

Corporate Report

NO: L003

COUNCIL DATE: February 21,

2005

REGULAR COUNCIL – LAND USE

TO: Mayor & Council DATE: February 17,
2005

FROM: General Manager, Planning and Development FILE: 7904-0297-00
7904-0297-01

SUBJECT: Proposed Kwantlen University College in Cloverdale
5510 - 180 Street and 5235 - 184 Street
Development Permit and Development Variance
Permit

RECOMMENDATION

The Planning and Development Department recommends that Council:

1. Receive this Report as information;
2. Approve Development Variance Permit No. 7904-0297-00, authorize the Mayor and Clerk to sign the Permit, and authorize the transfer of the Permit to the heirs, administrators, executors, successors and assigns of the title of the land within the terms of the Permit;
3. Authorize staff to administratively incorporate minor modifications to the site plan in the Development Permit drawings for Phase I of Kwantlen's Cloverdale campus, if necessary, to accommodate transit buses on-site; and
4. Instruct the City Clerk to forward a copy of this Corporate Report and the related Council Resolution to the Kwantlen Student Association and the applicant, Kwantlen University College.

INTENT

The intent of this report is to:

1. Provide information to Council, regarding the issues raised at the November 29, 2004, Regular Council - Land Use Meeting by the delegation representing the Kwantlen Student Association (the "KSA"); and
2. Recommend that Council approve Development Variance Permit No. 7904 0297 01 to vary the parking requirements for Phase I of the development from 575 parking spaces to 274 parking spaces.

BACKGROUND

Kwantlen University College ("Kwantlen") owns the two contiguous parcels at 5510 180 Street and 5235 - 184 Street, south of Highway No. 10 (Appendix I). The site is designated Industrial and zoned Light Impact Industrial (IL). Kwantlen is proposing to establish a trade school on the subject site, replacing its aging facilities in Newton. A trade school is a permitted use under the IL Zone.

The current Development Permit application, related to development on the site, provides for an overall concept for

the two parcels (7904-0297-00) and a more detailed set of plans (Phase I) for the north-westerly portion of the property at 5510 - 180 Street (7904 0297 01) near Highway No. 10. The overall concept seeks to establish the general character of the future campus.

The Phase I proposal will involve the construction of approximately 17,500 square metres (188,375 square feet) of floor area, accommodating workshops and laboratories for courses including automotive repair, carpentry, furniture upholstery and farrier training. A total of 900 students are expected to be accommodated under Phase I.

Council gave approval to proceed to the Development Permit application on October 18, 2004 and at the same meeting approved the Development Variance Permit application to proceed to public notification.

The proposed Phase I development includes a total of 274 parking spaces. The proposed number of parking spaces falls short of the 575 spaces required by the Zoning By-law for the scale of the development proposed in Phase I. Consequently, the Development Variance Permit application was intended to address the parking shortfall.

Following the standard Public Notification process for the Development Variance Permit, Council received a request for a delegation from the KSA. At the November 15, 2004 Regular Council - Public Hearing Meeting, Council tabled consideration of approval of the Development Variance Permit to hear the delegation. Council heard the KSA delegation at the November 29, 2004, Regular Council - Land Use Meeting and at the same meeting, received a letter from the Kwantlen Faculty Association to the KSA, supporting the concerns of the KSA.

After hearing the KSA delegation, Council directed staff to consult with Kwantlen on the issues raised by the delegation and provide a report to Council on the matter.

DISCUSSION

At the November 29, 2004 Regular Council - Land Use Meeting, a KSA representative gave a presentation to Council identifying, among other things, the following issues with regard to the Kwantlen proposal for Cloverdale:

- That the Development Variance Permit application be postponed to allow further discussion on the student concerns regarding the Cloverdale campus plan;
- The plans for the proposed Cloverdale campus lacks social space for students, transit and housing;
- The proposal does not include student services;
- The number of proposed parking spaces is not sufficient given the projected number of students and lack of adequate transit services; and
- The student association is willing to work with Kwantlen in developing a comprehensive transit plan.

Following the delegation, at the request of the KSA, City staff met with KSA representatives to review the specific issues and explore possible solutions. At the meeting with staff, out of a number of concerns that were raised by the delegation at the November 29, 2004 Regular Council - Land Use Meeting, the KSA representatives identified two basic issues which they feel should be given priority by Kwantlen. These issues are as follows:

- Lack of student space in the proposed campus in Cloverdale; and
- Inadequate transit service.

Lack of Student Space

The KSA advised that it is customary for student associations to occupy a dedicated space within the campus for the purpose of administering student affairs. At present, the KSA maintains separate offices at the Surrey Campus (at 72 Avenue and 126 Street) and the Newton Campus (at 77 Avenue and 134 Street) where the KSA handles registration and inquiries on the student health and dental plan, among other things. Each of the KSA offices, in both campuses, measures approximately 100 square metres (1,076 square feet). They indicate that with a planned enrolment at the Cloverdale campus of 900 students in 2006, the KSA expects a strong demand for services that are regularly provided by the KSA. The KSA representatives advised that a permanent office is essential to enable them to provide their services to the student membership.

The KSA representatives have further advised that, similar to the financial arrangement that they have at the Surrey and Newton Campuses, the KSA is prepared to provide financial contributions to defray the costs associated with the use of a permanent office space in the planned campus in Cloverdale. They also understand that the arrangement is temporary in nature, until such time as the KSA has built an independent structure under Phase 2 of the Kwantlen Campus.

City Staff Comments:

Under Phase I, the proposed Development Permit plans for the Kwantlen University College in Cloverdale illustrate a number of meeting rooms, but do not specifically indicate any space for use exclusively by the KSA. Although, technically, not within the scope of a Development Permit, City staff conveyed the KSA request, for dedicated office space at the proposed Cloverdale campus, to a representative of Kwantlen.

Kwantlen's Response:

Kwantlen's representative advised that the school's position is that Phase I will not include dedicated office space for the KSA.

Inadequate Transit Service

The KSA raised a concern regarding the proposed reduction in the number of parking spaces (from 575 spaces to 274 spaces) for Phase I considering that bus service in this area of Cloverdale is inadequate. The KSA maintains that, with the lack of public transit service, staff and students will resort to driving to and from the proposed campus, creating a higher demand for parking spaces. The number of parking spaces being provided under Phase 1 may not then be sufficient to accommodate the anticipated number of staff and students who have to drive.

Staff Comments:

At present, there is a bus stop on each side of Highway No. 10, east and west of 180 Street, serving eastbound and westbound transit users. Staff have confirmed that bus service occurs every 30 minutes during peak hours and every hour thereafter. The frequency of bus trips, if maintained at the same level when the Campus opens in 2006, is not at a level that would be convenient to encourage significant

transit usage in relation to commuting staff and students.

City staff communicated the inadequacy of transit service to the proposed school and the need to address the issue to Kwantlen and the Coast Mountain Bus Company, prior to Council considering the Planning Report related to the application on October 18, 2004. Coast Mountain Bus Company wrote a letter to the College, dated November 5, 2004, outlining three options on how transit service can be upgraded in response to the potential increase in the number of anticipated transit users. These options are listed in the following table, with corresponding comments by Coast Mountain Bus Company.

Proposed Option	Description	Comments From Coast Mountain Bus Company
Option 1	Improve the existing bus bays	The existing bus bays are inadequate and sub standard in handling the projected number of transit users; sidewalk widths at these stops are narrow and restrictive, requiring additional rights-of-way to accommodate the needed improvements.
Option 2	Operate the transit service through the campus using the existing east/west road connecting 180 and 184 Streets	Transit service through the Campus would provide convenient access to public transit. Transit users would no longer be required to cross Highway No. 10. This option will require appropriate lane widths, dedicated bus stops and fixed landing areas.
Option 3	Provide an off-street transit exchange on the campus site	An off-street transit exchange within the campus would significantly increase access to public transit, better meeting the needs of Kwantlen students and staff. This is the most favoured option.

Coast Mountain Bus Company's November 5, 2004 letter has also stressed the possibility that the U Pass privileges (currently available to SFU and UBC students) may also be extended to Kwantlen students in the future.

Further consultation with the Coast Mountain Bus Company indicated that the eastbound bus bay on the south side of Highway No. 10 can generally handle unloading of transit users and would not require significant bus bay improvements. However, the existing westbound bus bay on the north side of Highway No. 10 is narrow and restrictive, creating an unsafe environment for passengers. With the projected number of students and staff at the proposed campus, the bus bay is expected to handle a significant number of westbound passengers. The Coast Mountain Bus Company has advised that additional road right-of-way would need to be acquired to accommodate the needed improvements for the westbound bus bay on Highway No. 10.

City staff consider it unlikely that the needed right-of-way can be secured and the required improvements to the westbound bus bay on Highway No. 10 installed in time for the 2006 campus opening.

Kwantlen's Response:

At the request of City staff, Kwantlen representatives met with City staff and representatives from TransLink on January 25, 2005. The meeting was held to explore solutions to the identified transit-related issues. At the meeting, the following points were brought up by Kwantlen:

- At its 2006 opening, the campus will accommodate approximately 600 full-time equivalent students, operating two shifts during the day and some hours during the evening;
- The daytime shift will have a maximum of 300 students and 100 staff members;
- The development of Phase II of the campus is expected to take place sometime in 2010. There is no definite timetable for Phase III;
- Ultimately, the Cloverdale Campus will accommodate 6,000 to 10,000 full time students. It is anticipated that, apart from trade courses, the campus will also offer academic courses;
- The location of the proposed buildings under Phase I is considered fixed with the construction and installation of underground services having been tendered;
- The existing Newton campus has 237 parking stalls for a comparable sized facility and there are no parking concerns; and
- The site plan can be amended to accommodate an on-site bus drop off and bus turnaround within Phase I.

Response from TransLink:

TransLink reviewed the issues raised at the meeting with Coast Mountain Bus Company and has provided the following comments:

- Some transit service is already provided in the vicinity of the campus;

- The projected number of students and staff that will be generated under Phase I is not expected to attract a significant number of riders to the campus;
- While no new transit resources are expected to be provided, there are opportunities to improve current service with minor adjustments in the short term;
- Kwantlen's offer of an on-site turnaround and terminus facility will be taken into consideration and will be further discussed with Kwantlen; and
- Future transit service needs and opportunities will be reviewed with Kwantlen as the campus grows.

CONCLUSION

While the KSA delegation raised a number of concerns at the November 29, 2004 Regular Council - Land Use Meeting, the KSA representatives have narrowed down their concerns to two critical issues that they believe should be addressed by the applicants: lack of dedicated space for the KSA; and inadequate transit services. The former is an issue that is beyond the scope of a Development Permit or Development Variance Permit. The latter is, to some extent, related to the Development Variance Permit which, if approved, will vary parking requirements on the site.

TransLink has confirmed that the number of students and staff projected under Phase I development will not warrant additional transit service. However, modifications to the existing transit service, including re-routing buses onto the campus site, may be possible. Kwantlen is prepared to modify the site plan for the Phase I Development Permit to incorporate space for transit buses on site if TransLink determines this to be a reasonable approach. On this basis, it is recommended that Council:

- Approve Development Variance Permit No. 7904-0297-00, authorize the Mayor and Clerk to sign the Permit, and authorize the transfer of the Permit to the heirs, administrators, executors, successors and assigns of the title of the land within the terms of the Permit;
- Authorize staff to administratively incorporate minor modifications to the site plan in the Development Permit drawings for Phase I of Kwantlen's Cloverdale campus, if necessary, to accommodate transit buses on-site; and
- Instruct the City Clerk to forward a copy of this report and the related Council resolution to the KSA and the applicant, Kwantlen University College.

Murray Dinwoodie
General Manager
Planning and Development

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Attachment

Appendix I – Map of Subject Site

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Appendix I

SUBJECT SITE



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