

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7908-0154-00

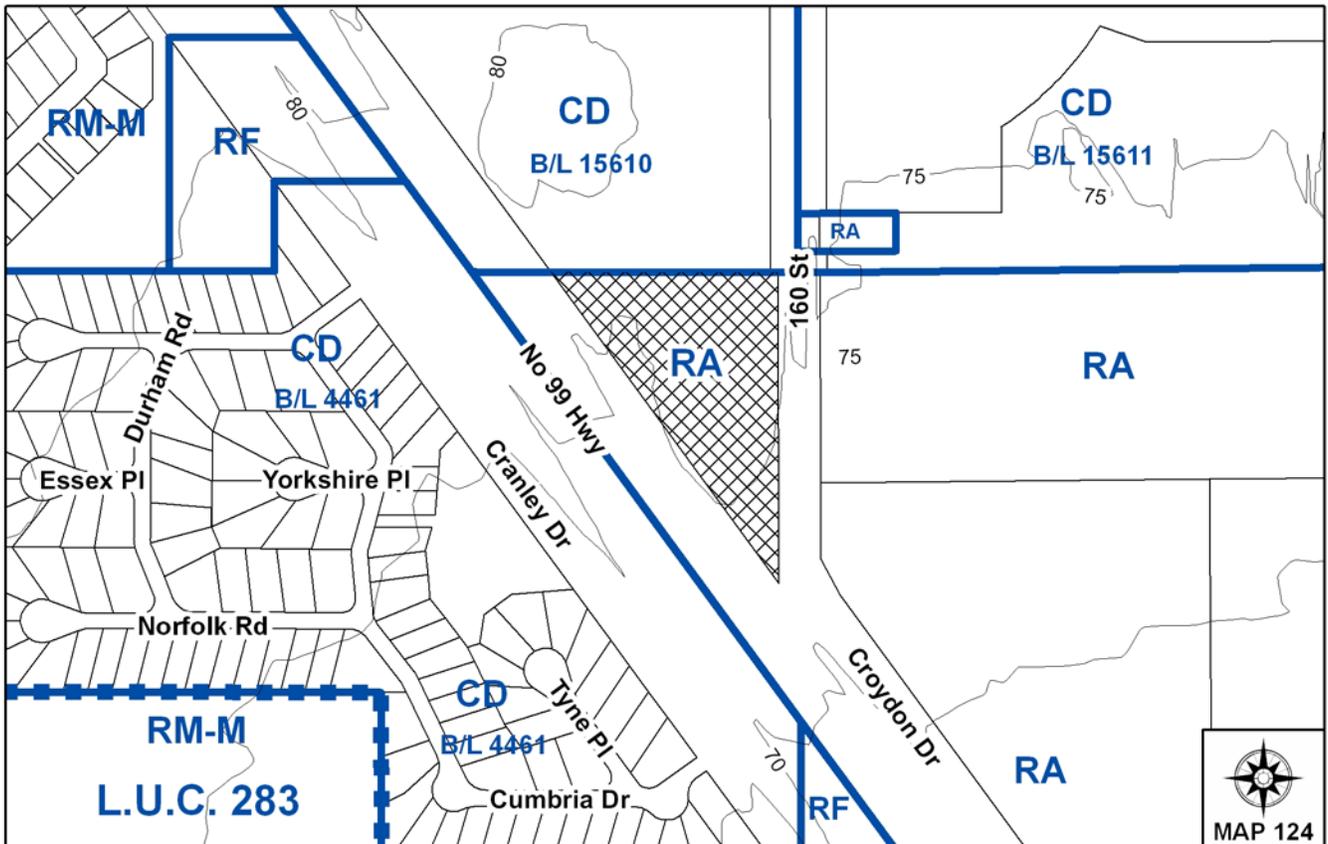
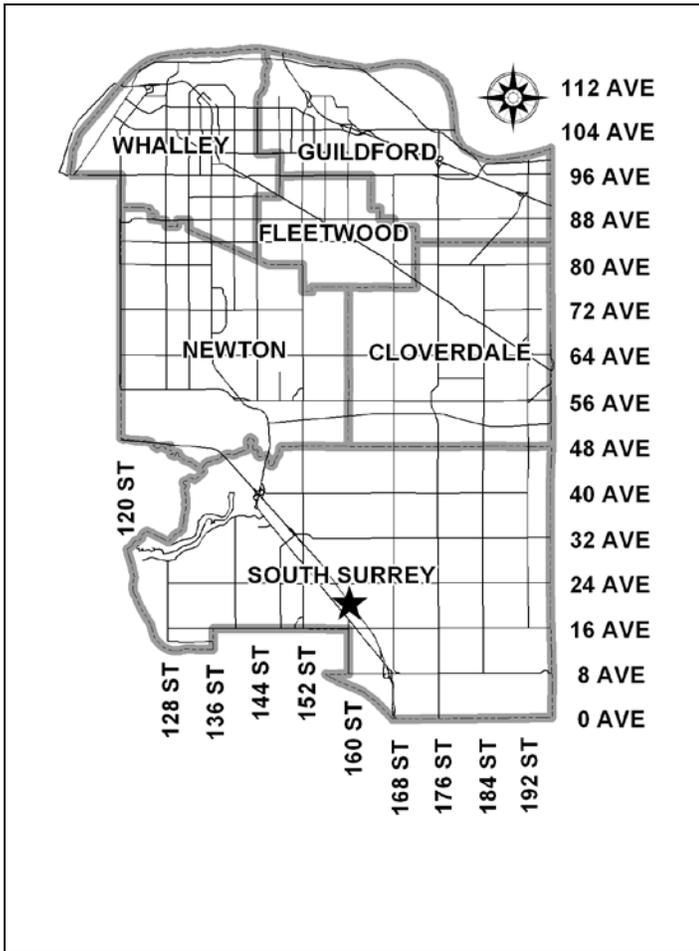
Planning Report Date: July 28, 2008

PROPOSAL:

- **OCP Amendment** from Suburban to Commercial
- **Rezoning** from RA to CD (based on C-8)
- **Development Permit**

in order to permit the development of 2 retail commercial buildings.

LOCATION: 2121 - 160 Street
OWNER: Grandview Pointe Developments Inc., Inc. No. BC0805842
ZONING: RA
OCP DESIGNATION: Suburban
LAP DESIGNATION: Commercial



RECOMMENDATION SUMMARY

- Deny the proposed deviation from the Highway 99 Corridor Local Area Plan (LAP) to increase the maximum allowable surface parking ratio from 3.0 spaces per 100 square metres (1,000 sq.ft.) of gross floor area to 4.1 spaces per 100 square metres (1,000 sq.ft.) of gross floor area, and refer the application back to staff to work with the applicant to revise the site design in accordance with the LAP requirements.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed commercial development does not comply with the Highway 99 Corridor Local Area Plan (LAP) policy, which requires a maximum surface-parking ratio of 3.0 parking spaces for every 100 square metres (1,000 sq.ft.) of gross floor area on any lot. The applicant proposes to increase the ratio to 4.1 spaces per 100 square metres (1,000 sq.ft.) of gross floor area.

RATIONALE OF RECOMMENDATION

- As part of the approval process for the Highway 99 Corridor Local Area Plan (LAP), Council required that the proposed 24 Avenue commercial node (Grandview Corners and Morgan Crossing) and the 16 Avenue commercial node include restrictions on the amount of surface parking. As such the LAP requires that for properties within the 24 Avenue and 16 Avenue commercial nodes, the surface-parking ratio not exceed 3.0 parking spaces per 100 square metres (1,000 sq.ft.) of gross floor area. Parking over this limit cannot be located on the surface but must be provided as underground parking, on rooftop parking areas, or within parking structures.
- The Grandview Corners/Morgan Crossing and 16 Avenue surface-parking restriction ensure smaller paved parking areas allowing for larger landscaped areas, public plazas, and open space. This is beneficial from both an aesthetic and environmental perspective.
- To date, all development proposals within the 24 Avenue/160 Street commercial node have complied with the surface parking cap. This includes the Grandview Corners Shopping Centre, and the Morgan Crossing Lifestyle Village, as well as a smaller office-building project at 15844 – 24 Avenue.
- The proposed deviation from the LAP policy to allow more surface parking on the subject site would set a dangerous precedent for the remaining commercial designated sites in the LAP area. This includes the remaining commercial designated properties within the 24 Avenue commercial node as well as the commercial designated properties within the 16 Avenue commercial node.
- Staff has received correspondence from the developers of adjacent properties in the 24 Avenue commercial area expressing their concern regarding the proposed deviation from the LAP, and the fact that they specifically designed their projects to meet the LAP surface parking requirements including construction of underground parkades or parking structures at significant expense.
- As the surface parking limitation is a significant issue affecting the design and completion of the processing steps for this application, a preliminary report has been prepared in order to seek Council direction. Processing of this application, including technical requirements and public consultation will be undertaken upon Council direction being provided on this issue.

RECOMMENDATION

The Planning & Development Department recommends that:

1. Council deny the applicant's request to deviate from the Highway 99 Corridor Local Area Plan (LAP) policy to increase the maximum allowable surface parking ratio from 3.0 spaces per 100 square metres (1,000 sq.ft.) of gross floor area to 4.1 spaces per 100 square metres (1,000 sq.ft.) of gross floor area and refer the application back to staff to work with the applicant to revise the proposal to meet the Local Area Plan requirements.

SITE CHARACTERISTICS

Existing Land Use: Vacant land.

Adjacent Area:

| Direction | Existing Use | OCP/NCP Designation | Existing Zone |
|-------------------------------------|------------------------------------|--------------------------------------------|-----------------------|
| North: | Grandview Corners Shopping Centre. | Commercial/Commercial | CD (By-law No. 15610) |
| East (Across 160 Street): | Single family dwelling. | Suburban/Business Park Light Industrial | RA |
| South and West (Across Highway 99): | Mobile home park. | Urban/Mobile Home Park | CD (By-law No. 4461) |

DEVELOPMENT CONSIDERATIONSBackground and Site Context

- The subject site, located at 2121 – 160 Street, is a triangular shaped parcel of property on the west side of 160 Street, east of Highway 99, and south of the Grandview Corners Shopping Centre. The site is designated "Suburban" in the Official Community Plan (OCP) but is designated "Commercial" in the Highway 99 Corridor Local Area Plan (LAP), approved by Council in February 2004.
- The applicant proposes an OCP amendment to redesignate the site from "Suburban" to "Commercial", a rezoning to rezone the site from "One-Acre Residential Zone (RA)" to "Comprehensive Development Zone (CD)", and a Development Permit, to permit development of 2 retail commercial buildings.

Proposed LAP Amendment

- In addition to the proposed OCP Amendment, Rezoning, and Development Permit, the applicant also proposes an amendment to the Highway 99 Corridor Local Area Plan (LAP) policy to increase the maximum allowable surface parking ratio from 3.0 surface parking spaces per 100 square metres (1,000 sq.ft.) of gross floor area to 4.1 surface parking spaces per 100 square metres (1,000 sq.ft.) of gross floor area. The applicant proposes a total of 62 on-site surface parking stalls for this development which represents a surface parking ratio of 4.1 parking spaces per 100 square metres (1,000 sq.ft.) of gross commercial floor area.

24 Avenue and 16 Avenue Commercial Nodes

- The Highway 99 Corridor Local Area Plan (LAP), approved by Council in February 2004, identifies two major commercial nodes, one at 24 Avenue and 160 Street, and another at 16 Avenue and 165 Street. The 24 Avenue/160 Street commercial node comprises approximately 34.5 hectares (85 acres) of land area and provides for a variety of retail commercial uses including large format retail, restaurants including drive-through, service commercial uses, and office uses. The 16 Avenue/165 Street commercial/business park node comprises approximately 13 hectares (32 acres) of land area and provides for a combination of smaller scale commercial uses and business park uses.
- One of the key policy highlights of both the 24 Avenue Commercial Node and the 16 Avenue Commercial/Business Park Node is a surface parking limit of 3.0 spaces per 100 square metres (1,000 sq.ft.) of gross floor area. The intent of this surface parking limit is to ensure that development in these key commercial areas is done in a sensitive manner and is not characterized by vast paved parking lots. Parking over this limit cannot be located on the surface but must be provided as underground parking, on rooftop parking areas, or within parking structures. The surface parking limit restricts the size of surface parking lots leaving more room for landscaped areas, public plazas, and open space and is therefore beneficial from both an aesthetic and environmental perspective.
- To date, all development proposals within the 24 Avenue commercial node have complied with the surface parking cap. This includes the Grandview Corners Shopping Centre, the Morgan Crossing Lifestyle Village and a smaller office building development. All additional parking stalls provided on these sites are provided either underground or within a parking structure. The results are evident, as these sites have smaller surface parking areas with feature landscaped areas and public plazas.

Preliminary Planning Report Approach

- The surface parking limitation is a significant issue that affects the design and completion of the processing steps for this application. As such, staff is seeking direction from Council on the proposed LAP amendment, prior to staff proceeding with the more detailed development application review process and steps including technical requirements and public consultation. Staff has completed a preliminary planning report to include an evaluation of the proposed LAP amendment and its implications. Detailed technical information and stakeholder agency and referral comments have not been provided in this analysis.

Evaluation and Implications of Proposed LAP Policy Amendment

Applicant's Rationale

- The applicant has indicated that the proposed surface parking ratio of 4.1 spaces per 100 square metres (1,000 sq.ft.) of gross floor area is necessary for their project to be successful in the market. They argue that their proposed retail development is not a large format (big box) development and that site constraints including the site's size and irregular triangular shape, buffering requirements to Highway 99, and proximity to protected watercourses, make underground parking difficult both functionally and economically. The applicants also contend that the Business Park designated sites to the east of this site are not subject to the 3.0/100 surface parking limit, and that the design and orientation of their 2 proposed retail buildings, in addition to landscaping, will effectively screen the surface parking area.

Staff Comment and Rationale

- The proposed LAP amendment to increase the maximum allowable surface parking ratio from 3.0 spaces per 100 square metres (1,000 sq.ft.) of gross floor area to 4.1 spaces per 100 square metres (1,000 sq.ft.) of gross floor area negates all potential benefits that could be achieved on the subject site by reducing the proposed parking ratio to meet the LAP. This includes more efficient use of the land, as well as all of the aesthetic and environmental benefits associated with smaller paved areas.
- The proposal LAP amendment would create an inconsistent approach in the application of City policy as all past development proposals within the 24 Avenue commercial node have been required to comply with the surface parking limit. This includes the Grandview Corners Shopping Centre, the Morgan Crossing Lifestyle Village, and the office building project at 15308 – 24 Avenue. It is noted that a number of these projects are affected by the Hydro Right-of-Way that made the compliance of the LAP surface parking limit much more challenging than the subject site. Appendix IV is a table illustrating how each of these projects in the 24 Avenue commercial node have met the LAP surface parking limit.
- Staff has received correspondence from some of the developer's of these adjacent projects expressing their concern regarding the proposed LAP amendment, and the fact that they specifically designed their projects to meet the LAP surface parking requirements including construction of underground parkades or parking structures at significant expense.
- The proposed LAP amendment sets a dangerous precedent for the remaining commercial designated sites in the LAP area (approximately 30 hectares/74 acres). This includes the remaining commercial designated properties within the 24 Avenue commercial node as well as the commercial designed properties within the 16 Avenue commercial node. There are approximately 30.1 ha (74.4 ac.) of remaining properties in both of these nodes that are yet to be developed.

- It is recommended that Council deny the proposed amendment to the Highway 99 Corridor Local Area Plan (LAP) to increase the maximum allowable surface parking ratio from 3.0 spaces per 100 square metres (1,000 sq.ft.) of gross floor area to 4.1 spaces per 100 square metres (1,000 sq.ft.) of gross floor area, and refer the application back to staff to work with the applicant to revise the proposal in accordance with the LAP requirements. Staff will continue to work with the applicant to find a mutually agreeable development in accordance with these parameters.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

| | |
|---------------|-----------------------------------------------------------------------------------------------|
| Appendix I. | Lot Owners and Action Summary |
| Appendix II. | Proposed Site Plan |
| Appendix III. | Highway 99 LAP - 24 Avenue Commercial Node Policy Guidelines |
| Appendix IV. | 24 Avenue Commercial Node Projects That Have Met Local Area Plan Surface Parking Requirements |

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural Plans prepared by Ionic Architecture Inc. dated May 2008.

Jean Lamontagne
General Manager
Planning and Development

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD

| Required Development Data | Minimum Required / Maximum Allowed | Proposed |
|--------------------------------------------|---------------------------------------|----------------------|
| LOT AREA* (in square metres) | | |
| Gross Total | | |
| Road Widening area | | |
| Undevelopable area | | |
| Net Total | | 5,902 m ² |
| LOT COVERAGE (in % of net lot area) | | |
| Buildings & Structures | | 25% |
| Paved & Hard Surfaced Areas | | |
| Total Site Coverage | | |
| SETBACKS (in metres) | | |
| North Yard | | 3.6 m |
| East Yard | | 4.0 m |
| West Yard | | 5.0 m |
| BUILDING HEIGHT (in metres/storeys) | | |
| Principal | | 8.4 m |
| Accessory | | n/a |
| NUMBER OF RESIDENTIAL UNITS | | |
| Bachelor | | |
| One Bed | | |
| Two Bedroom | | |
| Three Bedroom + | | |
| Total | | |
| FLOOR AREA: Residential | | |
| FLOOR AREA: Commercial | | |
| Retail | | 1,500 m ² |
| Office | | |
| Total | | 1,500 m ² |
| FLOOR AREA: Industrial | | |
| FLOOR AREA: Institutional | | |
| TOTAL BUILDING FLOOR AREA | | 1,500 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) | | 0.25 |
| | | |
| AMENITY SPACE (area in square metres) | | |
| Indoor | | |
| Outdoor | | |
| | | |
| PARKING (number of stalls) | | |
| Commercial | | 62 |
| Industrial | | |
| | | |
| Residential Bachelor + 1 Bedroom | | |
| 2-Bed | | |
| 3-Bed | | |
| Residential Visitors | | |
| | | |
| Institutional | | |
| | | |
| Total Number of Parking Spaces | | 62 |
| | | |
| Number of disabled stalls | | 2 |
| 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 |
|---------------|----|---------------------------------|-----|

**24 AVENUE COMMERCIAL NODE PROJECTS
THAT HAVE MET LOCAL AREA PLAN SURFACE PARKING REQUIREMENTS**

| Project Number | Project Name | Property Address | Site Area | Total # of Parking Stalls | Total # of Surface Parking Stalls | Surface Parking Ratio | Notes |
|-----------------------------|---------------------------------------|----------------------------|----------------------------|----------------------------------|------------------------------------------|------------------------------|---------------------------------------------------------------------------------------|
| 7905-0235-00 | Home Depot (Grandview Corners) | 2525 – 160 Street et al. | 3.2 hectares (7.9 acres) | 328 | 328 | 3.0/100 | |
| 7905-0237-00 & 7906-0410-00 | Wal-Mart (Grandview Corners) | 15862 – 24 Avenue | 5.5 hectares (15.9 acres) | 917 | 609 | 1.8/100 | Underground parkade with 308 parking stalls |
| 7906-0426-00 | Northeast Quadrant Grandview Corners) | 2444 – 160 Street | 4.9 hectares (12.2 acres) | 647 | 458 | 2.9/100 | 210 stall parking structure |
| 7907-0031-00 | Northwest Quadrant Grandview Corners | 2411 – 160 Street | 1.7 hectares (4.3 acres) | 153 | 153 | 3.0/100 | Applicant added 2 nd storey office component to meet surface parking limit |
| 7907-0053-00 | Future Shop (Grandview Corners) | 2355 – 160 Street | 2.8 hectares (6.9 acres) | 258 | 201 | 3.0/100 | 57 stall parking structure |
| 7907-0354-00 | The Brick (Grandview Corners) | 15858 – 24 Avenue | 0.5 hectares (1.3 acres) | 41 | 41 | 2.2/100 | |
| 7906-0137-00 | Morgan Crossing Lifestyle Village | 15705 Croydon Drive et al. | 11.6 hectares (28.7 acres) | 2375 | 1200 | 3.0/100 | Multiple underground parkades provide stalls |
| 7907-0116-00 | 3-storey office building | 15844 – 24 Avenue | 0.5 hectares (1.3 acres) | 121 | 48 | 1.4/100 | Underground parkade with 73 parking stalls |