

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0263-00

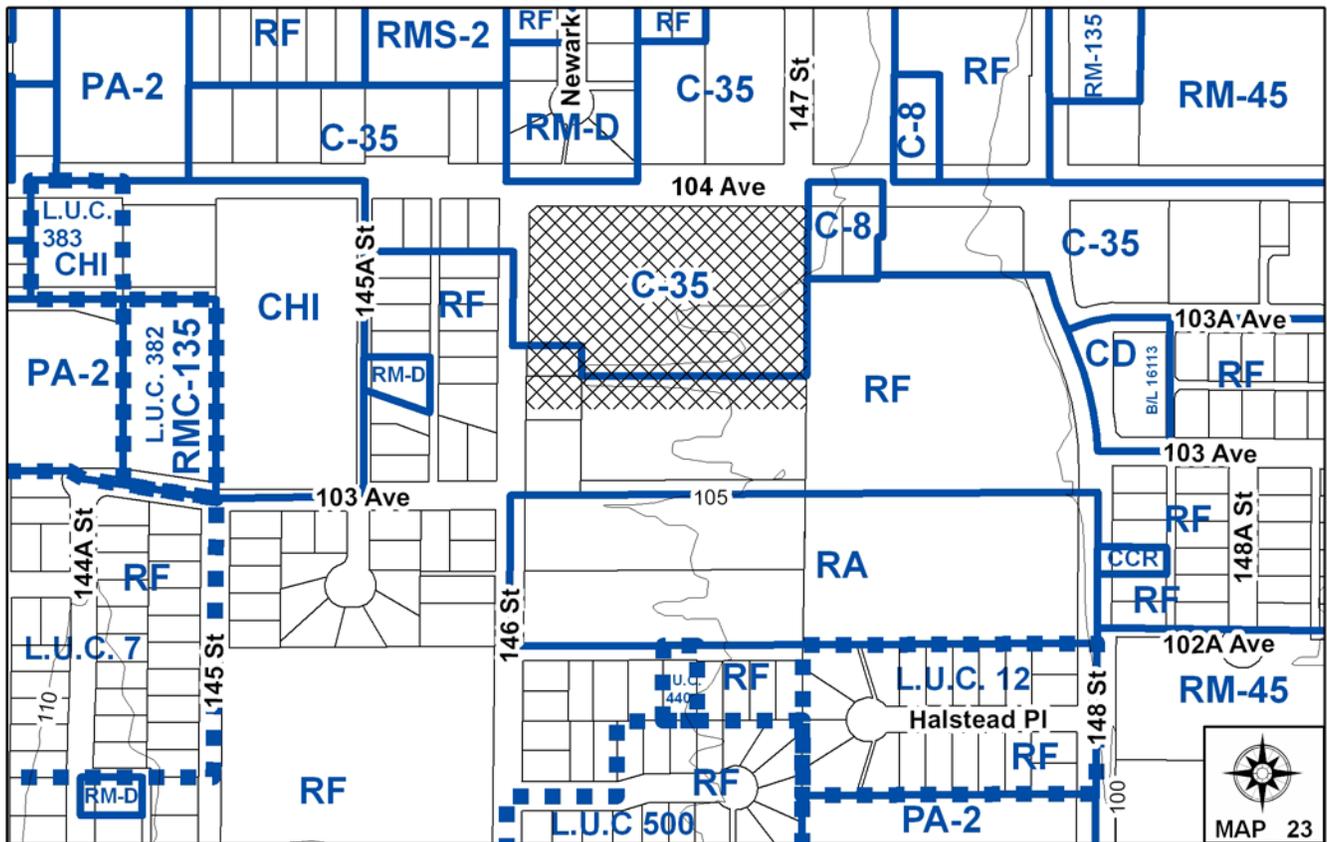
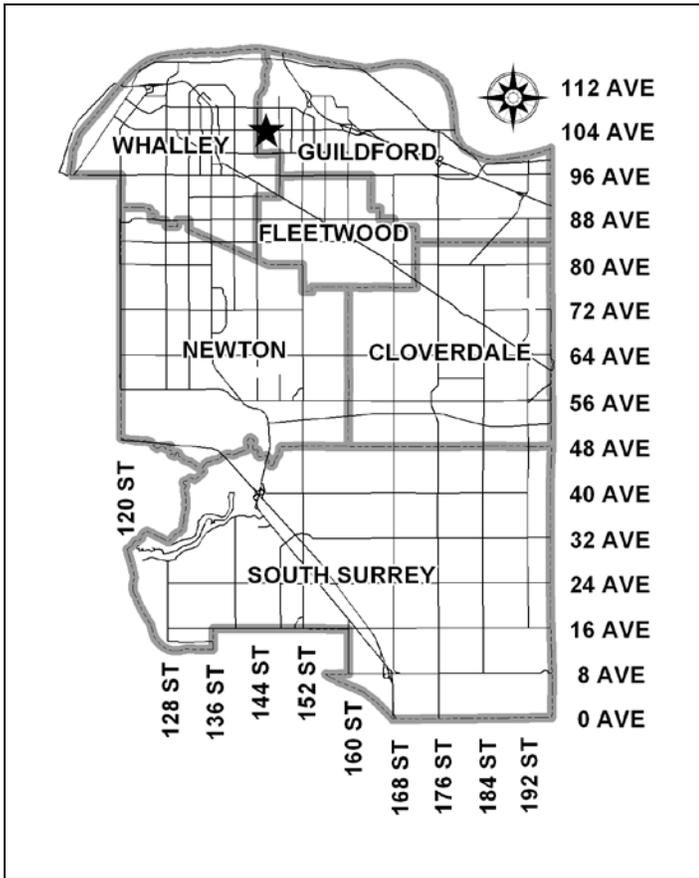
Planning Report Date: January 14, 2008

PROPOSAL:

- **OCP Amendment** from Multiple Residential to Commercial
- **Rezoning** from C-35 and RF to CD (based on C-15)
- **Development Permit**

in order to establish the appropriate OCP designation for an existing Superstore and to facilitate the construction of additional parking spaces for Superstore.

LOCATION: 146 Street and 104 Avenue
OWNER: Loblaw Properties West Inc.
ZONING: C-35 and RF
OCP DESIGNATION: Multiple Residential



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Existing and proposed uses do not conform with the existing RM designation, therefore, an OCP amendment is required.

RATIONALE OF RECOMMENDATION

- Current RM designation does not reflect actual commercial retail uses.
- Proposed redesignation to Commercial will reflect actual uses.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP be redesignating the subject site from Multiple Residential to Commercial and a date for Public Hearing be set (Appendix III).
2. Council determine the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendment to the Official Community Plan, as described in the Report, to be appropriate to meet the requirement of Section 879 of the Local Government Act.
3. a By-law be introduced to rezone portions of the subject site shown in the Survey Plan from "Downtown Commercial Zone (C-35)" (By-law No. 12000) and "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 V).
4. Council authorize staff to draft Development Permit No. 7907-0263-00 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; and
 - (d) submission of a landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect.

REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix IV.
Parks and Community Services Committee:	At its December 10, 2007 meeting, the Committee received a report from the Manager of Parks, which included the following assessment reports: (1) Hjorth Road Park Ecological Assessment (March 2007) by Diamond Head Consulting Ltd.; (2) Hjorth Road Park Habitat Assessment (November 2007) by ECL Envirowest Consultants; and (3) Tree Assessment (November 3, 2007) by BC Health Care Inc.

SITE CHARACTERISTICS

Existing Land Use: The lands at the southwest corner of 104 Avenue and 146 Street are occupied by the Real Canadian Superstore. The balance of the site is vacant.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across 104 Avenue):	Duplex homes and vacant land.	RM	RM-D and C-35
East:	Multi-tenant building; Hjorth Road Park.	RM	C-8 and RF
South:	City-owned land proposed for park site.	RM	RA and RF
West (Across 146 Street):	Single family lots.	RM	C-35 and RF

JUSTIFICATION FOR PLAN AMENDMENT

- The subject site consists of three properties located on the south side of 104 Avenue between 146 Street and 148 Street. The subject site is designated Multiple Residential (RM) in the Official Community Plan (OCP). The Real Canadian Superstore is located on the C-35 zoned portion of a split-zoned lot. The remainder of the lot and the other two properties are zoned RF.
- At the request of the Planning & Development Department, the applicant has made an application to amend the OCP designation of the subject site from Multiple Residential to Commercial. The amendment more accurately reflects the existing commercial retail uses on the site.

DEVELOPMENT CONSIDERATIONS

- The subject 2.7-hectare (6.73-acre) site consists of 3 properties located at 14650 – 104 Avenue, 10430 – 146 Street and 10330 – 146 Street. The Real Canadian Superstore is currently located on the north portion of 14650 – 104 Avenue. The south portion of this lot, as well as the other two lots comprising the subject site, have remained undeveloped.
- The Development Permit for the Superstore (DP No. 7900-0267-00) was issued on May 14, 2001, under the existing C-35 Zone.
- The applicant proposes to rezone the subject site from C-35 and RF to CD to facilitate approximately 117 additional surface parking spaces for the existing food store on the currently undeveloped portion of the site. No changes are proposed to the existing food store itself.

- The proposed rezoning to a CD Zone is to more accurately reflect the existing food store use on the subject site.
- Together with the rezoning and Development Permit application on the subject site, the Parks, Recreation & Culture Department has an agreement to purchase the south portion of 14650 – 104 Avenue, the south portion of 10330 – 146 Street and the entirety of 10298 – 146 Street, all currently owned by the applicant, Loblaw West Properties, for the expansion of Hjorth Road Park.

Proposed CD By-law

- The proposed Comprehensive Development Zone (CD) is based primarily on the uses in the C-35 Zone, with provisions from the Community Commercial Zone (C-8) and Town Centre Commercial Zone (C-15) (Appendix V).
- The intent of the CD Zone is to accommodate and regulate the existing Superstore which was developed in accordance with a comprehensive design and intended to provide a community shopping centre for several neighbourhoods.
- The applicant is proposing 117 new parking spaces to be located in a surface parking lot south of the existing store on currently undeveloped lands retained by the applicant. The C-35 Zone requires all parking to be located underground or within a structure. The proposed CD Zone allows the additional parking spaces to be surface parking.
- The applicant proposes a CD By-law based on the existing buildings and proposed new lot size. The proposed CD By-law provides for a floor area ratio (FAR) of 1.2, lot coverage of 80% and a building height of 15.5 metres (51 ft.).

Tree Removal and Replacement:

- The proposed parking expansion will require removal of the existing treed portion of the subject site.
- BC Plant Health Care conducted a tree survey and prepared an arborist report on the proposed parking lot site. The report identified 64 protected trees (including 20 alders, 1 cottonwood and 30 assessed as hazardous or in decline). All trees are proposed for removal. A landscape plan prepared by DMG Landscape Architects proposes the planting of 124 trees, which exceeds 107 replacement trees required under the Tree Protection By-law.
- The landscape plan for the proposed parking expansion prepared by DMG Landscape Architects proposes the planting of 128 trees, 1,648 shrubs and 421 ground cover plants. A landscape strip will screen the parking lot from 146 Street and a cedar hedge will separate the parking lot from the proposed Parks parking lot.

Proposed Subdivision and Expansion of Hjorth Road Park:

- In addition to the proposed reconfiguration of the lot for the Superstore, the Parks, Recreation and Culture Department proposes to consolidate the lands acquired from the applicant together with the two City-owned properties fronting 146 Street to create one single lot. The concept plan for this western portion of Hjorth Road Park features one artificial turf field and one gravel practice field; a field house with washrooms, change rooms and storage; and a surface parking lot for 99 cars. The plan also provides for the completion of 146th Street and 102A Avenue with curb and gutter, boulevard with trees and turf and a 1.5-metre (5 ft.) wide sidewalk (Appendix II).
- The planned artificial turf field and gravel practice field will provide much needed sport field capacity in the Guildford community. The artificial turf field will primarily be used for soccer but may also support other sports as determined by further community consultation. The gravel field will be used for practices and in some cases, for additional parking for major events at the park. There has been a strong demand expressed by the Guildford community for the provision of sport fields at this location.
- The Parks and Community Services Committee expressed support for developing one or two artificial turf fields at Hjorth Road Park at its meeting on June 12, 2007 and directed staff to commence public consultation and design for the project in preparation for construction in 2008.

PRE-NOTIFICATION

Pre-notification letters were sent out on September 20, 2007 and staff received two calls and both were related more so to the subdivision application, including the City's park expansion. One call expressed support for the proposal and one expressed support for playing fields but had a concern about traffic and potential impact on on-street parking.

Public Open House for Park Expansion:

- 176 people signed in at an Open House held by the Parks, Recreation and Culture Department at the Guildford Recreation Centre Youth Lounge on October 2, 2007 as part of the consultation process for the development of playing fields at Hjorth Road Park. The plan was generally well received. Of the 185 comment cards received by October 12, 2007, 94% (including 11 from park neighbours) *Supported* or *Strongly Supported* the proposal, 0.5% (1 person) was *Neutral*, and 5.5% (including 8 park neighbours) were *Opposed* or *Strongly Opposed*.
- The results from the public consultation process and progress on the planning of this project were reported to Parks and Community Services Committee on October 10 and December 20, 2007.
- The concerns expressed by area residents are summarized as follows:

Traffic

- Traffic concerns were the main concern expressed by residents opposed to the plans. Residents in the area report an increase in traffic volumes and speed through their neighbourhood since the Superstore at 104th Avenue and 146th Street was opened. Residents are concerned that park users will also speed through their neighbourhood and park their cars on the street in front of their homes.

103 Avenue, 146th Street and 102A Avenue are all designated collector roads that will serve to reduce traffic volumes on 104th Avenue once 102A Avenue connects to 148th Street. This connection is planned for the next five years. Speed bumps are not supported on collector roads and traffic circles can only be created by expropriating the property of local residents at intersections. The Superstore and park frontage will be developed with standard curb and gutter and sidewalk to improve pedestrian circulation and a continuous sidewalk will be completed south on 146th to complete a safe pedestrian access all the way from 104th Avenue to 101 Avenue and Green Timbers Urban Forest. Design of the park frontage and Superstore frontage conforms to the standards for City collector roads.

Environmental

- Local residents expressed concerns about the loss of trees and also reported that two owls have been seen in the existing forest stand and may be nesting there.

The City has undertaken extensive investigation of the environmental impacts of the proposed development. ECL Envirowest Consultants was commissioned to undertake a detailed study of the project area to determine its value as a habitat for birds, mammals and fish. No endangered bird species were observed. The close proximity of Green Timbers Urban Forest, at the corner of 146 Street and 102 Avenue across from the proposed playing fields, is able to provide alternate habitat for birds and animals displaced by clearing of the property. However, clearing needs to occur prior to the bird-nesting window to ensure the birds find alternate nesting sites in Green Timbers.

The City is currently working with Fisheries and Oceans Canada to find an acceptable site for fisheries habitat works to compensate for the enclosure of the existing watercourse on the proposed park site.

BC Plant Health Care completed an arborist report for the proposed park development. Due to grading challenges and the scale of the development, preserving trees on site is not feasible. 296 mature trees (including 44 alders, 31 cottonwoods and 54 trees assessed as hazardous or in decline) will be removed. The parklands were assembled over a ten-year period with the intent to remove trees to develop sports fields and not to preserve as a natural area. Consequently, the lands have not been managed for long-term forest health. The City will be doing an extensive replanting on the edges of the park to offset some of the tree loss.

Lighting

- Residents expressed concern about the impact of lights from the fields on their homes.

The City will be using the latest generation of sports field lighting that reduces the amount of light spill as much as possible. Trees planted around the sports field edges will eventual reduce light spill to neighbouring residents.

DESIGN PROPOSAL AND REVIEW

- The proposed parking lot provides for 117 parking stalls with landscaping strips. The applicant will work with the City to improve the pedestrian path system within the parking lot, including by the provision of a pedestrian path to the proposed Parks parking lot. Revisions to the landscaping plan are a condition of final adoption.

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 and Landscape Plans
Appendix III.	OCP Redesignation Map
Appendix IV.	Engineering Summary
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) Agents: Name: Robert Traylen, Loblaw Properties West Inc.
 Address: 3189 Grandview Highway
 Vancouver, BC
 V5M 2E9
 Tel: 604-439-5482

2. Properties involved in the Application
 - (a) Civic Addresses: Portion of 14650 - 104 Avenue, 10340 - 146 Street and
 Portion of 10330 - 146 Street

 - (b) Civic Address: Portion of 14650 - 104 Avenue
 Owner: Loblaw Properties West Inc.
 PID: 025-086-138
 Parcel A Except Part in Plan LMP50393 Section 30 Block 5 North Range 1
 West New Westminster District Plan LMP50392

 - (c) Civic Address: 10340 - 146 Street
 Owner: Loblaw Properties West Inc.
 PID: 011-189-568
 Lot 2 Except: The South 100 Feet; Section 30 Block 5 North Range 1 West
 New Westminster District Plan 6217

 - (d) Civic Address: Portion of 10330 - 146 Street
 Owner: Loblaw Properties West Inc.
 PID: 002-153-572
 South 100 Feet of Lot 2 Section 30 Block 5 North Range 1 West New
 Westminster District Plan 6217

3. Summary of Actions for City Clerk's Office
 - (a) Introduce a By-law to amend the Official Community Plan to redesignate the site.

 - (b) Introduce a By-law to rezone the site based on Survey Plan.

SUBDIVISION DATA SHEET

Proposed Zoning: CD (based on C-15)

Requires Project Data	Proposed	
GROSS SITE AREA	OCP and Rezoning Site	Overall Subdivision Area
Acres	6.73 ac	14.5 ac
Hectares	2.72 ha	5.87 ha
NUMBER OF LOTS		
Existing	3	6
Proposed	1	2
SIZE OF LOTS		
Range of lot widths (metres)	140 m	140 m/151 m
Range of lot areas (square metres)	27,200 m ²	29,200 m ²
DENSITY		
Lots/Hectare & Lots/Acre (Gross)	n/a	
Lots/Hectare & Lots/Acre (Net)	n/a	
SITE COVERAGE (in % of gross site area)		
Maximum Coverage of Principal & Accessory Building	60.8%	
Estimated Road, Lane & Driveway Coverage	n/a	
Total Site Coverage	n/a	
PARKLAND		
Area (square metres)		
% of Gross Site		
	Required	
PARKLAND		
5% money in lieu		NO
TREE SURVEY/ASSESSMENT		YES
MODEL BUILDING SCHEME		NO
HERITAGE SITE Retention		NO
BOUNDARY HEALTH Approval		NO
DEV. VARIANCE PERMIT required		
Road Length/Standards		NO
Works and Services		NO
Building Retention		NO
Others		NO

DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on C-15)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		27,200 m ²
Road Widening area		41 m ²
Undevelopable area		
Net Total		27,241 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	62%	60.8%
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
Front (West)	2.0 m	2.45 m
Rear (East)	7.5 m	9.45 m
Side #1 (on Flanking Street 104 Avenue)	2.0 m	2.16 m
Side #2 (South)	7.5 m	29.4 m
BUILDING HEIGHT (in metres/storeys)		
Principal	15.5 m	10.43 m
Accessory	15.5 m	15.49 m
NUMBER OF RESIDENTIAL UNITS		n/a
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		n/a
FLOOR AREA: Commercial		
Retail		13,695 m ²
Office		498 m ²
Total		14,193 m ²
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA	115,591 m ²	30,100 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)		1.20		1.11
FAR (net)				
AMENITY SPACE (area in square metres)				n/a
Indoor				
Outdoor				
PARKING (number of stalls)	W/I Structural	Surface	W/I Structural	Surface
Commercial	480	n/a	484	117
Industrial				
Residential Bachelor + 1 Bedroom				
2-Bed				
3-Bed				
Residential Visitors				
Institutional				
Total Number of Parking Spaces		480		601
Number of disabled stalls		5		5
Number of small cars		73		12
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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