



Corporate Report

NO: L006

COUNCIL DATE: November 24, 2008

REGULAR COUNCIL - LAND USE

TO: Mayor & Council DATE: November 20, 2008
FROM: General Manager, Planning and Development FILE: 7908-0279-00
SUBJECT: Proposed Rezoning of Cloverdale Mall Site at 5710 – 175 Street

RECOMMENDATION

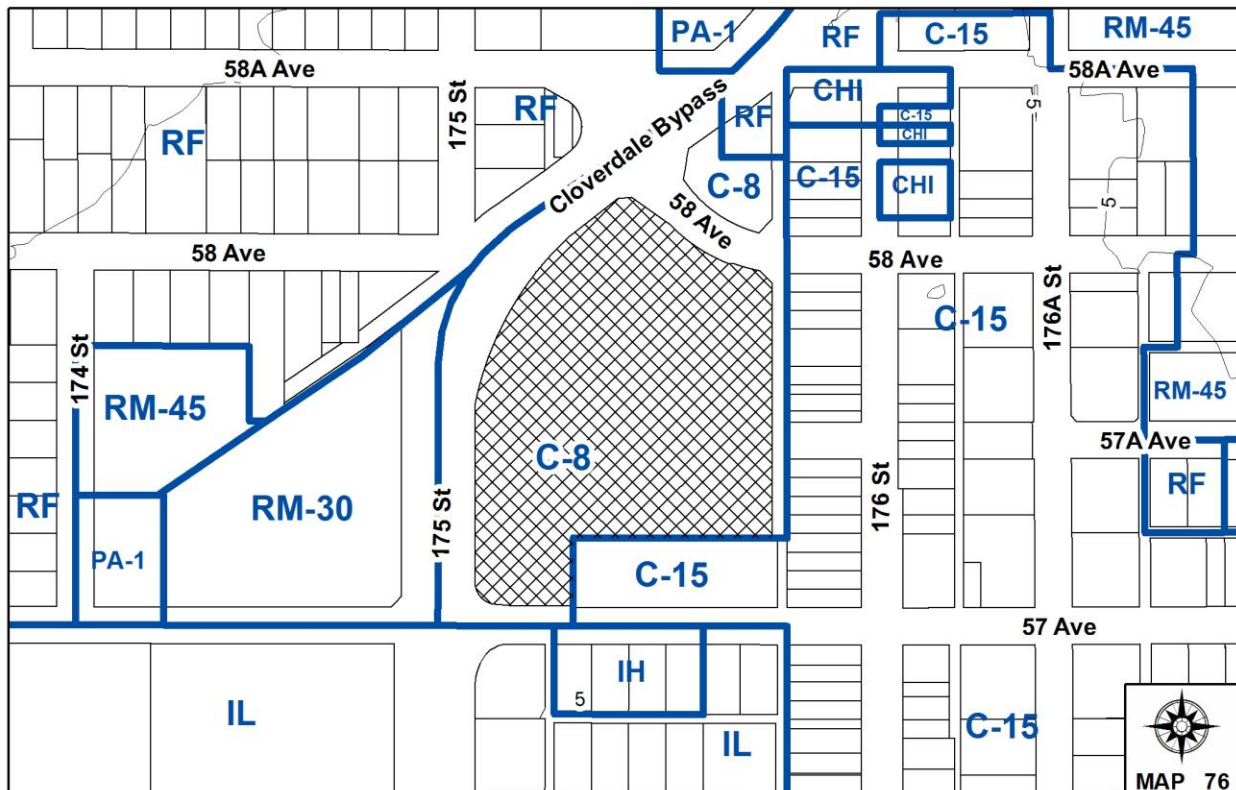
The Planning & Development Department recommends that:

1. A By-law be introduced to amend the OCP by increasing the maximum allowable Floor Area Ratio (FAR) within the Town Centre designation from 1.5 to 2.0 for the subject site, as described in Appendix I, and a date be set for Public Hearing;
2. Council determine the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendment to the Official Community Plan, as described in the Report, to be appropriate to meet the requirement of Section 879 of the Local Government Act;
3. A By-law be introduced to rezone the subject site from "Community Commercial Zone (C-8)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) (Appendix II) and a date be set for Public Hearing;
4. Council authorize staff to draft Development Permit No. 7908-0279-00 to articulate development principles and provide the framework for the siting of buildings, vehicular and pedestrian circulation, and location of open spaces (Appendix III);
5. Council approve Development Variance Permit No. 7908-0279-00 to vary the Subdivision and Development By-law to defer upgrades to works and services, to proceed to Public Notification;

6. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) approval from the Ministry of Transportation;
 - (b) finalization of any road dedication requirements; and
 - (c) issuance of Development Variance Permit No. 7908-0279-00
7. Council pass a resolution to amend the Cloverdale Town Centre Plan and Urban Design Concept, by redesignating the subject site from Retail/Service Commercial to Residential/Commercial when the by-laws are considered for final adoption.

BACKGROUND

The City-owned Cloverdale Mall site is located on the east side of 175 Street (Highway 15/Cloverdale By-Pass) between 57 and 58 Avenues at 5710 – 175 Street. The subject site is designated Town Centre in the Official Community Plan (OCP), Retail/Service Commercial in the Cloverdale Town Centre Plan and Urban Design Concept and is currently zoned Community Commercial Zone (C-8). The Retail/Service Commercial designation is intended to accommodate retail and business uses requiring a large floor plate, which would complement the smaller retail outlets located within the Town Centre core.



In 2001, a land development application (File No. 7900-0123-00) was considered by Council to rezone the subject site (together with the neighbouring Royal Canadian Legion site at 17567 – 57 Avenue and several other properties) from RF, C-8 and C-15 to CD to accommodate a variety of commercial/service uses with Safeway as the anchor tenant. The proposed CD By-law also included multiple residential development as a permitted use to allow densification in the future. However, due to difficulties in reaching consensus with the anchor tenant, the applicant let the purchase agreement lapse and the application was filed. In December 2006, Safeway vacated the mall site.

The subject property in its current configuration was created through subdivision in October, 2007 (File No. 7906-0513-00). The construction of the City-initiated extension of 58 Avenue to 175 Street was completed just prior to this subdivision application. A second City-owned lot to the north of 58 Avenue, at 17565 – 58 Avenue, was also created as part of this subdivision.

In October 2007, the City offered the subject site for sale for redevelopment with a mix of commercial and residential uses. However, this offering did not result in the sale of the property. The City is again offering the subject site for sale for redevelopment for either multi-family residential or a mix of multi-family and commercial-retail uses. The closing date of this latest offering is December 4, 2008.

Various City plans and policies document the strategic role of the Cloverdale Mall site in revitalizing the Cloverdale Town Centre. A Council-initiated rezoning of the subject site will provide prospective purchasers with certainty as to the intended uses and densities that will be permitted on the subject site and the approval by Council of a general Development Permit will provide prospective purchasers with some certainty about design considerations in relation to the development of the site.

The purpose of this report is to recommend rezoning of the subject site to a Comprehensive Development Zone (CD), which will allow its redevelopment into a multi-family residential development or a mixed-use multi-family residential-commercial development. A companion Official Community Plan (OCP) amendment to support the density recommended in the proposed CD Zone is also proposed. This report also presents a general Development Permit, which articulates development principles and a schematic site layout for the site.

DISCUSSION

Various City plans and corporate strategic plans provide the policy basis for the proposed Council-initiated rezoning of the Cloverdale Mall site.

Cloverdale Town Centre Plan and Urban Design Concept

The Cloverdale Town Centre Plan and Urban Design Concept, which was approved by Council on October 30, 2000, identifies the redevelopment of the Cloverdale Mall as an integral component in the strategy to revitalize the Cloverdale Town Centre.

The redevelopment of the Mall site would address the main objectives of the Plan to:

- Support existing commercial development in the Town Centre or stimulate further growth;
- Provide new or enhanced shops and community services for Town Centre residents, employees and visitors;
- Create pedestrian-friendly buildings and public spaces that enhance the character of the Town Centre; and
- Increase the residential population within walking distance of the core.

The economic strategy completed as part of the Cloverdale Town Centre Plan noted that all City lands within the Cloverdale Town Centre are good candidates for commercial or multi-family residential development. In particular, it notes that the Cloverdale Mall has significant potential for expansion.

A recent market and land use analysis identifies both multi-family residential and mixed-use residential and commercial as redevelopment options for the Mall site, which create economic vitality and improve the overall attractiveness of the Cloverdale Town Centre.

Economic Development Strategy

On September 8, 2008, Council adopted the Economic Development Strategy for the City of Surrey with the following Mission Statement:

Surrey will be known as the premier city for business investment and job creation in the Metro Vancouver Region.

Stemming from this Mission Statement are three Economic Development Objectives:

Objective 1

Expand and diversify employment opportunities, including high value jobs.

Objective 2

Establish Surrey as a premier investment location.

Objective 3

Strengthen Surrey's dual roles as a vibrant urban economy and a centre of agricultural production.

Under each of these three objectives is a series of strategies, each of which contain specific actions. One of the strategies under Objective 2 is to ensure the City policies and regulations are supportive of business development. The proposed rezoning of the Cloverdale Mall is intended to provide a regulatory framework to position the subject site and to optimize its strategic role in supporting existing commercial development in the Cloverdale Town Centre, especially along the two main streets: 176 and 176A Streets.

Employment Lands Strategy

The Employment Lands Strategy, anticipated to be approved by Council on November 24, 2008, outlines an employment vision for the City based on Surrey's economic objectives. This vision is supported by a number of key principles. Of specific relevance to the Cloverdale Mall and Cloverdale Town Centre is the following principle:

The City supports vibrant urban centres (i.e. City Centre and Town Centres) and corridors that provide employment, services and a community focus for local and regional populations.

In this regard, the Employment Lands Strategy recommends mixed use (residential with office/commercial) on lands around the Cloverdale Town Centre and support for higher density residential in areas in and adjacent to the Town Centre to provide the population base to support commercial activity.

Proposed OCP Amendment (Appendix I)

As described above, the Mall site is designated "Town Centre" in the OCP. The maximum allowable density of the Town Centre designation is a Floor Area Ratio (FAR) of 1.5. To provide the population base to support vibrant commercial activity in the Cloverdale Town Centre, it is recommended that the allowable density of the Town Centre designation as it pertains to the Cloverdale Mall site be increased to an FAR of 2.0 for multiple residential uses. The proposed 2.0 FAR is identified as the threshold needed to make the redevelopment financially feasible.

This City-initiated proposed density increase is intended to trigger and support a redevelopment of the Mall site with the majority of parking underground, an enhanced public realm, and greater opportunities for open space and more public amenities, such as a small village marketplace, as envisioned in the Cloverdale Town Centre Land Use and Urban Design Concept Plan.

While at this time, the proposal to increase the allowable density of the Town Centre designation to an FAR of 2.0 is restricted to the subject site, it is anticipated that the upcoming major review of the OCP will include a review of the allowable density within the Town Centre designation across all of the City's town centres. This review may result in a recommendation to increase the FAR for all lands within the Town Centre designation.

Proposed CD Zone (Appendix II)

The current C-8 zoning of the subject property permits retail commercial and office uses to a maximum Floor Area Ratio (FAR) of 0.8. However, the C-8 Zone does not permit any multi-family residential uses.

The Town Centre Commercial Zone (C-15) permits a wide range of retail commercial, office and multi-family residential uses which could support the redevelopment of the subject property. However, the C-15 Zone is limited to a maximum Floor Area Ratio (FAR) of 1.5 and residential uses cannot exceed 67% of the developed floor area of a project. As such, a Comprehensive Development Zone (CD) is proposed for the subject site.

While the permitted uses in the proposed CD Zone are based on the C-15 Zone, the maximum FAR is proposed to be increased to 2.0 and 100% of the allowable floor area may be utilized for residential uses in the form of apartments and/or townhouses. The option in the proposed CD Zone to permit 100% residential is intended to support various policy and strategic directions, as described above, to increase the population base in the Town Centre area to support vibrant commercial activity in the Town Centre.

The proposed CD Zone also permits retail, office and other commercial uses with the exception of Assembly Hall and Tourist Accommodation, to a maximum FAR of 0.15. Based on the area of the site, approximately 7,600 square metres (82,000 sq. ft.) of commercial floor area could be constructed. By comparison, the existing Cloverdale Mall has a gross floor area of approximately 9,290 square metres (100,000 square feet).

The C-8 Zone permits a maximum building height of 12 metres (40 ft.) and the C-15 Zone permits a maximum building height of 14 metres (45 ft.). To accommodate the proposed allowable floor area in a manner that maintains adequate outdoor open spaces, proper vehicular and pedestrian circulation and context responsive building massing and heights, which provide an appropriate interface with neighbouring properties and land uses, the proposed CD Zone permits a maximum building height of up to 27 metres (90 ft.). This would allow the development of a landmark building of approximately 8 storeys in height, which combined with other urban design elements, would provide a significant place-making opportunity not only for the subject site but also for the Cloverdale Town Centre as a whole.

All other aspects of the proposed CD Zone are based on the requirements of the C-15 Zone.

Public Consultation

In accordance with Council policy, development proposal signs were erected on the subject property. To date, staff have not received any feedback in response to these signs.

In addition, Planning staff met with representatives of the Cloverdale District Chamber of Commerce and the Cloverdale Business Improvement Area (BIA) on the proposed OCP amendment and rezoning of the Cloverdale Mall. Both the Chamber of Commerce and Cloverdale BIA representatives are generally supportive of the proposal. However, they did express some concern that a redevelopment of the subject site without any commercial-retail uses would have fewer positive benefits for the Cloverdale Town Centre than a mixed-use project.

General Development Permit

The proposed General Development Permit articulates development principles and presents a schematic site layout, which provides the framework for the siting of buildings, vehicular and pedestrian circulation, and location of open spaces (Appendix III). The key development principles articulated in the general Development Permit are to:

1. Create a complete, walkable community;
2. Integrate into the existing Cloverdale Town Centre;
3. Create a contextual development; and
4. Create a sense of place.

The purchaser of the subject site will be required to submit a Development Permit application with detailed architectural and landscape plans for Council consideration and approval. The Development Permit application will proceed through the usual Development Permit application review process.

Engineering Servicing

The site is currently serviced to historical C-8 standards. Depending on the future land uses and densities proposed for the site, water, sanitary sewer, and storm drainage mains may need upgrading. Additionally, utility mains located within statutory rights-of-way currently encumber the northerly and westerly portions of the site, which may require relocation depending on the future site layout. Roadwork including upgrades to the existing lane along the east edge of the site and to site accesses from the fronting roads will also be dependant on future site development.

Site servicing is proposed to be deferred until the site is sold and the purchaser submits a Development Permit application. As such, Council approval of a Development Variance Permit deferring works and services is required. Site servicing will be the responsibility of the purchaser of the subject site. As such, the purchaser will be required to enter into a servicing agreement with the City.

CONCLUSION

The City has recently issued an invitation to offer to purchase the Cloverdale Mall site located at 5710 – 175 Street in the Cloverdale Town Centre. The offering contemplates a redevelopment of the subject site for either multi-family residential or a mix of multi-family residential and commercial-retail uses.

Various City plans and policies document the strategic role of the Cloverdale Mall in revitalizing the Cloverdale Town Centre. This report describes how a Council-initiated rezoning of the subject site will provide prospective purchasers with certainty as to the intended uses and the maximum densities of the subject site and recommends that Council support a rezoning of the site to a Comprehensive Development Zone (CD).

The CD Zone will allow redevelopment of the subject site to either a comprehensively planned multi-family residential or mixed use residential-commercial development to a maximum FAR of 2.0. A companion Official Community Plan (OCP) amendment to support the density recommended in the proposed CD Zone is also presented. This report also presents a general Development Permit, which articulates development principles and a schematic site layout for the site, as well as a Development Variance Permit to defer the construction of works and services.

The Cloverdale District Chamber of Commerce and the Cloverdale Business Improvement Area were consulted on the proposed OCP amendment and rezoning. While generally supportive of these proposals, both groups would prefer to see the site redeveloped with a mix of residential and commercial-retail uses rather than all residential.

It is recommended that Council instruct the City Clerk to bring forward the necessary amendment by-laws for the required readings and to set a date for the Public Hearing.

Jean Lamontagne
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Attachments

- Appendix I Proposed OCP Amendment By-law
- Appendix II Proposed CD By-law
- Appendix III Development Principles
- Appendix IV Development Variance Permit No. 7908-0279-00