

# City of Surrey ADDITIONAL PLANNING COMMENTS Application No.: 7917-0527-00

Planning Report Date: July 12, 2021

## **PROPOSAL:**

# • Development Permit

for Sensitive Ecosystems as required to complement a previously supported farm residential home plate variance, in order to permit the construction of a new single-family dwelling in the ALR.

LOCATION: 17023 - 88 Avenue

**ZONING:** A-1

**OCP DESIGNATION:** Agricultural



#### RECOMMENDATION SUMMARY

• Approval to draft Development Permit for Sensitive Ecosystems.

#### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

None.

#### RATIONALE OF RECOMMENDATION

- At the July 13, 2020, Regular Council Land Use meeting, Council supported Development Variance Permit (DVP) No. 7917-0527-00 to vary the farm residential home plate in order to permit the construction of a new single-family dwelling in the ALR. Council also supported the applicant's request to seek ALC approval for a Non-Adhering Residential Use to allow the owner to reside in the existing dwelling on the lot while the new one is being constructed.
- The ALC denied the applicant's Non-Adhering Residential Use proposal. The owner intends to seek an appeal of that decision at a later date.
- One condition of DVP issuance is the submission of an Ecosystem Development (EDP), to the satisfaction of the General Manager, Planning & Development.
- Staff have reviewed the EDP submission against the Sensitive Ecosystem Development Permit guidelines and have confirmed that the EDP is consistent with the guidelines. A Riparian Areas Protection Regulation (RAPR) report was also submitted to the Province, who confirmed that the proposed setbacks comply with RAPR.

#### RECOMMENDATION

The Planning & Development Department recommends that:

- 1. Council authorize staff to draft Development Permit No. 7917-0527-00 for Sensitive Ecosystems (Streamside Areas) generally in accordance with the finalized Ecosystem Development Plan.
- 2. Council instruct staff to resolve the following issues prior to final approval:
  - (a) all issues outlined in the original Planning & Development Report for 7917-0527-00 dated July 13, 2020.

# **Additional Planning Comments**

- The subject property, located at 17023 88 Avenue in Cloverdale, is 1.98 hectares in size and is currently used for the farming of cedar trees on approximately 0.48 hectares of the lot.
- The property is designated "Agricultural" in the Official Community Plan (OCP), is zoned "General Agricultural Zone (A-1)" and is located within the Agricultural Land Reserve (ALR).
- The property owner intends to construct a single-family dwelling on the west portion of the lot, on an existing preload pad approximately 652 square metres in size.
- In order to construct the new dwelling on the existing fill pad, the applicant has requested a variance to increase the maximum allowable setback of all portions of a single-family dwelling from the front lot line from 50 metres to 105.2 metres and to increase the maximum depth of the farm residential footprint from the front lot line from 60 metres to 109.7 metres under the A-1 Zone.
- The applicant was also seeking a Non-Adhering Residential Use application to permit the owner to reside in the existing dwelling on the lot until the new one is constructed. Council referred the application to the Agricultural Land Commission (ALC) with a recommendation of support, however the ALC denied the request on December 8, 2020. The owner intends to seek an appeal of the ALC's decision at a later date.
- Development Variance Permit No. 7917-0527-00 and associated Non-Adhering Residential Use application was introduced to Council on July 13, 2020, and the DVP was supported by Council on July 27, 2020, subject to the following conditions of issuance:
  - o completion of all soil remediation works to the satisfaction of the Engineering Department; and
  - submission of an Ecosystem Development Plan (EDP) to the satisfaction of the General Manager, Planning & Development.
- The subject application is intended to address the latter condition.

#### **DEVELOPMENT PERMIT**

# Sensitive Ecosystem (Streamside Areas) Development Permit Requirement

- The subject property falls within the Sensitive Ecosystems Development Permit Area (DPA) for Streamside Areas in the OCP, given the location of an existing Class A/O (intermittent red-coded) watercourse along the eastern and southern property lines.
- The site also had Class A/O ditches running east to west through the southern portion of the
  lot. A Watercourse Assessment was provided, suggesting that these ditches are no longer
  present. The Engineering Department reviewed and accepted the report prior to Council
  Introduction and the City Of Surrey Mapping Online System (COSMOS) was updated to
  remove their presence on the subject site.
- After Council supported the application on July 27, 2020, a Riparian Areas Protection Regulation (RAPR) assessment was provided to the province for their review, which confirmed a 5 metre Streamside Protection and Enhancement Area (SPEA) for the southern ditch fronting 88 Avenue and the eastern ditch along the east property line.
- An Ecosystem Development Plan (EDP) was later provided to staff addressing Sensitive Ecosystem submission requirements as per the Sensitive Ecosystem Development Permit Area (DPA) #3 Guidelines as well as confirming that the proposed development will be greater than 50 metres from onsite ditches, exceeding the city's 50 metre streamside buffer area requirement. A Construction Environmental Management Plan (CEMP) incorporating environmental legislation and guidelines was also provided, outlining how the regulated streams will not be affected during construction of the new single-family home.
- Upon staff review, the Class A/O ditch along the eastern property line was determined to be
  for agricultural purposes only and both the eastern and southern Class A/O ditches were
  determined to be not impacted by the proposed house construction given the proposed house
  location is well outside of the Part 7A Streamside Protection Bylaw setbacks. As such, staff felt
  it unnecessary to capture a combined Statutory Right-of-Way/Restrictive Covenant (SRW/RC)
  for "No-Build/No Disturbance" and access. Further fencing and planting were also not
  proposed.

#### **Conclusion**

• Given that the subject property falls within a Sensitive Ecosystems DPA for Streamside Areas in the OCP, the applicant has demonstrated through a RAPR Assessment and an EDP submission, that the issuance of a Sensitive Ecosystem Development Permit is sufficient to capture the proposed scope of work. Issuance of the Development Permit for Sensitive Ecosystems (Streamside Areas) will coincide with issuance of the Development Variance Permit for increased farm residential home plate setbacks.

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# INFORMATION ATTACHED TO THIS REPORT

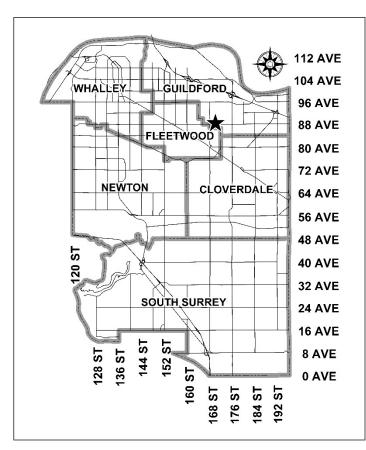
The following information is attached to this Report:

Appendix I. Initial Planning Report No. 7917-0527-00, dated July 13, 2020.

approved by Ron Gill

Rémi Dubé Acting General Manager Planning and Development

ELM/cm



City of Surrey PLANNING & DEVELOPMENT REPORT Application No.: 7917-0527-00

Planning Report Date: July 13, 2020

#### **PROPOSAL:**

• **Non-adhering residential use** under Section 20.1 of the *ALC Act*.

# • Development Variance Permit

to vary the residential farm home plate in order to permit the construction of a new single-family dwelling in the ALR, and to seek ALC approval to allow the owner to reside in the existing dwelling on the lot while the new one is being constructed.

LOCATION: 17023 - 88 Avenue

**ZONING:** A-1

**OCP DESIGNATION:** Agricultural



#### **RECOMMENDATION SUMMARY**

- Approval for Development Variance Permit to proceed to Public Notification.
- Refer the subject non-adhering residential use application to the Agricultural Land Commission (ALC) with a recommendation of support.

## DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- In order to permit construction of a new single-family dwelling on an existing pre-load pad the applicant is seeking to increase the maximum depth of the farm residential footprint and the maximum depth of a single-family dwelling under the "General Agriculture Zone (A-1)".
- The applicant is proposing to reside in the existing single-family dwelling on the lot during construction of the new single-family dwelling, which requires approval by the Agricultural Land Commission (ALC).

#### RATIONALE OF RECOMMENDATION

- The proposed single-family dwelling will have minimal disturbance to farmland as the applicant is proposing to utilize an existing 652 square metre preload pad and existing onsite fill in order to achieve a total home plate area of 1000 square metres.
- The applicant originally intended to construct an addition to the existing single-family dwelling on the southern portion of the lot. However, a geotechnical assessment was conducted, and it strongly advised against constructing an addition, stating that the ground is comprised of highly compressible organic and fine-grained soils which are too soft to build on. The applicant has therefore chosen to construct a new single-family dwelling and then demolish the existing one.
- The proposed new single-family dwelling will be approximately 500 square metres in total floor area, which complies with the Agricultural Land Commission (ALC) Act.
- The applicant is proposing to reside in the existing single-family dwelling on the lot during the construction of the new one. As such, a Non-Adhering Residential Use application has been submitted to the ALC. A resolution must be passed by Council to refer the application to the ALC before the ALC will consider the application.
- The application has addressed concerns raised by the Agricultural and Food Policy Advisory Committee (AFPAC) which includes providing additional justification for the proposed variance to the farm home plate, eliminating an initial proposal for additional fill, and remediating the cedar tree farm at the rear of the property, while also re-obtaining farm status.

#### RECOMMENDATION

- 1. The Planning & Development Department recommends that Council approve Development Variance Permit No. 7917-0527-00 (Appendix III) varying the following, to proceed to Public Notification:
  - (a) to increase the maximum allowable setback of all portions of a single-family dwelling from the front lot line from 50 metres to 105.2 metres; and
  - (b) to increase the maximum depth of the farm residential footprint from the front lot line from 60 metres to 109.7 metres.
- 2. Council authorize referral the Non-Adhering Residential Use application to the Agricultural Land Commission with a recommendation of support.
- 3. Council instruct staff to resolve the following issues prior to approval:
  - (a) completion of all soil remediation works to the satisfaction of the Engineering Department; and
  - (b) submission of an Ecosystem Development Plan (EDP) to the satisfaction of the General Manager, Planning & Development.

#### **SITE CONTEXT & BACKGROUND**

Direction	<b>Existing Use</b>	OCP Designation	<b>Existing Zone</b>
Subject Site	Active farmland within the ALR	Agricultural	A-1
North:	Active farmland within the ALR	Agricultural	A-1
East:	Inactive farmland within the ALR	Agricultural	A-1
South (Across: 88 Avenue)	Charles Richardson Nature Reserve	Agricultural	A-1
West:	Inactive farmland within the ALR	Agricultural	A-1

#### **Context & Background**

- The subject property, located at 17023 88 Avenue in Cloverdale, is 1.98 hectares in size and is currently used for the farming of cedar trees on approximately 0.48 hectares of the lot.
- The property is designated "Agricultural" in the Official Community Plan (OCP), is zoned "General Agricultural Zone (A-1)" and is located within the Agricultural Land Reserve (ALR).

- The applicant has worked to re-obtain farm status through BC Assessment for 2020. Farm status had previously been removed as a result of high water content and flooding since 2015, which resulted in cedar trees being damaged drastically, and reducing crop size.
- The rear portion of the parcel, covering an area of approximately 3,237 square metres, had 1,600 cedar trees planted in 2019. An additional 6,070 square metres of land is under production for 2020. An additional 2,832 square metres of land is intended for future active farm production with either blueberries or additional cedar trees.
- There is currently an existing single-family dwelling at the south end of the subject property.
- A soil violation exists on the property dating back to 2006. Remediation of fill on the lot will be required prior to any permit issuance.
- There are vehicles temporarily parked on the northwest portion of the lot. The owner has agreed to remove all vehicles over 5,000 kilograms GVW and associated trailers from the subject lot, except those permitted under Sub-Section H.3 (farm vehicles owned and operated by the owner/occupant) and H.4 (maximum of 2 non-farm vehicles and 2 associated trailers owned and operated by the owner/occupant and parked within the farm residential footprint) of the A-1 Zone.
- The properties to the north, south (across 88 Avenue), east and west are designated "Agricultural" in the Official Community Plan (OCP), zoned "General Agriculture Zone (A-1)" and located inside the Agricultural Land Reserve (ALR).

#### **DEVELOPMENT PROPOSAL**

## **Planning Considerations**

- The property owner intends to construct an approximately 500 square metre, two storey, slabon-grade single-family dwelling with a secondary suite on the subject lot. The owner is seeking to locate this new single-family dwelling on the mid-west portion of the lot, on an existing preload pad approximately 652 square metres in size, which was originally intended for a shed.
- The property owner is proposing a structural fill footprint area of 700 square metres and total home plate area (including septic field) of 1000 square metres, which is compliant with the size of the farm residential footprint in the A-1 Zone and in keeping with the Agricultural Land Commission (ALC) Act.
- In order to construct the new single family dwelling on the existing fill pad, the applicant is requesting to increase the maximum allowable setback of all portions of a single-family dwelling from the front lot line from 50 metres to 105.2 metres and to increase the maximum depth of the farm residential footprint from the front lot line from 60 metres to 109.7 metres under the A-1 Zone.

• The owner intends to reside in the existing single-family dwelling on the lot until completion of the new single-family dwelling, at which time the existing dwelling will be removed. This temporary accommodation requires approval from the ALC for a Non-Adhering Residential Use

# Agricultural and Food Policy Advisory Committee (AFPAC)

- The proposed variance application was presented to Agriculture and Food Security Advisory Committee (AFSAC) at the September 6, 2018 meeting. At the time, the applicant proposed to increase the maximum allowable setback of all portions of a single-family dwelling from the front lot line and to increase the depth of the farm residential footprint The Committee expressed non-support and as outlined in the minutes (Appendix II) provided the following comments on the proposal:
  - The Committee noted that not many trees appear to be farmed on the subject property and that they see no justification for the new proposed location of the single-family dwelling.
  - The Committee noted that the application does not conform to City standards and does not see justification for moving the farm home plate.
- Subsequent to the September 6, 2018 AFSAC meeting, the applicant revised their proposal, reducing the home plate structural fill footprint, verifying the existing pre-load pad on the site, and providing justification for the relocation of the farm home plate. The application was presented to the Agriculture and Food Policy Advisory Committee (AFPAC) at the March 12, 2019 meeting. The Committee again, expressed non-support and as outlined in the minutes (Appendix II) provided the following comments on the proposal.
  - The Committee noted that the Serpentine & Nicomekl lowlands are designed to flood to Agricultural and Rural Development Subsidiary Agreement ("ARDSA) standards and crops planted in this area should be designed to allow for periodic flooding in the winter and summer.
  - The Committee noted the application has not changed significantly from when it was
    previously presented to AFSAC and there is no justification for the increased setback
    of the farm residential footprint on the property.
- Subsequent to the March 12, 2019 meeting, the applicant further revised their proposal to comply with new ALC regulations regarding house size (500 square metres maximum) and maximum fill (1,000 square metres). The applicant has since re-obtained farm status for 2020. In doing so, they planted approximately 1,600 cedar trees on 3,237 square metres in 2019, with an additional 6,070 square metres under production for 2020. Currently, there is 9,307 square metres of total active farm production on the lot, with an additional 2,832 square metres intended for future production with either blueberries or additional cedar trees.
- Staff confirm that a geotechnical report prepared by WSP Canada Inc. and dated April 28, 2017, confirms the presence of highly compressible organic and fine-grained soils which are too soft to build on south of the existing preload pad.

#### **Additional Referrals**

Engineering: The Engineering Department has no objection to the project.

Parks, Recreation &

Culture:

Parks has no objection to the project.

Agricultural Land The applicant applied for a non-adhering residential use

Commission (ALC): application, which is currently pending.

#### Parkland and/or Natural Area Considerations

• Three (3) Class A/O ditches at the midpoint of the subject site were found to have no water flow and one (1) Class A/O ditch adjacent the south property line was reclassified as a Class C ditch. These recommendations were accepted by staff and updated in COSMOS.

- As per the Official Community Plan (OCP), any portion of property that falls within 50 metres of the top of bank of a Class A, A/O or B stream containing fish habitat, is subject to a Streamside Areas Sensitive Ecosystem Development Permit. Immediately east of the subject site is a Class A/O watercourse that is approximately 51 metres away. Staff requested an Ecosystem Development Plan to address potential construction impacts to the watercourse.
- An Ecosystem Development Plan has not been submitted. An Ecosystem Development Plan will be a requirement of the application prior to Development Variance Permit issuance.

## **POLICY & BY-LAW CONSIDERATIONS**

## **Official Community Plan**

### Land Use Designation

• The subject property is designated as "Agricultural" in the Official Community Plan (OCP). The proposal complies with the designation in the OCP.

# **Agricultural Land Commission Act and Regulations**

- On February 22, 2019, the Agricultural Land Reserve Use Regulation (ALR Use Regulation) was approved by B.C.'s Lieutenant Governor in Council, bringing into force changes to the *Agricultural Land Commission Act (ALCA)* under Bill 52 -2018, *Agricultural Land Commission Amendment Act*, 2019.
- One of the key changes of Bill 52 -2018 was providing the ALC with new oversight over residential uses and structures on ALR land, including limiting the maximum floor area of a principal dwelling and generally limiting a property to one dwelling.
- Where a landowner seeks to exceed the maximum floor area allotment or construct more than one residence on a property, they must apply to the ALC for a Non-Adhering Residential Use.

- Section 20.1(2)(a) of the *ALCA* states that an owner can apply to the commission for permission under Section 25 for a Non-Adhering Residential Use.
- Section 7-A of the ALC Information Bulletin o5 Residences in the ALR, states that an application to the ALC is required if an owner wants to reside in the only residence on the property (also known as the "principal residence") while constructing a new residence to replace the principal residence.
- As such, the applicant has submitted a Non-Adhering Residential Use application to the ALC
  to seek permission to reside in the existing principal dwelling during construction of the new
  single-family dwelling.
- As part of the application review process by the ALC, comments from the local government are required. A resolution must be passed by Council to refer the application and provide comments to the ALC before the ALC will consider the application.
- Retaining the existing dwelling temporarily on the lot to provide lodging for the property owner for the during of construction of the new dwelling, is considered to have merit. As such staff recommends that the Non-Adhering Residential Use application be forwarded to the ALC for consideration, with a recommendation of support by Council.

## **Zoning By-law**

#### Farm Home Plate Variance

- The applicant is requesting the following variances:
  - o to increase the maximum allowable setback of all portions of a single-family dwelling from the front lot line from 50 metres to 105.2 metres; and
  - o to increase the maximum depth of the farm residential footprint from the front lot line from 60 metres to 109.7 metres.
- Although the location of the proposed single-family dwelling was raised as a concern by the
  Agriculture and Food Policy Advisory Committee (AFPAC) the applicant has demonstrated
  that an addition to the existing single-family dwelling, or an alternative location south of the
  existing pre-load pad, is not feasible due to highly compressible organic and fine-grained soils
  which are too soft to build on.
- The proposed location of the new single-family dwelling will have minimal disturbance to active farmland as the applicant is proposing to utilize the existing 652 square metre preload pad (originally intended for a shed) and will utilize existing onsite fill in order to achieve a maximum home plate area of 1000 square metres.
- The proposed new single-family dwelling will be approximately 500 square metres in total floor area, which meets Agricultural Land Commission (ALC) requirements.

- The applicant has re-obtained farm status for 2020. In doing so, they planted approximately 1600 cedar trees on 3,237 square metres of land in 2019, with an additional 6,070 square metres under production for 2020. Currently, there is 9,307 square metres of total active farm production area on the lot, with an additional 2,832 square metres of land intended for future production with either blueberries or additional cedar trees.
- The side yard setback of the proposed dwelling is located approximately 13 metres from the west property line, which is beyond the 9.4 metre side yard setback requirement of the A-1 Zone (10% of the lot width).
- Staff would ensure that the following requirements are addressed before presenting the Development Variance Permit to Council for final issuance:
  - o completion of all soil remediation works to the satisfaction of the Engineering Department; and
  - o submission of a finalized Ecosystem Development Plan to the satisfaction of the General Manager, Planning & Development.
- Staff support the requested variances to proceed to Public Notification.

#### INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I. Site Permit Site Plan (Braun Geotechnical)

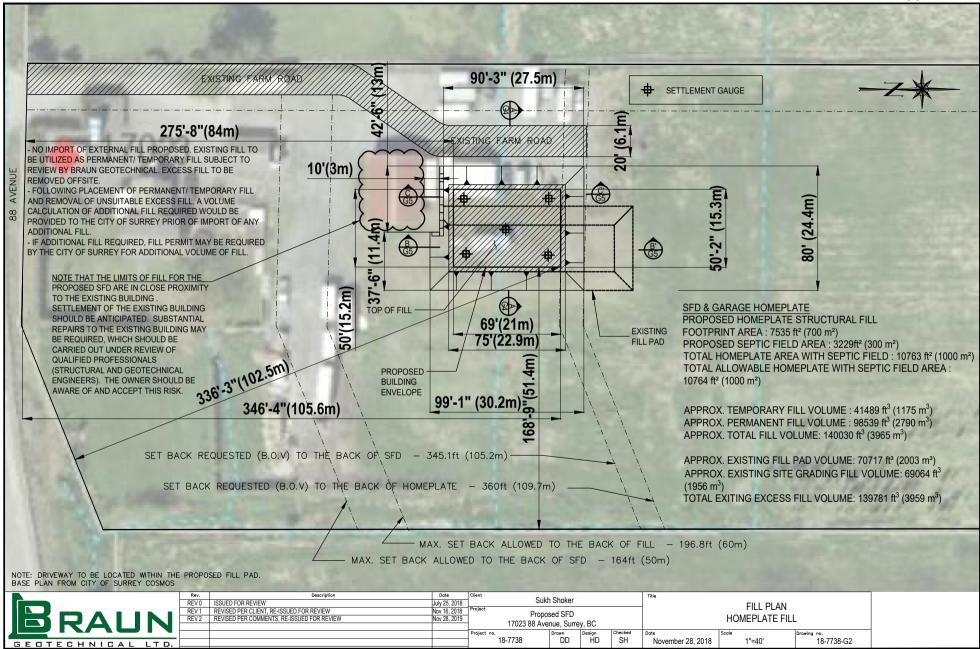
Appendix II. Agricultural and Food Policy Advisory Committee Minutes

Appendix III. Development Variance Permit No. 7917-0527-00

approved by Ron Gill

Jean Lamontagne General Manager Planning and Development

ELM/cm



# AGRICULTURE AND FOOD SECURITY ADVISORY COMMITTEE THURSDAY, SEPTEMBER 6, 2018

For the purposes of information only, minutes are subject to change.

#### D. NEW BUSINESS

2. Development Application 7917-0527-00

Evan March, Planning Technician File: 7917-0527-00; 6880-75

The following comments were made:

- The subject property is approximately 1.98 hectares in size, designated Agricultural in the Official Community Plan, zoned General Agricultural Zone (A-1), located within the ALR, and is used for the farming of cedar trees on approximately 0.48 hectares of the site.
- The subject site is not classified as farmland under the *Assessment Act* and is encumbered by a Class A/O watercourse running adjacent to the east property boundary.
- The applicant is proposing to add approximately 352 square metres to the existing preload pad and remediate the soil works in preparation for construction of a two storey, slab-on-grade single family dwelling with a secondary suite. The owner intends to reside in the existing dwelling until completion of the new structure.

The Committee noted that not many trees appear to be farmed on the subject property and sees no justification in the proposed new house going that far back onto the property.

The Committee noted that the application does not conform to City standards and does not see justification for moving the farm home plate.

It was Moved by M. Bose

Seconded by D. Arnold

That the Agriculture and Food Security

Advisory Committee recommend to the General Manager of Planning and Development to not support Development Application 7917-0527-00.

**Carried** 

# AGRICULTURE AND FOOD POLICY ADVISORY COMMITTEE TUESDAY, MARCH 12, 2019

#### D. NEW BUSINESS

4. Development Variance Permit to Vary Farm Home Plate Setback Requirements of the A-1 Zone

Evan March, Planning Technician

File: 7917-0527-00

The following comments were made:

- The subject property is 1.98 hectares in size, designated Agricultural in the OCP, zoned General Agricultural (A-1) Zone, located within the ALR and is not classified as farmland under the *BC Assessment Act*.
- The site is encumbered by a Class A/O watercourse running adjacent to the east property boundary. There is an existing single family dwelling at the south end of the subject property.
- The application was previously presented to AFSAC on September 6, 2018. On such date, the AFSAC commented that there is no justification in moving the new proposed dwelling further back on the property and that the application does not conform to City standards. The applicant is seeking a DVP to vary the farm home plate setback requirements of the A-1 Zone in order to construct a new single family dwelling.
- Staff noted that the Serpentine & Nicomekl lowlands are designed to flood to Agricultural and Rural Development Subsidiary Agreement ("ARDSA") standards and crops planted in this area should be designed to allow for periodic flooding in the winter and summer.
- Staff noted there is a reduction in the proposed size of farm residential footprint and pre-load area.

The Committee noted the application has not changed significantly from when it was previously presented to AFSAC and there is no justification for the setback of the farm residential footprint on the property.

It was Moved by Councillor Hundial

Seconded by P. Harrison

That the Agriculture and Food Policy

Advisory Committee recommend to the General Manager of Planning and Development to not support Development Application 7917-0527-00.

Carried

#### **CITY OF SURREY**

(the "City")

## **DEVELOPMENT VARIANCE PERMIT**

NO.:	7917-0527-00

Issued To:

(the "Owner")

Address of Owner:

- 1. This development variance permit is issued subject to compliance by the Owner with all statutes, by-laws, orders, regulations, or agreements, except as specifically varied by this development variance permit.
- 2. This development variance permit applies to that real property including land with or without improvements located within the City of Surrey, with the legal description and civic address as follows:

Parcel Identifier: 007-419-031 Lot 4 Except: Part Dedicated Road on Plan LMP52331; Section 31 Township 8 New Westminster District Plan 7546

17023 - 88 Avenue

(the "Land")

- 3. Surrey Zoning By-law, 1993, No. 12000, as amended is varied as follows:
  - (a) In Section F Yards and Setbacks of Part 10 General Agriculture Zone (A-1), the maximum allowable setback of all portions of a single-family dwelling from the front lot line is increased from 50 metres to 105.2 metres; and
  - (b) In Section J Special Regulations of Part 10 General Agriculture Zone (A-1), the maximum depth of the farm residential footprint from the front line is increased from 60 metres to 109.7 metres.
- 4. This development variance permit applies to both the portion of the Land and that portion of the buildings and structures on the Land shown on Schedule A which is attached hereto and forms part of this development variance permit.

5.	The Land shall be developed strictly in accordance with the terms and conditions and provisions of this development variance permit.				
6.	This development variance permit shall lapse if the Owner does not substantially start any construction with respect to which this development variance permit is issued, within two (2) years after the date this development variance permit is issued.				
7.	The terms of this development variance permit or any amendment to it, are binding on all persons who acquire an interest in the Land.				
8.	This development variance permit is not a building permit.				
	HORIZING RESOLUTION PASSED BY THE COUNCIL, THE DAY OF , 20 . ED THIS DAY OF , 20 .				
	Mayor – Doug McCallum				
	City Clerk – Jennifer Ficocelli				

