

# City of Surrey PLANNING & DEVELOPMENT REPORT File: 7919-0166-00

Planning Report Date: November 4, 2019

### PROPOSAL:

# • **Rezoning** from RH to CD

to permit the development of a covered tennis court in the rear yard.

**LOCATION:** 5438 - 127 Street (12735 - 54 Avenue)

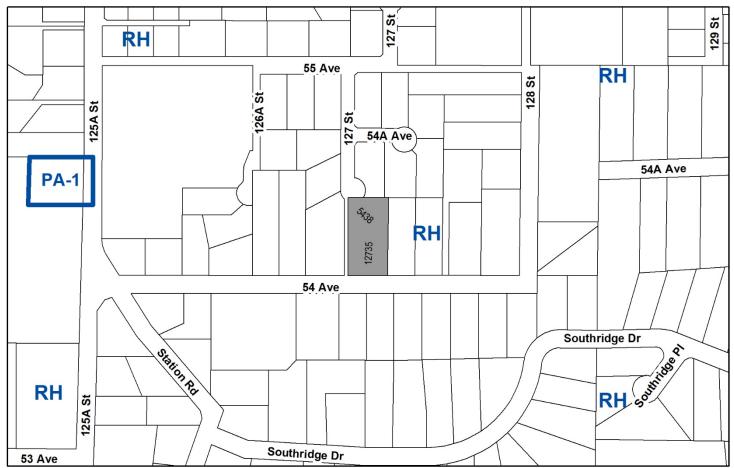
**ZONING:** RH

OCP Suburban

**DESIGNATION:** 

LAP Suburban residential (1/2 acre)

**DESIGNATION:** 



### **RECOMMENDATION SUMMARY**

• Council refer the application back to staff to work with the applicant on a development proposal that addresses concerns raised by area residents and the West Panorama Ridge Ratepayers Association.

#### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

None.

### **RATIONALE OF RECOMMENDATION**

- The applicant is proposing an increase in the maximum allowable lot coverage, Floor Area Ratio (FAR), and accessory building height in order to construct an accessory covered tennis court that is not a permitted use on the subject property under the current RH zoning.
- The subject property fronts both 127 Street and 54 Avenue. The proposed accessory structure would have a substantial visual impact on the streetscape along 54 Avenue due to the surrounding residences that front 54 Avenue.
- The proposed increase in accessory building height is significant (100% larger than is currently allowed under the RH Zone) and would result in a substantial accessory building fronting 54 Avenue.
- Area residents and the West Panorama Ridge Ratepayers' Association (WPRRA) have raised concerns with the proposal, specifically the increase in lot coverage, increase in floor area ratio (FAR), accessory building height, drainage impact and visual impact on 54 Avenue.
   Residents have stated that at this scale and design, the accessory building would be out of context with the existing homes fronting 54 Avenue.
- The applicant is aware of the concerns raised by area residents and the West Panorama Ridge Ratepayers' Association. The applicant has made some revisions to the proposal since being made aware of the concerns, however the West Panorama Ridge Ratepayers' Association continues to have concerns.

### RECOMMENDATION

The Planning & Development Department recommends that:

1. Council refer the application back to staff to work with the applicant to address concerns raised by area residents and the West Panorama Ridge Ratepayers Association to further mitigate the visual impact of the proposed covered tennis court, through landscape buffering, and potential design revisions.

If, however, Council feels that there is sufficient merit to advance the proposal to a Public Hearing, the appropriate motions are as follows:

- 1. Council introduce a By-law to rezone the subject site from "Half-Acre Residential Zone (RH)" to "Comprehensive Development Zone (CD)" and a date be set for Public Hearing.
- 2. Council instruct staff to resolve the following issues prior to final adoption:
  - (a) 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;
  - (b) submission of a finalized arborist report, tree survey and a statement regarding tree preservation and tree retention to the satisfaction of the City Landscape Architect and the Parks, Recreation & Culture Department;
  - (c) approval from the Ministry of Transportation & Infrastructure;
  - (d) ensure that all engineering requirements are addressed to the satisfaction of the General Manager, Engineering; and
  - (e) submission of a Code Consultant Report for the covered tennis court structure, that demonstrates adherence to BC Building Code requirements, to the satisfaction of the General Manager, Planning & Development Services.

### **REFERRALS**

Engineering: The Engineering Department has no objection to the project

subject to the completion of Engineering requirements as outlined

in Appendix III.

Ministry of Transportation & Infrastructure (MOTI):

Preliminary Approval is granted for the rezoning for one year

pursuant to section 52(3)(a) of the Transportation Act.

Surrey Fire Department: No referral required.

### **SITE CHARACTERISTICS**

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

### **Adjacent Area:**

Direction	Existing Use	LAP Designation	<b>Existing Zone</b>
North:	Single family residential	Suburban Residential	RH
		(1/2 Acre)	
East:	Single family residential	Suburban Residential	RH
		(1/2 Acre)	
South (Across 54 Avenue):	Single family residential	Suburban Residential	RH
		(1/2 Acre)	
West:	Single family residential	Suburban Residential	RH
		(1/2 Acre)	

### **DEVELOPMENT CONSIDERATIONS**

### **Background:**

- The subject property, located at 5438 127 Street, is designated "Suburban" in the Official Community Plan, "Suburban residential (1/2 acre)" in the West Panorama Ridge Local Area Plan, and is zoned "Half-Acre Residential Zone (RH)".
- The subject site is considered a through lot by definition in the Zoning By-law, because it has frontages along 127 Street and 54 Avenue. There is an existing single family home on the subject property that faces 127 Street with an existing uncovered tennis court in the rear yard adjacent to 54 Avenue.

### **Current Proposal:**

- The applicant is proposing to rezone the subject property from "Half-acre Residential Zone (RH)" to "Comprehensive Development Zone (CD)" in order to permit a covered tennis court fronting 54 Avenue and abutting the east side yard (Appendix II). The existing single family dwelling is proposed to be retained.
- The proposed covered tennis court will be 555.5 square metres (5890 sq. ft.) in size with a height of 8.0 metres (26 ft.). The cover will be constructed of a steel frame with a fabric cladding coverage.
- The proposed structure must comply with the applicable requirements of the BC Building Code. Building Division staff are currently in the process of reviewing the applicant's submitted Code Consultant Report.

### CD Zone:

The proposal to rezone to a CD Zone will be based on the RH Zone with amendments to the
permitted uses, lot coverage, floor area ratio (FAR), accessory building setback and accessory
building height.

• The current accessory uses permitted under the RH Zone are limited to bed and breakfast use and the keeping of boarders or lodgers. The RH Zone does not permit an accessory use of a covered tennis court. The CD Zone will retain the permitted uses allowed under the RH Zone with the addition of a third accessory use allowing a covered tennis court with a maximum floor area of 556 square metres (6,000 sq. ft.).

- The current allowable lot coverage is 976 square metres (10,505 sq. ft.) based on the maximum 25% lot coverage specified in the RH Zone. The existing lot coverage of the single family dwelling on the subject property is 14%. The proposed lot coverage, including both the dwelling and the covered tennis court, is 1131 square metres (12,172 sq. ft.), which is equivalent to 29% of the site.
- The current maximum allowable floor area is 976 square metres (10,506 sq. ft.) based on a maximum FAR of 0.25 specified in the RH Zone. The proposal requires the maximum allowable floor area ratio to be increased from 0.25 to 0.39 in order to permit the addition of the covered tennis court. The total floor area proposed for the subject property for the existing single family dwelling and the proposed covered tennis court is 1,512 square metres (16,275 sq. ft.).
- Due to the subject property fronting both 127 Street and 54 Avenue, the front yard setback requirements apply to both the north and south property lines. Accessory buildings greater than 10 square metres (108 sq. ft.) in size are required to be setback 18.0 metres (60 ft.) from the front lot line, under the RH Zone. The CD Zone will retain the front yard setback requirement for an accessory building greater than 10 square metres (108 sq. ft.) at 18.0 metres (60 ft.) with an exception to allow a covered tennis court to have a 5.9 metres (19 ft.) front yard setback from the south property line abutting 54 Avenue.
- The current maximum allowable height for any accessory buildings or structures is 4 metres (13 ft.) under the RH Zone. The proposed CD Zone will retain the maximum height of 4.0 metres (13 ft.) for accessory buildings, with an exception to allow a covered tennis court to have a maximum height up to 8.0 metres (26 ft.).
- The applicant has provided letters of support from some of the neighboring property owners, however the applicant was unable to attain written letters of support from two of the nearby property owners across 54 Avenue nor the property owner directly to the east at 12741 54 Avenue.

## Applicant's Rationale

- The applicant has provided the following rational for the proposed rezoning:
  - The existing trees along 54 Avenue with the proposed additional tree plantings will aid in screening the covered tennis court from the street and the properties across 54 Avenue.
  - The property to the east has a number of significant trees that will provide screening of the covered tennis court from the property owner's front yard at 12741 54 Avenue.

Letters of support have been provided from 4 nearby residents including the property owner directly to the west at 5445 – 127 Street and two property owners directly across 54 Avenue at 12728 – 54 Avenue and 12686 – 54 Avenue. The owner of the subject property has indicated that the property owner directly to the east at 12741 – 54 Avenue expressed verbally that he supports the application, however a written letter was not provided.

### **PRE-NOTIFICATION**

Pre-notification letters were mailed out on August 16, 2019 to 73 property owners with lots within 100 metres (328 ft.) of the subject property. Development Proposal Signs were installed along the frontages of 54 Avenue and 127 Street on August 14, 2019.

Staff also received correspondence from 3 members of the public with concerns regarding the increase in floor area ratio (FAR), lot coverage, accessory building height, and visual impact of the covered tennis court along 54 Avenue.

Staff received correspondence from the West Panorama Ridge Ratepayers Association (WPRRA) stating the community association's opposition to the rezoning proposal due to concerns with the increase in floor area ratio (FAR), lot coverage, accessory building height, drainage and visual impact of the covered tennis court along 54 Avenue.

(Staff provided the WPRRA's comments to the applicant. In response to the WPRRA the applicant proposed additional tree planting along 54 Avenue in an attempt to shield the proposed tennis court cover from 54 Avenue.)

### **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.
- As a condition of Final Adoption of the Rezoning By-law, the applicant will be required to provide a \$1,000 per unit contribution to the Affordable Housing Reserve Fund, totaling \$1,000 for 1 existing lot.

### **TREES**

Dave Andermatt, ISA Certified Arborist of Pacific Sun Tree Services, prepared an Arborist
Assessment for the subject property. There are three Douglas Fir trees and one Western Red
Cedar located adjacent to the rear property line 54 Avenue. Three of the four trees are City
trees with one of the Douglas Firs being a shared tree between the City and the subject
property. The Arborist Assessment proposes retention of all four trees.

• The project arborist is proposing tree protection fencing that does not extend to the exterior limits of the tree protection zone for three City trees and one shared tree. Trees and Landscaping staff and Parks, Recreation & Culture staff have raised concerns on the impact of the critical root zones of the adjacent City trees due to the proposed siting of the proposed covered tennis court. (Appendix IV)

• In response to the feedback received from area residents and the West Panorama Ridge Ratepayers Association, the applicant proposes an additional twelve Western Red Cedars to be planted between the existing trees and the proposed covered tennis court to screen the covered tennis court from 54 Avenue. The arborist assessment recommends the planting centers of the proposed trees to be 2 metres (6 ft.) apart with recommended tree heights of 3 metres (10 ft.) to balance the objective for screening with limiting the disturbance in the tree protection zones of the existing trees. The applicant has provided renderings to illustrate the tree screening in relation to the proposed covered tennis court. (Appendix V)

### **PROJECT EVALUATION**

- The increase in the maximum allowable floor area and accessory building height is a significant increase. The proposed covered tennis court would result in a 55% increase in the maximum allowable floor area and a 100% increase in the maximum allowable accessory building height under the current RH Zone. This would result in a substantial accessory structure in scale and massing along 54 Avenue.
- The proposed design of the covered tennis court does not fit within the neighborhood context of the homes which front 54 Avenue.
- Area residents have raised objections to the proposal, citing concerns that the rezoning would negatively impact the streetscape and nearby property owners along 54 Avenue. The West Panorama Ridge Ratepayers Association has expressed similar concerns with the proposal.
- The proposed tree retention and tree plantings recommended by the project arborist has not received approval from City staff, and there is concern with the potential impact of the critical root zones of the City trees along 54 Avenue.

### **CONCLUSION**

- Given the level of concern raised by local residents and the West Panorama Ridge Ratepayers
  Association, the Planning and Development Department recommends that this application be
  referred back to staff to work with the applicant on addressing the concerns to further
  mitigate the visual impact of the proposed covered tennis court, through landscape buffering,
  and potential design revisions.
- Should Council feel that there is sufficient merit to advance the application to Public Hearing, Council may introduce a By-law to rezone the subject site from "Half-Acre Residential Zone (RH)" to "Comprehensive Development Zone (CD)" and set a date for Public Hearing.

# **INFORMATION ATTACHED TO THIS REPORT**

The following information is attached to this Report:

Appendix I. Project Data Sheet

Appendix II. Site Plan and Design Drawings

Appendix III. Engineering Summary

Appendix IV. Tree Preservation and Planting Plan

Appendix V. Tree Screening Renderings Appendix VI. Proposed CD By-law

original signed by Ron Hintsche

Jean Lamontagne General Manager Planning and Development

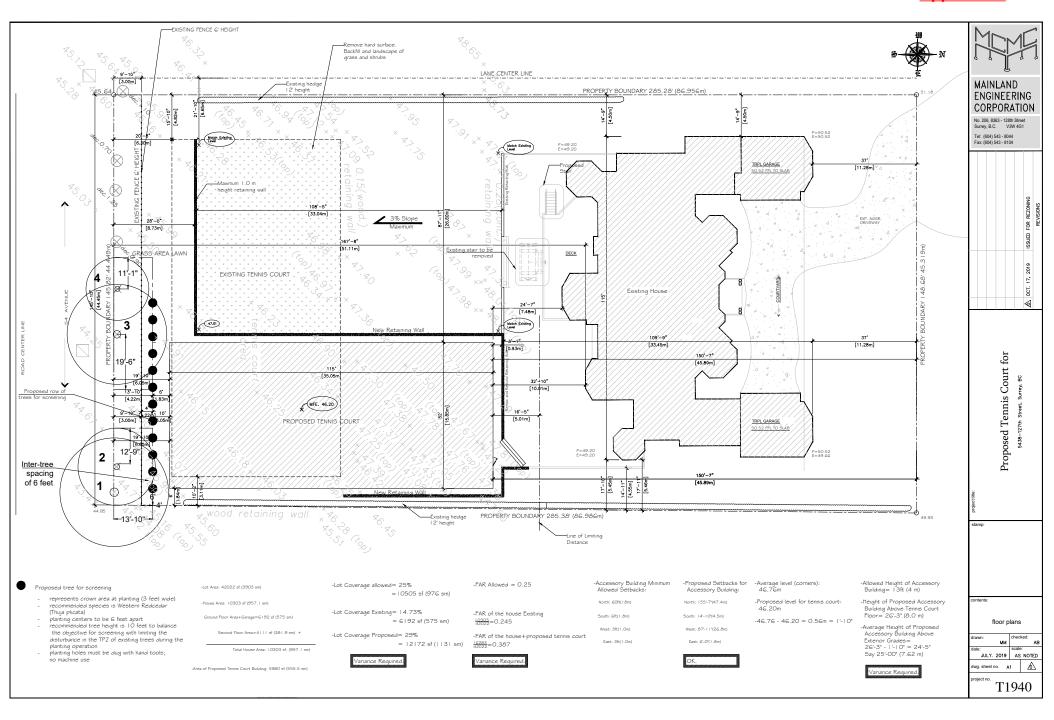
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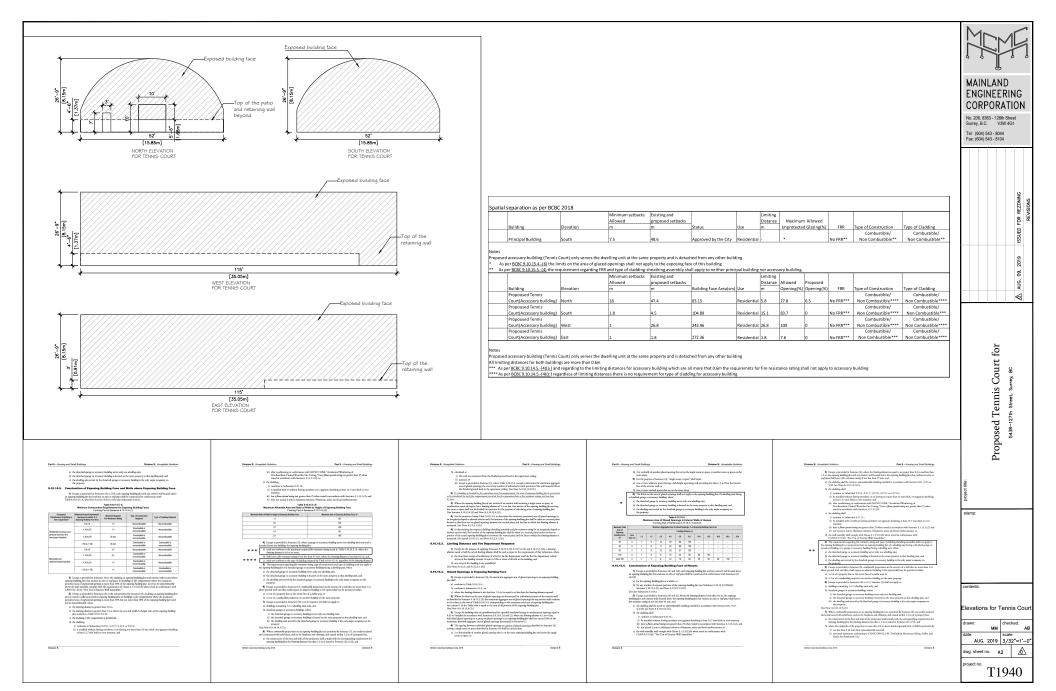
# **DEVELOPMENT DATA SHEET**

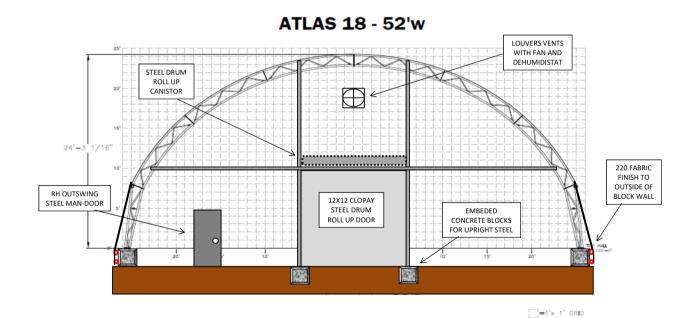
# **Proposed Zoning: CD**

Required Development Data	Current RH Zone	Proposed (CD)
LOT AREA* (in square metres)	3903 sq. m.	3903 sq. m.
LOT COVERAGE (in % of net lot area)	25%	29%
ACCESORY BUILDING SETBACKS (in metres)		
Front	18.0 m.	18.0 m.* (6.0 m. for
		proposed accessory
		tennis court court
Rear	1.8 m.	1.8 m.
Side #1 (W)	1.0 m.	1.0 m.
Side #2 (E)	1.0 m.	1.0 m.
BUILDING HEIGHT (in metres)		
Principal	9 m.	9 m.
Accessory	4 m.	4 m. (excluding proposed
		covered tennis court with
		height of 8 m.)
FLOOR AREA RATIO	25%	39%
TOTAL BUILDING AREA (in metres)	957 sq. m.	1,512 sq. m.

# **Appendix II**









# INTER-OFFICE MEMO

TO:

Manager, Area Planning & Development

- South Surrey Division

Planning and Development Department

FROM:

**Development Services Manager, Engineering Department** 

DATE:

Oct 30, 2019

PROJECT FILE:

7819-0166-00

RE:

Engineering Requirements Location: 5438 127 Street

**REZONE** 

# Property and Statutory Right-of-Way Requirements

dedicate the remaining section of 14.0 m radius cul-de-sac bulb along frontage of 127
 Street.

### Works and Services

- construct the reminder of cul-de-sac bulb along frontage of 127 Street, including curb and gutter, pavement, and catch basins. To facilitate this construction, removal and relocation of existing brick wall and fencing will be required, at the owners cost.
- the proposed rezoning application will result in an increase in impervious coverage from the existing outdoor tennis court. There is to be no net increase in flows and volume up to the 100-year event from this site. The applicant is required to design and construct the appropriate storm mitigation features required to be installed on the property.

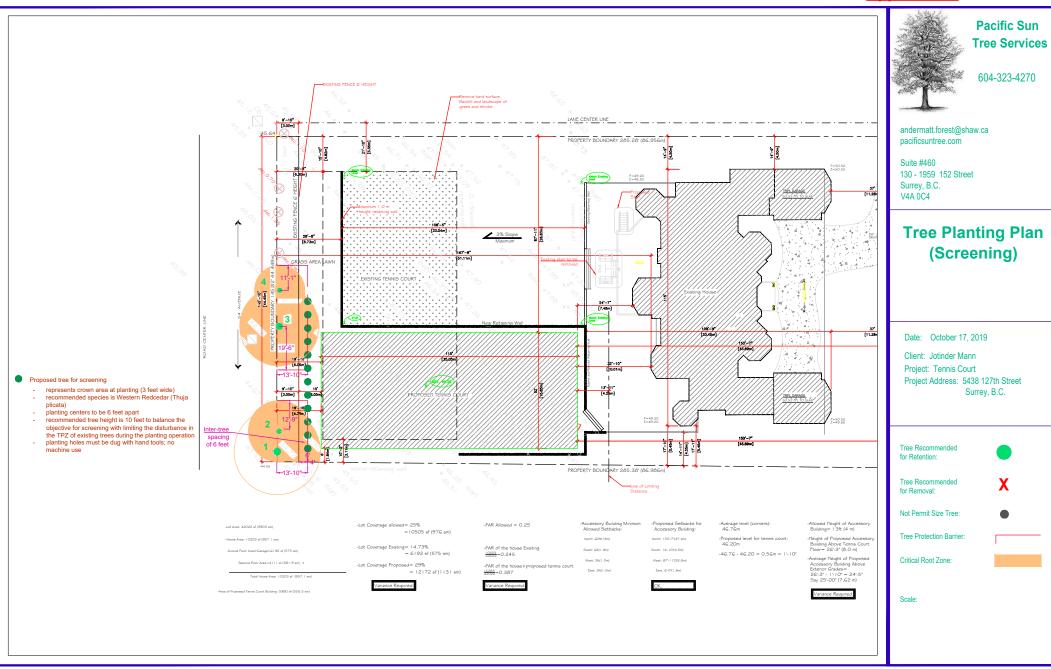
A Servicing Agreement is required prior to Rezone.

Tommy Buchmann, P.Eng.

Development Services Manager

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# **Appendix IV**

















### **CITY OF SURREY**

BYLAW NO.	BYI.	AW	NO.		
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THE CITY COUNCIL of the City of Surrey ENACTS AS FOLLOWS:

1. Surrey Zoning By-law, 1993, No. 12000, as amended, is hereby further amended, pursuant to the provisions of Section 479 of the <u>Local Government Act</u>, R.S.B.C. 2015 c. 1, as amended by changing the classification of the following parcels of land, presently shown upon the maps designated as the Zoning Maps and marked as Schedule "A" of Surrey Zoning By-law, 1993, No. 12000, as amended as follows:

FROM: HALF-ACRE RESIDENTIAL ZONE (RH)

TO: COMPREHENSIVE DEVELOPMENT ZONE (CD)

Parcel Identifier: 013-037-587 Lot 2 District Lot 51 Group 2 New Westminster District Plan 80448

5438 - 127 Street

(hereinafter referred to as the "Lands")

2. The following regulations shall apply to the *Lands*:

#### A. Intent

This Comprehensive Development Zone is intended to accommodate and regulate the development of a *single family dwelling* and an ancillary covered tennis court on a suburban *lot*.

### **B.** Permitted Uses

The *Lands* and *structures* shall be used for the following uses only, or for a combination of such uses:

1. One single family dwelling which may contain 1 secondary suite.

- 2. *Accessory uses* including the following:
  - (a) Bed and breakfast use in accordance with Section B.2, Part 4
    General Provisions, of Surrey Zoning By-law, 1993, No. 12000, as amended;
  - (b) The keeping of *boarders* or *lodgers* in accordance with Section B.2, Part 4 General Provisions, of Surrey Zoning By-law, 1993, No. 12000, as amended: and
  - (c) A covered tennis court with a maximum floor area of 556 square metres [6,000 sq. ft].

### C. Lot Area

Not applicable to this Zone.

### D. Density

- 1. (a) For the purpose of this Section and notwithstanding the definition of *floor area ratio* in Part 1 Definitions of Surrey Zoning By-law, 1993, No. 12000, as amended, all covered areas used for parking shall be included in the calculation of *floor area ratio* unless the covered parking is located within the *basement*; and
  - (b) For building construction within a *lot*:
    - i. The *floor area ratio* shall not exceed 0.39, provided that, of the resulting allowable floor area, 67 square metres [720 sq. ft.] shall be reserved for use only as a garage or carport, and 584 square metres [6,290 sq. ft.] shall be reserved for use only as *accessory buildings* and *structures*, of which a maximum of 556 square metres [6,000 sq. ft.] is reserved for use only as a covered tennis court; and
    - ii. For the purpose of this Section and notwithstanding the definition of *floor area ratio* in Part 1 Definitions of Surrey Zoning By-law, 1993, No. 12000, as amended, the following must be included in the calculation of *floor area ratio*:
      - (a) Covered areas used for parking, unless the covered parking is located within the *basement*;
      - (b) The area of an *accessory building* in excess of 10 square metres [108 sq. ft.];

- (c) Covered outdoor space with a height of 1.8 metres [6 ft.] or greater, except for a maximum of 10% of the maximum allowable floor area of which 15 square metres [160 sq. ft.] must be reserved for a front porch or veranda; and
- (d) Floor area including garages and covered parking with extended height exceeding 3.7 metres [12 feet] must be multiplied by 2, excluding:
  - i. staircases;
  - ii. 19 square metres [200 sq. ft.] and
  - iii. floor area directly below a sloped ceiling less than 4.6 metres [15 ft.] in height, provided that the area has at least one wall 3.7 metres [12 ft.] or less in height.

# E. Lot Coverage

The maximum *lot coverage* shall not exceed 29%.

### F. Yards and Setbacks

*Buildings* and *structures* shall be sited in accordance with the following minimum *setbacks*:

Setback Use	Front Yard	Rear Yard	Side Yard	Side Yard on Flanking Street
Principal Building	7.5m. [25 ft.]	7.5m. [25 ft.]	4.5m. [15 ft.]	7.5m. [25 ft.]
Accessory Buildings and Structures Greater Than 10 square metres [108 sq. ft.] in Size	18.0 m.* [60 ft.]		1.0 m. [3 ft.]	7.5 m. [25 ft.]
Other Accessory Buildings and Structures	18.0 m. [60 ft.]	o.o m.	o.o m.	7.5 m. [25 ft.]

Measurements to be determined as per Part 1 Definitions of Surrey Zoning By-law, 1993, No. 12000, as amended.

<sup>\*</sup> The *setback* to a covered tennis court may be reduced to 5.9 metres [19 ft.] measured from 54 Avenue.

# G. Height of Buildings

Measurements to be determined as per Part 1 Definitions of Surrey Zoning By-law, 1993, No. 12000, as amended.

- 1. <u>Principal buildings:</u> The building height shall not exceed 9 metres [30 ft.].
- 2. <u>Accessory buildings and structures</u>: The building height shall not exceed 4 metres [13 ft.] except that where the roof slope and construction materials of an accessory building are the same as that of the principal building, the height of the accessory building may be increased to 5 metres [16.5 ft.]
- 3. Notwithstanding Sub-section 2.G.2, a covered tennis court with a roof slope and differing construction material from the *principal building* is permitted a maximum building height of 8.0 metres (26 ft.).

# H. Off-Street Parking

- 1. Resident parking spaces shall be provided in accordance with Part 5 Off-Street Parking and Loading/Unloading of Surrey Zoning By-law, 1993, No. 12000, as amended.
- 2. Outside parking or storage of *campers*, boats and *vehicles* including cars, trucks and *house trailers* ancillary to the residential use, shall be limited to:
  - (a) A maximum of 3 cars or trucks;
  - (b) *House trailer, camper* or boat provided that the combined total shall not exceed 1; and
  - (c) The total amount permitted under Sub-sections H.2 (a) and (b) shall not exceed 4.
- 3. No outside parking or storage of a *house trailer* or boat is permitted within the *front yard setback*, or within the required *side yards* adjacent the *principal building*, or within 1 metre [3 ft.] of the *side lot line*.

# I. Landscaping

- All developed portions of the *lot* not covered by *buildings*, *structures* or paved areas shall be landscaped including the retention of mature trees. This *landscaping* shall be maintained.
- 2. The boulevard areas of *highways* abutting a *lot* shall be seeded or sodded with grass on the side of the *highway* abutting the *lot*, except at *driveways*.

- 3. The parking or storage of *house trailers* or boats shall be adequately screened by compact evergreen trees or shrubs at least 1.8 metres [6 ft.] in height and located between the said *house trailer* or boat and any point on the lot line within 7.5 metres [25 ft.] of the said *house trailer* or boat, in order to obscure the view from the abutting *lot* or street, except:
  - (a) on a lot, this required landscape screening shall not be located in an area bounded by the intersecting *lot lines* at a street corner and a straight line joining points 9 metres [30 ft.] along the said *lot lines* from the point of intersection of the 2 *lot lines*;
  - (b) where the *driveway* or the parking area is used for parking or storage of a house trailer or boat, the landscape screen is not required within the said driveway; and
  - (c) in the case of rear yards, this screening requirement may be provided by a 1.8 metre [6 ft.] high solid fence.

# J. Special Regulations

- 1. A secondary suite shall:
  - (a) Not exceed 90 square metres [968 sq.ft.] in floor area; and
  - (b) Occupy less than 40% of the habitable floor area of the principal *building*.

### K. Subdivision

*Lots* created through subdivision in this Zone shall conform to the following minimum standards:

Lot Size	Lot Width	Lot Depth
1,858 sq.m.	30 metres	30 metres
[0.5 acre]	[100 ft.]	[100 ft.]

Dimensions shall be measured in accordance with Section E.21 of Part 4 General Provisions of Surrey Zoning By-law, 1993, No. 12000, as amended.

### L. Other Regulations

In addition to all statutes, bylaws, orders, regulations or agreements, the following are applicable, however, in the event that there is a conflict with the provisions in this Comprehensive Development Zone and other provisions in Surrey Zoning By-law, 1993, No. 12000, as amended, the provisions in this Comprehensive Development Zone shall take precedence:

1.	Prior to any use, the <i>Lands</i> must be serviced as set out in Part 2 Uses
	Limited, of Surrey Zoning By-law, 1993, No. 12000, as amended and in
	accordance with the servicing requirements for the RH Zone as set forth in
	the Surrey Subdivision and Development By-law, 1986, No. 8830, as
	amended.

- 2. General provisions are as set out in Part 4 General Provisions of Surrey Zoning By-law, 1993, No. 12000, as amended.
- 3. Additional off-street parking requirements are as set out in Part 5 Off-Street Parking and Loading/Unloading of Surrey Zoning By-law, 1993, No. 12000, as amended.
- 4. Sign regulations are as set out in Surrey Sign By-law, 1999, No. 13656, as amended.
- 5. Special *building setbacks* are as set out in Part 7 Special Building Setbacks, of Surrey Zoning By-law, 1993, No. 12000, as amended.
- 6. *Building* permits shall be subject to the Surrey Building Bylaw.
- 7. Tree regulations are set out in Surrey Tree Protection Bylaw, 2006, No. 16100, as amended.
- This By-law shall be cited for all purposes as "Surrey Zoning By-law, 1993, No. 12000, 3. Amendment By-law, , No. PASSED FIRST READING on the th day of , 20 . PASSED SECOND READING on the th day of , 20 . PUBLIC HEARING HELD thereon on the th day of , 20 . PASSED THIRD READING on the th day of , 20 . RECONSIDERED AND FINALLY ADOPTED, signed by the Mayor and Clerk, and sealed with the Corporate Seal on the th day of , 20 . MAYOR

**CLERK**