

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7907-0310-00

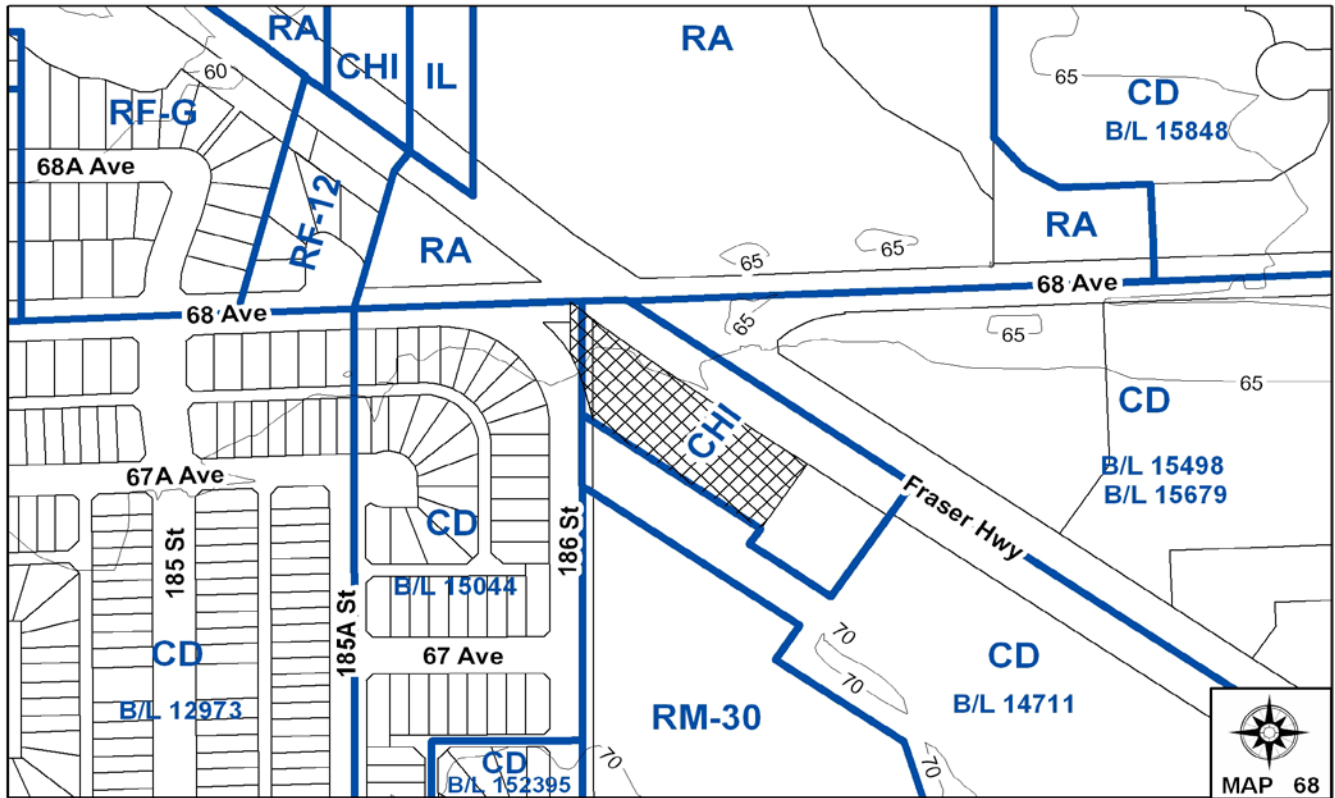
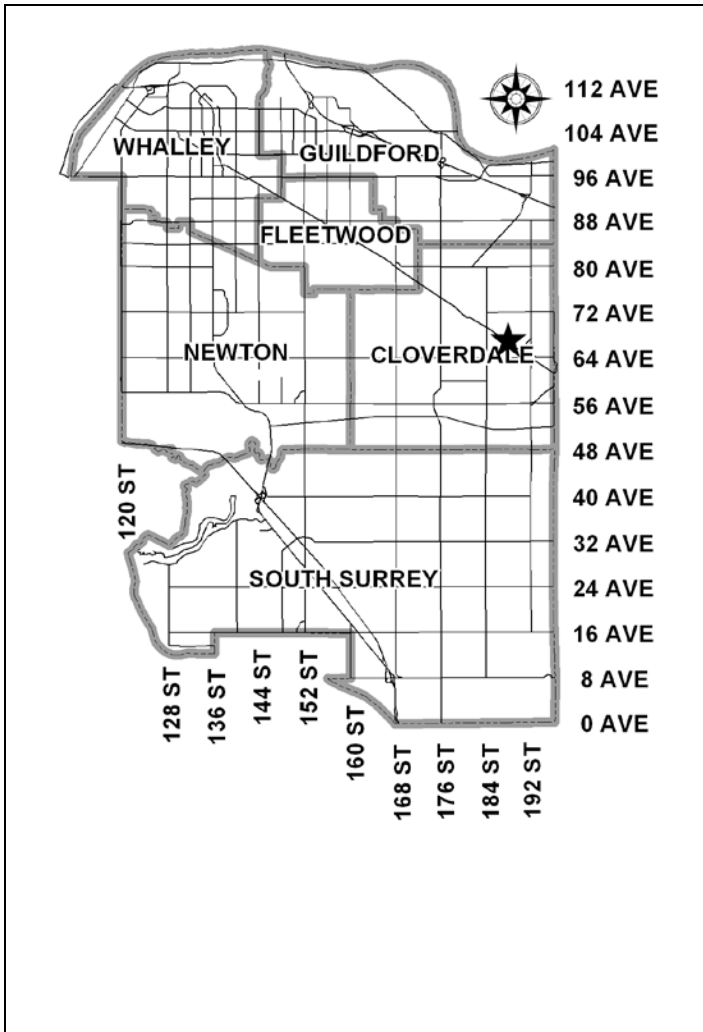
Planning Report Date: February 25, 2008

PROPOSAL:

- **OCP Amendment** from Urban to Commercial
- **NCP Amendment** from Townhouse Cluster (8 to 15 upa) and Open Space to Commercial
- **Rezoning** from CHI and CD (By-law No. 15044) to CD (based on CHI and C-8)
- **Development Permit**
- **Development Variance Permit**

in order to permit a neighbourhood commercial development consisting of 2 buildings.

LOCATION: 18642 Fraser Highway/Portion of 186 Street
OWNERS: Hillcrest Crossing Ltd. and City of Surrey
ZONING: CHI and CD (By-law No. 15044)
OCP DESIGNATION: Urban
NCP DESIGNATION: Townhouse Cluster (8 to 15 upa) and Open Space



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed development requires an amendment to the OCP to Commercial.
- The proposed development does not comply with the Townhouse Cluster (8 to 15 upa) and Open Space designations of the North Cloverdale East NCP.
- The fascia signage for Building A (the western building) does not comply with Sign By-law, 1999, No. 13656.

RATIONALE OF RECOMMENDATION

- Partially complies with OCP designation.
- The proposed development continues the commercial land use already established to the east and south.
- The Hillcrest Shopping Centre to the east and south, received approval for an OCP amendment and an NCP amendment to Commercial on July 26, 2004.
- The intent of the Open Space designation, which is to connect the neighbourhood to the south with the greenway along Fraser Highway, is still achieved.
- There has been no community opposition to the proposed OCP and NCP amendments.
- The site and access constraints of the site make it difficult to develop the site as a stand-alone townhouse project.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating the subject site from Urban to Commercial and a date for Public Hearing be set.
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 the subject site from "Highway Commercial Industrial Zone (CHI)" (By-law No. 12000) and "Comprehensive Development Zone (CD)" (By-law No. 15044) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
4. Council authorize staff to draft Development Permit No. 7907-0310-00 in accordance with the attached drawings (Appendix II).
5. Council approve Development Variance Permit No. 7907-0310-00, (Appendix VII) varying the following, to proceed to Public Notification:
 - (a) to vary Part 5, Section 27(2)(a) of Sign By-law, 1999, No. 13656 by increasing the number of fascia signs on Building A from 2 to 7.
6. 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 landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (d) resolution of all urban design issues to the satisfaction of the Planning and Development Department;
 - (e) the applicant address Parks Department concerns related to the greenway relocation, greenway design along Fraser Highway and planting within the park, to the satisfaction of the General Manager, Parks, Recreation and Culture;
 - (f) completion of the road closure and acquisition of a portion of 186 Street; and

- (g) modification of existing Restrictive Covenant BW540916 with the property owner (Trademark Property Group) of 18682/18696 Fraser Highway (Hillcrest Shopping Centre) to deal with shared access, parking and landscape treatment.
7. Council pass a resolution to amend North Cloverdale East NCP to redesignate the land from Townhouse Cluster (8 to 15 upa) and Open Space to Commercial when the project is considered for final adoption.

REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements (Appendix III) .
Parks, Recreation & Culture:	The Parks Department has indicated that they are willing to allow for the relocation of the greenway connection to 186 Street to a location further west and are willing to allow for landscape planting along the park edge. The Parks Department has also indicated that a continuation of the greenway along the south side of Fraser Highway is required, whereby the design is to be determined at a later date. However, it will be the responsibility of the applicant to address all outstanding concerns related to these matters to Parks staff satisfaction.

SITE CHARACTERISTICS

Existing Land Use: Currently vacant.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across Fraser Highway):	Clayton Crossing Shopping centre.	Commercial in OCP	CD (By-law No. 15498/ 15697)
Further North (Across 68 Avenue):	Large vacant parcel.	Suburban in OCP	RA
East:	Currently vacant, former gas station and auto sales under Application No. 7908-0034-00 (Pre-Council).	Townhouse Cluster (8 to 15 upa) in the North Cloverdale East NCP	CHI
Further East:	Hillcrest Shopping Centre.	Commercial in the North Cloverdale East NCP	CD (By-law No. 14711)

Direction	Existing Use	OCP/NCP Designation	Existing Zone
South:	Parking for Hillcrest Shopping Centre.	Commercial in the North Cloverdale East NCP	CD (By-law No. 14711)
Further South:	Existing townhouse development.	Townhouse Cluster (30 units/acre) in the North Cloverdale East NCP.	RM-30
West (Across 186 Street):	Existing small parkette and further west, small lot single family residential.	Single Family Residential in the North Cloverdale East NCP.	CD (By-law No. 15044)

JUSTIFICATION FOR PLAN AMENDMENT

- When the North Cloverdale East NCP was originally developed and approved by Council in 1994, there was no proposed commercial component planned within the area. This was due to opposition raised by residents and property owners participating in the public consultation process. However, over the last 14 years as the area has developed, new residents in the area have supported commercial uses which have been developed to the east of the subject site.
- Due to the size and shape of the subject site, it would be difficult to construct a townhouse development in isolation.
- The proposed change in the OCP and NCP are supportable as this development continues the existing Hillcrest Shopping Centre located to the east of this site, which was approved under Application No. 7900-0245-00 and also required an OCP amendment and NCP amendment to Commercial, as well as the shopping centre located to the immediate north across Fraser Highway approved under Application No. 7900-0226-00, which also required an OCP amendment from Suburban to Commercial. This proposed commercial development will also serve residents of East Clayton further east.

DEVELOPMENT CONSIDERATIONS

- The subject site is located at 18642 Fraser Highway and the portion of 186 Street immediately to the west. The site is currently designated Urban in the Official Community Plan (OCP), Townhouse Cluster (8-15 upa) and Open Space in the North Cloverdale East Neighbourhood Concept Plan (NCP) and zoned Highway Commercial Industrial (CHI) and CD By-law No. 15044. The currently vacant site is relatively flat and devoid of any trees.
- The applicant is proposing an OCP amendment from Urban to Commercial, an NCP amendment from Townhouse Cluster (8-15 upa) and Open Space to Commercial, a rezoning from Highway Commercial Industrial (CHI) to Comprehensive Development Zone (CD) and a Development Permit, to allow for the development of a neighbourhood shopping centre consisting of 2 buildings. A Development Variance Permit will also be required to the Sign By-law to increase the number of permitted fascia signs on proposed Building A (TD Canada Trust Bank) from 2 fascia signs to 7 fascia signs.

- The subject site is a constrained site, encompassing the property at 18642 Fraser Highway and a small portion of the unopened 186 Street road allowance. The size of 18642 Fraser Highway is 4,218 square metres (45,407 sq.ft.) and the road closure area is approximately 329.7 square metres (3,549 sq.ft.) totalling approximately 4,547.7 square metres (48,951 sq.ft.).
- The floor area of proposed Building A is 497.8 square metres (5,294 sq.ft.) and for proposed Building B is 1,116.5 square metres (12,018 sq.ft.). Proposed Building A located on the western portion, is to accommodate a TD Canada Trust Bank. Proposed Building B on the eastern portion will accommodate 8 commercial retail units (CRUs), ranging in size from 93 square metres (1,001 sq.ft.) to 226.9 square metres (2,442 sq.ft.). Some of the proposed tenants include eating establishments, estheticians, medical office and general retail.
- The proposed development results in a floor area ratio (FAR) of 0.35, which is less than the 1.0 FAR permitted under the existing CHI Zone.

Road Closure

- The applicant is proposing to close and acquire a portion of 186 Street, which is currently unopened and considered to be excess road, to be included within the development site. The area of road is approximately 329.7 square metres (3,549 sq.ft.) in size.
- The applicant will be required to complete the requirements of road closure with Realty Services prior to Final Adoption.

Proposed CD By-law (Appendix VIII)

- The proposed CD By-law is based upon the Highway Commercial Industrial Zone (CHI), but will allow a wide range of retail uses other than those prescribed under the CHI Zone, reduced building setbacks and a variance of 2 parking stalls.
- The proposed uses include retail stores, personal service uses, general services uses including drive-through banks, eating establishments including drive-through restaurants, office uses, indoor recreational facilities, community services and child care centres. These uses are compatible with those approved for the Hillcrest Shopping Centre, located to the east.
- The proposed CD By-law allows for reduced building setbacks along the north (Fraser Highway) and east property lines, from 7.5 metres (25 ft.) to 2.0 metres (7 ft.) and 0.0 metre (0 ft.) respectively. The 0.0 metre (0 ft.) east building setback is to accommodate a future extension of the commercial development into the neighbouring lot to the east at 18660 Fraser Highway, currently under Application No. 7908-0034-00 (Pre-Council).
- The proposed CD By-law also provides for a variance in parking from 48 to 46 parking stalls based upon the land uses proposed. The subject site can only provide 46 stalls due to its constrained size and shape.
- The applicant will be required to enter into an agreement with the property owner to the south (Trademark Property Group) to construct additional parking stalls, landscaping and garbage enclosure on the southerly property, along with maintenance, number of stalls to be used and

access. There is an existing access easement already registered between the two properties. Two (2) of the proposed 46 stalls will be partially situated on the site to the south.

PRE-NOTIFICATION

A pre-notification letter was sent January 9, 2008 and staff received only one (1) telephone call. The resident was inquiring about the portion of 186 Street to be closed and it was explained to her that it is a portion of road which is currently unopened and is considered to be in excess. She had no concerns with respect to the proposed commercial development.

PUBLIC CONSULTATION PROCESS FOR OCP AMENDMENT

Pursuant to Section 879 of the Local Government Act, it was determined that it was not necessary to consult with any persons, organizations or authorities with respect to the proposed OCP amendment, other than those contacted as part of the pre-notification process.

DESIGN PROPOSAL AND REVIEW

- Vehicular access to the proposed commercial development will be primarily from Fraser Highway, with a shared access with the commercial development to the south (Trademark Property Group) from 186 Street.
- Two (2) of the proposed 46 parking stalls for the subject site will be located on the property (Trademark Property Group) to the south.
- The proposed buildings reflect a reduced building setback of 2.0 metres (6.6 ft.) along Fraser Highway. The reduced setback provides for better street orientation.
- The design reflects a village feel in consideration of the surrounding residential development and is compatible with the design of the existing commercial development to the east (Hillcrest Shopping Centre).
- The design consists of flat roofs with gable elements and large timber brackets, large overhangs, along with stone columns and a metal roof. Proposed building materials consist of hardipanel and shakes, along with stucco.
- Pedestrian connections throughout the site are identified by stamped concrete, with crossings finished in raised concrete.
- A proposed greenway, encompassing a 3.0 metre (9.8 ft.) wide multi-purpose pathway is proposed along Fraser Highway for the length of the property line. A 2.0-metre (6.6 ft.) wide right-of-way will be required on private property to facilitate this requirement.

- A garbage enclosure is proposed to be located on the adjacent property to the south. The location has been established in an agreement with the property owner to the south.
- Seven (7) fascia signs are proposed on proposed Building A. This is an increase from the 2 fascia signs which would be permitted under the Sign By-law (see By-law Variance Section). Proposed Building B reflects 1 sign per premise and 1 sign per street frontage for each of the commercial retail units, which is permitted under the Sign By-law. All signs for Building B will consist of internally illuminated channel lettering.
- One (1) free-standing sign is proposed along Fraser Highway. The free-standing sign will be 7.5 metres (25 ft.) in height and will be set back a minimum 2.3 metres (7.5 ft.) from the property line.

ADVISORY DESIGN PANEL

ADP Meeting Date: January 31, 2008

Most of the ADP suggestions have been satisfactorily addressed except for the following, which the applicant has agreed to address to the satisfaction of the City Architect and City Landscape Architect, prior to consideration of Final Adoption:

- Reconfigure parking so that a standard stall and not the landscape strip is located adjacent the stall for disabled persons to allow for ease of movement.
- Finish vehicular crossings by extending sidewalks with broom finished concrete. Decorative paving to be situated inside the property line to the extent of the edge of the buildings.
- Ensure architectural and landscape plans reflect Parks Department requirements for greenway design and landscaping within park.

BY-LAW VARIANCE AND JUSTIFICATION

(a) Requested Variance:

- To vary Section 27(2)(a) of Part 5 of Sign By-law, 1999, No. 13656, to increase the number of fascia signs for proposed Building A from 2 signs to 7 signs.

Applicant's Reasons:

- The applicant has indicated that signage is very important to the success of TD Canada Trust Bank.

Staff Comments:

- The proposed signage is appropriate to the size and scale of the bank and has been designed in a comprehensive manner to fit into the design of the overall commercial development. Staff can support the proposed variance.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners, Action Summary and Project Data Sheets
- Appendix II. Proposed Subdivision Layout, Site Plan, Building Elevations Landscape Plans and Perspective
- Appendix III. Engineering Summary
- Appendix IV. ADP Comments and Applicant's Response
- Appendix V. Proposed Amendment to North Cloverdale East NCP
- Appendix VI. OCP Redesignation Map
- Appendix VII. Development Variance Permit No. 7907-0310-00
- Appendix VIII. Proposed CD By-law including Survey Plan

INFORMATION AVAILABLE ON FILE

Complete Set of Architectural and Landscape Plans prepared by PJ Lovick Architect Ltd. and DMG Landscape Architects, respectively, dated January 28, 2007 and February 7, 2008.

Jean Lamontagne
General Manager
Planning and Development

PL/kms

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Information for City Clerk

Legal Description and Owners of all lots that form part of the application:

1. (a) Agent: Name: Peter Lovick, c/o PJ Lovick Architect
 Address: 3707 - 1st Avenue
 Burnaby, BC
 V5C 3V6
 Tel: 604-298-3700

2. Properties involved in the Application

- (a) Civic Address: 18642 Fraser Highway and a Portion of 186 Street
- (b) Civic Address: 18642 Fraser Highway
 Owner: Hillcrest Crossing Ltd., Inc. No. 783620
 PID: 010-179-232
 Lot 2 Except, Firstly: Part Dedicated Road on Plan BCP20352 Secondly: Part
 Dedicated Road on Plan BCP23407 Section 16 Township 8 New Westminster
 District Plan 16057
- (c) Civic Address: Portion of 186 Street

3. Summary of Actions for City Clerk's Office

- (a) Introduce a By-law to amend the Official Community Plan to redesignate the subject site.
- (b) Introduce a By-law to rezone the site.
- (c) Proceed with Public Notification for Development Variance Permit No. 7907-0310-00.

DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on CHI)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		4,547.7 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	50%	31.3%
Paved & Hard Surfaced Areas		52.9%
Total Site Coverage		84.2%
SETBACKS (in metres)		
Fraser Highway	7.5 m	2.15 m
South	7.5 m	13.1 m
West	7.5 m	14.9 m
East	7.5 m	0 m
BUILDING HEIGHT (in metres/storeys)		
Principal	9 m	8.8 m
Accessory	4.5 m	3.5 m
NUMBER OF RESIDENTIAL UNITS		n/a
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		1,614.3 m ²
FLOOR AREA: Residential		n/a
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		n/a
FLOOR AREA: Institutional		n/a
TOTAL BUILDING FLOOR AREA	4,547.7 m ²	1,614.3 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)		
FAR (net)	1.0	0.35
AMENITY SPACE (area in square metres)		n/a
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial	48	46
Industrial		n/a
Residential Bachelor + 1 Bedroom		n/a
2-Bed		
3-Bed		
Residential Visitors		n/a
Institutional		n/a
Total Number of Parking Spaces		46
Number of disabled stalls	1	2
Number of small cars	12	12
Tandem Parking Spaces: Number / % of Total Number of Units		n/a
Size of Tandem Parking Spaces width/length		n/a

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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