

City of Surrey  
**ADDITIONAL PLANNING COMMENTS**  
 File: 7906-0520-00

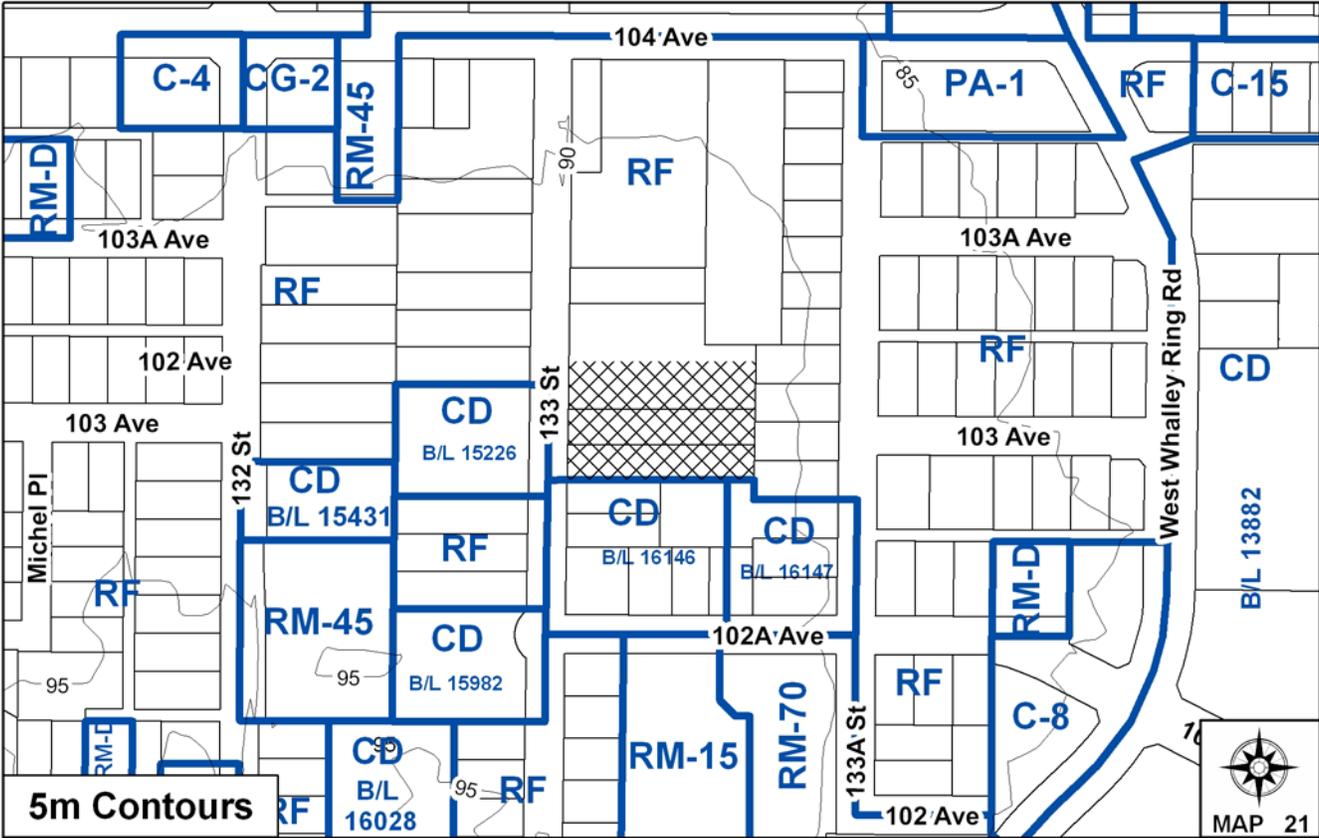
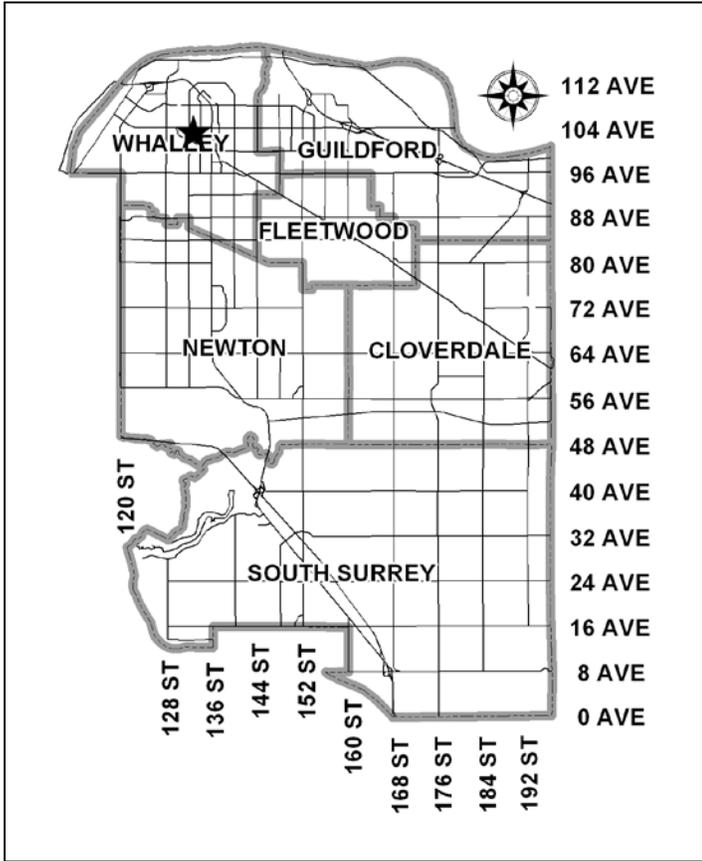
Planning Report Date: March 31, 2008

**PROPOSAL:**

- Rezoning from RF to CD (based on RM-135)
- Development Permit

in order to permit the development of a high-rise residential development in Surrey City Centre.

**LOCATION:** 10288, 10296 and Portion of 10320 - 133 Street  
**OWNER:** Weststone Properties 104 Ltd.  
**ZONING:** RF  
**OCP DESIGNATION:** Multiple Residential



### RECOMMENDATION SUMMARY

- File Rezoning By-law No. 16479 and introduce a new Rezoning By-law.
- Rescind Council Resolution R07-2736 adopting recommendations and conditions of approval for the project.
- Approval to reduce indoor amenity space.
- Approval to draft Development Permit.

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Reduced indoor amenity space.

### RATIONALE OF RECOMMENDATION

- The proposed use and density are consistent with the long-term vision for City Centre and the goal of achieving higher density high-rise development within 400 metres (1/4 mile) of the three City Centre SkyTrain stations.

## RECOMMENDATION

The Planning & Development Department recommends that:

1. Council file Surrey Zoning By-law, 1993, No. 12000, Amendment By-law, 2007, No. 16479.
2. Council rescind Resolution No. R07-2736 of the October 15, 2007 Regular Council - Land Use meeting adopting the recommendations and conditions of approval for application No. 7906-0225-00.
3. 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 a new Public Hearing for the new By-law.
4. Council approve the applicant's request to reduce the amount of required indoor amenity space from 1,254 square metres (13,500 sq.ft.) to 818 square metres (8,800 sq.ft.).
5. Council authorize staff to draft Development Permit No. 7906-0520-00 in accordance with the attached drawings (Appendix III).
6. Council endorse the revised Urban Village Master Plan block concept as shown on Appendix III.
7. 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) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;
  - (f) the applicant adequately address the impact of reduced indoor amenity space in accordance with Council Policy O-48; and
  - (g) the applicant address the concern that the development will place additional pressure on existing park facilities to the satisfaction of the General Manager, Parks, Recreation and Culture.

SITE CHARACTERISTICSExisting Land Use: Vacant.Adjacent Area:

<b>Direction</b>	<b>Existing Use</b>	<b>OCP Designation</b>	<b>Existing Zone</b>
North:	Vacant	Multiple Residential	RF
East:	Vacant	Multiple Residential	RF
South:	Four-storey apartment building currently under construction.	Multiple Residential	CD (By-law No. 16146)
West (Across 133 Street):	Four-storey apartment building.	Multiple Residential	CD (By-law No. 15226)

DEVELOPMENT CONSIDERATIONSBackground

- On December 22, 2006, Weststone Properties submitted a land development application to subdivide and rezone a 4,600-square metre (1.1 acre) site on 133 Street in Surrey City Centre to a Comprehensive Development (CD) Zone in order to construct a residential building consisting of a 4-storey low-rise section and a 36-storey high-rise section. The entire project is to contain a total of 418 residential units and associated amenity areas.
- The proposed development constitutes Phase 3 of Weststone's multi-building, multi-phase "Urban Village" project in the block bounded by 102A and 104 Avenues and 133 and 133A Streets in Surrey City Centre.
- The Planning Report with respect to the project was forwarded to Council on October 15, 2007 (Appendix V) and the project was given approval to proceed.
- The Public Hearing with respect to Rezoning By-law No. 16479 for the project was held on November 7, 2007. Council subsequently granted Third Reading to Rezoning By-law No. 16479 at the same Regular Council – Public Hearing meeting.
- On October 15, 2007 City Council adopted Interim Bonus Density Policy No. O-54 that was to apply to all applications in City Centre and Guildford where the proposed density exceeded the maximum density allowed within the Official Community Plan designation in which the proposal was located.
- As the proposed Floor Area Ratio (FAR) of 5.44 of the Weststone Phase 3 project exceeded the maximum FAR of 2.5 permitted in the Multiple Residential designation in City Centre, the applicant agreed to provide community benefits equivalent to 75% in the lift in value of the land from 2.5 FAR to 5.44 FAR in order to fulfill the requirements of the Interim Bonus Density Policy. The density section of CD By-law No. 16479 incorporates the bonus density provisions to facilitate the proposed 5.44 FAR.

- As part of their Bonus Density requirements, Weststone proposed to provide 4, one-bedroom units in the Phase 3 tower as affordable housing units. Weststone also proposed to provide a cash contribution to Surrey's Affordable Housing Statutory Reserve Fund.

#### Amendments to Interim Bonus Density Policy

- On February 25, 2008, City Council endorsed a number of amendments to the Interim Bonus Density Policy. Some of these amendments were intended to allow for the "phasing in" of Bonus Density requirements.
- Amendments to the Interim Bonus Density Policy state that applications submitted prior to October 15, 2007, when the original Interim Bonus Density Policy was adopted by Council, are exempt from any Bonus Density requirements, provided the Building Permits associated with these applications are issued by April 1, 2009.
- As the application for the Weststone Phase 3 project was submitted on December 22, 2006, many months prior to October 15, 2007, the subject application qualifies for being exempt from any Bonus Density requirements, provided the Building Permit associated with the application is issued by April 1, 2009.
- As Weststone is currently exempt from the Interim Bonus Density Policy, Weststone is no longer providing four units of affordable housing or a contribution to Surrey's Affordable Housing Statutory Reserve Fund that constituted Weststone's Density Bonus amenity contribution that was required when the original Planning Report was presented to Council on October 15, 2007.
- However, at the time CD By-law No. 16479 was drafted, the application was subject to the provision of community amenities and, as a result, the proposed CD By-law for the project was worded to require the applicant to provide community amenities in accordance with the Interim Bonus Density Policy adopted by Council on October 15, 2007 for any density above 2.5 FAR that the applicant wished to construct on the site.
- Therefore, the wording of CD By-law No. 16479 now needs to be amended in order to allow the applicant to proceed in accordance with the amended Interim Bonus Density Policy No. O-54, rather than in accordance with the original October 15, 2007 Interim Bonus Density Policy.
- As previously stated, the requirement to provide community amenities is located in the Density Section of CD By-law No. 16479 and, as a result, cannot be amended without being subject to a new Public Hearing.

#### Revisions to Project Data

- Subsequent to the Third Reading of Rezoning By-law No. 16479, the applicant's architect discovered that errors had been made when calculating various aspects of the project.
- As a result, the density of the project proposed by the developer is, in fact, greater than the density that was outlined in the October 15, 2007 Planning Report to Council.

- Originally, the information provided by the applicant indicated that the gross floor area of the proposed building was 26,204 square metres (282,000 sq. ft.) whereas, upon recalculation by the project architect, it was discovered that the gross floor area of the proposed building is actually, 29,204 square metres (314,400 sq. ft.), which is a 3,000-square metre (32,300 sq.ft.) difference.
- As a result, the floor area ratio (FAR) of the project, which was originally thought to be 5.44, is actually 6.20 (or 6.02 once the proposed indoor amenity space area is excluded from the FAR calculation).
- Although the FAR of the project is greater than originally thought, the massing of the building has not changed and the number of proposed units has not changed from the proposal that was presented to Council in the Planning Report on October 15, 2007 and at the Public Hearing on November 7, 2007.
- Further, although the proposed FAR is greater for the Phase 3 site than originally anticipated, the overall FAR for the lands owned by Weststone Properties in the subject block will not exceed the maximum FAR of 5.5 that the developer originally proposed for the overall Urban Village project.
- As a result, the Planning & Development Department can support the FAR of 6.20 proposed by the developer for the subject site.
- In addition to a greater FAR, the project architect also advises that the lot coverage of the project is actually 51%, rather than 45% as originally indicated.
- Further, the minimum setback of the low-rise portion of the building from the northern property line needs to be reduced from the 3.5 metres (12 ft.) originally contemplated, to 2.0 metres (6.5 ft.) to accommodate utility rooms that were not part of the original plans.
- As well, since the CD By-law was first introduced, a new Development Cost Charge By-law has come into effect and, as a result, Section L. Other Regulations of proposed CD By-law No. 16479 needs to be amended to reflect this change.

#### New CD By-law

- Due to the number of amendments to CD By-law No. 16479 that would be required to reflect the changes in the Interim Density Bonus Policy, as well as changes in density, lot coverage and setbacks, it is deemed appropriate to request that Council file CD By-law No. 16479 and to introduce a new CD By-law, rather than amending existing CD By-law No. 16479, and to set a date for Public Hearing for the new CD By-law.

#### Outdoor and Indoor Amenity Space

- When the original application was presented to Council on October 15, 2007, the applicant indicated that 793 square metres (8,500 sq. ft.) of outdoor amenity space and 1,180 square metres (12,700 sq. ft.) of indoor amenity space would be provided.

- Based on the requirement of 3.0 square metres (32 sq. ft.) per dwelling unit of both indoor and outdoor amenity space, 1,254 square metre (13,500 sq. ft.) of outdoor amenity space and 1,254 square metres (13,500 sq. ft.) of indoor amenity space is required.
- After recalculations of the outdoor amenity areas were undertaken, it was determined that the amount of outdoor amenity area being provided is actually 1,277 square metres (13,750 sq. ft.), which is 23 square metres (250 sq. ft.) more than the 1,254 square metres (13,500 sq. ft.) required under the Zoning By-law (3.0 square metres/32 sq. ft. per dwelling unit).
- The outdoor amenity space is located on the roof of the three-storey podium, between the four-storey section of the building and the tower.
- The outdoor amenity space will consist of a large, hard surfaced patio adjoining the multi-purpose amenity room on the fourth floor of the tower, as well as five other smaller patios with tables and benches located in various locations of the roof.
- A large outdoor patio, partially covered, located adjacent to the ground floor meeting room/lounge, also forms part of the outdoor amenity space.
- The indoor amenity space consists of a gym, meeting room, theatre and lounge and associated washrooms at the ground level of the tower lobby.
- An additional multi-purpose amenity room with associated washrooms will be located on the fourth floor of the tower.
- A hobby room has also been incorporated into the P5 level of the underground parking garage.
- Recalculations of floor area indicate that the indoor amenity space actually totals 818 square metres (8,800 sq. ft.), which is 436 square metres (4,700 sq. ft.) less than the 1,254 square metres (13,500 sq. ft.) required under the Zoning By-law (3.0 square metres/32 sq. ft. per dwelling unit).
- The applicant has agreed to provide compensation to mitigate the reduction of indoor amenity space in accordance with Council policy

### Urban Village Master Plan

- In 2005, Weststone began to assemble the properties in the block bounded by 102A and 104 Avenues and 133 and 133A Streets in Surrey City Centre.
- Over the last two years Weststone has managed to assemble all the lots within the block, with the exception of the two lots on the northwest corner of the block, which are currently owned by an individual who is exploring development options independent of the Weststone proposal, and four single family lots on 133A Street which Weststone is negotiating to purchase.
- Weststone assembled the lands in the subject block in order to develop an integrated, multi-building, multiple residential community, referred to as "Urban Village", and which Weststone intends to build in numerous phases over the next few years. The subject application is Phase 3, with Phases 1 and 2 located along 102A Avenue.

- Weststone intends to submit separate rezoning and Development Permit applications for each phase of the Urban Village development. In order for the City to be able to adequately evaluate each phase of the Urban Village project, City staff required Weststone to undertake a comprehensive, integrated development plan for the entire block in order to ensure that each phase of development fits properly into the overall block plan.
- As a result, one of the conditions of approval contained in the October 15, 2007 Planning Report to Council with respect to Urban Village Phase 3, is the requirement for the developer to finalize an overall Block Concept Plan for the Urban Village project, to the satisfaction of the General Manager of Planning and Development.
- Since the original Planning Report was presented to Council on October 15, 2007, the applicant, in consultation with City staff, has moved forward on the development of what the applicant refers to as the Urban Village Master Plan, which is an overall concept plan for the block.
- The proposed Urban Village Master Plan is attached as Appendix III .

#### *Density*

- The applicant is proposing an ultimate floor area ratio (FAR) of 5.26 over the lands within the subject block that have been purchased, or are in the process of being purchased, by Weststone.
- Densities on individual lots within the subject block will vary from an FAR of 1.56 for Phase 2 (approved) to an FAR of 8.27 for Phase 5 (currently no application submitted), depending on the size of parcel and the building form being proposed for each parcel.
- The Transit Village Plan adopted by Council in April of 2007, indicates that higher densities can be supported around SkyTrain Stations, and around Surrey Central SkyTrain Station in particular, in order to achieve the critical density needed to create a transit-oriented City Centre. To this end, the Transit Village Plan indicated that residential densities in the range of 6.0 FAR would be appropriate for areas in proximity to the Surrey Central SkyTrain Station.
- As the eastern side of the subject block is within 400 metres (1/4 mile) of the Surrey Central SkyTrain Station, the overall block density of approximately 5.26 FAR proposed by the developer is consistent with the Transit Village Plan and the objectives of increasing density in City Centre and can, therefore, be supported.
- The total of 2,500 residential units are proposed for the entire Urban Village, which will translate into a population of approximately 3,200.

#### *Circulation and Open Space*

- The proposed Master Plan provides for extensive vehicle and pedestrian movement into and through the block
- In order to achieve a finer road network in City Centre and to expand on the road grid that forms part of the Transit Village Plan recently adopted by Council, the City is proposing the extension of 103A Avenue from 133A Street west, through the subject block, to 133 Street and from 133 Street through to 132 Street. This road extension will allow 103A Avenue to connect from 132

Street to West Whalley Ring Road, providing an additional vehicle and pedestrian access route into the Surrey Central SkyTrain Station area of City Centre.

- As part of the Urban Village Master Plan, the applicant will be dedicating 103A Avenue through the subject block in order to help meet the City's overall road network objectives. Extension of 103A Avenue from 133 Street to 132 Street will occur in conjunction with the redevelopment of lands within that block.
- In order to improve pedestrian access into the City Centre and into the Surrey Central SkyTrain Station area in particular, the City is proposing that a pedestrian walkway be created from 132 Street to 133A Street, roughly along the alignment of what would have been 103 Avenue, had 103 Avenue been extended. (Due to existing buildings and previous land ownership patterns, it was not practical to extend 103 Avenue from 133A Street to 132 Street.)
- It should be noted that a portion of this walkway has already been obtained as part of the approved 4-storey residential development at 10289 - 133 Street (Application 7903-0313-00). Extension of the walkway from 133 Street to 132 Street will occur in conjunction with the redevelopment of other properties within this block.
- The pedestrian walkway will meander through the subject block from 133A Street to 133 Street and will be characterized by a series of circular, hard-surfaced areas each containing a low, round fountain that, when viewed from above, will resemble a series of raindrops.
- The applicant is proposing to construct a private roadway north-south, through the subject block. This road, and adjacent sidewalks, are intended to provide additional vehicle and pedestrian access into the block and are intended to provide an internal focus for the Urban Village project.
- It is also intended that most of the vehicle access to the underground parking for the project will be from this internal roadway, rather than from adjoining City streets.
- Although the proposed north-south internal roadway and sidewalks will be private, a public rights-of-passage will be registered over the road and the sidewalks to provide unrestricted access to this area by the general public.
- A series of open spaces (i.e. community meeting places) will be provided along the internal north-south roadway, including an elaborate art fountain being constructed as part of Phase 1, the east-west pedestrian walkway, a large open area on the southwest corner of the internal roadway and 103A Avenue, a terraced and landscaped amphitheatre on the northeast corner of the internal roadway and 103A Avenue, and access through to 104 Avenue.
- The open space at the southwest corner of 103A Avenue and the internal road will create a village green and is intended to act as the focus for the Urban Village community. The space will contain a grassed area, a covered pavilion or colonnade that can provide weather protection for community activities, and an observation tower or other architectural feature that can act as a physical and visual focus for the community.

*Community Amenity Building*

- The developer proposes to construct a one- or two-storey community amenity building along 133A Street, at the end of 103 Avenue, adjacent to the east-west pedestrian walkway through the site.
- The applicant intends this community building to be a high-quality, architecturally interesting building that will provide a unique visual termination to 103 Avenue.
- The applicant envisions the community amenity building as creating yet another focus for not just the Urban Village community itself, but for the larger surrounding community as well.
- The applicant envisions that this community amenity building could contain a variety of uses and activities and could provide an opportunity for the developer to meet legislative and financial requirements associated with the Urban Village project.
- The community amenity building could contain a large fitness centre that could provide a portion of required indoor amenity space for future phases of the Urban Village development.
- The community amenity building and adjacent outdoor area could also provide space for day care and child development services that would serve the larger City Centre community and which would go toward mitigating the impact of the Urban Village project on parks and City services in the area.
- Similarly space could be provided in the community amenity building for other City services, such as a neighborhood police station etc.
- The actual ownership of the community building, the operation of community and City services within the building, and the programming of indoor and outdoor space are issues that will need to be addressed as the design and use of the building evolves in conjunction with future phases of the Urban Village project.

*Building Form and Location*

- The long term vision for 133 Street between Old Yale Road and 104 Avenue is for a residential street of three- and four-storey multiple-unit residential buildings. To achieve this vision, the Urban Village Master Plan is proposing the development of three- and four-storey building forms along 133 Street, some of which are free-standing buildings and others that form part of low-rise podium portions of high-rise buildings.
- The block between West Whalley Ring Road and 133A Street, to the east of the subject block, is designated City Centre under the Official Community Plan and is appropriate for high-density, high-rise residential development, due to the proximity to Surrey Central SkyTrain Station.
- The block between 133 Street and 132 Street is designated Multiple Residential under the Official Community Plan and is appropriate for medium-density multiple residential development in low-rise building forms, as a transition to the Urban designated area to the west.

- As a result, the Urban Village Master Plan restricts the highest densities in the block and high-rise building to the east side and centre of the block so as to create an appropriate transition between the high-rise, high-density developments to the east, and the lower densities to the west of 133 Street.
- The Urban Village Master Plan incorporates 6 high-rise residential towers, five of which range in height from 26 to 40 storeys, which is consistent with the height of other high-rise residential buildings already approved or under construction in Surrey City Centre.
- One of the principal design features of the Urban Village Master Plan is the creation of substantial open areas and public spaces. However, in order to achieve this open space concept and still achieve a density that is appropriate for this area of Surrey City Centre, the required floor area must be accommodated in taller building forms.
- As a result, the applicant is proposing that the sixth high-rise residential building, that will be Phase 5 of the project, be 50 storeys in height.
- Although 50 storeys is higher than any building approved in City Centre, computer generated three-dimensional models of City Centre used by staff to evaluate building heights and skyline perspectives do not show that a building of this height would be inappropriate.
- Rather, a building of this height at this location would help to create a more dynamic skyline and would not compete with buildings that may be constructed closer to the Central Surrey SkyTrain Station.

#### *Commercial Component*

- The applicant is considering the development of a small commercial node with approximately 450 square metres (5,000 sq. ft.) of commercial space on each of the southwest and northwest corners at 133A Street and 103A Avenue.
- This commercial node will create an entry into Urban Village, a community focus for the Urban Village project and provide a gathering and meeting place for residents in the area and, as a result, may have merit.
- This commercial node is identified as part of Phase 5 and Phase 6.

#### ADVISORY DESIGN PANEL

- The Advisory Design Panel (ADP) reviewed the proposed Urban Village Master Plan at its meeting on March 27, 2008.
- The ADP members were generally supportive of the proposed Master Plan but indicated that several aspects of the proposal needed further refinement that could be addressed in conjunction with formal Development Permit applications for each phase.

- Major issues that require further refinement include the following:
  - Placement of buildings must maximize the major open space areas proposed within the subject block.
  - Towers must be sited to maximize spatial separation and to maximize view corridor protection.
  - Buildings must be sited to maximize the sun penetration of open spaces and programmed spaces.
  - Buildings must be sited to create acceptable street edge conditions.
  - Both buildings and landscaping should be designed to incorporate "green" and sustainability features, including on-site storm water management.
  - Buildings and landscaping must be designed to maximize security of open spaces and to create defensible space. The use of lighting as a method to enhance security is strongly encouraged.
  - Adequate points of access and egress for vehicles need to be provided, as does adequate circulation space for vehicles within the site.
  - The 50-storey building is acceptable but only if it is an iconic structure, incorporating the most innovative design and highest quality materials that exhibit the highest order of architectural excellence.
  - The landscape features shall include high quality durable streetscape elements that are used throughout the site to create an identifiable character for the site (e.g. lighting, bicycle racks, seating, signage, etc.).
  - The landscape design must facilitate access for persons with disabilities and incorporate current best practices for universal access (e.g. curb letdowns, tactile warning strips, accessible parking for disabled, etc.).

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners, Action Summary, Project Data Sheets and Survey Plan
- Appendix II. Proposed Site Plan, Building Elevations and Landscape Plans
- Appendix III. Urban Village Master Plan
- Appendix IV. Proposed Revised CD By-law
- Appendix V. Copy of October 15, 2007 Planning Report
- Appendix VI. Revised Interim Bonus Density Policy No. 0-54

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Planning and Development

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## DEVELOPMENT DATA SHEET

**Proposed Zoning: CD**

Required Development Data	Minimum Required / Maximum Allowed	Proposed
<b>LOT AREA*</b> (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		4,595 m <sup>2</sup>
<b>LOT COVERAGE</b> (in % of net lot area)		
Buildings & Structures	45%	42%
Paved & Hard Surfaced Areas		40%
Total Site Coverage		82%
<b>SETBACKS</b> ( in metres)		
Front (West)	1.2 m	1.2 m
Rear (East)	7.5 m	7.5 m
Side #1 (North)	2.0 m	2.0 m
Side #2 (South)	1.5 m	1.5 m
<b>BUILDING HEIGHT</b> (in metres/storeys)		
Principal	105 m	102 m
Accessory	4.5 m	
<b>NUMBER OF RESIDENTIAL UNITS</b>		
Bachelor		92
One Bed		286
Two Bedroom		40
Three Bedroom +		
Total		418
<b>FLOOR AREA: Residential</b>		28,508 m <sup>2</sup>
<b>FLOOR AREA: Commercial</b>		
Retail		
Office		
Total		
<b>FLOOR AREA: Industrial</b>		
<b>FLOOR AREA: Institutional</b>		
<b>TOTAL BUILDING FLOOR AREA</b>	28,508 m <sup>2</sup>	28,508 m <sup>2</sup>

*\* 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
<b>DENSITY</b>		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		910 upha/368 upa
FAR (gross)		
FAR (net)	6.2	6.02
<b>AMENITY SPACE (area in square metres)</b>		
Indoor	1,254 m <sup>2</sup>	818 m <sup>2</sup>
Outdoor	1,254 m <sup>2</sup>	1,271 m <sup>2</sup>
<b>PARKING (number of stalls)</b>		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom	378	378
2-Bed	40	40
3-Bed		
Residential Visitors	67	67
Institutional		
Total Number of Parking Spaces	485	485
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		105/25%
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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