City of Surrey PLANNING & DEVELOPMENT REPORT Application No.: 7919-0024-00

Planning Report Date: June 29, 2020

PROPOSAL:

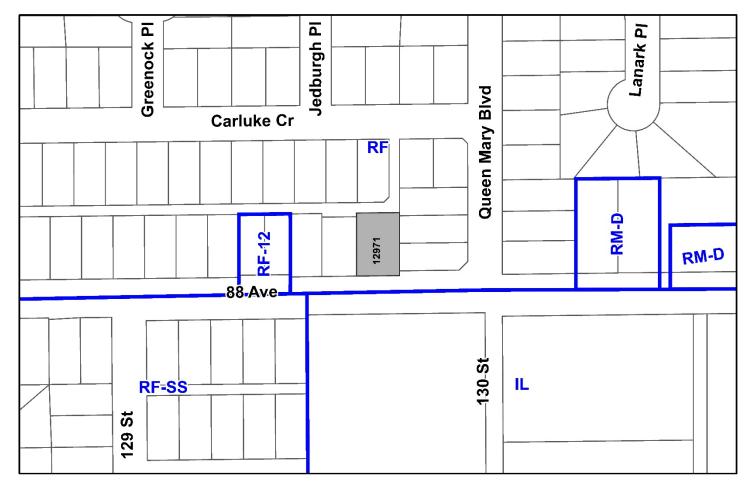
• **Rezoning** from RF to RF-13

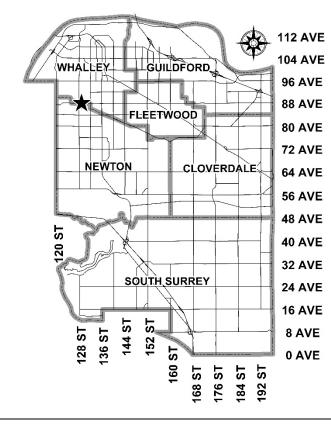
to allow subdivision into two small urban single family residential lots.

LOCATION: 12971 - 88 Avenue

ZONING: RF

OCP DESIGNATION: Urban





RECOMMENDATION SUMMARY

• By-law Introduction and set date for Public Hearing for Rezoning.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

• None.

RATIONALE OF RECOMMENDATION

- The proposal complies with the Urban designation in the Official Community Plan (OCP).
- The proposal complies with the General Urban designation in the Metro Vancouver Regional Growth Strategy (RGS).
- The proposed density and building form are appropriate for this part of Fleetwood.
- The proposed rezoning and subdivision continue the pattern of small lot development fronting 88 Avenue to the west, approved under Development Application No. 7907-0179-00, which rezoned a parent parcel from RF to RF-12 in order to facilitate a 2-lot subdivision fronting 88 Avenue.
- The applicant has prepared a concept plan (Appendix 1) demonstrating how the small lot (RF-13) pattern of development could continue along this block of 88 Avenue, creating a consistent streetscape.
- The subject site is located within 25 metres of a bus stop, with service along 88 Avenue.

RECOMMENDATION

The Planning & Development Department recommends that:

- 1. A By-law be introduced to rezone the subject site from "Single Family Residential Zone (RF)" to "Single Family Residential (13) Zone (RF-13)" and a date be set for Public Hearing.
- 2. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, dedications, 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) final approval from TransLink;
 - (d) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
 - (e) the applicant satisfy the deficiency in tree replacement on the site, to the satisfaction of the Planning and Development Department;
 - (f) the applicant adequately address the City's needs with respect to the City's Affordable Housing Strategy, to the satisfaction of the General Manager, Planning & Development Services;
 - (g) the applicant address the Tier 1 Capital Projects Community Amenity Contribution requirements of the Zoning By-law No. 12000, to the satisfaction of the General Manager, Planning & Development Services;
 - (h) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department; and
 - (i) registration of a Section 219 Restrictive Covenant to ensure implementation of noise mitigation measures.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	OCP Designation	Existing Zone
Subject Site	Single Family Dwelling	Urban	RF
North:	Single Family Dwelling	Urban	RF

Direction	Existing Use	OCP Designation	Existing Zone
East:	Single Family Dwellings	Urban	RF
South (Across 88 Avenue):	Vacant Industrial Lot	Industrial	IL
West:	Single Family Dwelling	Urban	RF

Context & Background

- The 914 square metre subject lot is located at 12971 88 Avenue in Fleetwood.
- The site is designated "Urban" in the Official Community Plan (OCP) and is zoned "Single Family Residential Zone (RF)".
- The subject site currently contains a single family dwelling, which is proposed to be demolished as part of the subject development application.

DEVELOPMENT PROPOSAL

Planning Considerations

• The applicant is proposing to rezone the property from RF to RF-13 to allow subdivision into two small urban single family residential lots.

	Proposed
Lot Area	
Gross Site Area:	914 square metres
Road Dedication:	70.1 square metres
Number of Lots:	2
Unit Density:	21.88 units per hectare
Range of Lot Sizes	422 square metres
Range of Lot Widths	12.47 metres
Range of Lot Depths	33.75 metres – 33.80 metres

- The surrounding neighbourhood is characterized predominantly by single family residential RF-zoned lots in addition to some smaller-sized RF-12-zoned lots. Development Application No. 7907-0179-00 to the west of this property initiated a small lot (RF-12/RF-13) pattern of development along this block of 88 Avenue. The subject application continues the small lot pattern of development established by this previous development application.
- The applicant has prepared a concept plan (Appendix 1) demonstrating how the small lot (RF-13) pattern of development could continue along this block of 88 Avenue, creating a consistent streetscape.
- 88 Avenue is a Future Frequent Transit Network, as illustrated in Figure 28: Frequent Transit Networks in the Official Community Plan.

Referrals

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix II.
School District:	The School District has provided the following projections for the number of students from this development:
	1 Elementary student at David Brankin Elementary School 1 Secondary student at Queen Elizabeth Secondary School
	(Appendix III)
	The applicant has advised that the dwelling units in this project are expected to be constructed and ready for occupancy by Fall of 2021.

Transportation Considerations

- The subject property currently fronts 88 Avenue, a Future Frequent Transit Network, and an Arterial Road with an ultimate road width of 30 metres and has rear lane access.
- The applicant will be required to dedicate 2.808 metres along 88 Avenue to meet the Arterial Road Standard.
- Proposed Lots 1 and 2 will have vehicular access from the existing rear lane only. The RF-13 Zone requires that where there is a lane up to or along the rear lot line, driveway access is permitted only from the lane. There will be no driveway access to 88 Avenue.
- The subject property is approximately 25 metres from the nearest bus stop located on 88 Avenue. Coast Mountain Bus Company will be consulted to confirm any requirements relative to the existing bus stop adjacent to the property prior to Rezoning Final Adoption.

Sustainability Considerations

• The applicant has met all of the typical sustainable development criteria, as indicated in the Sustainable Development Checklist.

POLICY & BY-LAW CONSIDERATIONS

Regional Growth Strategy

- The site is designated "General Urban" in the Regional Growth Strategy (RGS).
- General Urban Areas are intended for residential neighbourhoods.

• The proposed single family residential development complies with the RGS designations for the site.

Official Community Plan

Land Use Designation

• The proposal complies with the "Urban" designation of the Official Community Plan (OCP). The Urban designation is intended to support low and medium density residential neighbourhoods. The proposal complies with the Urban OCP designation, with a maximum density of 28 dwelling units per hectare.

Themes/Policies

• The Sensitive Infill Policy of the OCP, particularly in areas along major transit corridors accommodates growth in a sustainable manner. The nature, scale and character of the proposed development contributes positively to the established neighbourhood context.

Zoning By-law

- The applicant proposes to rezone the subject site from "Single Family Residential Zone (RF)" to "Single Family Residential (13) Zone (RF-13)".
- The table below provides an analysis of the development proposal in relation to the requirements of the Zoning By-law, including both the "Single Family Residential (13) Zone (RF-13)" and Part 5 parking requirements.

RF-13 Zone (Part 16B)	Permitted and/or Required	Proposed
Unit Density:	28 dwelling units per hectare	21.88 units per hectare
Yards and Setbacks		
Front Yard (south side):	6.0 metres	6.0 metres
Side Yard (east and west sides):	1.2 metres	1.2 metres
Rear (north side):	7.5 metres	7.5 metres
Lot Size		
Lot Size:	336 square metres	422 square metres
Lot Width:	12 metres (39 feet)	12.47 – 12.51 metres
Lot Depth:	28 metres (92 feet)	33.75 – 33.80 metres
Parking (Part 5)	Required	Proposed
Number of Spaces	3 per lot	3 per lot

Lot Grading and Building Scheme

• The applicant retained Michael E. 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, proposed a set of building design guidelines (Appendix IV).

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- Styles recommended for this site include "Neo-Traditional" and compatible styles including compatible manifestations of the "West Coast Contemporary" style with mid-scale massing characteristics. The homes will meet new massing design standards, one- to one-and-a-half storey front entrance porticos, modern exterior cladding, and roofing materials.
- A preliminary lot grading plan, submitted by Citiwest Consulting Ltd., and dated December 2018, has been reviewed by staff and found to be generally acceptable. The applicant does not propose in-ground basements.

Affordable Housing Strategy

- On April 9, 2018, Council approved the City's Affordable Housing Strategy (Corporate Report No. Ro66; 2018) requiring that all new rezoning applications for residential development contribute \$1,000 per unit to support the development of new affordable housing. The funds collected through the Affordable Housing Contribution will be used to purchase land for new affordable rental housing projects.
- The applicant will be required to contribute \$1,000 per lot to support the development of new affordable housing.

Capital Project (Tier 1) Community Amenity Contributions

- On December 16, 2019, Council approved the City's Community Amenity Contribution and Density Bonus Program (Corporate Report No. R224; 2019), which introduced a new City-wide Community Amenity Contribution (CAC) to assist with funding projects in the City's Annual Five-Year Capital Finance Plan.
- For rezoning projects where the proposed density is consistent with the permitted OCP density, a flat rate per additional proposed dwelling unit (Tier 1) Capital Projects CAC applies. Payment of the Tier 1 CAC is required prior to Final Adoption of the subject Rezoning By-law.
- For the subject application, a phased rate applies as follows:
 - \$2,000 per new dwelling unit proposed should the project receive Final Adoption prior to January 1, 2021;
 - \$3,000 per new dwelling unit proposed should the project receive Final Adoption between January 1, 2021 and December 31, 2021; or
 - 4,000 per new dwelling unit proposed should the project receive Final Adoption after January 1, 2022.

TREES

• Philip Kin Cho, ISA Certified Arborist of BC Plant Health Care Inc. prepared an Arborist Assessment for the subject property. The table below provides a summary of the tree retention and removal by tree species:

Tree Species	Exi	isting	Remove	Retain
Deciduous Trees				
Apple		1	1	0
London Plane		2	0	2
Ginkgo		1	0	1
Total (excluding Alder and Cottonwood Trees)		4	1	3
Total Replacement Trees Proposed (excluding Boulevard Street Trees)			0	
Total Retained and Replacement Trees		3		
Contribution to the Green City Program			\$1,600.00	

Table 1: Summary of Tree Preservation by Tree Species:

- The Arborist Assessment states that there is a total of four mature trees on the site. It was determined that three trees can be retained as part of this development proposal. The proposed tree retention was assessed taking into consideration the location of services, building footprints, road dedication and proposed lot grading.
- For the one onsite tree that cannot be retained, the applicant will be required to plant trees on a 2 to 1 replacement ratio for the development site. No replacement trees can be accommodated on the site because the distance between the proposed deck and garage is 5.1m, which does not leave sufficient space for the replacement trees. The replacement trees must be spaced a minimum of 3 metres away from any house, garage or other permitted outbuildings. A contribution to the Green City Program for a total of two replacement trees will be made by the applicant.
- It is to be noted that there is one offsite tree on the neighbouring lot to the west that is proposed for removal as the root protection zone conflicts with the building footprint. For the offsite tree that is proposed to be removed, the applicant will be required to replace the tree on a 2 to 1 replacement ratio. The applicant has secured permission from the neighbour for removal of this tree and will contribute \$800 to the Green City Fund to compensate for its removal.
- The deficit of four replacement trees will require a cash-in-lieu payment of \$1,600.00, representing \$400 per tree, to the Green City Program, in accordance with the City's Tree Protection By-law.

• In summary, a total of three trees are proposed to be retained on the site with a contribution of \$1,600.00 to the Green City Program.

INFORMATION ATTACHED TO THIS REPORT

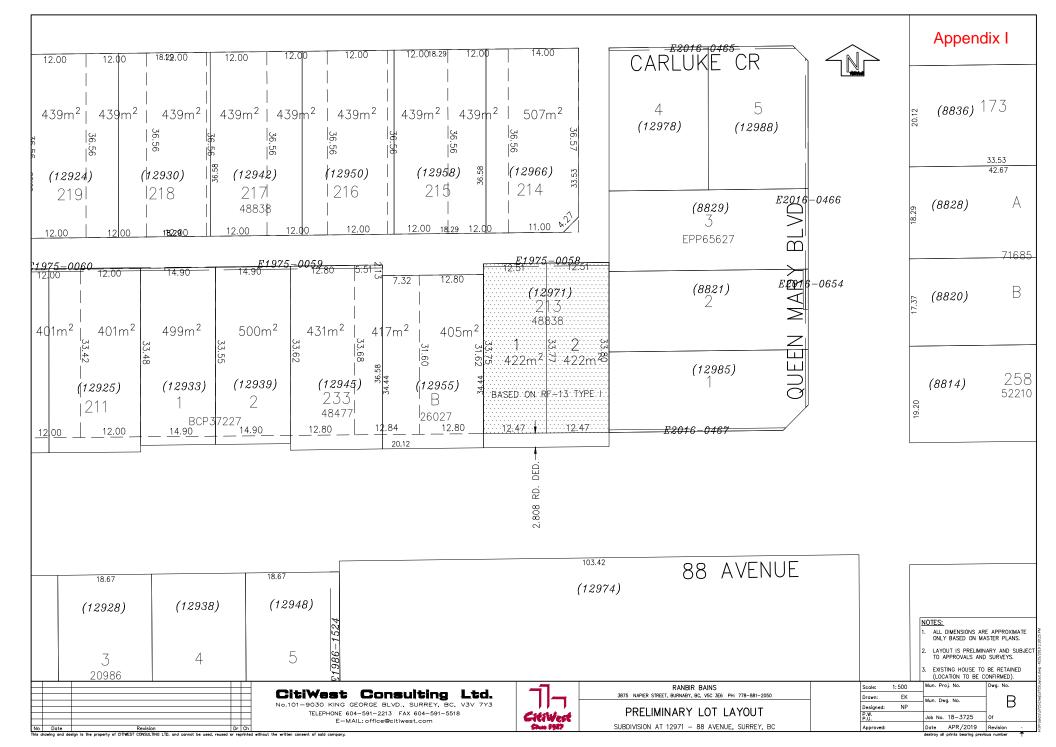
The following information is attached to this Report:

Appendix I.	Proposed Subdivision Plan and Concept Plan
Appendix II.	Engineering Summary
Appendix III.	School District Comments
Appendix IV.	Building Design Guidelines Summary
Appendix V.	Summary of Tree Survey and Tree Preservation

approved by Ron Gill

Jean Lamontagne General Manager Planning and Development

DQ/cm



Appendix II



INTER-OFFICE MEMO

TO:	Manager, Area Planning & Develo - North Surrey Division Planning and Development Depa	•	
FROM:	Development Services Manager, Engineering Department		
DATE:	May 27, 2020	PROJECT FILE:	7819-0024-00
RE:	Engineering Requirements Location: 12971 88 Avenue		

REZONE/SUBDIVISION

Property and Right-of-Way Requirements

- Dedicate 2.808m along 88 Avenue.
- Provide a 0.5m Statutory Right-of-Way along the 88 Avenue frontage.

Works and Services

- construct water, storm, and sanitary service connections to the lots.
- Construct on-lot source controls per the Grenville ISMP.
- Confirm the lane is constructed to the current City lane standard (SSD-R.12).
- Register applicable legal documents as determined through detailed design.

A Servicing Agreement is required prior to Rezone/Subdivision.

Tommy Buchmann, P.Eng. Development Services Manager

CE₄



Planning

June 13, 2019

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School Enrolment Projections and Planning Update:

The following tables illustrate the enrolment projections (with current/approved ministry capacity) for the elementary and secondary schools serving the proposed development.

David Brankin elementary currently has surplus space in the school. The 10 year enrolment projections show the school modestly declining over the next 10 years. The catchment is predominately made up of commercial/industrial use; and the remainder of the catchment appears to be housing which also appears to have reached built out. There are currently no plans to increase the capacity of this school.

As of September 2018, Queen Elizabeth Secondary enrolment continued to modestly grow from the previous 3 years. Over the next 10 years, the enrolment projections show this trend continuing. The school's 10 year projections show that any growth can easily be accommodated by the school.

David Brankin Elementary

The proposed 2 Single family with suites are estimated to have the following impact on the following schools:

Projected # of students for this development:

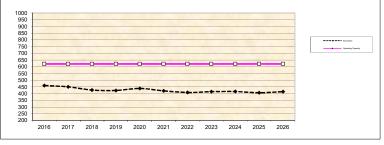
THE IMPACT ON SCHOOLS

APPLICATION #:

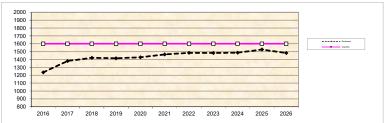
SUMMARY

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Elementary Students: Secondary Students:	1 1
September 2018 Enrolment/School Capacity	
David Brankin Elementary Enrolment (K/1-7):	51 K + 375
Operating Capacity (K/1-7)	38 K + 582
Queen Elizabeth Secondary	
Enrolment (8-12): Capacity (8-12):	1422 1600
	1000



Queen Elizabeth Secondary



* Nominal Capacity is estimated by multiplying the number of enrolling spaces by 25 students. Maximum operating capacity is estimated by multipying the number of enrolling spaces by 27 students.

BUILDING GUIDELINES SUMMARY

Surrey Project no:19-0024-00Project Location:12971 - 88 Avenue, Surrey, B.C.Design Consultant:Tynan Consulting Ltd., (Michael E. Tynan)

The draft Building Scheme proposed for this Project has been filed with the City Clerk. The following is a summary of the Residential Character Study and the Design Guidelines which highlight the important features and form the basis of the draft Building Scheme.

1. Residential Character

1.1 General Description of the Existing and/or Emerging Residential Character of the Subject Site:

South and southeast of the subject site, on the south side of 88 Avenue, are two "Light Impact Industrial" (IL) zoned properties. Neither of these sites has any architectural relevance as context for the proposed compact zone residential subject site.

West of the IL zoned properties, also on the south side of 88 Avenue, are three late 1980's / early 1990's, 3550 sq.ft. "modern urban" Basement Entry homes with rear lane garages. The homes have high scale massing designs, a result of exposing the upper floor wall mass to the street. One of these homes has a two storey high front entrance, one has a 1½ storey front entrance, and one has a single storey (human scale) entrance. These homes are configured with a main common hip roof, and three or more street facing feature common gable ends. Roof slopes range from 4:12 to 7:12, and roof are surfaced either in concrete roof tiles or with asphalt shingles. Two of these homes are clad in stucco, and one is clad in all-vinyl, and none have feature masonry veneers. Colours are from neutral, natural, and primary palettes. Yards are modestly landscaped.

Two blocks west of the site, on the north side of 88 Avenue (same side as subject site) is a two lot RF-12 zone site, developed under Surrey project 07-0179-00. The homes are 2800 sq.ft. "Neo-Traditional" style Two-Storey type homes with rear garages. The massing design is considered mid-scale. One has a single storey high front entrance and the other has a 1 ½ high entrance. Both homes have common hip main roofs at an 8:12 slope with multiple street facing feature common gable projections articulated either with wood wall shingles or with vertical battens over Hardipanel. Roofs are surfaced with asphalt shingles. The main wall cladding material on both homes is vinyl.

The two homes adjacent to the west side of the subject site are simple small "Old urban" Bungalows constructed in the 1950's and 1960's. The homes have low slope common hip roofs. One is clad in aluminum siding and the other in "glass stucco" with horizontal cedar siding at the base. The site home, a 1970's "Old Urban" Bungalow, is to be demolished.

Adjacent to the east side of the site at 12985 - 88 Avenue (RF zone Surrey project 15-0350-00) is an under-construction, 3600 sq.ft. "West Coast Contemporary" Two-Storey home with low slope (3:12 pitch) common hip roof. Walls are clad in Hardipanel and horizontal Hardie siding. At this time the siding installation is not complete.

1.2 Features of Surrounding Dwellings Significant to the Proposed Building Scheme:

- 1) <u>Context Homes:</u> The housing stock in the area surrounding the subject site does not provide suitable architectural context for a post year 2017 RF-13 zone development. Massing scale, massing designs, roof designs, construction materials, and trim and detailing elements have improved significantly since most homes in this area were constructed. It is more sensible therefore, to use updated standards that result in reasonable compatibility with the older homes and also result in standards that improve over time, than it is to specifically emulate the older homes by building to the older standards.
- 2) <u>Style Character :</u> There are a mix of old urban and modern urban styles in this neighbourhood. Preferred styles for this site include "Neo-Traditional", and compatible styles including compatible manifestations of the "West Coast Contemporary" style as determined by the consultant. Note that style range is not restricted in the building scheme. However, the consultant refers to the character study when reviewing plans for meeting style-character intent.
- 3) <u>Home Types :</u> There are a wide range of home types evident, and so some flexibility is justified. Home type (Two-Storey, Bungalow, Basement Entry, Split Level, etc..) will not be regulated in the building scheme.
- 4) <u>Massing Designs</u>: Massing designs should meet new standards for RF-13 zoned subdivisions. New homes should exhibit "mid-scale" massing. Various elements and projections on the front of the home should be interesting architecturally, and should be in pleasing natural proportions to one another. These elements and projections should be located so as to create balance across the façade.
- 5) **Front Entrance Design :** Front entrance porticos range from one to two storeys in height. The recommendation however is to limit the range of entrance portico heights to between one storey and 1 ½ storeys to ensure there is not proportional overstatement of this one element.
- 6) **Exterior Wall Cladding :** A wide range of cladding materials have been used in this area, including Vinyl, cedar, aluminum, stucco, fibre cement board, brick, and stone. Reasonable flexibility should therefore be permitted, including the use of vinyl siding, provided the overall quality of wall cladding materials meets or exceeds common standards for post 2017 RF-13 zone developments.
- 7) **<u>Roof surface :</u>** A range of roof surfacing materials have been used in this area including concrete roof tiles and asphalt shingles. The roof surface is <u>not</u> a uniquely recognizable characteristic of this area and so flexibility in roof surface materials is warranted. The recommendation is to permit cedar shingles, shake profile concrete roof tiles, shake profile asphalt shingles with a raised ridge cap, and new environmentally sustainable roof products that have a strong shake profile. Where required by the BC Building Code for lower slope applications membrane roofing products can be permitted subject to consultant approval. Small decorative metal roofs should also be permitted.
- 8) **<u>Roof Slope</u>**: The recommendation is to set the minimum roof slope at 4:12. A provision is also recommended to allow slopes less than 4:12 where it is determined by the consultant that the design is of such high architectural integrity that the roof slope reduction can be justified, or that lower slopes are needed on feature projections or at the front entrance veranda to ensure upper floor windows can be installed without interference with the roof structure below.

Streetscape: South of the site (south side of 88 Avenue) are two "Light Industrial" (IL) zone properties. West of these are two 2800 sq.ft. "Neo-Traditional " style Two-Storey homes with rear garages. North of these homes and west of the subject site are two 10 year old, 2800 sq.ft. "Neo-Traditional" style Two-Storey homes that meet modern massing design and finishing standards. The two lots adjacent to the west side of the subject site contain 60-70 year old, simple small "Old Urban" Bungalows. The lot to the east of the subject site has a new (under construction) 3600 sq.ft. "West Coast Contemporary" Two-Storey home, to which exterior cladding is now being applied.

2. Proposed Design Guidelines

2.1 Specific Residential Character and Design Elements these Guidelines Attempt to Preserve and/or Create:

- the new homes are readily identifiable as one of the following styles: "Traditional", "Heritage", "Neo-Traditional", "Neo-Heritage", compatible forms of "West Coast Contemporary", or other compatible styles with appropriate transitions in massing and character, as determined by the design *consultant*. Note that the proposed style range is not contained within the building scheme, but is contained within the residential character study which forms the basis for interpreting building scheme regulations.
- a new single family dwelling *constructed* on any *lot* meets year 2017's design standards, which
 include the proportionally correct allotment of mass between various street facing elements, the
 overall balanced distribution of mass within the front facade, readily recognizable style-authentic
 design, and a high trim and detailing standard used specifically to reinforce the style objectives
 stated above.
- trim elements will include several of the following: furred out wood posts, articulated wood post bases, wood braces and brackets, louvered wood vents, bold wood window and door trim, highly detailed gable ends, wood dentil details, stone or brick feature accents, covered entrance verandas and other style-specific elements, all used to reinforce the style (i.e. not just decorative).
- the development is internally consistent in theme, representation, and character.
- the entrance element will be limited in height (relative dominance) to 1 to 1 ½ storeys.

2.2 **Proposed Design Solutions:**

Interfacing Treatment with existing dwellings)	There are homes in this area (12933 - 88 Avenue, 12939 - 88 Avenue, and 12985 - 88 Avenue) that could be considered to provide acceptable architectural context. However, massing design, construction materials, and trim and detailing standards for new homes constructed in most new (post year 2017) RF13 zone subdivisions now meet or exceed standards evident on the context homes. The recommendation therefore is to adopt standards commonly found in post year 2017 RF13 zoned subdivisions, rather than to specifically emulate the aforesaid three context homes.

Exterior Materials/Colours: Stucco, Cedar, Vinyl, Fibre-Cement Board, Brick, and Stone.

"Natural" colours such as browns, greens, clays, and other earth-tones, and "Neutral" colours such as grey, white, and

cream are permitted. "Primary" colours in subdued tones such as navy blue, colonial red, or forest green can be considered providing neutral trim colours are used, and a comprehensive colour scheme is approved by the consultant. "Warm" colours such as pink, rose, peach, salmon are not permitted. Trim colours: Shade variation of main colour, complementary, neutral, or subdued contrast only.

- **Roof Pitch:** Minimum 4:12, with exceptions to prevent roof ridges from becoming too high (overshadowing of neighbouring lots), to allow for veranda roofs that do not cover upper floor windows, to allow for artistic expression in feature roofs, and to provide a path for exceptional designs with lower slope roofs to be approved subject to consultant approval.
- **Roof Materials/Colours:** Cedar shingles, shake profile concrete roof tiles, shake profile asphalt shingles with a raised ridge cap, and new environmentally sustainable roofing products should be permitted, providing that the aesthetic properties of the new materials are equal to or better than that of the traditional roofing products. Greys, black, or browns only. Membrane roofs permitted where required by B.C. Building Code, and small metal feature roofs also permitted.
- In-ground basements: In-ground basements are subject to determination that service invert locations are sufficiently below grade to permit a minimum 50 percent in-ground basement to be achieved. If achievable, basements will appear underground from the front.
- Treatment of Corner Lots: Not applicable there are no corner lots
- Landscaping: Moderate modern urban standard: Tree planting as specified on Tree Replacement Plan plus minimum 15 shrubs of a minimum 3 gallon pot size. Sod from street to face of home. Driveways: exposed aggregate, interlocking masonry pavers, coloured concrete (earth tones only), or stamped concrete. Broom finish concrete is permitted as the driveway directly connects the lane to the garage slab at the rear side of the dwelling.

Compliance Deposit: \$5,000.00

Summary prepared and submitted by: Tynan Consulting Ltd. [

Date: March 1, 2019

Reviewed and Approved by:

Mital

Date: March 1, 2019

