

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7910-0057-00

Planning Report Date: July 12, 2010

PROPOSAL:

- **OCP Amendment** from Suburban to Urban
- **Rezoning** from RA to RF and RF-12

in order to allow subdivision into six (6) conventional single family lots and 15 single family small lots.

LOCATION:

2759, 2775 and 2789 - 164 Street

OWNER:

Roy Albert Stack, Jean Stack et al

ZONING:

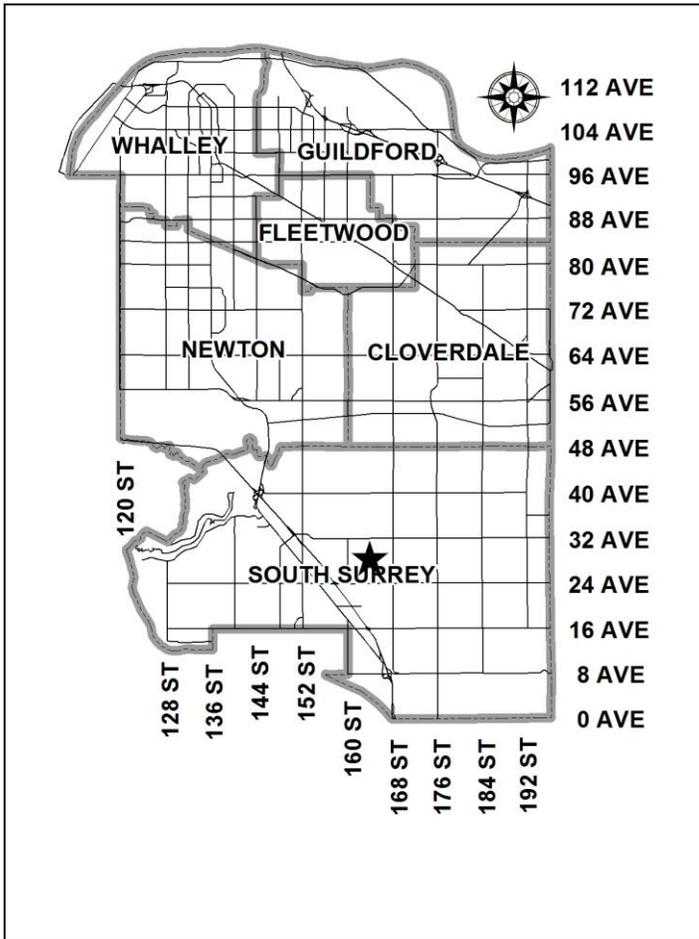
RA

OCP DESIGNATION:

Suburban

NCP DESIGNATION:

Low Density (6-10 upa)



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- An OCP Amendment is required from Suburban to Urban.

RATIONALE OF RECOMMENDATION

- Complies with NCP Designation.
- The proposed OCP Amendment was anticipated as part of the normal development process for applications in the NCP area to achieve the approved land use designation and density.
- The proposal addresses the Land Use Transition Zone requirement established in the NCP along 28 Avenue and 164 Street through the creation of large single family lots along these edges, pairing of driveways and establishment of a landscape buffer scheme.

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 **a portion of the subject site shown** as Block A shown on Appendix I attached from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Single Family Residential Zone (RF)" (By-law No. 12000) **and a date be set for Public Hearing and to rezone the portion of the subject site shown as Block B on Appendix I attached 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.**
- ~~4. a By-law be introduced to rezone Block B shown on Appendix I attached 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.~~
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) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) the applicant adequately address the shortfall in tree replacement;
 - (f) registration of a Section 219 Restrictive Covenant to ensure tree retention;
 - (g) registration of a Section 219 Restrictive Covenant prohibiting driveway access for proposed Lots 2 and 15 metre from 28 Avenue; and
 - (h) registration of a Section 219 Restrictive Covenant and submission of financial securities for the required Transition Area Landscaping Buffer, in accordance with the Morgan Heights NCP.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.

SITE CHARACTERISTICS

Existing Land Use: Three (3) single family dwellings on three (3) large acreage lots.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across 28 Avenue):	Single family dwellings on 0.5 acre lots.	Suburban/Existing One-Acre and half-Acre Lots (North Grandview Heights NCP)	A-1
East (Across 164 Street):	Single family dwelling on a 1 acre lot.	Suburban/Suburban Single Family Residential (Grandview Heights General Land Use Plan)	RA
South:	Recently subdivided properties rezoned from RA to RF-12 in 2006 under Development Application No. 7905-0126-00.	Urban/Low Density 6-10 upa (Morgan Heights NCP)	RF-12
West:	Single family dwelling on a 1 acre lot.	Suburban/Low Density 6-10 upa (Morgan Heights NCP)	RA

JUSTIFICATION FOR PLAN AMENDMENT

- The proposed OCP Amendment is consistent with the subject site's designation, "Low Density (6-10 upa)", in the Grandview Heights Neighbourhood Concept Plan #1 – Morgan Heights, which was approved by City Council on September 12, 2005 (Appendix VIII).
- The proposed development complies with the NCP in terms of land use and density. An amendment of the Official Community Plan (OCP) from "Suburban" to "Urban" is required in order to achieve consistency between the OCP and the NCP. The OCP amendment was anticipated as part of the normal land development process in the Morgan Heights NCP.

DEVELOPMENT CONSIDERATIONS

Background

- The subject 1.2 hectare (3 acre) site consists of three (3) one-acre parcels, zoned "One Acre Residential (RA)". The site is located at the southwest corner of 28 Avenue and 164 Street. The property is designated "Suburban" in the OCP and is located within the Grandview Heights Area #1 (Morgan Heights) NCP, which was approved by Council on September 12, 2005. The NCP establishes various future residential enclaves, which are categorized by different residential uses and densities. The residential densities that were established in the NCP range from low (6-10 upa) to high (30-45 upa) and are intended to accommodate a range of housing types and personal lifestyle needs.
- The subject site is designated "Low Density (6-10 upa)" in the NCP (Appendix VIII). The applicant is proposing a combination of typical (RF) single family lots and single family small lots (RF-12), and a gross density of 7 u.p.a., which is consistent with the approved density range stated in the NCP.
- The subject site interfaces with suburban single family to the north, across 28 Avenue, and to the east, across 164 Street. The north and east edges of the site are designated as transition zones in the Morgan Heights NCP. Additional measures have been proposed in order to allow for a softer transition between the proposed urban and the existing suburban lots, including additional landscape planting in the front yards of the proposed lots and driveway pairing. The transition zones are discussed below.

Proposed Development

- The applicant is proposing to subdivide the site into 21 single family lots (Appendix II). Six (6) of the lots, along 28 Avenue, are proposed to be rezoned to RF; the remaining 15 lots are proposed to be RF-12, or small single family lots.

Proposed RF Lots

- The six (6) lots fronting 28 Avenue are proposed to be RF zoned. Five (5) of the 6 proposed RF lots front 28 Avenue, and have an average width of 18.5 metres (60 ft.). One (1) of the proposed lots is proposed to front on the new cul-de-sac road (163A Street). This lot (proposed Lot 15) is 34 metres deep (111 ft.) and 16.6 metres (54 ft.) wide.
- The Morgan Heights NCP delineates 28 Avenue, east of 160 Street, as "Transition Zone F", which the subject property falls into. The NCP requires the homes on the south side of 28 Avenue, east of 160 Street, to act as a transition zone for the homes on the north side of 28 Avenue. The RF lots that are proposed along 28 Avenue in this application are in keeping with the transition zone requirements of the NCP. Additional landscape buffer interface requirements, as discussed below, will also be established on lots fronting 28 Avenue to address the interface requirement in the NCP.

Proposed RF-12 Lots Along 164 Street

- There are three (3) RF-12 – Type II lots along 164 Street. The Morgan Heights NCP delineates 164 Street, north of 26 Avenue, as "Transition Zone E". The NCP requires the homes on the west side of 164 Street, north of 26 Avenue, to act as a transition zone for the homes on the east side of 164 Street, which are designated "Suburban Single Family Residential" in the Grandview Heights General Land Use Plan.
- The RF-12 lots proposed along this edge are larger, wider and deeper than the standard RF-12 lot. The lots (proposed Lots 19 to 21) are proposed to be 16.8 metres (55 ft.) wide, 30 metres (98 ft.) deep, and 504 square metres (5,425 sq. ft.) in area. These lots are closer in size to an RF lot than an RF-12 lot, and are in keeping with the transition zone requirements in the NCP, and with the RF-12 lots within the transition area further south of the subject site.
- In accordance with the NCP transition zone requirements, the RF-12 lots will have paired driveways, and additional front yard landscaping (Appendix VII).

Proposed RF-12 Cul-de-sac Lots

- There are 15 RF-12 lots proposed in total. Twelve (12) of these lots, proposed Lots 3 to 14, are interior lots within the subdivision, and will front onto the new cul-de-sac road, 163A Street and 27B Avenue.
- The proposed RF-12 lots all meet the minimum size requirements of the RF-12 Zone – Type II lots. The average size of these RF-12 lots is 383 square metres (4,122 sq. ft.). The proposed RF-12 cul-de-sac lots all exceed the minimum area requirements of the RF-12 Zone.
- These lots reflect the RF-12 lots immediately to the south, and are consistent with the NCP designation.

Access and Road Requirements

- The applicant is required to dedicate 1.942 metres (6 ft.) for the widening of 28 Avenue and 0.942 metres (3 ft.) for the widening of 164 Street, along with a 5 metre (16 ft.) by 5 metre (16 ft.) corner cut at the 28 Avenue and 164 Street intersection.
- The applicant proposes to dedicate and construct a new cul-de-sac road to serve the interior RF-12 lots within the subdivision. A 17 metre (56 ft.) wide dedication is required for 163A Street and 27B Avenue, along with two (2) 14 metre (46 ft.) radius cul-de-sac bulbs, and 3 metre (10 ft.) by 3 metre (10 ft.) corner cuts at the intersection of 163A Street and 28 Avenue.

Building Scheme

- The applicant for the subject site has retained Mike Tynan of Tynan Consulting Ltd. as the Design Consultant. The Design Consultant conducted a character study of the surrounding homes and based on the findings of the study, and the developments in the surrounding neighbourhoods, proposed a set of building design guidelines for the proposed RF and RF-12 lots (Appendix V).

- The Design Consultant is proposing to remain consistent with the pedestrian friendly building forms, formal developed landscapes, and balanced proportions as the "Classic Modern" styles of the nearby developments. The consultant has used the Morgan Heights Building Scheme as a reference point for this project to ensure the proposed dwellings blend in with the surrounding developments.
- The design styles for the proposed RF and RF-12 lots include "Neo-Traditional" or "Classical Modern. The proposed homes would exhibit mid-scale of massing characteristics with style-authentic, well-balanced, proportionally correct design elements.
- For the proposed corner lots at 28 Avenue and the proposed road (163A Street), Lots 2 and 15, and the corner lot at 28 Avenue and 164 Street, Lot 18, the flanking street sides of the single family dwellings will use the same design requirements as the fronting street side. To ensure a sensitive interface with suburban lots across 28 Avenue, the RF lot with a side yard along 28 Avenue (proposed Lot 15) will have fencing restricted to a black vinyl chain link fence camouflaged by hedging. Restrictions will be incorporated into the landscaping plan as well as the building scheme.
- The Design Consultant has stipulated that the main exterior materials shall consist of Stucco, Cedar, Hardiplank, brick and stone. There are a variety of colours permitted to be used on the exterior material that include "natural", "neutral" and "primary" colours. The roof design will also reflect the style objectives, which includes a minimum pitch of 10:12. The only roofing material recommended to be used is 40 year warranty shake profile asphalt shingles with a raised ridge cap in "charcoal grey" or black.
- Basement-entry homes and secondary suites are not permitted.

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 information has been reviewed by staff and found to be generally acceptable.

Arborist Report and Tree Preservation

- Aaron Bygn-Hall, Andrew Connel, and Trevor Cox of Diamondhead Consulting Ltd. prepared the Arborist Report for the project.
- The Arborist Report indicates there are 87 mature trees on the subject site. Of these, 74 mature (by-law protected) trees are proposed to be removed, and 13 are proposed to be retained. 56 replacement trees will be planted for a total of 69 trees on site, providing for an average of 3.3 trees per lot.

Tree Species	No. of Trees On-site	No. of Trees Proposed for Retention	No. of Trees Proposed for Removal
Apple	2	0	2
Birch	9	1	8
Cherry / Plum	12	1	11
Cottonwood	1	0	1
Dogwood	1	0	1
Douglas-Fir / Grand Fir	15	2	13
Hazelnut	6	0	6
Hemlock	2	1	1
Holly	3	0	3
Japanese Angelica Tree	1	1	0
Juniper	1	0	1
Magnolia	1	0	1
Maple (Big Leaf)	3	0	3
Monkey Puzzle	1	0	1
Pine	1	1	0
Red Alder	1	0	1
Spruce	1	1	0
Fir	2	2	0
Western Red Cedar	18	2	16
Walnut	1	1	0
Willow	4	0	4
Unknown Deciduous	1	0	1
Total	87	13	74

- Of the 13 trees proposed to be retained, four (4) will be within the road allowance once the land is dedicated for road widening. Efforts will be made to ensure that road works allow for the retention of these trees.
- The number of replacement trees required is 146. Therefore, there are 90 replacement trees in deficit. The applicants will be required to address the tree replacement deficit by contributing to the City Green Fund in the amount of \$27,000. Resolution of this issue will be a condition of Final Adoption.

Landscaping Buffer / Transition

- The applicant proposes to provide additional landscape planting in the front yards of the proposed RF lots fronting 28 Avenue, and the proposed large RF-12 lots fronting 164 Street (Appendix VII).
- The proposed landscaping and driveway pairing is intended to provide a sensitive interface and transition to the suburban lots to the north and east of the site. The City Landscape Architect has reviewed the proposed landscaping and it is generally acceptable.

PRE-NOTIFICATION

Pre-notification letters were sent out on March 25, 2010 and staff received the following response:

- Staff received one (1) telephone call from an area resident concerned about tree preservation on 164 Street, and about the density proposed.

(There are 22 mature (By-law sized) trees along 164 Street. Two (2) of these trees are proposed to be retained on Lot 21, and the remaining 20 are proposed to be removed. Of these, 13 of the trees make up a fair quality overgrown hedge. The other trees to be removed range in overall condition from good to poor, and are affected by servicing and road works on 164 Street. As most of the trees along 164 Street require removal, the applicant has proposed to provide additional landscape buffering along 164 Street, along with tree planting in the front yards of the lots (Appendix VII).)

- Staff received one (1) letter from an area resident who raised concerns about small lots being developed on the south side of 28 Avenue, when the NCP calls for a transition zone at this location. The area resident was also concerned about the amount of construction traffic currently in the area, and the amount of construction traffic that the proposed development would create.

(According to the NCP, RF lots are proposed on the south side of 28 Avenue. There are no RF-12 lots proposed along 28 Avenue. The RF lots fronting 28 Avenue are considered an appropriate transition at this location, which will include additional landscaping and paired driveways to soften the transition. The proposed RF transition will be implemented all along 28 Avenue, and complies with the density and transition requirements in the NCP. Another previous development to the west, Development Application No. 7906-0311-00, established the land use pattern for this transition area.

The construction traffic and disturbance is temporary and unavoidable. This concern has been relayed to the Engineering Department and staff will be monitoring the issue at the construction stage.)

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.	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.	28 Avenue and 164 Street Landscaping Buffer Plan

- Appendix VIII. NCP Plan
- Appendix IX. OCP Redesignation Map

Jean Lamontagne
General Manager
Planning and Development

HK/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: Mike Helle, Coastland Engineering & Surveying Ltd.
 Address: #101, 19292 – 60 Avenue
 Surrey, BC
 V3S 3M2
 Tel: 604-532-9700

2. Properties involved in the Application

- (a) Civic Address: 2759, 2775 and 2789 – 164 Street
- (b) Civic Address: 2759 – 164 Street
 Owner: Jasjit Singh Bansal
 PID: 000-915-351
 Lot 8 Section 24 Township 1 New Westminster District Plan 68735
- (c) Civic Address: 2775 – 164 Street
 Owner: Sucha Singh Thind and Balbir Kaur Thind
 PID: 000-915-343
 Lot 7 Section 24 Township 1 New Westminster District Plan 68735
- (d) Civic Address: 2789 – 164 Street
 Owner: Roy Albert Stack and Jean Stack
 PID: 000-915-335
 Lot 6 Section 24 Township 1 New Westminster District Plan 68735

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.

SUBDIVISION DATA SHEET

Proposed Zoning: RF and RF-12

Requires Project Data	Proposed		
GROSS SITE AREA			
Acres	3.0 ac		
Hectares	1.21 ha		
NUMBER OF LOTS			
Existing	3		
Proposed	21		
SIZE OF LOTS	RF-12	Site	RF
Range of lot widths (metres)	7.9 m-21.5 m	-	15.3 m-19.0m
Range of lot areas (square metres)	375-552 sq.m.	-	560 -577 sq.m.
DENSITY			
Lots/Hectare & Lots/Acre (Gross)	18.3/7.4	17.3/7.0	15.5/6.3
Lots/Hectare & Lots/Acre (Net)	24.5/9.9	21.7/8.8	17.8/7.2
SITE COVERAGE (in % of gross site area)			
Maximum Coverage of Principal & Accessory Building	37.4%	36.5%	35.0%
Estimated Road, Lane & Driveway Coverage	33.4%	28.3%	19.6%
Total Site Coverage	70.8%	64.8%	54.6%
PARKLAND			
Area (square metres)	n/a		
% of Gross Site	n/a		
	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		