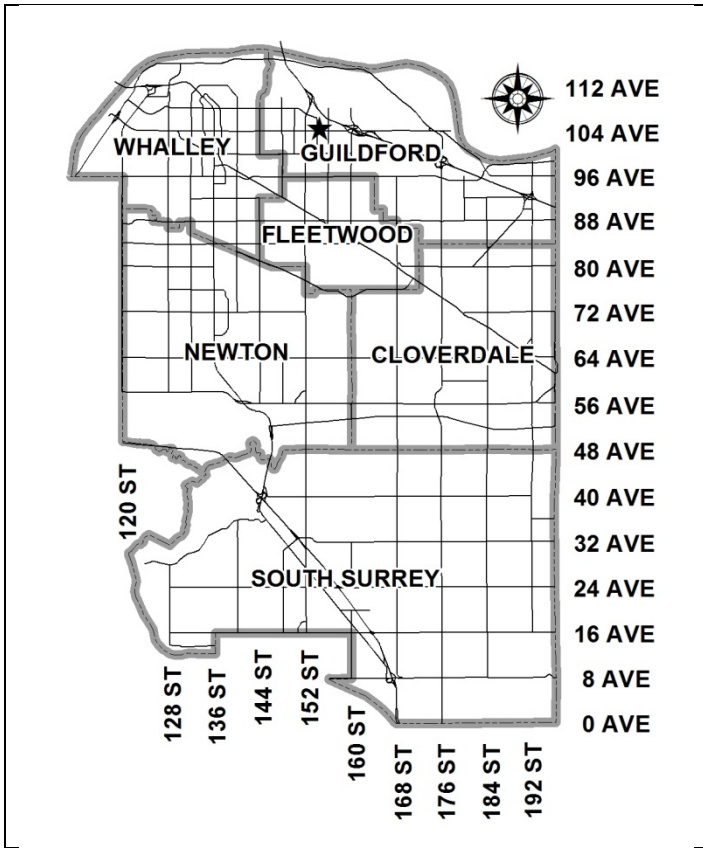


City of Surrey  
**PLANNING & DEVELOPMENT REPORT**

File: 7915-0008-00

Planning Report Date: June 15, 2015



**PROPOSAL:**

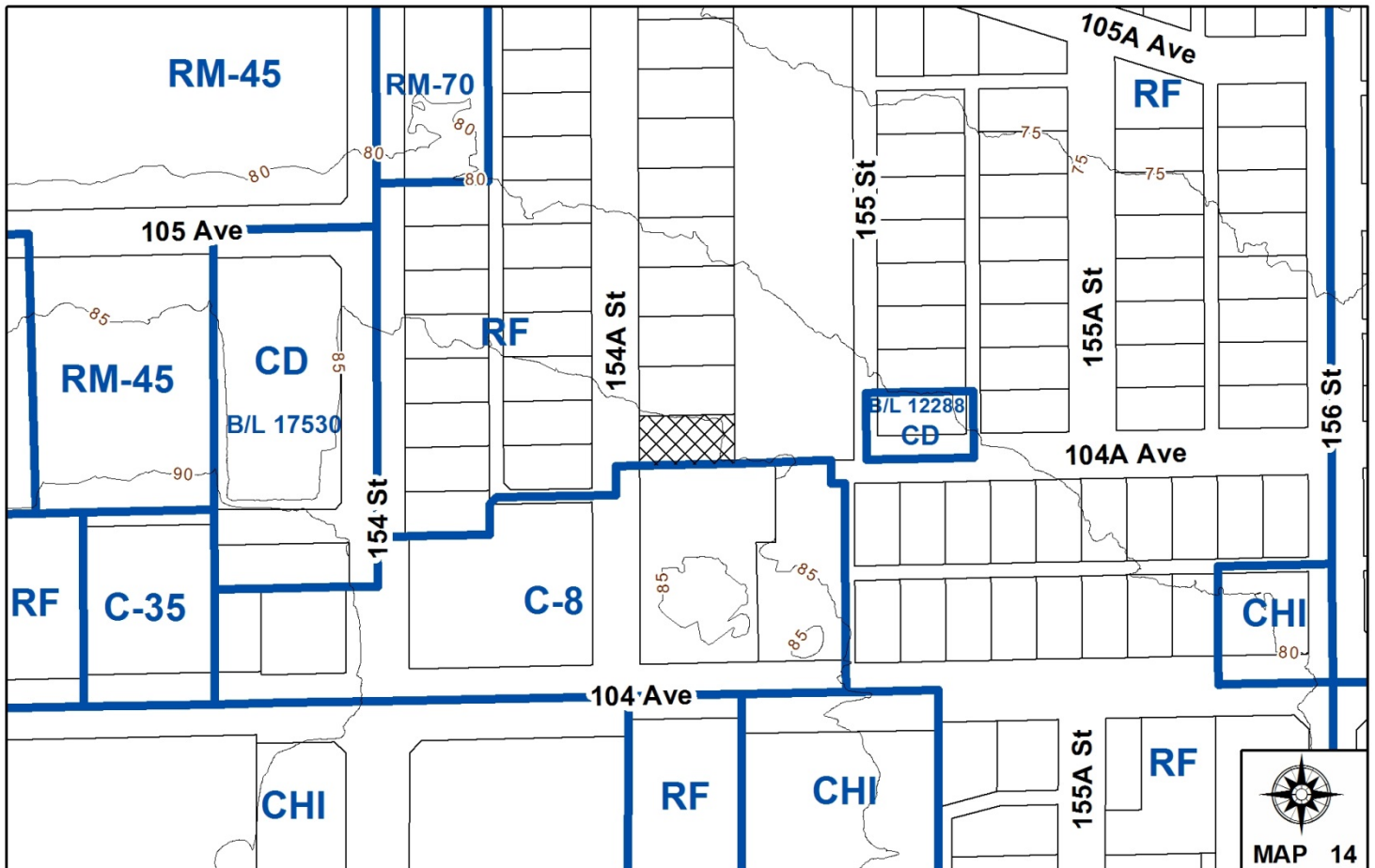
- **Rezoning** from RF to CD (based on CCR) to permit the operation of a child care centre for up to 24 children with no residence, within an existing single family dwelling.

**LOCATION:** 10454 - 154A Street

**OWNER:** Indravadan Shah

**ZONING:** RF

**OCP DESIGNATION:** Multiple Residential



### RECOMMENDATION SUMMARY

The Planning and Development Department recommends that this application be denied.

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Does not fully comply with the City's guidelines for the location and siting of child care centres.
- The proposed number of on-site parking spaces does not meet the minimum requirement.

### RATIONALE OF RECOMMENDATION

- The applicant does not intend to retain a residential use on the property, and therefore, the child care centre will constitute a singular use on the subject property. A child care centre as a stand-alone use in a converted single family dwelling is not permitted under the CCR Zone. A CD Zone is therefore being requested.
- The subject property is designated "Multiple Residential" in the Official Community Plan (OCP), which allows for redevelopment to a higher density. The subject site is within close proximity of the future rapid transit along 104 Avenue, and therefore, increased densities near the 104 Avenue transit corridor are appropriate and necessary, to support the proposed expansion of the rapid transit network. Typically, child care centres are long term ventures. If approved, the proposed rezoning to allow a larger child care centre on the subject property could further delay the redevelopment of this area.
- The proposed child care centre, for up to 24 children, will generate additional left turn demands at the intersection of 104 Avenue and 154A Street, which is a non-signalized intersection. Due to the high volume of traffic in this area, the westbound, left-turn queuing lane at 154A Street is at capacity and already causes safety concerns and operational delays. Expansion of the existing child care centre from eight (8) to twenty-four (24) children will place additional pressure at this non-signalized intersection.
- The subject property is located on 154A Street, which currently terminates 275 metres (900 ft.) to the north. There is no alternative vehicle access to the subject site until redevelopment triggers improvements to the road network in the area. In comparison to a child care facility located on a through-street, a site without an alternative vehicle access (like the subject site) effectively doubles the number of vehicle trips per day, as travel both to and from the same street is required.
- The four (4) on-site parking spaces for the proposed child care centre do not meet the minimum By-law requirement of six (6) on-site parking spaces. Additionally, the proposed U-shaped driveway is not supported as proposed; and, if modified by the applicant to comply with Engineering Design standards, could further reduce the number of on-site parking spaces.
- City staff have identified a need for a 20-metre (65.5-ft.) wide east/west road (104A Avenue) connecting 154A Street and 155 Street, in order to support the anticipated increase in density with a finer grained road network and improve connectivity and walkability in the neighbourhood. The approval of a larger child care centre within the existing single family dwelling on the subject lot will further delay the expansion and improvement of the road network in this area.

RECOMMENDATION

The Planning & Development Department recommends that this application be denied.

Should Council find merit in the proposal however, the application should be referred back to staff to complete the development application review process including the necessary referrals.

SITE CHARACTERISTICS

Existing Land Use: Single family dwelling, which is intended to remain.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North:	Single family dwelling.	Multiple Residential	RF
East:	1.45-hectare (3.6-acre) vacant lot owned by the Fraser Valley Real Estate Board.	Multiple Residential	RF
South:	Two-storey office building occupied by the Fraser Valley Real Estate Board.	Commercial	C-8
West (Across 154A Street):	Single family dwelling.	Multiple Residential	RF

DEVELOPMENT CONSIDERATIONS

- The subject site is located at 10454 – 154A Street in Guildford, on the east side of 154A Street just north of 104 Avenue.
- The subject property is designated "Multiple Residential" in the Official Community Plan (OCP) and is zoned "Single Family Residential Zone (RF)". The property is occupied by a single family dwelling, which is proposed to be retained.
- The existing single family dwelling on the subject property has been licensed by Fraser Health since the start of the year (January 2015) to operate a residential child care centre (A to Z Childcare Centres) for up to eight (8) children, ranging in age from infant to five (5) years old.
- Provincially regulated and licensed child care centres that accommodate up to a maximum of eight (8) children are permitted in any residential zone, including the subject property, provided the child care centre is accessory to a residential use. A rezoning is required to increase the capacity beyond eight (8) children.
- The applicant is proposing to rezone the subject property from RF to "Comprehensive Development Zone (CD)" based on the "Child Care Zone (CCR)" in order to permit a child

care centre for a maximum of twenty-four (24) children within the existing single family dwelling on the subject property.

- The CCR Zone allows a child care centre provided it does not constitute a singular use on the property. The applicant does not intend to retain a residential use on the property, and therefore, the child care centre will constitute a singular use within the existing single family dwelling on the subject site. To address the stand-alone child care use, as well as limited on-site parking, the applicant has proposed to rezone to a CD Zone based on the CCR Zone.

### Child Care Centres

- Currently, the applicant, along with his spouse, operate four (4) other child care centres (A to Z Childcare Centres) in Surrey at the following locations:
  - 15438 – 92 Avenue (zoned CD By-law No. 13559 and allows up to 40 children);
  - 16433 – 86B Avenue (zoned CD By-law No. 13389 and allows up to 8 children);
  - 8613 – 162 Street (zoned CCR and allows up to 25 children); and
  - 16128 – 86B Avenue (zoned CCR and allows up to 25 children).
- The proposed child care centre on the subject property is intended to operate from 7:30 a.m. to 6:00 p.m., Monday through Friday, except holidays, and accommodate 24 children ranging in age from infant to five (5) years old.
- There will be three (3) full-time staff members employed on site.
- In 1990, the City completed a report entitled "Guidelines for the Location and Siting of Child Care Centres". The following demonstrates how the subject proposal meets the locational and siting guidelines outlined in the report:
  - *Locate centres close to child-oriented facilities.*
    - The subject site is located about one-half (0.5) of a kilometre (1,650 ft.) from Harold Bishop Elementary School, and approximately one (1.0) kilometre (0.6 mile) from Dogwood Elementary School, William F. Davidson Elementary School, and Holly Elementary School (Appendix III).
    - Guildford Heights Park is located about 0.5 kilometre (1,650 ft.) to the south, across 104 Avenue, while Guildford Recreation Centre is located about 0.6 kilometre (2,000 ft.) to the west, across 152 Street.
  - *Avoid siting along arterial streets or on a cul-de-sac.*
    - The subject site is located on 154A Street (local road), which connects to 104 Avenue (arterial road) to the south. Similar to a cul-de-sac road, 154A Street is currently a dead-end street with vehicle access via 104 Avenue only.
  - *Avoid undue concentration of centres.*
    - The Guidelines recommend that child care centres should be located in areas that are currently under-served by child care, to avoid undue concentration of centres.

- Based on the information provided by the Surrey Community Resource Maps, there are seven (7) existing child care centres within one (1.0) kilometre (0.6 mile) of the subject site, excluding the subject site itself, which currently contains a licensed child care centre for up to eight (8) children.
- The seven (7) nearby child care centres accommodate 162 child care spaces. Of the seven (7) centres, two (2) are located in elementary schools (Dogwood Elementary and Harold Bishop), and one is located in the Guildford Recreation Centre. The other four (4) centres are located within single family dwellings and account for 102 child care spaces.
- One (1) of the four (4) child care centres that are within a single family dwelling is located at 15515 - 104A Avenue, which is zoned CD By-law No. 12288, and is one (1) block east of the subject site. This centre (Starbright Educare Day Care) accounts for 49 child care spaces.
- A child care centre is proposed at 10209 and 10215 – 152A Street under Development Application No. 7915-0082-00, and will be considered by Council on June 15, 2015. The applicant is proposing to rezone the southern lot (10209 – 152A Street) from "Single Family Residential Zone (RF)" to "Community Commercial Zone (C-8)" and a Development Permit in order to allow a child care centre in the existing commercial building. The proposed child care centre (Learning Circle) will be licensed for a maximum of 97 children at one time.
- *Provide adequate on-site parking for employees and parents.*
  - The parking requirements for child care centres are outlined in Surrey Zoning By-law No. 12000. Child care centres within a single family dwelling are required to provide two (2) on-site residential parking spaces for the residential use within the single family dwelling, one (1) parking space for every employee and an equal number of parking spaces for pick-up and drop-off, with a minimum of 2 parking spaces.
  - The applicant proposes a stand-alone child care centre, with no residential use. Therefore, the two (2) residential parking spaces are not required. As a result, the proposed child care centre requires a total of six (6) on-site parking spaces, based on a required three (3) full-time employees.
  - The applicant has provided a site plan (Appendix II) showing four (4) on-site parking spaces, which does not comply with the minimum requirement of six (6) on-site parking spaces.
  - The applicant proposes to remove one (1) existing tree (Oak) and pave portions of the front yard in order to provide three (3) of the four (4) on-site parking spaces. The existing driveway will accommodate the fourth on-site parking space. The site plan was not reviewed by an arborist, and therefore, it is unclear if the proposed parking spaces will negatively impact the trees. If Council supports the proposal, the applicant will need to hire an arborist to confirm the impact on the existing, on-site trees.

- *Provide adequate fencing, screening, setbacks and outdoor play areas.*
  - The site plan (Appendix II) shows that an outdoor play area can be accommodated within the rear yard along the east lot line. The rear yard is enclosed with a cedar fence.

## PRE-NOTIFICATION

Pre-notification letters were sent on April 20, 2015, and staff received one (1) telephone call requesting additional information.

*(The caller did not respond to two telephone voice messages that were left for him to contact Planning staff to discuss the proposal.)*

The applicant submitted a total of 26 letters of support, as well as a petition signed by approximately 75 supporters, with the submission of the development application. Of the supporters, only one (1) property address is located within the 100-metre (330-ft.) pre-notification area of the subject property. The remaining supporters are located throughout Surrey (particularly in Newton and Fleetwood) and in Delta. A small number of supporters did not provide a property address.

## PROJECT EVALUATION

### Context and Future Development Impacts

- The subject property is located just outside the boundaries of the Guildford Town Centre and is designated "Multiple Residential" in Official Community Plan (OCP). The subject property is situated in a neighbourhood largely comprised of older, single family dwellings, many of which are more than 45 years old.
- The site is in close proximity to future rapid transit along 104 Avenue, higher density multiple residential developments, the Guildford Town Centre Mall, the Guildford Recreation Centre and Library, and other amenities in the Guildford Town Centre area.
- The current single family land use and density on the subject property is considered an interim use. It is anticipated that the subject site and the adjacent properties will consolidate and redevelop at a density more consistent with the Multiple Residential designation in the OCP.
- The Fraser Valley Real Estate Board (FVREB) owns and operates their main office at 15463 - 104 Avenue, which is directly south of the subject property. The FVREB also owns the property at 15429 - 104 Avenue, which is located to the west across 154A Street and is currently utilized by the FVREB as a parking lot.
- Additionally, the FVREB owns the large 1.45-hectare (3.6-acre) vacant lot (10515 - 155 Street) directly east of the subject application property. A representative at the FVREB stated that there are no immediate plans to redevelop any of the three (3) FVREB properties, particularly the properties that are occupied by their office and the parking lot.

- The representative stated that the FVREB has established an internal task force to discuss options for the large vacant lot (10515 – 155 Street), which may include developing the property or selling it. However, there is no confirmed schedule or any commitments to proceed with either option at this time.
- The FVREB has owned the large vacant lot for over 30 years and the board members of the FVREB recognize the redevelopment potential of the property. Therefore, approval of the proposed child care centre on the subject site, which abuts the FVREB's property (10515 – 155 Street) to the southwest, may hinder the redevelopment of this area.

### Rapid Transit

- Over the next 30 years, the population of Surrey is expected to increase by approximately 300,000 people. In order to accommodate the expected growth, the City is committed to the expansion of the existing public transportation network, including the introduction of light rail transit (LRT).
- Currently, the City is proposing two (2) LRT lines – one from City Centre to Langley along Fraser Highway, and one connecting City Centre with Guildford along 104 Avenue and Newton along King George Boulevard.
- The 104 Avenue section of the Newton / City Centre / Guildford LRT line may include up to five (5) LRT stations, including a station at 152 Street adjacent to Guildford Town Centre Mall. An LRT station is tentatively proposed at 104 Avenue and 156 Street as well.
- The subject site is within close proximity of the future LRT stations, and as a result, increased densities near the 104 Avenue transportation corridor are appropriate and necessary, to support the proposed expansion of the rapid transit network.
- Redevelopment of the subject site (and the abutting properties) to a higher density may however, be a challenge if the proposed rezoning to allow a child care centre for up to twenty-four (24) children within the existing single family dwelling on the subject site, is approved.
- Typically, child care centres are long term ventures. The existing child care centre (zoned CD By-law No. 12288) located one (1) block east of the subject site, at 15515 - 104A Avenue, has been in operation since 1995. Therefore, it is reasonable to conclude that approval of the proposed rezoning to allow a child care centre within the existing house on the subject site, may further delay the redevelopment of this neighbourhood, and the necessary road linkages.

### Traffic and Parking

- The subject property is located on 154A Street, north of 104 Avenue. 154A Street is a local road that currently terminates further to the north like a cul-de-sac. There is no alternative vehicle access to the subject site until redevelopment and improvements to the road network occur in the area.
- In comparison to a child care facility located on a through-street, a site without an alternative vehicle access (like the subject site) effectively doubles the number of vehicle trips per day, as travel both to and from the same street is required.

- The proposed child care centre, for up to 24 children, will generate additional left turn demands at the intersection of 104 Avenue and 154A Street, which is a non-signalized intersection. Due to the high volume of traffic in this area, the westbound, left-turn queuing lane at 154A Street currently causes operational issues resulting in safety concerns. Ultimately, the City's Transportation Division intends to restrict this intersection (104 Avenue and 154A Street) to right-in/right-out access in the future by improving the finer grained road network through the redevelopment of the area, which will result in improved connectivity.
- The future redevelopment of the neighbourhood to a higher density may generate additional traffic in the area; however, through the expansion of the public transportation network (LRT and bus) as well as improvements to the road network, vehicle and pedestrian traffic are expected to be offset and dispersed by the additional road and transportation options.
- Currently, the applicant is proposing a total of four (4) on-site parking spaces in the front yard of the subject lot via a U-shaped driveway. The Transportation Division has expressed concerns regarding the proposed U-shaped driveway as it will not conform to the Engineering Design standards.
- Based on the proposed child care centre of twenty-four (24) children, three (3) employees and no residential use, the minimum By-law requirement is six (6) on-site parking spaces. Therefore, there is a shortfall of two (2) on-site parking spaces.
- The applicant states that they have had preliminary discussions with a representative at the Fraser Valley Real Estate Board (FVREB) about utilizing some parking spaces on the FVREB's site (15463 – 104 Avenue) directly south of the subject site. To date, no written agreement has been provided confirming a parking arrangement with the FVREB.
- A representative at the FVREB has confirmed to Planning staff that it would be a challenge to provide parking spaces to other property owners or businesses, given that their existing parking lots are already heavily utilized.

### Road Network

- In 2008, Council approved the Transportation Strategic Plan, which sets goals and priorities for a balanced transportation system in the City.
- In keeping with the goals and priorities identified in the Transportation Strategic Plan, which includes establishing a finer grained road network to improve connectivity and walkability, the Transportation Division has identified a need for a 20-metre (65.5-ft.) wide east/west road (104A Avenue) connecting 154A Street and 155 Street (see Appendix IV).
- As part of a rezoning application, the applicant would typically be required to dedicate 11.5 metres (38 ft.) along the southern portion of the subject property to accommodate the 20-metre (65.5-ft.) wide road, with the remaining 8.5 metres (28 ft.) to be provided in the future by the abutting lot to the south.



- The existing single family dwelling on the subject lot is located in the middle of the site, and as a result, would be impacted by any required road dedication. The applicant believes that the road dedication should not be required as part of the current development application, and instead, should be required in the future when the lots in the area are consolidated and redeveloped to a higher density.
- Staff notes that, if approved, the proposed child care centre within the existing single family dwelling on the subject lot will further delay the lot consolidation and redevelopment of this area, and also impede the extension of 104A Avenue (between 154A Street and 155 Street), which supports the principles of a finer grained road network by improving vehicle and pedestrian connectivity in the area.
- As an alternative to rezoning, staff suggested a Temporary Use Permit (TUP) for a 3-year period, which would not require any road dedication. The applicant indicated no interest in pursuing a TUP.

#### Advantages of Proposal:

- The proposed rezoning complies with some of the locational criteria for the siting of a child care centre, including proximity to elementary schools and parks and easy access to arterial routes.
- The applicant has indicated that there is a growing demand for child care in the area, and therefore, the proposed child care centre for 24 children will help to alleviate the demand.
- There have been no comments or concerns expressed by area residents.
- Although the applicant has provided 26 letters of support and a 75-name petition, only one (1) supporter is within the 100-metre (330-ft.) pre-notification area.

#### Disadvantages of Proposal:

- Increased densities near the 104 Avenue transportation corridor are required, and appropriate, to support the proposed expansion of the rapid transit network. Typically, child care centres are long term ventures. If approved, the proposed child care centre within the existing single family dwelling on the subject lot could further delay the necessary road improvements and redevelopment of this area to a higher density that is consistent with the Multiple Residential designation and OCP policies seeking increased densities along rapid transit routes.
- There is no alternative vehicle access to the subject lot, as access to the 154A Street lot is via 104 Avenue only. A site without an alternative vehicle access (like the subject site) effectively doubles the number of vehicle trips per day, as travel both to and from the same street is required.
- A high volume of traffic travels along 104 Avenue in this area of Guildford, and results in daily traffic delays. Currently, the westbound, left-turn queuing lane at 154A Street is at capacity and causes operational delays. Further expansion of the child care centre will place additional pressure at the non-signalized 104 Avenue / 154A Street intersection.

- The four (4) on-site parking spaces for the proposed child care centre do not meet the minimum By-law requirement of six (6) on-site parking spaces. Additionally, the proposed U-shaped driveway is not supported as proposed, and, if modified by the applicant to comply with Engineering Design standards, could further reduce the number of on-site parking spaces.
- City staff have identified a need for a 20-metre (65.5-ft.) wide east/west road (104A Avenue) connecting 154A Street and 155 Street in order to support a finer grained road network and improve connectivity and walkability in the neighbourhood. The approval of a child care centre within the existing single family dwelling on the subject lot will further delay the expansion and improvement of the road network in this area.

### CONCLUSION

- Staff recognize that there is an increasing demand for child care centres in the City. However, given the issues related to traffic and parking, as well as the possibility of delaying the redevelopment of the area and the expansion of the finer grained road network, staff do not support the proposed rezoning to allow a larger child care centre within the existing single family dwelling on the subject lot.
- Staff suggested that the owner consider a Temporary Use Permit (TUP) to allow a child care centre in the existing single family dwelling on the subject site, on a temporary basis, or to consider a different location. The applicant has stated however, that these are not acceptable options.
- As a result, the Planning and Development Department recommends that the proposed rezoning application be denied.
- Should Council find merit in the proposal however, the application should be referred back to staff to complete the development application review process including the necessary referrals.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners and Action Summary
- Appendix II. Site Plan
- Appendix III. Map of existing and proposed child care centres within 3 kilometres of the site
- Appendix IV. Existing road network and proposed extension of 104A Avenue

*original signed by Judith Robertson*

Jean Lamontagne  
General Manager  
Planning and Development

DN/da

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Information for City Clerk

Legal Description and Owners of all lots that form part of the application:

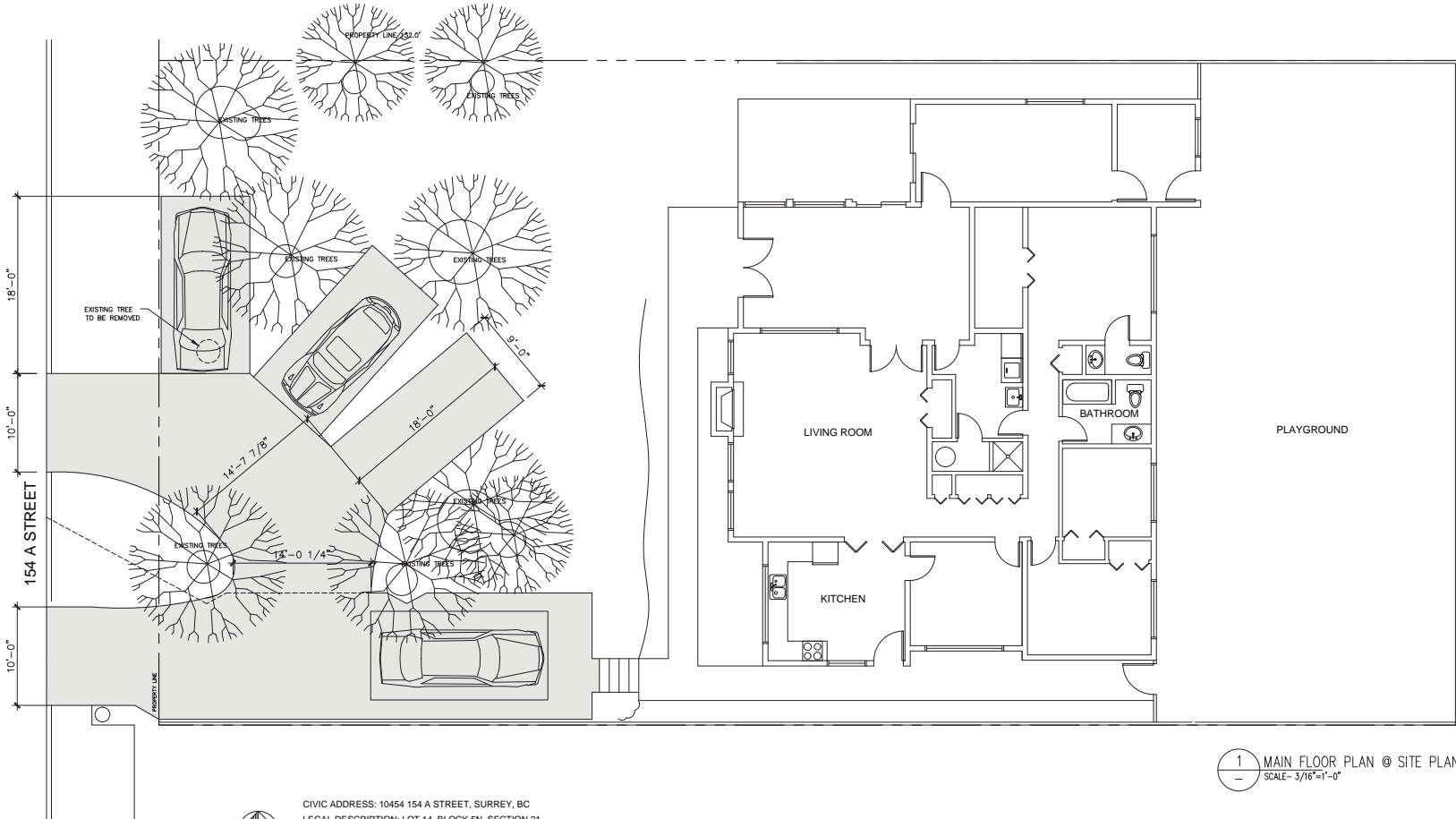
1. (a) Agent:      Name:              Mr. Yatin Shah  
  
   Address:              16433 - 86B Avenue  
   Surrey, BC V4N 5L9  
  
   Tel:                    (604) 725-3342

2.      Properties involved in the Application

- (a)      Civic Address:              10454 - 154A Street

- (b)      Civic Address:              10454 - 154A Street  
                 Owner:                      Indravadan Shah  
                 PID:                              010-142-487  
                 Lot 14 Section 21 Block 5 North Range 1 West New Westminster District Plan 15890

3.      Summary of Actions for City Clerk's Office



CIVIC ADDRESS: 10454 154 A STREET, SURREY, BC  
 LEGAL DESCRIPTION: LOT 14, BLOCK 5N, SECTION 21,  
 RANGE 1W, PLAN 15890, NWD  
 ZONING RF  
 SITE AREA: 854 SM (9194 SF)

1 MAIN FLOOR PLAN @ SITE PLAN  
 SCALE- 3/16"=1'-0"

REVISION	SUBJECT	DATE	REVISION	SUBJECT	DATE



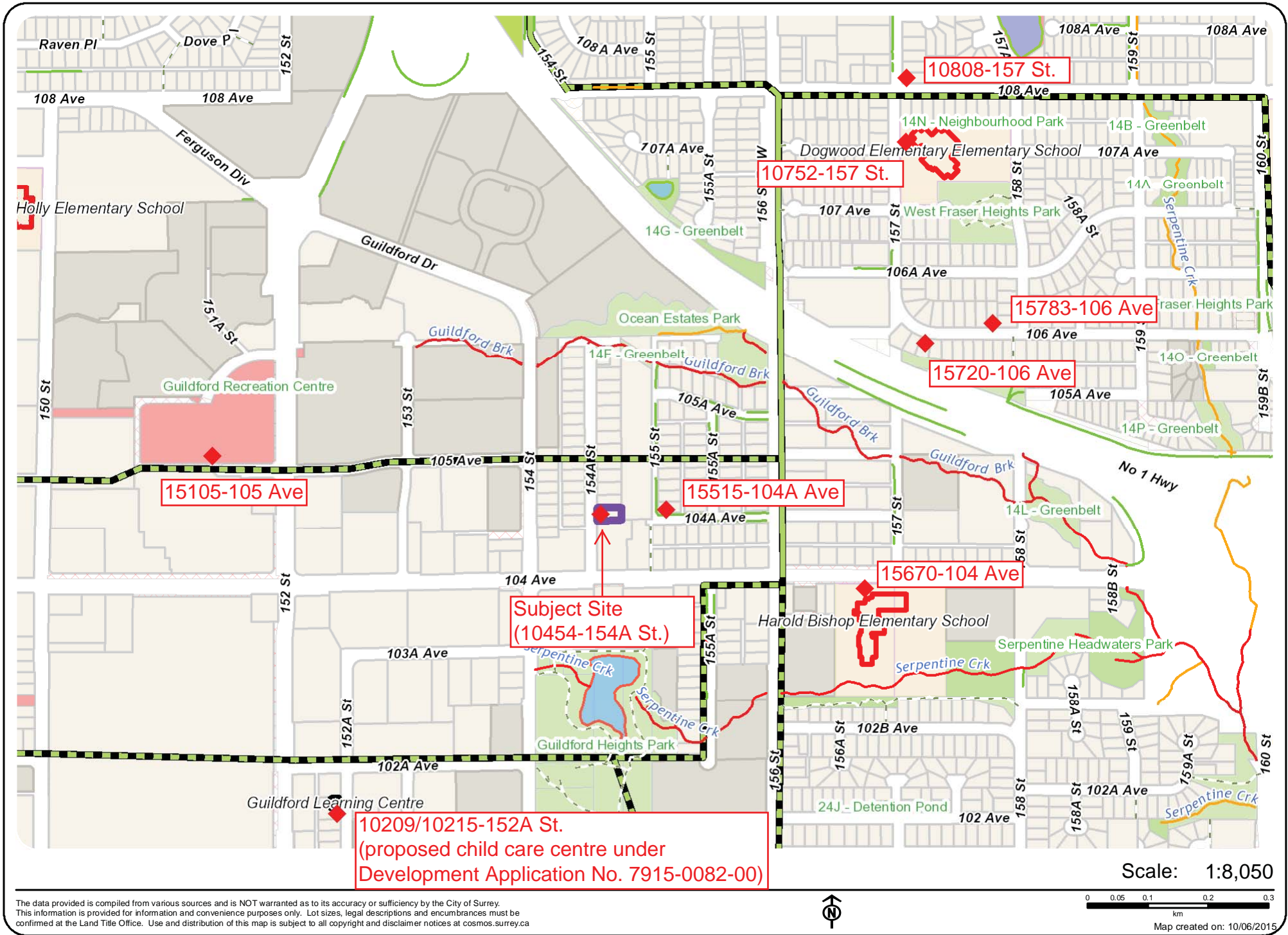
**CHERCOVER MASSIE & ASSOCIATES LTD.**  
 ARCHITECTURE & ENGINEERING  
 # 603-1200 West 73rd Ave. Vancouver, B.C. Canada V6P 6G5  
 Ph: 604-264-1450 Fax: 604-264-1482 Email: cma@shawlink.ca

SEAL	TITLE: SITE PLAN @ GROUND FLOOR PLAN	DWG No
PROJECT: DAYCARE 10454 154 A STREET, SURREY, BC	DATE: AFR 2015	A1 OF -
CONSULTANT:	DRAWN: IVEV	SCALE: as noted
CHECKED:	PROJECT No: 214-202	REVISION

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Existing and Proposed Care Centres within 3 kilometres of the site

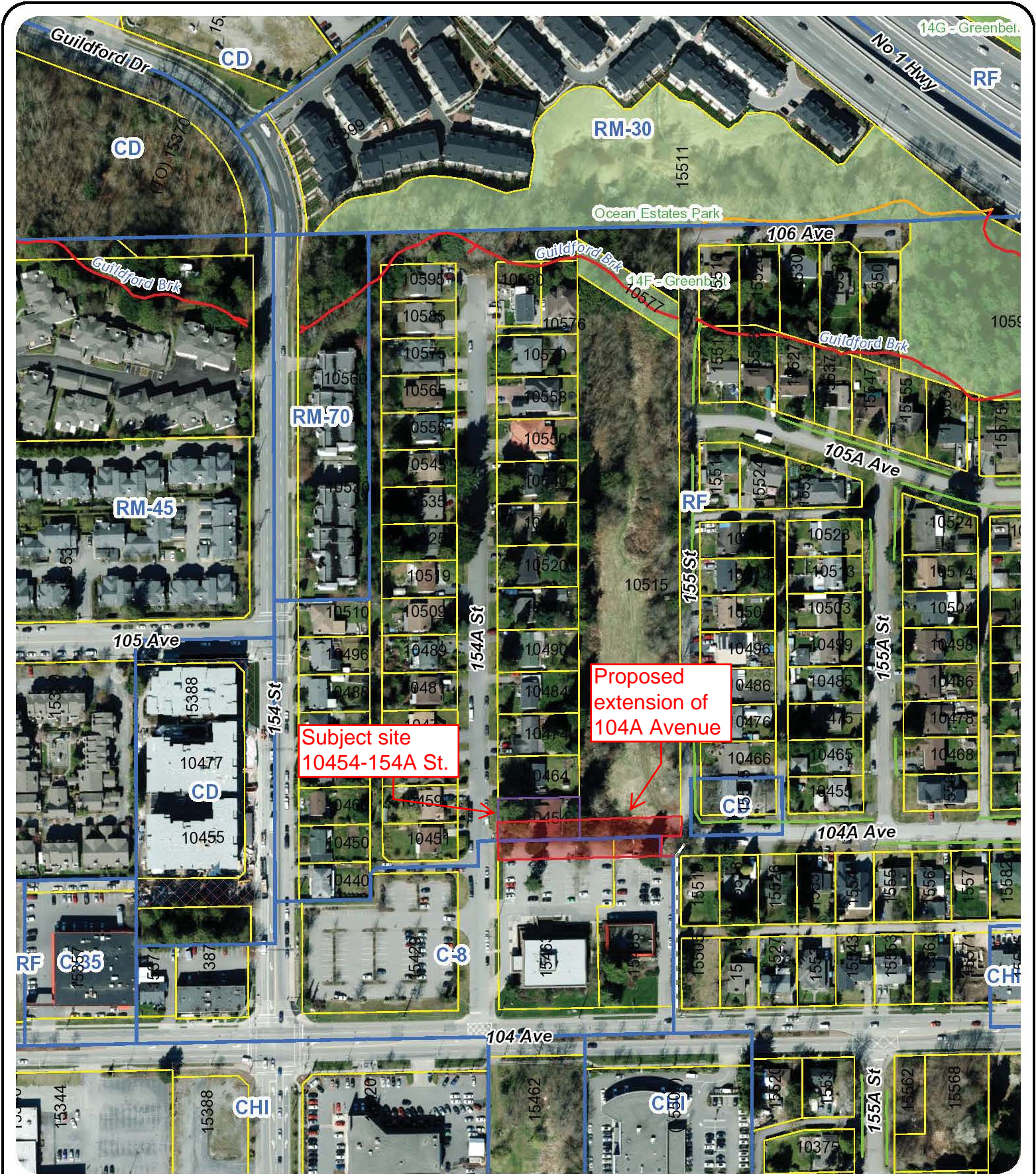


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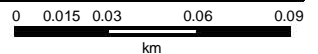
Existing Road Network and Proposed 104A Avenue Extension

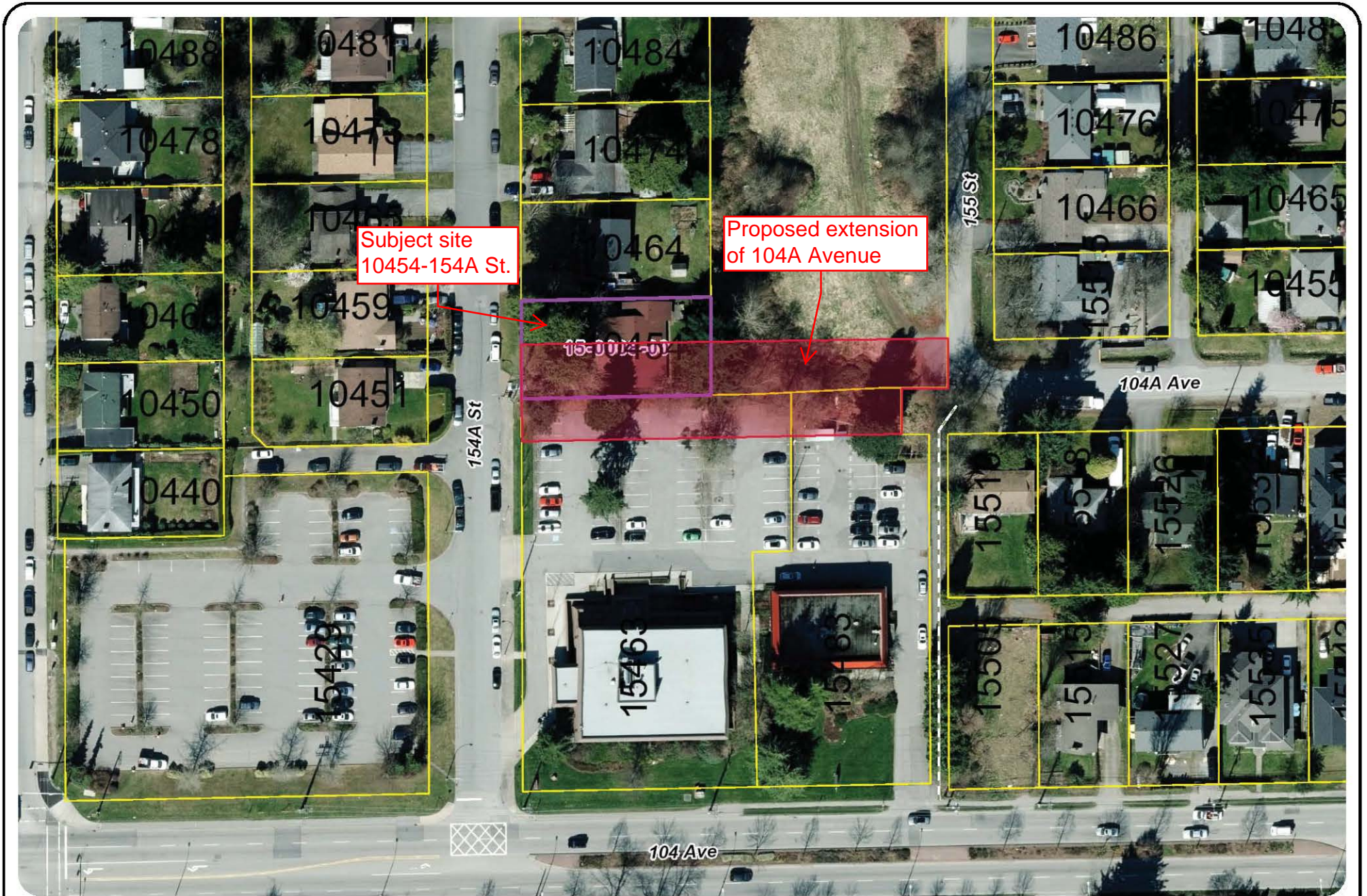


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