

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7909-0222-00

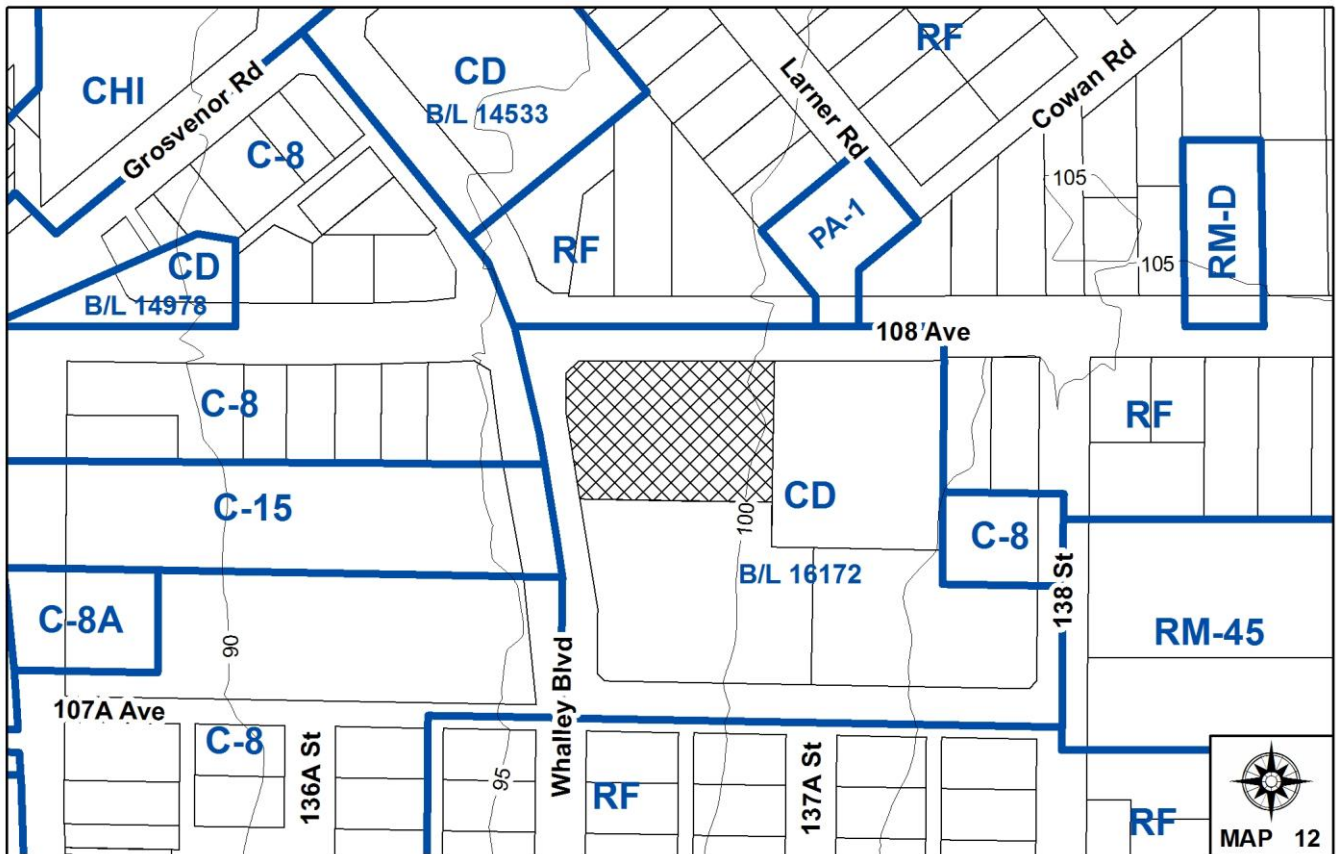
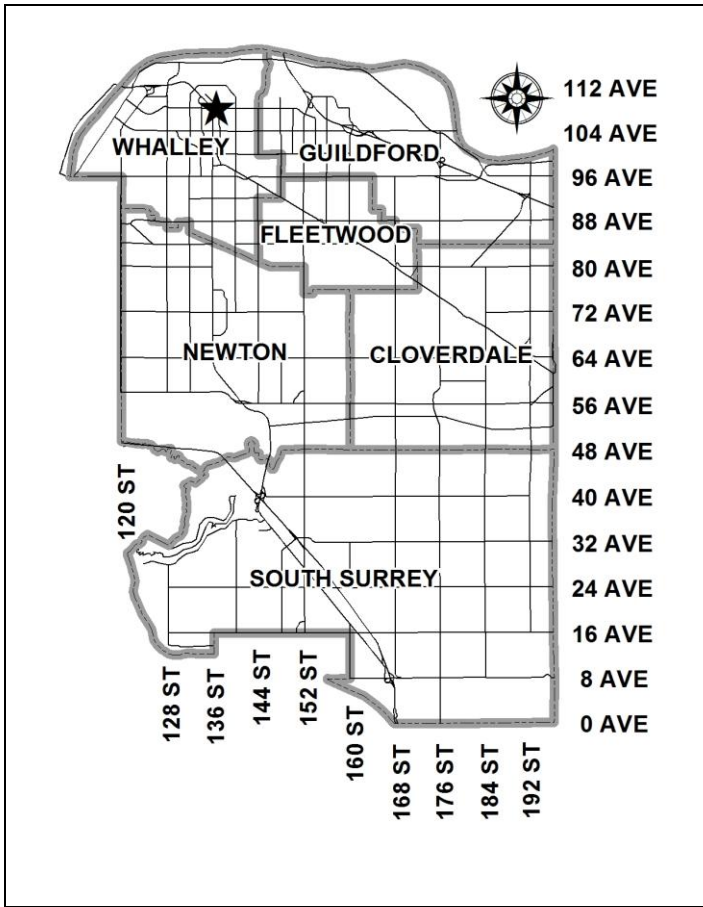
Planning Report Date: March 1, 2010

PROPOSAL:

- **Rezoning** from CD (By-law No. 16172) to CD (based on RM-70)
- **Development Permit**

in order to permit the development of a 5-storey apartment building in Surrey City Centre.

LOCATION: 13728 – 108 Avenue
OWNER: Tien Sher Surrey Development Group
ZONING: CD (By-law No. 16172)
OCP DESIGNATION: Multiple Residential



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Parking is less than standard City Centre requirements.

RATIONALE OF RECOMMENDATION

- Complies with OCP Designation.
- Complies with the Surrey City Centre Plan Update.
- The proposed density and building form are appropriate for this part of Surrey City Centre.
- Proposed setbacks achieve a more urban, pedestrian streetscape in compliance with the Surrey City Centre Plan Update.
- The applicant has agreed to compensate for reduced on-site parking by the provision of two car-share cars and a contribution towards the City's on-street parking management controls.

School District: Projected number of students from this development:

8 Elementary students at Forsyth Road Elementary School
5 Secondary students at Kwantlen Park Secondary School

(Appendix IV)

Parks, Recreation & Culture:

Parks has some concern about the pressure these additional units will place on existing parks, recreation and culture facilities in the neighbourhood.

SITE CHARACTERISTICS

Existing Land Use: Partially completed underground parking garage for approved 4-storey apartment building.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across 108 Avenue):	Older, single family dwellings.	Urban	RF
East:	Approved, un-constructed 4-storey apartment building which is part of the Quattro development (Application No. 7905-0283-00).	Multiple Residential	CD (By-law No. 16172)
South:	Recently completed 4-storey apartment buildings which is part of the Quattro development (Application No. 7905-0283-00).	Multiple Residential	CD (By-law No. 16172)
West (Across Whalley Blvd.):	Small commercial building. Flamingo Hotel.	Commercial	C-8 C-15

DEVELOPMENT CONSIDERATIONSBackground

- On June 25, 2007, Council gave Final Adoption to Rezoning By-law No. 16172 and issued Development Permit No. 7905-0283-00 to permit construction of the Quattro project.
- The Quattro project comprises 4, 4-storey apartment buildings, each on its own fee simple lot, that occupies most of the block bounded by 108 Avenue, 107A Avenue, Whalley Boulevard and 138 Street in Surrey City Centre.

- Building A, containing 140 units, located on the southwest corner of the site at the intersection of Whalley Boulevard and 107A Avenue, is completed and occupied.
- Building B, containing 116 units, located on the southeast corner of the site at 138 Street and 107A Avenue has been completed recently and is in the process of being occupied.
- Construction has not yet started on Building C, which is located to the east along 108 Avenue and which is to contain 115 units.
- Construction has started on the underground parking for Building D, which is to contain 109 units, and is located on the northwest corner of the site at the intersection of Whalley Boulevard and 108 Avenue.

Current Application

- In response to current market conditions, the developer of the Quattro project is proposing to make a number of changes to Building D which will require the Building D lot (the subject site) to be rezoned and a new Development Permit to be issued.
- As a result, the developer has now submitted a new rezoning application and a new Development Permit application for the "Building D" lot at 13728-108 Avenue.
- The applicant is proposing to increase the number of residential units in the building from 109 to 164. The applicant has proposed this increase in dwelling units by reducing the size of the units and by adding a fifth floor to the building, and by converting 5 of the 6 ground floor commercial units along Whalley Boulevard into residential (live/work) units.
- The applicant is proposing to increase the density on the lot from a Floor Area Ratio (FAR) of 1.9 to an FAR of 2.29.
- The subject site is currently designated Multiple Residential under the Official Community Plan (OCP) which permits a maximum FAR of 2.5.
- Although the proposed building conforms in terms of height and massing to the type of building found in the RM-70 Zone, the FAR proposed cannot be accommodated in the RM-70 Zone.
- The proposed FAR of 2.29 exceeds the maximum FAR of 1.5 permitted in the RM-70 Zone. Further, since the area of the lot is less than 1.0 hectare (2.5 acres), the sliding density provisions of the RM-70 Zone would limit the FAR to 1.2.
- Although the proposed density could be accommodated within the RM-135 Zone, the RM-135 Zone is designed to accommodate and regulate high-rise residential development and is, therefore, not appropriate for a four-storey building form.
- As a result of the density proposed, the applicant has applied to rezone the lot to a new Comprehensive Development Zone (CD).

Proposed CD Zone

- Except for the density noted above, and the on-site parking requirements which will be outlined later in this report, and minor changes to the building setbacks along the west and north property lines, all other aspects of the proposed CD By-law are the same as the requirements of the CD By-law No. 16172, which is the current zoning of the site.

PRE-NOTIFICATION

Pre-notification letters were sent on November 23, 2009. Staff received three telephone calls in response to the notification letters and development proposal signs.

- One telephone caller supported the project and the smaller units being proposed.
- One caller had questions about, but no comments on, the proposed height of the structure and the possibility of a taller Building D blocking views from Building A (located to the south).
- One caller indicated that there are already problems with lack of on-site parking in Building A and expressed reservations about the reduced parking being proposed for Building D.

(Refer to the sections on Parking and Parking Shortfall Mitigation later in this report.)

DESIGN PROPOSAL AND REVIEW

Building Design

- Recently, the Provincial Government amended the BC Building Code to permit the construction of six-storey wood-frame buildings. Prior to the Building Code amendments, wood-frame buildings were limited to 4 storeys in height.
- The proposed Quattro Building D will be constructed as a wood-frame building and will be 5 storeys in height. Building D will be Surrey's first wood-frame structure over 4 storeys in height.
- However, as the subject site slopes significantly from east to west, the western side of the building facing Whalley Boulevard will actually be 6 storeys in height, due to this elevation difference.
- The façade of the proposed building has been redesigned with cleaner and straighter lines, creating a more urban look. Direct access from the sidewalk to the ground-floor units along 108 Avenue has also been added to enhance the urban look of the façade even further.
- As with the original design for Building D, the ground floor of the building along Whalley Boulevard will be clad in medium-brown coloured brick veneer. In keeping with the original design, and to be consistent with the existing two buildings in the Quattro complex, the rest of the building will be clad in hardi-panel and hardi-plank siding.
- The building will be clad in two colour palettes of siding; either cream, tan and taupe or light and dark grey. Trim features will be coloured white, while railings will be black-coloured metal.

Interior Layout

- Under the current proposal, 5 of the 6 ground-floor commercial units originally proposed along the Whalley Boulevard façade of the building have been converted to 7, two-storey live/work townhouses. One commercial unit will remain at the southwest corner of the building to provide a transition between the existing ground-floor commercial units along Whalley Boulevard in Building A and the proposed live/work units in Building D.
- As noted previously, the applicant is proposing to increase the number of units in the subject building from 109 units to 164 units. Although some of this increase was achieved by added an additional floor to the building, some of this increase was also achieved by reducing the size of units to create more studio apartments.
- Under the current proposal, the building is to contain 44 studio or bachelor apartments, 64 one-bedroom units, 40 1-bedroom and den units and, 9 two-bedroom units.
- Traditionally, all units in apartment buildings in Surrey are provided with balconies. The standard apartment zones in Zoning By-law No. 12000 require all units which are not ground-oriented to have balconies that are a minimum size of 4.6 square metres (50 sq. ft.). However, as there are so many small units proposed for the subject building and as many of these small units are proposed for inside corners of the building where providing balconies compromises the privacy of adjoining units, the applicant is proposing that a number of units not be provided with balconies.
- Of the total of 133 non-ground oriented units, 104 do not have balconies. As well, 6 of the 31 ground-oriented units do not have an associated outdoor patio area.

Indoor Amenity Space

- The indoor amenity space will consist of one multi-purpose room with an associated washroom located on the ground floor of the building.
- The indoor amenity space will total 96 square metres (1,000 sq. ft.), which is 400 square metres (4,300 sq. ft.) less than the 496 square metres (5,300 sq. ft.) required under the Zoning By-law (3.0 square metres/32 sq. ft. per dwelling unit).
- The applicant has agreed to provide compensation to mitigate the reduction of indoor amenity space in accordance with Council policy

Outdoor Amenity Space

- Most of outdoor amenity area for the Quattro project is located in the central courtyard formed by the four Quattro buildings and is used jointly by the residents of all four buildings. There are additional outdoor amenity spaces located within the smaller courtyards associated with each building, adjacent to the indoor amenity space of each building.
- The original 4-building Quattro project required 1,440 square metres (15,500 sq. ft.) of outdoor amenity space which was provided in the various courtyard areas throughout the site.

- With the additional residential units proposed in Building D, the number of residential units in the Quattro project totals 535.
- As a result, the total amount of outdoor amenity space that must be provided in the central courtyard outdoor amenity area is 1,605 square metres (17,280 sq. ft.), as required by CD By-law No. 16172 (3.0 square metres/32 sq. ft. per dwelling unit).
- With the redesign of Building D and some minor modifications made to the site and landscaped area, the additional 165 square metres (1,800 sq. ft.) of required outdoor is provided through the addition of, patio, barbeque and seating areas.

Parking

- The Quattro project is being developed in phases.
- By late 2008, Building A at Whalley Boulevard and 107A Avenue was nearing completion, Building B at 138 Street and 107A Avenue was well under construction and the underground parking for Building D (subject site) was being poured. However, in late 2008, a fire completely destroyed Building B.
- As a result, the developer was forced to suspend construction on the underground parking of Building D in order to deal with the consequences of the fire and to recommence the construction of Building B.
- The developer is now in a position to proceed with construction of Building D but the global economic slowdown, a challenging lending environment, and changes in the local residential market have resulted in the developer proposing changes to the original concept to make the development economically viable. This has resulted in the developer proposing a 50% increase in the number of units in the building, from 109 units to 164 units (an increase of 55 units).
- However, despite the proposed increase in the number of residential units, the developer is not proposing a commensurate increase in the number of on-site parking spaces.
- The primary reason for not providing additional parking is that the first level of the underground parking structure for Building D has been completed and, as a result, there is no opportunity to increase the depth, size or layout of the underground parking to incorporate the additional parking spaces required to service the increased number of units being proposed.
- The applicant, therefore, is requesting a significant reduction in the amount of on-site parking being provided.
- CD By-law No. 16172, which governs the subject site, requires that parking be provided in accordance with the requirements of Surrey Zoning By-law No. 12000.
- Under the By-law the project, as currently proposed with 164 units, requires a total of 200 parking spaces; 172 parking spaces for residents, 26 parking spaces for visitors and two parking spaces for the commercial unit.
- The applicant is proposing to provide only 160 on-site parking spaces, which represents a 20%, or 40 parking-space, shortfall in the overall parking requirement.

- The applicant is proposing to provide 151 parking spaces for residents, which is less than 1 parking space per unit, (0.92 spaces per residential unit) and which represents a 12.2%, or 21 parking-space, reduction from the required 172 parking spaces. All resident parking will be located in the secured, underground parking facility accessed by a driveway from Whalley Boulevard.
- It should be noted that, although 7 parking spaces are being provided to serve the 7 live/work townhouse units, these parking spaces are actually tandem parking spaces that can accommodate two vehicles. However, since each of these spaces can be used by only one unit, they are still considered to be only 7, and not 14, parking spaces.
- The applicant is proposing to provide 9 parking spaces for visitors, which represents a 65% or 17 parking-space, reduction from the required 26 parking spaces. Five of the visitor parking spaces will be located in the secured, underground parking facility. Four visitor parking spaces will be created along the driveway on the east side of Building D that will run between Building D (the subject site) and proposed Building C (site to the east). The applicant is also proposing to provide an additional disabled visitor parking space within the secured, underground parking.
- The applicant is not proposing to provide any parking spaces to service the one remaining commercial unit.

Parking Shortfall Mitigation

- The deficiency in on-site parking with Building D will transfer the resolution of any parking issues from the development site, to the adjacent public road network.
- The City has serious concerns about the impact of the reduced parking on the subject site on the adjoining City streets and on area residents and has identified the need to introduce enhanced parking control measures as a direct result.
- To mitigate the parking shortfall, the applicant is proposing to provide two car-share cars and two parking spaces for these car-share vehicles that would be located on the surface driveway between Building A and Building D and which would be accessible to the public.
- However, the Corporate Report with respect to Car-Sharing Opportunities received by Council on December 12, 2007 (Corporate Report No. R264) recommended that parking requirements be reduced by 3 parking spaces for every car-share vehicle and car-share parking space provided on-site.
- Beside the fact that it is not physically possible to create an additional 12 parking spaces on site, it is also not clear whether the provision of car-share vehicles is, in itself, an effective way of dealing with the proposed parking shortfall, particularly the significant reduction in visitor parking.
- As a result, the Engineering Department has been exploring various options and alternative methods of effectively addressing the proposed parking shortfall, which are as follows:

Provide All Required Visitor Parking On-site

- One option is for the developer to provide all visitor parking required by the By-law on the subject site and to redistribute the shortfall to the residential parking component by reducing the number of resident parking spaces. However, the applicant has identified building design constraints in achieving this redistribution and, as a result, there is no opportunity to further reduce the shortfall of 17 visitor parking spaces.

Increase the Number of Car-Share Vehicles Being Provided

- Another option is for the developer to increase the number of car-share vehicle parking spaces and the number of car-share vehicles. However, the developer has identified site and design constraints that preclude achieving additional parking spaces.

The Provision of On-Street Paid Parking

- The constraints in providing additional on-site parking spaces, therefore, will result in a parking deficiency that will place pressure on the adjacent public road network. On-street paid parking with time restrictions to ensure the increased demand for on-street parking is effectively managed could alleviate some of this pressure on the public road network. These controls will assist both the adjacent neighbourhood and the development site itself.
- The applicant has demonstrated that an increase in the overall number of on-site parking spaces is not possible and that increasing the number of visitor parking spaces by reducing resident parking spaces cannot be achieved.
- To help mitigate the proposed parking shortfall, the applicant has offered to provide two car-share parking spaces and two car-share vehicles.
- In addition, the applicant has also agreed to provide a monetary contribution toward parking management control measures commensurate with the overall proposed parking shortfall.
- The City has serious concerns with the reduction in on-site parking proposed by the applicant in conjunction with the construction of Building D. At the same time, City staff are cognizant of the unique issues the developer faces in moving ahead with the next phase of the Quattro development.
- As a result of these unique issues, City staff are prepared, in this one instance only, to support the reduction in on-site parking proposed by applicant subject to the applicant undertaking mitigation measures outlined in this report.

ADVISORY DESIGN PANEL

- As building siting and vehicle and pedestrian access has not changed from the original approved design, as exterior cladding materials are consistent with the original design and with other buildings in the complex and, as the exterior design of the building has not changed significantly, it was not deemed necessary to forward the project to the Advisory Design Panel.

- City staff, however, have undertaken extensive review of the revised designs. Although most design issues have been resolved, architectural drawings need to be amended to accurately reflect all of these changes. Similarly, most landscaping issues have been resolved, but final landscaping plans need to be amended to reflect these changes.
- The applicant has agreed to address any outstanding design and landscaping issues and to submit final revised plans prior to consideration of Final Reading of the Rezoning By-law and issuance of the 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 and Landscape Plans
Appendix III.	Engineering Summary
Appendix IV.	School District Comments
Appendix V.	Proposed CD By-law

INFORMATION AVAILABLE ON FILE

- Complete Set of Architectural Plans prepared by Patrick Cotter dated February 22, 2010 and Marc van der Zalm, dated February 23, 2010.

Jean Lamontagne
General Manager
Planning and Development

GAG/kms

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD (based on RM-70)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		4,450 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	60%	42%
Paved & Hard Surfaced Areas		10%
Total Site Coverage		52%
SETBACKS (in metres)		
North	3.9 m	3.9 m
South	5.0 m	5.0 m
West	2.0 m	2.0 m
East	7.5 m	7.5 m
BUILDING HEIGHT (in metres/storeys)		
Principal	18 m	20 m
Accessory	4.5 m	
NUMBER OF RESIDENTIAL UNITS		
Bachelor		44
One Bed		108
Two Bedroom		9
Live/Work		7
Total		164
FLOOR AREA: Residential		90,673 m ²
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
TOTAL BUILDING FLOOR AREA		90,673 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)		366 upha/149 upa
FAR (gross)		
FAR (net)	2.5	2.29
AMENITY SPACE (area in square metres)		
Indoor	492 m ²	96 m ²
Outdoor	492 m ²	492 m ²
PARKING (number of stalls)		
Commercial		
Industrial		
Residential	172	151
Residential Visitors	26	9
Institutional		
Total Number of Parking Spaces	200	160
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	YES
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