

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7908-0097-00

Planning Report Date: November 24, 2008

PROPOSAL:

- **OCP amendment** from Suburban to Multiple Residential
- **NCP amendment** 15-25 upa (Medium High Density) to 22-45 upa (High Density)
- **Rezoning** from RA to CD (based on RM-30)
- **Development Permit**

in order to permit the development of 40 townhouse units and one remnant parcel.

LOCATION:

Portion of 7324 - 192 Street

OWNER:

2544 Clayton Park Holdings Ltd.

ZONING:

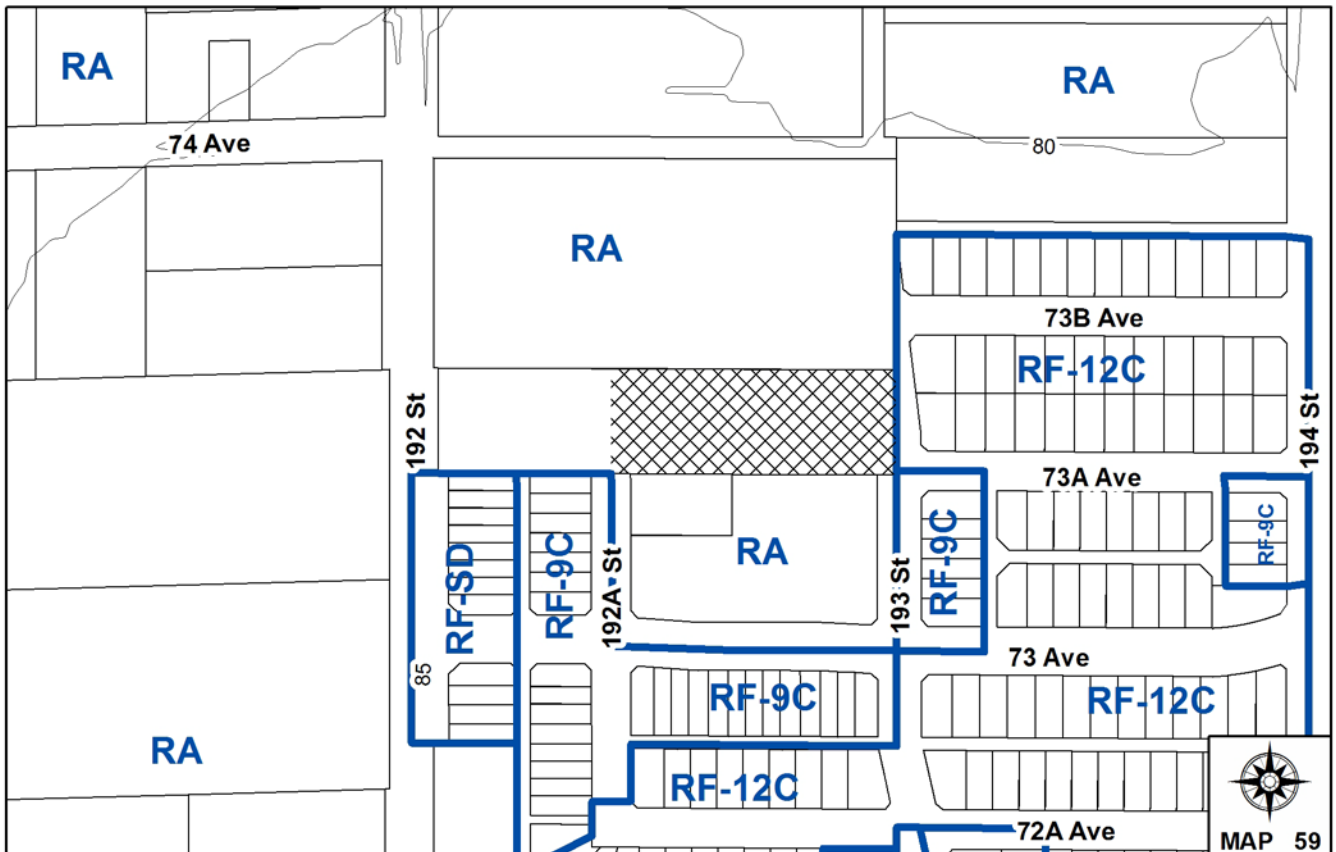
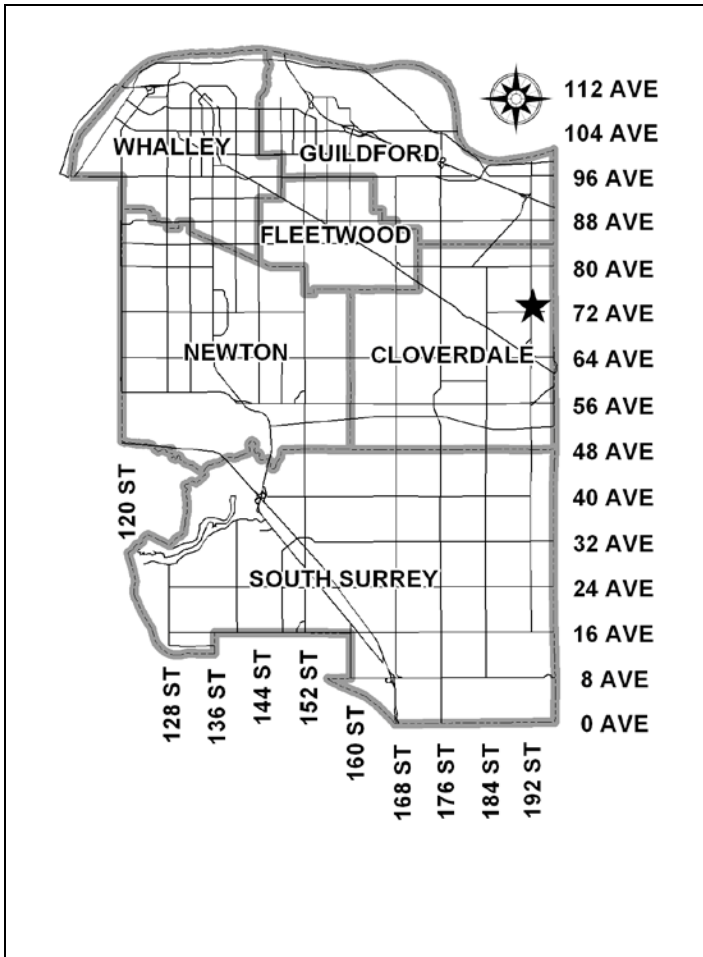
RA

OCP DESIGNATION:

Suburban

NCP/LAP DESIGNATION:

15-25 upa Medium High Density



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed 30 upa development requires an amendment of the East Clayton NCP Extension – North of 72 Avenue to redesignate a portion of the property from 15-25 upa (Medium – High Density) to 22-45 upa (High Density).
- Reduced building setback requirements and reduced parking stall depth for some units.

RATIONALE OF RECOMMENDATION

- Proposed setbacks achieve a more urban, pedestrian streetscape in compliance with the NCP.
- The proposed development provides for a number of smaller, more affordable townhouse units.
- The proposed density and building form are appropriate for this part of East Clayton.

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 B as shown on the Survey Plan) from Suburban to Multiple Residential 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 B as shown on the Survey Plan (attached as Appendix I) 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 (Appendix VII).
4. Council approve the applicant's request to eliminate the required indoor amenity space.
5. Council authorize staff to draft Development Permit No. 7908-0097-00 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 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) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) resolution of all urban design issues to the satisfaction of the Planning and Development Department;
 - (f) the applicant must ensure that the 1.0-metre (3.3 ft.) landscape strip located on the adjacent park between the townhouse complex and park pathway is planted and maintained to the satisfaction of the General Manager of Parks, Recreation and Culture;
 - (g) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;

- (h) registration of a Section 219 Restrictive Covenant to specifically identify the allowable tandem parking arrangement and to prohibit the conversion of the tandem parking spaces into livable space; and
 - (i) the applicant adequately address the impact of no indoor amenity space;
7. Council pass a resolution to amend East Clayton NCP Extension - North of 72 Avenue to redesignate Block B as shown on the attached plan from 15-25 upa (Medium High Density) to 22-45 upa (High Density) 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 Clayton and East Clayton Elementary Schools
3 Secondary students at Clayton Heights Secondary School

(Appendix IV)

Parks, Recreation & Culture: Support. The applicant should provide park amenity contributions on a per unit basis as per the NCP Stage 2 adopted by Council. Parks supports the applicant constructing a seating plaza and a 2.5-metre (8.2 ft.) path to create a common access path for residents of the townhouse complex on the adjacent parkland, which Parks agrees to maintain once it is built to standard. Parks also supports the applicant planting and the future Strata maintaining a 1.0-metre (3.3 ft.) wide soft landscape area between the front fences and the 2.5-metre pathway.

SITE CHARACTERISTICS

Existing Land Use: Residential acreage parcel, with existing dwelling to be demolished.

Adjacent Area:

Direction	Existing Use	NCP Designation	Existing Zone
North:	Acreage residential lots.	10 to 15 upa (Medium Density) and 15 to 25 upa (Medium High Density).	RA
East (Across 193 Street):	Small single family residential lots.	6 to 10 upa (Low Density).	RF-12C

Direction	Existing Use	NCP Designation	Existing Zone
South:	Undeveloped park site.	Public Open Space and Park.	RA
West:	Remainder portion of subject site under Application No. 7908-0063-00 (pre-Council).	10 to 15 upa (Medium Density) and 15 to 25 upa (Medium High Density).	RA

JUSTIFICATION FOR PLAN AMENDMENT

OCP Amendment

- The approximately 1.03 - hectare (2.48 - acre) subject lot is designated Suburban in the Official Community Plan (OCP). The applicant is seeking an Official Community Plan (OCP) amendment from Suburban to Multiple Residential (see Appendix VII). The eastern 0.625 - hectare (1.54-acre) portion of the subject lot (Block C on the Survey Plan) is under the current application, while the 0.378 - hectare (0.93 - acre) western portion of the subject lot (Blocks A and B on the Survey Plan) is under Application No. 7908-0063-00.
- Council, on July 28, 2004, approved Stage 1 (Corporate Report No. C009), which deals with land use designations and road network in the area of the East Clayton Neighbourhood Concept Plan (NCP) Extension – North of 72 Avenue. 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 Extension – North of 72 Avenue 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 proposed Multiple Residential designation is appropriate for developments proposing a density of 30 upa.

NCP Amendment

- The proposal is generally consistent with the designations in the East Clayton NCP Extension – North of 72 Avenue. However, an amendment will be required for the subject site from 15 to 25 upa (Medium High Density) to 22 to 45 upa (High Density) (Appendix VI).
- The proposed townhouse development has a unit density of 30 units per acre, slightly exceeding the maximum permitted in the NCP designation (which is 25 upa).
- The proposed townhouse form is consistent with the current NCP designation.
- In addition, the higher density allows for the construction of a number of smaller, more affordable townhouse units.

DEVELOPMENT CONSIDERATIONS

Site Context

- The 1.03 - hectare (2.48 - acre) subject lot is located on the west side of 193 Street in the East Clayton Neighbourhood Concept Plan Extension – North of 72 Avenue.
- The site is zoned "One Acre Residential Zone" (RA) and is designated Suburban in the Official Community Plan (OCP) and 15 to 25 upa (Medium High Density) in the East Clayton Neighbourhood Concept Plan (NCP) Extension – North of 72 Avenue.

Current Application

- The applicant is proposing to rezone the 0.625 - hectare (1.54- acre) eastern portion of the subject lot (Block C on the Survey Plan) from "One-Acre Residential Zone" (RA) to "Comprehensive Development Zone" (CD) based on "Multiple Family Residential 30 Zone" (RM-30) to permit the construction of 40 townhouse units. The applicant is also seeking a Development Permit.
- The proposed density (30 upa) of the CD Zone is not consistent with the 15 to 25 upa (Medium High Density) designation in the East Clayton Neighbourhood Concept Plan (NCP) Extension – North of 72 Avenue. The applicant is therefore seeking to redesignate the subject site to 22 to 45 upa (High Density).
- The 0.378 - hectare (0.93- acre) western portion of the subject site (Blocks A and B on the Survey Plan) will be rezoned from RA to RF-9C and RF-SD under Application No. 7908-0063-00, in order to develop approximately 11 small single family lots.
- The applicant is required to dedicate 8.4 metres (28 ft.) along the eastern property line in order to construct 193 Street to a full 20-metre (66 ft.) wide local collector road. In addition, the applicant will be required to construct 192A Street to a full 18-metre (59 ft.) wide local road. Additional road dedication on the west side of the property will be secured under Application No. 7908-0063-00.
- The proposed townhouse site will front onto 193 Street and will gain access from the future 192A Street and from 193 Street.
- The proposed townhouse site is immediately adjacent to a City-owned park space to the south. The applicant is working with staff from the Parks, Recreation, and Culture Department to design a suitable interface between the park and townhouse sites (see Design Proposal and Review section). As part of this process, the applicant has agreed to construct a 2.5-metre (8.2 ft.) wide linear path within the park along the northern edge, adjacent to the townhouse units. This linear path will be maintained by the Parks, Recreation and Culture Department in the future. In addition, a 1.0-metre (3.3 ft.) landscaped area between the front fences of the townhouse units and the 2.5-metre pathway will be planted by the applicant, and maintained by the future owners under a maintenance agreement.

- The amount of outdoor amenity space proposed is 129.5 square metres (1,394 sq.ft.). The base zone for this CD-zoned site (the RM-30 Zone) requires that 120 square metres (1,292 sq.ft.) of outdoor amenity space be provided (3.0 sq.m./32 sq.ft. per dwelling unit). The proposed outdoor amenity space includes a community garden and a small lawn area.
- No indoor amenity space is proposed for this townhouse development. The base zone for this CD-zoned site (the RM-30 Zone) requires that 120 square metres (1,292 sq.ft.) of indoor amenity space be provided (3.0 sq.m./32 sq.ft. per dwelling unit). The developer has agreed to address the impact of the proposed elimination of the indoor amenity requirement of the Zoning By-law in accordance with Council's policy.
- A total of 80 parking spaces will be available for residents based on 2 spaces per unit, meeting the minimum parking requirements in Surrey Zoning By-law No. 12000, and will be provided as follows:
 - in a tandem parking arrangement (for 18 units, or 45%) where both spaces are to be located within the garage; and
 - for 22 units (55%), one parking space to be located inside the garage, with the second space behind on the driveway.
- In the RM-30 Zone of the Zoning By-law, all tandem parking spaces must be enclosed and attached to ground-oriented units. The applicant is proposing that one tandem parking space be located on the driveway for 22 of the proposed 80 parking spaces. This equates a total of 27.5% exterior parking spaces proposed for the project. In the RM-30 Zone, up to 50% of all required resident parking is permitted outside. The depth of some of the second parking spaces outside the garage is proposed to be reduced from 6 metres (20 ft.) to 4.8 metres (16 ft.). Due to the narrow design of the units, tandem parking is the only option available without compromising density.
- To ensure that tandem parking spaces will not be converted into liveable spaces, the applicants are required to register a Section 219 Restrictive Covenant to prohibit conversion, as a condition of Final Adoption.
- Based on the Zoning By-law requirement for visitor parking of 0.2 parking space per unit, for a total of 8 parking spaces are required for visitors. The applicants are proposing to meet the by-law requirement.

Proposed CD Zone

- The proposed CD Zone is based upon the "Multiple Residential 30 Zone" (RM-30) with modifications to density, floor are ratio (FAR) lot coverage, setbacks, and parking.

- The table below shows a comparison between the proposed CD Zone and the RM-30 Zone:

	RM-30 Zone based on 1-ha site	RM-30 Zone based on 0.53-ha site	Proposed CD Zone
Units Per Acre	30 upa	21 upa	30 upa
FAR	0.90	0.64	0.89
Lot Coverage	45%	41%	45%
Building Setbacks	7.5 m (25 ft.) from all lot lines	7.5 m (25 ft.) from all lot lines	east (front): 2.7 m. (9 ft.) to building face. west (rear): 2.7 m. (9 ft.) to building face. north (side): 6.0 m. (20 ft.) to building face; 4.0 m. (13 ft.) to porch. south (park): 2.6 m. (8.5 ft.) to building face; m. (1.2 ft.) to porch.
Building Height	13 metres (43 ft.)	13 metres (43 ft.)	9.8 metres (32 ft.)

- As the proposed CD-zoned townhouse portion of the subject lot is less than 1.0 hectare (2.47 acres) in area, the sliding density scale of the RM-30 Zone would typically apply. The maximum density permitted would therefore be 21 upa (52 uph), with a maximum floor area ratio (FAR) of 0.64, as opposed to maximums of 30 upa and 0.90 FAR for a 1.0-hectare site. The density of the proposed townhouse component allowed in the CD By-law is 30 upa (75 uph) with a floor area ratio (FAR) of 0.89.
- The applicant is proposing reduced building setbacks along all property lines. Under the RM-30 Zone, the minimum setback along all property lines is 7.5 metres (25 ft.). The applicant is proposing setbacks ranging from 2.6 metres (8.5 ft.) to 6.0 metres (20 ft.).
- The setback variances are acceptable as the reduction of the setbacks along the future 192A Street and 193 Street will provide for better street-oriented units, as they have been designed to have a strong street presence. Each unit has openings to the respective street and significant detailing. The setbacks along the future park will enhance the relationship with the park. The setbacks are in accordance with the East Clayton Neighbourhood Concept Plan design guidelines, and will be addressed in the proposed CD Zone (see Appendix VIII).
- In the RM-30 Zone of the Zoning By-law, all tandem parking spaces must be enclosed and attached to ground-oriented units. The applicant is proposing that one tandem parking space be located behind the single car garage on the driveway, for 22 of the proposed 40 dwelling units.
- The applicants are also proposing to reduce the depth of some of the second parking spaces outside the garage in the driveway from 6 metres (20 ft.) to 4.8 metres (16 ft.). This reduced depth will accommodate small cars.

Tree Preservation

- Arbortech Consulting Ltd. prepared the Arborist Report and Tree Preservation/Replacement Plans for both this application, and for Application No. 7908-0063-00 to the west. Although both applications are on one property, two Arborist Reports are required as the applicant is proposing a single family development for the western portion and a multi-family development for the eastern portion.
- The report for the subject site has been reviewed by the City's Landscape Architect and deemed acceptable (see Appendix V).
- The Arborist Report indicates there are 12 mature trees on the proposed townhouse development portion of the subject lot (identified as Tree Stand B on the attached Tree Plan). The report proposes the removal of all 12 trees because they are located either within the building envelopes, or within the footprint of the proposed internal road.
- The Report proposes no trees be retained. The twelve (12) trees to be removed as part of this proposal will be replaced as per the Landscaping Plan prepared by DMG Landscape Architects.
- The following chart provides a summary of the proposed tree retention and removal by species:

Tree Species	Total Number of Trees	Proposed for Retention	Proposed for Removal
Alder	5	0	5
Cottonwoods	6	0	6
Douglas Fir	1	0	1
Total	12	0	12

- 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. Under this application, as eleven (11) alder and cottonwood trees are proposed to be removed, and one (1) other tree is to be removed, a total of thirteen (13) replacement trees would be required for this application. The applicant proposes forty-four (44) trees replacement trees as per the Landscaping Plan prepared by DMG Landscape Architects.

PRE-NOTIFICATION

Pre-notification letters were sent out on August 7, 2008 and staff received no responses.

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

- A Development Permit will govern the proposed townhouse.
- Forty (40) three-storey townhouse units with tandem garages attached to each unit are proposed.
- The proposal indicates 3-storey buildings with garages at grade. The proposed kitchen, dining and living rooms are located on the second floor, with the proposed bedrooms on the third floor area.
- The townhouses are arranged around a private interior roadway. There will be two vehicular access points to the site; one from the future 192A Street and one from 193 Street.
- The townhouses are designed in a manner that incorporates a combination of small dormers and gables with window boxes, wood dentils, and wood crown mouldings to break the massing and create an attractive development.
- The proposed building materials include asphalt shingles (in charcoal grey) for roofing. Cladding materials will be mainly vinyl siding (linen white), accented with brick (red). Unit entries will incorporate wood porticos.

Outdoor Amenity Space and Landscaping

- The proposed outdoor amenity space consists of a community garden as well as a small lawn area.
- A combination of a 0.9-metre (3-ft.) high wooden fence and landscaping consisting of trees such as Dogwood, Katsura, and Magnolia will be installed around the perimeter of the development.
- Landscaping consisting of trees (Katsura, Maple, Hemlock and Cypress), flowering shrubs such as rhododendrons, azaleas and dogwoods, and ground covers will be provided along the drive aisles and between units.
- The two primary vehicle and pedestrian access points to the site are identified with decorative stamped concrete pavers to act as a visual clue for vehicles.
- The southern property line adjacent to the park will be defined by the above mentioned wooden fence and low hedges on the townhouse site, and landscaping consisting of grass, Meidiland Rose, Japanese Sedge, Azalea, and Spanish Lavender on the park property, to be maintained by the townhouse owners. In addition, a pathway consisting of decorative pavers will connect the townhouse development to the park pathway. The entrance to the townhouse development will be defined by a 2.7-metre (9 ft.) high wooden trellis.

ADVISORY DESIGN PANEL

This application was not referred to the ADP but was reviewed by staff and found satisfactory.

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	School District Comments
Appendix V	Summary of Tree Survey and Tree Preservation
Appendix VI	Proposed NCP Amendment
Appendix VII	OCP Redesignation Map
Appendix VIII	Proposed CD By-law

Jean Lamontagne
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DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RM-30)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total (Townhouse Portion)		6,250 sq.m. (1.54 ac)
Road Widening area		510.1 sq.m.
Undevelopable area		411.3 sq.m.
Net Total		5,328.6 sq.m. (1.32 ac)
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	40.4%	45%
Paved & Hard Surfaced Areas		12%
Total Site Coverage		60.3%
SETBACKS (in metres)		
Front (East)	7.5 m	2.7 m
Rear (West)	7.5 m	2.7 m
Side #1 (North)	7.5 m	6.0 m
Side #2 (South)	7.5 m	2.6 m
BUILDING HEIGHT (in metres/storeys)		
Principal	11	9.8
Accessory	4.5	n/a
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		40
Three Bedroom +		
Total		40
FLOOR AREA: Residential	3,410 sq.m.	4,754.16 sq.m.
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA	3,410 sq.m.	4,754.16 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)		64 uph / 25 upa
# of units/ha /# units/acre (net)	52 uph / 21 upa	75 uph / 30 upa
FAR (gross)		0.76
FAR (net)	0.64	0.89
AMENITY SPACE (area in square metres)		
Indoor	120	0
Outdoor	120	120
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed	80	80
3-Bed		
Residential Visitors	8	8
Institutional		
Total Number of Parking Spaces	80	88
Number of disabled stalls		
Number of small cars		16
Tandem Parking Spaces: Number / % of Total Number of Units		80 / 100%
Size of Tandem Parking Spaces width/length*		10 @ 3.20/4.8 per vehicle 70 @ 3.20/5.25 per vehicles

Heritage Site	NO	Tree Survey/Assessment Provided	YES
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