

City of Surrey  
**PLANNING & DEVELOPMENT REPORT**

File: 7908-0264-00

Planning Report Date: November 24, 2008

**PROPOSAL:**

- Development Permit
- Development Variance Permit

in order to permit the development of a regional church.

**LOCATION:**

17171 - 80 Avenue

**OWNER:**

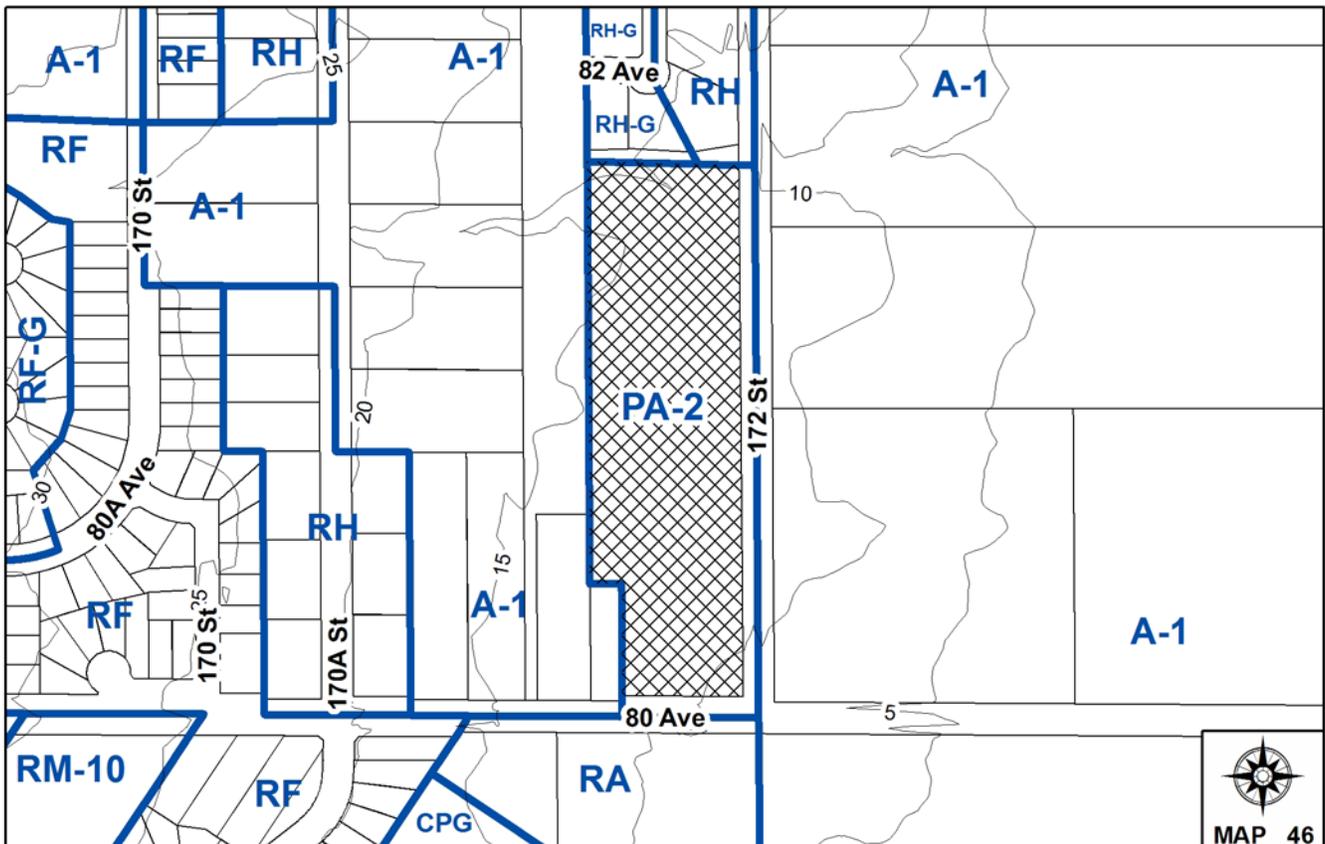
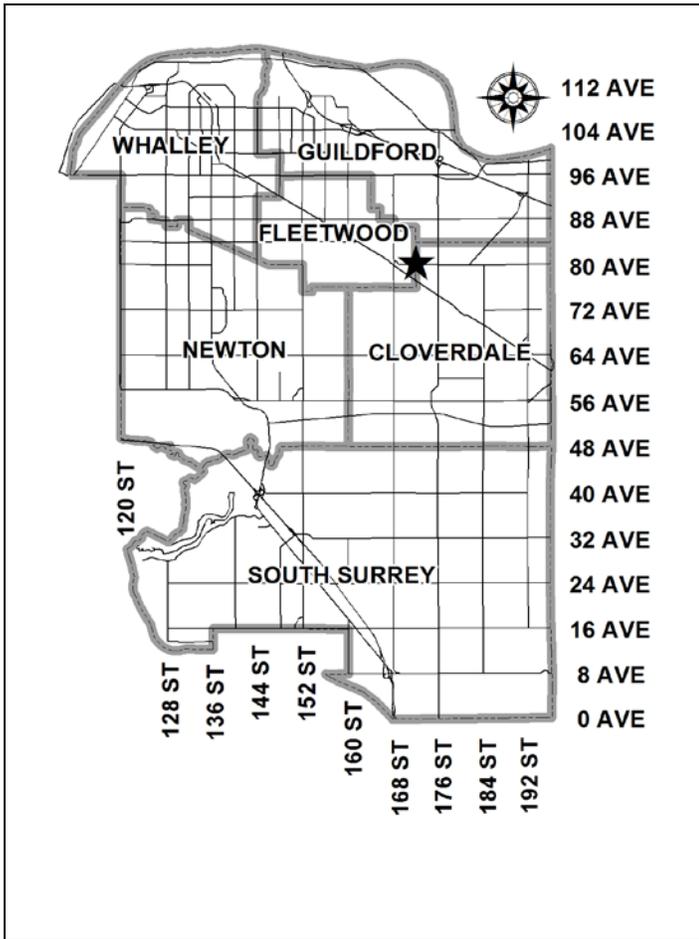
Christ Worship Centre, Inc. No. S-29192

**ZONING:**

PA-2

**OCP DESIGNATION:**

Suburban



### RECOMMENDATION SUMMARY

- Approval to draft Development Permit.
- Approval for Development Variance Permit to proceed to Public Notification.

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Development Variance Permit required to reduce setbacks, vary definition of open space, reduce parking requirements and increase building height.

### RATIONALE OF RECOMMENDATION

- The proposed development complies with the OCP land use designation and current PA-2 zoning of the subject site.
- The proposed Development Permit (DP) and Development Variance Permit (DVP) correspond with the previously approved Development Permit No. 7900-0179-00 and Development Variance Permit No. 7900-0179-00, which have expired.

## RECOMMENDATION

The Planning & Development Department recommends that:

1. Council authorize staff to draft Development Permit No. 7908-0264-00 in accordance with the attached drawings (Appendix II).
2. Council approve Development Variance Permit No. 7908-0264-00, (Appendix IV) varying the following, to proceed to Public Notification:
  - (a) the maximum building height of the PA-2 Zone from 9 metres (30 ft.) to 12.5 metres (41 ft.) for the sanctuary and chapel;
  - (b) the minimum front yard setback of the PA-2 Zone from 12.5 metres (41 ft.) to 5.2 metres (17 ft.) except at the south-east corner where the front yard setback is reduced from 12.5 metres (41 ft.) to 7.0 metres (23 ft.);
  - (c) the minimum side yard setback (east side) of the PA-2 Zone from 12.5 metres (41 ft.) to 7.5 metres (25 ft.);
  - (d) the definition of open space in the Zoning By-law, to permit the location of a fenced play area within the side yard setback on the east side; and
  - (e) the minimum number of on-site parking spaces required in the Zoning By-law from 411 to 387.

## REFERRALS

Engineering: There are no Engineering requirements for this project.

Agricultural Advisory Committee: The project was considered at the November 6, 2008 AAC meeting and the proposed development was supported with the recommendation that a Restrictive Covenant be registered on title notifying the owners of farm practices in the area (Appendix III). It should be noted that the City of Surrey legal counsel have advised Planning staff that a Restrictive Covenant is not the proper legal mechanism. A notation will be made on the Development Permit.

## SITE CHARACTERISTICS

Existing Land Use: Drinkwater Creek flows across the northern portion of the site within a wooded area. There is a single family dwelling located at the southeast corner of the site; which will be removed as part of the development.

Adjacent Area:

<b>Direction</b>	<b>Existing Use</b>	<b>OCP Designation</b>	<b>Existing Zone</b>
North:	Recently developed suburban lots.	Suburban	RH-G and RH
East (Across 172 Street):	Single family residential in conjunction with agricultural uses.	Agricultural	A-1
South (Across 80 Avenue):	Burnaby Lake Greenhouse site.	Suburban	RA
West:	Acreage lots.	Suburban	A-1

DEVELOPMENT CONSIDERATIONSBackground

- On November 28, 2006, Council approved the rezoning of the property located at 17171 – 80 Avenue from General Agricultural Zone (A-1) to Assembly Hall 2 Zone (PA-2) as part of Application No. 7900-0179-00 (By-law No. 14799). Development Permit (DP) No. 7900-0179-00 and Development Variance Permit (DVP) No. 7900-0179-00 were approved in conjunction with this rezoning.
- A Building Permit was issued for this project in January 2008, but the applicant did not move forward with construction, and this permit will expire in January of 2009. The Development Permit and Development Variance Project have expired and need to be, in essence, re-approved by Council prior to the Building Permit expiring in order for the construction of the church to move forward.

Current Proposal

- The same applicant now wishes to start construction, and is requesting a Development Permit and Development Variance Permit to allow the construction of a 5,190 sq. m. (55,865 sq. ft.) church building. The project is identical to the proposed development permitted by Development Permit No. 7900-0179-00 and Development Variance Permit No. 7900-0179-00.
- The Official Community Plan requires a Development Permit for any proposed development that is adjacent to the edge of the Agricultural designation. While the subject site is located across 172 Street from the Agricultural Land Reserve boundary, it is still considered adjacent to the Agriculturally designated lands and therefore requires a Development Permit.
- The subject site is located at the south-west corner of 80 Avenue and 172 Street. The site is approximately 2.85 hectares (7 acres) in area.

- The applicant is proposing to develop a large, regional scale church over two to three phases. The ultimate plan is for a 1,164-seat sanctuary, multipurpose fellowship hall, classrooms and library, daycare for infants and toddlers, seniors' lounge, administration offices and 300-seat chapel.
- Phase 1 of the development includes the fellowship hall, daycare, classrooms and administration offices. Phases 2 and 3 will include construction of the chapel and the sanctuary, respectively.
- Currently, the Christ Worship Centre conducts services out of a facility in Langley.
- The site has three separate drainage features. The first, Drinkwater Creek, is a Class "A" Creek located on the northern edge of the site. A 30-metre (100-ft.) setback from the top of the bank was protected as part of the original rezoning application (No. 7900-0179-00). The two other drainage features on the site are designated as Class "C" Fish Habitat (insignificant food/nutrient value; no fish present). One is a channel running parallel to 172 Street. As part of the original application it was agreed that the southern portion of this channel would be covered and the northern portion would remain open. The third drainage feature is located in a swale that extends approximately 170 linear metres (557.7 ft.) along a north-south alignment, generally parallel with the west property line. As part of the original application it was agreed that this drainage channel will also be closed.
- A tree cutting permit was issued by the City following the adoption of the rezoning of the site from A-1 to PA-2 (By-law No. 14799) and approval of the Development Permit and Development Variance Permit (Application No. 7900-0179-00). The applicant has started removing and planting trees in compliance with the approved tree cutting permit.
- There were many trees on the site. The tree cutting permit issued, identified 96 trees to be preserved and 36 trees to be removed due to being hazardous or within the building envelope. In addition, the applicant is required to provide 112 replacement trees.
- The hedgerow around the building is being largely maintained, while some thinning is required to remove hazardous specimens. The hedgerow will provide a screen around the proposed chapel and classroom buildings. A portion of the hedgerow along 80 Avenue is located within the road widening area. This portion of the hedgerow will or has already been removed and will be replaced with a new hedgerow.

### PRE-NOTIFICATION

In accordance with Council policy, a development proposal sign was erected on the property. To date, staff have not received any comments or concerns with respect to the proposal.

### DESIGN PROPOSAL AND REVIEW

- The proposed development has access from both 80 Avenue and 172 Street.
- The proposed buildings are clustered as far as possible toward the southeast portion of the site to minimize impact on adjacent neighbours and maximize the retention of trees.

- The chapel will be placed at the south end of the site within an area defined by an existing hedgerow. The 300-seat chapel will be constructed relatively tight to the trees to enhance the experience of being within a forested setting and to create a forecourt for drop-off with parking to be located to the west. The single storey chapel will be clad with cement fibre panels. The main form of the chapel will be raised slightly above grade and will be connected to the fellowship hall by a glazed bridge that will pass by a cluster of cedars.
- The fellowship hall will be located to the north of the chapel. It will be comprised of a large multi-purpose space with a stage, administration offices, two daycares, a library, seniors' and youth lounges and ten classrooms distributed over two storeys. Cladding materials will be a combination of cement fibre panels, cream coloured concrete block and green metal roofing.
- The sanctuary will be located to the north of the fellowship hall and will accommodate 1,164 people with theatre-style seating. A sloping metal roof form will be supported by walls which are clad in a combination of cement fibre panels and cream coloured concrete block.
- Parking for the proposed facility will be concentrated on the west and north sides of the site. It will be provided in phases to coincide with the phasing of the building complex. Based on the current phasing plans, 168 parking spaces will be provided in Phase 1 and 42 more spaces will be added in Phase 2 for a total of 210 parking spaces, which will include the construction of the 300-seat chapel. In Phase 3, when the 1,164-seat sanctuary is constructed, a total of 387 parking spaces will be provided on site. Parking will be provided commensurating with the parking needs of each phase. The proposed total of 387 parking spaces, however, falls short of the 411 parking spaces required by the Zoning By-law, resulting in the need for a variance (see By-law Variance Section).
- The view study conducted by the applicant as part of the original application focussed on two view corridors from existing homes. Topography rises to the west and northwest so views from neighbouring homes are predominantly above the church site. The church will also be set back to maintain view corridors past the end of the sanctuary. Existing trees both on and off-site will provide a screen. Additional landscaping at the proposed parking areas will augment the screening. The study concluded that the proposed church will have a relatively minor impact on existing views.
- The proposed grades on the Christ Worship Centre site will match existing grades at the west property line, eliminating the need for any retaining walls and, therefore, reducing any additional impact on the adjacent properties.

### ADVISORY DESIGN PANEL

The original application (No. 7900-0179-00), which is identical to the current submission, was reviewed by the Advisory Design Panel (ADP) on September 21, 2000. Prior to the project finalizing the applicant satisfactorily addressed all the ADP comments.

BY-LAW VARIANCES AND JUSTIFICATION

## (a) Requested Variance:

- Increase the maximum building height of the sanctuary and the chapel from 9.0 metres [30 ft.] to 12.5 metres [41 ft.].

## Applicant's Reasons:

- The increase in height permits the sanctuary and chapel to better reflect the spatial experience typically associated with many places of worship, as well as, provide presence to the church in the landscape.
- The increase in height will not affect views from neighbouring sites because the adjacent properties are higher than the site and the church buildings are located in the lower south-east portion of the site. The neighbouring residence located closest to the sanctuary is to the west and is situated behind a hedgerow of tall trees that is immediately adjacent to the south of the house, and which at present obstructs view to the south which will remain unchanged. The view to the east from the residence should remain relatively unobstructed past the sanctuary.
- The lands further to the west along 170A Street are approximately 7 to 8 metres (23-26 ft.) above the grade level of the church buildings. Their existing views will continue to be maintained as they are generally long views that carry above existing trees and beyond.
- To best accommodate the worship activities, sightlines and acoustics, the design of the sanctuary benefits by having the modest increase in the building height.

## Staff Comments:

- The location of the church buildings on the southeast portion of the site, on the far side of the site away from the adjacent properties, and abutting 80 Avenue and 172 Street, in conjunction with the downward sloping grade, minimizes the visual impact.
- The existing trees and proposed landscaping along 80 Avenue and 172 Street will also reduce the visual presence along the street frontages.
- Staff support the proposed variance.

## (b) Requested Variance:

- Reduce the minimum front (south) yard setback from 12.5 metres [41 ft.] to 5.2 metres [17 ft.] except at the south-east corner where the setback is reduced from 12.5 metres [41 ft.] to 7.0 metres [23 ft.].

## Applicant's Reasons:

- The variance will permit the chapel to meet the vision of the Christ Worship Centre of having a place of worship that is sited within a forest setting.

- The setback variance at the south-east corner is due to the requirement for the corner cut dedication at the road intersection.

Staff Comments:

- The PA-2 Zone requires front, rear and side yard setbacks to be greater than or equal to the height of the highest building on the lot.
- A larger setback would shift the building northward, thereby affecting the retention of trees located immediately behind the chapel. Also, it is noted that the south face of the chapel to which the reduced setback applies is approximately 16.5 metres (54 ft.) in width, constitutes just over one-fifth or 20% of the width of the site. In addition, nearly 80% of the site frontage will be landscaped, which would mitigate any visual impact of the reduced setback.
- Staff support the proposed variance.

(c) Requested Variance:

- Reduce the minimum side (east) yard setback from 12.5 metres (41 ft.) to 7.5 metres (25 ft.).

Applicant's Reasons:

- The reduced setback allows the proposed chapel to be sited in a manner that respects existing on-site vegetation. It will also help realize the vision of the proposed church as a place of worship sited within a forested setting.

Staff Comments:

- The proposed 7.5-metre (25-ft.) setback meets the minimum required setback on a flanking street under the PA-2 Zone, although it does not meet the zoning requirement for the setback to be equal to or greater than the height of the highest building.
- The wall areas along the eastern side of the site are articulated, resulting in side yard setbacks that vary from 7.5 metres (25 ft.) to 18.9 metres (62 ft.). Only the corners of the chapel building and the 11.5-metre (37.5 ft.) wide easterly face of the library on the main floor are located at the 7.5-metre (25-ft.) setback. The main wall of the chapel will be 9.3 metres (30.5 ft.) from the side property line. The main wall of the largest portion of the structure – the sanctuary – will be approximately 18.9 metres (62 ft.) from the side property line.
- Staff support the proposed variance.

(d) Requested Variance:

- Vary the definition of "Open Space" in Zoning By-law No. 12000, to permit the location of the daycare facility's fenced outdoor play area, within the side yard setback on the east side.

Applicant's Reasons:

- The play area is required for the daycare facility located on the east side of the church.
- The play area as proposed is easily accessible and supervised from the daycare facility.

Staff Comments:

- The PA-2 Zone requires that a child care centre should be directly accessible to an open space and play area. In accordance with the definition of Open Space in the Zoning By-law, the open space (play area) cannot include area within the required setbacks. Therefore, to allow the use of the portion of the east side yard, as proposed, requires a variance of the definition of Open Space in the Zoning By-law.
- Given the size of the church building, the need to accommodate a large amount of off-street parking within the developable area on site and layout of the building, the side yard on 172 Street is the only area available for the play area.
- There is a concern about the appropriateness of locating the play area next to a public street (172 Street). However, the 1.5-metre (5-ft.) high fence around the play area and the fact that the proposed age level of the children in the daycare would require constant supervision, should help alleviate the concern.
- There will be a row of trees planted between the play area and the property line to provide additional screening from the street.
- Staff support the proposed variance.

(e) Requested Variance:

- Reduce the minimum required number of parking spaces from 411 to 387 spaces.

Applicant's Reasons:

- As part of the original application a parking study was prepared by Ward Consulting Group, in response to a request by the City. The study took into account the operation of the church facilities, the anticipated attendance and the anticipated phasing of the project. The report concluded that if 300 parking spaces were provided, it would be more parking spaces per seat than is required by most other Lower Mainland municipalities.
- The project provides 387 parking spaces, which exceeds the 300 parking spaces recommended in the parking study.

**Staff Comments:**

- According to the Zoning By-law, total parking requirements on the lot are based on the sum of all the parking requirements for the individual uses on the lot. This would include the gross floor area of the chapel, sanctuary and the fellowship hall, as well as employee and drop-off spaces for the daycare and classrooms. This results in a requirement of 411 parking spaces. The proposed variance is, therefore, required for the deficiency of 24 spaces, or about 6% of the total parking requirement.
- As the project is to proceed in phases, the applicant has indicated that adequate parking for each phase will be provided.
- Staff 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. Site Plan, Building Elevations and Landscape Plans
- Appendix III. Agricultural Advisory Committee Minutes
- Appendix IV. Development Variance Permit No. 7908-0264-00

**INFORMATION AVAILABLE ON FILE**

- Traffic Study prepared by Ward Consulting Group dated August 29, 2000.

Jean Lamontagne  
General Manager  
Planning and Development

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## DEVELOPMENT DATA SHEET

Existing Zoning: PA-2

Required Development Data	Minimum Required / Maximum Allowed	Proposed
<b>LOT AREA</b> (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		28,510 sq.m.
<b>LOT COVERAGE</b> (in % of net lot area)		
Buildings & Structures	40	15
Paved & Hard Surfaced Areas	no maximum	52
Total Site Coverage	40	67
<b>SETBACKS</b> ( in metres)		
Front (South)	12.5 m	5.2 m*
Rear (North)	12.5 m	182.75 m
Side #1 (East)	12.5 m	7.5 m*
Side #2 (West)	12.5 m	19 m
<b>BUILDING HEIGHT</b> (in metres/storeys)		
Principal	9 m	12.5 m*
Accessory	4 m	
<b>NUMBER OF RESIDENTIAL UNITS</b>		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
<b>FLOOR AREA: Residential</b>		
<b>FLOOR AREA: Commercial</b>		
Retail		
Office		
Total		
<b>FLOOR AREA: Industrial</b>		
<b>FLOOR AREA: Institutional</b>	15,791.5 sq.m.	5,430 sq.m.
<b>TOTAL BUILDING FLOOR AREA</b>	15,791.5 sq.m.	5,430 sq.m.

\* *Variance requested.*

## 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)	0.50	0.19
FAR (net)	0.50	0.18
AMENITY SPACE (area in square metres)		
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Visitors		
Institutional	411	387*
Total Number of Parking Spaces	411	387*
Number of disabled stalls	4	6
Number of small cars	86	44
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

\* *Variance requested.*

Heritage Site	NO	Tree Survey/Assessment Provided	YES
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