

City of Surrey
ADDITIONAL PLANNING COMMENTS
File: 7905-0220-00

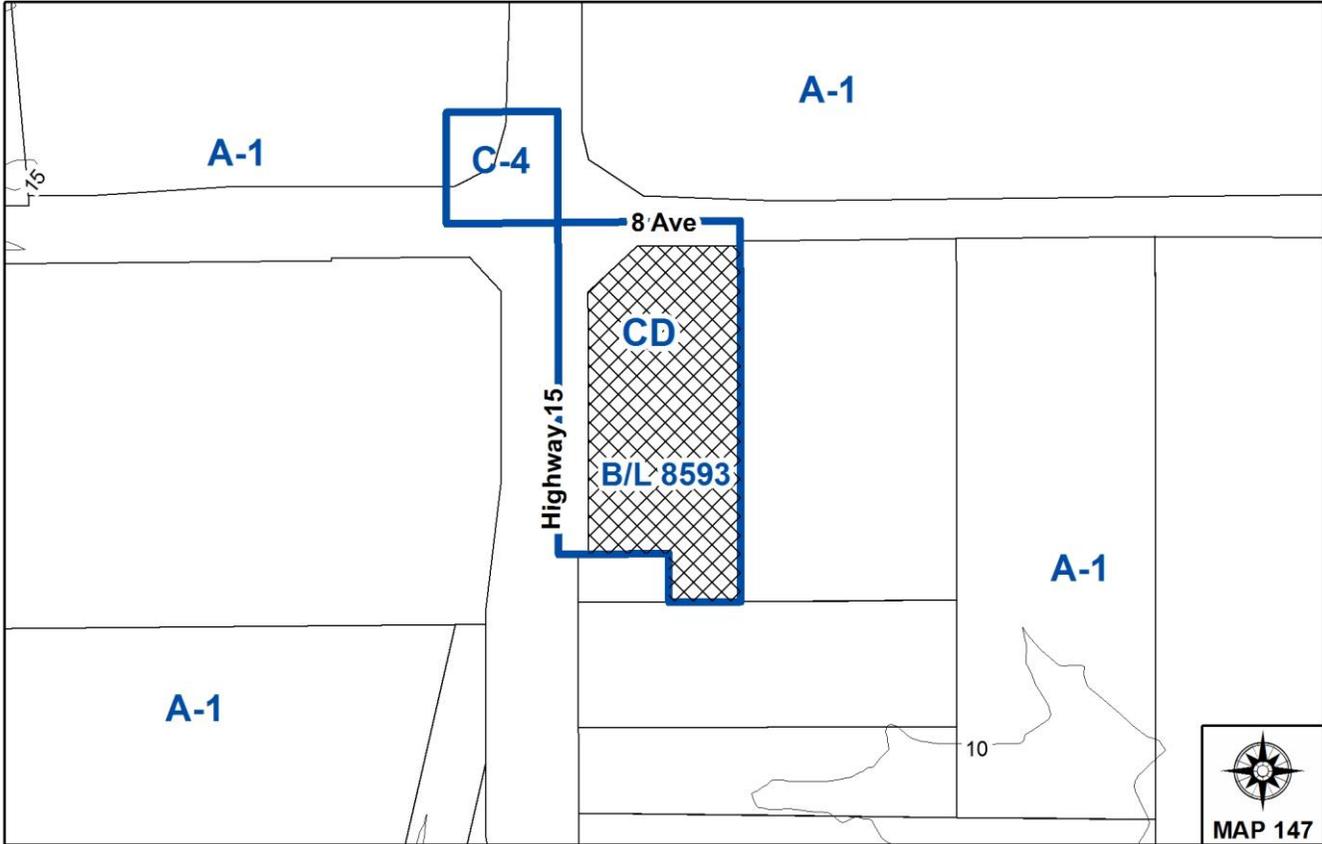
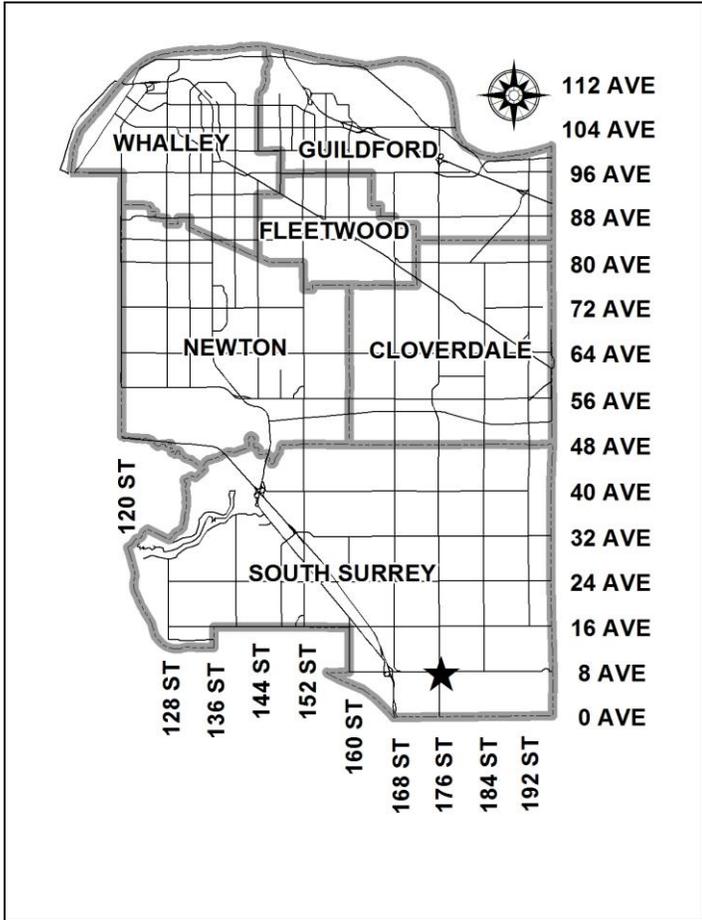
Planning Report Date: October 6, 2008

PROPOSAL:

- Amend **CD By-law** No. 8593 (CD-27)
- **Development Permit**
- **Development Variance Permit**

in order to permit the development of a tourist/visitor information centre.

LOCATION: 796 - 176 Street
OWNER: Lorraine Schrauwen
ZONING: CD-27 (By-law No. 8593)
OCP DESIGNATION: Agricultural
LAP DESIGNATION: Agricultural



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for Amending CD By-law No. 8593 (CD-27)
- Approval to draft Development Permit.
- Approval for Development Variance Permit to proceed to Public Notification.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposal to develop a Visitor Information Centre on the subject property, which is designated Agricultural in the in the Agricultural Land Reserve (ALR), requires approval from the Agricultural Land Commission (ALC) for a Non-Farm use, pursuant to Section 20 (3) of the ALC Act.
- CD-27, which governs the site, permits only Agricultural uses on the southerly portion of the site; an Amendment to the CD By-law is required to allow the proposed use.
- The proposal requires a Development Variance Permit to vary the minimum westerly side yard (176 Street/Pacific Highway) setback from 7.5 m (25 feet) to 4.5 m (15 feet) and to relax the requirement for municipal sanitary sewer service to the site subject to approval of a suitable on-site disposal system.

RATIONALE OF RECOMMENDATION

- On September 1, 2006, the ALC granted approval for a Non-Farm use to allow development of a Visitor Information Centre on the subject site.
- The proposal is supported by the Surrey Agricultural Advisory Commission (SAAC).
- The majority of the site is presently used as a commercial store and gas station; therefore the proposal for a Visitor Information Centre is consistent with and will complement the present site activities, and will provide a community benefit for visitors and motorists.
- The proposed CD-27 Zoning amendment will not permit expansion of the existing commercial uses, but will limit the additional uses to a Visitor Information Centre use only.
- The proposed building is designed to a very high quality, and features strong architectural features, including wood beams and glass; the reduced westerly (176 Street/Pacific Highway) side yard allows the building to be sited prominently to attract passing motorists and visitors, and therefore this relaxation is supportable.
- The applicant has obtained approval from Fraser Health (FHA) for an on-site septic disposal system.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend Comprehensive Development By-law No. 8593 (CD-27) and a date be set for Public Hearing (Appendix IV).
2. Council authorize staff to draft Development Permit No. 7905-0220-00 generally in accordance with the attached drawings (Appendix II).
3. Council approve Development Variance Permit No. 7905-0220-00, (Appendix VII) varying the following, to proceed to Public Notification:
 - (a) to reduce the minimum westerly side yard (176 Street/Pacific Highway) setback of CD No. 8593 (CD-27) from 7.5 metres (25 ft.) to 4.5 metres (15 ft.); and
 - (b) to waive the requirement of the Subdivision By-law (No. 8830) to allow sanitary sewer service to be achieved through a private, on-site disposal system.
4. Council instruct staff to resolve the following issues prior to final adoption:
 - (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) approval from the Ministry of Transportation and Infrastructure;
 - (c) input from the Surrey Agricultural Advisory Committee (SAAC) on the revised site layout and proposal;
 - (d) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) resolution of all urban design issues to the satisfaction of the Planning and Development Department; and
 - (f) registration of a Section 219 Restrictive Covenant to ensure provision of a private, on-site sewage disposal system, subject to certification from the Fraser Health Authority.

REFERRALS

Engineering:

The Engineering Department has no objection to the project subject to the completion of Engineering Servicing Requirements as outlined in Appendix III. A road dedication requirement of 1.308 m (4.3 feet) along 8 Avenue has been identified. Extension of watermains to the site is required. The Engineering Department can support a Development Variance Permit (DVP) to waive the requirement for sewer service and allow a private septic disposal

	system on the subject property, subject to the applicant obtaining final approval and certification from Fraser Health Authority and registration of Section 219 Restrictive Covenants on the property.
Agricultural Land Commission (ALC):	On June 12, 2006, the subject application was approved by Council to proceed to the ALC for consideration of a Non-Farm Use approval, pursuant to Section 20 (3) of the ALC Act, to allow a Visitor Information Centre on the subject site. On September 1, 2006 the ALC granted final approval to the proposed Non-Farm Use (Appendix X).
Surrey Agricultural Advisory Committee (SAAC):	The application was considered by the SAAC on April 6, 2006, and was approved subject to a number of conditions, including limiting the use to a tourist information centre only and ensuring that the application be referred back to the SAAC subsequent to ALC approval for comment (Appendix XI). The applicant has now generally addressed all outstanding requirements, and will be submitting the revised site design and proposal to the SAAC for comment at the upcoming SAAC meeting in accordance with this directive.
Ministry of Transportation and Infrastructure (MOT):	The Ministry of Transportation and Infrastructure has reviewed the proposal and has granted preliminary approval (Appendix VIII). Final approval of the proposed by-law amendment will be required prior to final Council approval. MOT has confirmed that the proposed access to 176 Street (Highway 15) will be restricted to right-in/right-out only.
Fraser Health Authority (FHA):	The applicant has obtained certification from FHA for the proposed on-site sewer disposal system. The certified plans and specification must be registered on the property as part of a Section 219 Restrictive Covenant.

ADDITIONAL PLANNING COMMENTS

Background

- The subject site is zoned Comprehensive Development Zone (By-law No. 8593) (CD-27), is designated "Agricultural" in the South-East Surrey Local Area Plan (LAP) and the Official Community Plan (OCP), and is within the Agricultural Land Reserve (ALR).
- The site is located at the southeast corner of 176 Street/Pacific Highway and 8 Avenue, and is in a prominent location entering Canada and the City of Surrey. The northerly portion of the site is presently occupied by the Campbell River Store and gas station; the southerly portion of the site, which is vacant, is proposed to be developed with a Visitor Information Centre and associated parking. The proposal is being funded and developed by the Surrey Tourism & Convention Association (Appendix XII).

- Staff are endeavouring to bring this proposal forward and expedite the processing of this application in order to allow the completion of this project prior to the end of 2008, thus allowing construction to proceed in 2009 in advance of the 2010 Olympics.
- The proposal requires an amendment to the existing CD Zone, approval for a Non-Farm Use by the Agricultural Land Commission (ALC), a Development Permit, and a Development Variance Permit to relax setback and sewer servicing requirements, as documented in this report.
- A description of the project background, land use rationale, pre-notification results, and preliminary referral comments for the proposal undertaken as part of the preliminary processing of this project, as documented in the June 12, 2006 Planning Report, is provided in Appendix IX.

June 12, 2006 Planning Report

- On June 12, 2006, Council considered a preliminary Planning Report (Appendix IX) seeking Council's authorization to refer the proposed Visitor Information Centre to the Agricultural Land Commission (ALC) for consideration of a Non-Farm Use approval on the subject property pursuant to Section 20 (3) of the ALC Act. Approval from the ALC is required prior to consideration of the required zoning by-law amendments by Council. Council approved the staff recommendation and authorized the referral of the application to the ALC.
- On September 1, 2006, the ALC considered the application, and granted approval for a Non-Farm Use to allow the proposed Visitor Information Centre. The application, including the required zoning by-law amendment, Development Permit, and Development Variance Permit, may now proceed to Council for consideration.
- The application has taken approximately 2 years to complete since approval by the ALC was granted due to complications in resolving outstanding servicing and site design issues, including obtaining certification of the required private on-site disposal system by the Fraser Health Authority. These issues have now been resolved.

Proposed CD-27 By-law Amendment

- The existing CD-27 Zone, which includes a schedule (Appendix V), allows a range of local commercial uses in accordance with the Local Commercial/Gasoline Service Station Zones under Zoning By-law No. 5942 on the northerly portion of the site that is presently occupied by the Campbell River store and gas station. There is no change proposed to this portion of the CD By-law. The southerly portion of the site allows a range of agricultural uses based on the "Agricultural Zone One (A-1)" (By-law No. 5942). This portion of the site is presently vacant, except for the existing septic field, and is the subject of the proposed by-law amendment.
- The proposed CD Zone amendment will allow a \pm 275 sq. m. (3,000 sq. ft.) Visitor Information Centre, including associated parking, to be located on the southerly portion of the site. (Appendix IV). The applicant originally requested that the existing commercial uses on the northerly portion of the site be extended to the southerly portion, where the Visitor Information Centre is proposed. However, neither City staff, the ALC nor the SAAC support the extension of commercial uses, this proposal has been rejected. The proposed CD Amendment, therefore, will add only a Visitor Information Centre use to the southerly portion of the site, and will continue to allow Agricultural uses on this area.

- With the exception of the proposed westerly side yard setback relaxation, which is discussed below, all other aspects of the existing CD-27 Zone, including parking, lot coverage, and building height requirements are met. A total of 13 parking stalls are provided for the Visitor Information Centre, which exceeds the minimum requirement (6 required) for visitor and staff parking, in addition to 5 bus stalls. Furthermore, substantial surplus parking is available adjacent to the Campbell River store/gas station (42 stalls existing; 7 required), and parking can be shared if needed.

DESIGN PROPOSAL AND REVIEW

- The proposal is located on a prominent location and requires a Development Permit in accordance with the Official Community Plan (OCP) requirements, and therefore has undergone a design review process, including review by the City Architect and the Advisory Design Panel.
- The proposal is to create a traditional, almost residential character to the proposed building, by employing a generous combination of wood and glass throughout. The building will provide a high-quality and attractive landmark at the entry to Surrey. The building also incorporates a number of sustainable and energy efficiency features, including glazing on the south side, large overhangs for shading, weather protection, and other components to moderate internal building temperature during all seasons.
- The landscaping plan features generous landscaping areas around the building, perimeter hedging to separate the building from the commercial store, an ornamental rock feature, and a picnic/rest area, with outdoor seating.

ADVISORY DESIGN PANEL (ADP)

The ADP reviewed the subject application on August 14, 2008 (Appendix VI). Overall, the ADP commended the building and landscaping design, and provided suggestions for minor adjustments to the project. These adjustments will be addressed to the satisfaction of both the City Architect and the City Landscape Architect prior to final approval.

BY-LAW VARIANCES AND JUSTIFICATION

(a) Requested Variance:

- To vary CD-27 (By-law 8597) to allow a reduction in the minimum westerly side yard fronting 176 Street from 7.5 m (25 feet) to 4.5 m (15 feet) (Appendix VII).

Applicant's Reasons:

- The reduced setback will allow a stronger visual statement and more prominent building to attract visitors and motorists, and create a more pedestrian friendly streetscape, and will also ensure adequate site area to the east to accommodate the required septic field and proposed visitor and bus parking and a rest area.

Staff Comments:

- The proposed Visitor Information Centre building provides a high quality of design, and includes strong and attractive architectural details, including wood and glass details, and landscaping, and there is merit in bringing the building forward to the street and announcing its presence to passing motorists and visitors. The building is also located at an oblique angle to 176 Street, which creates further architectural interest.
- The placement of the building makes a more efficient use of the site area to the east, and to a degree will hide the visitor and bus parking areas, and also allow the provision of a public picnic/rest area away from 176 Street.
- The variance will apply only to the proposed Visitor Information Centre building, and will not apply to any future buildings and uses. The Ministry of Transportation and Infrastructure has noted that a 4.5 metre (15 ft.) setback is the minimum setback permitted along 176 Street.

(b) Requested Variance:

- To vary the Subdivision and Development By-law No. 8830 to relax the requirement for municipal sewer service and allow a private, on-site disposal system (Appendix VII).

Applicant's Reasons:

- The extension of municipal sewer for the proposed use is economically infeasible.

Staff Comments:

- The site is outside of the Fraser Sewerage Area. The site is required to obtain and extend municipal sewer service. However, extending a municipal sewer within the ALR is contrary to City policy, as it would encourage future development in the ALR. The ALC and SAAC support an alternative sewer disposal system on this basis.
- In recognition of the public benefit of the proposed use, the Engineering Department is prepared to accept an alternative on-site disposal system, subject to confirming final approval from Fraser Health Authority, and registration of the required Section 219 Restrictive Covenant to tie the detailed specifications of the proposed system to the land, and release and indemnify the City of any future issue in relation to this system.

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.	Proposed Site Layout, Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	Proposed CD By-law No. 8593 (CD-27) Amendment
Appendix V.	CD By-law (CD-27)

- Appendix VI. ADP Comments
- Appendix VII. Development Variance Permit No. 7905-0220-00
- Appendix VIII. Ministry of Transportation and Infrastructure Comments
- Appendix IX. June 12, 2006 Planning Report (Without Appendices)
- Appendix X. Agricultural Land Commission Approval Letter
- Appendix XI. Agricultural Advisory Committee Minutes
- Appendix XII. Letter from Surrey Tourist & Convention Association

Jean Lamontagne
General Manager
Planning and Development

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		12,565.5 m ²
Gross Total		
Road Widening area		-
Undevelopable area		-
Net Total		12,565.5 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	30%	5 % (includes existing commercial building "Campbell River Store")
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
Front (North)	7.5 m	81 m
Rear (South)	7.5 m	38 m
Side #1 (East)	7.5 m	58 m
Side #2 (West)	7.5 m	4.5 m*
BUILDING HEIGHT (in metres/storeys)		
Principal	7.5 m	5 m
Accessory		n/a
NUMBER OF RESIDENTIAL UNITS		n/a
Bachelor		-
One Bed		-
Two Bedroom		-
Three Bedroom +		-
Total		-
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		274 m ²
Office		
Total		274 m ²
FLOOR AREA: Industrial		n/a
FLOOR AREA: Institutional		n/a
TOTAL BUILDING FLOOR AREA		274 m ²

** DVP proposed to relax westerly side yard.*

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		n/a
# of units/ha /# units/acre (net)		-
FAR (gross)		
FAR (net)		
AMENITY SPACE (area in square metres)		n/a
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial	6	13
Bus Parking		5
Residential Bachelor + 1 Bedroom		n/a
2-Bed		
3-Bed		
Residential Visitors		
Institutional		n/a
Total Number of Parking Spaces	6	18
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		n/a
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Landscaping Assessment Provided	YES
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