

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0335-00

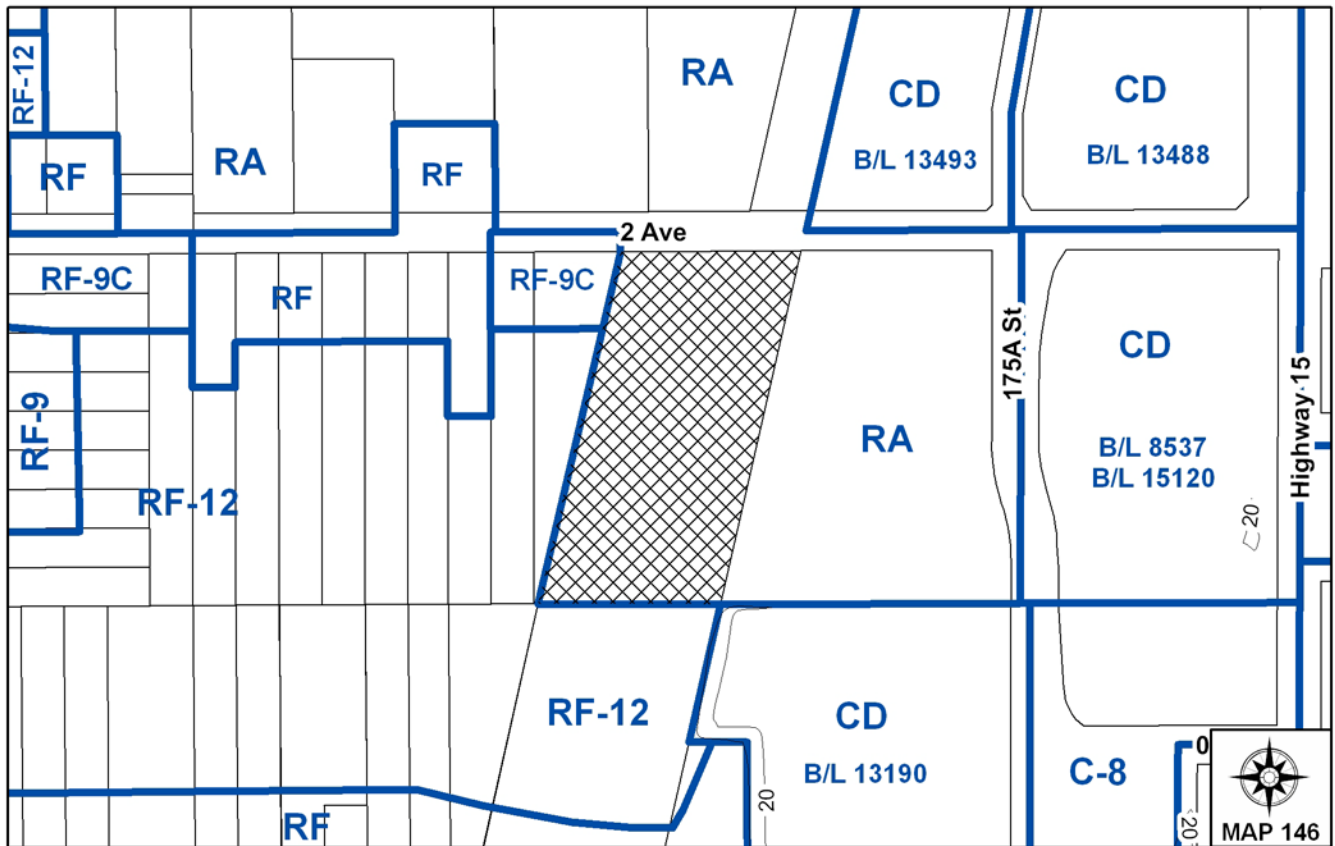
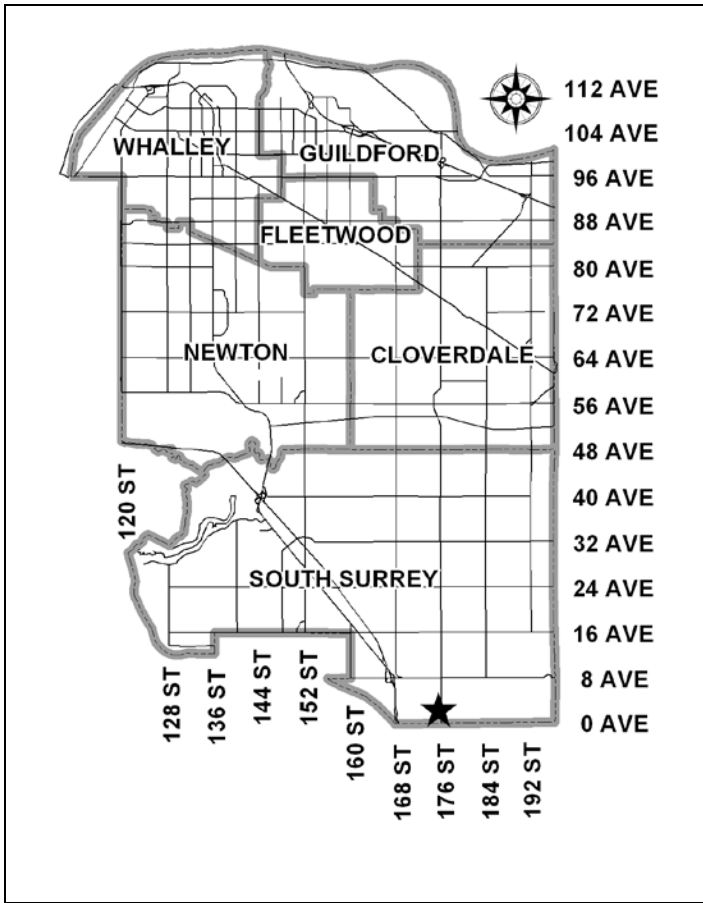
Planning Report Date: September 8, 2008

PROPOSAL:

- **NCP Amendment** from Urban Single Family Residential (6 upa) to Single Family Residential Flex (6-14.5 upa)
- **Rezoning** from RA to RF-9 and RF-12

in order to allow subdivision into 30 single family small lots.

LOCATION: 17448 - 2 Avenue
OWNER: Peace Portal Holdings Ltd., Inc.
 No. 555884
ZONING: RA
OCP DESIGNATION: Urban
NCP/LAP DESIGNATION: Urban Single Family (6 upa) and Buffer to Industrial Area



RECOMMENDATION SUMMARY

- NCP Amendment from "Urban Single Family (6 upa)" to "Single Family Residential Flex (6 to 14.5 upa)".
- By-law Introduction and set date for Public Hearing for Rezoning.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Requires an NCP Amendment from "Urban Single Family (6 upa)" to "Single Family Residential Flex (6-14.5 upa)".

RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- The proposed NCP amendment and subdivision design responds appropriately to the locational and Interfacing Guidelines, approved by Council on February 12, 2007 (Corporate Report No. L001), which introduced the "Single Family Residential Flex (6 to 14.5 upa)" designation to the Douglas area.
- The easterly portion of the site is designated in the NCP as "Buffer to Industrial Area" in recognition of the Industrial and Commercial designations on the adjacent land to the east. A partial (5 metre/16 ft.) landscape buffer is proposed along the rear of the proposed lots in accordance with the NCP, and this buffer will ultimately be widened to a minimum 10 metres (30 ft.) width on future development to the east.
- The northerly boundary of the property fronting 2 Avenue and was intended to incorporate a 4 metre (15 ft.) wide greenway. The Parks, Recreation & Culture Department does not require this greenway as a standard sidewalk will suffice to provide public accessibility to pedestrians.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the portion of the subject site shown as Block "A" on Appendix I from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Single Family Residential (9) Zone (RF-9)" (By-law No. 12000) and to rezone the portion of the subject site shown as Block "B" on Appendix I from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Single Family Residential (12) Zone (RF-12)" (By-law No. 12000) and a date be set for Public Hearing.
2. 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;
 - (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, including submission of financial securities, to secure the installation of a landscape buffer and fencing along the east property line (Appendix VIII) prior to building permit issuance, ensure a minimum 9 metre (30 ft.) building setback for buildings and to provide notice to future owners regarding the designated use of the property to the east as Commercial and Industrial in the Official Community Plan;
 - (h) registration of a Section 219 Restrictive Covenant to provide notice to future owners on any lot that cannot achieve the maximum allowable floor area ratio (FAR); and
 - (i) the applicant address the deficit in tree replacement.
3. Council pass a resolution to amend the Douglas NCP NCP/Local Area Plan to redesignate the land from "Urban Single Family (6 upa)" to "Single Family Residential Flex (6 - 14 upa)" 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: **Projected number of students from this development:**

6 Elementary students at Hall's Prairie Elementary School
3 Secondary students at Earl Marriot Secondary School

(Appendix IV)

Parks, Recreation & Culture: No concerns. Park amenity fees should be provided by the applicant in keeping with the Douglas NCP. The applicant may provide cash-in-lieu of parkland dedication. The landscape buffer along the east property line shall be on private property. The "Open Space" designation along 2 Avenue for the purpose of a greenway along the north property line, as shown in the Douglas NCP, is not required, as a conventional sidewalk will achieve the required public access.

Min. of Transportation and Infrastructure: Preliminary approval of this application is withheld by the Ministry of Transportation and Infrastructure (MOTI) while the projected traffic generated by development is reviewed for impacts to the Highway 99 Corridor. The applicant is aware that final approval of the project will be held pending approval from MOTI and is agreeable to addressing these requirements. On this basis, the application is being allowed to proceed.

SITE CHARACTERISTICS

Existing Land Use: One single family dwelling that will be removed.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across 2 Avenue):	Single family homes on one acre residential lots under Rezoning Application No. 7907-0062-00 for rezoning from RA to RF-9 and RF-12 to allow subdivision into approximately 65 small lots and NCP amendment from "Small Lot Single Family (10 upa)" and "Urban Single Family" to "Single Family Residential Flex (6-14.5 upa)". This application is pre-Council.	Urban/Single Family Small Lots (10 upa).	RA

Direction	Existing Use	OCP/NCP Designation	Existing Zone
East:	Vacant one acre residential lot.	Commercial and Industrial/None	RA
South:	Vacant single family small lots under development.	Urban/Single Family Residential Flex (6 - 14.5 upa)	RF-12
West (Across 174 Street):	Single family homes and vacant single family small lots under development.	Urban/Single Family Residential Flex (16-14 upa).	RF-12 and RF-9C

JUSTIFICATION FOR PLAN AMENDMENT

- The applicant is proposing to amend the NCP to redesignate the site from "Urban Single Family (6 upa)" to "Single Family Residential Flex (6 upa to 14.5 upa)."
- The subject proposal is consistent with the neighbouring development to the west and south, which was approved under Development Application No. 7904-0411-00, and the neighbouring development proposed to the north, under Development Application No. 7907-0062-00, in terms of density. These developments similarly include RF-12 and RF-9 single family lots.
- Council approved the inclusion of "Single Family Residential Flex (6 – 15 upa)" as a land use designation in the Douglas NCP in February 2007. Council also approved a set of criteria for the review of the "Single Family Residential Flex (6 – 14.5 upa)" designation (Corporate Report No. L001).
- The criteria involve two components:
 - The interface of proposed zones with retained lands outside of the flex zone; and
 - The density gradient.
- Interface Areas:
 - The subject site is bounded by Development Application No. 7907-0062-00 to the north which is also proposing higher densities. It is bounded by a higher density development to the west and south as well, which was approved under Development Application No. 7904-0411-00. Therefore, the proposed interface of small lots is appropriate.
 - The private landowner who owns the property east of the subject site has not expressed concerns regarding the densities proposed or the interface condition. This neighbouring property is split-designated Commercial and Industrial in the Official Community Plan (OCP), and is outside of the boundaries of the Douglas NCP area. Their development potential remains unaffected by this development application proposal.
 - A landscape buffer along the east property line is being provided in accordance with the NCP, as well as increased rear yard setbacks for buildings, which is discussed later in this report.

- Density Gradient:
 - This application does not interface with "Suburban" areas. It interfaces Urban, Commercial and Industrial designated land and will be surrounded on three sides by similar small lot development (RF-12 and RF-9). The proposed NCP amendment therefore achieves a consistent density gradient pattern in the area.
- The subject site was considered an "Area with Flex Potential" in Corporate Report No. L001.
- In summary, the proposed major amendment to land use and density can be supported as they are consistent with Council's Resolution under Corporate Report No. L001 to allow "Single Family Residential Flex (6 – 14.5 upa)" where the redesignation criteria have been satisfied.
- The northerly boundary of the property fronting 2nd Avenue was intended to incorporate a 4 metre (15 ft.) wide greenway. The Parks, Recreation & Culture Department has indicated that they do not require this greenway, as a standard sidewalk will suffice to provide public accessibility to pedestrians.

DEVELOPMENT CONSIDERATIONS

Background

- This development application is located within the Douglas Neighbourhood Concept Plan (NCP) area. The Douglas NCP is comprised of approximately 60 hectares (150 acres) of land and is generally bounded by Highway 99 to the west, the Canada/USA border (Washington State) to the south, 4th Avenue to the north, and 175 Street alignment to the east. The Douglas Land Use Plan is attached as Appendix VII.
- The subject site is located on the south side of 2nd Avenue, west of 175A Street, and is zoned "One Acre Residential" (RA). The applicant is proposing to rezone the site to "Single Family Residential (12) Zone" (RF-12) and "Single Family Residential (9) Zone" (RF-9) to allow subdivision into approximately 8 RF-9 lots and 21 RF-12 lots. This will result in the creation of an additional 29 lots. The existing dwelling will be demolished.
- The land use designation for this area in the Official Community Plan (OCP) is "Urban".
- The Douglas NCP land use designation for this area is "Urban Single Family (6 upa)," as shown in the Douglas Land Use Plan attached as Appendix VII.
- The proposed NCP Amendment to provide the "Single Family Residential Flex (6 – 14.5 u.p.a)" designation to allow for smaller lots in Douglas applications was addressed in the February 12, 2007 Corporate Report No. L001.

Subdivision Layout

RF-9 Component

- Proposed Lots 1 to 8 are RF-9 Type 1 lots. Proposed RF-9 lots are larger than the 250 square metres (2,690 square ft.) area requirement of the RF-9 Zone, and also exceed the minimum 9 metres (30 ft.) width and 28 metres (92 ft.) depth requirements for RF-9 Type 1 lots. All proposed RF-9 lots are served by a lane and will have rear entry garages.

RF-12 Component

- Proposed Lots 9 to 30 are RF-12 lots.
- Proposed Lots 9 to 13 are RF-12 Type 1 lots. These proposed lots are larger than the 320 square metres (3,444 square ft.) area requirement for RF-12 Type 1 lots, and all meet or exceed the minimum 12 metre (39.4 ft.) width and 26 metre (85 ft.) depth requirements. These lots are served by a lane and will have rear entry garages.
- Proposed Lots 14 to 30 are RF-12 Type II lots. These lots are larger than the 320 square metre (3,444 square ft.) area requirement for RF-12 Type II lots, and all meet or exceed the minimum 13.4 metre (44 ft.) width and 22 metre (72 ft.) depth requirements. These lots will be front access lots.

2nd Avenue Interface

- The PRC Department has indicated that they do not require the 4 metre (15 ft.) wide greenway along the northerly boundary of the subject site. A standard sidewalk is adequate to provide public accessibility to pedestrians.
- There is a Traffic Management Control (chicane) required on 2nd Avenue, to the north of the subject site. This road calming requirement is to address concerns that were raised during the NCP public consultation process regarding border traffic. The chicane is to prohibit trucks and buses from using this connection to the border. The applicant is to pay for this improvement but road design is not yet complete.

Building Scheme

- The applicant for the subject site has retained Mark Ankenman of Sandbox Designworks 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).
- The development site is located in an area where the homes range from new to approximately 50 years old, and comprise different styles with a trend towards the Neo-Traditional style. The majority of existing homes are two-storey homes.
- The design guidelines attempt to preserve and/or create Neo-Heritage housing style.
- Basement-entry homes and secondary suites are not permitted.

- Permitted exterior materials will include cedar, vinyl and cementitious (hardi-board) siding (wood grain look), cedar and cementitious wall shingles, brick/cultured brick, and stone/cultured stone in subtle or bold colour with contrasting accents.
- Roofing materials will include premium quality duroid shingles with raised ridge caps, cedar shakes/shingles, or concrete tiles (shake or slate profile) in natural earth, grey or black tones.
- The roof pitch will range from 7:12 to 12:12.

Lot Grading

- 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 Building Division has reviewed the lot grading information and has deemed this acceptable in order to allow the project to proceed to the next stage.

Arborist Report and Tree Preservation

- Glen Murray from Froggers Creek Tree Consultants Ltd. prepared the Arborist Report and Tree Preservation/Replacement Plans for the subject site (Appendix VI). The information has been reviewed by the City's Landscape Architect and found generally acceptable.
- The Arborist Report indicates that there are 75 mature trees on the subject site. The report proposes the removal of 72 trees because they will be impacted by lot grading changes, the future construction of roads, utilities and services, and the building envelopes.
- Tree retention is a challenge in the Douglas area due to a high water table and shallow tree roots. This makes it difficult to retain trees as they will be prone to wind throw after the site has been cleared.
- Of the 75 trees on the site, 55 (73%) are Black Cottonwood and Red Alder. These two species are non-retainable.
- The Report proposes 3 trees be retained. Ninety-nine (99) replacement trees will be planted for a total of 102 trees on site, providing for an average of 3.4 trees per lot.

Tree Species	No. of Trees	No. of Trees Proposed for Retention	No. of Trees Proposed for Removal
Black Cottonwood	31	0	31
Red Alder	24	0	24
Western Red Cedar	15	3	12
Douglas Fir	2	0	2
Sitka Spruce	2	0	2
Big Leaf Maple	1	0	1
Total	75	3	72

- The number of replacement trees required is 97. Therefore, there are no replacement trees in deficit.
- There are twenty-nine (29) trees to the east of the subject site. Six (6) are proposed to be removed because they are either dead or in poor structural condition. The remaining off-site trees, which are proposed to be retained, will be affected by the clearing of neighbouring trees and many may require removal as a result of sudden exposure. A tree cutting permit application signed by the property owners to the east is required.

Landscape Buffer and Commercial / Industrial Interface

- The easterly portion of the subject site is designated in the NCP "Buffer to Industrial Area" in recognition of the Industrial and Commercial split-designation on the adjacent land in the OCP.
- A 5 metre (16 ft.) landscape buffer is to be built along the east property line to provide a buffer between the residential and future industrial/commercial land uses. The Landscape Buffer Design is attached as Appendix VIII.
- When the adjacent site to the east develops, the applicant will be required to provide a 5 metre (16 ft.) buffer. Hence, the landscape buffer will eventually be 10 metres (33 ft.) wide.
- The registration of a Section 219 Restrictive Covenant will be required to ensure the landscape buffer is fully planted and inspected prior to building permit issuance. The Restrictive Covenant will also provide notice to future owners regarding the designated use of the adjacent easterly property.

PRE-NOTIFICATION

Pre-notification letters were sent out on May 22, 2008. Staff did not receive any telephone calls or letters in response.

Public Consultation – Proposed NCP Amendment

- HY Engineering Ltd. Held a Public Information Meeting on June 11, 2008 at South Meridian Elementary School.
- Approximately five (5) area residents/households attended the meeting. All attendees reside in the Douglas Point townhome development, located at 17516 – 4th Avenue.
- One (1) resident filled out a comment sheet and expressed concern regarding the need to widen the roads in order to mitigate increased traffic in the area.
- No further concerns were raised at the PIM regarding the proposed development.

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 Plan
- Appendix II. Proposed Subdivision Layout
- 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 Plan
- Appendix VIII. Landscape Buffer Design

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: Lori Richards, 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: 17448 - 2 Avenue
- (b) Civic Address: 17448 - 2 Avenue
 Owner: Peace Portal Holdings Ltd., Inc. No. 555884
 PID: 006-721-974
 Lot 17 Section 32 Block 1 North Range 1 East New Westminister District Plan
 43285

3. Summary of Actions for City Clerk's Office

- (a) Introduce a By-law to rezone the property.

SUBDIVISION DATA SHEET

Proposed Zoning: RF-9 and RF-12

Requires Project Data	Proposed
GROSS SITE AREA	
Acres	17.113 m ²
Hectares	4.2 ac
	1.7113 ha
NUMBER OF LOTS	
Existing	1
Proposed	30
SIZE OF LOTS	
Range of lot widths (metres)	9.9 m - 16 m
Range of lot areas (square metres)	276 m ² - 745 m ²
DENSITY	
Lots/Hectare & Lots/Acre (Gross)	7.14 lots/ac 17.5 lots/ha
Lots/Hectare & Lots/Acre (Net)	9.5 lots/ac 23.5 lots/ha
SITE COVERAGE (in % of gross site area)	
Maximum Coverage of Principal & Accessory Building	37.5%
Estimated Road, Lane & Driveway Coverage	34.9%
Total Site Coverage	72.4%
PARKLAND	
Area (square metres)	n/a
% of Gross Site	
	Required
PARKLAND	
5% money in lieu	YES
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