

City of Surrey
PLANNING & DEVELOPMENT REPORT

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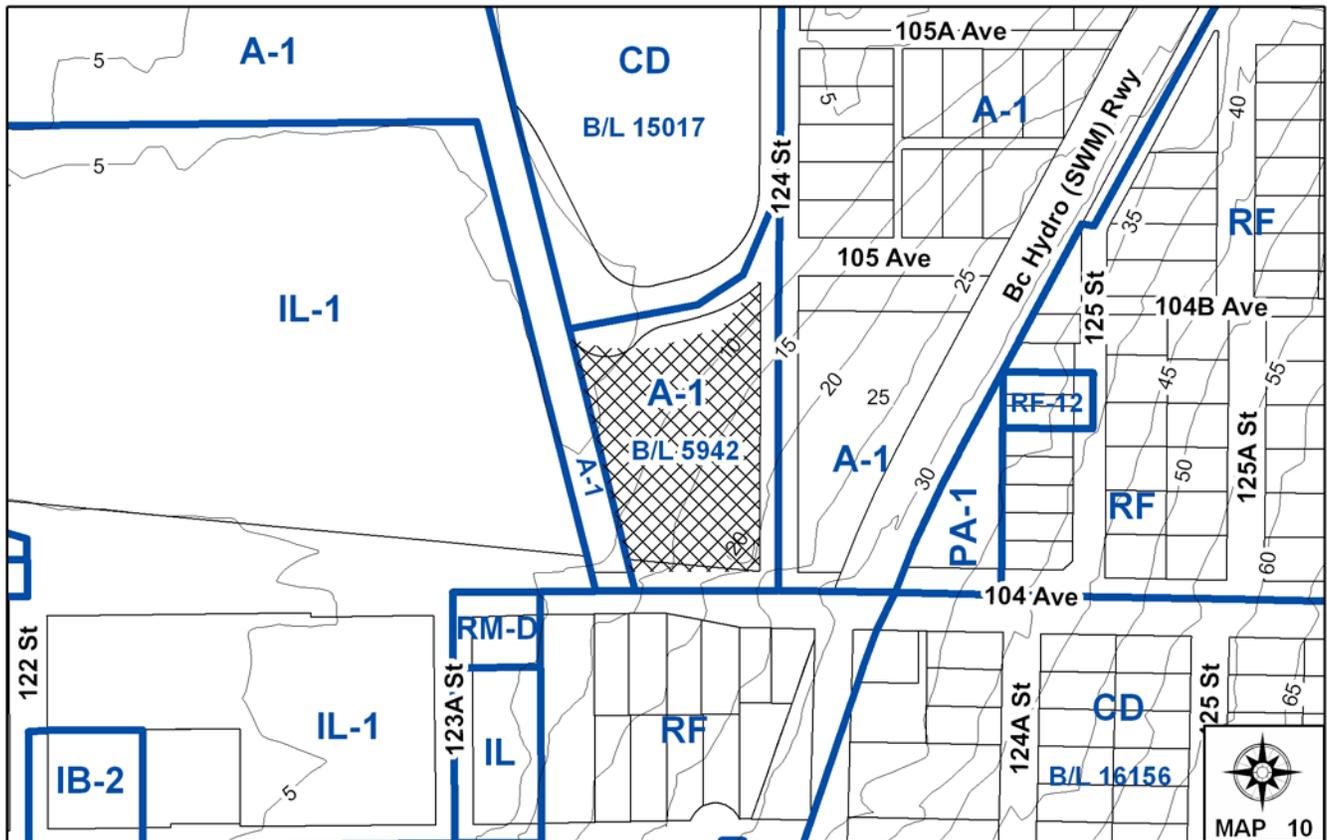
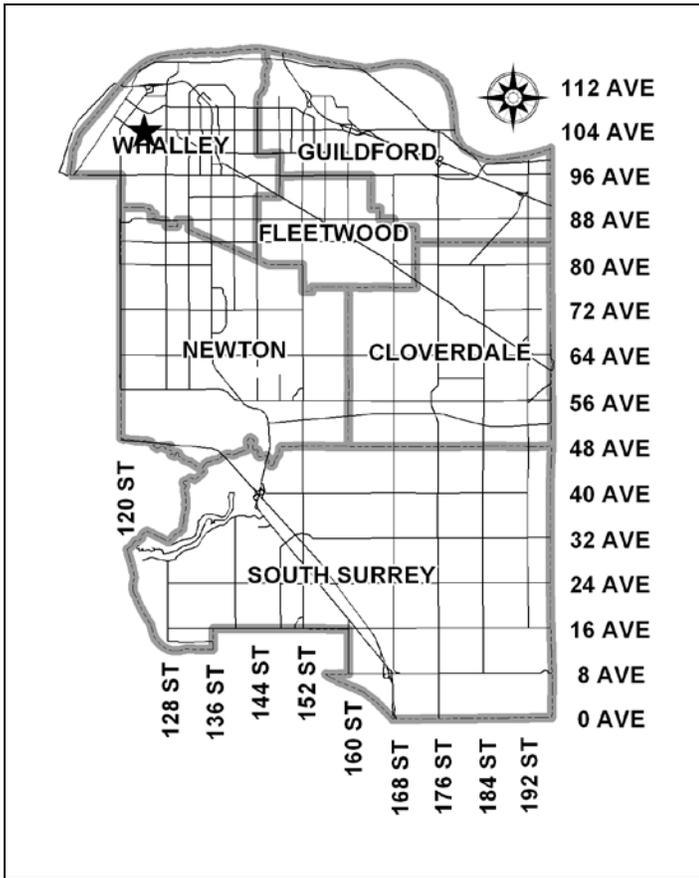
Planning Report Date: January 28, 2008

PROPOSAL:

- **OCP Amendment** from Industrial to Urban
- **NCP Amendment** from Parks & Open Spaces to Low Density Townhouses
- **Rezoning** from A-1 (By-law No. 5942) to RM-15
- **Development Permit**

in order to allow a townhouse development.

LOCATION: 12389 - 104 Avenue
OWNER: Satnam Education Society
ZONING: A-1 (By-law No. 5942)
OCP DESIGNATION: Industrial
NCP DESIGNATION: Parks and Open Spaces



RECOMMENDATION SUMMARY

- Refer the application back to staff to work with the applicant to bring forward conditions for approval.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed development does not comply with the Parks and Open Spaces designation of the South Westminster NCP.
- The proposed development does not comply with the Industrial designation in the OCP.
- The proposed development is contrary to Council's directive (Corporate Report No. R059 approved on April 2, 2007) to withhold processing of applications involving redesignation from Industrial.

RATIONALE OF RECOMMENDATION

- The subject property has a 13% cross slope which is unsuitable for industrial/business park development.
- The subject property has Urban designated lands to the south and east. The property to the east, which is designated Urban in the OCP, could develop into a similar land use.
- The proposed development, although contrary to the current Industrial designation in the OCP, can assist in providing a buffer and is therefore partially fulfilling the Parks and Open Spaces designation in the NCP.
- It was not considered practical to undertake all of the work associated with refining and detailing the proposal until it was determined if Council is prepared to consider the related NCP policy amendment.

RECOMMENDATION

The Planning & Development Department recommends that Council receive this report as information and refer this application back to staff to work with the applicant to bring forward conditions for approval.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.

SITE CHARACTERISTICS

Existing Land Use: Vacant, impacted by the slope of the land and the GVRD sanitary sewer trunk line located on the north portion of the site at the base of the slope.

Adjacent Area:

Direction	Existing Use	NCP Designation	Existing Zone
North:	Future Khalsa primary and secondary school site (approved on June 25, 2007).	Institutional	CD (By-law No. 16017)
East (Across the unopened 124 Street ROW):	Single family residence.	Parks/Open Space	A-1
South (Across 104 Avenue):	Single family residential.	Outside of NCP, designated Urban in the OCP.	RF
West:	Yellow-coded stream, vacant.	Parks/Open Space	A-1

DEVELOPMENT CONSIDERATIONS

- The subject property was created on September 13, 2007 with the registration of the subdivision plan dedicating the extension of 124 Street parallel to the GVRD sanitary sewer right-of-way and the creation of the northerly lot for the Khalsa School development.
- The subject site comprises a site area of 1.09 hectares (2.6 acres) and is designated Industrial in the Official Community Plan (OCP) and Parks/Open Space in the South Westminster Neighbourhood Concept Plan (NCP) (Appendix IV).

- The subject site is bounded by 104 Avenue to the south, the 124 Street extension to the north, an unopened road allowance (124 Street) to the east, and a yellow-coded open drainage channel to the west.

Current Application

- The applicant, Satnam Education Society of B.C., is requesting the following:
 - an OCP Amendment to redesignate the site from Industrial to Urban;
 - an amendment to the South Westminster Neighbourhood Concept Plan (NCP) to redesignate the subject site from Parks/Open Space to Urban;
 - a rezoning from A-1 (By-law No. 5942) to RM-15; and
 - a Development Permit to permit the development of a 43-unit townhouse development.
- The subject property slopes at an approximately 13% grade in a north-westerly direction from 104 Avenue down to the 124 Street extension, which runs along the north property line.
- Preliminary information submitted by the applicant indicates that the proposed development will have access on the new 124 Street extension fronting the north portion of this site. The proposed internal driveway angles along the slope to reduce the grade of the internal driveway.
- The proposed 43-unit townhouse development translates into a density of 35 units per hectare (14 units per acre). This density falls within densities permitted in the Urban designation of the OCP, which allows a maximum density of 37 units per hectare (15 units per acre). The surrounding properties to the east and south of the subject site are currently designated Urban in the OCP.
- Currently, the townhouse form most commonly being developed in Surrey are three-storey units with the garage located on the first floor of the building. Due to the slope of this site, the applicant has combined both the traditional two-storey townhouses with an attached double garage with three-storey townhouses with tandem parking. This arrangement reduces the length of the internal drive aisle required to access the units.
- The applicant has submitted a conceptual plan of development for the proposed townhouse development as well as a plan to show how the easterly adjoining property could redevelop in a similar density and form (Appendix III).
- The unopened 124 Street road allowance located on the east side of this development cannot be constructed as dedicated due to the 12% grade with cross slope. The applicant has requested that the western 10 metres (33 ft.) of this portion of road be closed and incorporated within the development proposal.

PRE-NOTIFICATION

Pre-notification letters were sent on September 22, 2006 and a development proposal sign was erected on the property. To date, staff have not received any comments with respect to the proposal.

PROJECT EVALUATION

Applicant's Justification of the Proposed NCP and OCP Amendment:

- The grades of the property make it unsuitable for industrial development, which requires large flat footprints.
- Vehicle access is not permitted to 104 Avenue due to the steep slope of 104 Avenue and the rail crossing, both located to the east of the subject property. All access to the site is limited to the northerly extension of 124 Street. With the approved Khalsa School to the north, it would not be desirable to mix industrial traffic with school traffic.
- The Parks and Open Space designation in the Neighbourhood Concept Plan severely limits any potential development of the site.

Staff Assessment of the Proposal:

- During the formation of the South Westminster NCP, Planning staff analyzed the overall land uses and densities and reviewed methods to mitigate the impact of the future industrial development on the uplying residential hill side.
- In order to reduce the development impacts, the areas located along the easterly edge of the South Westminster NCP at the toe of the slope were designated for Parks and Open Space, which would provide buffering from the industrial development for the upland residential area.
- It was anticipated that as development applications were considered on the properties which were adjacent to the Parks and Open Space designation, a review would be completed on an individual application basis to best determine how to buffer the industrial development.
- The subject site has a 13% cross slope which makes it undevelopable for industrial development, which requires large flat footprints for buildings and truck circulation areas.
- Had the Khalsa School site developed for a business park as envisioned in the South Westminster Plan, it was anticipated that a portion of this site may be used for parking, with the remainder of the site left as a buffer area.
- The subject site, along with the property to the east, is constrained by an arterial road to the south, a railway line to the east, a drainage course to the west and a new road to the north, creating a development pocket suitable for a low density townhouse development as permitted in the Urban designation of the OCP.

- This isolated pocket will not impact the existing residential uses to the south as the proposed townhouse units will be located down the hill from the existing residents, with access to the site from the new 124 Street extension. The residential neighbourhood to the east is separated by the rail right-of-way.
- The 35 units per hectare (14 units per acre) density proposed in this development is permitted in the Urban designation of the OCP, which allows for up to 37 units per hectare (15 units per acre). The Urban designation is in keeping with the designation of the properties to the east and to the south.
- The redevelopment of this site to a townhouse density will provide opportunities for employees to live close to a future industrial area.
- Council, at this time, has placed a moratorium on the redesignation of Industrial designated land until the Employment Lands Strategy is completed. This study was initiated to respond to development pressures to utilize Industrial designated lands for non-industrial uses. However, due to significant site constraints and the Park/Open Space designation in the NCP, this site is not conducive to be redeveloped into industrial uses.

COURSES OF ACTION FOR COUNCIL

Option A: Deny the Application

Under this option, Council would simply deny the application

Pros

- Supports the current land use policies to ensure adequate land supply to facilitate long-term economic growth and to preserve Industrial land for business uses.
- Maintains the tax and employment base opportunities for the City.

Cons:

- The site is unsuitable for industrial development due to the slope conditions and limited access.
- The Parks and Open Spaces designation in the NCP does not allow for any use on the site other than buffering, which is an economic hardship.
- The site is unsuitable for park development due to topography.

Option B: Refer the application back to staff to work with the applicant and in bringing forward conditions that will allow the application to proceed to Public Hearing.

Under this option, Council would refer the application back to staff to work with the applicant toward developing conditions of approval to allow the OCP amendment by-law and the rezoning by-law to proceed to a Public Hearing. This process would include a Public Information Meeting related to the NCP amendment, detailing the site development plan, finalizing the form and character of the overall development, and engineering considerations.

If Council is of the view that the relative merits of the application are sufficient to allow the application to proceed, staff should be directed to work with the applicant to complete and refine the application and bring forward a subsequent Planning Report with conditions for approval addressing the following:

- Detailed site planning review, design review and engineering review.
- Public Information meeting to satisfy the established procedures for an NCP amendment.
- Closure and consolidation of a portion of the unopened 124 Street right-of-way.

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 Plan
Appendix III.	Engineering Summary
Appendix IV.	South Westminster NCP Plan

Jean Lamontagne
General Manager
Planning and Development

LAP/kms

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Information for City Clerk

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

1. (a) Agent: Name: CitiWest Consulting Ltd.
 Address: #101 - 9030 King George Highway
 Surrey, BC
 V3V 7Y3
 Tel: 604-591-2213

2. Properties involved in the Application
 - (a) Civic Address: 12389 - 104 Avenue

 - (b) Civic Address: 12389 - 104 Avenue
 Owner: Satnam Education Society
 PID: 027-214-311
 Lot 2 Block 5 North Range 2 West New Westminster District Plan BCP32461

3. Summary of Actions for City Clerk's Office

DEVELOPMENT DATA SHEET

Proposed Zoning: RM-15

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA (in square metres)		
Gross Total		1.09 ha
Road Widening area		.16 ha
Undevelopable area		
Net Total		1.25 ha
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	45%	25%
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
Front (124 Street)	7.5 m	7.5 m
Rear (104 Avenue)	7.5 m	7.5 m
Side #1 (East)	7.5 m	7.5 m
Side #2 (West)	7.5 m	7.5 m
BUILDING HEIGHT (in metres/storeys)		
Principal	11.0 m	
Accessory	11.0 m	
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		43
Total	44	43
FLOOR AREA: Residential	7,500 m ²	7,687.4 m ²
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA	7,500 m ²	7,687.4 m ² *

* *Exceeds the RM-15 Zone*

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)	15	14
FAR (gross)		
FAR (net)	0.60	0.61*
AMENITY SPACE (area in square metres)		
Indoor	129 m ²	129 m ²
Outdoor	129 m ²	>129 m ²
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Total	86	86
Residential Visitors	10	10
Institutional		
Total Number of Parking Spaces	96	96
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

* *Exceeds the RM-15 Zone*

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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