

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0292-00

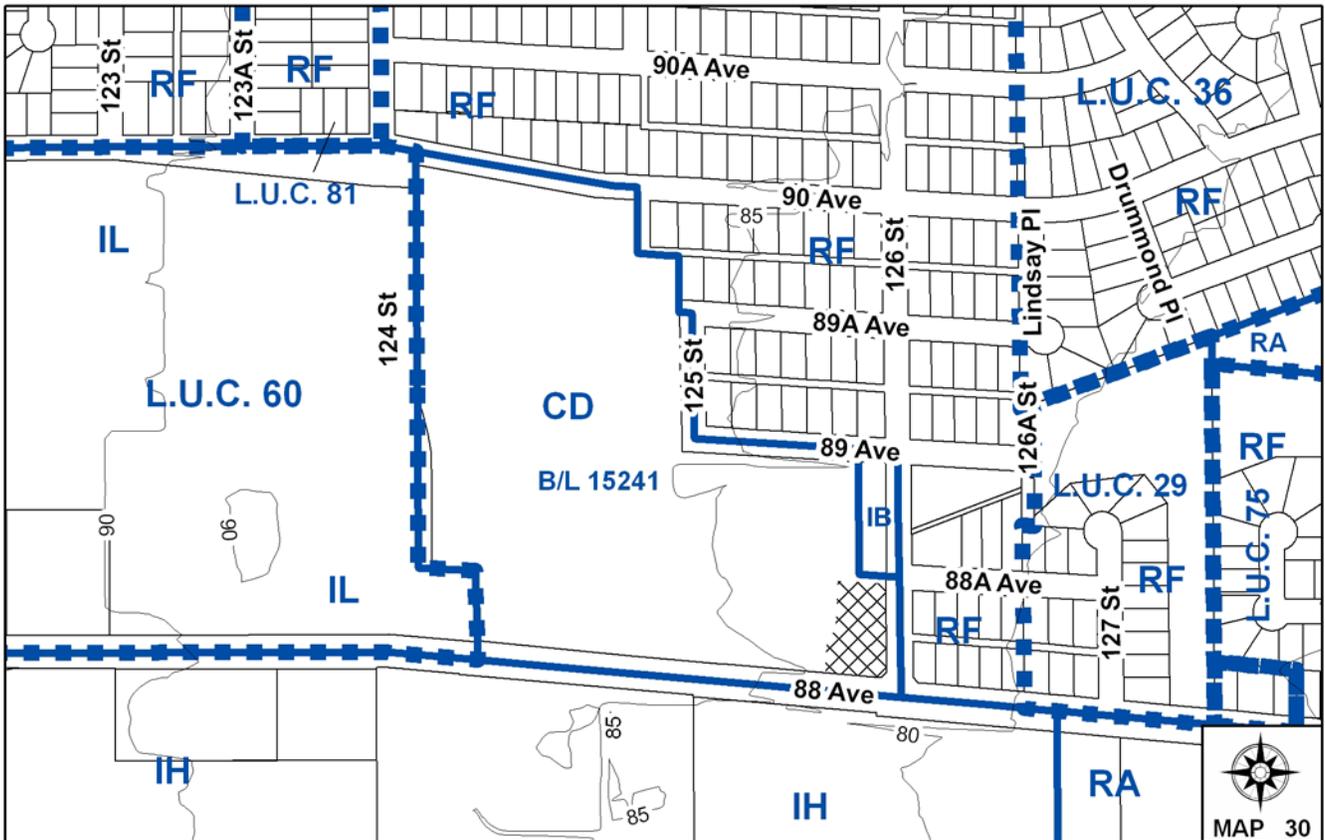
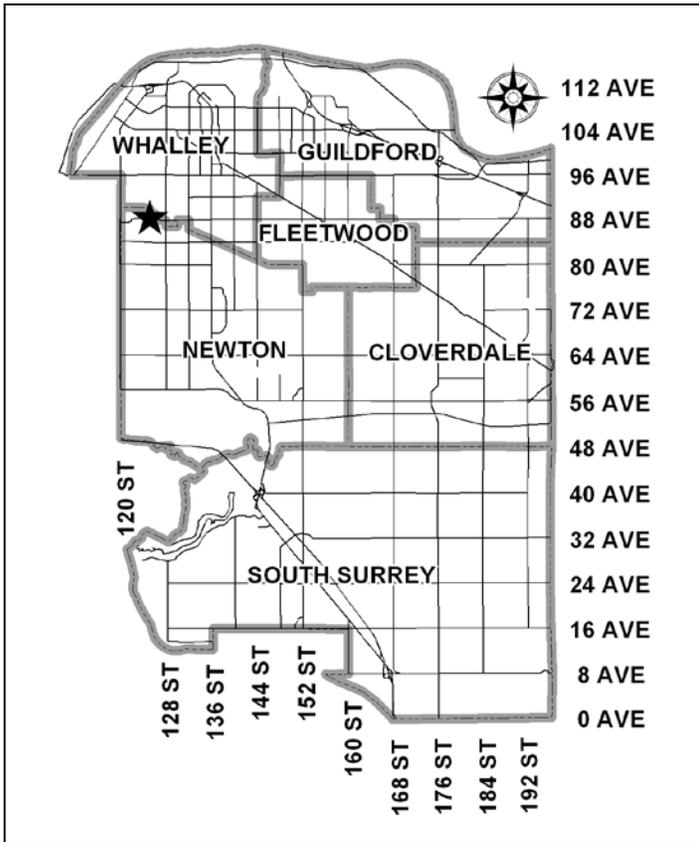
Planning Report Date: December 17, 2007

PROPOSAL:

- Rezoning from CD to CD
- Development Permit

in order to permit the development of a gas station with a convenience store and a drive-through pick-up window in an existing shopping centre.

LOCATION: 12451 - 88 Avenue
OWNER: Surrey West Shopping Centres Limited
ZONING: CD (By-law No. 15241)
OCP DESIGNATION: Commercial
LAP DESIGNATION: Commercial



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- None.

RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- Complies with LAP Designation.
- The proposed gas station is in keeping with the Highway Commercial location on 88 Avenue and is consistent with the existing shopping centre uses.
- The proposed density and building form are appropriate for this part of Newton.
- The proposed gas station meets the location criteria for gas stations.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend Comprehensive Development By-law No. 15241 to exclude the subject site and a date be set for Public Hearing (Appendix VI).
2. a By-law be introduced to rezone the subject site from "Comprehensive Development Zone (CD)" (By-law No. 15241) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing (Appendix VII).
3. Council authorize staff to draft Development Permit No. 7907-0292-00 in accordance with the attached drawings (Appendix II).
4. 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) final approval from BC Hydro; and
 - (d) submission of a finalized landscaping plan and 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 III.

SITE CHARACTERISTICS

Existing Land Use: Vacant portion of land in an existing large format shopping centre site with Wal-Mart as the anchor tenant, zoned CD (By-law No. 15241). The site is traversed by a BC Hydro utility corridor.

Adjacent Area:

Direction	Existing Use	OCP/LAP Designation	Existing Zone
North:	Vacant land within the same shopping centre site which is intended to be developed with additional buildings and parking in the future. A portion of the northeast corner of 89 Avenue and 126 Street is owned by the City and will be developed with a multi-use trail.	Commercial/Commercial and Industrial/Industrial (northeast corner of 89 Avenue and 126 Street).	CD (By-law No. 15241) and IB
East (Across 126 Street):	Single family residences.	Urban/Residential	RF
South (Across 88 Avenue):	Outdoor BC Hydro storage facility.	Industrial/Industrial	IH
West:	Approved Sleep Country Canada store (File No. 7907-0112-00) and existing Burger King Restaurant within the same shopping centre.	Commercial/Commercial	CD (By-law No. 15241)

DEVELOPMENT CONSIDERATIONSBackground Information

- The subject site is located on the southeast corner of 88 Avenue and 126 Street. The site was rezoned to CD By-law No. 15241 under Application No. 7903-0153-00 to permit the development of a large format retail centre. A Wal-Mart and Burger King Restaurant are in operation on the site. Several commercial retail units (CRUs) approved under Application No. 7906-0056-00 are under construction and a Sleep Country Canada CRU has been approved under File No. 7907-0112-00. The remainder of the land is undeveloped.

Rationale for a Gas Station at this Location

- Petro-Canada has been actively looking to secure a site along 88th Ave for several years. In 2002, Petro-Canada attempted to purchase a property on the south side of 88 Avenue directly opposite the subject site. Since the properties south of 88 Avenue are designated for Industrial development in the Official Community Plan (OCP) and zoned Heavy Industrial (IH), the City was not supportive of a gas station proposal at this location. The retention and development of industrial land is a priority at the City of Surrey and erosion of industrial land is not supported. As a result, Petro Canada focused its energy on finding an already commercially designated site along 88 Avenue, which is an Arterial Road and a major traffic corridor. The currently proposed

location is already commercial designated in the OCP and therefore will not erode industrial designated land.

- Petro-Canada has completed traffic studies that indicate that Nordel Way, through Delta, and its continuation along 88th Avenue in Surrey have the highest traffic counts east/ west of any other major arterial roads in North Surrey. According to Petro- Canada, current counts are approximately 35,000 vehicles per day. The City has confirmed that there is only one gas station along this whole corridor from the Alex Fraser bridge to 200th Street in Langley. It is a Shell branded location at the southwest corner of King George Highway and 88th Avenue. This gas station is not accessible for west bound traffic along 88th Avenue.
- The proposed gas station meets the locational criteria for gas stations. The site is on an arterial road and at a T-intersection; there are no other gas stations at the intersection, and at the edge of a shopping centre.
- The neighbourhood surrounding the Surrey West Shopping Centre development is without a retail gasoline station. The area residents must travel to King George Highway or Scott Road (120 Street) to purchase gasoline. The only other location to the north is a Chevron gas station at 96th and 128th Street.
- Petro-Canada has worked with Surrey Planning and Development Department to establish a design that is in keeping with a residential neighbourhood while attempting to provide a facility that will satisfy the demands of the neighbourhood and the commuting population along 88th Avenue.

Zoning By-law Compliance

- CD By-law No. 15241 allows for retail uses provided that the gross floor area of each of the individual businesses exceeds 370 m² (3,980 sq.ft.), except that up to 25% of the total developed gross floor area may be used by businesses that individually occupy less than 370 sq. m. (3,980 sq.ft.) of floor area. The maximum FAR is 0.80 and the maximum lot coverage for the overall site is 50%.
- This application includes a rezoning from CD By-law No. 15241 to CD and a development permit application in order to allow a Petro-Canada Gas Station with a convenience store and a drive through take out window. The rezoning only encompasses the proposed gas station lands and is accompanied by a subdivision application. A corresponding amendment to the existing CD Zone (By-law No. 15241) is being processed in conjunction with the rezoning to complete the procedural requirements for this zoning change. Surrey West Shopping Centre will remain the owner of the remaining shopping centre, however Petro Canada prefers owning as opposed to leasing its sites. Even though there will be two owners of the shopping centre, access, landscaping and architectural design will be fully coordinated.
- The proposed floor area ratio and lot coverage in the proposed CD Zone is similar to the provisions of the CG-2 Zone.

- The gross floor area of the proposed convenience store is less than 370 square metres. Taking into account the proposed development, the percentage of individual businesses that occupy less than 370 square metres in the entire shopping area at this time is 13.5%, well below the maximum 25% permitted in the existing CD Zone.
- The proposed CD Zone complies with the site's OCP and LAP designations. A description of the proposed CD Zone is provided below.

Proposed CD Zone

The following is a table outlining the differences between the existing CD Zone, the nearest conventional zone (CG-2 Zone) and the proposed CD Zone:

	CD By-law No. 15241 (Existing Zoning)	Nearest Conventional Zone (CG-2 Zone)	Proposed CD Zone
Permitted Uses	Gas Stations not permitted	Gasoline station provided that where self-service hoses are available, at least an equal number of full-service hoses shall be available on the same lot	Gasoline station provided that where self-service hoses are available, at least one full-service hose shall be available on the same lot.
	Retail stores among other uses including liquor stores, neighbourhood pubs, eating establishments and entertainment uses.	Retails Stores limited to: convenience stores of 28 sq m (300 square feet) maximum.	Retails Stores limited to: convenience stores of 257 sq m (2,766 square feet) maximum.
Maximum Height	Not applicable	6m (20 feet)	8.3 metres (27 feet)

- Similar to the CG-2 Zone, the proposed CD Zone permits both full-service and self-service gasoline stations. However, the proposed CD Zone requires that where self-service pumps are provided, at least one full-service pumps must be provided on the same site. This is a standard provision in all CD Zones permitting gasoline stations in the City.
- The CG-2 Zone permits a convenience store as an accessory use to a gasoline station provided that the total sales and display area open to the public is not more than 28 square metres (300 square feet). The proposed CD Zone permits a larger convenience store. The proposed larger convenience store is typical of the newer gasoline station models, which provides a fuller range of convenience services to customers.

- The applicant has proposed a 2.3 metres (7.5 feet) metre height variance to the pump island canopy and a 0.7 metre (2.3 ft.) height variance to the main building. The proposed increased height in the pump island canopy is necessary to accommodate larger trucks and is consistent with newer gasoline station models that include a greater articulation of the canopy roof, including a sloped roof design. Furthermore, the pump island canopy has been carefully designed to not reflect the typical corporate logo and provides visual interest to the site. The proposed increase in the height in the building will be in keeping and will complement the height of the pump island canopy.
- The proposed uses are supportable at this location because the site is located on a major arterial road in a commercially designated area.

PRE-NOTIFICATION

Prior to this application being submitted, pre-notification letters were sent on September 4th, 2007 by the applicant to area residents informing them of Petro-Canada's intent on making an application for a gas station at this location. As a result of the pre-notification, the applicant received the following comment:

- One area resident was concerned about the existing traffic in the area and the possibility for this traffic to be increased as a result of the proposed gas station.

Once the application was formally submitted to the City, a second pre-notification letter was sent by the City of Surrey on October 5, 2007 to area residents. In response, the City received the following comment:

- One area resident was opposed to the application because of the possible negative effect a gas station may have on the property value of her home.

(City staff advised the caller that the proposed property is located on a Major Arterial Road (88 Avenue) and has been designated for commercial development for some time. A gas station is in keeping with a commercially-designated property.)

DESIGN PROPOSAL AND REVIEW

- An overall concept plan for the site was created during the original rezoning and development permit application. The location of the proposed building is generally in accordance with this key plan concept. A significant portion of this site is encumbered by the BC Hydro corridor that impacts the locations of buildings.
- This application was referred to the Advisory Design Panel (ADP) on November 15, 2007 (Appendix V). All ADP comments and suggestions have been satisfactorily addressed by the applicant (Appendix V).
- The proposed gasoline station has been designed in accordance with the Official Community Plan (OCP) Design Guidelines for Gas Stations. The architectural expression also takes into consideration the prevailing character of existing buildings in the surrounding area.

- The design and form of the building mimic some of the elements established on the site. These elements include the metal canopy detailing, stonework features and variety and articulation in rooflines. The existing Wal-Mart and Burger King on site share the stonework and metal canopy elements.
- The building materials consist of architectural block, cultured stone, spandrel glass, metal roofing and metal cladding in light brown/beige tones. The storefront style windows are framed with bronze coloured aluminium. Peaks have been added to the building roof.
- The building materials and colour palette used for the pump island canopy match the convenience store.

Vehicular Access

- The principal access to the site is off 126 Street with a secondary access through the shopping centre off 88 Avenue. The connection of 124 Avenue to 88 Avenue will be pursued in the future in conjunction with the redevelopment of the property to the east, currently owned by BC Hydro. This requirement was secured through the registration of reciprocal agreements under the original rezoning application.
- There are 13 parking stalls provided under this phase, which exceeds the required 5 stalls.
- Garbage and loading is provided at the side of the building and is well screened from 88 Avenue.

Place Making

- A pedestrian connection is provided from the multi-use trail along 88 Avenue to the main entrance of the convenience store. Additional pedestrian connections are provided to improve the pedestrian safety of shoppers walking between CRUs in the shopping centre.
- A patio has been incorporated into the design of the convenience store to liven and enhance the street frontage along 88 Avenue. The patio will provide a gathering place for area residents and will help to act as “eyes on the street” by allowing natural surveillance of the area, thereby enhancing neighbourhood safety.
- Specialized lamps and lighting will be provided to enhance the pedestrian environment on site.

Tree Preservation and Landscaping

- The proposed landscaping along 88 Avenue is substantial and is planned to complement the existing landscaping on the south side of the Burger King Restaurant.
- Mike Fadum, ISA Certified Arborist prepared the Arborist Report. The Arborist Report indicates there are 19 protected trees on the subject site (Appendix IV). The report proposes the removal of 18 moderate to poor quality trees mostly consisting of fruit trees infested with ivy. These trees are located too close to the building envelope and within the footprint of proposed underground services. One excellent quality Japanese Maple Tree has been identified on the site and is being retained.

- The landscaping plan prepared for the site includes a generous combination of new trees and shrubs in a variety of species, throughout the site, which will complement the existing Japanese Maple tree proposed to be retained. The proposed landscaping consists of 35 new trees including maple, dogwood, spruce, fir and Western Red Cedar trees. A soft edge of shrubs, grass and perennial plants will also be provided.

Signage

- Three fascia signs are proposed with one facing 88 Avenue, one facing 126 Street and one facing the internal shopping centre.
- Two- 1 metre (3.3 feet) high pump island canopy signs are proposed with one facing 88 Avenue and the other one facing the internal shopping centre.
- Two 4.7 metre (15.4 feet) freestanding signs are proposed, one at each vehicular entrance off 126 Street. The signs will be framed with architectural block and cultured stone to match the convenience store and pump island canopy.
- All the proposed signage will be illuminated except for the signs facing 126 Street due the residential interface. All proposed signage meets the intent of the Sign By-law.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets and Survey Plan
Appendix II.	Proposed Subdivision Layout, Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	Summary of Tree Survey and Tree Preservation
Appendix V.	ADP Comments and Applicant's Response
Appendix VI.	Proposed Amendment to CD By-law No. 15241
Appendix VII.	Proposed CD By-law

Jean Lamontagne
General Manager
Planning and Development

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SUBDIVISION DATA SHEET

Proposed Zoning: CD (Based on CG-2)

Requires Project Data	Proposed
GROSS SITE AREA	
Acres	0.87 ac
Hectares	0.35 ha
NUMBER OF LOTS	
Existing	1
Proposed	2
SIZE OF LOTS	n/a
Range of lot widths (metres)	
Range of lot areas (square metres)	
DENSITY	n/a
Lots/Hectare & Lots/Acre (Gross)	
Lots/Hectare & Lots/Acre (Net)	
SITE COVERAGE (in % of gross site area)	
Maximum Coverage of Principal & Accessory Building	
Estimated Road, Lane & Driveway Coverage	
Total Site Coverage	23%
PARKLAND	n/a
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 CG-2)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		3,520 sq.m.
Road Widening area		
Undevelopable area		
Net Total		3,520 sq.m.
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		
Paved & Hard Surfaced Areas		
Total Site Coverage	30%	23%
SETBACKS (in metres)		
Front (88 Avenue)	12 m	4 m Building
Rear	4 m	48.3 m Building
Side #1 (Yard on Flanking Street)	12 m	14.7 m Building
Side #2 (West)	4 m	6.3 m Building
BUILDING HEIGHT (in metres/storeys)		
Principal	6 m	6.7 m
Canopy	6 m	8.3 m
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential	n/a	n/a
FLOOR AREA: Commercial		
Retail	28 sq.m.	257 sq.m.
Office		
Total	28 sq.m.	257 sq.m.
FLOOR AREA: Industrial		n/a
FLOOR AREA: Institutional		n/a
TOTAL BUILDING FLOOR AREA		257 sq.m.

** If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)	0.3	0.1
AMENITY SPACE (area in square metres)	n/a	n/a
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial	5	13
Industrial	n/a	n/a
Residential Bachelor + 1 Bedroom	n/a	n/a
2-Bed		
3-Bed		
Residential Visitors		
Institutional	n/a	n/a
Total Number of Parking Spaces	5	13
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	YES
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