERAGE (in % of gross site area)		
Maximum Coverage of Principal & Accessory Building	28.89	
Estimated Road, Lane & Driveway Coverage	22.90	
Total Site Coverage	51.79	
PARKLAND		
Area (square metres)	3,505 m ²	
% of Gross Site	33.6%	
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	
Others	NO	