

City of Surrey  
**PLANNING & DEVELOPMENT REPORT**

File: 7907-0313-00

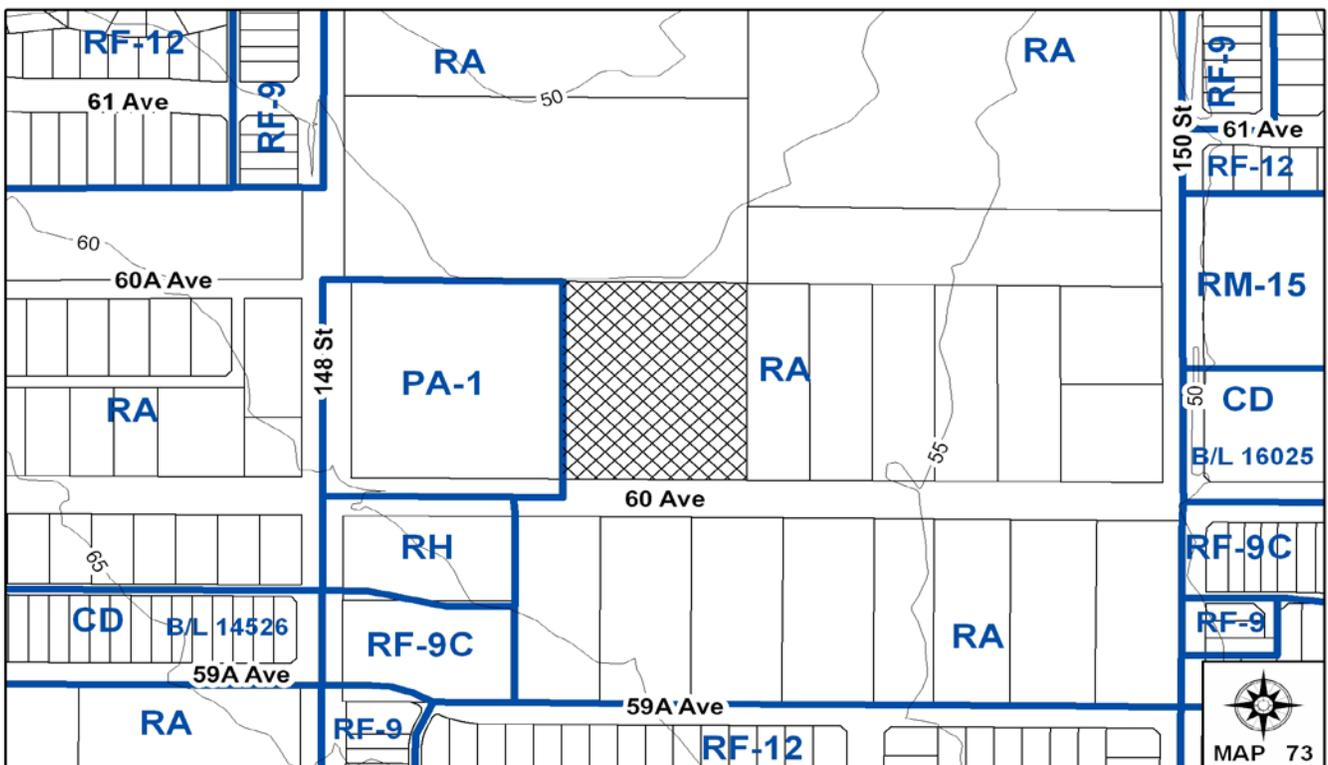
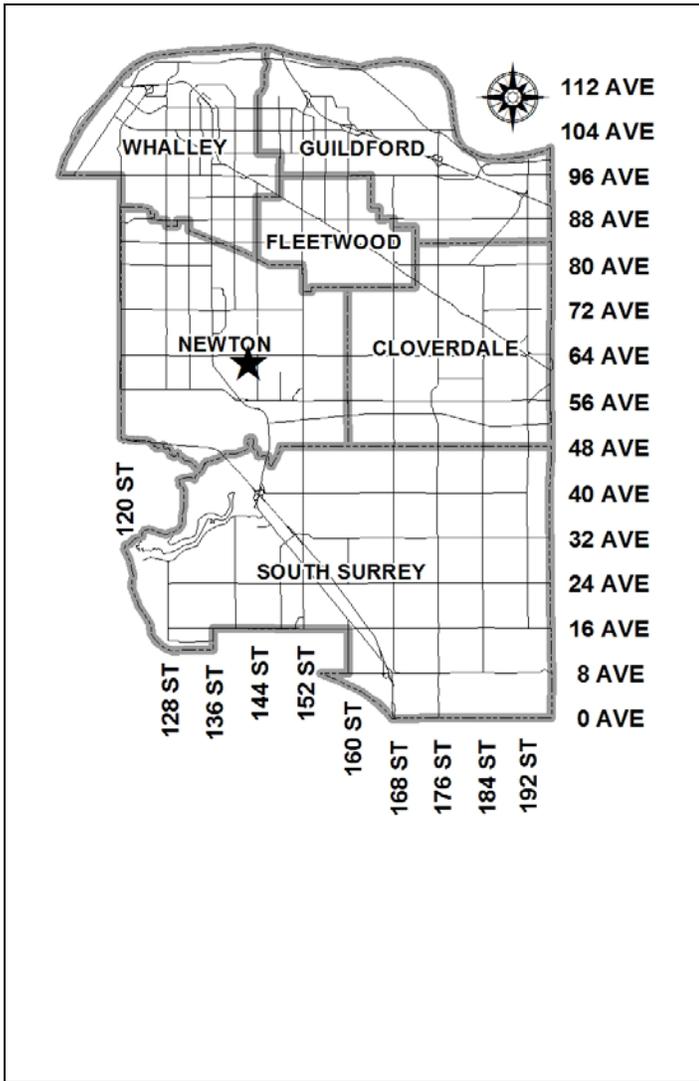
Planning Report Date: September 29, 2008

**PROPOSAL:**

- **NCP Amendment** from Mixed Commercial-Residential Townhouse and Creeks & Riparian Setback to Mixed Commercial-Residential Apartments, Townhouses (25 upa max.) and Proposed Park and Walkway
- **Partial rezoning** from RA to CD (based on the RM-15 Zone and C-5 Zone)
- **Development Permit**

in order to permit the development of a mixed commercial-residential complex comprising 27 apartment units above 715.53 square metres (7,702 sq.ft.) of neighbourhood commercial space and 35 townhouses.

**LOCATION:** Portion of 14853 - 60 Avenue  
**OWNER:** The Trustees of the Bethany-Newton United Church  
**ZONING:** RA  
**OCP DESIGNATION:** Urban  
**NCP DESIGNATION:** Mixed Commercial-Residential Townhouse and Creeks & Riparian Setbacks



### RECOMMENDATION SUMMARY

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

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The NCP designation envisioned the site to be developed with a mixed-use project, including townhouses and neighbourhood commercial space. The subject proposal comprises two separate components, a 3-storey mixed-use building (apartments on top of commercial units) fronting 60 Avenue and a 25-unit townhouse project in behind. Adjustments are also proposed to the riparian/creek area designated in the NCP and to relocate a proposed walkway shown on properties to the east portion of the subject site. Therefore, the application requires a NCP amendment to reflect the adjusted land use components and built form.
- The applicant is proposing to provide a reduced amount of indoor amenity space and also proposes to locate this space in the lower floor level of the apartment building.

### RATIONALE OF RECOMMENDATION

- The proposal complies with the OCP.
- The proposal is consistent with the intent of the South Newton NCP, which envisioned five mixed-use (residential/commercial) nodes to serve specific pockets of this neighbourhood with local services and a variety of housing options, with this location being one of the nodes.
- The proposed density and building form are appropriate for this part of the South Newton NCP area. The NCP amendment is required to fine tune the land use designation, and proposed building form, adjust the riparian and walkway designations, and to separate the actual mixed use building on the front from the townhouses at the rear.
- The proposed design will achieve a more urban and pedestrian oriented streetscape, in compliance with the South Newton NCP design guidelines.
- The applicant's request to reduce the required indoor amenity can be supported since this is a medium scale development.

## RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the portion of the property shown as Blocks A and B in Appendix VIII from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. Council approve the applicant's request to reduce the required indoor amenity space from 177 square metres (1,905.8 sq.ft.) to a minimum of 65 square metres (707 sq.ft.).
3. Council authorize staff to draft Development Permit No. 7907-0313-00 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) submission of a finalized landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
  - (d) resolution of outstanding urban design and architectural issues to the satisfaction of the Planning and Development Department;
  - (e) the applicant adequately address the impact of reduced indoor amenity space; and
  - (f) registration of a reciprocal access agreement with the existing church, which will be on a separate lot following this development, and the property to the east located at 14907 - 60 Avenue.
5. Council pass a resolution to amend the South Newton NCP to redesignate the easterly portion of the property, as shown in Appendix VI, from "Mixed Commercial Residential Townhouses" and "Creeks and Riparian Setbacks" to "Townhouses (25 upa max)", "Mixed Commercial Residential Apartments", and "Proposed Parks and Walkways", when this 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 as outlined in Appendix III.

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

9 Elementary students at Cambridge Elementary School  
5 Secondary students at Sullivan Heights Secondary School

(Appendix IV)

Parks, Recreation & Culture: The applicant contribute parks amenities based on the current rates for the South Newton NCP.

### SITE CHARACTERISTICS

Existing Land Use: There is a United Church on the property. The east portion of the site is vacant.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North:	Vacant land. There is an application to rezone that property to CD and a DP to allow the development of a 75-unit townhouse complex sitting at Third Reading of By-law.	Urban/Townhouses (15 upa max.)	RA
East and South (Across 60 Avenue):	Vacant land.	Urban/Mixed Commercial-Residential (Townhouses)	RA
West (Across 148 Street):	Single family homes.	Urban/Single Family Residential Small Lots	RA

### JUSTIFICATION OF PLAN AMENDMENT

- The subject site at 14853-60 Avenue contains an existing church and split-zoned (PA-1 and RA). The easterly portion of this site, which is zoned RA is vacant, and is the subject of this application. This portion is designated "Urban" in the OCP and partially, "Mixed Commercial-Residential Townhouses" and "Creeks & Riparian Setbacks" in the South Newton NCP.
- Council approved the South Newton NCP, on June 14, 1999. The South Newton NCP area, though comprises predominantly residential neighbourhoods, is built around existing commercial nodes of Michael's Market (at 64 Avenue and 152 Street), the Panorama Village at (Hwy #10 and 152 Street) and Civic complex (City Hall area).
- It has five (5) mixed-use nodes, located at 64 Avenue and King George Hwy (the former Surrey Public market site), 62 Avenue and 142 Street, 144 Street and 64 Avenue, 144 Street and 59A Avenue and 148 Street and 60 Avenue.

- The subject site is the second mixed-use proposal in the South Newton NCP area, under application. The first being the proposal at 64 Avenue and 144 Street for a Mixed Commercial Residential Townhouses under project No, 7902-0223-00, which has not yet been completed.
- The westerly portion of the site is designated Creeks & Riparian Setbacks and the easterly portion designated Mixed Commercial Residential Townhouses.
- A riparian area was thought to transverse the site, however, an environmental consultant has confirmed that this riparian area does not exist and the creek has been deleted from the Fish Classification map. Therefore, this portion of the site is available for development. In addition, the proposed mixed use will be a combination of townhouses units and apartments above a neighbourhood scale commercial space.
- To accommodate the proposed development an NCP amendment from "Mixed Commercial Residential Townhouses" and "Creeks & Riparian Setbacks" to "Mixed Commercial Residential Apartments", "Townhouses (25 upa max)" and "Proposed Parks and Walkways" is necessary. The walkway amendment is required to relocate a future walkway shown to the west of the subject site (two properties to the west) to the west side of the site to tie to the park system and school on the north side of the site (Appendix VI).

#### The NCP Amendment Public Consultation Process

- As this proposal constitutes a change in density, a Public Information Meeting (PIM) is required in accordance with Council policy on amendments to approved NCPs, to solicit comments from the residents of the nearby area.
- The PIM was held on August 28, 2008. 80 letters were sent to all the property owners within 100 metres (300 ft.) of the outer edge of the subject sites, and to the Sullivan Community Association. The meeting format was an open house, where the proposed development design and an artist expression of a 3D model of the architectural design of the project were displayed. The applicant made available a sign-in sheet for the attendees to register their attendance, and a comment sheet for those who would like to express their opinion in writing.
- Although 33 people were known to have attended the meeting, only eight (8) people signed the sign-in sheet, excluding the applicant's representatives, the consultant and the City staff member. Of the eight (8) who signed the attendance sheet, two provided written comments. Both comments were in support of the proposed amendment.
- The staff member in attendance observed from the discussion that most if the attendees were members of the Bethany Newton United Church congregation (the current owner of the property), and discussion was centered mainly on whether the apartments will be rental or condominiums.
- The applicant assured those who posed the question of ownership that the apartments will not be rental apartments, but will be strata titled and sold to individual owners, who may, without the applicant's control, rent out individual units.
- Over all, the project was well received by the public.

- The NCP amendment is supportable for the following reasons:
  - The proposal is consistent with the intent of the South Newton NCP, which envisioned five mixed-use nodes, with this location being one of the nodes.
  - The elimination of the riparian area designation is required to reflect the conformation from the environmental consultant that it does not exist.
  - The proposed density and building form are appropriate for this part of the South Newton NCP area. The NCP amendment is required to fine tune the land use designation, to suite the proposed building form, and to separate the actual mixed use building on the front from the townhouses at the rear.
  - The applicant is dedicating a 5-metre (16.4 ft.) walkway along the east property line to relocated the existing walkway further east, which will provide a better link the park to the north from 60 Avenue and the rest of the development to the south of 60 Avenue. This amendment has been requested by both the School District and the Parks, Recreation & Culture Department to provide a better connection to the park and school to the north.

#### DEVELOPMENT CONSIDERATION

- The proposal is to rezone the easterly portion of the property from RA to CD, to allow a Mixed Commercial Residential Apartment and Townhouses complex comprising of 35 townhouse units and 24 apartment units above a 715.53 square metres (7,702 sq.ft.) of neighbourhood commercial floor space.

#### The Proposed CD By-law

- The proposed CD By-law (Appendix VII) is based on the Multiple Residential 15 (RM-15) Zone and the Neighbourhood Commercial (C-5) Zone.
- The CD By-law identifies two separate blocks, Blocks A and B to accommodate the proposed mixed uses and building forms.
- Block A is the mixed commercial apartment component and Block B is the ground oriented townhouses component.
- The commercial uses allowed in Block A are drawn for the C-5 Zone, except community services use which is omitted from the zone, while the residential use is limited multiple unit residential buildings.
- The uses allowed in Block B are ground oriented multiple unit residential buildings and child care centres.
- The combined floor area ratio (FAR) of 0.91, is slightly higher than the average FAR for C-5 and RM-15. However, it is supportable to accommodate the mixed use and to encourage a high quality designs and use of high quality materials, to support the mixed use at this location.

- The required setbacks vary from a minimum 7.5 metres (25 feet) along the east and north property lines to zero along the south property line to edge of a covered arcade (veranda) and 3 metres (10 ft) to the building face. One block of townhouses along the west property line has a setback of 4.5 metres (14.8 ft.).
- The shorter setback along 60 Avenue is recommended in South Newton NCP design guidelines, to have an urban streetscape along 60 Avenue, with buildings as close to the street as possible, for an appealing streetscape and to increase the viability of the commercial uses along 60 Avenue.
- The west side yard setback is reduced to 4.5 metres (15 ft.), for one block of townhouses. That allowed the interior of the site to be opened up for a better appeal. This side abuts a vacant space, therefore, the reduced setback will not have any impact on the adjacent land.

### PRE-NOTIFICATION

Pre-notification letters were sent out on October 17, 2007 and staff did not receive any phone calls or letters following the pre-notification.

### DESIGN PROPOSAL AND REVIEW

#### Site Layout and Building Design

- There are two main vehicular accesses to the site, one on the west property line shared with the church and the other on the east property line, shared with the future mixed use development to the west. The overall design is composed of two major components. Fronting 60 Avenue is the three-storey mixed use building with commercial space spilling out onto a covered arcade/veranda that runs the length of the building on two-thirds of main floor. The remaining one-third on the north side of the building are ground-level apartment units.
- The intent is to create "village" commercial space where the activity of the space has the opportunity to move to the outdoors. Expanding on this theme, an open plaza is created on the southeast corner of the building. The scale of the building (three stories) is in keeping with nearby residential projects.
- Parallel street parking is provided along 60th Avenue, with additional surface parking on the west and east sides of the commercial frontage. The rest of parking for the mixed-use building is underground parking for the residential component, plus eight stalls allocated to the owners and employees of the commercial component.
- The church parking is being upgraded and expanded in capacity by approximately 18%. It is anticipated that 6 stalls will be used for the commercial space and secured by a parking easement.

- The second and third levels of the mixed-use building are all apartment units. Large patio areas on the second floor extend out above the arcade area of the commercial space on the main level. These areas are defined with heavy wood arbors. The third floor is incorporated into the roof system to lower the apparent height of the building.
- Roof equipment for the commercial space is located on the upper flat portion of the roof and is screened by a parapet wall.
- The materials for the mixed-use building include brick, hardi panel and a metal roof. The hardi panel (with stucco texture) reflects the material of the adjacent church to the west but with a texture more in keeping with the traditional building styles prevalent in the area.
- Behind the mixed-use building use are 35 ground-oriented townhouses, in 6 clusters. The townhouses are three stories with double garages located in the lowest floor. The site grading allows the main floor to open directly to a private fenced yard, while the garages, which are at a lower elevation than the main floors have direct access on the vehicle access sides.
- On the interior clusters the pedestrian access is along a central landscaped spine. The north clusters have the yards and pedestrian access located along the perimeter edge. The presentation of the townhouses is primarily a 2 storey massing with steep pitched roofs.
- Materials for the townhouses compliment the commercial residential building and reflect detailing and finishes in keeping with approved townhouses to the north and residential product in the neighbourhood.
- The roofs are more residential in character with asphalt shingles in a shake pattern.
- A public pedestrian walkway shared with the properties to the east runs north-south along the east property line and connects to park land to the north. This walkway will be secured by way of a right-of-way and maintained by the strata. The units on the east property line have their entrances oriented to this walkway. Clusters on the north property line are orient to the north and present themselves to similar approved townhouses on the adjacent site.
- Central clusters have entrances and private yards oriented to an east-west pedestrian connector, which leads to the walkway.
- Every unit has a 2-car garage, and visitor parking is dispersed through the site.

#### Landscaping, Signage & Amenity Space

- The landscape plan prepared by DMG Group Ltd, comprises of shrubbery, trees and ground cover. The hard landscaping consists of decorative pavers or stamped concrete at the entrances, and system of concrete walkways, with are connected to the each unit entrance with decorative pavers. The outdoor amenity area is also linked to the walkway system with decorative pavers. All the private walkways are connected to the main north-south public walkway, which connects to the park at the north side of the site. Hard surfaces at the commercial interface would incorporate paving stone patterns in conjunction with concrete.

- Signage for the commercial space is anticipated to be limited to fabric awnings and window lettering.
- A reduced indoor amenity, from 117 square metres (1905.3 sq.ft) to 65.7 square metres (707 sq.ft.), and payment of cash-in-lieu for the remainder, is proposed for this development. It is located within the mixed-use building at the underground parking area level, but has ground level access, with a ramp that provides access to all.
- To support the proposed size and location, the applicant argues that, given the size of the development, it is not necessary to build a stand alone indoor building just for infrequent meetings, which puts this project in an unfair disadvantage against the competition, that had the indoor amenity requirement relaxed by Council. They further noted that there is room available at the nearby church, which the strata councils could use for larger events, and the site is also near public recreation spaces such as the YMCA at the Panorama Village the Newton Wave Pool.
- Staff support the size of the amenity space.

#### ADVISORY DESIGN PANEL

- The ADP meeting was held on July 3, 200. The applicant has satisfactorily addressed all the issues raised, as itemized in Appendix V.

#### 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.	Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	School District Comments
Appendix V.	ADP Comments
Appendix VI.	NCP Amendment Plan
Appendix VII.	Proposed CD By-law
Appendix VIII.	Survey Plan Accompanying CD By-law
Appendix IX.	South Newton NCP

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural and Landscape Plans prepared by Douglas R. Johnson Architect Ltd. and DMG Landscape Architects, respectively, dated June 19, 2008.

Jean Lamontagne  
General Manager  
Planning and Development

AGA/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:                Mr. Doug Johnson  
                         Address:            221 Pemberton Avenue  
   North Vancouver, BC  
   V7P 2R4  
                         Tel:                    604-982-0322
  
2.      Properties involved in the Application
  - (a)      Civic Address:            Portion of 14853 - 60 Avenue
  
  - (b)      Civic Address:            Portion of 14853 - 60 Avenue  
            Owner:                    The Trustees of the Bethany-Newton United Church  
            PID:                        012-136-191  
            Lot 45 Except: Part Dedicated Road on Plan LMP31368 Section 10 Township 2  
            New Westminster District Plan 1361
  
3.      Summary of Actions for City Clerk's Office
  - (a)      Introduce a By-law to rezone the property.

## 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		9,718.86 sq.m.
<b>LOT COVERAGE</b> (in % of net lot area)		
Buildings & Structures	45%	39.29%
Paved & Hard Surfaced Areas		
Total Site Coverage		
<b>SETBACKS</b> ( in metres)		
Front	Zero to veranda 3 m to building	Zero to veranda 3 m to building
Rear	7.5 m	7.5 m
Side #1 (West)	4.5 m	4.5 m
Side #2 (East)	7.5 m	7.5 m
<b>BUILDING HEIGHT</b> (in metres/storeys)		
Principal	13 m (Block A) and 11 m (Block B)	13 m (Block A) and 11 m (Block B)
Accessory	4.5 m	4.5 m
<b>NUMBER OF RESIDENTIAL UNITS</b>		
Bachelor		
One Bed		
Two Bedroom		24
Three Bedroom +		35
Total		59
<b>FLOOR AREA: Residential</b>		8,089.65 m <sup>2</sup>
<b>FLOOR AREA: Commercial</b>		715.53 m <sup>2</sup>
Retail		
Office		
Total		
<b>FLOOR AREA: Industrial</b>		
<b>FLOOR AREA: Institutional</b>		
<b>TOTAL BUILDING FLOOR AREA</b>		8,805.18 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
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)		0.91
AMENITY SPACE (area in square metres)		
Indoor	177 m <sup>2</sup>	65 m <sup>2</sup> (variance required)
Outdoor	177 m <sup>2</sup>	343.09 m <sup>2</sup>
PARKING (number of stalls)		
Commercial	22	22
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed	36	36
3-Bed	70	70
Residential Visitors	12	12
Institutional		
Total Number of Parking Spaces	140	140
Number of disabled stalls	3	3
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	NO (no trees on site)
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