

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7906-0519-00

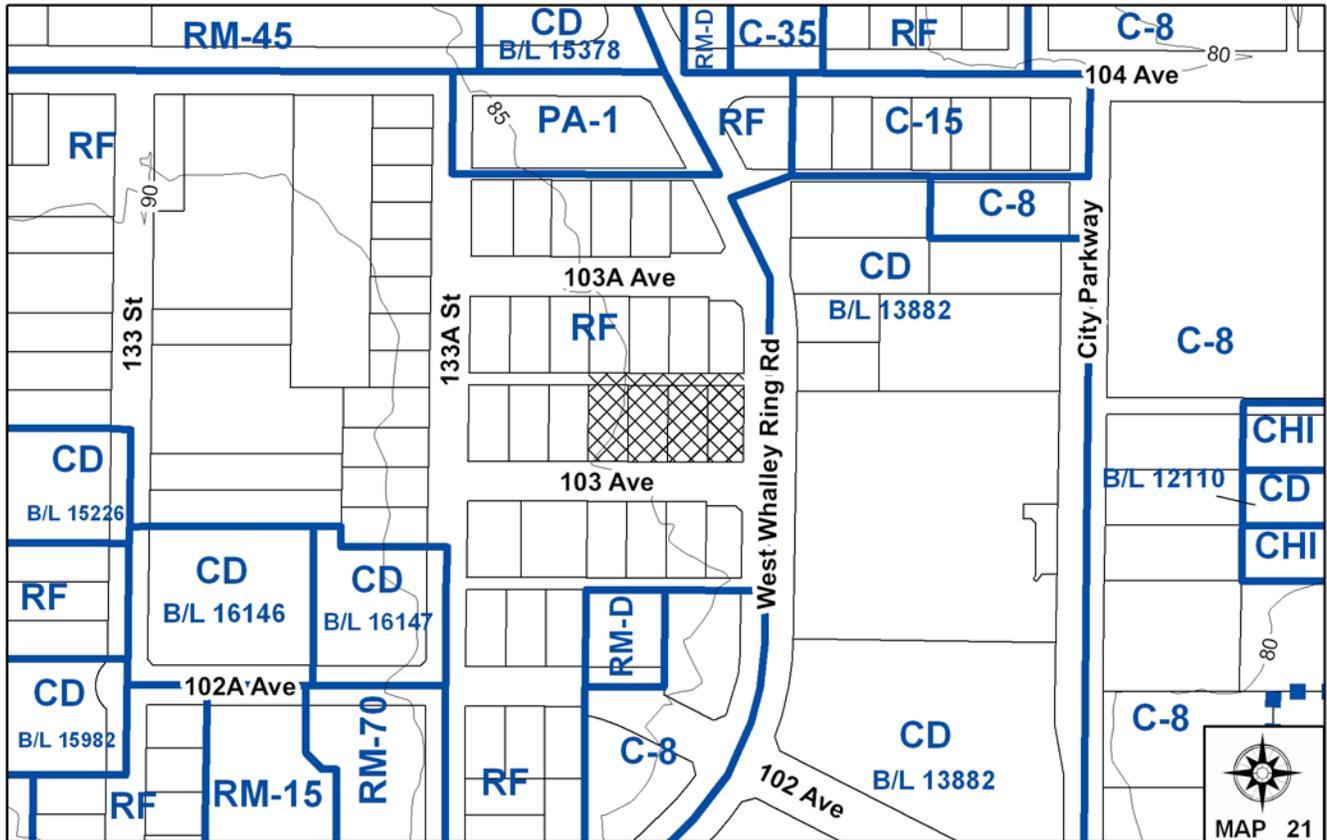
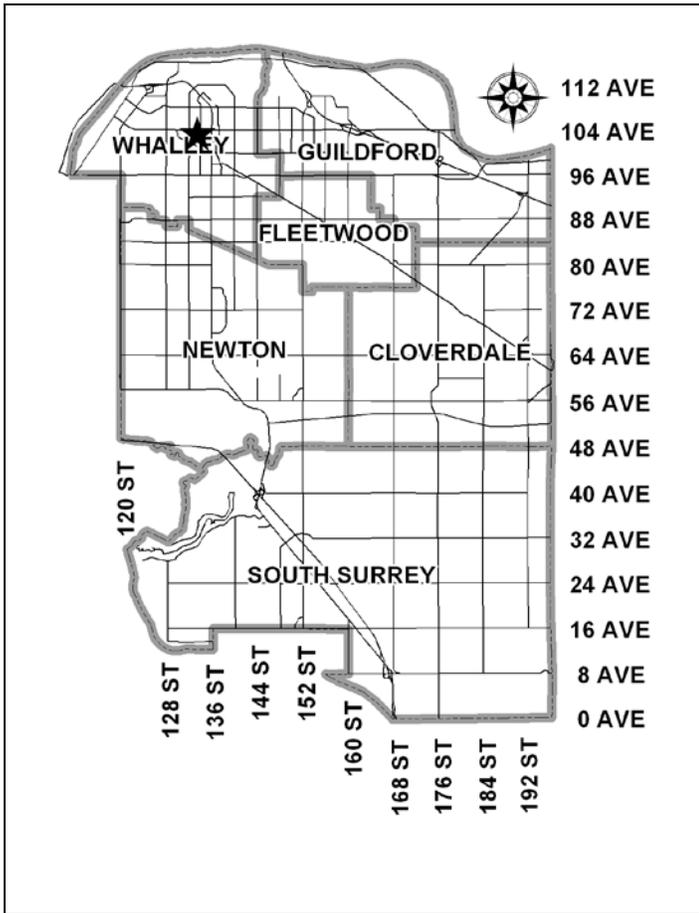
Planning Report Date: February 25, 2008

PROPOSAL:

- **Rezoning** from RF to CD (based on RMC-150)
- **Development Permit**
- **Development Variance Permit**

in order to permit the development of two high-rise residential towers to be operated as residences for Simon Fraser University students (dormitories).

LOCATION: 13399/13409/13419 and 13431 - 103 Avenue/Portion of Lane
OWNER: Surrey Campus Residences Corporation
ZONING: RF
OCP DESIGNATION: City Centre



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Development Variance Permit required for proposed fascia signage.

RATIONALE OF RECOMMENDATION

- Complies with the Surrey City Centre Plan.
- The proposed density and building form are appropriate for this part of City Centre.
- Provides housing for Simon Fraser University students.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the subject site from "Single Family Residential Zone (RF)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. Council authorize staff to draft Development Permit No. 7906-0519-00 in accordance with the attached drawings (Appendix III).
3. Council authorize staff to draft a Housing Agreement By-law.
4. Council approve Development Variance Permit No. 7907-0519-00 (Appendix V) varying the following, to proceed to Public Notification:
 - (a) Section 4(1) Definitions of Surrey Zoning By-law, 1999, No. 13656, as amended, is varied to permit fascia signage on a non-building face; and
 - (b) Section 23(2) is varied to permit identification signs in residential areas up to 5 square metres (54 sq.ft.) in sign area on each lot.
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 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;
 - (f) completion of the road closure and acquisition of the lane at the rear of the site;
 - (g) approval of a Housing Agreement By-law;
 - (h) registration of a Section 219 Restrictive Covenant to ensure the project is not stratified;
 - (i) registration of a reciprocal access agreement between the two proposed lots; and

- (j) registration of a right-of-way for public rights of passage from the property line to the face of building along the eastern property line and southeast corner of the site.

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.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North:	Water pump station site. Vacant single family lots.	City Centre	RF
East (Across West Whalley Ring Road):	North Surrey Recreation Centre.	City Centre	CD (By-law No. 13882)
South (Across 103 Avenue):	Older single family dwellings.	City Centre.	RF
West:	Older single family dwellings.	City Centre	RF

DEVELOPMENT CONSIDERATIONS

Proposed Development

- The subject site at 103 Avenue and West Whalley Ring Road in Surrey City Centre is designated City Centre under the Official Community Plan (OCP) and is zoned Single Family Residential Zone (RF).
- The applicant has applied to rezone the four subject lots, and the 6.0-metre (20 ft.) wide lane at the rear of these lots, from Single Family Residential Zone (RF) to a Comprehensive Development Zone (CD) in order to permit the construction of a twin-tower development consisting of a 13-storey mid-rise apartment building, and a 23-storey high-rise apartment building, joined by a one-storey podium.
- The buildings are intended to provide accommodation for Simon Fraser University (SFU) students.

- Under an agreement with SFU, the developer will own and operate the building and will provide a residence programme which offers students with student support services such as floor supervisors and advisors, with community programming such as sports events and club activities, and with residence amenities such as function and project rooms.
- The project will also contain a limited amount of ground-floor commercial space intended, primarily, to address the retail needs of the student residents of the building.

Official Community Plan Designation and Density

- Under the City Centre Designation, the maximum Floor Area Ratio (FAR) density that can be achieved is 3.5.
- While the applicant is proposing a density of 5.0 FAR over the entire site, the applicant is proposing to divide the site into two lots, with each lot designed to support one residential tower and associated podium.
- As a result, the lot on which the proposed the 13-storey tower is located (the western lot) will have an FAR of 3.6, while the lot on which the proposed 23- storey tower is located (the eastern lot) will have an FAR of 6.6.
- The proposed overall site density of 5.0 FAR is consistent with long-term vision of this section of Surrey City Centre and is consistent with the densities of other approved projects, or projects under consideration, in the area.
- Under the provisions of the OCP, densities that exceed the density cap of the specific OCP designation in which the subject site is located can be considered if the project is providing community amenities that justify the density.
- As the proposed development is providing accommodation for post-secondary students, the proposed development itself is a community benefit and, as a result, the proposed density can be supported.

Proposed CD Zone

- The proposed overall density of 5.0 is greater than the maximum density of any zone in Surrey Zoning By-law No. 12000 and, as a result, the applicant has applied to rezone the site to a CD Zone.

Permitted Uses

- Traditionally, university dormitory facilities have consisted of single or double occupancy rooms, often with shared or communal washroom facilities. Rooms are normally not equipped with cooking facilities and students are expected to eat at communal dining facilities on campus or at private eating establishments.
- The proposed development, however, in terms of building form and function resembles more closely a typical apartment building than a typical university dormitory.

- Each building will have a mix of studio, two-bedroom and four-bedroom units. The studio and two-bedroom units will each have one in-suite washroom with shower only, while the four-bedroom units will have two in-suite washrooms. Each unit will also have a living room area and a small food preparation area.
- Although it is anticipated that the facility will be occupied exclusively by SFU students, in the event that all the rooms are not rented, the developer has requested that the site not be restricted solely to SFU students, in order to permit students from other post-secondary institutions to take advantage of the accommodation, should the need arise.
- Further, the developer also intends to rent rooms to individuals attending conferences at SFU or individuals taking short term training courses, particularly during summer months when it is anticipated that there will be fewer students renting units in the building.
- The form of the proposed buildings resemble more closely standard apartment buildings than a traditional university dormitory, the facility may be occupied by post-secondary students from institutions other than SFU and, the rooms will be rented to the general public who are attending activities at SFU.
- As a result, rather than creating a definition for "dormitories" and trying to reconcile such a definition with the actual activities and building form proposed for the site, *multiple residential buildings*, which is already a use identified in the Zoning By-law, is an appropriate permitted use on the site.
- The applicant will be required to enter into a Housing Agreement with the City, to ensure that the project remains a rental development only and to ensure that it is occupied by post-secondary students or those who have a connection to Simon Fraser University.
- The applicant is also proposing to create one commercial unit in Phase 1 of the project, facing 103 Avenue, and three commercial units in Phase 2, facing West Whalley Ring Road.
- The Planning & Development Department has concerns about extending commercial uses to the west of West Whalley Ring Road as it may dilute the viability of commercial uses around the Central SkyTrain Station to the east that are envisioned by the Transit Village Plan recently endorsed by Council.
- However, the applicant, along with SFU representatives, have requested that space for one commercial unit be part of Phase 1 to provide convenience retail services to the students residing in the building.
- As SFU has indicated that this retail space is desirable for the resident students, the Planning & Development Department is prepared to support some limited commercial uses as part of Phase 1.
- The intersection of West Whalley Ring Road and 103 Avenue is intended to be the commencement of a walkway that extends west, through the Weststone "Urban Village" project between 133A and 133 Streets and on to 132 Street.

- The placement of commercial space at this corner will help anchor the eastern end of this walkway and will help announce the beginning of the walkway by creating retail activity.
- As a result, the Planning & Development Department can also support the proposed commercial units along West Whalley Ring Road.
- However, to ensure that the commercial units form only a minor component of the project, the area for commercial uses has been restricted to 65 square metres (700 sq. ft.) in Phase 1 and to 360 square metres (3,900 sq. ft.) in Phase 2.
- Permitted commercial uses have also been restricted to convenience retail and food service establishments.

Proposed Parking Requirement

- As a market multiple residential development, the proposed project would be required to provide 252 residential parking spaces for residents and 36 parking spaces for visitors in accordance with the parking requirements of the Zoning By-law (1 parking space for each studio apartment and 1.2 parking spaces for each two-bedroom and four-bedroom apartment, plus 0.16 visitor parking stall per unit.)
- The applicant, however, originally proposed to provide parking at a rate of 0.08 parking spaces per bed, based on a parking study conducted at the SFU Burnaby campus. This ratio would have resulted in the provision of 16 parking spaces for the 80 residential units containing 196 beds in Phase 1 and 27 parking spaces for the 148 residential units containing 340 beds in Phase 2.
- The Engineering Department was concerned, however, that the parking ratio proposed by the applicant was too low and had concerns that the parking study provided by the applicant concentrated on parking utilization rates, rather than unfulfilled parking demand.
- The Engineering Department, after undertaking a review of parking studies related to university dormitories ascertained that a parking ratio of 0.4 parking spaces per bed would be more appropriate than the parking ratio of 0.08 parking space per bed suggested by the applicant.
- However, the Engineering Department has indicated a willingness to support a parking ratio of 0.2 parking spaces per bed in Phase 1, provided that a parking ratio of 0.4 parking spaces per bed be applied to Phase 2.
- As a result, 39 parking spaces will be provided as part of Phase 1 and 136 parking stalls will be provided as part of Phase 2 in accordance with the parking ratios supported by the Engineering Department.
- All parking is located underground.
- As the commercial component of the project is intended to cater to the student residents of the building or to pedestrian traffic only, no on-site parking is required for commercial uses on the site.

PRE-NOTIFICATION

- Pre-notification letters were sent on January 16, 2007. Staff received no letters or telephone calls in response to the pre-notification.

DESIGN PROPOSAL AND REVIEW

Building Design

- The project consists of twin-towers joined by a one-storey podium.
- The applicant is proposing to construct the project in two phases.
- The Phase 1 tower, on the western portion of the site, will be 13 storeys in height and will measure 50 metres (164 ft.) from grade to parapet and 54 metres (177 ft.) from grade to the top of the roof element.
- The Phase 2 tower, on the eastern portion of the site, will be 23 storeys in height and will measure 63 metres (207 ft.) from grade to parapet and 70 metres (230 ft.) from grade to the top of the roof element.
- The exterior of both towers and the podium consist of concrete with punched windows. As is typical of dormitory facilities, no balconies will be provided.
- The southeast corners of both towers consist of curved glass curtain walls that are designed to reflect the curved glass walls of the Central City tower.
- To add articulation and architectural interest to the building, the floor slabs of the towers extend out past the face of the glass walls creating concrete fins that further enhance the prominence of the corners.
- The towers will be painted a dark grey, with sections of the building and the concrete fins painted a bright red colour to create a vivid contrast in colour and to highlight the architectural articulation of the building.
- To add even more colour to the building, red and yellow panels will be added to a number of the punched windows, in a random pattern, throughout the exterior of the building.

Internal Building Layout

- The applicant is proposing to construct the project in two phases.
- Phase 1 will consist of a 13-storey building, which will incorporate 12 floors of apartment units over a one-storey podium of common areas, a small commercial component and mechanical space.

- Floors 2 to 10 will each contain 2 studio apartments and four, 4-bedroom apartments. The 4-bedroom units will each contain two bathrooms, a common living room and a very small kitchen area.
- The 11th and 12th floors will each contain 2 studio apartments and 4, 2-bedroom units.
- The 13th floor will contain 14 studio apartments.
- The Phase 1 tower will contain 80 residential units which will contain beds for 196 students.
- The main floor of the building will contain recreation and study spaces and several multi-purpose function rooms, as well as a number of service spaces such as a laundry room and bike storage.
- A small retail unit covering 61 square metres (657 sq. ft.) will also be located on the ground floor and is expected to house a small convenience or food service facility to service the resident student population.
- Phase 2 will consist of a 23-storey building, which will incorporate 22 floors of apartment units over a one-storey podium of common areas and mechanical space, as well as a commercial component.
- Floors 2 to 15 will each contain 2 studio apartments and four, 4-bedroom apartments. The 4-bedroom units will each contain two bathrooms, a common living room and a very small kitchen area.
- The 16th to 21st floors will each contain 2 studio apartments and 4, 2-bedroom units.
- The 23rd and 24th floors will each contain 14 studio apartments.
- The Phase 2 tower will contain 148 residential units which will contain beds for 340 students.
- The main floor of the building will contain recreation and study spaces and several multi-purpose function rooms, as well as a number of service spaces such as a laundry room and bike storage.
- Three small retail units, covering 360 square metres (3,900 sq. ft.) will also be located on the ground facing West Whalley Ring Road.

Parking

- All parking will be located underground and will be accessed by a ramp at the far west end of the site along West Whalley Ring Road.
- Phase 1 will have one level of underground parking containing 39 parking stalls.
- The parking under the Phase 2 building, which will be accessed through Phase 1, will have two and a half levels of underground parking, containing 137 parking spaces.

Landscaping

- The paving stone sidewalk along West Whalley Ring Road will extend from curb to face of building and will wrap around the corner at the intersection of West Whalley Ring Road and 103 Avenue.
- A 3.0 metre (10 ft.) wide paving stone sidewalk will be constructed along 103 Avenue and will be designed to match the pedestrian pathway further to the west to provide visual clues to pedestrian that the sidewalk is part of the larger pathway network.
- Most of the frontage along 103 Avenue will be hard-surfaced in paving stones to reflect the urban location of the building and to provide meeting areas for students.
- Only limited planting is proposed along 103 Avenue to help soften the expanse of hard surfaced area and to take up the small grade difference between the sidewalk along 103 Avenue and the entry to the building.
- The north side of the building will be primarily hard-surfaced with paving stones to provide activity areas for the residents. A heavily landscaped screen will be provided along the northern property line buffer the project from future development to the north.
- A green roof, not accessible by residents, will be provided over the podium area of the building.
- As noted, the project will be constructed in phases. The site of the Phase 2 building will be grassed and landscaped to provide play and seating areas for students until such time as Phase 2 is constructed.

Signage

- The applicant proposes to install project identification signage at the entry to both buildings, to identify the buildings as SFU Residences.
- The signage will consist of individual channeled letters that will be placed on the edge of the concrete canopies that extend over both entries.

ADVISORY DESIGN PANEL

ADP Meetings: January 31, 2008 and February 18, 2008

- There was not time for the applicant to undertake amendments to the plans to address the issues and concerns expressed by the Advisory Design Panel prior to the finalization of the Planning Report.
- However, the applicant has agreed to address all outstanding design and landscaping issues prior to the final reading of the rezoning by-law and issuance of the Development Permit.

BY-LAW VARIANCES AND JUSTIFICATION

(a) Requested Variance:

- To vary Section 4(1) of Surrey Sign By-law, 1999, No. 13656 to permit fascia signage on a non-building face.

Applicant's Rationale:

- The proposed project identification is located on the edge of the concrete canopies over the entries to the building rather than directly onto the wall or face of the building, and is designed to be integrated architecturally with this project.

Staff Comments:

- The Sign By-law requires that fascia signage be affixed directly to the face of the building and makes no allowance for fascia signage that is affixed to architectural elements that sit proud of the face of the building.
- The proposed signage is attractive and is integrated with the design of the building, the Planning & Development Department can support the requested variance.

(b) Requested Variance:

- To vary Section 23 (2) of Surrey Sign By-law, 1999, No. 13656 to permit project identification signage of up to 5 square metres (54 sq. ft.) in area.

Applicant's Rationale:

- In order for the signs to be visible and to be consistent with the scale of the building, the area of the identification signs need to be increased from the 2.3 square metres (24 sq. ft.) permitted in the Sign By-law.

Staff Comments:

- The size of the signage is appropriate for the scale of the building and is integrated architecturally with the building.
- As a result, the Planning & Development Department can support the variance.

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, Building Elevations, Landscape Plans and Perspective
- Appendix III. Engineering Summary
- Appendix IV. ADP Comments
- Appendix V. Proposed CD By-law

Jean Lamontagne
General Manager
Planning and Development

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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: Colin Shrub, DYS Architecture
 Address: 200 - 1014 Homer Street
 Vancouver, BC
 V6B 2W9
 Tel: 604-669-7710

2. Properties involved in the Application

- (a) Civic Address: 13399, 13409, 13419 and 13431 - 103 Avenue; Portion
 of rear lane dedicated on Plan NWD 1726
- (b) Civic Address: 13399 - 103 Avenue
 Owner: Surrey Campus Residences Corporation
 PID: 009-360-450
 Lot 11 Section 27 Block 5 North Range 2 West New Westminster District Plan
 1726
- (c) Civic Address: 13409 - 103 Avenue
 Owner: Surrey Campus Residences Corporation
 PID: 012-326-798
 Lot 10 Section 27 Block 5 North Range 2 West New Westminster District Plan
 1726
- (d) Civic Address: 13419 - 103 Avenue
 Owner: Surrey Campus Residences Corporation
 PID: 008-898-243
 Lot 9 Section 27 Block 5 North Range 2 West New Westminster District Plan
 1726
- (e) Civic Address: 13431 - 103 Avenue
 Owner: Surrey Campus Residences Corporation
 PID: 008-898-243
 Lot 8 Section 27 Block 5 North Range 2 West New Westminster District Plan
 1726
- (f) Civic Address: Portion of rear lane dedicated under Plan NWD 1726

3. Summary of Actions for City Clerk's Office

- (a) Introduce a By-law to rezone the property.
- (b) Proceed with Public Notification for Development Variance Permit No. 7906-0519-00.

DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed		Proposed	
	Block A	Block B	Block A	Block B
LOT AREA* (in square metres)				
Gross Total				
Road Widening area				
Undevelopable area				
Net Total			1,800 m ²	1,700 m ²
LOT COVERAGE (in % of net lot area)				
Buildings & Structures	55%	46%	53%	44%
Paved & Hard Surfaced Areas				
Total Site Coverage				
SETBACKS (in metres)				
Front	6.0 m	4.5 m	8.0 m	5.8 m
Rear	6.0 m	6.0 m	6.1 m	7.0 m
Side #1 (West)	1.5 m	zero	1.5 m	zero
Side #2 (East)	zero	2.0 m	zero	2.6 m
BUILDING HEIGHT (in metres/storeys)				
Principal	45 m	72 m	44 m	71 m
Accessory				
NUMBER OF RESIDENTIAL UNITS				
Bachelor			36	68
One Bed				
Two Bedroom			8	24
Three Bedroom +			36	56
Total			80	148
FLOOR AREA: Residential			6,402 m ²	10,677 m ²
FLOOR AREA: Commercial				
Retail			61 m ²	355 m ²
Office				
Total	65 m ²	360 m ²	61 m ²	355 m ²
FLOOR AREA: Industrial				
FLOOR AREA: Institutional				
TOTAL BUILDING FLOOR AREA	6,660 m ²	11,220 m ²	6,463 m ²	11,032 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	
	Block A	Block B	Block A	Block B
DENSITY				
# of units/ha /# units/acre (gross)				
# of units/ha /# units/acre (net)				
FAR (gross)				
FAR (net)	3.7	6.6	3.6	6.5
AMENITY SPACE (area in square metres)				
Indoor				
Outdoor				
PARKING (number of stalls)				
Commercial				
Industrial				
Residential	39	137	39	137
Residential Visitors				
Institutional				
Total Number of Parking Spaces	39	137	39	137
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	NO
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