

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7909-0012-00

Planning Report Date: May 4, 2009

PROPOSAL:

- **Rezoning** from RF and CD (By-law No. 5035 as amended) to CD (based on CPR)
- **Development Permit**

in order to permit the development of the Cloverdale Multi-Purpose Centre.

LOCATION:

17668/50/44/20 - 62 Ave; Portion of 6142 & 6184 - 176 St. & Portion of 17755 - 60 Ave

OWNER:

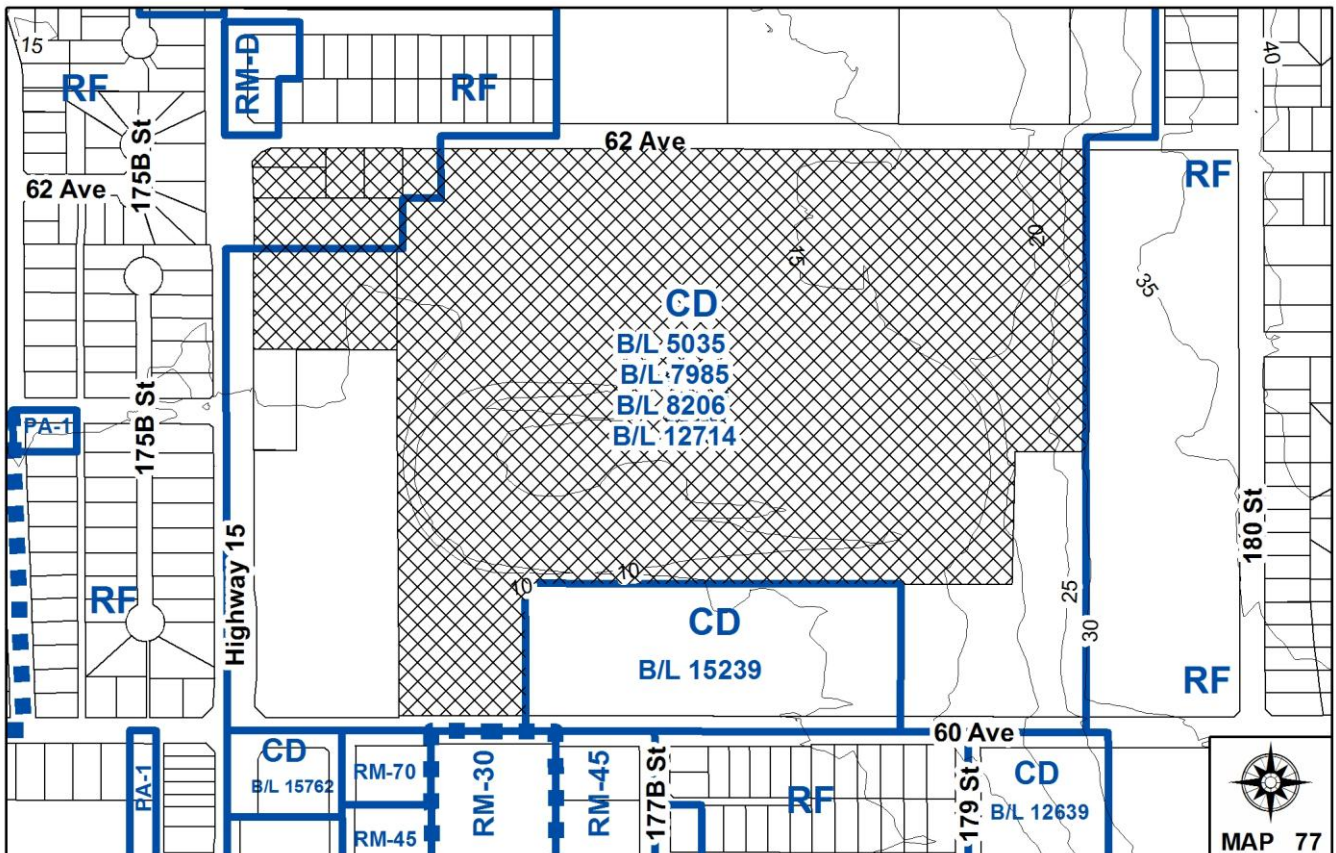
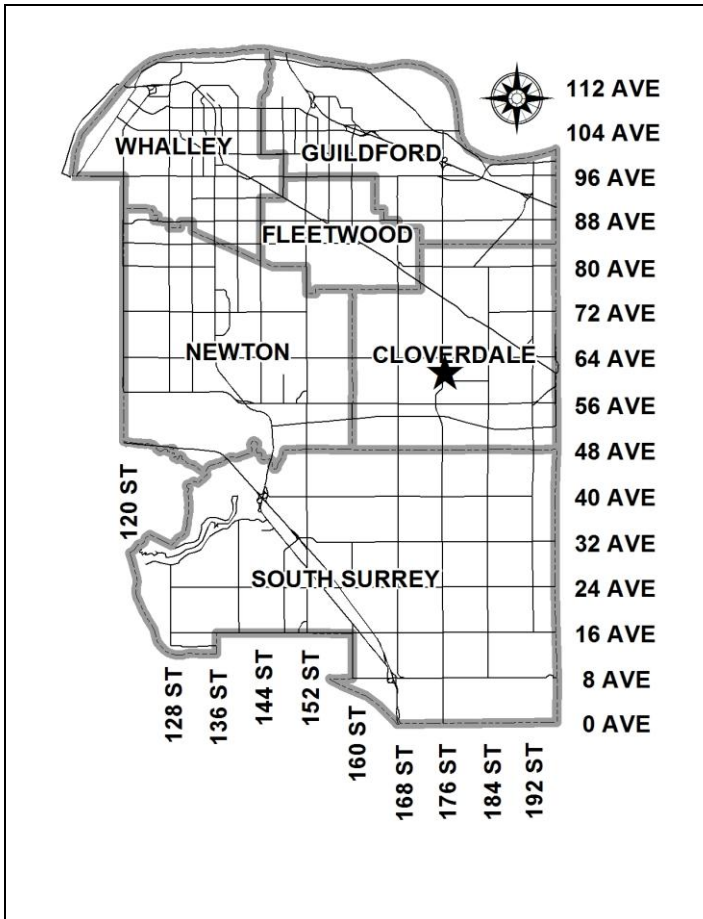
City of Surrey

ZONING:

CD and RF

OCP DESIGNATION:

Urban



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 Cloverdale.
- The Multi-Purpose Centre will provide a valuable public amenity to residents of Cloverdale and more generally, for the City of Surrey.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the subject site from "Single Family Residential Zone (RF)" (By-law No. 12000) and "Comprehensive Development Zone (CD)" (By-law No. 5035, as amended) 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. 7909-0012-00 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) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the Parks, Recreation & Culture Department;
 - (d) submission of a landscaping plan to the specifications and satisfaction of the Parks, Recreation & Culture Department;
 - (e) resolution of all urban design issues to the satisfaction of the Planning and Development Department; and
 - (f) approval from the Ministry of Transportation and Infrastructure.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix III.

Ministry of Transportation & Infrastructure (MOTI): MOTI has granted preliminary approval for a one year period, subject to the following conditions:

- an analysis of the pre- and post-development traffic conditions at the Highway No. 15 and 62 Avenue intersection to determine if modifications are required and to determine if a dedicated right turn lane should be constructed to accommodate the anticipated traffic volumes;
- no direct access is permitted from Highway No. 15; and
- storm water is to be directed to a municipally maintained storm drainage system.

SITE CHARACTERISTICS

Existing Land Use: Vacant City-owned lot.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across 62 Avenue):	Primarily vacant residential lots (one single family dwelling remains.)	Urban	RF and RM-D
East:	Uses/buildings associated with the Cloverdale Fairgrounds.	Urban	CD (By-law No. 5035 as amended by 7985, 8206 and 12714)
South:	Cloverdale Curling Rink and buildings associated with the Cloverdale Fairgrounds.	Urban	CD (By-law No. 5035, as amended by 7985, 8206 and 12714)
West (Across 176 Street/Highway No. 15):	Single family dwellings.	Urban	RF

DEVELOPMENT CONSIDERATIONSBackground

- The subject 1.98-hectare (4.89 ac) site comprises five properties plus portions of two other properties and is located at the southeast corner of 176 Street and 62 Avenue on the Cloverdale Fairgrounds site. The site is designated Urban in the Official Community Plan (OCP), and is split-zoned Single Family Residential Zone (RF) and Comprehensive Development (By-law No. 5035 as amended by By-law Nos. 7985, 8206 and 12714).
- The Cloverdale Fairgrounds Concept Plan, adopted by Council in July 2007, identifies the subject site for use as parking and additional amenity and identifies the northeast corner of 176 Street and 60th Avenue for the future location of a community centre.
- On March 10, 2008 Council received and approved the recommendations contained in Corporate Report No. R036, authorizing staff to proceed with the design and construction of the Cloverdale Multi-purpose Centre at the southeast corner of 62 Avenue and 176 Street. By proceeding with construction on the subject site, The City's former museum (currently being used as a senior's centre), Shannon Hall, and the Alice McKay buildings can remain operational throughout and after the construction of the proposed Multi-purpose Centre. This location will also not impact the existing Valley Curling Club and the Cloverdale Arena buildings.

Current Application

- The application proposes to rezone the subject site from RF and CD (By-law No. 5035, as amended) to CD (based on the Commercial Recreation Zone (CPR)) in order to permit the development of a multi-use community recreation centre.
- The proposed multi-use centre reflects a total floor area of 6,140 square metres (66,090 sq. ft.). This represents a total net floor area ratio (FAR) of 0.31, which is within the 0.4 FAR permitted in the CPR Zone.
- Although the Zoning By-law permits development on split-zoned lots, provided that the principal building on the lot is contained within one zone, the proposed building will straddle the line between the CD and RF zoned portions of the proposed lot. As a result it is necessary to rezone the site to a new CD Zone that can accommodate the proposed facility.
- The uses of the facility primarily focus on general programs including: a fitness centre (membership based) offering fitness classes and personal training, three gymnasiums, office space, three rooms to accommodate a child care centre, wellness and activity rooms, a meeting room, four multipurpose rooms, lounge space, and a kitchen area. The facility will also offer programs for children, youth and seniors. Office and other spaces will be available for rent to health professionals (consultation), for recreational conferences and sporting events, including tournaments.
- 195 surface parking spaces are proposed.
- The subject application is the first major development to occur on the Fairgrounds since the adoption of the Concept Plan. With this in mind, a future conceptual road network has been developed in coordination with this project's review. Final determination of the traffic circulation will be determined when future development is proposed.
- As the site fronts a provincial highway (Highway No. 15/176 Street) the Ministry of Transportation and Infrastructure (MOTI) has been consulted and final approval from MOTI will be required. MOTI requires that an analysis of pre- and post development traffic conditions be conducted to determine if modifications are required for the signal timing for the intersection at 176 Street and 62 Avenue and also to determine if a dedicated right turn lane should be constructed that can accommodate the anticipated traffic volumes.

Proposed CD By-law

- The proposed CD Zone is tailored to accommodate the proposed project and is loosely based on the Commercial Recreation Zone (CPR), with some modifications to the permitted uses, building height, setbacks, density and parking.
- The following uses which are permitted in the CPR Zone are not permitted in the proposed CD Zone as they are incompatible with either the adjacent community or a community recreation centre:
 - Drive-in theatres and retail stores limited to flea markets;
 - Accessory uses: one dwelling unit, and a clubhouse;

- Agricultural and horticultural uses excluding kennels; and
 - Bingo halls, bowling alleys, and outdoor mini-golf operations.
- All other uses listed in the CPR Zone will be permitted in the CD Zone.
 - The CPR Zone requires that buildings and structures be sited a minimum of 12.0 metres (25 ft.) from all property lines for non-residential uses. The proposed CD Zone permits the following minimum setbacks:

Yard	Proposed CD By-law	CPR Zone
Front Yard	7.3 metre (24 ft.)	12.0 metre (40 ft.)
Rear Yard	12.0 metre (40 ft.)	12.0 metre (40 ft.)
Side Yard	4.8 metre (16 ft.)	12.0 metre (40 ft.)
Side Yard (on a Flanking Street)	7.3 metre (24 ft.)	12.0 metre (40 ft.)

- The proposed setbacks provide for the siting of the building to respond to the high profile corner location of the subject site.
- Under the Off-street Parking Requirements section of the Zoning By-law, the proposed community centre would be required to provide 197 parking spaces. The proposed CD Zone permits a minor reduction to 195 spaces. This minor reduction is supportable given the abundance of available surface parking in the surrounding area on the Cloverdale Fairgrounds.
- While the CPR Zone permits a maximum building height of 12 metres (40 ft.), the proposed CD Zone permits a 13.7-metre (45 ft.) maximum height.
- While the proposed floor area ratio (FAR) (.31) is within what is permitted in the CPR Zone (.40), the FAR permitted in the CD Zone has been increased to .50 to allow for future flexibility. This provision should facilitate the development of the future road network, should it ultimately be dedicated, without impacting the functioning of the Multi-purpose Centre through an increase in density.
- All other aspects of the proposed CD Zone comply with the CPR Zone.

PRE-NOTIFICATION

- Pre-notification letters were mailed on April 2nd, 2009. To date, staff has received correspondence from two adjacent residents who identified the following concerns:

Resident # 1

- The resident expressed concern with the benefit that the recreation centre will provide and whether it is needed. It was noted by the resident that the Fleetwood Sports and Leisure Complex is only 3 miles away [approximate], and the resident is of the opinion that Cloverdale residents would be well served by utilizing the Fleetwood facility.

- The resident also questioned whether this facility was the best use of public funds and noted that the City instead should focus any available funding towards the development of a Trade Centre at this location. It is felt that this is more likely to help encourage economic development within Cloverdale.

(The Cloverdale Fairgrounds Concept Plan identifies a future trade and exhibition centre on the site.)

- It was also noted that there are more pressing areas requiring funding within the purview of the City of Surrey and specifically noted a perceived budget deficit by the Surrey School District. The resident is also of the opinion that the Cloverdale Rodeo should be relocated from its present site as it is not believed to be making money. At a minimum the resident believes that the Cloverdale Recreation Centre should be deferred by 2-3 years to allow time for local economic conditions to improve.

Resident # 2

- The resident identified concerns relating to construction practices and traffic. They previously experienced problems resulting from the improvements to Highway 15, including increased traffic and noise. The resident expressed concern with the previous amount of communication that was provided to them regarding the improvements as they were occurring. It was noted that the improvements caused injury to their personal property, including traumatizing the family pet due to a lack of communication for scheduling. The resident does, however, support the expected use of the facility.

(The Noise Control By-law permits construction to occur from 7 AM to 10 PM, Monday to Saturday. Due to the type of work that is proposed, some level of offsite impacts (e.g. noise) can be expected.)

DESIGN PROPOSAL AND REVIEW

- The development proposes a two-storey building that will form a significant streetscape presence along both Highway No. 15/176 Street and 62 Avenue. Parking will be located at the rear of the development, with the building located adjacent to 176 Street. The building's floor area is proposed to be 6,140 square metres (66,090 sq. ft.).
- Building materials incorporate extensive tinted glazing (blue colour) and architectural concrete with wood accents, especially for beams and brackets. The roof, which is to be constructed of a roofing membrane, has a sloping appearance.
- While the general shape of the building is rectangular, elevations have been articulated to provide a unique appearance on the site. Specifically, the west elevation (176 Street) is proposed in a rounded form, which when coupled with the sloping roof will form a prominent feature along 176 Street and will help to define the proposed development as unique in the local context.

- The north elevation (62 Avenue) also provides a prominent identity with a predominantly glass façade that is further enhanced with wood beams. This is also supported by the principal entry being located along 62 Avenue at the northeast corner of the building adjacent the parking area. This is defined by a cylindrical glass structure that is capped by a wood overhang. Additional exits are available from the south (adjacent the curling rink) and west elevations.
- The east elevation which is internal to the proposed parking area also has the front entry as a prominent feature. This façade is further enhanced with glazing at the second storey that is complemented by wood brackets at the roof. The roof line also has a unique appearance from the east elevation with differing angles, levels and articulations.
- Within the Multi-purpose Centre, the following provisions for space have been made: a fitness centre, three gymnasiums, office space, three rooms to accommodate a child care centre, wellness and activity rooms, a meeting room, four multipurpose rooms, lounge space, and a kitchen area which is open to and can support both the lounge area and one of the adjacent multi-purpose rooms.

Access and Parking

- The principal vehicular access to the site will be from 62 Avenue. The future conceptual road network developed for the larger Cloverdale Fairground's site proposes a new north-south connection from 60 Avenue to 62 Avenue which will run along the east property line of the subject site. This new north-south connection will provide for shared connectivity through the larger site. When 62 Avenue is developed to its ultimate standard (4 lanes with centre median), that access to the site will be restricted to right-in right-out.
- The development provides 195 surface parking spaces. The parking area has been designed with numerous east-west and north-south drive aisles to facilitate movement on the site.
- A dedicated drop-off area for the child care centre is located adjacent the main drive aisle along the east face of the building. This will provide good access and limit the potential for future conflict.
- Loading for garbage and recycling is provided at the south end of the site. This will be located within a concrete block enclosure that also houses the gas meter and which is oriented away from the development. The proposed enclosure is sited in such a manner that it can be "mirrored" when the property to the south redevelops in the future

Landscaping

- The landscape plan features a series of oval shaped berms along 176 Street (4 berms) and along the building portion of 62 Avenue (3 berms). The berms are to appear as an undulating land form along the streets. They are to be constructed of concrete, with a sandblasted finish and are to have bright blue fescue grass plantings on them. The berms, which are of varying size, will have a maximum height of 1.0 metre (3 ft.) and a maximum width of 5.7 metres (19 ft.).
- The base of the building will be framed by different coloured grasses. The main building entry has been designed to allow public art and decorative plantings. Similarly, the parking islands will be framed by a series of trees that help to break up the expanse of the parking area.

- Pathways are provided within the parking area to facilitate pedestrian movement.
- The child care centre's play area is located at the southeast corner of the building and will be visually separated from the adjacent loading area with dense plantings.

ADVISORY DESIGN PANEL

ADP Date: April 2, 2009

All of the ADP recommendations have been resolved to the satisfaction of the Planning and Development Department.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary, Project Data Sheets and Survey Plan
Appendix II.	Proposed Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	ADP Comments
Appendix V.	Proposed CD By-law

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural and Landscape Plans prepared by CEI Architecture and Van Der Zalm & Associates Inc., respectively, dated April 24, 2009.

Jean Lamontagne
General Manager
Planning and Development

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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: Sid Johnson, CEI Architecture
 Address: #500 - 1500 West Georgia
 Vancouver, BC
 V6G 2Z6
 Tel: 604-682-5398

2. Properties involved in the Application

(a) Civic Address: 17668, 17650, 17644 and 17620 - 62 Avenue; Portion of
 6142 & 6184 - 176 Street; Portion of 17755 - 60 Avenue

(b) Civic Address: 17620 - 62 Avenue
 Owner: City of Surrey
 PID: 009-521-364
 Lot "A' Except: Part Dedicated Road on Plan BCP17122, Section 8 Township 8
 New Westminster District Plan 11467

(d) Civic Address: 17644 - 62 Avenue
 Owner: City of Surrey
 PID: 009-521-402
 West Half Lot "C" Section 8 Township 8 New Westminster District Plan 11467

(c) Civic Address: 17650 - 62 Avenue
 Owner: City of Surrey
 PID: 009-761-446
 Lot 1, Except Part Dedicated Road on Plan BCP17122, Section 8 Township 8
 New Westminster District Plan 12969

(d) Civic Address: 17668 - 62 Avenue
 Owner: City of Surrey
 PID: 009-521-399
 East Half Lot "C" Section 8 Township 8 New Westminster District Plan 11467

(e) Civic Address: Portion of 6142 - 176 Street
 Owner: City of Surrey
 Portion of PID: 011-104-961
 West Half Lot 7, Except Part Dedicated Road on Plan BCP17122 Section 8
 Township 8 New Westminster District Plan 4506

(f) Civic Address: 6184 - 176 Street
 Owner: City of Surrey
 PID: 009-521-372
 Lot B, Except Part Dedicated Road on Plan BCP17122, Section 8 Township 8
 New Westminster District Plan 11467

- (g) Civic Address: Portion of 17755 - 60 Avenue
Owner: City of Surrey
Portion of PID: 025-900-013
Lot 1 Section 8 Township 8 New Westminster District Plan BCP10244

3. Summary of Actions for City Clerk's Office

- (a) Introduce a By-law to rezone the site.

DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on CPR)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		19,763 m ²
Road Widening area		252 m ²
Undevelopable area		19,511 m ²
Net Total		
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	40%	22%
Paved & Hard Surfaced Areas		47%
Total Site Coverage		69%
SETBACKS (in metres)		
Front (West)	7.3 m	7.5 m
Rear (East)	12.0 m	12.0 m
Side #1 (North)	7.3 m	7.5 m
Side #2 (South)	4.8 m	5.0 m
BUILDING HEIGHT (in metres/storeys)		
Principal	13.7 m	13.5 m
Accessory		
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		6,140 m ²
TOTAL BUILDING FLOOR AREA		6,140 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)		.31
FAR (net)	.5	.31
AMENITY SPACE (area in square metres)		
Indoor		
Outdoor		
PARKING (number of stalls)		
Recreation	171	171
Child Care	24	24
Total Number of Parking Spaces	195	195
Number of Family Car (Parent)	-	4
Number of disabled stalls	2	6
Number of small cars	49	43
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	YES
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