



Proposal: Development Permit to establish a general development scheme and allow the construction of approximately 17,500 m² floor area for Kwantlen University College Campus in Cloverdale. DVP to relax parking requirements.

Recommendation: Approval to Proceed

Location: 5510 - 180 Street and
5235 - 184 Street **Zoning:** IL

OCP Designation: Industrial

Owner: Kwantlen University
College

PROJECT TIMELINE

Original Application Submission Date:	August 4, 2004
Additional Application Submission Date:	September 22, 2004
Planning Report Date:	October 18, 2004

The applicant is proposing:

- a Development Permit; and
- a Development Variance Permit to vary the following Zoning By-law regulation:
 - reduce the minimum parking requirements from 525 to 274 spaces

in order to establish the general development scheme and to allow the construction of approximately 17,500 sq. m. (188,375 sq. ft.) floor area representing Phase 1 of the Kwantlen University College Campus in Cloverdale.

The Planning & Development Department recommends that:

1. Council authorize staff to draft Development Permit No. 7904-0297-00 generally in accordance with the attached drawing (Appendix II).
2. Council authorize staff to draft Development Permit No. 7904-0279-01 generally in accordance with the attached drawings (Appendix III).
3. Council approve Development Variance Permit No. 7904-0297-00 (Appendix IV), varying the following to proceed to Public Notification:
 - (a) to reduce the minimum number of on-site parking spaces from 525 spaces to 274 spaces.
4. Council instruct staff to resolve the following issues prior to final approval:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of a statutory right of way to secure public rights of passage over the internal road connecting 180 Street and 184 Street;
 - (c) registration of a Section 219 Covenant to ensure a no build on portions of the lands that will be subject to subsequent Development Permit applications;
 - (d) submission of an acceptable tree survey and a statement regarding tree preservation;
 - (e) resolution of architectural and landscaping issues identified in the ADP minutes to the satisfaction of the General Manager, Planning and Development;
 - (f) submission of a landscaping cost estimate for Phase I to the specifications and satisfaction of the City Landscape Architect; and
 - (g) removal of all existing buildings and structures to the satisfaction of the General Manager, Planning & Development.

REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as identified in the attached (Appendix V).
Ministry of Transportation:	Staff have not received a response from the Ministry on the referral letter dated September 1, 2004.
BC Hydro:	The existing BC Hydro right-of-way that is registered on the property at 5235 – 184 Street should be protected in accordance with the terms of the right-of-way agreement. No building encroachment is permitted within the right-of-way (Appendix VI).
B.C. Railways Company:	The company has no concerns or objections to the application

(Appendix VII).

SITE CHARACTERISTICS

- **Existing Land Use** There are existing structures located at 5510 – 180 Street which will be demolished.
- **East:** A one-acre parcel fronting Highway No. 10, zoned A-1, designated Industrial. Adjacent to the one-acre parcel is an existing residential subdivision zoned RH-G, designated Suburban, with a dedicated park area buffering the residential subdivision from the subject site. Farther east across 184 Street are lands zoned IL, designated Industrial, under application for subdivision (File No. 7997-0028-00).
- **South:** Acreage parcel with an existing industrial operations zoned IL, designated Industrial.
Across the railway tracks is a large acreage parcel within the Agricultural Land Reserve, zoned A-1 and designated Agricultural.
- **West:** Across 180 Street are occupied industrial parcels, zoned IL, CD (By-law No. 13834) and regulated by LUC No. 418 and LUC No. 38, designated Industrial.
- **North:** Across Highway No. 10 are large acreage parcels zoned RF, designated Urban.

PLAN AND POLICY COMPLIANCE

OCP Designation: Complies.

DEVELOPMENT CONSIDERATIONS

Background

- In March 2001, Kwantlen University College made an application for a Development Permit (7901-0079-00) on the subject site with the intent of developing the campus in order to accommodate the programs offered in the aging trade school facilities in Newton. However, plans to proceed with the development of the campus were put on hold by the Provincial government.
- In order to take advantage of the limited funding that was previously released to Kwantlen University College, the College advised the City of their intent to use the available funding for the installation of services and construction of the road that has been identified on the Concept Plan, which bisects the site, in advance of City Council's approval of the Development Permit. After a series of negotiations, the City authorized the College representatives to proceed with the road construction, recognizing the College's long term objective of developing the campus. The construction of the road has since been completed, however, it has not been dedicated and thus is on a private property and not open to the public.
- The road, as identified in the Concept Plan, is expected to link 180 and 184 Streets south of Highway 10 primarily to accommodate truck traffic generated by the existing and future industrial activities in Cloverdale. Though the road has been built, access to this road is not available at the present time.

- In the absence of the required funding for the construction of the facilities the College withdrew its Development Permit application.

Current Proposal

- The future Kwantlen University College Campus consists of two large parcels with a total site area of approximately 29 hectares (71.5 acres) located south of Highway No. 10 between 180 and 184 Streets in Cloverdale. The subject site is designated IL, with trade school as one of the permitted uses. The proposed programs (e.g., automotive servicing, appliance servicing, furniture upholstery) are typically offered in a trade school, therefore, the proposal to establish a trade and technology campus on the subject site is consistent with the IL Zone.
- The current proposal represents the first phase of a three-phase development. Proposed Phase 1 will involve construction of one building with a floor area of approximately 17,500 sq. m. (188,375 sq. ft.) that will accommodate, among other things, workshops and laboratories for courses such as automotive repair, carpentry and furniture upholstery. The proposed structure will be located at the westerly parcel (5510 – 180 Street) fronting 180 Street.
- The current Development Permit proposal is being pursued in two stages under two Development Permit applications as follows:
 - 7904-0297-00: General Development Permit to secure an overall development scheme for the entire site; and
 - 7904-0297-01: Detailed Development for Phase 1.
- This approach is consistent with the applicants intent of developing the site in three phases as follows:
 - Phase 1: North portion of 5510 - 180 Street;
 - Phase 2: South portion of 5510 - 180 Street and west portion of 5235 - 184 Street; and
 - Phase 3: East portion of 5235 - 184 Street.
- The applicants have been advised that any development on those portions of the subject site under Phases 2 and 3 will be subject of a separate Development Permit approval process. To secure the applicants' commitment, a Section 219 Covenant will be required to ensure a no build on the portions of the site that will be under Phases 2 and 3. The submission of the No Build Covenant is a subject condition of the approval of the Development Permit.
- The College is expecting approximately 900 students under Phase 1. Plans for Phases 2 and 3 are dependent on the available funding from the Provincial government and on the future growth of the student population seeking trade skills.
- Except for the proposed deficiency in parking provisions, the proposal is in compliance with the requirements of the IL Zone. The table below indicates a comparison between the proposed development and the specific provisions of the IL Zone:

	Proposed Development	IL Zone Requirements
Floor Area Ratio (FAR)	0.1	1.0
Lot Coverage	19%	60%
Building Setbacks	7.5 metres (25 ft.) from all lot lines	Range from 7.5 metres (25 ft.) to 10 metres (33 ft.)
Building Height	11 metres (36 ft.)	18 metres (60 ft.)

PUBLIC INFORMATION MEETING

- In order to provide neighbouring property owners the opportunity to view the proposal, staff advised the applicants to conduct a Public Information Meeting (PIM). Two weeks prior to the September 28, 2004 PIM, a notice of the meeting was advertised in the local papers and letters of invitation were sent to the property owners who reside within a 100-metre (330-ft.) radius from the subject site.
- The PIM was held at the Sunrise Pavilion (located at the corner of 188 Street and Highway No. 10), with approximately 40 people in attendance. Colour boards showing the site context of the proposal and architectural renderings were on display. Officials and consultants of the College were on hand, responding to various questions from the public. Planning & Development staff attended the PIM as an observer.
- Specific issues that were raised by the residents and the responses provided at that time are as follows with updates where applicable:

- There will be an intrusion of students into the residential subdivision, taking advantage of the free on-street parking on the local roads within the subdivision (i.e., at 181A Street and 54 Avenue). Parking should be restricted on the local roads to residents within the subdivision with the use of "Residents' Parking Only" signs.

Staff and applicants will investigate the possibility of installing "Residents' Parking Only" signs on the local streets to deter student parking. Subsequently, the Engineering Department has indicated that this request might be an opportunity to employ a parking permit area. Staff will also monitor the parking situation once the campus is operational. The College is encouraged to negotiate with Coast Mountain Bus Company to upgrade transit service for the Campus.

- Fencing should be provided between the College site and the existing residential subdivision;

The RH-G lots backing unto the existing open space have privacy fences, separating the existing backyards from this amenity, which was secured in conjunction with the rezoning and subdivision of these lots in 1983. Installing a fence along the north-western perimeter of the subject site will isolate the existing open space and may encourage untoward activities.

- Glare from the lights that will be installed around the College site will impact the neighbouring residents.

Kwantlen has confirmed that only pedestrian-scale, low wattage illumination will be installed, all in compliance with BC Hydro's Power Smart Program.

- Noise will emanate from the College site.

The College will operate from 8:00 AM to 10:00 PM. Noise emanating from workshops is not anticipated to filter outside the building. Activities that are proposed to be conducted in the courtyards will not generate noise.

- Vehicular access to the internal road. should be possible for the general public.

The City requires the College to register a statutory right-of-way on the internal road to ensure public passage, with or without vehicles, facilitating access between 180 and 184 Streets.

- Difficult access at the intersection of 54 Avenue and 184 Street.

Improvements on 184 Street may commence in conjunction with the development of Phase 3. Staff, subsequently, have relayed this particular issue to the Engineering Department. However, the Engineering Department has confirmed that 184 Street is an arterial road and its improvement is dependent on the availability of lands needed for road widening.

- As part of the PIM, attendees to the meeting were requested to provide written comments on the proposed development by filling out the Comment Sheet. Of the approximately 44 attendees, a total of 13 Comments Sheets were submitted. In general, the attendees indicated support for the proposed location of the Kwantlen University College Campus as well as on the architectural design. The same concerns (potential on-street parking on 54 Avenue and 181A Street, lights, traffic, noise) were reiterated on the Comments Sheets.

DESIGN PROPOSAL AND REVIEW

- Phase 1 will involve the development of the westerly parcel (5510 – 180 Street), the northern most portion of which will accommodate the proposed 2-storey structure. The main vehicular access will be off 180 Street.
- The rectangular shape of the proposed building recognizes the functional roles inherent in a trade school where adequate work spaces for skills training and practicum work are critical. A large courtyard facing east complements the proposed building. The courtyard will likewise accommodate training spaces.
- Tinted concrete (in yellow and green) will be the main cladding material, with a variety of glass materials (also tinted in the same colours) providing accents throughout the building. The use of tinted glass takes into consideration the adjacent residential subdivision. The building is further accented by the use of wood-like beams and columns, adding architectural interest to the proposed structure.
- In consideration of the campus proximity to communities where horse breeding and horse riding take place, the campus will provide training on shoeing horses. Skilled persons practicing this particular trade are called farriers, whose skills are found to be in demand in the Fraser Valley. A separate area devoted to this training will be located east of the proposed building in Phase 1, accommodating the requisite paddock and horse trail. This portion of the site will be directly adjacent to the existing open space located between the subject site and the existing subdivision to the east. In combination with the proposed buffering along this portion of the site (consisting of 1.2-metre (8-ft.) tall evergreens), the existing open space will provide significant screening between this particular use and the residential subdivision to the east.
- At the request of the College, the City agreed to the registration of a statutory right-of-way over the internal road linking 180 and 184 Streets, instead of outright dedication. The College is concerned that if this right-of-way area is provided as a dedication, the road will be open to truck traffic, which will not be in keeping with the College's objective of maintaining the site as an educational campus. The registration of a right-of-way (allowing unrestricted passage, with or without vehicle at all hours, except for truck traffic) is a subject condition of final approval of the Development Permit. The right-of-way will be in effect within the entire length of the internal road, including the portions of the road that are located within Phases 2 and 3, allowing uninterrupted traffic between 180 and 184 Streets.
- The Engineering Department is investigating the possibility of acquiring a road within the southerly boundary of the subject site, parallel to the existing railway tracks to provide alternate access for truck traffic, between 180 and 184 Streets.
- The proposed landscaping includes the installation of evergreen and flowering deciduous trees within the area abutting the existing open space to the east; along the north property line fronting Highway No. 10; and on identified parking islands. The proposed trees, with a height of 1.2 metres (8 ft.) will provide visual and noise buffers between the proposed building and the existing subdivision to the east; the heavy traffic on Highway 10 and the proposed parking spaces. On the other hand, planting trees on the parking islands will reduce the impact of concrete pavement, conforming to the OCP guidelines that govern large paved parking facilities.

- Three separate focal points (courtyards) are proposed fronting 180 Street as follows:
 - An arrival plaza at the north-west corner of the site, accessible by foot from 180 Street/Highway No. 10 intersection where a separate corner plaza is also proposed;
 - An outdoor eating area with a water feature and metal trellis; and
 - An outdoor meeting place, to be located at the intersection of 180 Street and the internal road.
- These courtyards will be inter-linked with outdoor pedestrian pathways originating from the corner plaza and provided with seating areas. Trees on grates will add texture to these amenities. Complementing the outdoor pedestrian pathways is the proposed main pedestrian spine running north-south within the proposed building, connecting Highway No. 10 (and the existing bus shelter) with the internal road. This facility will offer weather protection for users who will arrive at the campus by public transit. As proposed, the internal pedestrian spine will be extended beyond the Phase 1 building to connect future buildings.
- A preliminary discussion with Coast Mountain Bus Company revealed a need to review transit service in this area (with one bus trip every hour at the most). The College has been advised of the need to coordinate with Coast Mountain Bus Company to determine the extent of on- and off-street works that will be required to bring the transit service to an acceptable level given the potential growth that is expected in the Campus.
- A total of 274 parking spaces are being provided (as paid parking) to be located south and south-east of the proposed building. The number of parking spaces represents 52% of the total requirement (525 spaces) for a 17,500 sq. m. (188,375 sq. ft.) building. The applicants are requesting a Development Variance Permit (to be discussed under a separate section in this Report) to allow the proposed development to proceed based on reduced parking spaces.

ADVISORY DESIGN PANEL

ADP Meeting Date: September 16, 2004

- The ADP minutes (Appendix VIII) identified a number of landscaping and site planning concerns, which the applicants are expected to address prior to forwarding the proposal for Council's consideration. However, due to time constraints, the applicants have advised that not all the issues can be dealt with at this time.
- Some of the site planning and landscaping issues that have remained outstanding include the following:
 - detailed plans on feature areas such as the corner plazas and courtyards;
 - additional buffering between the site and the adjacent residential properties;
 - special treatment along the edge of Highway No. 10;
 - screening parking spaces from public view; and
 - complete signage information.
- In their response dated October 14, 2004 (Appendix IX), the applicants indicated that they will address a number of site planning and landscaping issues that have been raised by staff and the ADP. However, the applicants have confirmed that the College is not in a position to address issues that are related to the future expansion of the Campus (edge treatment along the railway to the south; conceptual landscaping for interfacing purposes between the site and the agricultural lands; overall pedestrian routes).
- The applicants have committed to work closely with staff on resolving the outstanding issues.

BY-LAW VARIANCE AND JUSTIFICATION

(a) Requested Variance:

- Reduce the required parking spaces from 575 to 274.

Applicant's Reasons:

- It has been observed in other Kwantlen campus sites that students tend to take the public transit where it is available. Limited parking spaces will encourage the students to take the public transit, which in turn, will increase bus ridership. A bus shelter is located at Highway No. 10, directly north of the proposed building, affording easy access between the campus and transit facilities. To further facilitate access to the bus shelter, a direct pedestrian route is proposed connecting the building and the sidewalk at Highway No. 10.

Staff Comments:

- Staff agree with the applicants' rationale and support the applicants' request for reduced parking spaces. However, the College has to initiate discussions with Coast Mountain Bus Company to bring an efficient transit service to the campus.
- Furthermore, if parking proves to be inadequate for Phase 1, there will be opportunities to address this issue during the processing of subsequent phases.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	General Site Plan
Appendix III.	Proposed Site Plan, Typical Floor Plans and Elevations, Landscape Plans and Perspective
Appendix IV.	Development Variance Permit No. 7904-0279-00
Appendix V.	Engineering Summary
Appendix VI.	BC Hydro Comments
Appendix VII.	BC Railway Company Comments
Appendix VIII.	Advisory Design Panel Minutes dated September 16, 2004
Appendix IX.	Applicant's Response dated October 14, 2004

INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated September 20, 2004.
- Soil Contamination Review Questionnaire prepared by Karen Hearn and dated October 7, 2004
- Completed Comments Sheets Submitted at the Public Information Meeting Held on September 28, 2004.
- Noise Impact Report prepared by Daniel Lyzun and Associates Ltd. and dated October 7, 2004.

Murray Dinwoodie
General Manager

Planning and Development

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KMS 10/20/04 2:02 PMAPPENDIX IInformation for City Clerk

Legal Description and Owners of all lots that form part of the application:

1. (a) Agent: Name: Tom Bunting, Bunting Coady Architects
 Address: 200 – 171 Water Street
 Vancouver, B.C. V6B 1A7
 Tel: 604-979-9910

2. Properties involved in the Application
 - (a) Civic Address: 5510 - 180 Street and 5235 - 184 Street

 - (b) Civic Address: 5510 - 180 Street
 Owner: Kwantlen University College
 PID: 002-159-651
 Lot 'B' Except Firstly: Part shown on Highway Plan 70987; Secondly: Part on
 Plan 79296; Section 5 Township 8 New Westminster District Plan 11286

 - (c) Civic Address: 5235 - 184 Street
 Owner: Kwantlen University College
 PID: 002-147-831
 Parcel "A" (Reference Plan 12528) lot 4 Section 5 Township 8 New Westminster
 District Plan 4866

3.
 - (a) Proceed with Public Notification for Development Variance Permit No. 7904-0297-00 involving Lot
 'B' Except Firstly: Part shown on Highway Plan 70987; Secondly: Part on Plan 79296; Section 5
 Township 8 New Westminster District Plan 11286 (5510 – 180 Street).

DEVELOPMENT DATA SHEET**Existing Zoning: IL**

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		17.67 ha/43 acres
Road Widening area		1,627 m ²

Undevelopable area		
Net Total		173,373 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	6%	8.4%
Paved & Hard Surfaced Areas		10.6%
Total Site Coverage		19%
SETBACKS (in metres)		
Front (North)	7.5 m	10 m
Rear (South)	7.5 m	335 m
Side #1 (West)	7.5 m	7.5 m
Side #2 (East)	7.5 m	60 m
BUILDING HEIGHT (in metres/storeys)		
Principal	18 m	11.1 m
Accessory		
NUMBER OF RESIDENTIAL UNITS		
Bachelor	n/a	n/a
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		
	n/a	n/a
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
		17,500 m ²
TOTAL BUILDING FLOOR AREA		

** 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)		
FAR (gross)		0.1
FAR (net)		0.1

AMENITY SPACE (area in square metres)		
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Visitors		
Institutional	525	274
Total Number of Parking Spaces		
Number of disabled 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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