

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7908-0112-00

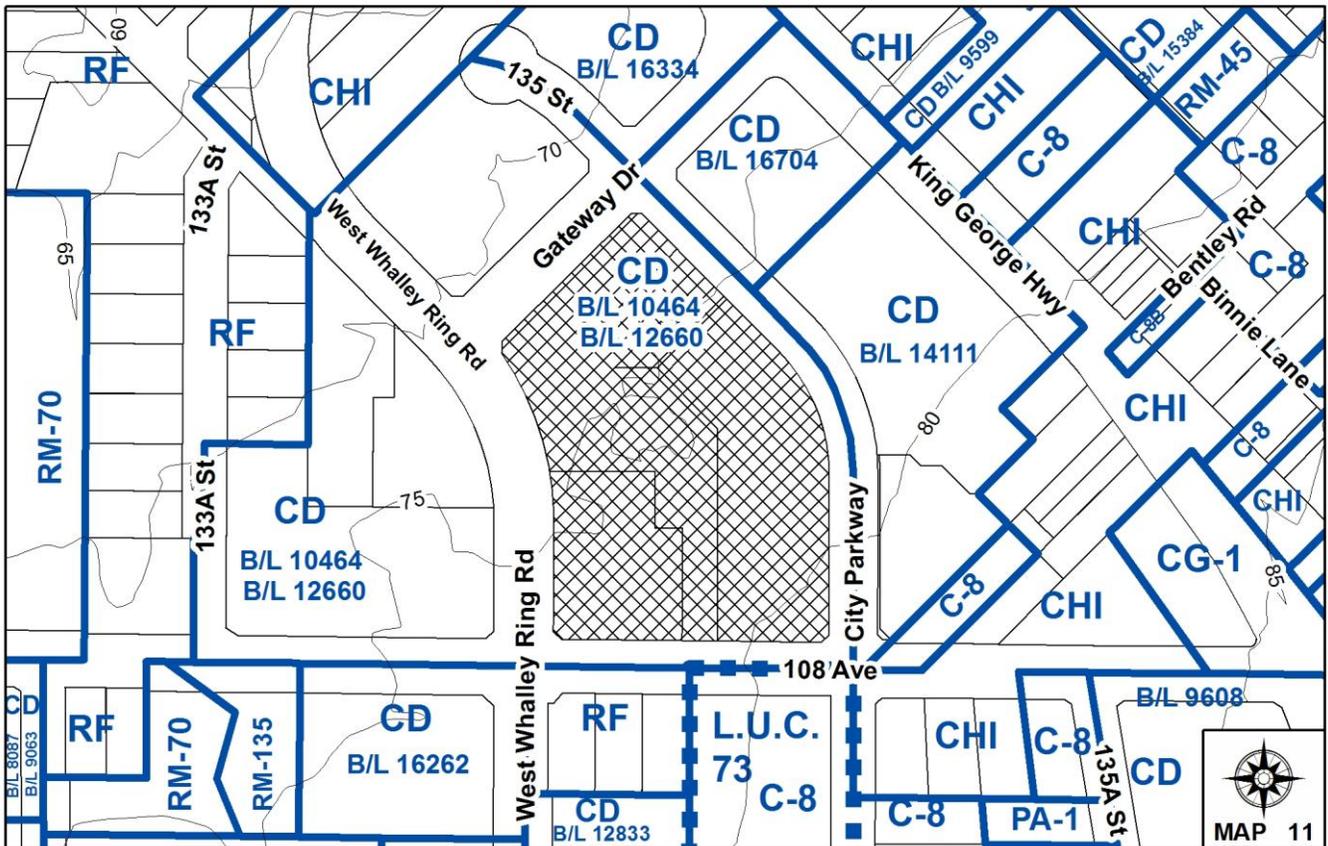
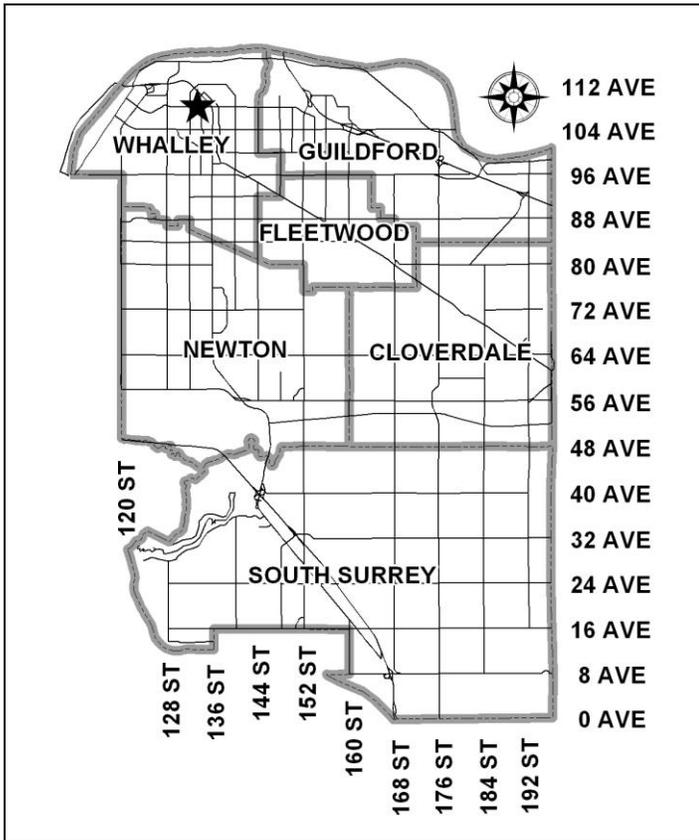
Planning Report Date: September 29, 2008

PROPOSAL:

- **Rezoning** from CD (By-law Nos. 10464 & 12660) to CD (based on C-35 and RMC-150)
- **Development Permit**

in order to permit the development of two office buildings and two high-rise apartment towers.

LOCATION: 108 Avenue and West Whalley Ring Road
OWNERS: Dundee Canada / Station Tower Development Company Ltd.
ZONING: CD By-law Nos. 10464 / 12660
OCP DESIGNATION: City Centre



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.
- The proposed density and building form are appropriate for this part of Surrey City Centre.
- The proposed development conforms to the goal of achieving high-rise, high density development around the three SkyTrain stations in Surrey City Centre.
- Proposed setbacks achieve a more urban, pedestrian streetscape in compliance with the Urban Design Vision for Surrey City Centre.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the subject site from Comprehensive Development Zone (CD) (By-law Nos. 10464 & 12660) to Comprehensive Development Zone (CD) (By-law No. 12000) and a date be set for Public Hearing.
2. Council authorize staff to draft Development Permit No. 7908-0112-00 generally in accordance with the attached drawings (Appendix II).
3. 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) resolution of all urban design issues to the satisfaction of the Planning and Development Department;
 - (d) the applicant address the concern that the development will place additional pressure on existing park facilities to the satisfaction of the General Manager, Parks, Recreation and Culture;
 - (e) discharge of the existing right-of-way for public passage and the registration of a new right-of-way for public passage over the reconfigured open space;
 - (f) registration of a "no-build" Restrictive Covenant on proposed Block D prohibiting the construction of the residential portion of the project until such time as the office building on proposed Blocks B and C are constructed; and
 - (g) registration of a right-of-way for public passage along the site adjacent City Parkway to accommodate BC/Surrey Parkway.

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:

6 Elementary students at K.B. Woodward Elementary School
2 Secondary students at Kwantlen Park Secondary School

(Appendix IV)

Parks, Recreation & Culture:

Concern with respect to the impact of the development on area parks and recreation facilities and the recommendation that the applicant provide amenity contribution to mitigate this impact. Public art is encouraged.

SITE CHARACTERISTICS

Existing Land Use: Station Tower, Gateway Park and vacant lot.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across Gateway Drive):	Proposed 33-storey high-rise apartment (Application No. 7906-0259-00 at Third Reading) 4-storey apartment building.	City Centre	CD (By-law Nos. 10464 & 12660) CD (By-law No. 16334)
East (Across City Parkway):	Approved, yet to be constructed 4-storey apartment building (Application No. 7907-0365-00) 4-storey apartment building.	City Centre	CD (By-law Nos. 10464 & 12660) CD (By-law No. 14111)
South (Across 108 Avenue):	Vacant lots. One storey commercial building.	City Centre	RF LUC No. 78 (underlying zone C-8)
West (Across West Whalley Ring Road):	3 high-rise apartment buildings	City Centre	CD (By-law Nos. 10464 & 12660)

DEVELOPMENT CONSIDERATIONS

Background

- In 1990, Intrawest Developments rezoned 8 hectares (20 acres) of land to the north of 108 Avenue between 133A Street and King George Highway in order to permit the development of a high-density, mixed-used project called Gateway.
- The Gateway project was to consist of 4 high-rise office buildings and 11 high-rise residential buildings (Comprehensive Development (CD) By-law No. 10464).
- One high-rise office building and two high-rise residential buildings were built in the early 1990s, immediately following the rezoning of the lands.

- The original CD By-law No. 10464 was amended in 1995 by CD By-law No. 12660 that replaced the commercial uses permitted in CD By-law No. 10464 with commercial uses permitted under the C-35 Zone in Surrey Zoning By-law No. 12000.
- Also in 1995, an additional high-rise residential building was constructed along West Whalley Ring Road in accordance with the original plan for Gateway.
- In 2000, an application (No. 7900-0034-00) was submitted to construct two, four-storey apartment buildings (known as Access) on the lands at 10866 City Parkway, rather than the high-rise residential towers envisioned in the original Intrawest concept.
- The Rezoning By-law (CD By-law No. 14111) to rezone these lands was given final reading on February 11, 2001. Phases 1-4 of this "Access" project were completed some years ago. The final phase, Phase 5, will be completed shortly.
- Similarly, on June 25, 2007, Council gave Final Reading to the Rezoning By-law (CD By-law No. 16334) to rezone the site at the northeast corner of Gateway Drive and 135 Street (Application No. 7906-0235-00) to permit the development of a four-storey, 75-unit apartment building that is nearing completion.
- On July 30, 2008, Council gave Final Reading to Rezoning By-law (CD By-law No. 16704) to rezone the lot at the corner of Gateway Drive and City Parkway, next to the Access project (Application No. 7907-0365-00) of the subject site to permit the development of a four-storey, 91-unit apartment building.

Current Proposal

- Under the original Intrawest plan for the Gateway lands, the central block of land, bounded by 108 Avenue, West Whalley Ring, Gateway Drive and City Parkway, was to form the nucleus of the entire Gateway project and was to contain 4 high-rise, iconic office buildings that were to provide a strong visual and physical node, not only for Gateway, but for City Centre as a whole.
- In order to achieve this proposed high-rise nucleus, CD By-law No. 10464 restricted the use of the central block to commercial and offices uses only.
- Only one of these proposed office buildings, Station Tower, located at the intersection of 108 Avenue and West Whalley Ring Road, adjoining the Gateway SkyTrain Station, has been constructed.
- Part of the package of amenities proposed by Intrawest in conjunction with the rezoning of the Gateway lands was the provision of a landscaped open space in the middle of the central block that would be open to the general public. This open space, which contains fountains, pools, trails and seating areas, was constructed as part of the Station Tower development.
- Other than Station Tower and the open space, the balance of the lands in the central block remain vacant.

- The current owners of Station Tower, Station Tower Development Limited and the owners of the vacant lands within the central block, Dundee Canada, a subsidiary of Dundee Realty, have applied to rezone the central block to permit residential uses, as well as office and commercial uses.
- The applicants are proposing to construct two office buildings to complement the existing Station Tower office building, and to construct two high-rise apartment towers.
- The central block is 2 hectares (5 acre) in area, is designated City Centre under the Official Community Plan (OCP) and is zoned "Comprehensive Development Zone (CD)" (By-law Nos. 10464 and 12660).
- The applicant has applied to subdivide the site into 4 lots, one lot for each of the three proposed office buildings, and one lot for the proposed residential towers.
- The original CD By-law for the site (By-law No. 10464) established a maximum gross building area for the central block of 1,120,000 square feet (104,048 sq. m.) which translates into a Floor Area Ratio (FAR) of 3.9 on the gross area of the site, before road dedications are taken, and an FAR of 5.1 on the net site area.
- The existing Station Tower office building contains a total of 21,083 square metres (226,945 sq.ft.) The applicants are proposing to construct an additional 83,610 square metres (900,000 sq. ft.) of building area which will result in a total building floor area within the central block of 104,696 square metres (1,126,945 sq. ft.): 67,535 square metres (727,000 sq.ft.) for commercial and 31,170 square metres (400,000 sq.ft.) for residential.
- The amount of gross building area proposed would result in an overall density on the central block of 5.1 FAR which is consistent with the overall net density envisioned with the original Intrust proposal for the Gateway lands.
- However, the introduction of residential uses into the central block is a deviation from the original Intrust concept of Gateway.
- It is recognized that the demand for office space in Surrey, and in the Lower Mainland in general, is lower than was originally envisioned when the Gateway concept was developed in the late 1980s and that the provision of an additional 83,600 square metres (900,000 sq. ft.) of office space in the central block as was proposed under the original Gateway concept, may be unrealistic given current and projected market conditions.
- As a result, the inclusion of residential uses into the central block can be supported.
- However, it is still desirable to retain offices as the predominant use within the central block and, as a result, the applicants will be required to register a No-Build Restrictive Covenant on proposed Block D prohibiting any residential development until such time as the office buildings on proposed Blocks B and C are under construction.

Phasing

- The applicant proposes to develop the project in phases, with timing based on the ability to secure tenants for the proposed office space.
- As a result, in conjunction with the rezoning application, the applicants have submitted a Development Permit application for an overall Development Permit that will set general building siting, access points, building massing and urban design guidelines to which each phase of development must conform.
- Separate Development Permit applications will have to be submitted by the applicants for each phase of the project.

Proposed CD Zone

- The uses permitted on Blocks A, B and C will be similar to the commercial uses permitted in the C-35 Zone but will prohibit any residential development.
- The permitted uses on Block D will be restricted to residential uses and limited retail uses, similar to the permitted uses in the RMC-150 Zone.
- In keeping with the structure of the original CD By-law for the Gateway project, density for each of the proposed Blocks will be expressed as a maximum gross floor area, rather than as a Floor Area Ratio.
- The proposed CD By-law will permit a maximum gross floor area of 28,400 square metres (306,000 sq. ft.) on Block B and a maximum gross floor area of 18,200 (196,000 sq. ft.) on Block C.
- However, acknowledging that the amount and configuration of the office space on Blocks B and C is solely tenant based, and to provide the developer the maximum flexibility in responding to the needs of potential tenants, the proposed CD By-law will be structured to permit the shifting of building area between Blocks B and C, provided that the total gross floor area on Blocks B and C does not exceed 46,600 square metres (502,000 sq. ft.).
- Setbacks, lot coverage and building heights on each Block will be set to accommodate the proposed development.
- Parking requirements for office and retail uses will be in accordance with the parking requirements set out in Zoning By-law No. 12000.
- 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 that are located in proximity to SkyTrain stations.
- Residential visitor parking requirements will be in accordance with the parking requirements set out in Zoning By-law No. 12000.

PRE-NOTIFICATION

Pre-notification letters were sent on May 21, 2008 and staff received two letters and one telephone call in response.

- One caller indicated that a three-storey office building was inappropriate for a high-density area like City Centre and that the floor plate needed for such a low density building has negative impacts on open space and connectivity.

(Although the original land development proposal for this application did include a three storey office building, this building has been removed from the proposal and the open space and connectivity to City Parkway has been increased.)

- One writer expressed support for the project but requested that restrictions be applied to the project to ensure less obtrusive and more discrete signage. The writer also expressed concern that the amount of resident parking being provided was insufficient.

(All signage on the subject lands will require a Development Permit. Any signage on the subject lands will have to be appropriate in terms of size and design and will be required to be architecturally integrated with the buildings on site.)

The applicant is proposing to provide one parking space per residential unit which is consistent with other high-density residential developments in City Centre that are in proximity to SkyTrain stations. Residential units located in close proximity to major transit facilities have a greater dependence on public transportation that translates into a propensity for lower car ownership than in other areas of the City. No reduction in the Zoning By-law requirements in residential visitor parking is proposed.)

- One writer, who lives on the 11th floor of a high-rise apartment building in the area, expressed concern that the view from the writer's apartment would be blocked and that compensation should be provided for the drop in value of the writer's apartment due to the negative impact of the development on views.

(Proposed buildings have been sited with the objective of preserving view corridors wherever possible. However, it is inevitable that, in a high-density, high-rise urban area, someone's view somewhere will be obstructed to some degree by the construction of a high-rise building, no matter how carefully buildings are placed or how well view corridors are established and protected.)

DESIGN PROPOSAL AND REVIEW

- As noted previously in this report, the project will be built, over time, in phases.
- As a result, the applicants, in addition to the Rezoning application, have submitted an application for an overall Development Permit that will establish lot boundaries, the siting of buildings, the location of vehicle accesses, building massing and building heights and a redesigned central open space that will establish a framework that will guide the phased development on the site.

- Again, as noted previously, separate Development Permit applications will be submitted and reviewed by staff and forwarded to Council for each phase of development.

Site Layout and Building Design

- With the exception of Station Tower, the applicants are proposing to reconfigure the subject lands from what was proposed under the original Intrawest concept for Gateway.
- The central open space will be redesigned and reconstructed in order to create a clear, well-defined north-south pedestrian spine through the site.
- The existing staircase along 108 Avenue will be removed and replaced with a new staircase that will improve physical and visual penetration into the site.
- The central pedestrian spine will terminate in a large formal green space, bounded on two sides by a water feature, and will frame, and promote, views of the North Shore mountains.
- A combination of terraced lawn, terraced pools and pond will wrap around the east and north sides of the lower level of Station Tower, creating a pleasant outdoor amenity area and separating the residential apartment towers from Station Tower.
- A pedestrian route will be created along the north side of this water feature allowing pedestrian access into the site from West Whalley Ring Road and Gateway Drive.
- An additional terraced access ramp will be created between the two office buildings along City Parkway, creating a wide, inviting pedestrian access from City Parkway into the site and providing a connection to the central pedestrian spine.
- As noted, in addition to the existing Station Tower (located on proposed Block A) the applicants are proposing to add two new office buildings to the east side of the site and two high-rise residential towers to the north end of the subject lands.
- One of the proposed office buildings will be 21 storeys in height and will be located at the northwest corner of the intersection of 108 Avenue and City Parkway (Block B). The building will be a counter-balance to the existing Station Tower, which is 18 storeys in height, will create a high-density urban presence along 108 Avenue, and will provide a dramatic visual termination looking north along City Parkway from the south.
- The building will contain ground level retail space along City Parkway, 108 Avenue and adjacent to the walkway from 108 Avenue into the site. Ground floor retail will also be provided along the access route from City Parkway into the centre of the site to help animate the space.
- The proposed office building will contain approximately 28,335 square metres (305,000 sq. ft.) of floor area.

- The other proposed office building, located along City Parkway (Block C) immediately north of the office building at the intersection of 108 Avenue and City Parkway, will be 11 storeys in height but will contain a larger, two-storey podium that could be attractive to prospective tenants who are seeking a larger floor plate.
- The building will contain ground floor retail along City Parkway and along the pedestrian access from City Parkway. Ground floor retail will also be provided along the lower level of the building, adjacent to the north-south pedestrian spine through the site, to help create an animated pedestrian/commercial environment.
- The building will contain approximately 18,200 square metres (195,000 sq. ft.) of floor area.
- Vehicle access to the underground parking for these two office buildings will be located along City Parkway, at the north end of the lower office building.
- Five levels of underground parking will be provided in each of Block B and Block C. The underground parking garage in Block B will contain 440 parking spaces, while the underground parking garage under Block C will contain 505 parking spaces.
- The applicants propose to connect the underground parking garages in Block B and Block C with the existing underground parking garage under Station Tower, which contains 463 parking spaces in 4 levels.
- Connecting the underground parking garages will not only allow unrestricted access to all the commercial parking spaces under all three towers, but will create an additional access and egress to the underground parking facilities in Block B and Block C by permitting vehicle access through the Station Tower site to the existing vehicle access along West Whalley Ring Road.
- The two proposed apartment towers will be located at the northern end of the central block, oriented toward Gateway Drive.
- The northerly apartment tower, 32 storeys in height, will contain approximately 250 units while the southerly apartment tower, 25 storeys in height, will contain approximately 200 units.
- The apartment towers will be sited at an angle to the north-south, grid-oriented building siting that characterizes the balance of the central block, as well as other surrounding developments.
- Angling the corners of the apartment towers toward one another creates an interesting juxtaposition of the two buildings both at the ground level and in skyline profile, increases the separation between windows in each building, opens up the views for residents of the towers in various directions and, preserves a view corridor through the central block for residents of the existing and proposed apartment towers that lie to the west and south of the central block.
- Ground-oriented townhouses will be located along the east side of the base of the towers, framing the formal landscaped area that forms the termination of the north-south pedestrian spine through the site.

- The southern apartment tower will also contain ground-level commercial areas that will help animate the north-south pedestrian spine and the pedestrian walkway from West Whalley Ring Road.
- It is intended that the pedestrian walkways, intensely designed and landscaped open space framed by commercial uses, will create a pedestrian-oriented "village" within the central block that will become the "village centre" not only for the proposed development but for all the surrounding residential areas as well.
- A surface access road from Gateway Drive will provide vehicle access to a drop-off area in front of the two apartment towers and to the underground parking garage under the apartment towers.
- It is anticipated that five levels of underground parking containing 493 parking spaces will be constructed on Block D to serve the residents and visitors of the apartment towers.

BC/Surrey Parkway

- The extension of the BC/Surrey Parkway (multi-use pathway) a joint venture of TransLink and the City of Surrey, from its current point of termination along 135 Street just north of Gateway Drive, is proposed to run along the east side of the subject site, from Gateway Drive to 108 Avenue.
- The BC/Surrey Parkway is part of a 26-kilometre (16-mile) multi-use bicycle and pedestrian greenway that runs, generally, in conjunction with the SkyTrain route, from Vancouver, through Burnaby and New Westminister, and through South Westminister and City Centre to the Quibble Creek Greenway at Fraser Highway and 138 Street.
- Through City Centre, the BC/Surrey Parkway will consist of a 3.0-metre (10 ft.) wide asphalt bicycle path, located next to the boulevard along the street, and separated from the pedestrian sidewalk by a 1.5-metre (5 ft.) wide landscaped barrier.
- As a result, buildings have been sited and designed to accommodate and respond appropriately to the extension of BC/Surrey Parkway along the City Parkway frontage of the subject lands.
- As the BC/Surrey Parkway is an off-road network, the applicant will be required to provide the appropriate rights-of-way for public passage on the subject lands to accommodate the facility and to construct the multi-use greenway as part of the development of the subject lands.

Sustainable Development

- The applicant is proposing to incorporate a number of "green" and "sustainable" elements into the project.
- The applicant is endeavouring to ensure that the design, construction and operation of the project will result in LEED Gold certification (under the LEED "Core and Shell" programme), for the base building).

- Some of the features the applicant is proposing to incorporate into the project are the use of recycled building materials, measures to reduce the use of potable water, the introduction of materials and systems both within and outside of the building to create energy efficiency and innovative ways to address on-site storm water drainage and management.
- The site includes a mix of residential and commercial uses at a high density making efficient use of land services and rapid transit as well as promoting jobs/housing balance objectives of the community.
- Areas for bicycle storage and change and shower rooms in the commercial buildings will be provided to encourage non-vehicle movement to and from the project.
- The site is located at the Gateway SkyTrain Station and on the BC/Surrey Parkway. This will also facilitate alternative modes of transportation.
- Landscaping and roof design will be used to reduce the heat island effect of the buildings.
- Outdoor landscaped areas, roof-top decks and activity areas will be provided to encourage workers and residents to engage in various types of physical activity.
- Measures will be introduced to use harvested rainwater for irrigation and grey-water systems (toilet flushing.).
- The applicant hopes that integrating state-of-the art sustainability into the design will attract dynamic, leading edge companies to which environmental sustainability is an important factor in location decision making.

ADVISORY DESIGN PANEL

- ADP Meetings: July 31, 2008 and September 11, 2008
- Most of the ADP suggestions identified at the July 31, 2008 were satisfactorily addressed in the revised plans that were submitted by the applicant at the September 11, 2008 ADP meeting.
- Additional items for consideration were identified at the September 11, 2008 ADP meeting. As there was inadequate time for the applicant to address these issues fully prior to the Planning Report proceeding to Council, revisions to address the September 11, 2008 comments are not included on the plans attached to this Planning Report.
- The applicant, however, has agreed to address these issues prior to consideration of Final Reading of the Rezoning By-law and issuance of the overall Development Permit.

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 Site Plan, Building Elevations, Landscape Plans and Perspective
- Appendix III. Engineering Summary
- Appendix IV. School District Comments
- Appendix V. ADP Comments
- Appendix VI. Proposed CD By-law

Jean Lamontagne
General Manager
Planning and Development

GAG/kms

DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required/Maximum Allowed			
	Block A	Block B	Block C	Block D
LOT AREA (in square metres)				
Gross Total	7,365 m ²	3,221 m ²	4,540 m ²	5,443 m ²
Road Widening area	85 m ²	51 m ²		29 m ²
Undevelopable area				
Net Total	7,280 m ²	3,170 m ²	4,540 m ²	5,470 m ²
LOT COVERAGE (in % of net lot area)				
Buildings & Structures	22%	55%	55%	30%
Paved & Hard Surfaced Areas				
Total Site Coverage				
SETBACKS (in metres)				
North	23.0 m	15.0 m	37.0 m	3.5 m
South	10.0 m	11.0 m	Zero	Zero
West	19.0 m	Zero	18.0 m	16.0 m
East	20.0 m	6.5 m.	6.5 m	6.5 m
BUILDING HEIGHT (in metres/storeys)				
Principal	76 m	90 m	60 m	100 m
Accessory	4.5 m	4.5 m	4.5 m	4.5 m
NUMBER OF RESIDENTIAL UNITS				
Bachelor				
One Bed				
Two Bedroom				
Three Bedroom +				
Total				
FLOOR AREA: Residential				37,200 m ²
FLOOR AREA: Commercial				
Retail				
Office				
Total	21,100 m ²	28,400 ²	18,200 m ²	
FLOOR AREA: Industrial				
FLOOR AREA: Institutional				
TOTAL BUILDING FLOOR AREA	21,100 m ²	28,400 m ²	18,200 m ²	37,200 m ²

Development Data Sheet cont'd

Required Development Data	Minimum Required/Maximum Allowed			
	Block A	Block B	Block C	Block D
DENSITY				
# of units/ha /# units/acre (gross)				
# of units/ha /# units/acre (net)				
FAR (gross)				
FAR (net)				
AMENITY SPACE (area in square metres)				
Indoor				3 m ² /unit
Outdoor				3 m ² /unit
PARKING (number of space)				
Commercial Parking Spaces Required	295	397	254	
Industrial				
Residential Parking Spaces Required				450
Residential Visitors Required				72
Institutional				
Total Number of Parking Spaces Proposed	463	440	505	493
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	NO
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