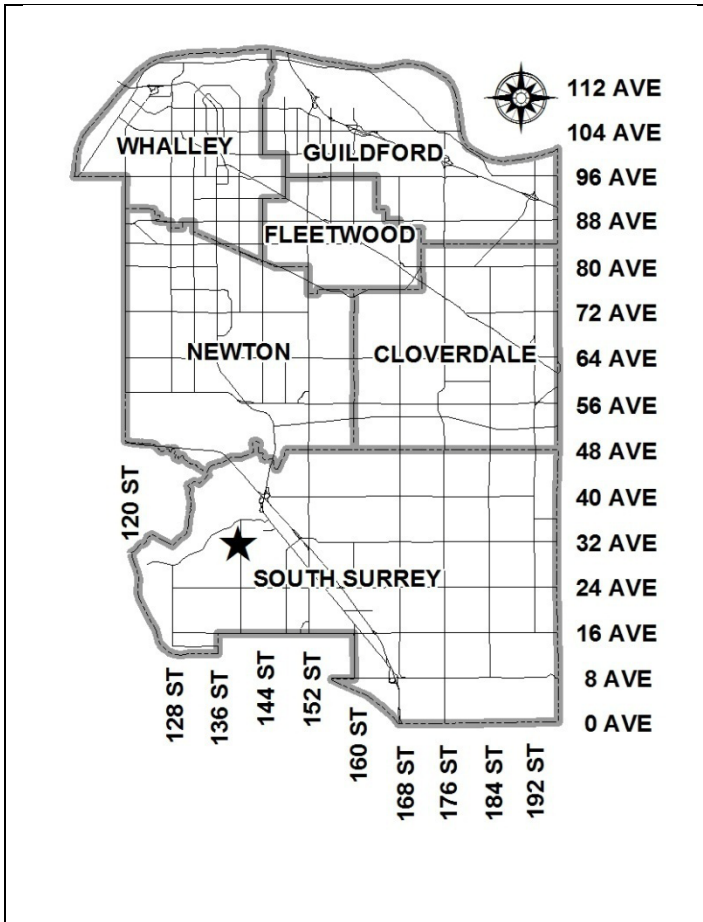


City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7911-0325-00

Planning Report Date: April 23, 2012



PROPOSAL:

- **OCF amendment** from Suburban to Urban
- **Rezoning** from RA to RH and CD (based on RM-10)
- **Development Permit**

in order to permit the development of 24 townhouse units and 1 half-acre residential lot.

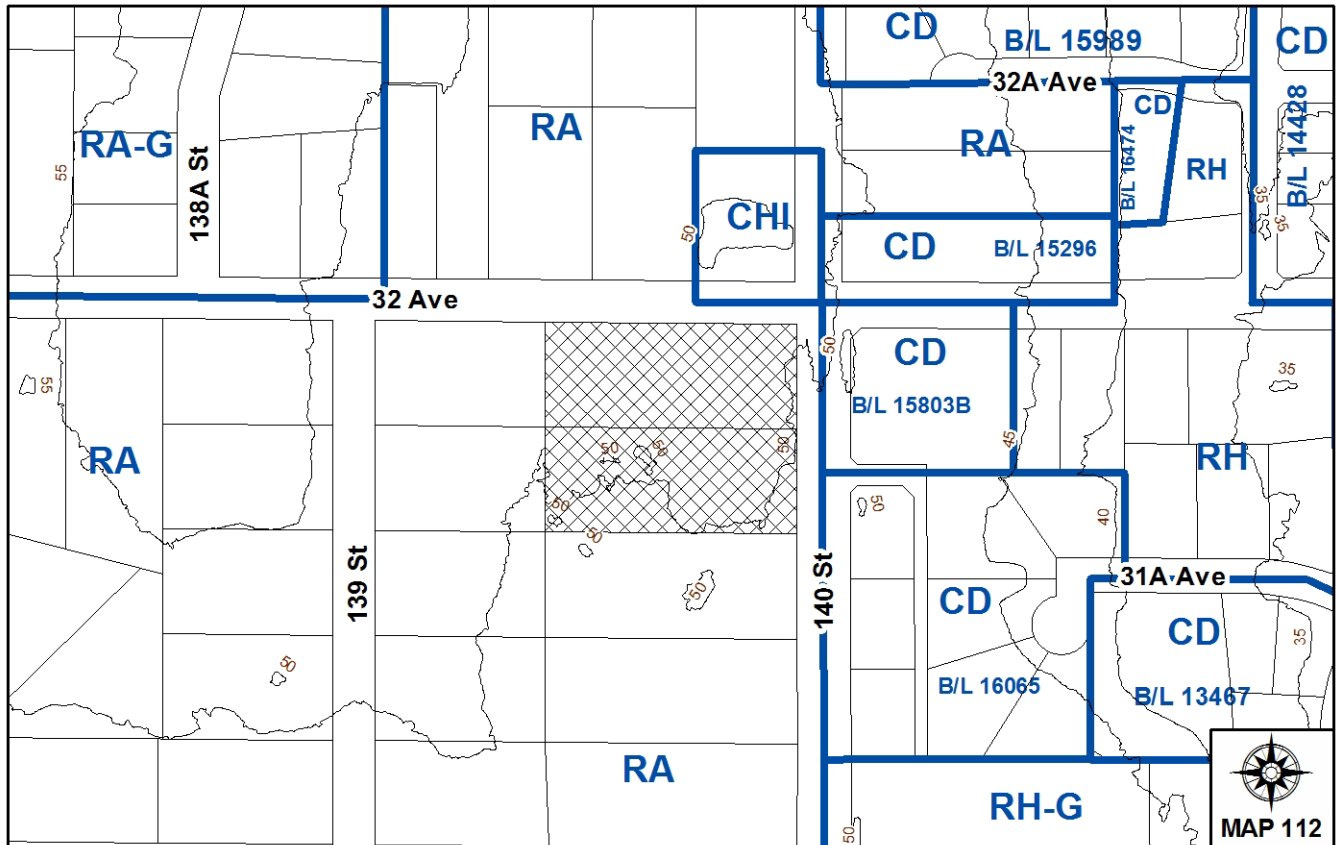
LOCATION: 3151 - 140 Street and
 13952 - 32 Avenue

OWNER: Darshan Singh Dhaliwal
 Gurinder Gary Dhaliwal
 Harvinder Kaur Dhaliwal

ZONING: RA

OCF DESIGNATION: Suburban

LAP DESIGNATION: One-Acre Residential



RECOMMENDATION SUMMARY

The Planning & Development Department recommends that this application be denied.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Requires a partial OCP amendment from Suburban to Urban.
- Requires an amendment to the Central Semiahmoo Peninsula Local Area Plan from One-Acre Residential to Townhouses and Half-Acre Residential.

RATIONALE OF RECOMMENDATION

- The proposal is a major departure from the land use designations of the Official Community Plan (OCP) and the Central Semiahmoo Peninsula Local Area Plan (LAP).
- The proposal is out of character with this existing suburban residential neighbourhood in South Surrey.
- Significant opposition has been expressed by area residents, including the submission of a 137-name petition.
- The applicant has argued that there is a need for more housing choice and housing affordability in this area. While these are important considerations, the proposed housing type is more suited to central locations, and/or urban areas which are well served by transit, such as the nearby King George Highway Corridor. There are many areas in South Surrey which are already designated to permit this type of development; there is no need to redesignate the subject site in order to permit townhouses at this location.
- The western half of 3151 – 140 Street has been identified as part of an "Ecological Site" in the Ecological Management Study (EMS). The proposed development would eliminate a portion of this ecological site.

RECOMMENDATION

The Planning & Development Department recommends that this application be denied.

REFERRALS

Engineering: Comments and requirements for this project have not been requested as the proposal represents a significant departure from the land uses anticipated under the OCP and Central Semiahmoo Peninsula LAP.

SITE CHARACTERISTICS

Existing Land Use: Two acreage single family residential lots.

Adjacent Area:

| Direction | Existing Use | OCP/NCP Designation | Existing Zone |
|---------------------------|--|---|----------------------------------|
| North (Across 32 Avenue): | Suburban residential and veterinary clinic. | Suburban/One-Acre Residential | RA and CHI |
| East (Across 140 Street): | Neighbourhood commercial (Elgin Corners Village) and suburban residential. | Suburban/Local Commercial & Half-Acre Gross Density Residential | CD (Bylaw Nos. 15803B and 16065) |
| South: | Suburban residential | Suburban/Half-Acre Gross Density | RA |
| West: | Suburban residential | Suburban/One-Acre Residential | RA |

DEVELOPMENT CONSIDERATIONSBackground

- The subject site is located on the southwest corner of 140 Street and 32 Avenue. It is designated "Suburban" in the Official Community Plan and "One-Acre Residential" in the Central Semiahmoo Peninsula Local Area Plan (LAP).
- The applicant proposes to rezone the site from "One-Acre Residential Zone (RA)" to "Comprehensive Development Zone (CD)" (based on "Multiple Residential 10 Zone (RM-10)" and "Half-Acre Residential Zone (RH)" in order to permit the development of approximately 24 townhouse units and one half-acre residential lot (Appendix II). The overall proposed density is 21 units per hectare (8 units per acre). The proposed townhouse site density is 25 units per hectare (10 units per acre).

- The proposal requires an amendment to the Official Community Plan from "Suburban" to "Urban" and an amendment to the LAP from "One-Acre Residential" to "Townhouses" and "Half-Acre Residential".
- There are commercial developments on the other three corners of the 140 Street and 32 Avenue intersection. The South Surrey Veterinary Hospital is located on the northwest corner, Belle's Country Market is located on the northeast corner, and Elgin Corners Village is located on the southeast corner (Appendix III).
- The Elgin Corners Village site was rezoned to CD (By-law No. 15803B, based on C-5) in 2005 under Development Application No. 7905-0152-00, in order to permit the development of this neighbourhood commercial shopping centre.
 - In order to demonstrate the need for neighbourhood commercial services in the area, the applicant retained Urbanics Consulting Ltd. to prepare a retail market assessment to analyze the subject site's opportunity for retail and commercial development. The retail market assessment identified a need for additional commercial space to serve the Semiahmoo Peninsula trade area. In addition to the commercial space proposed for the Elgin Corners Village site, the report explained that there would be residual demand for additional commercial services in the area.
 - The owner of the subject site at 13952 – 32 Avenue (the applicant for Development Application No. 7911-0325-00) contacted the Planning & Development Department during the review and public consultation process for Development Application No. 7905-0152-00. The owner expressed concern that his property, at the southwest corner of 140 Street and 32 Avenue, would not be appropriate for suburban residential use as a result of the commercial development at the other three corners of the intersection. He requested that alternative land uses at the southwest corner be considered and that application 7905-0152-00 be placed on hold until an application is initiated on the southwest corner so that the development proposals could proceed to Council together.
 - Staff responded to the owner's request by indicating that the residual demand for commercial services in the area may be met in the future by the eventual development of the southwest corner of the intersection to complete the commercial node. Staff premised this, however, on the understanding that a proposal for commercial development at the southwest corner would require a separate development application, and would necessitate a complete assessment and public process, as well as Council approval.

APPLICANT'S JUSTIFICATION FOR THE PROPOSAL

- The applicant submitted a "Planning Rationale" report with their proposal for townhouses and one half acre single family lot. Their justification is driven by (1) the lack of demand for additional commercial space on the southwest corner of this commercial node, and (2) the benefits of residential densification in the area to support local services and provide more housing choices.

1. Lack of demand for additional commercial space:
 - The residual demand for additional floor space has nearly been reached on the northeast, northwest and southeast corners of the commercial node. Possible future additions on the South Surrey Veterinary Clinic site and the Belle's Country Market site would exceed the forecast range noted in the Urbanics report submitted for Development Application No. 7905-0152-00.
 - The existing retail vacancy rate in Elgin Corners Village is approximately 25% (3 vacant retail units out of 12 total). Further, there is also office space for lease. This vacant space provides evidence that there is still enough supply available at this location to meet market demand in the foreseeable future.
 - There are already many choices for shopping at both large-scale and small-scale commercial centres within an approximate 10 minute drive from the subject site. These commercial centres include Peninsula Village Shopping Centre, Choices Food Market, South Pointe Exchange, Grandview Corners, and Semiahmoo Shopping Centre.
 - Introducing additional commercial development on the southwest corner of this intersection could possibly impede future commercial expansion of the two sites on the north side of 32 Avenue which already have commercial zoning in place.
 - Some criminal activity has occurred which would be heightened with increased commercial development in the surrounding area and with fewer "eyes" on the street.
2. The benefits of residential densification:
 - The applicant's "Planning Rationale" report cites the Annual (2010) Review of the Surrey OCP, which states that the average persons per unit (ppu) in South Surrey is 2.5, which is lower than the Surrey average of 3 ppu. The applicant argues that in order to support local commercial and institutional services, South Surrey's low ppu of 2.5 would require more housing.
 - The Annual (2010) OCP Review states that an estimated 15% of housing demand in Surrey will be accommodated by infill residential development. The City's OCP review recognizes that there will be increased pressure to add density to existing neighbourhoods by replacing older single-family homes on larger lots with more compact housing types.
 - The proposed development would provide more affordable housing in the neighbourhood.
 - The proposed townhouse development would increase the number of residents in the immediate area, thus providing more customers for the existing commercial establishments.
 - The local businesses may also provide employment opportunities for local residents living in the proposed townhouse units. There would also be the opportunity for the business owners within this commercial node to reside within walking distance of their businesses.

- The access to shopping, employment, services and food would contribute to the walkability, economic viability, and the neighbourliness of the local community, and the addition of residents would enhance the sustainability goals of the City.
- The proposed residential redevelopment would complement the existing housing and provide further options for residents in the area who may wish to downsize without moving from their community.
- A commercial development at the southwest corner of the intersection would increase the amount of traffic on 140 Street and 32 Avenue more than the proposed residential development. Reduced traffic and a residential use of the lands would also address some of the concerns previously raised by area residents with respect to increased traffic and commercial activity in the area.

STAFF COMMENTS

- The Central Semiahmoo Peninsula neighbourhood is a well-established suburban neighbourhood in South Surrey. The proposed development is urban in character and represents a major departure from the land use designations in the OCP and LAP, as well as the existing neighbourhood context.
- Staff do not disagree with the applicant's assertion that there is no demand for additional commercial space at this location. However, the site does not have a commercial land use designation, nor does it have commercial zoning. Furthermore, the fact that a neighbourhood commercial development may not be viable on the site does not mean that residential townhouses should be considered. Neither uses are currently permitted on the subject site, and townhouses are not considered to be an appropriate land use at this location.
- The commercial establishments located on the southeast, northeast, and northwest corners of the 32 Avenue and 140 Street intersection were always intended to service the local suburban community. The commercial developments were permitted in part because they could demonstrate commercial viability in this low-density suburban residential neighbourhood. Therefore, the argument that the proposed urban residential development will increase the viability of the commercial establishments is not supportable.
- The applicant has argued that there is a need for more housing choice and housing affordability in this area. While these are important considerations, the proposed housing type is more suited to central locations, and/or urban areas which are well served by transit, such as the nearby King George Highway Corridor. There are many areas in South Surrey which are already designated to permit this type of development; there is no need to redesignate the subject site in order to permit townhouses at this location.
- There may be opportunities for residential infill development in the Central Semiahmoo Peninsula neighbourhood. For example, a block of one-acre properties to the south of the subject site are designated "Half-Acre Gross Density" in the LAP and may have some subdivision potential, subject to rezoning. However, residential infill development proposals in the Central Semiahmoo Peninsula should be consistent with the Suburban OCP and LAP land use designations.

- The western half of 3151 – 140 Street has been identified as an "Ecological Site" in the Ecological Management Study (EMS). Under the current townhouse proposal, most of the trees would have to be removed from the western portion of this lot, and in turn, the ecological significance of the site would be eliminated.

PRE-NOTIFICATION

Pre-notification letters were sent on January 13, 2012 and staff received the following response:

- Forty-eight (48) responses were received by telephone and e-mail from surrounding area residents. A 137 name petition in opposition of the proposal, representing a total of 117 households, was also submitted. In sum, a total of 162 households responded to pre-notification by either telephone, email or by signing the petition. Responses from these respondents have been mapped (Appendix IV). The following is a brief discussion on each group of respondents:

Pre-Notification Responses:

- Of the 48 people who responded by telephone or e-mail, 46 expressed opposition to the proposal and two (2) indicated support for the proposal.
- One of the respondents who indicated support for the proposal stated that there is a need for residential densification in this area, and that there are some additional lots in the area which may have some development potential. The respondent expressed that the demand for larger lots and acreages is diminishing and getting prohibitively expensive. The other respondent who indicated support felt that the development would enhance the viability of the businesses in commercial developments on the other three corners of this intersection.
- Forty-six (46) respondents indicated opposition to the proposal, and indicated the following concerns:
 - Thirty-seven (37) respondents indicated that the proposal is out of context with the existing neighbourhood, and expressed concern that it would change the character of the neighbourhood.
 - Eighteen (18) respondents expressed concern that the proposal would substantially increase noise and traffic on 140 Street and 32 Avenue. Of these respondents, three (3) also noted that there is no easily accessible public transit in this neighbourhood and therefore car ownership is a necessity.
 - Ten (10) respondents expressed concern that the proposal would negatively impact property values in the area.
 - Seven (7) respondents commented that there is no need for townhouses at this suburban location, because there are already ample townhouses in the area, and lands designated for townhouse development.

- Four (4) respondents expressed concern that the development would set a precedent for higher density residential development in the area, which is not consistent with the suburban character of the neighbourhood.
- Seven (7) respondents expressed concern about the ecological impact of the development. Respondents indicated that the development would eliminate the trees and habitat area on the site.
- Five (5) respondents indicated that the proposal would have a negative impact on their privacy and quality of life.
- Two (2) respondents indicated that the development would cause drainage problems.

Petition Responses:

- A petition in opposition to the proposal with 137 signatures from a total of 117 households was received on April 2, 2012. The petition stated the following concerns:
 - A rezoning from suburban to urban will significantly alter the overall character of the neighbourhood and the Semiahmoo Peninsula, and will set a precedent for further high density development in a suburban area.
 - Granting an amendment to the Official Community Plan is unprecedented in this area and would affect the aesthetics and property values in an area of low density homes. Residents who have purchased properties in this area overwhelmingly did so to maintain the single family aesthetics and suburban character of raising their families on the peninsula.
 - A multiple residential development would increase traffic at an already congested corner and cross streets, prone to speeding and above-average vehicle accidents.
- Of the 117 households of petitioners, 89 are located in the South Surrey area, and the remaining 28 are located outside of the South Surrey area.

STAFF RECOMMENDATION

In summary, the applicant's proposal for townhouses is a major departure from the land use designations of the OCP and LAP, it is out of character within the context of this well-established suburban neighbourhood, and significant opposition has been expressed by area residents, including submission of a 137 name petition. Furthermore, there are many opportunities for townhouse development in South Surrey, in more central and urban locations, which are well-served by transit and other urban amenities. For these reasons, staff cannot support this application.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners, Action Summary and Project Data Sheets
- Appendix II. Proposed Site Plan
- Appendix III. Context Map
- Appendix IV. Maps Showing Location of Respondents to Pre-Notification

original signed by Nicholas Lai

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: Maggie Koka
 Aplin & Martin Consultants Ltd.
 Address: Unit 201 12448 82 Avenue
 Surrey BC V3W 3E9

 Tel: 604-597-9058

2. Properties involved in the Application
 - (a) Civic Addresses: 3151 - 140 Street and 13952 - 32 Avenue

 - (b) Civic Address: 3151 - 140 Street
 Owners: Gurinder Gary Dhaliwal
 Darshan Singh Dhaliwal
 PID: 002-223-392
 Lot 65 Section 21 Township 1 New Westminster District Plan 64250

 - (c) Civic Address: 13952 - 32 Avenue
 Owners: Harvinder Kaur Dhaliwal
 Darshan Singh Dhaliwal
 PID: 002-128-853
 Lot B Section 21 Township 1 New Westminster District Plan 70214

DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RM-10) & RH

| Required Development Data | Minimum Required / Maximum Allowed | | Proposed | |
|--|--|----|----------|----------|
| | RH | CD | RH | CD |
| LOT AREA* (in square metres) | | | | |
| Gross Total | | | | |
| Road Widening area | | | | |
| Undevelopable area | | | | |
| Net Total | 0.5 ac. | ** | 0.6 ac. | 2.4 ac. |
| LOT COVERAGE (in % of net lot area) | | | | |
| Buildings & Structures | | | | |
| Paved & Hard Surfaced Areas | | | | |
| Total Site Coverage | 25% | ** | 25% | 40% |
| SETBACKS (in metres) | | | | |
| Front | 7.5 m | ** | 15.8 m | 6 m |
| Rear | 7.5 m | ** | 1.2 m | 6 m |
| Side #1 (East) | 4.5 m | ** | 7.5 m | 6 m |
| Side #2 (West) | 4.5 m | ** | 7.6 m | 6 m |
| BUILDING HEIGHT (in metres/storeys) | | | | |
| Principal | 9 m | ** | 9 m | 9 m |
| Accessory | 4 m | ** | 4 m | 4 m |
| NUMBER OF RESIDENTIAL UNITS | | | | |
| Bachelor | | | | |
| One Bed | | | | |
| Two Bedroom | | | | |
| Three Bedroom + | | | | |
| Total | N/A | 24 | N/A | 24 |
| FLOOR AREA: Residential | 0.25 FAR | ** | 0.25 FAR | 0.50 FAR |
| 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 | | | | |

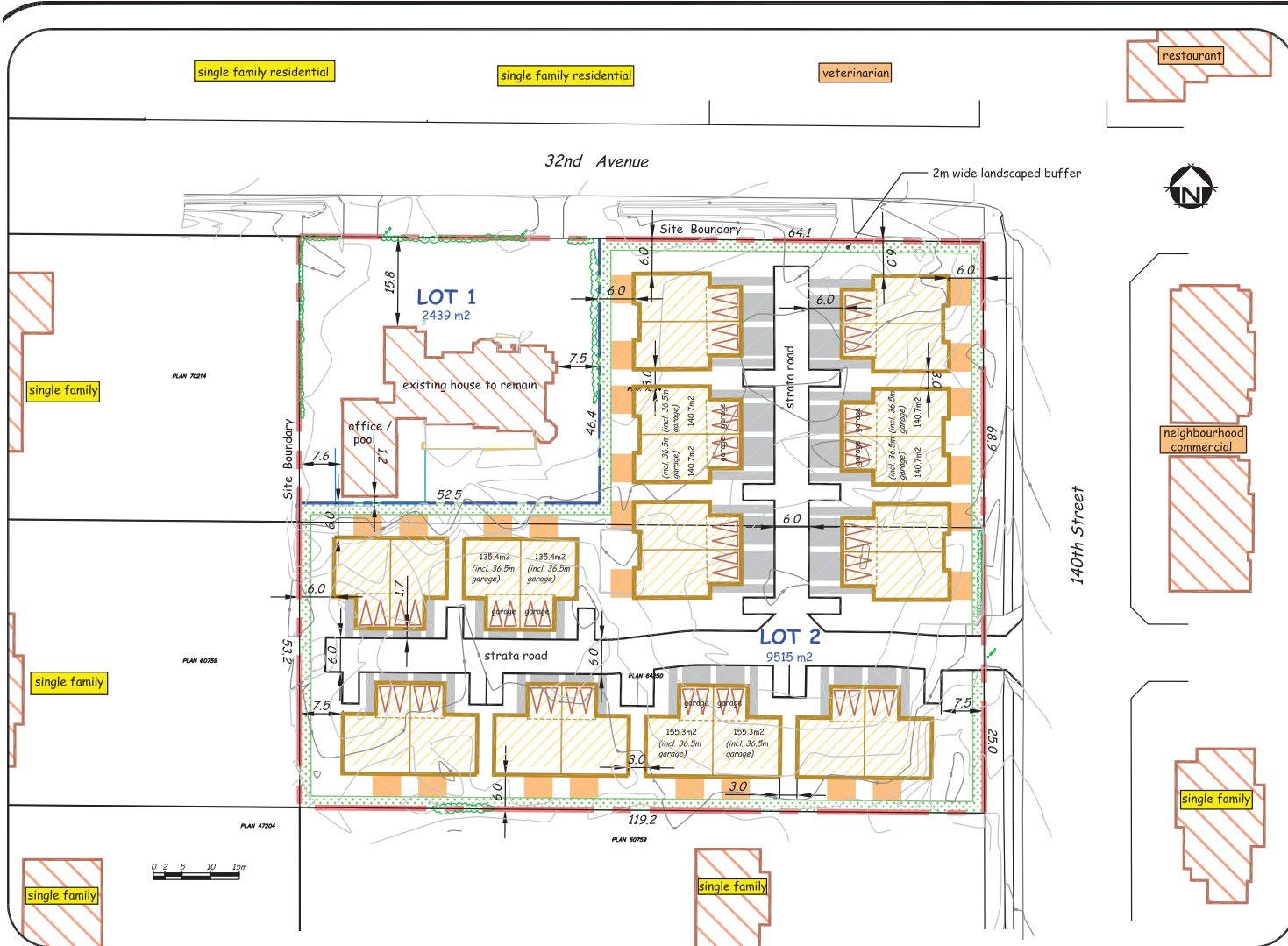
* *If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

** *Maximum Required / Minimum Allowed would be determined through the planning process and indicated in a proposed CD Zone.*

Development Data Sheet cont'd

| Required Development Data | Minimum Required / Maximum Allowed | | Proposed | |
|---|--|-------------------|-------------------|-------------------|
| | RH | CD | RH | CD |
| DENSITY | RH | CD | RH | CD |
| # of units/ha /# units/acre (gross) | 5 uph/ 2 upa | ** | 4 uph/ 1.6 upa | 25 uph/ 10 upa |
| # of units/ha /# units/acre (net) | | | | |
| FAR (gross) | | | | |
| FAR (net) | 0.25 | | 0.25 | |
| | | | | |
| AMENITY SPACE (area in square metres) | RH | CD | RH | CD |
| Indoor | N/A | 72 m ² | N/A | 72 m ² |
| Outdoor | N/A | 72 m ² | N/A | CIL |
| | | | | |
| PARKING (number of stalls) | | | | |
| Commercial | N/A | | N/A | |
| Industrial | N/A | | N/A | |
| | RH | CD | RH | CD |
| Residential Bachelor + 1 Bedroom | | | | |
| 2-Bed | | | | |
| 3-Bed | 2 | 48 | 2 | 48 |
| Residential Visitors | | 5 | | 16 |
| | | | | |
| Institutional | N/A | | N/A | |
| | RH | CD | RH | CD |
| Total Number of Parking Spaces | 2 | 53 | 2 | 64 |
| | | | | |
| Number of disabled stalls | | | | |
| Number of small cars | | | | |
| Tandem Parking Spaces: Number / % of Total Number of Units | | | | |
| Size of Tandem Parking Spaces width/length | | | | |

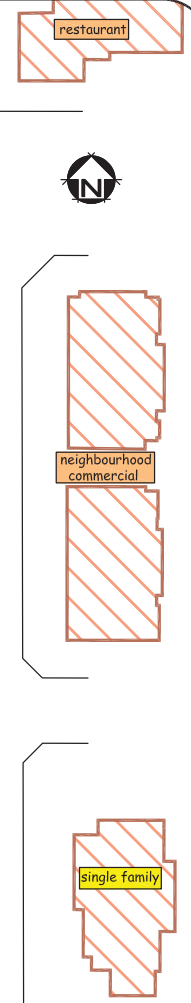
| | | | |
|---------------|----|---------------------------------|----|
| Heritage Site | NO | Tree Survey/Assessment Provided | NO |
|---------------|----|---------------------------------|----|



Mainland Civil Works Inc.
 Elgin Corner
 Multi-Family Development
 13952 32nd Ave & 3151 140th St, Surrey

CONCEPT PLAN

Legend



- NOTE:**
 This plan is conceptual only, is subject to change due to:
 - Review and approval by appropriate municipal, regional, provincial & federal governments and outside agencies
 - Full environmental, geotechnical and soil assessments.
 - Legal and topographical survey.
 - Tree survey and assessment.
 - Park dedication requirements or cash in lieu of.
 - School site acquisition requirements and/or charges.
 - Storm water detention requirements.
 - Road dedication requirements.
 - Environmentally sensitive areas and setback requirements.
 - Building locations.
 - Right-of-way and/or easement requirements.

| | | | | |
|---|---|---|---|---|
| <p>LEGAL DESCRIPTION PID 002-128-853 Lot B, Section 21, Township 1, Plan 70214, New Westminster District PID 002-2234-392 Lot 65, Section 21, Township 1, Plan 64250, New Westminster District</p> | <p>GROSS SITE AREA Approx. 1.2 hectares / 3.0 acres</p> | <p>EXISTING ZONING & DESIGNATIONS Zoning: RA NCP: not applicable OCP: Suburban</p> <p>PROPOSED ZONING & DESIGNATIONS Zoning: RH (single family lot), CD (townhouses based on RM10) NCP: not applicable OCP: Urban</p> | <p>LOT YIELD Existing Number of Lots: 2 Proposed Number of Lots: 2</p> | <p>PROPOSED DENSITY Gross Site: 20.8 uph / 8.3 upa Townhouse site only: 25.2 uph / 10.2 upa</p> |
|---|---|---|---|---|

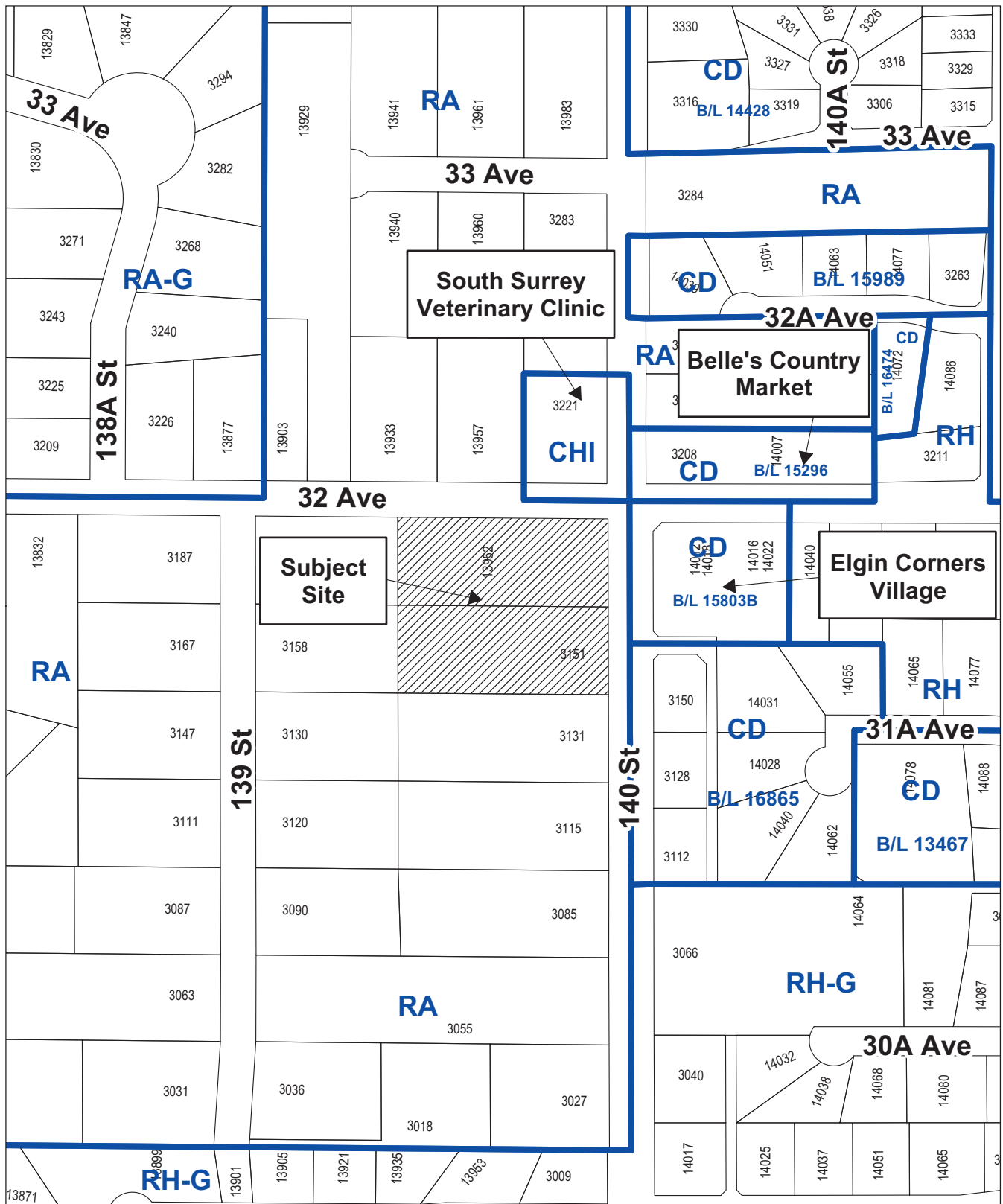


Project 11-022
 07 Dec 2011



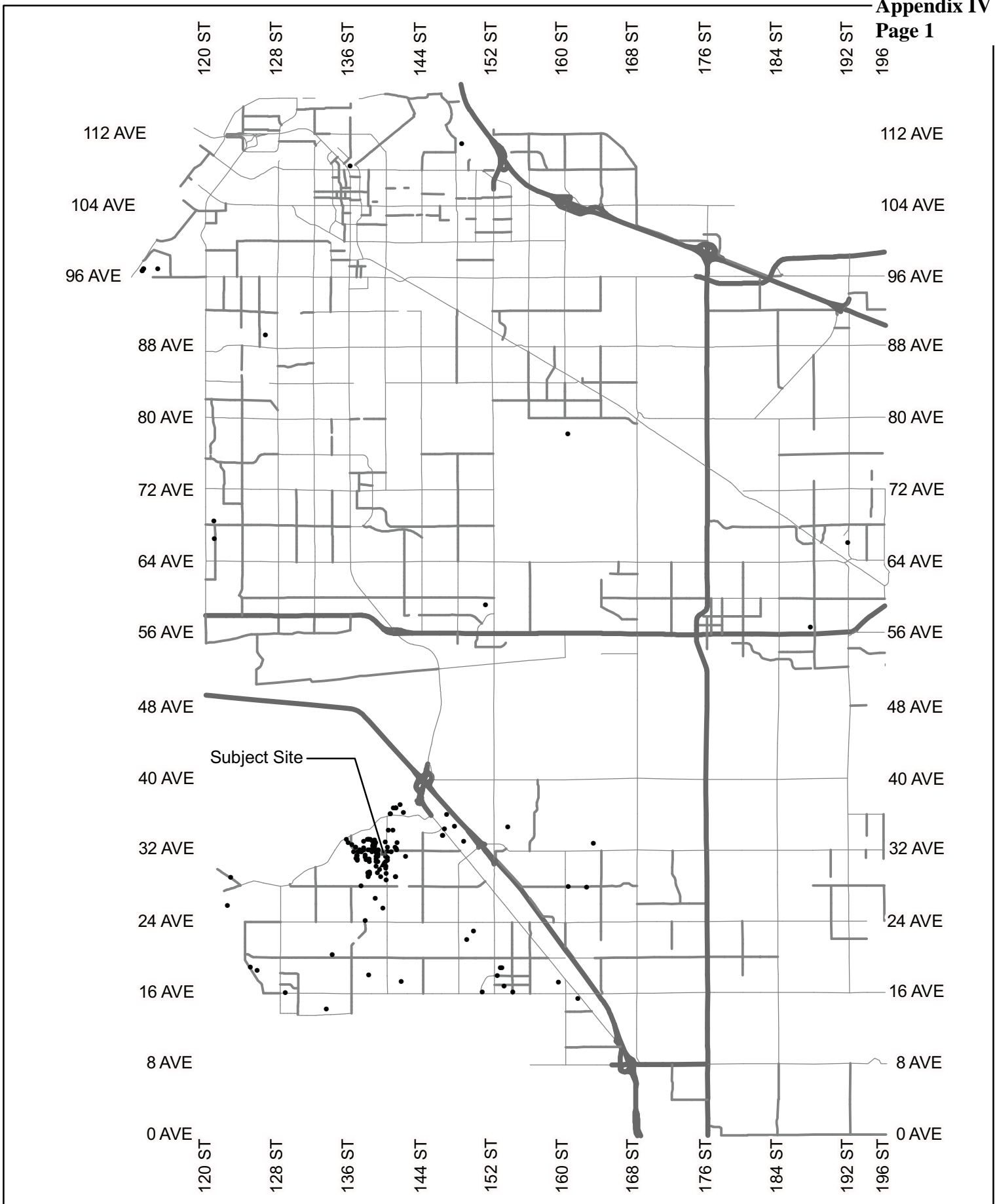
101 - 12400 82 Avenue, Surrey, BC Canada V3V 3B9
 TEL: (604) 591-1000 FAX: (604) 591-1001 Email: apm@aplmartin.com

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Context Map
Development Application
7911-0325-00





7911-0325-00

162 = Total Respondents

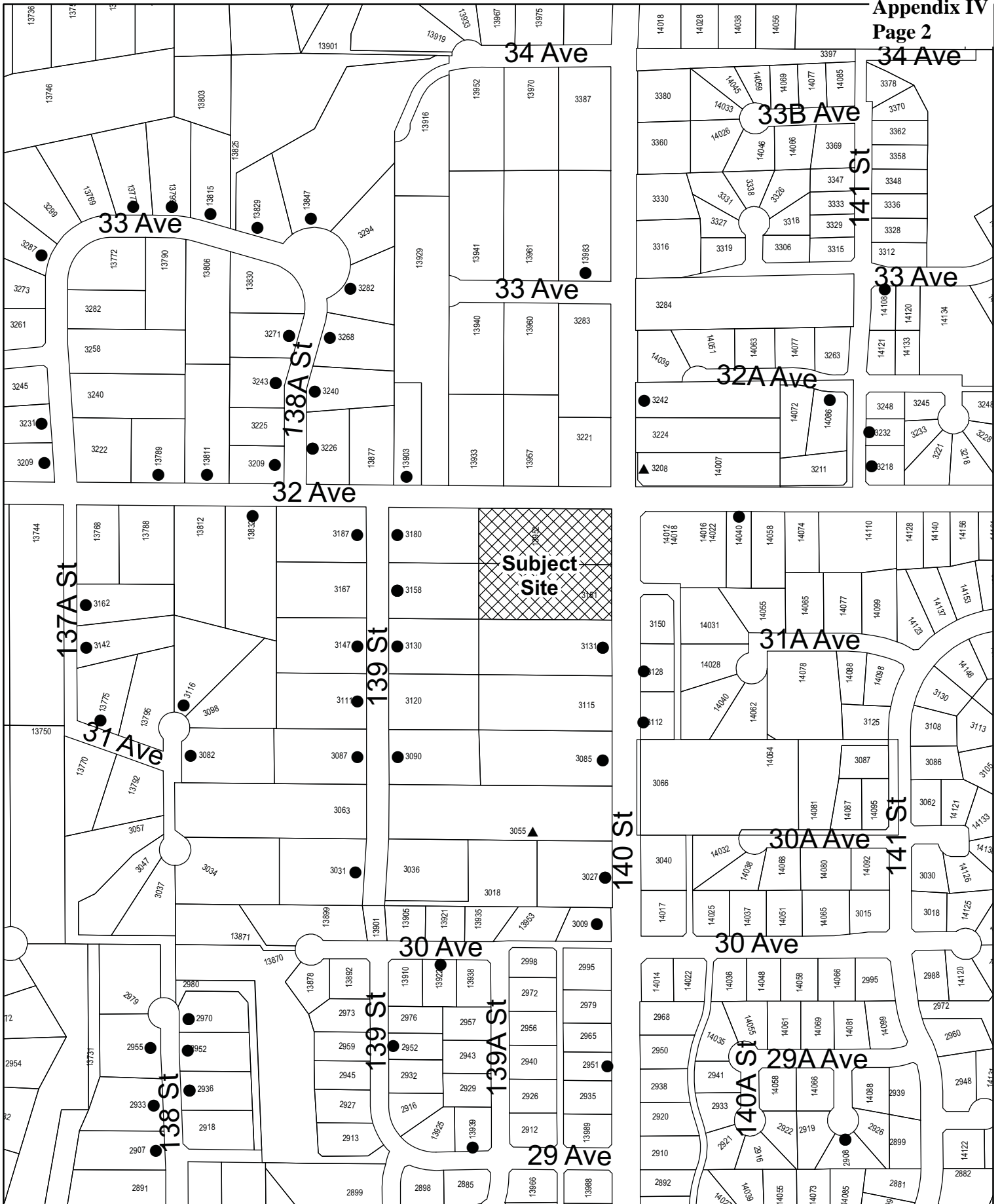
2 = Support

160 = Oppose

21 = No Address / Outside Surrey

0 500,000 2,000 3,000 4,000 5,000 6,000 7,000 Meters





7911-0325-00
 162 = Total Respondents
 2 = Support
 160 = Oppose
 21 = No Address / Outside Surrey

