

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7906-0520-00

Planning Report Date: October 15, 2007

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:

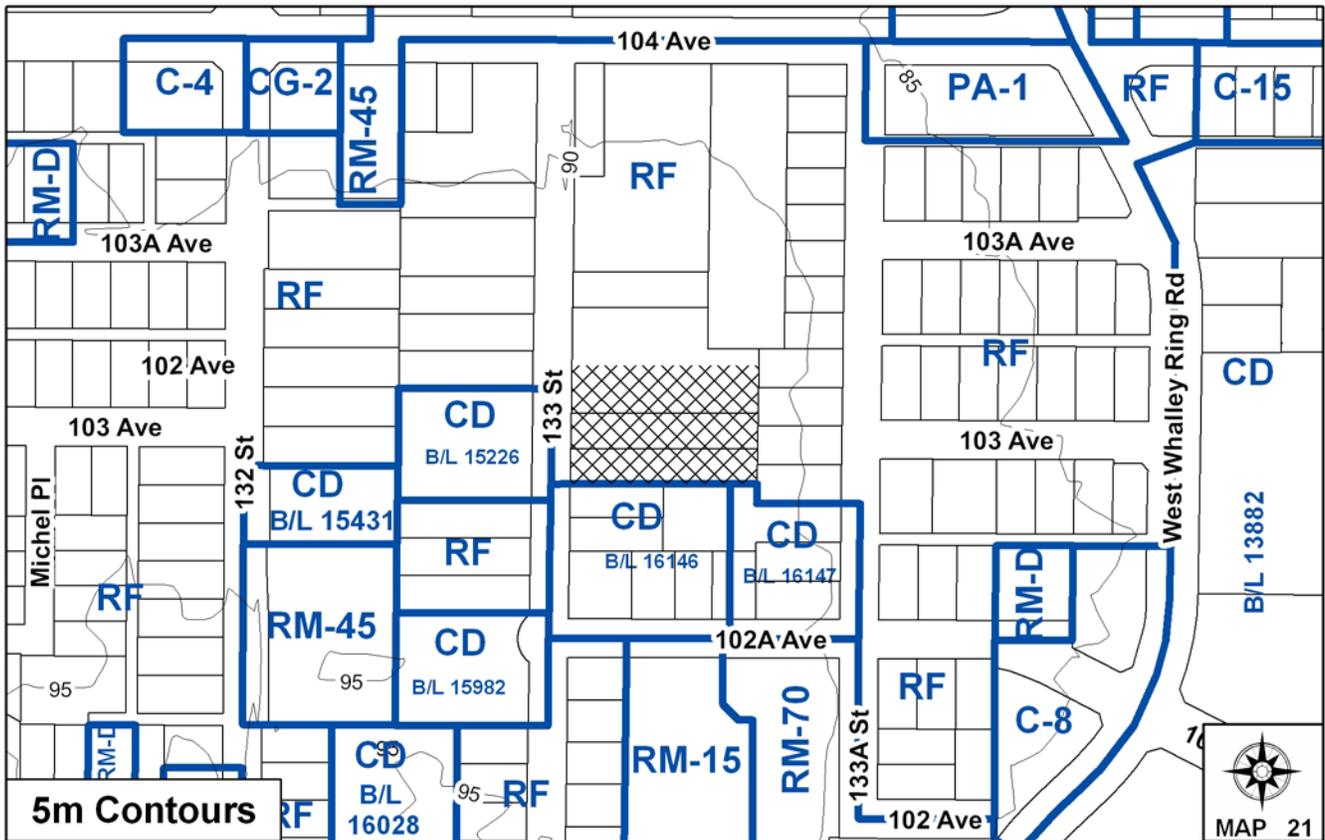
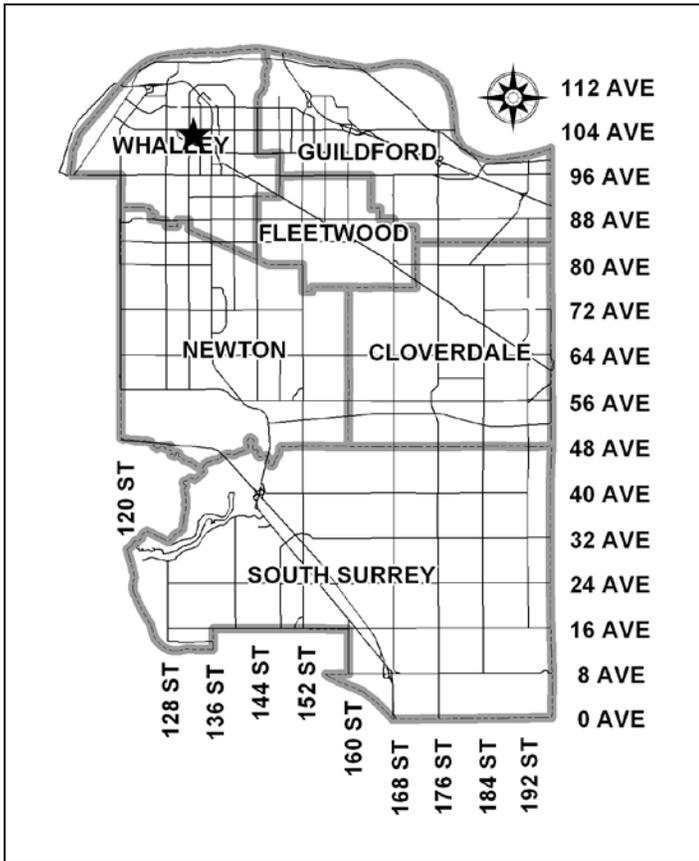
Weststone Properties 104 Ltd.

ZONING:

RF

OCP DESIGNATION:

Multiple Residential



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval to reduce indoor amenity space.
- Approval to reduce outdoor amenity space.
- Approval to draft Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Reduced indoor and outdoor amenity spaces.

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 of the three City Centre SkyTrain stations.
- Density exceeds maximum floor area ratio of 2.5 permitted in the Multiple Residential Designation in City Centre.
- The applicant is providing community amenities in accordance with the Interim Bonus Density Policy (Council Policy 0-54) to justify the increase in density over 2.5 FAR.

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 (Appendix I).
2. 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 1,180 square metres (12,700 sq.ft.).
3. Council approve the applicant's request to reduce the amount of required outdoor amenity space from 1,254 square metres (13,500 sq.ft.) to 793 square metres (8,300 sq.ft.).
4. Council authorize staff to draft Development Permit No. 7906-0520-00 in accordance with the attached drawings (Appendix V).
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) 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;
 - (g) the applicant adequately address the impact of reduced outdoor amenity space to the satisfaction of the General Manager, Parks, Recreation & Culture;
 - (h) that Council endorse the Preliminary Block Concept Plan as shown on Appendix IV subject to the applicant finalizing details with respect to the open space network and densities to the satisfaction of the General Manager, Planning and Development; and
 - (i) that the applicant provide community amenities equivalent to 75% of the lift in land value from 2.5 FAR to 5.44 FAR in accordance with the Interim Bonus Density Policy (Council Policy O-54).

REFERRALS

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

School District: **Projected number of students from this development:**

10 Elementary students at Old Yale Elementary School
4 Secondary students at Kwantlen Park School

(Appendix VI)

SITE CHARACTERISTICS

Existing Land Use: Vacant.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
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

- In 2005, Weststone Properties 104 Avenue Inc. ("Weststone") began to assemble the properties in the block bounded by 102A and 104 Avenues and 133 and 133A Street in Surrey City Centre.
- Over the last two years Weststone has managed to assemble all the lots within the block, with some exceptions. (Appendix II)
- Weststone has not been able to purchase 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.
- Weststone has not yet been able to purchase two existing single family properties along 133 Street.

- As well, Weststone has not yet obtained two lots that are currently owned by the Phoenix Society, but is currently in active negotiations with Phoenix Society for the purchase of these properties.
- Weststone assembled the lands in the subject block in order to develop an integrated, multi-building, multiple residential community that Weststone refers to as "Urban Village" which Weststone intends to build in numerous phases over the next few years.
- Phase 1 of the Urban Village consists of a 4-storey, 71-unit apartment building on the northwest corner of 102A Avenue and 133A Street.
- The Development Permit (No. 7906-0029-00) for Phase 1 was issued by Council on June 11, 2007. The Phase 1 building is currently under construction.
- Phase 2 of the Urban Village consists of a 4-storey, 135-unit apartment building on the northeast corner of 102A Avenue and 133 Street.
- The Development Permit (No. 7906-0321-00) for Phase 2 was issued by Council on June 11, 2007. The Phase 2 building is currently under construction.

Overall Urban Village Block Development

Development of the Block Plan

- 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.
- Although Weststone has had, for some time, a rough framework for how the subject block would ultimately develop, creation of a detailed plan has been hampered by the fact that Weststone's assembly of properties in the block has been on-going with no certainty that all lots would ultimately be obtained.
- As a result, the overall plan for the block has been constantly evolving in response to land acquisitions.
- Now that all but the two corner lots and two lots along 133 Street mentioned earlier in this report have been purchased, or are in the process of being purchased, by Weststone, detailed planning of the block is proceeding in earnest.
- In developing a concept for the block, Weststone's architects and landscape architects chose to incorporate place-making principals into the design. In this process, the pedestrian network and the location and programming of public open spaces are being designed first, with building location, building heights and densities being developed to respond to the public realm concept to follow.

- As a result of this approach, development of the overall block concept is proceeding more slowly than originally anticipated and will not be completed for several months.
- However, a general overall block density and conceptual lot layout, as well as several basic aspects of the circulation and open space network, and building placement and building heights have been established and are shown on the latest version of the conceptual plan for the block attached as Appendix IV.
- It would have been preferable if the overall block concept would have been completed prior to, or at least run concurrently with, the development proposal for Phase 3. However, the Planning & Development Department is supportive of the general direction in which the block concept is evolving and, rather than delaying the processing of Phase 3 unnecessarily, is prepared to recommend that Phase 3 proceed, subject to the overall block plan being prepared and presented to Council concurrent with the request for final reading of the rezoning By-law and issuance of the Development Permit for Phase 3.

Density

- The ultimate density that can be achieved over the entire block has not yet been established precisely but, currently, the applicant is proposing an overall floor area ratio (FAR) for the block of approximately 5.5.
- Densities on individual lots will vary depending on the size of parcel and the building form being proposed for each parcel, with some parcels having densities in excess of 5.5 FAR and some having densities below 5.5 FAR.
- Phase 1 and Phase 2 of Urban Village project, for example, have densities of 1.67 FAR and 1.53 FAR respectively, while the proposed density for Phase 3 is 5.7 FAR.
- 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 minimum 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 5.5 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.

Lot Layout

- The applicant was asked to demonstrate how the block can be subdivided, over time, into workable development parcels and to indicate the range of densities that could be achieved on each development parcel.
- The applicant has provided a plan that demonstrates, conceptually, how the entire block can be subdivided into various parcels that can be developed independently within the overall circulation and design framework of the block.

Vehicle and Pedestrian Circulation

- 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 (Appendix III).
- As part of the block concept plan, the applicant is proposing to dedicate 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 an 8-metre (26-ft.) wide 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 (Appendix III). (Due to existing buildings and previous land ownership patterns, it was not practical to extend 103 Avenue from 133A Street to 132 Street.)
- The conceptual plan for the block makes provision for this pedestrian walkway which, through the subject block, will be constructed by the applicant as part of Phase 4 of the Urban Village project.
- It should be noted that a portion of this walkway has already been obtained as part of the development of the lot 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.
- A part of the Urban Village concept, 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.

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. In order to achieve this vision, the applicant was requested, when developing a concept for based on the Multiple Residential designation under the OCP, the subject block, to ensure that height of buildings along 133 Street is restricted to four storeys.
- 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 applicant was requested to ensure that the highest densities in the block and high-rise building forms be restricted 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 applicant was requested to ensure that the placement of towers within the block protected view corridors and addressed the issue of shadowing. The applicant has provided a conceptual layout with respect to the possible placement of towers within the block. The location of these towers, however, require further analysis to ensure that view corridors have been maximized and shadowing minimized.

Commercial Component

- The applicant is considering the development of a small commercial node on the southwest corner of 133A Street and 103A Avenue.
- The Planning & Development Department is not normally supportive of commercial uses west of West Whalley Ring Road in order to achieve the Transit Village Plan of concentrating commercial development in the vicinity of the Surrey Central SkyTrain Station.
- However, a small commercial node, if properly designed, may become 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.
- As the commercial node is only conceptual at this time, further evaluation needs to be undertaken in terms of location of the commercial area, size and extent of commercial units and the appropriate range of commercial activities.

Current Proposal

- Weststone has now submitted a rezoning and Development Permit application for Phase 3 of the Urban Village project.

- Weststone is proposing to create a 4,600-square metre (1.1 acre) parcel on 133 Street, immediately north of Phase 2, on which to construct Phase 3.
- The Phase 3 building will consist of a 4-storey low rise section and a 36-storey high-rise containing a total of 418 units.
- The proposed floor area ratio for Phase 3 is 5.44.
- Phase 3, as proposed, conforms to the design guidelines the City has established for the block in terms of building siting, building form and building height. At 5.44 FAR, the density is within the density range the Transit Village Plan deemed to be appropriate for residential developments in proximity to the Surrey Central SkyTrain station.
- As a result, the proposed building form and density can be supported.
- However, the subject site is currently designated Multiple Residential under the Official Community Plan (OCP) and the maximum density that can be achieved in the Multiple Residential Designation in City Centre is an FAR of 2.5.
- In order to achieve the proposed density, the applicant will be providing community benefits in accordance with the Interim Bonus Density Policy adopted by Council on October 1, 2007 (Corporate Report No. C020) in order to justify a density in excess of 2.5 FAR.

DENSITY BONUSING

- The density of the proposed development is an FAR of 5.44 which is above the density cap of 2.5 FAR of the Multiple Residential designation in City Centre.
- The Interim Bonus Density Policy permits the increase of density on the site above the maximum density permitted in the Official Community Plan Designation for the site, subject to Council approval, provided that the developer provide community benefits in the amount of 75% of the lift in land value that can be achieved between the maximum density allowed in the Designation and the density proposed by the developer.
- With the current Weststone Phase 3 application the lift in value would be based on the difference between a density of 2.5 FAR, which is the maximum permitted in the Multiple Residential Designation in City Centre and a density of 5.44 FAR, which is the density proposed by the developer.
- The applicant has 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 requirements.
- As part of their Bonus Density requirements, Weststone is proposing to provide 4, one-bedroom units in the proposed Phase 3 tower as affordable housing units.
- In addition to the four units, Weststone is also proposing to provide a cash contribution to Surrey's Affordable Housing Statutory Reserve Fund.

PROPOSED CD ZONE

- As noted in the previous section on Density Bonusing, the subject site must be rezoned to a Comprehensive Development Zone (CD) to accommodate both the proposed density of 5.44 and the fact that the developer is providing community amenities to justify the increased density.
- There is currently no zone in the Surrey Zoning By-law that can accommodate high-density residential developments on small lots in densely populated urban areas.
- The only zone that comes close to accommodating high-density residential development is the RM-135 Zone. However, due to the proposed density and site specific conditions of the subject project, the proposed CD By-law differs from the RM-135 Zone in terms of density, lot coverage, setbacks, off-street parking and lot dimensions.
- The proposed CD By-law increases the maximum density that can be achieved on-site to 5.44 FAR, subject to the provision of community amenities in accordance with the Interim Bonus Density Policy.
- Similarly, lot coverage has been increased from 33% in the RM-135 Zone to 45% to reflect the reduced, urban sized lot.
- Setbacks have been reduced from 50 metres (164 ft.) in the RM-135 Zone, to 2.0 metres (6 ft.) to reflect the urban, rather than suburban, nature of the subject site.
- Resident parking has been reduced from the standard Zoning By-law requirement of 1.0 parking space per studio and one-bedroom unit and 1.2 parking spaces per two-bedroom unit to 1.0 parking space per unit, which is a rate that is consistent with other high-density residential development in City Centre.
- Minimum lot size achieved through subdivision has been increased from 2,000 square metres (0.5 acre) in the RM-135 Zone to 3,600 square metres (0.9 acres) to reflect the actual size of the subject lot being created.

PRE-NOTIFICATION

- Pre-notification letters were sent on September 11, 2007. In response to the pre-notification, staff received one telephone call requesting additional information.

PUBLIC INFORMATION MEETING

- The applicant held a Public Information Meeting on April 5, 2007 to apprise area residents of the proposed overall concept for Urban Village with respect to general road and circulation patterns, and building locations and general proposed densities.
- A total of 15 individuals registered their names and addresses on the sign-in sheet provided by the applicant at the Public Information Meeting.

- In response to the Public Information Meeting, staff received one letter from an area Strata Corporation.
 - The Strata Corporation expressed concern that the infrastructure in the area is inadequate and cannot handle the proposed increase in population. The letter expressed the hope that the developer would be required to upgrade the street, sidewalk and underground utility system in the area as part of the development. Concern was also raised with respect to the number of trees being removed and the desire that large tree species be planted as replacements.

(The applicant will be undertaking major upgrades to the utility network in the area and will be reconstructing all roads and sidewalks around the perimeter of the subject block to full City Centre standards in conjunction with the approval of each phase of the Urban Village project.

The applicant will be replanting a wide variety of tree species on the development site in accordance with the Tree Protection By-law and will be planting street trees as part of the street reconstruction.)

DESIGN PROPOSAL AND REVIEW

Site Layout

- The project will consist of a rectangular-shaped multiple-unit residential building that is oriented east-west on the site.
- The west end of the building comprises a four-storey building facing 133 Street, while the east end of the building is comprised of a 36-storey, high-rise tower.
- The two ends of the building are joined by a three-storey podium on the roof of which is located an outdoor amenity area.
- The building contains a total of 418 apartments which comprise a mix of studio, one-bedroom, one bedroom and den, 2-bedroom and penthouse units.
- The units range in size from 34 square metres (370 sq. ft.) for the studio units to 98 square metres (1,058 sq. ft.) for the largest penthouse units.

Building Design

- The proposed tower is a straight, sleek design.
- To provide articulation without compromising the design concept for the tower, corner balconies have been eliminated from the upper floors, floor slabs will project past the face of the building for four floors on the upper levels and the penthouse level will be set back from the face of the building to create large terraces.
- The exterior of the building will be clad in grey spandrel glass panels and slightly luminescent blue/grey vision glass panels.

- Bands of concrete, painted white, will be located at each corner of the building to frame the glass curtain walls in between.
- A thin concrete fin, also painted white, will extend past the face of the building the entire height of the building on the north and south elevations connecting at the roof level to help create the roof profile.
- The lobby, balcony guardrails and penthouse levels will consist of green-coloured glass to provide additional contrast.
- A light metallic-silver coloured trellis will project past the face of the penthouse level to help give the roof a unique and interesting presence.
- The low-rise portion of the building will be clad in the same blue-grey vision glass and grey spandrel glass to match the tower portion of the building.
- The glass walls of the low-rise portion of the building will also be clad in white-painted concrete bands to match the design of the tower.

Indoor 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.
- The indoor amenity space will total 1,180 square metres (12,700 sq. ft.), which is 74 square metres (800 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

Landscaping and Outdoor Amenity Space

- 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.
- The outdoor amenity space will total 793 square metres (8,500 sq. ft.), which is 461 square metres (5,000 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/elimination of outdoor amenity space in accordance with Council policy.

Parking

- All parking will be provided underground.
- The underground parking garage contains a total of 487 parking spaces. Of these 487 parking spaces, 420 parking spaces are provided for resident parking, which 2 more parking spaces than required under the proposed CD By-law for the site.
- A total of 67 parking spaces are provided for visitors, which is in accordance with the proposed CD By-law for the site.
- Access to the underground parking garage will be from the internal, private road that runs north-south through the subject block. There will be no vehicle access to 133 Street.

ADVISORY DESIGN PANEL

ADP Meetings: August 16, 2007 and September 20, 2007

All of the ADP suggestions have been satisfactorily addressed and are reflected on the site, building and landscaping plans attached in Appendix III.

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.	Properties Owned by Weststone
Appendix III.	Proposed Circulation Network
Appendix IV.	Preliminary Block Concept Plan
Appendix V.	Proposed Site Plan, Building Elevations and Landscape Plans
Appendix VI.	Engineering Summary
Appendix VII.	School District Comments
Appendix VIII.	ADP Comments
Appendix IX.	Proposed CD By-law

Jean Lamontagne
General Manager, Planning and Development

GAG/kms

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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		4,595 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	45%	42%
Paved & Hard Surfaced Areas		40%
Total Site Coverage		82%
SETBACKS (in metres)		
Front (West)	2.0 m	2.3 m
Rear (East)	7.5 m	16.5 m
Side #1 (North)	3.5 m	3.75 m
Side #2 (South)	1.5 m	1.7 m
BUILDING HEIGHT (in metres/storeys)		
Principal	100 m	97 m
Accessory	4.5 m	
NUMBER OF RESIDENTIAL UNITS		
Bachelor		92
One Bed		286
Two Bedroom		40
Three Bedroom +		
Total		418
FLOOR AREA: Residential		26,204 m ²
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		26,204 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)		911 upa/368 upa
FAR (gross)		
FAR (net)	5.5	5.44
AMENITY SPACE (area in square metres)		
Indoor	1,254 m ²	1,180 m ²
Outdoor	1,254 m ²	793 m ²
PARKING (number of stalls)		
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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