

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7906-0435-00

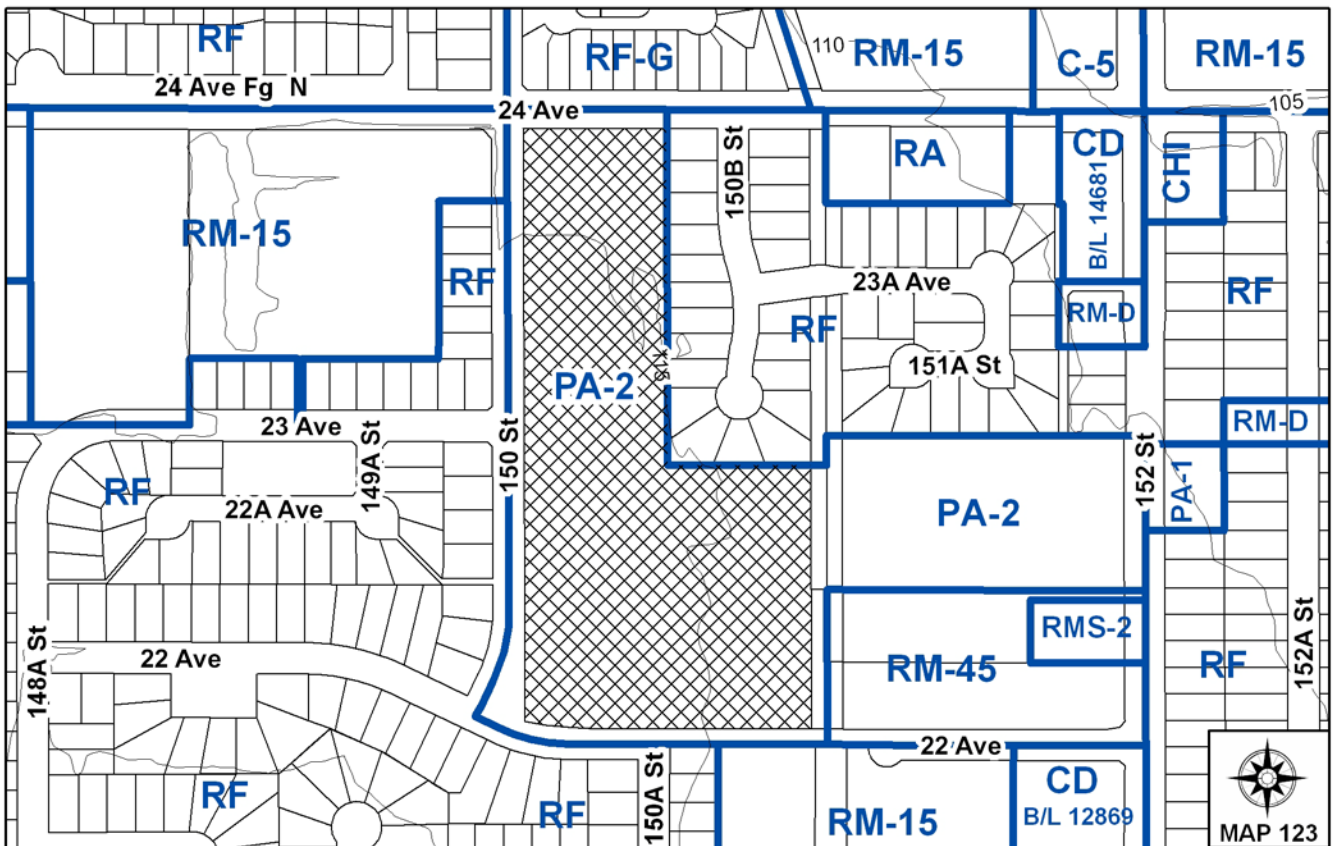
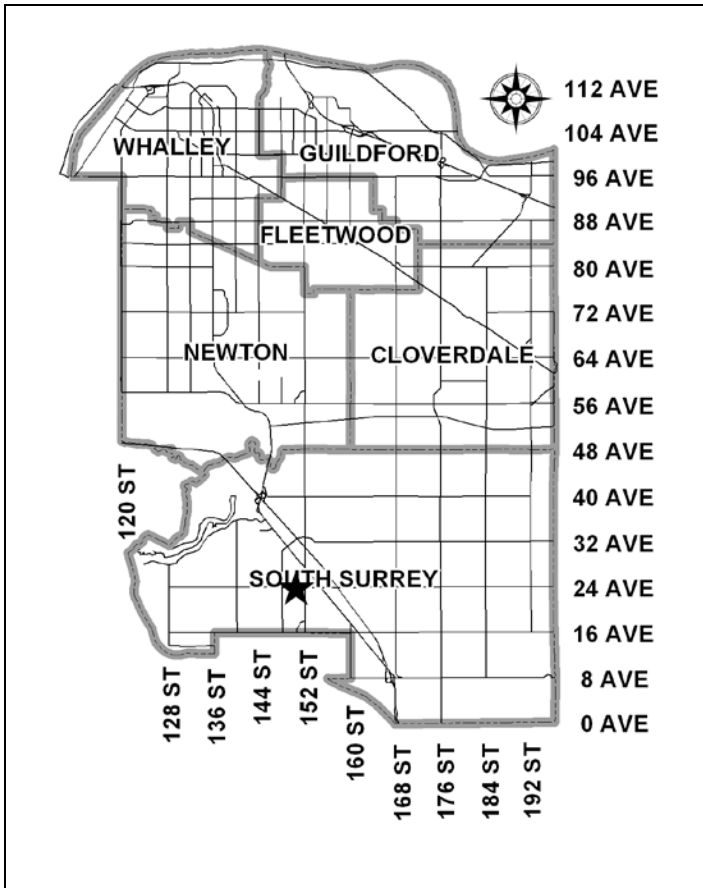
Planning Report Date: March 9, 2009

PROPOSAL:

- Rezoning from PA-2 to CD (based on RMS-2 and PA-2)
- Development Permit
- Housing Agreement

in order to permit the development of a seniors care and assisted living housing project and prescribe a maximum capacity for the existing church and school.

LOCATION: 15024 - 24 Avenue
OWNER: The Roman Catholic Archbishop of Vancouver
ZONING: PA-2
OCP DESIGNATION: Urban
LAP DESIGNATION: Urban Residential



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval to draft Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The site is designated Urban Residential in the Semiahmoo Peninsula Local Area Plan. An amendment to the LAP to accommodate the proposed seniors housing assisted living apartment and care project is required.

RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- The LAP amendment can be justified as the proposed 3-storey seniors housing project is generally consistent with existing multi-family uses in the surrounding area in the vicinity of the Semiahmoo Trail.
- The applicant proposes significant on and off-site improvements to address existing parking and traffic concerns related to the existing school and church, including providing expanded parking on the site, and implementing traffic calming measurements and a new traffic signal at 150 Street and 24 Avenue.
- A seniors assisted-living and care facility will provide needed seniors housing units in the City.
- The proposed design provides a positive response to the site by preserving trees and achieving a high degree of open space through the provision of underground parking.
- The Heritage Advisory Commission (HAC) endorses the proposed interface treatment to Semiahmoo Trail.
- There has been significant opposition from the adjacent residential neighbourhood throughout the development application review process. The major concerns include use, density, traffic and parking. A series of intensive public consultation sessions were conducted that included two (2) public information meetings, one (1) resident organized meeting, and a facilitation process with a professional facilitator. Despite modifications to the proposal made by the developer, strong community opposition remains. Therefore, staff recommend that the proposed development now proceed to a Public Hearing and that, in conjunction with the proposed rezoning to accommodate the seniors housing project, the remaining uses on the subject site (elementary school and church) be capped to limit expansion of these facilities in the future. This will partially address the concerns raised by neighbouring residents regarding traffic and parking problems generated by these existing facilities.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the portion of the subject site defined as Block A on the survey plan attached in Appendix I from "Assembly Hall 2 Zone (PA-2)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. a By-law be introduced to rezone the portion of the subject site defined as Block B on the survey plan attached in Appendix I from "Assembly Hall 2 Zone (PA-2)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
3. Council authorize staff to draft a Housing Agreement By-law.
4. Council authorize staff to draft Development Permit No. 7906-0435-00 in accordance with the attached drawings (Appendix II).
5. 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) submission of a subdivision layout to the satisfaction of the Approving Officer;
 - (c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
 - (d) submission of a finalized landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) registration of a Section 219 Restrictive Covenant for no-build and tree preservation within the 10 metre (33 ft.) buffer to Semiahmoo Trail;
 - (f) registration of an easement and shared parking agreement between the future seniors housing site, the Good Shepherd Church and the Star of the Sea Elementary School;
 - (g) submission of a financial contribution to the satisfaction of the Parks, Recreation & Culture Department for Semiahmoo Trail relocation off the subject site and onto City property;
 - (h) submission of financial securities for parking lot improvements around the Good Shepherd Church;

- (i) The applicant enter into a Good Neighbour Agreement with the City to ensure an on-going process to monitor traffic, access and parking on the three sites (seniors housing, church, elementary school) with the surrounding community including Traffic Demand Management (TDM) initiatives to be implemented on the three (3) sites;
 - (j) submission of financial securities for future traffic improvements in the neighbourhood as determined by the City;
 - (k) the applicant enter into a housing agreement with the City to limit occupancy of the assisted living units to seniors 65 years of age or older only;
 - (l) register a Section 219 Restrictive Covenant to implement a formal Parking Management Plan between the 3 uses on the site, including the allocation of all surplus underground parking stalls on the seniors housing facility for use exclusively by the Good Shepherd Church on Sundays and on special occasions and holidays; and
 - (m) registration of a Section 219 Restrictive Covenant to restrict the maximum delivery truck type that can attend the site to a WB-15 type truck.
6. Council pass a resolution to amend the Semiahmoo Peninsula Local Area Plan to redesignate the land from "Urban Residential" to "Multiple Residential Seniors Housing" when the project is considered for final adoption.

REFERRALS

Engineering:

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

Parks, Recreation & Culture:

The Parks, Recreation & Culture Department supports the proposed development, and has requested that the applicant fund the relocation of the Semiahmoo Trail pathway onto City property as per the recommendation of the Heritage Advisory Commission (HAC). The applicant will be required to submit the necessary funds for this relocation prior to final adoption of the Rezoning By-law.

Heritage Advisory Commission:

The subject application was presented to the HAC on two (2) occasions to evaluate the interface of the proposed development with the heritage-designated Semiahmoo Trail. The first review was at the April 25, 2007 HAC meeting, at which time the HAC made a variety of recommendations to address the Trail interface. The second review was at the July 25, 2007 HAC meeting, at which time the applicant had made significant revision to the building siting, height, massing and landscaping treatment adjacent to the Semiahmoo Trail. The HAC endorsed the revised interface treatment between the seniors building and the Semiahmoo Trail.

SITE CHARACTERISTICS

Existing Land Use: The site is currently occupied by the Good Shepherd Church and Star of the Sea private elementary school. The eastern portion of the site which is proposed for the seniors assisted living and care facility, is vacant.

Adjacent Area:

Direction	Existing Use	OCP/LAP Designation	Existing Zone
North (Across 24 Avenue):	Single family dwellings.	Urban/Urban Residential	RF-G
East (Across Semiahmoo Trail):	Single family dwellings, institutional uses and low-rise apartments.	Urban and Multiple Residential; Urban Residential, Institutional and Multiple Residential	RF, PA-2 and RM-45
South (Across 22 Avenue):	Single family dwellings and townhouses.	Urban/Urban Residential and Townhouses	RF and RM-15
West (Across 150 Street):	Single family dwellings and townhouses.	Urban/Urban Residential	RF and RM-15

DEVELOPMENT CONSIDERATIONS

Background and Proposal

- The subject site is located on the southeast corner of 24 Avenue and 150 Street. The site is designated "Urban" in the Official Community Plan (OCP) and "Urban Residential" in the Semiahmoo Peninsula Local Area Plan (LAP). The site is currently zoned "Assembly Hall 2 Zone (PA-2)" and is occupied by the Good Shepherd Church and Star of the Sea private elementary school. The heritage-designated Semiahmoo Trail abuts the site along the east and south property lines.
- Adjacent land uses surrounding the subject site include an established single-family neighbourhood to the north, west, northeast and southwest, as well as townhouses, low-rise apartment buildings, and institutional uses, to the east and southeast across the Semiahmoo Trail.
- The applicant proposes to rezone the southeast corner of the site, which is currently vacant and treed, from "Assembly Hall 2 Zone (PA-2)" to "Comprehensive Development Zone (CD)" to permit development of a 3-storey seniors residence. The proposed senior's facility will be comprised of 124 assisted living units and 28 special care/dementia units (32 beds). The facility will be served by an underground parkade.

- The portion of the site proposed for the senior's housing project, which is approximately 16,703 square metres (4.13 acres) in area, is proposed to be subdivided from the rest of the church/elementary school site, and become a separate legal lot. The remaining church/elementary school site will be approximately 33,189 square metres (8.2 acres) in size.

Justification for Local Area Plan Amendment

- A Local Area Plan (LAP) amendment is required to redesignate a portion of the site from "Urban Residential" to "Multiple Residential Seniors Housing" in the Semiahmoo Peninsula LAP.
- The LAP amendment is justifiable for the following reasons:
 - The proposed seniors use complies with the site's existing Urban designation in the OCP;
 - The proposed 3-storey seniors housing project is generally consistent with existing multi-family uses in the surrounding area in the vicinity of the Semiahmoo trail;
 - The site is in close proximity of the Semiahmoo Town Centre; and
 - The proposal will provide needed seniors housing units in the City.

Proposed CD By-law for Seniors Housing Project Site

- The proposed CD By-law to accommodate the proposed seniors housing project is based generally on a blend of the average density and lot coverage provisions of the "Special Care Housing 1 Zone (RMS-1)" and the "Special Care Housing 2 Zone (RMS-2)", both of which are permitted under the site's Urban Designation in the OCP. The CD Zone also includes a maximum building height similar to the RM-15 Zone, which is also permitted in the Urban designation in the OCP.
- The following table illustrates how the proposed CD Zone compares with the RMS-1 Zone, the RMS-2 Zone, the site's current PA-2 Zoning, as well as a conventional RM-15 townhouse:

	Existing PA-2	RMS-1	RMS-2	RM-15	Proposed CD
Permitted Principal Uses	Assembly halls, Private schools, Child care centres, Community services	Care facilities	Care facilities	Ground oriented multiple unit residential buildings	Seniors oriented multiple unit residential buildings, Care facilities
Density (FAR)	0.50	0.50	1.00	0.60	0.80
Lot Coverage	40%	25%	45%	45%	30%
Setbacks	3.6 metres (12 ft.) to 7.5 metres (25 ft.)	7.5 metres (25 ft.) from all lot lines	7.5 metres (25 ft.) from all lot lines	7.5 metres (25 ft.) from all lot lines	12.0 metres (40 ft.) to 17.0 metres (56 ft.)
Building Height	9 metres (30 ft.)	9 metres (30 ft.)	13 metres (43 ft.)	11 metres (36 ft.)	11 metres (36 ft.)

- To accommodate the proposed combination of assisted living units and special care/dementia units, the proposed CD Zone will permit both multiple unit residential buildings - for senior citizens (65 years or older) only, as well as a care facility. The multiple unit residential dwellings (124 proposed) will be regulated through a Housing Agreement with the City, which will ensure seniors occupancy only. The owner will be required to enter into this Housing Agreement prior to final adoption of the rezoning By-law. The care facility units (28 special care/dementia units) will be Provincially licensed and regulated through the Fraser Health Authority.

- The proposed floor area ratio (FAR) of 0.80 is between the 0.50 FAR permitted under the RMS-1 Zone and the 1.00 FAR permitted under the RMS-2 Zone. The proposed density is considered supportable due to the site's close proximity to the Semiahmoo Town Centre, as well as the reduced lot coverage and building height, and increased building setbacks proposed. The proposal also includes underground parking, which results in a substantially increased amount of open space and reduced lot coverage.
- The proposed lot coverage of 30% is between the 25% lot coverage permitted under the RMS-1 Zone and the 45% permitted under the RMS-2 Zone. The proposed lot coverage is lower than the 40% permitted under the existing PA-2 Zone as well as the 45% coverage permitted on a conventional ground-oriented RM-15 townhouse project.
- The proposed building setbacks ranging between 12.0 metres (40 ft.) and 17.0 metres (56 ft.) are larger than the 7.5 metre (25 ft.) setbacks required under the RMS-1, RMS-2, and RM-15 Zones.
- The proposed building height of 11.0 metres (36 ft.) is between the 9 metre (30 ft.) building height permitted under the RMS-1 Zone and the 13 metre (43 ft.) building height permitted under the RMS-2 Zone. The proposed maximum building height is the same as a conventional ground oriented RM-15 townhouse development.
- For comparison purposes, the proposed FAR of 0.80, lot coverage of 30%, and building height of 11 metres (36 ft.) is significantly lower than the 1.30 FAR, 45% lot coverage, and 15 metre (50 ft.) building height permitted on the RM-45 site to the immediate east across Semiahmoo Trail.

Semiahmoo Trail Design Guidelines and Heritage Advisory Commission

- Since the site abuts the heritage-designated Semiahmoo Trail along its east and south boundaries, the Semiahmoo Trail Design Guidelines are applicable to this proposal. The Semiahmoo Trail Design Guidelines, developed to protect the heritage value and character of the Semiahmoo Trail, were accepted by Council on March 22, 2004.
- The proposed seniors residence meets or exceeds all Design Standards specified in the Semiahmoo Trail Design Guidelines as follows:
 - The minimum distance between the proposed building and the Semiahmoo Trail is 13 metres (42 ft.), which exceeds the Semiahmoo Trail design standard of 10 metres (33 ft.);
 - No vehicular accesses are proposed to the Semiahmoo Trail to/from this proposed development as required in the Design Standards;
 - The applicant retained a qualified professional to complete an arborist assessment of the subject site. The arborist report confirms that no trees on the Semiahmoo Trail will be impacted by the proposed development. In addition, the arborist report confirms that the 10 metre (33 ft.) trail setback area will remain in a natural state and not be disturbed during the development process. All trees within the 10 metre (33 ft.) trail setback area, including undersize trees, and understory vegetation, will be retained unless declared to be hazardous. Currently only 1 tree (Douglas Fir) has been declared hazardous. The

applicant and the project architect have agreed to work with the Friends of the Semiahmoo Trail to monitor tree protection during the construction process.

- There will be no changes to the natural grade within the 10 metre (33 ft.) trail buffer area with the exception of some minor filling of problematic low areas with surface topsoil.
 - A landscaping plan for the proposed development has been prepared by DMG landscape architects. This landscape plan proposes some pocket planting of new trees within the 10 metre (33 ft.) trail buffer area to complement the existing retained trees. The landscaping plan will be established as part of the Development Permit and securities will be collected to ensure the landscaping is installed and maintained (including fencing).
 - The 10 metre (33 ft.) trail setback area will be protected by a Section 219 Restrictive Covenant which will be required to be registered as a condition of final adoption of the rezoning By-law. The Covenant will prohibit construction within the 10 metre (33 ft.) trail setback area and ensure tree protection.
 - A split rail wooden fence in accordance with the Semiahmoo Trail design standards is proposed along the south and east perimeter of the site.
 - Three (3) private accesses (non-gated) to the Semiahmoo Trail are proposed for this development. The accesses will be provided by switchbacks in the split rail fence as required in the Design Standards.
- A 20-metre (66 ft.) dedicated area has already been achieved for the portion of the Semiahmoo Trail abutting the eastern property line of the subject site. As such, no additional dedication for Trail widening is necessary. However, it has been noticed that there are portions of the existing Trail pathway that extend outside of the 20-metre (66 ft.) dedicated area and onto the subject site. At the request of the Heritage Advisory Commission and the City's Parks, Recreation and Culture Department, the applicant has agreed to fund the relocation of the pathway off the subject site and fully onto City property. The necessary funds will be collected prior to final adoption of the rezoning By-law.

Heritage Advisory Commission Review

- The subject development proposal was presented to the Heritage Advisory Commission (HAC) twice, to review the interface treatment to Semiahmoo Trail. The first review was on April 25, 2007, at which time the HAC made a variety of recommendations related to building siting, height, massing, tree retention, and landscaping treatment. The applicant responded to the recommendations of the HAC through a variety of plan revisions. The proposal was then reviewed by the HAC for a second time on July 25, 2007, at which time the HAC confirmed their endorsement of the proposed interface treatment to the Semiahmoo Trail.
- The applicant has volunteered a \$20,000 contribution to the Friends of the Semiahmoo Trail for trail entry beautification off 150A Street.

Traffic and Access

- The applicant retained Creative Transportation Solutions Ltd. (CTS) to prepare traffic impact and parking studies for the proposal.
- Two (2) traffic impact studies were prepared, the first dated June 2006 and the second dated February 17, 2009. Both traffic studies indicated that the projected volume of new traffic that will be generated specifically by the proposed senior's residence is not considered to be significant. However, to respond to existing traffic generated by the church and elementary school, and to improve traffic safety, the traffic impact studies do recommend off-site improvements including the following:
 - Signalization of the intersection of 150 Street and 24 Avenue; and
 - Installation of a traffic circle at the intersection of 150A Street and 22 Avenue.
- The City's Engineering Department agrees that a signal at the intersection of 150 Street and 24 Avenue, and a traffic circle at the intersection of 150A Street and 22 Avenue will improve traffic flow and safety along these streets. The applicant has agreed to construct these off-site works, and as such, the installation of the traffic signal and traffic circle will be included in the Servicing Agreement with the City's Engineering Department. The applicant has also agreed to contribute funds to the City for future traffic improvements in the neighbourhood, if deemed warranted by the City. Monies will be deposited by the developer with the City for this purpose and will be utilized upon sufficient study being undertaken to confirm a need for this work in the future.
- The proposed main vehicular access to/from the site is from 150 Street through the existing Good Shepherd church parking lot. The access will be clearly delineated with decorative paving and signage. A reciprocal access easement will be required to be registered prior to final adoption of the rezoning By-law to formalize this access. A secondary access is proposed from 150A Street/22 Avenue, but this access will be an emergency access only, and will be physically blocked with bollards. The City's Engineering Department has accepted the proposed access arrangement but will reserve the option to open the secondary access to vehicular traffic should it prove beneficial from a traffic flow perspective in the future after appropriate public consultation is conducted.

Parking

- The parking study that was prepared for this proposal indicates that the number of off-street parking stalls required for the proposed senior's residence is 81 stalls. This number of stalls is based on the City's approved parking rates for senior's housing. The parking requirement for the Good Shepherd Church is 130 parking spaces based on the City's parking by-law rate. The parking requirement for the Star of the Sea private elementary school is 82 parking spaces also based on the City's parking by-law rate.

- To address on-going parking concerns in the area, the applicant has made significant efforts to ensure parking on all three sites is provided to address present and future needs. The proposed senior's residence will provide a total of 157 parking stalls (12 surface and 145 underground). The Good Shepherd church currently provides 152 surface parking spaces, and through a proposed reconfiguration, that number will increase to 174. The applicant will be required to submit financial securities to the City prior to final adoption of the rezoning By-law to ensure this parking lot reconfiguration is completed including re-landscaping. The Star of the Sea school currently provides 82 surface parking spaces. It is noted that the number of school parking spaces will be increased by 4 when the gravel portion of the employee parking lot is paved and formal parking stalls are delineated. The paving and formalizing of this area is intended to be completed as part of the current school renovation.
- The following table compares the proposed provision of parking stalls to the required number of parking stalls based on City requirements:

	Good Shepherd Church	Star of the Sea Elementary School	Proposed Seniors Residence	Total
Number of stalls to be provided	174	86	157	417
Number of stalls required	130	82	81	291
Surplus/Deficit	+44	+4	+76	+124

- As illustrated in the above table, the proposed number of off-street parking stalls for all 3 facilities (seniors residence, church, elementary school) exceed the City's required number of stalls by 124 stalls.
- In addition to comparing the proposed number of parking stalls with City By-law requirements, CTS also conducted comprehensive parking surveys to observe current parking conditions, including peak periods. Surveys were conducted on every day of the week and also included both Easter Sunday and First Communion. The surveys found that both the church and school have insufficient parking off-street if analyzed in isolation, however, with a mandated shared parking strategy, both the existing and future projected parking demand can be accommodated. Based on the findings of these surveys, CTS proposes the implementation of a Parking Management Plan, which recognizes that the church and elementary school have different peak parking demands, and also that the proposed seniors residence has a large amount of surplus parking, which results in a significant opportunity for a shared parking arrangement.

Parking Management Plan

- CTS recommended that a formal Parking Management Plan could be successfully implemented between the church, school, and seniors residence to better manage both on and off-street parking demand. The primary objectives of a parking management plan are as follows:
 - To ensure existing and future parking demand for typical peak conditions is accommodated for on a regular basis;
 - To include a contingency plan for recurring absolute peak parking days;
 - To incorporate any opportunities for shared parking in order to maximize the usage of parking spaces; and
 - To ensure any negative parking impacts are mitigated.

- The proposed off-street parking management plan includes the following key elements:
 - That 75% of the elementary school parking lot capacity be made available to the church on typical Sundays only;
 - That 75% of the church parking lot capacity be made available to the school on school days only;
 - That 25% of the senior's residence parking (40 spaces) be made available to the church on typical Sundays only. It is noted that the developer proposes to go beyond this recommendation by making all surplus stalls in the underground parkade of the seniors residence (64 stalls) available to the church on Sundays; and
 - On special days such as Easter Sunday, that 100% of the school parking supply, the paved parking area next to the school gym and any additional spare parking in the seniors residence be used for overflow parking.
- By sharing parking, the off-street parking supply can be significantly increased for peak periods, thereby reducing the impact on the surrounding community. Shared parking agreements and access easements will be required to be registered prior to final adoption of the rezoning By-law to formalize the Parking Management Plan.

Traffic Demand Management

- In addition to the proposed on and off-site parking and traffic improvements, CTS has recommended that the church, elementary school, and proposed senior's residence implement a Traffic Demand Management (TDM) program to help reduce traffic volumes, improve traffic safety, and make more efficient use of available off-street parking. Some of the TDM options being considered for implementation include:
 - Installation of a sign in the school staff parking lot that reads "church overflow parking weekends";
 - Directing choirs, ushers, and other service volunteers to use the parking lot under the senior's residence to free up space in the surface parking lots;
 - Reminders in the church bulletin and verbally during services that parishioners must be sensitive to the neighbourhood in their driving and parking behaviour and that carpooling is encouraged;
 - Adding an additional mass on Easter Sunday and Good Friday to spread out traffic volume;
 - Enlisting a service club to act as parking marshals during Easter, Christmas and other Special Events to facilitate stacking and other means to increase off-street parking volume; and
 - Consider remote parking at an off-site location with shuttle service to/from the church on Christmas.
- The proposed TDM measures still need to be finalized, however, the applicant has agreed to enter into a Good Neighbour Agreement with the City to formalize the agreed upon TDM options as well as other means of minimizing impact on the surrounding community, prior to final adoption of the rezoning By-law. This agreement will provide a vehicle for information sharing and community monitoring of issues related to this site.

Proposed Rezoning of Church and Elementary School Site

- The Star of the Sea private elementary school was constructed in 1985 and three (3) portables were added a few years ago. The current student enrollment is 319 students. A building permit was recently issued to construct an addition and make some renovations to the school building. The main purpose of the addition is to replace the portables, and add new teaching facilities including a music room and library/learning room. The renovations will also improve the appearance of the main entrance, increase the size of the paved staff parking lot and improve the landscaping on the grounds.
- The Good Shepherd church was constructed in 1994, and currently has a seating capacity of 800 persons. The church does not have any intentions to expand the assembly hall areas, however, they may need to undertake a minor expansion of the rectory or office space in the future. Aside from the school expansion that is underway, and the minor rectory expansion identified for the future, the Diocese does not have any plans to further expand the school or church.
- Under the existing PA-2 zoning, and even after severing off the senior's residence site, there is currently excess density allowed that would theoretically enable additional floor area to be added to the existing church and elementary school in the future provided that additional parking spaces are provided. The maximum floor area ratio (FAR) permitted under the PA-2 Zone is 0.50 and the current FAR of the church and elementary school after the seniors housing site is subdivided off is 0.19.
- To respond to concerns that have been raised by neighbouring residents regarding traffic and parking problems in the area generated by these uses, staff recommend that the school/church portion of the site be rezoned to cap the existing density. The rezoning would allow the current school addition and the future minor additional rectory/office space but would not allow any additional floor area to be added unless pursued through a separate rezoning process which would include public consultation.
- A separate rezoning by-law has been prepared by staff to cap the existing church and school density and capacity. The proposed CD Zone for the church/school site is identical to the PA-2 Zone but caps the maximum floor area ratio and lot coverage at 0.20. This represents approximately 330 m² of additional floor area available for future minor additional rectory/church office space. The CD Zone also caps the church capacity at 800 seats and the elementary school capacity at 330 students (full-time equivalency). The 800-seat cap on the church is based on the existing number of seats which the church has no intentions of increasing. The 330-student (full-time equivalency) cap is based on the existing student enrollment (319 students) but allows for some enrollment fluctuations from year to year. It is noted that most of the students are full-time students except for 40 kindergarten students who are currently part-time but may become full-time students in the future through a Provincial change to kindergarten programming. Over the past 10 years the highest student enrollment (05/06) was 336 students.
- The proposed rezoning will ensure that the traffic and parking needs being generated by the school and church will remain fixed.

- The Catholic Diocese objects strongly to the requirement to rezone the school/church portion of the site and cites the following reasons for their position:
 - Natural barriers to further growth including the likelihood that the Archdiocese will construct a new church and school on land it acquired at 24 Avenue and 176 Street, thus reducing the size of the area served by Good Shepherd Church and Star of the Sea School;
 - The assembly area of the Church is adequate to meet foreseeable needs and there are no plans to expand it.
 - The architectural style of the Good Shepherd church would make it very difficult to increase the size of the assembly hall even if they wanted to;
 - The campus enhancement under construction should meet the needs of the School without requiring further construction for the next 20 years or so; and
 - The future cannot be predicted and it is unreasonable for the City to oppose a restriction on the FAR on the land.
- Despite the objection of the Diocese, staff recommend that the church and school density be capped, in order to off-set the proposed development and provide the community with certainty regarding future uses on the site. The rezoning will not prevent the Diocese in the future from pursuing rezoning of the site, should further expansion be proposed, but will ensure that such an expansion is evaluated under a future rezoning process with public input from the neighbourhood.

PRE-NOTIFICATION

Pre-notification letters were sent on December 20, 2006 and staff have received the following comments:

- Staff has received a number of letters, phone calls, and e-mails from residents in the surrounding community expressing concerns with the proposed seniors residence. Concerns include the following:
 - Use;
 - Density;
 - Building height and massing;
 - Impact on Semiahmoo Trail;
 - Tree preservation;
 - Traffic (including emergency and delivery vehicles);
 - Parking;
 - Site access; and
 - Impact on land values.
- Staff has facilitated numerous meetings between the developer and the community representatives to try and find mediated solutions to addresses the above-mentioned community concerns. The following provides responses to the concerns raised:

Land Use and Density:

- From a land use perspective, the subject site has some merit for this type of senior's residence. The population in the South Surrey area is aging and there is a demand for facilities such as this one, which provide aging in place opportunities. The site is ideally situated within close proximity to the Semiahmoo Town Centre, which provides a variety of services and amenities, as well as the Semiahmoo Trail, which is an important public outdoor amenity. The site is also next door to the Good Shepherd church, which will provide religious services for future residents.
- Some neighbouring residents have questioned why the proposed senior's housing project is being proposed for this site given that the Archdiocese owns other sites in the nearby area, specifically at 152 Street and 36 Avenue, and at 176 Street and 24 Avenue. The applicant has advised staff that the main reasons for locating the proposed senior's residence on the subject site include the following:
 - The unique intergenerational opportunities that are created by having a senior's residence, church, and elementary school all located on the same site;
 - The fact that many of those who have expressed desire to reside in the proposed senior's residence are from nearby areas in South Surrey and White Rock, and wish to age within their home community;
 - The site's location within a quiet residential setting similar to the neighbourhoods many potential future residents of the project likely lived in when they were younger;
 - The size and natural attributes of the site which allow for the creation of outdoor landscaped amenities; and
 - The site's proximity to transit, services and amenities, including the Semiahmoo Trail.

The applicant also advises that the church intended to develop a senior's housing project on this site long before the surrounding homes were built, and a sign stood on the site for many years indicating that the property would ultimately house a church, school and seniors residence. In addition, the applicant advises that there is a growing need for seniors housing in Surrey and, given this need, the other lands owned by the Church should not be seen as alternative sites, but instead additional sites where similar senior's housing projects will likely be needed in the future.

- The applicant has made a number of plan revisions to respond to concerns raised by the community regarding density, building height, and massing. From the initial proposal, the applicant has reduced the floor area ratio (FAR) from 1.00 to 0.80, the number of units from 197 to 152, and the building height from 4-storeys to 3-storeys. The proposed building height is now comparable to a 3-storey ground oriented townhouse project. The building also tapers to 2-storeys on the edges, providing an even better interface with adjacent single family homes and the Semiahmoo Trail. The building is also setback further than 12.0 metres (40 ft.) from all property lines, which is significantly greater than the 7.5 metre (25 ft.) setback required under all other standard multi-family zones.
- The proposed seniors housing project has a low lot coverage (30%) and underground parking, which results in a high amount of open space being provided on the site. The total amount of open space provided is approximately 1,961 square metres (21,109 sq.ft.) outside of the required setbacks. This is significantly more open space than the 456 square metres (4,909 sq.ft.) that would be required under the standard multi-family zones (3.0 square metres per unit).

Semiahmoo Trail Interface:

- The applicant has satisfied the design requirements listed under the Semiahmoo Trail Design Guidelines and has also satisfactorily addressed comments raised by the Heritage Advisory Committee regarding the interface of the proposed seniors residence to the Semiahmoo Trail. Existing trees along the Semiahmoo Trail interface area are to be retained and complemented by new plantings creating a substantial buffer, which will be protected by covenant.
- The Friends of the Semiahmoo Trail have advised staff that they are satisfied with the interface to the Trail should the project proceed.

Tree Preservation:

- The applicant retained a qualified professional (Mike Fadum & Associates Ltd.) to conduct a site inspection and prepare an arborist report. The arborist report identifies 118 mature trees on the site and concludes that 104 are to be removed. The 14 mature trees to be retained are located in outdoor amenity areas along the perimeter of the site closest to Semiahmoo Trail. In addition to these 14 trees, there are a number of undersize trees located within the 10 metre (33 ft.) Semiahmoo Trail buffer that have not yet been surveyed but, unless hazardous, will be preserved. The landscaping plan prepared for the site proposes a generous combination of new trees and shrubs.

Parking Management:

- The applicant retained Creative Transportation Solutions Ltd. (CTS) to prepare traffic and parking assessments and to make recommendations to improve traffic and parking conditions in the area. CTS confirmed that senior's residences are not high traffic generators, and as such, the focus of their work was to respond to the existing traffic generated by the church and elementary school. CTS has recommended a variety of off-site improvements to address traffic in the area including a new traffic signal and traffic circle which the applicant is willing to construct as part of their off-site servicing requirements. Surplus parking is being provided to deal with all three sites comprehensively. The applicant will also provide funds for future traffic calming measures if deemed necessary by the City. CTS has prepared a comprehensive parking management plan and recommended traffic demand management (TDM) options, which the applicant is also willing to implement. The anticipated result of the proposed on and off-site improvements is that traffic and parking conditions will actually improve with the construction of the proposed senior's residence.

Delivery Vehicles:

- To respond to concerns raised by the community regarding the number of delivery vehicles that could be expected to serve the proposed senior's residence, the developer surveyed the number of delivery vehicles that serve their similar facility in Delta (Augustine House) over a one-week period. Over one week, the Delta facility, which has 134 units, was served by a total of 12 trucks (less than 2 trucks per day), broken down as follows, based on the information provided by the applicant and confirmed by staff:

- 2 – 10 tonne trucks delivering vegetables;
- 2 semi trailer trucks delivering groceries;
- 2 – 1 tonne trucks delivering laundry supplies/detergent;
- 1 Canadian Springs Truck delivering water;
- 2 garbage trucks
- 2 recycling trucks; and
- 1 plastic recycling truck.

Delivery trucks will access the site from 24 Avenue (the closest arterial road) through 150 Street. The developer has advised staff that the proposed seniors facility will use a smaller delivery truck than some other senior's residences. The proposed seniors residence will use a WB-15 type truck with an 11.6 metre (38 ft.) long trailer. This is a smaller truck than the WB-19 type truck used at some seniors residences with a 15.8 metre (52 ft.) long trailer. The developer will register a Section 219 Restrictive Covenant restricting the maximum truck size to a WB-15 truck type prior to Final Adoption of the rezoning by-law. The site is also not designed to accommodate a truck larger than the WB-15.

Emergency Vehicles:

- Staff received correspondence from community representatives regarding the number of emergency vehicle visits that could be expected at the proposed senior's facility. The information was based on data provided by the B.C. Ambulance Service in Victoria, and indicated that similar type facilities generate on average approximately 0.20 to 0.30 emergency vehicle visits per unit over a 3-month period. It is noted however, that of these total visits, only about 35% required lights and sirens. Based on the proposed 152 units, it is anticipated that the subject senior's facility could generate approximately 10 to 15 emergency vehicle visits per month, with 3 – 5 requiring lights and sirens.

Vehicular Access:

- The proposed main vehicular access to/from the site is from 150 Street through the existing Good Shepherd church parking lot. A reciprocal access easement will be required to be registered prior to final adoption of the rezoning By-law to formalize this access. A secondary access is proposed from 150A Street/22 Avenue, but this access will be an emergency access only, and will be physically blocked with bollards. The community representatives requested that staff review the possibility of a direct access from 24 Avenue, along the eastern edge of the Star of the Sea elementary school. Staff conducted a detailed evaluation of the feasibility of such an access and determined that this option was not supportable for a variety of reasons some of which include:
 1. Impact on traffic flow and traffic safety along 24 Avenue;
 2. Impact on adjacent residential lots to the east along 150B Street;
 3. Impact on the elementary school and its' play areas and sports fields;
 4. CPTED concerns due to the driveway length and location; and
 5. Potential impact on mature trees located along the eastern edge of the property.
- The applicant submitted a letter from an appraisal group suggesting that this type of retirement housing would be desirable in terms of its overall impact to the neighbourhood and that the notion that this type of project would negatively impact property values is unfounded.

Public Information Meetings:

- The applicant held two (2) Public Information Meetings to present the subject application to the surrounding community.
- The first Public Information Meeting was held on Thursday, March 1, 2007, at which time the original 4-storey, 197-unit proposal was presented. This first meeting was attended by 137 residents, 91 of which completed comment sheets. Of the 91 comment sheets received, 37 expressed outright support, 13 expressed general support with some concerns, 8 expressed concerns without indicating whether they were for or against, and 32 expressed opposition. The primary concerns expressed at this first meeting included building height, massing, density, traffic, parking, access, and impacts on Semiahmoo Trail.
- The second Public Information Meeting was held on Wednesday, June 13, 2007, at which time the modified 3-storey, 152-unit proposal was presented. This second meeting was also attended by 137 residents, 107 of which completed comment sheets. Of the 107 comment sheets received, 42 expressed support, 50 expressed opposition, and 15 expressed concerns but did not confirm whether they generally supported or opposed the project. The comment sheets for this second meeting also invited residents to comment specifically on key elements of the proposal including parking, traffic, density and height, and interface with Semiahmoo Trail. The results were as follows:
 1. Parking
 - 34 commented the parking plan was acceptable;
 - 23 said there is still not enough parking; and
 - 2 regretted that the increase in parking resulted in reduced green space on the site.
 2. Traffic
 - 41 expressed concern about traffic, most citing that traffic is bad now and the project will make it worse;
 - 9 said they were concerned specifically about emergency vehicles; and
 - 3 said the project should have direct access to 24 Avenue.
 3. Building height/size
 - 22 commented that the reduction to 3-storeys was good;
 - 16 expressed concern about the reduction in size because they believe seniors housing and care facilities are needed; and
 - 16 said the building was still too big.
 4. Interface with Semiahmoo Trail
 - 34 commented the interface is acceptable; and
 - 4 said the projected would have a negative impact on the Trail.
- A final resident's meeting was held on October 30, 2007 and was coordinated by neighbourhood representatives. The purpose of this meeting was to present the most up-to-date proposal to the community prior to the application being presented to Council. The applicant was not invited to this meeting, however, Staff member were asked to attend to answer questions and explain the application review process. The meeting was attended by 95 residents, 69 of which completed

comment sheets. Of those who completed comment sheets, 5 indicated they were in support of the amended proposal, and 64 stated they were opposed. Concerns continued to be the same as those expressed at the previous two meetings.

Applicant's Submission of Support:

- The applicant has gathered 690 letters of support from Surrey residents. Most argue that these types of facilities are needed in Surrey and the proposed facility will be an asset to the City. It is noted that although all of the letters are from Surrey residents, most are from outside the immediate community.

Facilitation Process:

- After the third Public Meeting, it was evident that despite the applicant's efforts to address issues, strong community concerns with the project still remained. In December 2007, staff met with the selected representatives of the community and the developer to discuss opportunities to move forward. At that time, all parties agreed that it would be beneficial to retain an independent third party to help find common areas of agreement and assist in facilitating solutions to the issues.
- In February 2008, Kirk & Company was retained by the City, with agreement by the developer and community representatives to undertake this facilitation process. The developer agreed to fund the process. Kirk & Company facilitated tree meetings with the parties (March 31, 2008, April 14, 2008, and May 1, 2008). The developer further reduced the overall building height by lowering the roof pitch, removed a proposed porte cochere, surface parking stalls, and a vehicular turnaround from the north side of the building, and revised the landscaping plan to reduce the visual and noise impacts on the houses on 150B Street.
- Kirk & Co. facilitated a community open house on May 21, 2008. The purpose of the meeting was to inform the broader neighbourhood about the results of the facilitated process and to seek feedback on the proposed senior's residence. More than 250 people attended the meeting. At the meeting many participants expressed concerns about the proposed project in particular increased traffic and emergency and commercial vehicles. Many participants argued that the project does not have proper access to an arterial road. Many participants spoke in favour of the project, noting that facilities of this nature are needed.
- A total of 366 completed feedback forms were received, 167 of which were returned at the meeting and the other 199 were returned to the Planning & Development Department between May 21 and May 30, 2008. Of the 366 completed feedback forms, 257 are within the immediate neighbourhood as defined on the map attached in Appendix VII and 109 are outside the immediate community. Generally, neighbourhood residents are still strongly opposed to the project, while those outside the immediate neighbourhood are in favour of the project.
- Kirk & Company's summary report states that while resolution between the Church, the developer, the community representatives and the broader community may have been hoped for, they have been unable to reach consensus regarding traffic/parking, access, visual and noise impacts, and land use. The report also states that all parties worked with goodwill.

DESIGN PROPOSAL AND REVIEW

- The architectural design of the building is intended to complement the existing residential context, and at the same time recognize the natural character of the adjacent Semiahmoo Trail. The design also reflects some of the architectural elements used in the existing church and elementary school.
- Building materials consist of horizontal hardie plank siding with brick veneer and cedar shingle siding in natural colour tones. A standing seam metal roof is proposed as it allows for a lower pitch and, therefore, lower building height.
- The building steps down to 2-storeys on the edges to minimize the massing and to further improve the interface with the trail.
- Loading areas are located on the west side of the building away from the Semiahmoo Trail interface.

TREE PRESERVATION AND LANDSCAPING

- The applicant retained a certified arborist (Mike Fadum and Associates Ltd.) to conduct a site inspection and prepare an arborist report. The arborist report identifies 118 mature trees on the site and concludes that 104 will need to be removed. Of the 104 trees to be removed, 15 are Alder trees with little retentive value. The majority of the trees to be removed are located within the proposed building envelope and range from Good to Very Poor condition. All mature trees within the 10 metre (33 ft.) buffer to Semiahmoo Trail are to be retained with the exception of 1 Douglas Fir tree which needs to be removed because it is hazardous. In addition to mature trees, all undersize trees and understory vegetation within the 10 metre (33 ft.) Semiahmoo trail buffer area are to remain in a natural state unless declared hazardous. Undersize trees have not yet been formally surveyed at this time but will be prior to issuance of the tree cutting permit for the site. The 14 trees to be retained on the site are Cedars, Hemlocks and Fir in good condition, clustered in the Semiahmoo Trail buffer area and in outdoor amenity areas around the building.
- The chart below provides a summary of the tree retention and removal on the subject site:

Tree Species	Total Number of Protect Trees	Total Proposed for Retention	Total Proposed for Removal
Western Red Cedar	75	11	64
Western Hemlock	6	2	4
Bigleaf Maple	12	0	12
Birch	5	0	5
Red Alder	15	0	15
Douglas Fir	5	1	4
TOTAL	118	14	104

- The applicant has agreed to allow Friends of the Semiahmoo Trail members to monitor tree preservation during the clearing and construction process to ensure that no trees are accidentally removed or damaged.
- The applicant will be required to provide a cash-in-lieu contribution to the City's Green Fund to off-set deficiencies in tree retention on the site in accordance with the Tree Protection By-law.
- The applicant's landscape architect proposes a generous combination of new trees and shrubs in a variety of species and colours to complement the mature trees being retained on the site. The overall landscaping concept is to provide a park like setting for use by future residents and to complement the natural character of the Semiahmoo Trail.
- Walkways are proposed around the site, which will be both walker and wheelchair accessible. A decorative gazebo and a series of benches are located around the walkway for sitting. None of the walkways, benches, or gazebos are located within the 10 metre (33 ft.) Semiahmoo Trail area, as per the Semiahmoo Trail Guidelines, and there are 3 private linkages to the Semiahmoo Trail as approved by the Heritage Advisory Committee.
- A series of gardens are proposed and there will be an opportunity for future residents to participate in a gardening club.
- The ramp to the underground parkade is well-screened from neighbouring residential lots by trees and shrubs.
- A split rail fence is proposed around the north and east perimeter of the site in accordance with the Semiahmoo Trail Guidelines.
- An entry sign will be located at the 150 Street entrance to the site and the entry driveway will be decoratively paved to guide people to the site through the church parking area.

ADVISORY DESIGN PANEL

ADP Meeting Date: March 14, 2007

- Some of the ADP suggestions have been satisfactorily addressed except the following which will be addressed prior to final approval:
 - Minor architectural and landscaping recommendations.

CONCLUSION

- The proposed seniors care and assisted living project has received significant opposition from the surrounding residential neighbourhood throughout the development application review process. The main concerns include use, density, traffic and parking. The developer has made a number of modifications to the proposal to respond to these concerns including:

- Reducing the size and scale of the building;
 - Adding surplus parking stalls and agreeing to introduce a parking management plan between the proposed seniors residence and the existing church and elementary school;
 - Increasing landscaping and buffering around the site;
 - Agreeing to make offsite road improvements including a new traffic signal at 24 Avenue and 150 Street, and a traffic circle at 22 Avenue and 150A Street; and
 - Restricting the maximum size of delivery vehicles;
- Despite these modifications, and despite efforts made by both the developer and the community representatives to reach an agreement through an extensive public consultation and facilitation process, a stalemate has been reached and strong community oppositions remain. As such, staff recommend that the proposal now proceed to a Public Hearing. In addition, to further respond to community concerns regarding traffic and parking demands generated by the existing church and school, staff also recommend that, in conjunction with the proposed rezoning to accommodate the seniors housing project, the remaining uses on the subject site (elementary school and church) be capped via a separate rezoning by-law, to limit future expansion of these facilities. The rezoning will not prevent the Diocese from pursuing a future rezoning of the site, should further expansion be proposed, but will ensure the public has the opportunity to participate in the process.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets and Survey Plan
Appendix II.	Proposed Subdivision Layout, Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	Heritage Advisory Committee Minutes
Appendix V.	Summary of Tree Survey and Tree Preservation
Appendix VI.	ADP Comments
Appendix VII.	Map of Immediate Neighbourhood Used to Evaluate Community Open House Responses
Appendix VIII.	Proposed CD By-law (Block A)
Appendix IX.	Proposed CD By-law (Block B)

INFORMATION AVAILABLE ON FILE

- Traffic Study prepared by CTS Ltd. dated February 2009.
- Parking Management Plan prepared by CTS Ltd. dated February 2009.
- Complete Set of Architectural and Landscape Plans prepared by Romses Architects Inc. and DMG Landscape Architects, respectively, dated February 16, 2009 and February 17, 2009.
- Kirk & Company Consultation Summary Report dated June 16, 2008.

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)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		16,703 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	30%	30%
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
North	17 m	17.5 m
South	17 m	17.1 m
East	13 m	13 m
West	12 m	12.4 m
BUILDING HEIGHT (in metres/storeys)		
Principal	11 m	10.4 m
Accessory		
NUMBER OF UNITS		
Assisted Living		124
Special Care/Dementia		28 (32 beds)
Total		152
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional	13,446 m ²	13,446 m ²
TOTAL BUILDING FLOOR AREA	13,446 m ²	13,446 m ²

** 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)		
FAR (net)	0.80	0.80
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	157	157
Total Number of Parking Spaces		
Number of disabled stalls		3
Number of small cars		9
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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