

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0374-00

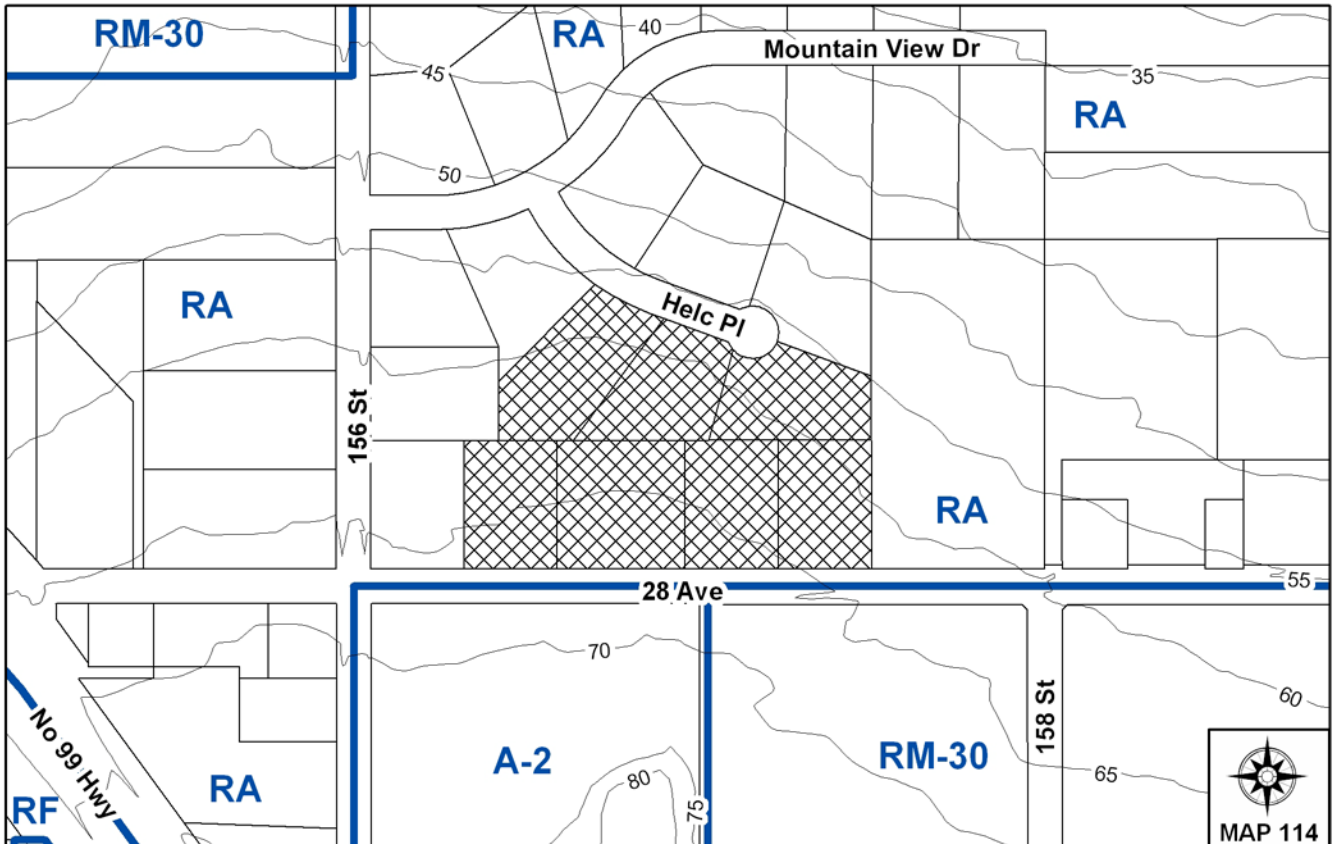
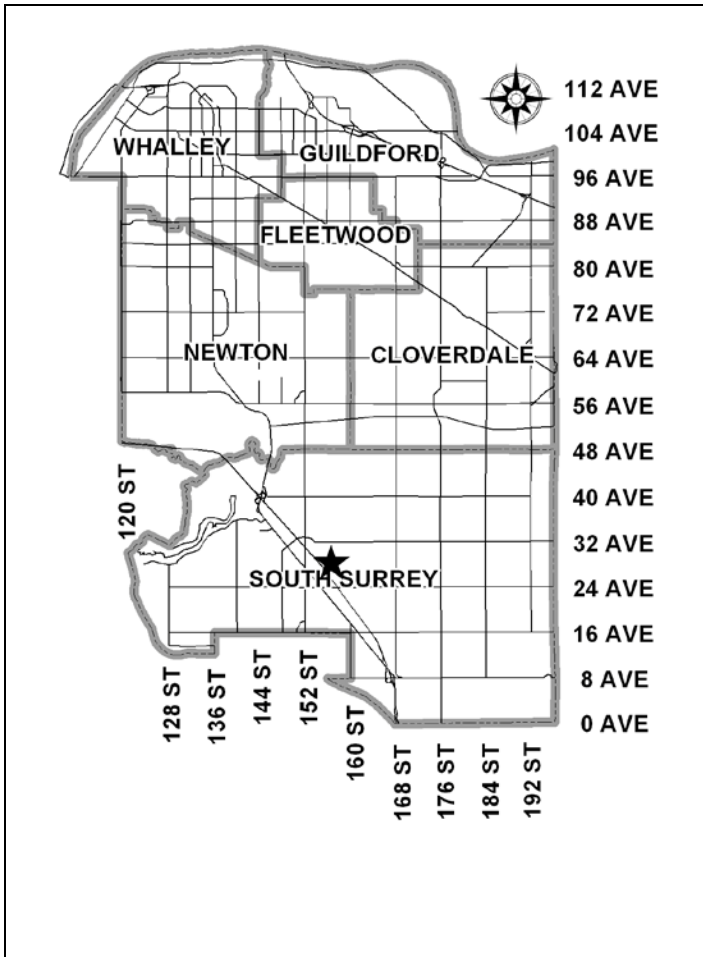
Planning Report Date: April 14, 2008

PROPOSAL:

- **OCP Amendment** from Suburban to Urban
- **Rezoning** from RA to CD (based on RM-15)
- **Development Permit**

in order to permit the development of a 58-unit cluster housing development.

LOCATION: 2800 Block of 156 Street
OWNERS: Wynstone Developments Ltd, Inc.
 No. 803412
ZONING: RA
OCP DESIGNATION: Suburban
NCP 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 of 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 57% of all 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 required indoor amenity space from 174 square metres (1,873 sq.ft.) to 74 square metres (797 sq.ft.).
5. Council authorize staff to draft Development Permit No. 7907-0374-00 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) submission of a finalized tree survey, arborist report, landscape plan and landscape cost estimate 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) the applicant adequately address the impact of **reduced** indoor amenity space;
 - (f) the applicant provide a shared access with the adjacent property (15755 - 28 Avenue) to 28 Avenue; and
 - (g) registration of a Section 219 Restrictive Covenant to ensure on-site protection of a minimum of 35% open space.

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:**

19 Elementary students at Sunnyside Elementary School
6 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.

SITE CHARACTERISTICS

Existing Land Use: Single family homes on treed sites.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across Helc Place):	Single family homes on treed sites and the North Grandview Gravity Sewer Interceptor with a multi-use trail overtop.	Suburban/Cluster Housing 6 - 8 upa	RA
East:	Single family homes on treed sites that are currently under application (File No. 7906-0296-00) to permit 31 cluster housing units.	Suburban/Cluster Housing 6-8 upa	RA
South (Across 28 Avenue):	Two townhouse projects, one project is under construction to permit 129 townhouses (File No. 7906-0289) and one project to permit 88 townhouse units is under review (File No. 7907-0389).	Suburban and Multiple Residential/Medium Density 10-15 upa and Medium-High Density 20-30 upa	A-2 and RM-30
West:	Single family homes on treed sites.	Suburban/Cluster Housing 6-8 upa	RA

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 58 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.

- A minimum of 2 hectares (5 acres) is required under this designation, to encourage appropriate land assemblies in order to achieve the open space 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 fifty-eight (58), 3-bedroom units in a single, duplex and triplex house format with at-grade double-car covered parking. No tandem parking spaces are proposed. The units range in size from 225 square metres (2,425 square feet) to 254 square metres (2,737 square feet), with a total floor area of 17,080 square metres (183,848 square feet).
- 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. A CD Zone is drafted to accommodate the proposed development. The CD Zone is based on the RM-15 Zone.
- The subject lots will require consolidation and will conform to the lot area, lot width and lot depth requirements of the RM-15 Zone.
- The development includes a total of 128 parking stalls (116 parking stalls for residents and 12 visitor parking stalls). This meets the parking requirements of the Zoning By-law.
- The total amount of indoor amenity space proposed is 74 square metres (797 sq.ft.). The RM-15 Zone requires that 174 square metres (1,873 square feet) of indoor amenity space be provided (3 square metres/32 square feet per dwelling unit). There is a deficiency of 100 square metres (1,076 sq.ft.) 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.

Open Space

- The development proposes 10,677 square metres (114,926 square feet) of outdoor amenity space, which represents 35% of the site area in accordance with the Cluster Housing designation, and consists of large continuous open spaces. 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. The outdoor amenity areas will be maintained by the strata and will be designated in the Development Permit and protected by a Section 219 Restrictive Covenant.

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)	30,000 square metres (7.4 acres)
Maximum Density (Number of Dwellings)	15 upa	8 upa (58 dwelling units)
Maximum Floor Area Ratio (FAR)	0.60	0.46 (including garages)
Maximum Lot Coverage	45%	30%
Outdoor Amenity/ Open Space	174 square metres (0.04 acres)	10,500 square metres (2.6 acres)
Minimum Front Yard Setback (28 Avenue)	7.5 metres (25 feet)	7.5 metres (25 feet) in all cases, except Building #9 fronting 28 Avenue, which is 6.0 metres (20 feet)
Minimum Rear Yard Setback	7.5 metres (25 feet)	7.5 metres (25 feet) in all cases, except Buildings #26 and 27, which are 6.0 metres (20 feet)
Minimum Side Yard Setback (West)	7.5 metres (25 feet)	7.5 metres (25 feet) in all cases, except Building #10, which is 5.0 metres (16 feet)

- 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.
- The proposed setback relaxations to the front, rear and west side yards are required to allow for maximum tree preservation on the site. The setback relaxations are required for only a few units, consisting of Buildings # 9, 10, 26 and 27. The setback relaxations for Buildings # 9 and 10 are to the side yards and therefore will not impact the backyard space for these units. The setback relaxations for Buildings # 26 and 27 are to the rear of the units. The applicant has demonstrated that these units will still have adequate backyards despite the setback relaxation. Overall, it is anticipated that there will be minimal impacts as a result of the proposed reduced setbacks.

Vehicular Access

- The applicant is required to dedicate 0.942 metres (3 feet) of land for the road widening of 28 Avenue.

- The subject site will obtain two full movement accesses from 28 Avenue. The eastern access to 28 Avenue will be shared with the property to the east (15755-28 Avenue). An access easement will be registered on title with the subject application.
- No access will be obtained from Helc Place since the Engineering Department has indicated that eventually Helc Place will be closed and consolidated with the neighbouring properties to the north as these are developed. The Engineering Department has determined that Helc Place is no longer a necessary transportation connection given the nature of the cluster housing designation in the NCP requiring large land assemblies of 2 hectares (5 acres). It is anticipated that Helc Place will be closed when the properties to the north of the road will develop and access to Helc Place by area residents will no longer be required. Currently, there are several existing homes that obtain access from Helc Place and therefore Helc Place cannot be closed at this time.
- 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 Mills of Michael J Mills Arboricultural & Urban Forestry Consulting completed an Arborist Assessment for the subject property. In accordance with the requirement of Section 3.12 of the North Grandview Heights NCP, an 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 has indicated that there are 276 protected trees on the subject site. The applicant is proposing to retain 120 of these trees, representing 43% of all trees on the subject site. The following is a table providing the tree preservation breakdown by species:

Tree Species	Total Number of Trees	Total Trees Proposed for Retention	Total Trees Proposed for Removal
Paper Birch	22	0	22
Cedar	42	22	20
Douglas Fir	149	87	62
Alder	1	0	1
Big Leaf Maple	30	2	28
Cherry	2	0	2
Apple	1	0	1
Norway Spruce	1	0	1
Blue Spruce	2	0	2
White Pine	1	0	1
Hemlock	22	8	14
Black Locust	2	1	1
Norway Pine	1	0	1
Total	276	120	156

- The Arborist Report has identified a total of 191 good quality trees on the subject site. These trees mostly consist of Cedar and Douglas Fir trees. The applicant has worked with staff to protect and retain 109 of the good quality trees, representing 57% 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 has proposed to replant 376 trees on the subject site. This exceeds the City's requirement that the applicant replant 307 trees (based on a 2 to 1 replacement for coniferous trees and a replacement of 1 to 1 for deciduous trees). The new trees on the site will consist of a variety of trees including Maple, Dogwood, Aspen, Pine, Hemlock, 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 January 8, 2008 and staff received one comment:

- The caller was concerned 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 28 Avenue are designed to be street oriented with individual and direct entrances to 28 Avenue. 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 entrances off 28 Avenue have also been designed to wrap around the corners and to create visual interest.
- Two colour schemes are proposed: Green/Beige and Green/Red. Peaked roofs, large windows and wrap around patios 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, cultured stone, and wood trim as the primary cladding material. Vinyl is not a permitted exterior material.

Open Space and Pedestrian Connectivity

- Each unit will have individual private open space as well as being connected to the larger common open spaces. A unique feature of this development is that the proposed open spaces are large and continuous and will be linked with each other both east-west and north-south.
- From the easterly joint access to 28 Avenue to the multi-use trail within the North Grandview Gravity Sewer Interceptor, a north-south pedestrian connection has been secured with the neighbouring development application (File Number 7907-0296-00). The two applicants have come to an agreement that the walkway will be constructed with File Number 7907-0296-00, but will be accessible by residents of both developments.
- Overall, the proposed tree preservation, provisions for open space and pedestrian connectivity proposed meet the requirements of the NCP.

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 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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- (h) Civic Address: 2885 Helc Place
Owners: Wynstone Developments Ltd., Inc. No. 803412
PID: 007-445-440
Lot 12 Section 23 Township 1 New Westminster District Plan 36924

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		30,879 sq.m.
Road Widening area		239 sq.m.
Undevelopable area		
Net Total		30,640 sq.m.
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	45%	30%
Paved & Hard Surfaced Areas		13%
Total Site Coverage		43%
SETBACKS (in metres)		
Front (28 Avenue)	6.0 m	<u>6.0 m</u>
Rear	6.0 m	<u>6.0 m</u>
Side #1 (East)	7.5 m	<u>7.5 m</u>
Side #2 (West)	5.0 m	<u>5.0 m</u>
BUILDING HEIGHT (in metres/storeys)		
Principal	11 m	11 m
Accessory		
NUMBER OF RESIDENTIAL UNITS		
Bachelor		0
One Bed		0
Two Bedroom		0
Three Bedroom +		58
Total		58
FLOOR AREA: Residential		13,973 sq.m.
FLOOR AREA: Commercial	n/a	n/a
Retail		
Office		
Total		
FLOOR AREA: Industrial	n/a	n/a
FLOOR AREA: Institutional	n/a	n/a
TOTAL BUILDING FLOOR AREA		13,973 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)	0.60	0.46
AMENITY SPACE (area in square metres)		
Indoor	174 sq.m.	0
Outdoor	174 sq.m.	10,677 sq.m.
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed	116	116
Residential Visitors	12	12
Institutional	n/a	n/a
Total Number of Parking Spaces	128	128
Number of disabled stalls		
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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