

City of Surrey PLANNING & DEVELOPMENT REPORT File: 7919-0102-00

Planning Report Date: July 22, 2019

PROPOSAL:

- OCP Amendment from Urban to Multiple Residential
- **Rezoning** from RF to RM-30
- Development Permit
- Development Variance Permit

to permit the development of 11 townhouse units.

LOCATION: 14321 - 108 Avenue

14313 - 108 Avenue

ZONING: RF

OCP DESIGNATION: Urban



RECOMMENDATION SUMMARY

• The Planning & Development Department recommends that the application be <u>denied</u>.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

• The proposed RM-30 townhouse development does not align with City of Surrey policies, nor does it reflect the character of the established single-family residential neighborhood.

RATIONALE OF RECOMMENDATION

- The proposed RM-30 townhouse development does not comply with the maximum density of the Urban designation, as outlined in the City's Official Community Plan (OCP), and the requested OCP amendment is considered precedent setting.
- The subject site is located outside of a Secondary Plan area and is not envisioned to accommodate higher-density residential development.
- The eastern boundary of the City Centre Plan is located 650 metres (2,100 ft.) west of the subject site and includes transitional densities and built forms to interface with established single family residential neighbourhoods. The proposed development is a higher density than envisioned within the northeast portion of the City Centre Plan, which is identified as a density transition area in that Plan.
- The site is outside of the Guilford Town Centre 104 Avenue Corridor Stage 1 Plan, approved by Council on July 8, 2019.
- The subject properties are located within an established single-family residential neighborhood, with larger RF lots. The proposed RM-30 townhouse built-form is out of character with the established residential context.
- Staff have suggested more supportable forms of development, including single family small lots, and lower density townhouses, both of which would comply with the existing Urban designation in the OCP.
- The applicant has advised staff that he is not interested in pursuing any suggested land use alternatives and has requested that the current RM-30 townhouse proposal be brought forward to Council, acknowledging that the staff recommendation is for denial.

RECOMMENDATION

The Planning & Development Department recommends that this application be <u>denied</u> and that Council direct staff to close the application.

REFERRALS

As the subject application represents a significant departure from established land use plans and policies, referrals have not yet been undertaken as part of the application review process. Should Council find merit in the proposal, and refer the application back to staff, necessary referrals would be undertaken at that time.

SITE CHARACTERISTICS

<u>Existing Land Use:</u> Single family homes.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone	
North:	Single family Urban home.		RF	
East:	Single family home.	Urban	RF	
South (Across 108 Avenue):	Hawthorne Park	Urban/Conservation and Recreation	RM-D/RF	
West (Across 143 Street):	Single family home.	Urban	RF	

DEVELOPMENT CONSIDERATIONS

Site Description

- The subject properties are located at civic addresses 14313 and 14321 108 Avenue and are approximately 2,119 square metres (0.52 acres) in combined site area.
- The properties are designated Urban in the Official Community Plan (OCP), zoned "Single Family Residential Zone (RF)" and are not located within a Secondary Plan area.
- The properties contain two (2) existing single-family homes.

Application Background

• In 2017, the applicant engaged in pre-application discussions with staff regarding a townhouse proposal on the subject properties.

• Staff advised the applicant that there may be infill development potential on the subject site, provided that the density and built form are compatible and sensitive to the existing residential character of the neighbourhood, including interface and setbacks conditions.

- The applicant expressed interest in pursuing a townhouse form of development and, although the preferred option outlined by staff was single family residential lots, staff advised that the applicant could submit a conceptual sketch for further review and comment.
- The applicant subsequently retained an architect to prepare a complete design package for an RM-30 townhouse proposal, and despite concerns expressed by staff, proceeded to submit the subject development application.

Proposed Development

- The applicant is proposing an OCP Amendment from "Urban" to "Multiple Residential" a rezoning from "Single Family Residential Zone (RF)" to "Multiple Residential (30) Zone (RM-30)", a Development Permit and Development Variance Permit to allow the construction of 11 townhouse units.
- The unit density resulting from the 11 townhouse units on the site is 22 units per acre (55 units per hectare).
- A Development Variance is proposed for reduced setbacks along all lot lines.

Policy Considerations

- The properties are designated "Urban" in the Official Community Plan (OCP).
- The "Urban" OCP designation is intended to support low and medium density residential neighbourhoods. Residential uses and forms may range and include detached and semi-detached houses as well as ground-oriented housing including townhouses.
- The maximum density within the "Urban" designation is 15 units per acre (36 units per hectare), except within approved Secondary Plan areas, Frequent Transit Development Areas (FTDA) and Urban Centres.
- The subject properties are not located within a Secondary Plan area, FTDA, or Urban Centre. As such, the maximum allowable density is 15 units per acre (36 units per hectare).
- The eastern boundary of the City Centre Plan is located 650 metres west of the subject site and includes transitional densities and built forms to interface with established single family residential neighbourhoods. The proposed development is a higher density than envisioned within the northeast portion of the City Centre Plan, which is identified as a density transition area in that Plan.
- Similarly, the site is outside of the Guilford Town Centre 104 Avenue Corridor Stage 1 Plan, approved by Council on July 8, 2019. The northern portion of the Guilford Town Centre 104 Avenue Corridor Stage 1 Plan is located across from the subject site on the south side of 108 Avenue. Higher density residential development is identified within the Guildford

Town Centre – 104 Avenue Corridor Plan along the 104 Avenue corridor, which is a Frequent Transit Development Area (FTDA).

Proposal Evaluation

- The proposed 11-unit townhouse development results in a density of 22 units per acre (55 units per hectare) which exceeds the maximum allowable density under the "Urban" designation. The site is not located within a Secondary Plan area, Urban Centre, or FTDA, which are the targeted areas for higher density development within the City,
- The subject properties are located within an established single family residential neighbourhood, consisting primarily of larger RF lots. There are also a few duplexes, zoned RM-D, located within proximity. Some of the single-family residential lots immediately adjacent the subject site have accommodated recent new house construction. Existing townhouse developments in the area are located on the south side of 108 Avenue within the Guildford Town Centre 104 Avenue Corridor Plan.
- Proceeding with an OCP Amendment to "Multiple Residential" would set a precedent in the area for similar types of development proposals. As mentioned, this area is not located within a Secondary Plan and is therefore not envisioned for higher density residential development. In addition, development of this nature may detract from desired concentrated development within the City Centre plan area, and the Guildford Town Centre 104 Avenue Corridor plan.
- Given the policy considerations and the existing character of the neighbourhood, Planning staff do not support the proposal, which includes an OCP Amendment from "Urban" to "Multiple Residential" and a rezoning from "Single Family Residential Zone (RF)" to "Multiple Residential (30) Zone (RM-30)".
- Staff have suggested alternative forms of development, including single family small lots and lower density townhouses, which would comply with the maximum allowable density under the "Urban" OCP designation and would represent a more appropriate form of infill development in this established neighbourhood.
- The applicant has confirmed that he is not interested in pursuing any suggested land use alternatives and has requested that the current RM-30 proposal to be brought forward to Council, acknowledging that the staff recommendation is denial.
- As staff have not been able to work with the applicant in pursuing alternative development
 proposals, and at the request of the applicant, staff are bringing the subject planning report
 forward for Council consideration with a recommendation of denial.

Applicant's Rationale

• The applicant has provided their rationale for the proposed 11-unit townhouse development. The comments are summarized below and include a staff response:

Applicant's comment:

 The applicant indicates that he was told by City staff that the City would be open to looking at a plan that would maximize townhouse development on the site.

Staff response:

 Staff have indicated that a lower density townhouse form of development, that complies with the Urban designation in the OCP, and is more compatible with the existing established residential context, may have merit on the subject site.

Applicant's comment:

o The applicant has taken on the cost of retaining an architect and along with it, the expenses that come with plans/surveys etc.

Staff response:

o It is unfortunate that the applicant proceeded with preparing a complete architectural design package for an RM-30 townhouse proposal, prior to the submission of a conceptual sketch for staff review and comment, as part of the typical pre-application review process, as was suggested by staff given initial concerns with the proposal.

Applicant's comment:

 The applicant has acquired signatures from surrounding area residents who are in support of the proposed townhouse development. They believe it would improve the neighbourhood.

Staff response:

O The applicant has provided a letter with signatures from approximately 22 area residents in support of a townhouse proposal. Staff have indicated that a lower density townhouse form of development, that complies with the Urban designation in the OCP, and is more compatible with the existing established residential context, may have merit on the subject site.

PRE-NOTIFICATION

• Since the subject proposal represents a significant departure from established land use plans and policies, pre-notification letters have not yet been distributed. Should Council find merit in the proposal, Council may refer the application back to staff to proceed with the application review, which would include pre-notification letters and a Public Information Meeting.

Conclusion

Since the proposed RM-30 townhouse development does not comply with the City's existing
land use planning and policy framework, and given the applicant's reluctance to work with
staff on alternative proposals that would comply with the existing OCP designation and be a
more compatible from of infill development in this established residential area, staff
recommend that this application be denied and that Council direct staff to close the
application.

• If, however, Council finds merit in the proposal, Council may refer the application back to staff to complete the development application review process for the proposed RM-30 townhouse development. This would include necessary referrals to internal and external stakeholders, pre-notification letters, and a Public Information Meeting.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I. Project Data Sheets

Appendix II. Site Plan and Building Elevations

INFORMATION AVAILABLE ON FILE

• Complete Set of Architectural and Landscape Plans prepared by Billiard Architecture and dated October 19, 2018.

original signed by Ron Gill

Jean Lamontagne General Manager Planning and Development

IM/cm

DEVELOPMENT DATA SHEET

Proposed Zoning: RM-30

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		2119.4 sq. m
Gross Total		
Road Widening area		112 sq. m
Undevelopable area		2007.4 sq. m
Net Total		
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		823 sq. m
Paved & Hard Surfaced Areas		J 1
Total Site Coverage	45%	38.8%
SETBACKS (in metres)		
Front	7.5 m	4.5 m
Rear	7.5 m	6.25 m
Side #1 (West)	7.5 m	4.5 m
Side #2 (East)	7.5 m	6.o m
BUILDING HEIGHT (in metres/storeys)		
Principal	13.0 m	9.2 m
Accessory		
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		11
Total		11
FLOOR AREA: Residential		1779.43 sq. m
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		2284 sq. m

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

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		55 uph/22 upa
FAR (gross)		
FAR (net)	1.0	0.85
AMENITY SPACE (area in square metres)		
Indoor	3 sq. m per unit	33 sq. m
Outdoor	3 sq. m per unit	33 sq. m
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		22
Residential Visitors		2
Institutional		
Total Number of Parking Spaces		24
Number of accessible 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	YES
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CONSULTANTS:

ARCHITECTURAL:

BILLARD ARCHITECTURE INC. #701 - 625 5th Avenue

NEW WESTMINSTER, BC, V3M 1X4 PHONE: (604) 619-0529 CONTACT: Robert Billard, AIBC EMAIL: Robert@billardarchitecture.ca

108 AVE TOWNHOMES SURREY, B.C.

ARCHITECTURAL:

A0 00 COVER SHEET AND LIST OF DRAWINGS

PROJECT RENDERS

A0.20

A1.00 A1.11 SITE PLAN

SITE CONTEXT SITE STREETSCAPE

A1.13 ELEVATION STREETSCAPE

A2.10 MAIN FLOOR PLAN

A2 20 SECOND FLOOR PLAN

THIRD FLOOR PLAN

A2.40

A3.01 NORTH & EAST ELEVATIONS A3 02

SOUTH & WEST ELEVATIONS INTERIOR EAST & WEST ELEVATIONS

A4.01 BUILDING SECTION - AA, BB, CC

A6.01 SHADOW STUDY Appendix II

DO NOT SCALE THE DRAWINGS

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2 21.12.2018 DP REVISION

1 13.11.2018 ISSUE FOR DP NO. DATE REVISION



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108th Avenue Townhomes 14313, 14321 108 AVE SURREY, BC

COVER SHEET & LIST OF DRAWINGS

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108TH AVE - Townhomes

AREAS	GROSS	S AREA	RESIDENTIAL	GROSS AREA	INDOOR	MENITY	ROOF	DECKS	RESIDENTIAL	BALCONIES	GARAGE EX	CLUSION
FLOOR	SQ M	SQ FT	SQ M	SQ FT	SQ M	SQ FT	SQM	SQ FT	SQ M	SQ FT	SQ M	SQ FT
1	799.36	8604.25	297.36	3200.72	33.10	356.24	0.00	0.00	0.00	0.00	416.32	4481.24
2	676.79	7284.86	667.77	7187.76	0.00	0.00	32.60	350.91	91.99	990.12	0.00	0.00
3	735.53	7917.16	731.55	7874.37	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
TOTAL	2211.68	23806.27	1696.68	18262.86	33.10	356.24	32.60	350.91	91.99	990.12	416.32	4481.24

FLOOR AREAS	SQ M	SQ FT
BUILDING	2211.68	23806.
TOTAL	2211.68	23806.
TOTAL EXEMPTION	449.42	4837.4
AREA FOR FSR	1762.26	18968.
FSR	0.83	0.8

TOTAL NUMBER OF UNITS	1	1	
UNIT MIX		% BREAKDOWN	
2 BED TOWNHOME	1	9.09%	
3 BED TOWNHOME	8	72.73%	
4 BED TOWNHOME	2	18.18	
_	11	100.00%	

SETBACKS			
	REQUIRED	PROPOSED	COMMENT
FRONT- BUILDING	4.50m	4.53m	
ROAD WIDENING	2.80m	2.80m	
REAR	6.00m	6.25m	
SIDE (WEST)	4.50m	4.50m	
SIDE (EAST)	6.00m	6.00m	

	ALLOWED	PROPOSED
BUILDING	-	9.14m
LOT COVERAGE	SO M	SOFT
LOT COVERAGE	SQ M	SQ FT
LOT COVERAGE BUILDING FOOTPRINT	SQ M 799.36	

SITE & ZONING INFO	SITE & ZONING INFO					
SQM	SQ FT					
2119.45	22813.57					

RESIDENTIAL UNIT BREAKDOWN

FLOOR	UNIT#	GROSS AREA (SQ FT)	GROSS AREA (SQ M)	NET AREA (SQ FT)	NET AREA (SQ M)	# OF BEDROOMS
	101-1	646.96	60.10	175.92	16.34	-
	102-1	657.87	61.12	183.13	17.01	
	103-1	768.15	71.36	286.82	26.65	
	104-1	765.63	71.13	286.82	26.65	
	105-1	765.63	71.13	286.82	26.65	
1 1	106-1	869.01	80.73	318.69	29.61	
	107-1	772.23	71.74	286.82	26.65	-
	108-1	765.63	71.13	286.82	26.65	-
	109-1	765.63	71.13	286.82	26.65	
	110-1	765.63	71.13	286.82	26.65	
	111-1	865.97	80.45	319.74	29.70	
# OF UNITS	11	8408.32	781.13	3005.22	279.18	

FLOOR	UNIT #	GROSS AREA (SQ FT)	GROSS AREA (SQ M)	NET AREA (SQ FT)	NET AREA (SQ M)	# OF BEDROOMS
	101-2	651.22	60.50	572.30	53.17	
	102-2	661.97	61.50	596.26	55.39	-
	103-2	661.97	61.50	596.26	55.39	
	104-2	661.97	61.50	596.26	55.39	-
_	105-2	661.97	61.50	596.26	55.39	-
2	106-2	747.58	69.45	664.62	61.74	
_	107-2	662.59	61.55	596.26	55.39	
	108-2	662.59	61.55	596.26	55.39	
	109-2	662.59	61.55	596.26	55.39	
	110-2	662.59	61.55	596.26	55.39	-
	111-2	749.43	69.62	664.37	61.72	
# OF UNITS	11	7446.49	691.78	6671.36	619.77	

		GROSS AREA	GROSS AREA	NET AREA	NET AREA	# OF
FLOOR	UNIT#	(SQ FT)	(SQ M)	(SQ FT)	(SQ M)	BEDROOMS
	101-3	702.40	65.25	620.06	57.60	3
	102-3	714.00	66.33	646.01	60.01	3
	103-3	714.00	66.33	646.01	60.01	3
	104-3	714.00	66.33	646.01	60.01	3
3	105-3	714.00	66.33	646.01	60.01	3
	106-3	808.01	75.06	720.08	66.90	4
	107-3	862.75	80.15	769.67	71.50	4
	108-3	714.62	66.39	646.01	60.01	3
	109-3	714.62	66.39	646.01	60.01	3
	110-3	714.62	66.39	646.01	60.01	3
	111-3	807.86	75.05	720.08	66.90	4
# OF UNITS	11	8180.87	760.00	7351.97	683.00	

 	-	

TOWNHOUSE UNIT BREAKDOWN						
	GROSS AREA	GROSS AREA	NET AREA	NET AREA	# OF	
TOWNHOME #	(SQ FT)	(SQ M)	(SQ FT)	(SQ M)	BEDROOMS	
101	2000.58	185.9	1368.28	127.1	3	
102	2033.85	188.9	1425.40	132.4	3	
103	2144.13	199.2	1529.09	142.1	3	
104	2141.60	199.0	1529.09	142.1	3	
105	2141.60	199.0	1529.09	142.1	3	
106	2424.60	225.2	1703.39	158.2	4	
107	2297.57	213.4	1652.75	153.5	4	
108	2142.83	199.1	1529.09	142.1	3	
109	2142.83	199.1	1529.09	142.1	3	
110	2142.83	199.1	1529.09	142.1	3	
111	2423.26	225.1	1704.19	158.3	4	
11	24035.7	2232.9	17028.5	1582.0		

PARKING RESIDENTIAL

REQUIRED VEHICLE PARKING (CITY of SURREY)		UNITS	STALLS REQ.	REFERENCE
	GROUND ORIENTED			
RESIDENTIAL	2.00/UNIT	11	22	PART 5 TABLE C.:
VISITOR	0.20/UNIT	11	2	PART 5 TABLE C.:
ACCESSIBILITY*	0/SPACE IF LESS THAN 51		0	PART 5.3
Total Stalls Required			24	

PARKING SPACE BREAKDOWN	DIMENSIONS	ALLOWABLE / REQUIRED	PROPOSED	REFERENCE
RESIDENTIAL COMPACT (35% MAX)	2.85M X 4.9M	7 MAX		PART 5 B.1.c
RESIDENTIAL DOUBLE GARAGE	2.85M X 6.1M	15 MIN	22	PART 5 B.2.a
RESIDENTIAL ACCESSIBLE	3.70M X 5.50M	0 REQ	0	PART 5 B.1.a
VISITOR STANDARD	2.90M X 5.50M	2 MIN	2	PART 5 B.1.a
VISITOR ACCESSIBLE	3.90M X 5.50M	0 REQ		150.73

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PROJECT DETAILS

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108th Avenue Townhomes

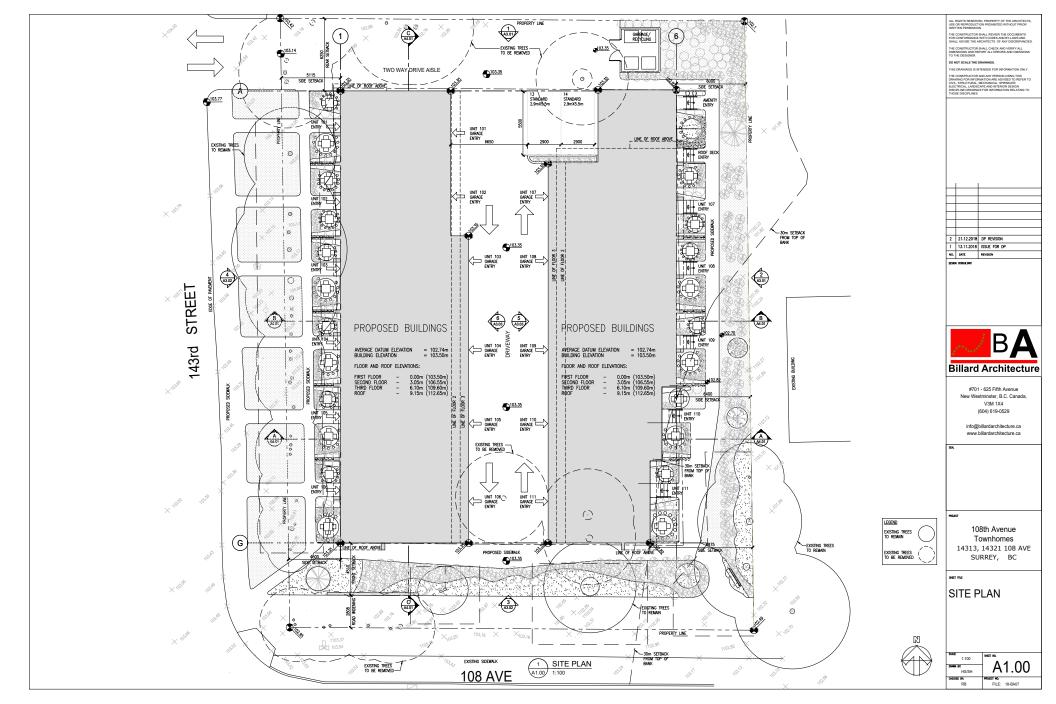
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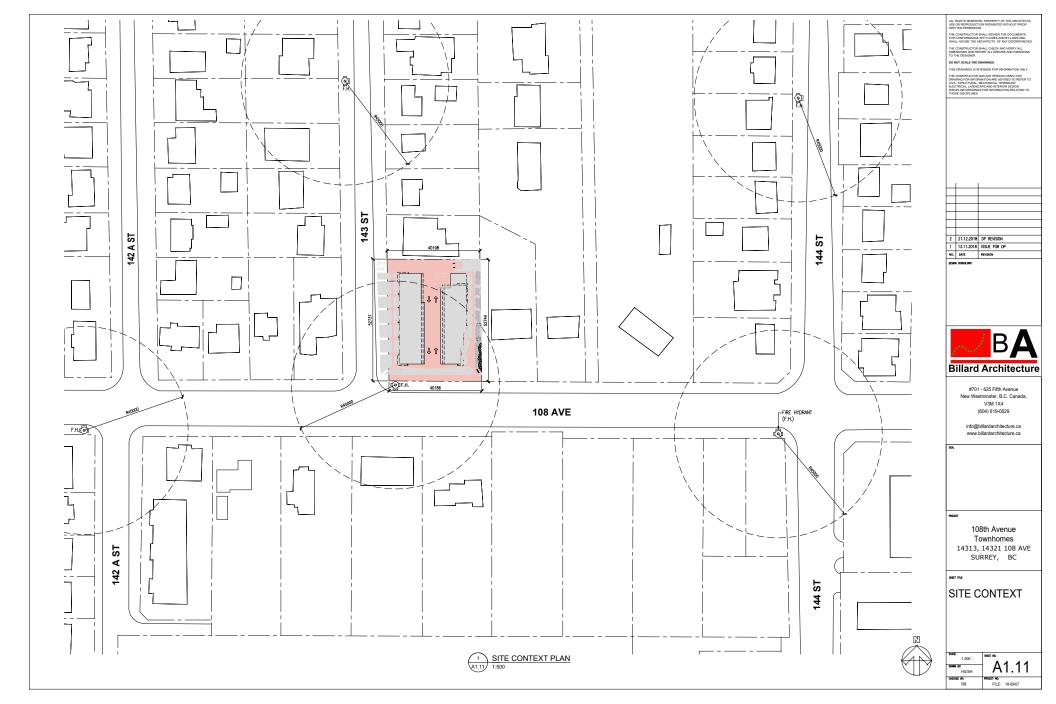
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PROJECT RENDERS

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1 SITE CONTEXT PLAN



2 108 AVE - LOOKING EAST FROM SITE



3 STREETSCAPE 108 AVE



STREETSCAPE 143 ST

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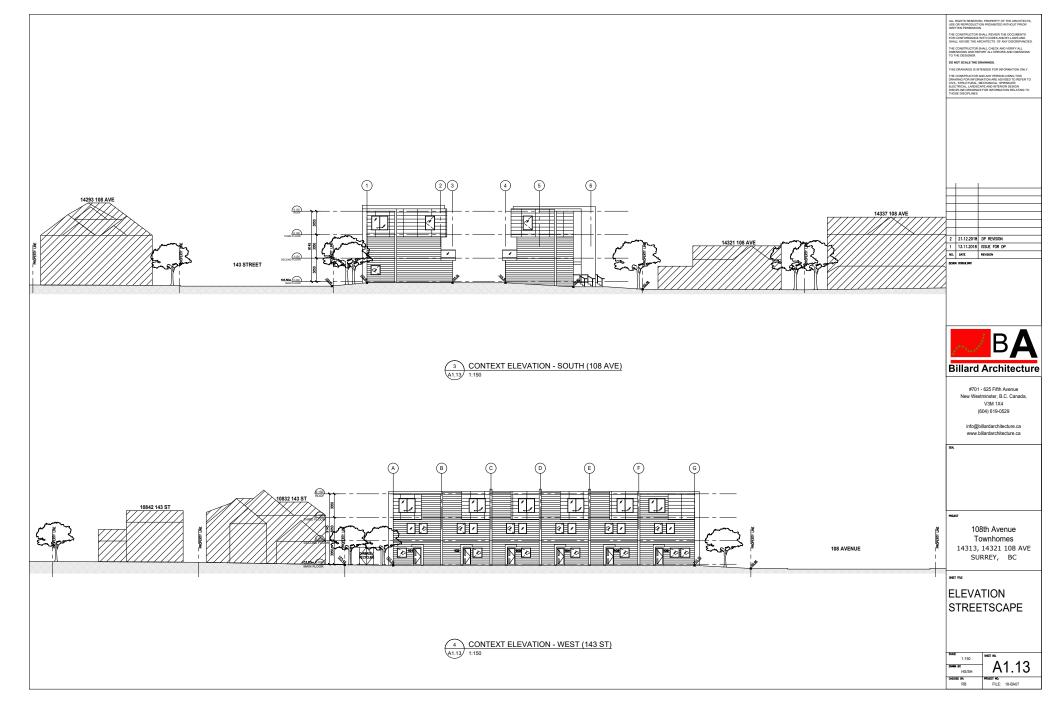
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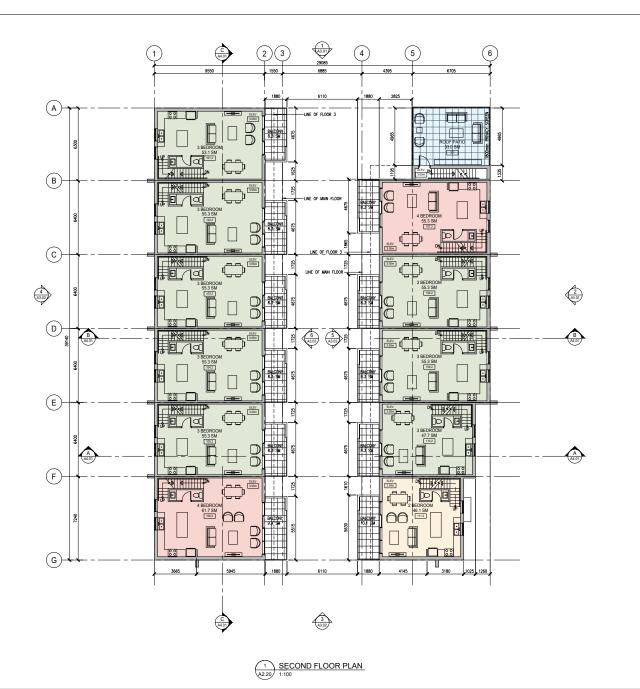
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108th Avenue Townhomes

14313, 14321 108 AVE SURREY, BC

AMENITY AMENITY

2 BEDROOM UNIT 4 BEDROOM UNIT

COLOUR LEGEND

SECOND FLOOR PLAN

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108th Avenue Townhomes 14313, 14321 108 AVE

SURREY, BC

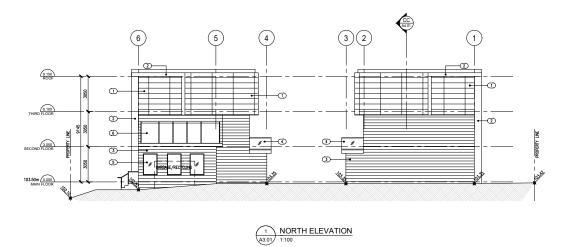
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3 BEDROOM UNIT
4 BEDROOM UNIT

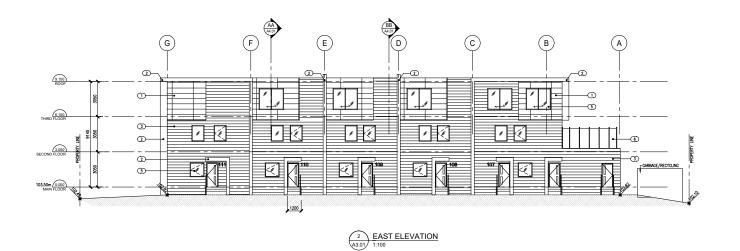
THIRD FLOOR PLAN



A2.30 HS/SH FILE: 18-BA07

THIRD FLOOR PLAN
1:100





EXTERIOR FINISHES:

- 1 HARDI PANEL (WHITE)
- 2 COMOPOSITE METAL PANEL (ORANGE)
- 3 HARDI PANEL (BLACK)
- 1 TEMPERED CLEAR GLASS GUARD
- TEMPERED CLEAR GLASS
- 5 PUNCHED GLASS WINDOW
- 6 PRIVACY SCREEN
- 7 OVERHEAD GARAGE DOOR

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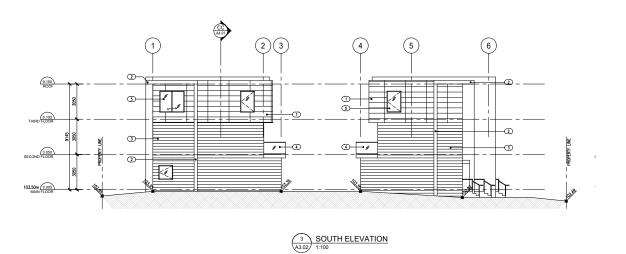
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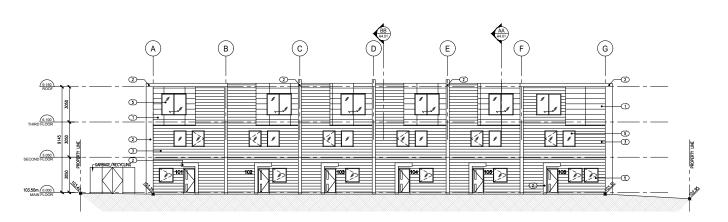
108th Avenue Townhomes

14313, 14321 108 AVE SURREY, BC

SEET TE

NORTH & EAST ELEVATIONS





WEST ELEVATION
1:100

EXTERIOR FINISHES:

- 1 HARDI PANEL (WHITE)
- 2 COMOPOSITE METAL PANEL (ORANGE)
- 3 HARDI PANEL (BLACK)
- 4 TEMPERED CLEAR GLASS GUARD
- 5 PUNCHED GLASS WINDOW 6 PRIVACY SCREEN
- OVERHEAD GARAGE DOOR

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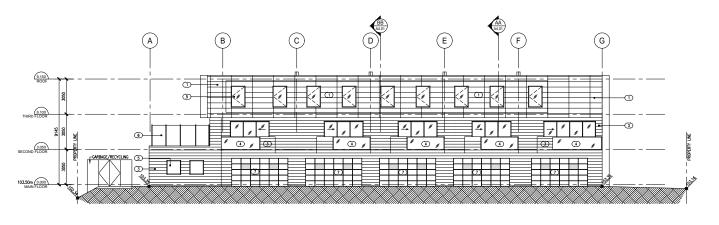
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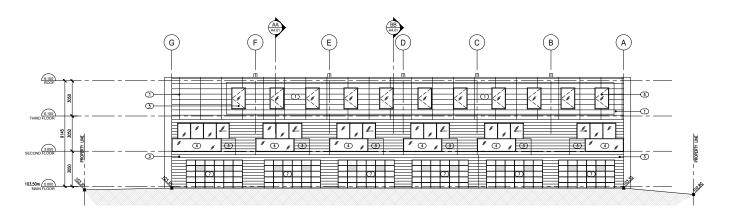
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SOUTH & WEST ELEVATIONS

1:100 A3.02 DAWN EN HS/SH CHECKED SIN: FILE: 18-BA07







6 INTERIOR EAST ELEVATION
1:100

EXTERIOR FINISHES:

1 HARDI PANEL - (WHITE)

2 COMOPOSITE METAL PANEL - (ORANGE)

3 HARDI PANEL - (BLACK)

4) TEMPERED CLEAR GLASS GUARD

5 PUNCHED GLASS WINDOW

6 PRIVACY SCREEN

OVERHEAD GARAGE DOOR

THE CONSTRUCTOR SHALL REVIEW THE DOCUMENTS FOR CONFORMANCE WITH CODES AND BY-LAWS AND SHALL ADVISE THE ARCHITECTS OF ANY DISCREPAN

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INTERIOR EAST & WEST ELEVATIONS

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