

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7909-0171-00

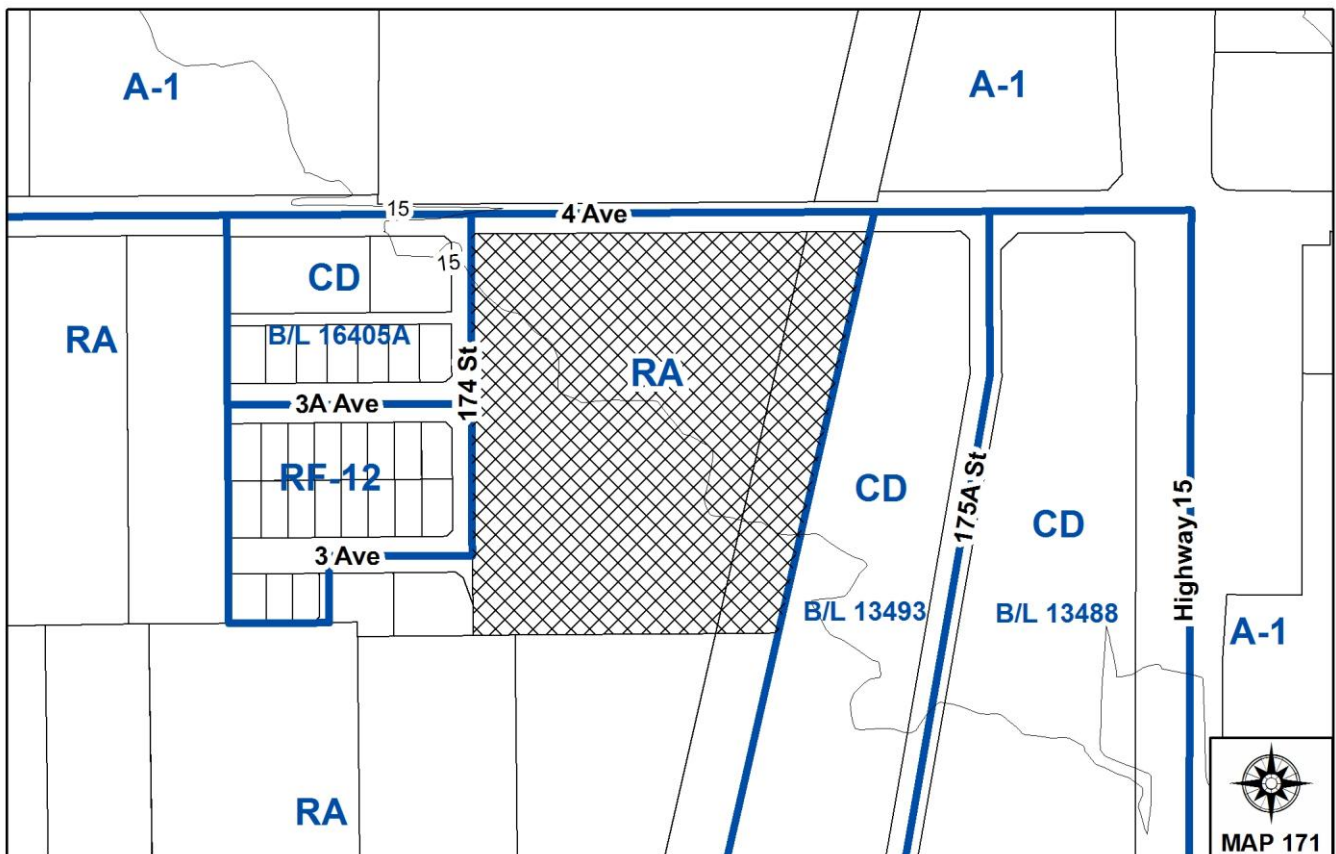
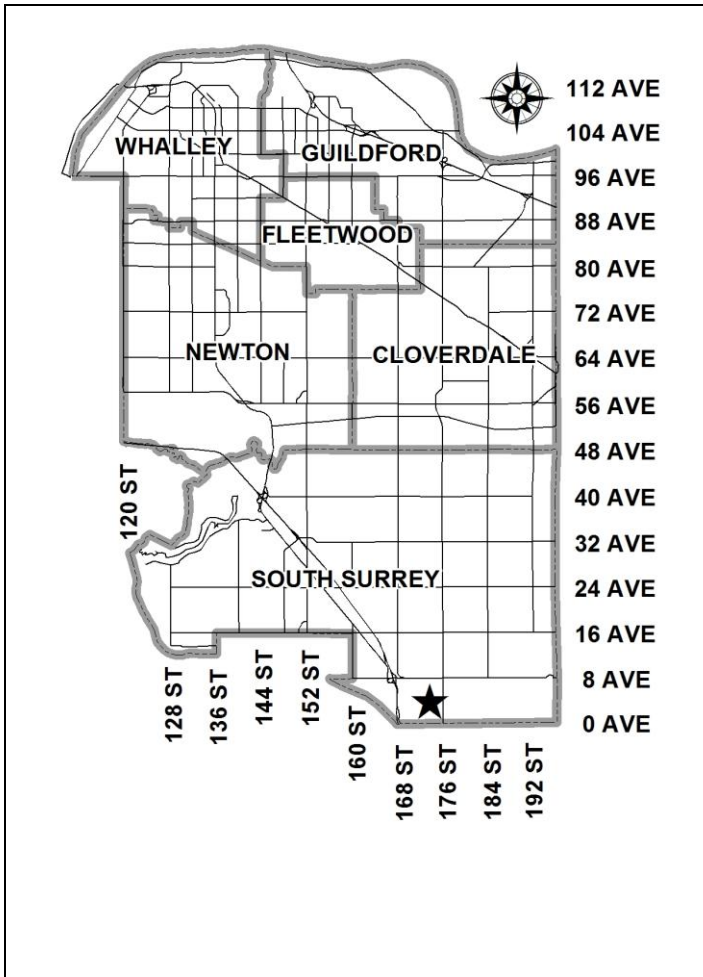
Planning Report Date: March 22, 2010

PROPOSAL:

- **Partial OCP amendment** from "Suburban" to "Urban"
- **NCP amendment** from "Small Lot Single Family Strata (10 upa)" to "Townhouse (15 upa)"
- **Rezoning** from RA to CD (based on RM-15)
- **Development Permit**

in order to permit the development of 88 townhouse units.

LOCATION: 17480 and 17510 - 4 Avenue
OWNER: Apex Management et al
ZONING: RA
OCP DESIGNATION: Suburban/Urban
NCP DESIGNATION: Small Lot Single Family (10 upa) Strata and Open Space/Detention Pond



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for OCP Amendment.
- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval to draft Development Permit.
- NCP Amendment from "Small Lot Single Family (10 upa) Strata" to "Townhouse (15 upa)".

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- An amendment from "Suburban" to "Urban" in the Official Community Plan (OCP) is required for a portion of the site.
- An amendment from "Single Family Small Lots (10 upa) Strata" to "Townhouse (15 upa)" in the Douglas Neighbourhood Concept Plan (NCP) is required.

RATIONALE OF RECOMMENDATION

- Partially complies with OCP Designation.
- The site is designated "Detention Pond/Open Space" and "Small Lot Single Family Strata (10 upa)" in the Douglas Neighbourhood Concept Plan (NCP). The detention pond/open space are no longer required in this location.
- The site is designated "Suburban" in the Official Community Plan (OCP) for the area designated "Detention Pond/Open Space" in the Douglas Neighbourhood Concept Plan NCP), and "Urban" for the remainder of the site. With the deletion of the detention pond, the area can be considered for urban residential development.
- The density of the proposed townhouse is 10 upa which is consistent with density outlined in the NCP and the site interfaces with an existing townhouse development.
- The application provides a suitable buffer to the ALR based on the proposed land use and existing plan designation.

RECOMMENDATION

The Planning & Development Department recommends that:

1. Council file By-law Nos. 16548, 16549A and BL16549B.
2. 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.
3. 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.
4. 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.
5. Council authorize staff to draft Development Permit No. 7909-0171-00 in accordance with the attached drawings (Appendix IX).
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) approval from the Ministry of Transportation & Infrastructure;
 - (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) registration of a statutory right-of-way for access/emergency access to Peace Portal Pump station on site; and
 - (g) registration of a Section 219 Restrictive Covenant for the installation and maintenance of the landscaping buffer, including fencing, along 4 Avenue;
 - (h) registration of a notice on title to advise owners of the agricultural activities and potential nuisance across 4 Avenue.
6. Council pass a resolution to amend Douglas Neighbourhood Concept Plan/Local Area Plan to redesignate the land from Detention Pond/Open Space and "Small Lot Single Family Strata" to "Townhouse (15 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: 7 Elementary students at Hall's Prairie Elementary School 4 Secondary students at Earl Marriott School (Appendix IV) (Appendix IV)
Parks, Recreation & Culture:	Parks has no objection to the project subject to the details outlined in Parks comments, including a 2.5 metre statutory right-of-way along 174 Street for pedestrian greenway purposes.
Ministry of Transportation & Infrastructure:	Preliminary approval granted for one (1) year.
Agricultural Advisory Committee:	The AAC reviewed the project on February 4, 2010 and a second time on March 4, 2010. The AAC recommended that they do not support the project based on non-compliance with density provisions outlined in City Policy O-23 (Appendix V).

SITE CHARACTERISTICS

Existing Land Use: Single family homes.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across 4 Avenue):	Single family house.	Agricultural in OCP	A-1
East:	Existing Douglas Point townhouse development	Urban in OCP	CD
South:	Development Application No. 7907-0062-00 at Third Reading.	Urban/Small Lot Single Family	RA
West (Across 174 Street):	Recently created single family small lots and suburban lots.	Suburban and Urban/ Small Lot and Suburban ½ Acre	CD/RF-12

DEVELOPMENT CONSIDERATIONS

Justification for Plan Amendment:

- The Official Community Plan (OCP) land use designation for the subject site is partially “Suburban” and partially “Urban”. The Douglas Neighbourhood Concept Plan (NCP) land use designations are “Open Space/Detention Pond” and “Small Lot Single Family (10 u.p.a) Strata”.
- The applicant is proposing an amendment to both the OCP and NCP. The amendments were partially anticipated as part of the Major Douglas NCP Amendment, approved by Council on February 12, 2007 (Corporate Report No. L001). This report proposed changes to the drainage plan which removed the necessity for storm water detention on these lands.
- Corporate Report No. L001 also identified the site for potential “Single Family Residential Flex”, which allows for a density of up to 14.5 u.p.a.
- An amendment to “Townhouses (15 u.pa)” is proposed for this application from “Single Family Small Lot Strata”. The density proposed is 11.0 u.p.a which is generally consistent with Single Family Flex density of between 6 and 14.5 u.p.a . There is an existing townhouse development located directly east of the site (Douglas Point), outside of the NCP, which creates an appropriate interface for the current proposal. The unit density of the existing townhouse development is approximately 10 u.p.a.
- The application has also provided a suitable and appropriate treatment and interface with the ALR boundary to the north, based on the existing NCP land use designation and development proposal. Although this interface does not technically meet the density gradient requirement of City Policy O-23 (Agricultural and Residential Buffer Policy), the NCP density and land use approvals preceded the adoption of Policy O-23, therefore an alternative approach is appropriately considered.

Previous Single Family Development Application

- There is an existing Development Application (No. 7906-0264-00) on this site, currently at 3rd Reading, which proposes 55 single family lots.
- The applicant decided not to proceed with this single family proposal and to initiate the current townhouse proposal. Due to the significant change in scope from single family lots to townhouses, a new application was required.
- The by-laws from Development Application No. 7906-0264-00 are proposed to be rescinded prior to by-law introductions for the current proposal.

Agricultural Land Reserve (ALR) Interface

- The ALR is located north of 4th Avenue.
- The portion of the subject site designated for “Detention Pond/Open Space” in the NCP is also designated “Suburban” in the OCP, which is proposed to be amended to Urban as this Detention Pond is no longer required.

- The Douglas NCP identifies the 15m (50 ft) landscaping buffer requirement along the ALR interface, which is included in the proposed site plan and detailed in the attached landscaping buffer plan (Appendix XI).
- Unlike the lands located west along 4th Avenue, which contain “Suburban” designated lands along 4th Avenue in the NCP and adjacent to the ALR, this site does not contain the “Suburban” designation.
- During the Douglas NCP approval process it was determined that the 15m buffer would provide an appropriate interface with the ALR. The NCP was approved in 1999.
- City Policy O-23 “Residential Buffering Adjacent to the ALR/Agricultural Boundary” outlines a number of policy recommendations for development adjacent to the ALR. One provision outlines that where an existing road separates the proposed lots from the ALR boundary, a minimum parcel size of ½ acre may be permitted.
- The Douglas NCP was approved by Council on July 12, 1999, which pre-dated the current City Policy O-23, which was adopted on July 6, 2006.
- The project and landscaping buffer plan were forwarded to Surrey’s Agricultural Advisory Committee (SAAC) for comments on two occasions.
- The application was first forwarded on February 4, 2010. The proposed interface along the ALR included a 15m wide (50ft) landscaping buffer, 13 townhouse units, a 3.0m (10ft) rear yard setback from the buffer, and a 5.5m (16 ft) setback between the unit blocks. The buffer plan included a low boulder rock wall located along the townhouse boundary of the buffer in order to clearly delineate the buffer area from the rear yard area. SAAC did not support the proposal based on the fact that it did not comply with City Policy O-23 for the ½ acre density along 4th Avenue.
- The applicant made revisions to the site plan in order to address the concerns outlined by SAAC. The proposal was forwarded to SAAC on March 4, 2010 for the second time. Changes to the proposal included a reduction in the number of units along 4th Avenue from 13 to 11, an increase in the separation between the unit blocks to 11m (36 ft), and an increase in the rear yard setback along the buffer from 3.0 (10ft) to 5.0m (16ft). The rock wall remained as part of the landscape buffer plan. The SAAC recommended denial of the proposal, again based on non-compliance with the ½ acre density recommendations in O-23.
- The proposal is generally in compliance with the density designation outlined in the Douglas NCP. The applicant has made meaningful efforts to address the agricultural interface; therefore, staff is supportive of the application and are bringing the application forward to Council for consideration.

Current Development Proposal:

- The application proposes a rezoning from “One-Acre Residential (RA)” to “Comprehensive Development (CD) Zone”, based on “Multiple Residential 15 (RM-15) Zone” in order to develop 88 townhouse units.
- The proposed unit density is 27.5 u.p.h (11.1 u.p.a) and the proposed floor area ratio is 0.44. The total lot coverage proposed is 41%.

- To the west of the subject site are recently approved single family lots and to the east is a townhouse development.
- A right-of-way has been granted by the property owner for Peace Portal Pump Station, currently under construction.
- A statutory right-of-way for both access and emergency access to Peace Portal Pump station must be registered.
- The main entrance to the site is proposed off of 174th Street, however secondary access is provided off of 4th Avenue, adjacent to the sanitary pump station.
- The NCP outlines for a pedestrian corridor to connect the “School/Park” site through the area of the subject site designated “Open Space/Detention Pond”. Given this green space is no longer required, the pedestrian corridor is now proposed to connect the School/Park site and will continue along 174th Street and 4th Avenue.
- In order to accommodate this path, a 2.5m statutory right of way is required on the subject site along 174 Street.

CD By-law

- The proposed CD By-law is based on the “Multiple Residential (15) Zone (RM-15)” with some minor changes.

Zone	Unit Density	Floor Area Ratio (FAR)	Lot Coverage	Setbacks
RM-15	15 u.p.a	0.60	45%	7.5m
CD	11.1 u.p.a	0.44	41%	North:20m South:7.5m East: 6.0m West: 6.0m

Design Proposal and Review

- Units along 4th Avenue and 174th Street are oriented towards the street with pedestrian entrances directly to the units.
- The majority of the units within the site are two (2) storey units, plus a basement, and range in floor area of approximately 1,500 to 2,000 sq. ft.
- The units located along the east property line, which interface with the existing townhouses are single storey, plus a basement. The applicant is proposing single storey units in order to create an appropriate interface with the existing townhouses which are also single storey. The main floor elevations of the proposed units generally match those of the existing units.
- The indoor and outdoor amenity areas are centralized within the site.
- Both the proposed indoor amenity building, 316 m² (3,400 ft²), and the outdoor amenity area, 358m² (3,8520 ft²), exceed the by-law requirement.

- The designs of the units are consistent with design guidelines outlined in the Douglas NCP.
- Building materials include hardie board and batten siding, vinyl shingles and siding, fibreglass, asphalt shingles, and wood trim detailing.
- Design and architectural details are subject to further review prior to completion of the project.

Landscaping

- As mentioned in the section related to ALR interface, a 15m (50ft) wide landscaping buffer is being provided along 4th Avenue. This buffer plan is consistent with buffer plans previously approved along 4th Avenue. A low, wood-rail fence is proposed along buffer at 4th Avenue and a low boulder rock-wall is proposed along the inner boundary of the buffer at the rear of the units. This buffer will be installed and maintained by the strata.
- Preliminary landscaping and grading plans have been reviewed and will be subject to more detailed review prior to completion of the project.
- Revisions include changes to tree planting, the inclusion of structural soil, trellis details and additional specifications for bench, gate and walkways.

Trees

- An arborist assessment report was prepared by Diamond Head Consulting and submitted on March 10, 2010.
- The arborist report states that there are a total of 82 protected trees on the property. Three (3) trees are proposed for retention and seventy-nine (79) are proposed for removal. Many of the trees proposed for removal are in good or fair condition; however, are located within proposed building envelopes or road allowances (Appendix VI).
- Substantial challenges to tree retention exist in the Douglas area, due to the shallow water table and clay soils, which result in a very shallow root system that are susceptible to failure once surrounding areas are disturbed.
- City staff did visit the site, undertook a detailed review of the arborist report and observed that limited opportunity for tree preservation exists. Staff did identify one (1) additional tree (#1507) that may have opportunity for retention. The applicant will be required to take measures to preserve this tree.

Tree Species	Total No. Of Trees	Total Retained	Total Removed
Western Red Cedar	11	2	9
Douglas Fir	2	1	1
Sitka Spruce	5		
Willow (weeping)	2		
Willow (stand A)	7		
English Oak	1		
Paper Birch	1		
Paper Birch (Stand A)	2		

Tree Species	Total No. Of Trees	Total Retained	Total Removed
Black Pine	3		
Lombardy Poplar	6		
Apple	3		
Bigleaf Maple	1		
Cottonwood (Stand A)	14		
Red Alder (Stand A)	23		
Ponderosa Pine	1		
Total	82	3	79

- Based on the replacement ratios prescribed in the Tree Preservation By-law, a total of 121 replacement trees are required and 170 are proposed. The tree bonding security will be \$9,000.00.

Public Consultation

- Pre-notification letters were mailed out on December 22, 2009. Staff received 3 phone calls regarding the notification.

(The phone calls were received from residents of the existing townhouse development directly east of the subject site at 17516 – 4th Avenue. The primary concern was related to the interface of the proposed townhouse units. The units proposed along the interface are single storey, with basement, and are generally consistent with the main floor elevation of the existing townhouse units. The building setbacks for the proposed townhouses are 6.0m (20 ft), which is consistent with the setbacks of the existing units).

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 and Project Data Sheets and Survey Plan
Appendix II.	Site Plan
Appendix III.	Engineering Summary
Appendix IV.	School District Comments
Appendix V.	Draft Agricultural Advisory Committee Minutes
Appendix VI.	Summary of Tree Survey and Tree Preservation
Appendix VII.	NCP Amendment Map
Appendix VIII.	OCP Amendment
Appendix IX.	Development Permit Drawings (No. 7909-0171-00)
Appendix X.	Proposed CD By-law
Appendix XI.	Landscape Buffer

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural and Landscape Plans prepared by Colin Hogan and Clark Kavolinas, respectively, dated March 2010.

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: Colin Hogan, Focus Architecture
 Address: 1528 McCallum Road
 Abbotsford, BC
 V2S 8A3
 Tel: 604-853-5222

2. Properties involved in the Application

(a) Civic Address: 17480 and 17510 – 4 Avenue

(b) Civic Address: 17480 – 4 Avenue
 Owner: 546598 B.C. Ltd., Inc. No. 0546598
 Director Information:
 Manjit Bains

Officer Information as at July 11, 2009
Manjit Bains (President, Secretary)

Apex Management Services Ltd., Inc. No. 0635860
Span Projects Inc., Inc. No. 0761801

0693108 B.C. Ltd., Inc. No. 0693108
Director Information:
Sukhvinder Singh Rana

Officer Information as at April 21, 2009
Sukhvinder Singh Rana

0762235 B.C. Ltd., Inc. No. 0762235
Director Information:
Iqbal Singh Grewal

Officer Information as at June 29, 2009
Iqbal Singh Grewal (President, Secretary)

PID: 003-648-133

Lot 1 Except: Firstly: The West 165 Feet Secondly: Part Subdivided by Plan 37342,
Section 32 Block 1 North Range 1 West New Westminster District Plan 9374

- (c) Civic Address: 17510 – 4 Avenue
Owner: 546598 B.C. Ltd., Inc. No. 0546598
Director Information:
Manjit Bains
- Officer Information as at July 11, 2009
Manjit Bains (President, Secretary)
- Apex Management Services Ltd., Inc. No. 0635860
Span Projects Inc., Inc. No. 0761801
- 0693108 B.C. Ltd., Inc. No. 0693108
Director Information:
Sukhvinder Singh Rana
- Officer Information as at April 21, 2009
Sukhvinder Singh Rana
- 0762235 B.C. Ltd., Inc. No. 0762235
Director Information:
Iqbal Singh Grewal
- Officer Information as at June 29, 2009
Iqbal Singh Grewal (President, Secretary)
- PID: 005-870-232
Lot 13 Section 32 Block 1 North Range 1 East New Westminster District Plan
40918

3. Summary of Actions for City Clerk's Office

- (a) File By-law Nos. 16548, 16548, 16549A and 16549B.
- (b) Introduce a By-law to amend the Official Community Plan to redesignate the property.
- (c) Introduce a By-law to rezone the property.
- (d) MOTI File No. 2010-00161

DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total	35,649 m ²	
Road Widening area	2,601 m ²	
Undevelopable area	1,050 m ²	
Net Total	31,998 m ²	
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		
Paved & Hard Surfaced Areas		
Total Site Coverage	40.5%	
SETBACKS (in metres)		
Front (North)		2.0 m
Rear (South)		7.5 m
Side #1 (East)		6.0 m
Side #2 (N,S,E, or W)		6.0 m
BUILDING HEIGHT (in metres/storeys)		
Principal		7.03 m
Accessory		5.7 m
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		88
FLOOR AREA: Industrial		14,052 m ²
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		14,052 m ²

** 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)		10
# of units/ha /# units/acre (net)		11
FAR (gross)		0.39
FAR (net)		0.44
AMENITY SPACE (area in square metres)		
Indoor		316
Outdoor		358
PARKING (number of stalls)		
Residential Bachelor + 1 Bedroom		176
2-Bed		
3-Bed		
Residential Visitors		21
Institutional		
Total Number of Parking Spaces		197
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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