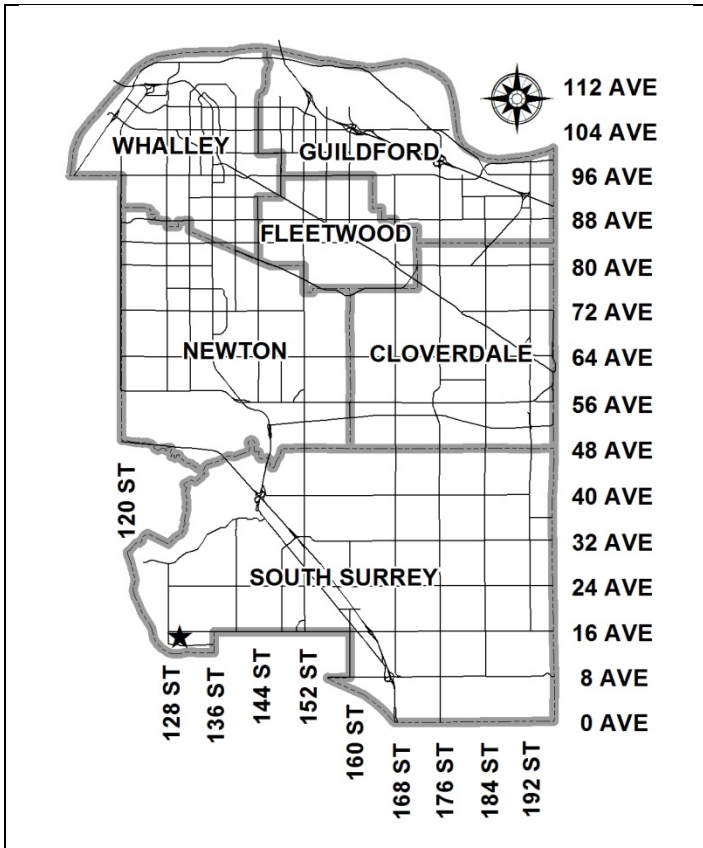


City of Surrey  
**PLANNING & DEVELOPMENT REPORT**

File: 7915-0424-00

Planning Report Date: January 22, 2018



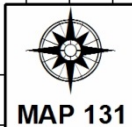
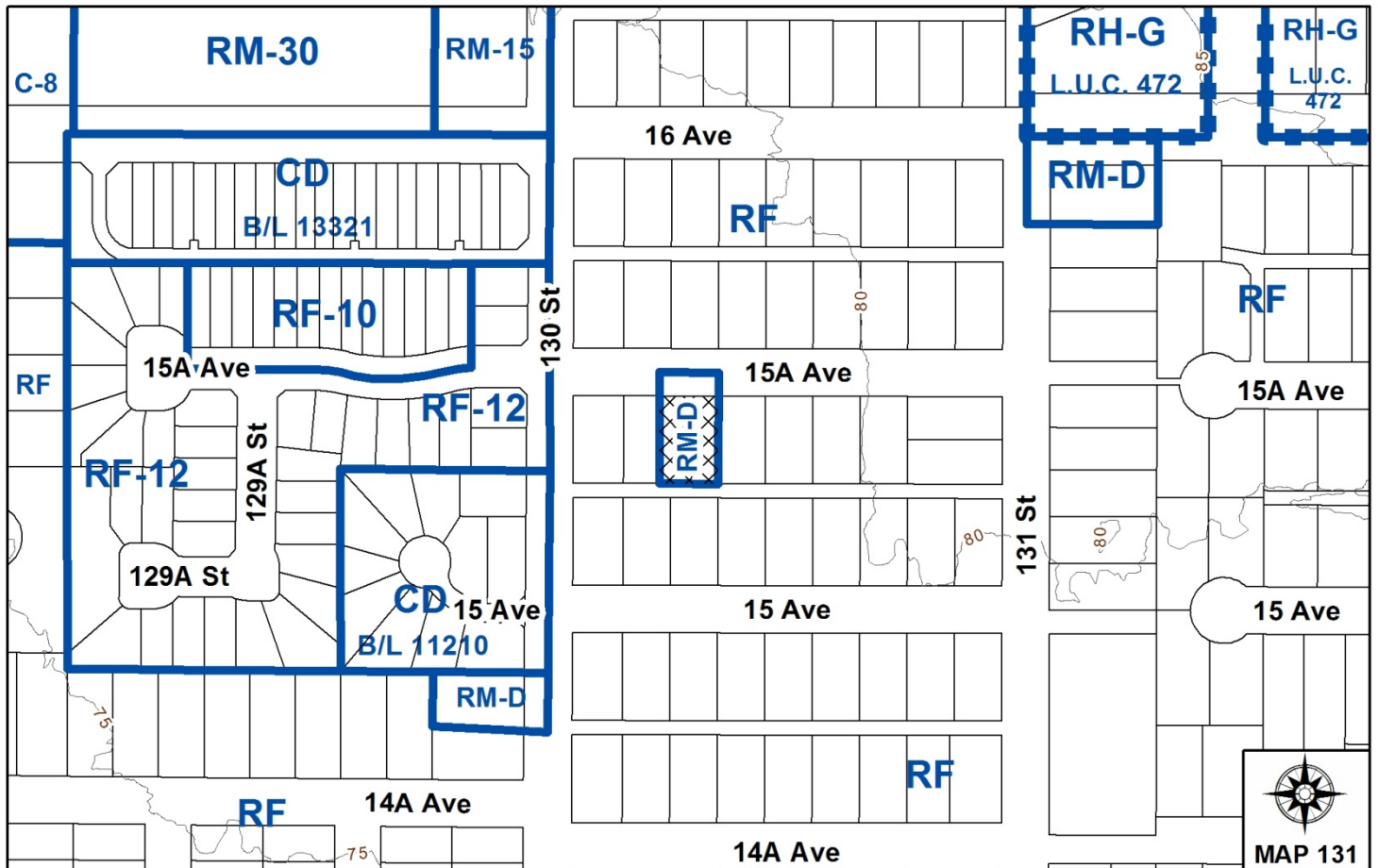
**PROPOSAL:**

- **Rezoning** from RM-D to RF-12C to allow subdivision into two single family lots with coach houses.

**LOCATION:** 13026 and 13028 - 15A Avenue

**ZONING:** RM-D

**OCP DESIGNATION:** Urban



### RECOMMENDATION SUMMARY

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

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- None.

### RATIONALE OF RECOMMENDATION

- In 2012, Council expressed reservation to support development applications proposing rezoning to permit coach houses based on many resident concerns relating to lot size, parking, and secondary suites. Planning staff has since advised applicants of Council's position and discouraged rezoning applications permitting coach houses.
- No rezoning applications permitting coach houses have been approved by Council since July, 2012.

RECOMMENDATION

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

If, however, Council feels that there is merit to the proposal, the application should be referred back to staff to complete its review of the application, and for preparation of the authorizing rezoning by-law.

REFERRALS

Engineering: The Engineering Department has no objection to the project. If Council is supportive of the application proceeding, Engineering servicing requirements will be provided.

School District: **Projected number of students from this development:**

- 1 student at Ray Sheppard Elementary School
- 1 Secondary student at Eglin Park 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 mid-2019.

Parks, Recreation & Culture: Parks, Recreation & Culture will provide detailed requirements if Council is supportive of the application proceeding.

SITE CHARACTERISTICS

Existing Land Use: Two-storey duplex dwelling.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across 15A Avenue):	Single family residential	Urban	RF
East:	Single family residential	Urban	RF
South:	Single family residential	Urban	RF
West:	Single family residential	Urban	RF

## DEVELOPMENT CONSIDERATIONS

### Context

- The subject property is located on the south side of 15A Avenue, east of 130 Street in South Surrey. The site is designated "Urban" in the Official Community Plan (OCP).
- The 930 square metre (10,000 sq.ft.) site is zoned "Duplex Residential Zone (RM-D)" and is located within a neighbourhood which is largely established as "Single Family Residential (RF)" east of 130 Street. A pocket of single family small lots (i.e. RF-10, RF-12, CD [based on RF-9]) exists west of the site, across 130 Street.
- The lot was originally created as a 20 metre (66 ft.) wide lot in 1913. Subsequently, the lot was widened by acquiring approximately 4 metres (13.5 ft.) from the adjacent lot to the west and converted into a strata lot in 1976. Under a Council initiative to bring the lot's zoning into conformity, the lot was rezoned to RM-D on December 21, 1987 (Amendment By-law, 1989, No. 10301).
- A two-storey duplex dwelling with two legal, non-conforming secondary suites (4 units) has occupied the site for the last 30 years. The duplex does not contain a basement and parking for approximately seven (7) vehicles can be accommodated on the rear parking pad.

### Current Proposal

- The applicant is proposing to rezone the subject site to "Single Family Residential (12) Coach House Zone (RF-12C)" in order to subdivide into two (2) single family lots with coach houses above a detached garage (Appendix II).
- The proposed lots will have a width of 12.5 metres (41 ft.), a depth of 37.1 metres (121 ft.), and an area of 464 square metres (4,990 sq.ft.), which exceeds the minimum lot standards of the RF-12C Zone.
- The applicant has retained Ankenman Associates Architects Inc. to prepare designs for the proposed dwellings and coach houses.
- The proposed single family dwellings will consist of 260 square metres (2,798 sq.ft.) of floor area and a floor area ratio (FAR) of 0.56. The proposed lot coverage is 45%. Both the proposed FAR and lot coverage comply with the maximum requirements of the RF-12C Zone.
- The proposed coach houses are 62 square metres (667 sq.ft.) in area and consist of two bedrooms. The height of the coach house constructed above the garage is 7 metres (23 ft.). Both the proposed floor area and height of the coach houses meet the maximum requirement as permitted under the RF-12C Zone.
- Each proposed RF-12C lot provides a detached double garage and an additional parking space on-site accessed from the rear lane. There is additional on-street parking permitted on 15A Avenue and 130 Street.
- A rear lane abutting the subject site is open and connects to 130 Street to the west; however, the rear lane remains unopen east of the site to 131 Street to the east.

### Lot Grading

- A preliminary lot grading plan was prepared and submitted by CitiWest Consulting Ltd. and has been reviewed by City staff and found to be generally acceptable. A final lot grading plan will be required before final approval of this project should Council support the application to proceed.

### Building Design

- If Council is supportive of the development based on the proposed merits of the application, the applicant would be required to register a Section 219 Restrictive Covenant for design control instead of preparing Building Design Guidelines. Architectural plans, as prepared by Ankenman Associates Architectures Inc. (Appendix II), would be attached to the covenant in order to regulate the design of the buildings. This approach would be desired as it would ensure a high quality architectural design of the dwellings and coach houses that are complementary to the surrounding single family homes.

### Coach Houses

- A number of past rezoning applications permitting coach houses (i.e. RF-9C and RF-12C), particularly in East Clayton, raised concerns from many residents with respect to issues with increased on-street parking and traffic congestion in the community resulting from higher densities permitted on small lot single family zones permitting coach houses or secondary suites.
- There was also concern for a second illegal suite or coach house which was often exacerbating the parking concerns. The occurrence of illegal secondary suites on small lots with coach houses contributed to an overflow of parked cars on streets and lanes, and a shortage of on-street parking. This is particularly an issue in those areas not yet serviced by public transit and the resulting street congestion raised concerns about emergency access potentially being compromised, and impacts on neighbourhood livability.
- Restrictive covenants have been implemented to prohibit secondary suites in the past; however they have not proven to be successful.
- Two rezoning applications involving "Single Family Residential (9) Coach House Zone (RF-9C)" that were introduced to Council in 2012 resulted in Council instructing Planning staff to review concerns with respect to lot size, parking and illegal suites (i.e. Development Application Nos. 7907-0283-00 and 7912-0037-00). The Planning and Development Department advised applicants to revise the proposals to non-coach house zones until appropriate new by-laws and/or policies are in place to address the issues of lot size, parking, and basement suites. In both cases, Council was supportive of the applications being revised from RF-9C Zone to RF-9 Zone, which permits only a secondary suite within the principal dwelling, and no coach house.

- Based on Council's direction for further review and consideration of small lot zones permitting coach houses, the Planning and Development Department carried out a review of the small lot zones and subsequently proposed the creation of the "Single Family Residential (10) Zone (RF-10)" and minor amendments relevant to the small lot zones. No amendments have yet been proposed to the small lot zones permitting coach houses (i.e. RF-9C and RF-12C).
- Since 2012, Planning staff have advised applicants of the various concerns raised by residents and Council's reservation to approve new rezoning applications permitting coach houses. No rezoning applications permitting coach houses have been approved by Council since July 2012.
- Staff have discussed with the applicant an alternate proposal of rezoning the site to RF-12 to permit a 2-lot subdivision, however the applicant has indicated that they would like to pursue the RF-12C rezoning considering the merits of the proposal as outlined in the following section.

### Proposal Justification

- The applicant has provided the following justification in support of the proposed development to permit two RF-12C single family lots with coach houses:
  - Secondary suites within the principal dwelling are permitted in all single family lot zones. A secondary suite, in the form of a coach house, will provide the same affordable secondary unit on-site;
  - The proposed single family dwellings do not have potential for in-ground basements based on proposed grading, thereby removing the opportunity for a secondary suite within the principal dwelling. The proposed RF-12C Zone also does not permit both a coach house and a secondary suite. Alternatively, a secondary suite within the principal dwelling would compromise a functional floor plan and the rear yard space for both units;
  - The existing duplex currently contains two legal, non-conforming secondary suites. The proposed RF-12C allows for four (4) units which remains unchanged from the existing condition;
  - The proposal meets the off-street parking requirements of the RF-12C Zone by providing a double garage and a parking pad that would accommodate a minimum of one additional vehicle. On-street parking is also available on 15A Avenue; and
  - There are few duplex (RM-D) lots in the neighbourhood and the proposed development would unlikely set precedence for other RF-12C lots with coach houses. The RF-12C Zone would require rear lane access and the majority of the blocks in the surrounding area have unopened rear lanes.

TREES

- Laura Ralph, 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:

**Table 1: Summary of Tree Preservation by Tree Species:**

Tree Species	Existing	Remove	Retain
<b>Deciduous Trees</b> (excluding Alder and Cottonwood Trees)			
Japanese Snowbell	1		1
Yellow Cedar	2	2	
<b>Total (excluding Alder and Cottonwood Trees)</b>	<b>3</b>	<b>2</b>	<b>1</b>
<b>Total Replacement Trees Proposed (excluding Boulevard Street Trees)</b>		<b>4</b>	
<b>Total Retained and Replacement Trees</b>		<b>5</b>	
<b>Contribution to the Green City Fund</b>		<b>N/A</b>	

- The Arborist Assessment states that there are a total of 3 protected trees on the site, excluding Alder and Cottonwood trees. There are no Alder or Cottonwood trees on the site. It was determined that 1 tree can be retained as part of this development proposal. The proposed tree retention was assessed taking into consideration the building footprints and proposed lot grading.
- For those trees that cannot be retained, the applicant will be required to plant trees on a 2 to 1 replacement ratio for all trees. This will require a total of 4 replacement trees on the site. The applicant is proposing 4 replacement trees, meeting City requirements.
- In summary, a total of 5 trees are proposed to be retained or replaced on the site with no contribution to the Green City Fund required.

PRE-NOTIFICATION

- Pre-notification letters were mailed on August 16, 2016 to 66 properties within 100 metres (330 ft.) of the subject site, as well as the Ocean Park Business Association and Ocean Park Community Association. To date, staff have received two (2) phone calls and three (3) letters of correspondence from the owners of three (3) properties opposing the proposal and one (1) supporting the proposal. The residents' concerns are summarized as follows:
  - Residents expressed opposition for the rezoning to allow coach houses and related impacts of increased traffic and inconsistency with the RF Zone of the immediate surrounding area.



*(The subject proposal is not supported based on Council's concerns raised in 2012 regarding proposed coach houses including lot size, parking, and basement suites. Planning staff has since discouraged support for rezoning applications permitting coach houses.)*

- Additionally, the applicant has indicated that 21 residents or property owners were canvassed in the vicinity of the proposed development and have provided 18 letters of support, 1 letter of opposition, and 2 letters which were inconclusive. It should be noted that one resident who provided a letter of support for the subdivision, opposes the coach house component of the proposal.
- A petition containing 10 names of residents on 15A and 15 Avenue opposed the proposed RF-12C rezoning and indicated support for a RF Zone only. Six (6) of the 10 residents had previously indicated support in letters provided by the applicant.

#### PUBLIC INFORMATION MEETING

- The applicant held a Public Information Meeting (PIM) on Wednesday, August 23, 2017 at the Ocean Park Public Library from 6:00pm to 8:00pm. Invitations were sent by mail to 68 households within 100 metres of the subject site. A total of 4 individuals attended the PIM, representing 4 households, of which 2 submitted comment sheets. Comments were received by email from 2 additional residents after the PIM. Of the 4 responses received, 2 residents expressed neutrality or support for the proposal, while 2 residents are opposed to the proposed rezoning. The following is a summary of the main issues raised by residents, with staff comment noted in italics:
  - Concerns that the subject proposal will change the character of Ocean Park.
  - Concerns about the proximity of the buildings to the lane.
  - Concerns about the quality of future tenants.

*(The subject proposal is not supported based on Council's concerns raised in 2012 regarding proposed coach houses including lot size, parking, and basement suites. Planning staff has since discouraged support for rezoning applications permitting coach houses.)*

#### SUSTAINABLE DEVELOPMENT CHECKLIST

The applicant prepared and submitted a sustainable development checklist for the subject site on July 14, 2017. The table below summarizes the applicable development features of the proposal based on the seven (7) criteria listed in the Surrey Sustainable Development Checklist.

Sustainability Criteria	Sustainable Development Features Summary
1. Site Context & Location (A1-A2)	<ul style="list-style-type: none"> <li>• The proposed development is consistent with the Urban designation in the OCP.</li> </ul>



Sustainability Criteria	Sustainable Development Features Summary
2. Density & Diversity (B1-B7)	<ul style="list-style-type: none"> <li>• The number of units (4) on-site will remain unchanged.</li> <li>• One coach house will be permitted on each proposed lot.</li> </ul>
3. Ecology & Stewardship (C1-C4)	<ul style="list-style-type: none"> <li>• Rain water management features on-site are proposed.</li> <li>• Composting, recycling and organic waste pick-up will be made available.</li> </ul>
4. Sustainable Transport & Mobility (D1-D2)	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
5. Accessibility & Safety (E1-E3)	<ul style="list-style-type: none"> <li>• The proposed coach house supports housing for different age groups and/or life stages.</li> </ul>
6. Green Certification (F1)	<ul style="list-style-type: none"> <li>• N/A</li> </ul>
7. Education & Awareness (G1-G4)	<ul style="list-style-type: none"> <li>• A Development Proposal Sign was installed on site and public notification has taken place.</li> <li>• Surrounding residents have the opportunity to voice their concerns through the notification process, including at a future Public Hearing should Council support the application to proceed.</li> </ul>

### INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners and Action Summary (Confidential) and Project Data Sheets
- Appendix II. Proposed Subdivision Layout, Site Plan, Building Elevations
- Appendix III. School District Comments
- Appendix IV. Summary of Tree Survey and Tree Preservation

*original signed by Ron Hintsche*

Jean Lamontagne  
General Manager  
Planning and Development

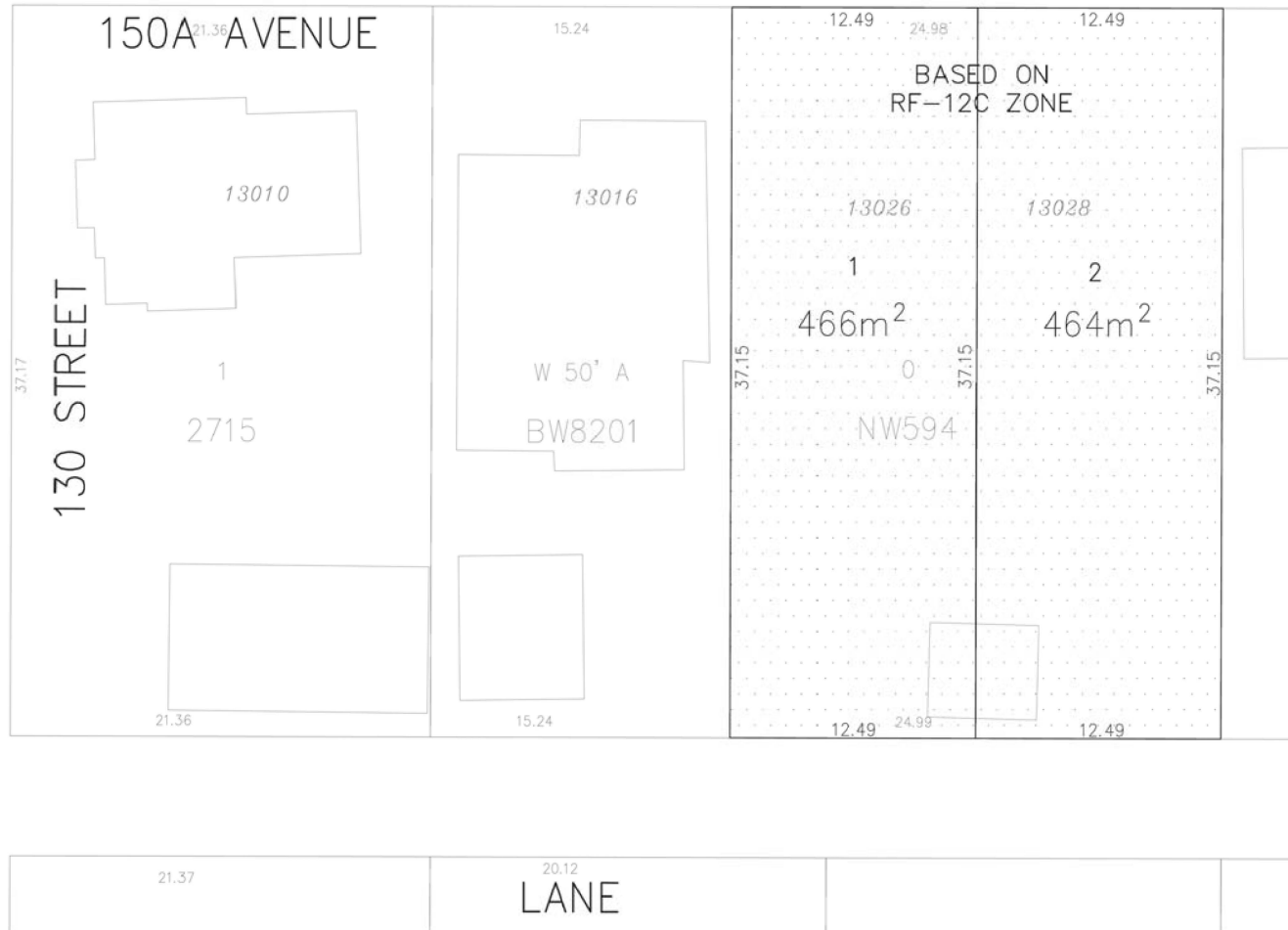
DH/da

APPENDIX I HAS BEEN  
REMOVED AS IT CONTAINS  
CONFIDENTIAL INFORMATION

## SUBDIVISION DATA SHEET

Proposed Zoning: RF-12C

Requires Project Data	Proposed
<b>GROSS SITE AREA</b>	
Acres	0.229
Hectares	0.0927
<b>NUMBER OF LOTS</b>	
Existing	1
Proposed	2
<b>SIZE OF LOTS</b>	
Range of lot widths (metres)	12.48 m
Range of lot areas (square metres)	463.75 sq.m
<b>DENSITY</b>	
Lots/Hectare & Lots/Acre (Gross)	21.6 units/ha & 8.7 units/ac
Lots/Hectare & Lots/Acre (Net)	
<b>SITE COVERAGE (in % of gross site area)</b>	
Maximum Coverage of Principal & Accessory Building	45%
Estimated Road, Lane & Driveway Coverage	8%
Total Site Coverage	53%
<b>PARKLAND</b>	N/A
Area (square metres)	
% of Gross Site	
	<b>Required</b>
<b>PARKLAND</b>	
5% money in lieu	NO
<b>TREE SURVEY/ASSESSMENT</b>	YES
<b>MODEL BUILDING SCHEME</b>	NO
<b>HERITAGE SITE Retention</b>	NO
<b>FRASER HEALTH Approval</b>	NO
<b>DEV. VARIANCE PERMIT required</b>	
Road Length/Standards	NO
Works and Services	NO
Building Retention	NO
Others	NO



**NOTES:**

1. ALL DIMENSIONS ARE APPROXIMATE ONLY BASED ON MASTER PLANS.
2. LAYOUT IS PRELIMINARY AND SUBJECT TO APPROVALS AND SURVEYS.
3. EXISTING HOUSE TO BE RETAINED (LOCATION TO BE CONFIRMED).

No.	Date	Revision	Dr.	Ch.

**CitiWest Consulting Ltd.**  
 No.101-9030 KING GEORGE BLVD., SURREY, BC, V3V 7Y3  
 TELEPHONE 604-591-2213 FAX 604-591-5518  
 E-MAIL: office@citiwest.com



**BRIAN SERGO**  
 13368 - 28 AVENUE, SURREY, BC, V4P 1X8, PH: 604-880-6012

**PRELIMINARY LOT LAYOUT**

SUBDIVISION AT 13026/13028 - 15A AVENUE, SURREY, BC

Scale: <b>1:250</b>	Mun. Proj. No. <b>7915-0424-00</b>	Dwg. No. <b>A</b>
Drawn: <b>EK</b>	Mun. Dwg. No.	
Designed: <b>NH</b>	Job No. <b>16-3375</b>	Of <b>1</b>
P.W. P.U.	Date <b>MAR/2017</b>	Revision
Approved:		

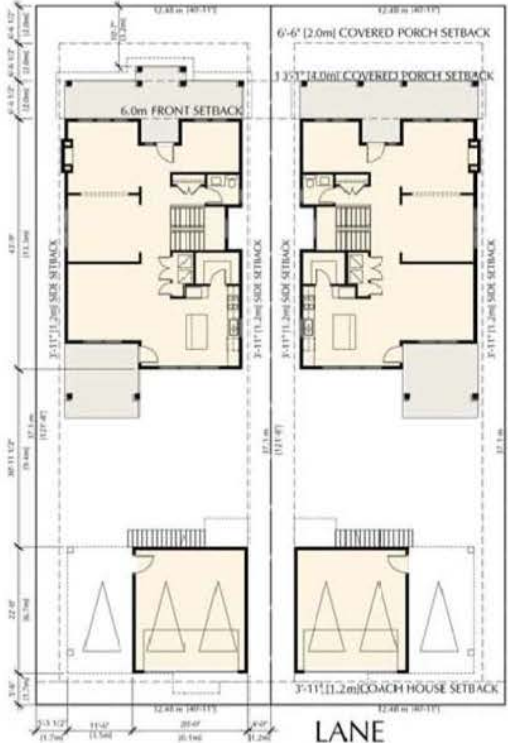


15A AVENUE

LANE ELEVATION

FRONT ELEVATION - 15A AVENUE

SCALE: 3/16" = 1'-0"



LANE

SCALE: 3/32" = 1'-0"

**ZONING:**  
PROPOSED CD BY-LAW REQUIREMENTS BASED ON RF-12C ZONE

LOT AREA: 463.7 sm /LOT

	PERMITTED	PROPOSED
SITE COVERAGE RATIO:	59%	45%
FLOOR AREA RATIO:	0.70, 260 sm MAX. 2798.6 SF	260 sm 2798.6 SF
SETBACKS:	PERMITTED	PROPOSED
PRINCIPAL BUILDING		
FRONT	6.0m/19.68'	6.0m/19.68'
REAR	7.5m/24.6'	
SIDE	1.2m/3.9'	1.2m/3.9' + 1.7m/5.57'
COVERED VERANDAH	2.0m + 4.0m 3.9' + 13.12'	3.2m/10.49'
ACCESSORY BLDG	1.2m/3.9'	1.7m/5.5'
MAX BUILDING HEIGHT	PERMITTED	PROPOSED
COACH HOUSE	9.5m/31.16 7.0m/23.0'	9.5m/31.16 7.0m/23.0'



COACH HOUSE: 667 SF



MAIN: 1253 SF  
UPPER: 854 SF  
GARAGE/  
CAR PORT: 693 SF  
TOTAL: 2798 SF  
COACH HOUSE: 667 SF



UPPER 854 SF

SCALE: 3/16" = 1'-0"



PROPOSED CD DEV.

13026 + 13028 15A AVENUE, SURREY B.C.

SITE PLAN

SCALE: AS NOTED 1511



OCT 29, 2015



Planning June-21-17

**THE IMPACT ON SCHOOLS**

APPLICATION #: 15-0424-00

**SUMMARY**

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

**Projected # of students for this development:**

Elementary Students:	1
Secondary Students:	1

**September 2018 Enrolment/School Capacity**

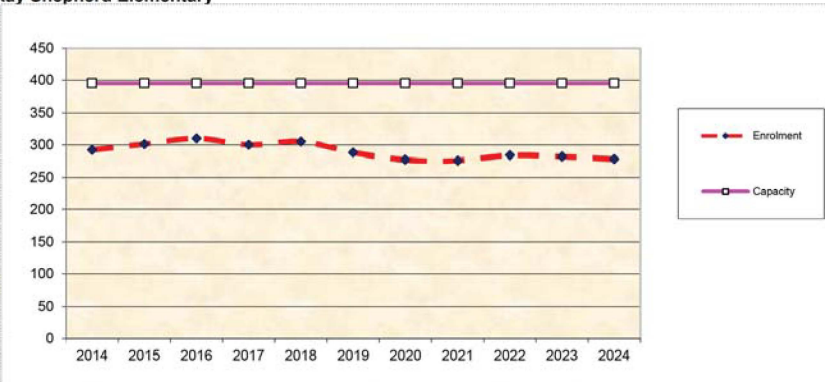
<b>Ray Shepherd Elementary</b>	
Enrolment (K/1-7):	33 K + 277
Capacity (K/1-7):	20 K + 375
<b>Elgin Park Secondary</b>	
Enrolment (8-12):	1206
Nominal Capacity (8-12):	1200
Functional Capacity*(8-12):	1296

**School Enrolment Projections and Planning Update:**

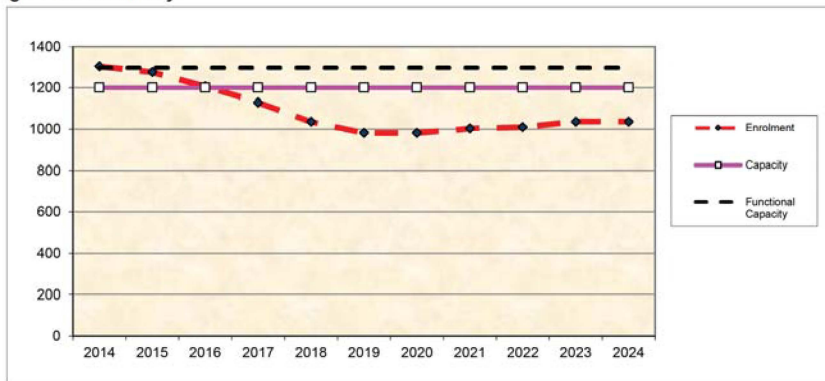
The following tables illustrate the enrolment projections (with current/approved ministry capacity) for the elementary and secondary schools serving the proposed development.

There is additional capacity available at Ray Shepherd Elementary and there are no new capital projects proposed. A new secondary school in the Grandview Heights area has received Ministry approval and is projected to open in 2020. This new school will relieve overcrowding at Semiahmoo Secondary, Earl Marriott Secondary and Elgin Park. The proposed development will not have a significant impact on these projections.

**Ray Shepherd Elementary**



**Elgin Park Secondary**



\*Functional Capacity at secondary schools is based on space utilization estimate of 27 students per instructional space. The number of instructional spaces is estimated by dividing nominal facility capacity (Ministry capacity) by 25.



## Tree Preservation Summary

**Surrey Project No:**

**Address:** 13026/13028 15A Ave, Surrey

**Registered Arborist:** Laura Ralph, PN-6420A

On-Site Trees	Number of Trees
<b>Protected Trees Identified</b> (on-site and shared trees, including trees within boulevards and proposed streets and lanes, but excluding trees in proposed open space or riparian areas)	<b>3</b>
<b>Protected Trees to be Removed</b>	<b>2</b>
<b>Protected Trees to be Retained</b> (excluding trees within proposed open space or riparian areas)	<b>1</b>
<b>Total Replacement Trees Required:</b>  <ul style="list-style-type: none"> <li>- Alder &amp; Cottonwood Trees Requiring 1 to 1 Replacement Ratio  <math>\underline{\quad 0 \quad} \times \text{one (1)} = 0</math></li> <li>- All other Trees Requiring 2 to 1 Replacement Ratio  <math>\underline{\quad 2 \quad} \times \text{two (2)} = 4</math></li> </ul>	<b>4</b>
<b>Replacement Trees Proposed</b>	<b>4</b>
<b>Replacement Trees in Deficit</b>	<b>0</b>
<b>Protected Trees to be Retained in Proposed [Open Space / Riparian Areas]</b>	

Off-Site Trees	Number of Trees
<b>Protected Off-Site Trees to be Removed</b>	<b>0</b>
<b>Total Replacement Trees Required:</b>  <ul style="list-style-type: none"> <li>- Alder &amp; Cottonwood Trees Requiring 1 to 1 Replacement Ratio  <math>\underline{\quad \quad \quad} \times \text{one (1)} = 0</math></li> <li>- All other Trees Requiring 2 to 1 Replacement Ratio  <math>\underline{\quad \quad \quad} \times \text{two (2)} = 0</math></li> </ul>	<b>0</b>
<b>Replacement Trees Proposed</b>	
<b>Replacement Trees in Deficit</b>	<b>0</b>

Summary, report and plan prepared and submitted by:

  
 \_\_\_\_\_  
 (Signature of Arborist)

25-Nov-16  
 \_\_\_\_\_  
 Date