

City of Surrey PLANNING & DEVELOPMENT REPORT File: 7915-0215-00

Planning Report Date: September 14, 2015

PROPOSAL:

• Development Variance Permit

in order to vary the off-street parking requirement for a new public secondary school with theatre.

LOCATION: 7278 - 184 Street

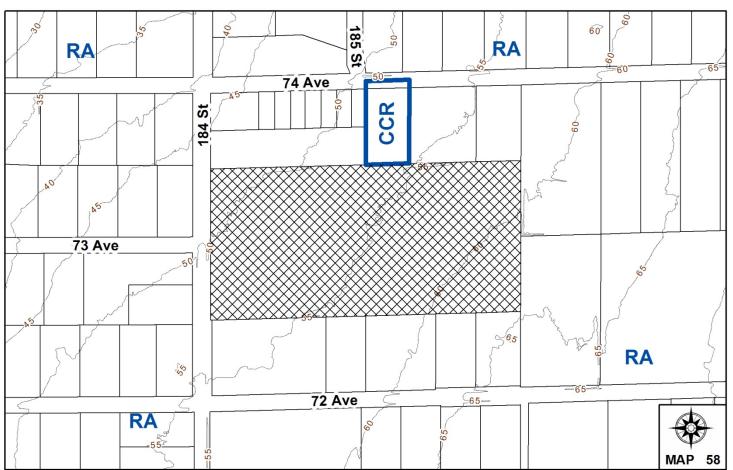
OWNER: Board Of Education Of School

District No. 36 (Surrey)

ZONING: RA

OCP DESIGNATION: Suburban – Urban Reserve

NCP DESIGNATION: Proposed School



RECOMMENDATION SUMMARY

• Approval for Development Variance Permit to proceed to Public Notification.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

• Seeking to reduce the total number of required off-street parking spaces for a public secondary school with theatre from 361 to 228 parking spaces.

RATIONALE OF RECOMMENDATION

- The various uses on the site will have different temporal distributions of parking demand, allowing for shared parking.
- A review of parking demand at existing secondary schools sites in Surrey has determined that
 actual demand for parking at secondary schools is much lower than the rate required as per
 the Zoning By-law.
- Vehicle use by students has decreased as a result of the graduated licensing program.
- The site plan allows for the opportunity to increase the available on-site parking to 305 parking spaces, should demand increase in the future with building additions and/or portable classrooms.

RECOMMENDATION

The Planning & Development Department recommends that Council approve Development Variance Permit No. 7915-0215-00 (Appendix V) varying the following, to proceed to Public Notification:

- (a) to reduce the total minimum number of required off-street parking spaces for a secondary school with theatre from 361 to 228 parking spaces by deleting the requirement to provide 11 parking spaces for every 100 square metres (1,075 sq.ft.) of gross floor area for associated assembly hall/gymnasium and to delete the requirement in the Zoning By-law to provide 1 parking space for every 5 seats for a theatre; and
- (b) to increase the required number of parking spaces for every classroom from 3.0 parking spaces to 3.8 parking spaces.

REFERRALS

Engineering: The Engineering Department has no objection to the proposed

variance. Servicing for the site is being addressed as part of

Engineering file no. 7813-0062-00.

SITE CHARACTERISTICS

<u>Existing Land Use:</u> Acreage parcel with existing buildings to be demolished.

Adjacent Area:

| Direction | Existing Use | Existing Use NCP Designation | |
|---------------------------|----------------------|------------------------------|----------|
| North: | Acreage residential | Neighbourhood | RA, CCR |
| North. | lots, and child care | Commercial, Creek | IVA, CCK |
| | centre with spaces | Buffer, Townhouse | |
| | for up to 25 | Residential, | |
| | children. | Proposed Park | |
| East: Acreage resi | | Medium Density | RA |
| | lots. | Cluster, Urban/ | |
| | | Townhouse Flex | |
| South: | Acreage residential | Townhouse | RA |
| | lots. | Residential | |
| West (Across 184 Street): | Acreage residential | Townhouse | RA |
| | lots. | Residential, Creek | |
| | | Buffer, Proposed | |
| | | Park | |

DEVELOPMENT CONSIDERATIONS

Background and Site Context

- The 7.5-hectare (18.5-acre) subject site, is located on the east side of 184 Street in the West Clayton Neighbourhood Concept Plan (NCP) area. The West Clayton NCP was approved by Council on July 27, 2015 (Corporate Report No. R168) to guide the development of the western portion of the larger area covered by the Clayton General Land Use Plan.
- The subject site is currently zoned "One Acre Residential Zone (RA)". Public schools are a permitted use in any zone.
- The site is designated "Suburban-Urban Reserve" in the Official Community Plan (OCP) and "Proposed School" in the West Clayton NCP.
- The Surrey School District is proposing to develop the new Clayton North Area Secondary School in this location. The new secondary school will consist of 60 classrooms with a capacity for approximately 1,500 students. The new secondary school will accommodate population growth generated by the development of the West Clayton neighbourhood, and will provide relief to Clayton Heights Secondary, École Lord Tweedsmuir Secondary, and North Surrey Secondary Schools.
- In addition, the new secondary school will include a gymnasium, a 191-seat theatre/drama space, and other assembly areas which will be available for use by the school population, and by the larger community outside of regular school hours.
- It is anticipated that the new school will open in September, 2017.

Current Application

- Under Surrey Zoning By-law, 1993 No. 12000, secondary schools are required to provide the following off-street parking spaces:
 - o 3 parking spaces for every classroom;
 - o 11 parking spaces for every 100 square metres (1,075 sq.ft.)of gross floor area for associated assembly hall/gymnasium; and
 - o 2 parking spaces for loading/unloading of buses.
- In addition, the secondary school would be required to provide parking spaces for the associated 191-seat theatre, at a ratio of 1 parking space for every 5 seats.
- The new secondary school is therefore required to provide a total of 361 parking spaces for all uses.
- The School District is requesting a variance to reduce the off-street parking requirement to 228 parking spaces, by eliminating the required parking for the gymnasium/assembly hall and theatre uses but increasing the required number of stalls per classroom to 3.8 parking spaces for every classroom (see By-law Variance Section). The required number of parking spaces for bus loading and unloading will remain unchanged.

BY-LAW VARIANCES AND JUSTIFICATION

(a) Requested Variances:

- To vary the minimum number of required parking spaces in the Zoning By-law for a secondary school with a theatre by deleting the requirement to provide 11 parking spaces for every 100 square metres (1,075 sq.ft.)of gross floor area for associated assembly hall/gymnasium and to delete the requirement in the Zoning By-law to provide 1 parking space for every 5 seats for a theatre; and
- To increase the required number of parking spaces for every classroom from 3.0 parking spaces to 3.8 parking spaces.

Applicant's Reasons:

- As with most schools, the gym, theatre and assembly areas for the new school will not be used by the general public during school hours.
- The Surrey School District reviewed the actual parking demand for three existing secondary schools in Surrey (École Panorama Ridge Secondary, Clayton Heights Secondary and École Lord Tweedsmuir Secondary) and has determined that the actual demand for parking at secondary schools is much lower than that required in the Zoning By-law.
- Each of the three schools noted above have surplus parking spaces on an average day. The actual number of parking spaces used per classroom was observed to range from 2.6 to 3.45 parking spaces per classroom, including portable classrooms located at each of these three schools. The School District is proposing 3.8 parking spaces per classroom for the new Secondary School.
- The implementation of the graduated licensing program has significantly reduced the demand for parking at schools in Surrey. As most students are not able to drive without an adult present in the car until they reach 17 years of age, fewer students are able to drive to school.
- It is possible that the new secondary school may house the French Immersion program currently at École Lord Tweedsmuir. While this program may draw students from a larger geographical area, the review of parking demand at both École Panorama Ridge and École Lord Tweedsmuir indicates that parking utilization rates are similar to "single track" language secondary schools (i.e., those without immersion programs).
- The design of school parking lots and pick-up/drop off areas are physically separated to ensure that vehicle movement does not conflict with pedestrian movements on the school site. Therefore, excess on-site parking does not generally equate to a reduction in congestion at pick-up/drop-off times.
- There will be no reduction in the required number of parking spaces for bus loading and unloading.

Staff Comments:

• The peak parking demand of the subject site will be during the day, for school purposes. Scheduled events and performances within the gymnasium, theatre, and/or assembly areas will occur outside of school hours, and therefore, will not generate overlapping parking demand.

- The gymnasium will be used by the school's students during school hours, and the parking demand for this use will be met as part of the school's parking requirement.
- The proposed parking supply is higher than the observed parking demand at the other 3 secondary schools (3.8 parking spaces per classroom proposed vs. 3.45 spaces per classroom as observed). Staff reviewed the Surrey School District's proposal and is in agreement that the proposed parking supply is appropriate, based on parking demand observed at other secondary schools within the City.
- The site plan indicates that parking capacity can be expanded in the future to allow for 305 parking stalls, should the demand for parking be higher than anticipated. This would increase the ratio of parking spaces to 5.1 parking spaces for every classroom. Alternately, these additional spaces would provide greater flexibility in meeting the potential demand of portable classrooms should they be located on the site in the future.
- Staff support the requested variance.

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. Correspondence from Surrey School District

Appendix IV. West Clayton NCP Land Use Plan

Appendix V. Development Variance Permit No. 7915-0215-00

original signed by Judith Robertson

Jean Lamontagne General Manager Planning and Development

<u>Information for City Clerk</u>

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

1. (a) Agent: Name: Emily Watson

The Board of Education of School District No. 36 (Surrey)

Address: 14033 - 92 Avenue

Surrey, BC V₃V oB₇

Tel: 604-595-5193

2. Properties involved in the Application

(a) Civic Address: 7278 - 184 Street

(b) Civic Address: 7278 - 184 Street

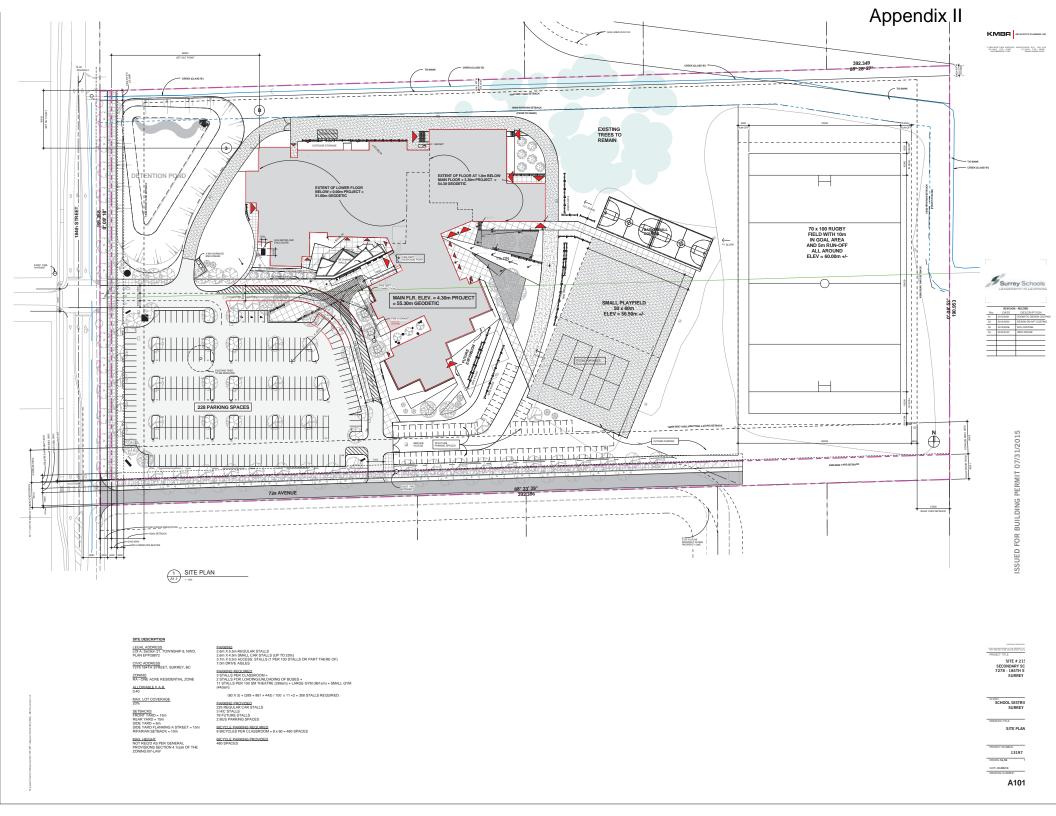
Owner: Board of Education of School District No. 36 (Surrey).

PID: 029-035-023

Lot A Section 21 Township 8 New Westminster District Plan EPP28872

3. Summary of Actions for City Clerk's Office

(a) Proceed with Public Notification for Development Variance Permit No. 7912-0215-00 and bring the Development Variance Permit forward for issuance and execution by the Mayor and City Clerk.





June 30, 2015

Mayor and Council City of Surrey 13450 – 104 Avenue Surrey, BC, V3T 1V8

Dear Mayor and Council,

Subject: DVP Application for Site #215 - Clayton North Area Secondary (7278 184 Street)

The Surrey School District (SD36) is developing a new 1500 capacity (60 classroom) secondary school at the above noted address to serve secondary students in the rapidly growing Clayton area. As well as providing capacity for future growth, the project will provide relief to Clayton Heights Secondary, Ecole Lord Tweedsmuir Secondary and North Surrey Secondary.

This Development Variance Permit application is in regards to the parking requirement for the new secondary school. As per the City of Surrey Zoning By-law, Public Schools are allowed in any zone and under that bylaw secondary schools are required to have:

- 3 parking spaces for every classroom: and
- 11 parking spaces for every 100 square meters (1,075 sq. ft.) of gross floor area for associated assembly hall/gymnasium; and
- 2 parking spaces for loading/unloading of buses

Although not referenced in the above school site requirements, City staff have informed District staff that the theatre parking rates would apply for the school's 191 seat theatre/drama space (1 stall per 5 seats). The current bylaw does provide some leniency for establishments with different temporal distributions under Section A.4(b) of the zoning bylaw however City staff advised that a DVP process was the most appropriate mechanism to pursue a parking relaxation for this site based on our rationale.

| | # of stalls required |
|--|----------------------|
| Zoning Bylaw | 361 |
| Zoning Bylaw with Section A.4(b) invoked | 271 |

The current wording and interpretation of the bylaw envisions that gymnasia, theatre and assembly areas within a secondary school will be used by the community while school is in session (i.e. two to three separate uses at one time). The Surrey School District advises that the gymnasia, theatre and assembly areas for the new Clayton North Area Secondary will not be utilized by the public during school hours, as with most schools. As such the Surrey School District is requesting a Development Variance Permit to better reflect anticipated demand for the new secondary school.



Development Variance Permit Application Considerations

To assist Council and Staff in consideration of this matter, the following information provides rationale for this DVP request.

Secondary Site Parking Comparisons:

The smooth and safe operation of school sites is dependent on the availability of adequate on-site parking to meet the demands of staff, students and visitors to the school site. To determine whether a reduction in the required number of stalls would compromise the operation of the new school, a comparative analysis was untaken looking at three existing secondary schools in the district (all of which have theatres/drama spaces similar to the new school).

| School | # of classrooms | # of students | # of stalls built | # of surplus stalls on an average day | # stalls per permanent classroom | # stalls per classroom including portable classrooms (subtracting any parking loss for portable placement) | Actual # of stalls utilized per classroom |
|--|---|---------------|-------------------------------------|---|--|--|---|
| Ecole Panorama Ridge Secondary | 61 | 1502 | 202 | 40-50 | 3.31 | 3.31 | 2.6 |
| Clayton Heights Secondary | 40 (and 7 portables) | 1270 | 207 | 50 | 5.18 | 4.4 | 3.34 |
| Ecole Lord Tweedsmuir Secondary | 56 (and 8 portables) + extended day schedule | 2001 | 283 (52 covered by portables) | 10 | 5.05 | 3.6 | 3.45 |
| Site 215 -New North Clayton Under Bylaw | 60 | 1500 | 361 | N/A | 6.0 | 6.0 | N/A |
| Site 215 -New North Clayton Zoning Bylaw with Section A.4(b) invoked | 60 | 1500 | 271 | N/A | 4.5 | 4.5 | N/A |



The chart above shows that the actual demand for parking at secondary schools is much lower than the limits outlined in the bylaw, even with the application of section A.4(b). The peak use of school parking lots is during the school day, during school hours at which point community use or theatre productions are not running. For example, the parking pressures associated with a student body and staff for the 2,000 students at Lord Tweedsmuir far exceed the demand onsite for special events and productions which are scheduled off-peak. Ecole Panorama Ridge has an entire parking lot that is almost never used.

Graduated Licensing Program:

One factor that has significantly reduced demand for parking at secondary schools, is the implementation of the graduated licensing program. Under this program, most students aren't able to drive without an adult in the car until they are 17 years old. This means there is one less cohort of students able to drive and park at school.

Joint Use of School Sites:

Although many of the district's schools are leased outside of school hours, none of the three schools analyzed above rent their gymnasia or assembly areas for community use during school hours. Theatres in secondary schools are predominantly used for drama class an as an assembly area for a large amount of students (for example a grade 8 cohort meeting). As such, the assembly areas in schools do not impact peak parking demand. As a matter of Board of Education policy, school facilities are to be first and foremost available for educational proposes and alternate uses are only considered where operationally feasible (this includes a consideration of parking availability).

Given the above, it would seem excessive to layer the 'per classroom' parking requirement on top of the 'per 100 square metre' requirements for assembly areas and the 'per seat' requirement for theatres. In addition to this, the assembly space parking ratio for a secondary school (11 stalls per 100 square metre) is higher than the stand alone assembly space parking ratio (10 stalls per 100 square metre) as it uses the higher rate for gymnasia.

Geography of Catchment Area:

A preliminary option analysis has been done on the catchment area for the new Site 215 - Clayton North Area Secondary School. By nature of the school's location, all catchment options will include both a dense and growing urban component as well as more dispersed rural areas. Much of the school's potential catchment area is subject to significant densification over time as outlined in approved and future NCPs (Annidale Tynhead, West Clayton and North Clayton). New catchment areas will be developed in consultation with the community.

Given the above, we plan to open the school under capacity for two reasons: 1) it's likely some secondary students in the new catchment area will be able to continue on and graduate from their existing school and 2) the catchment area will include future high growth areas, therefore some remaining capacity will be held to accommodate students associated with this growth in the future



Educational Programing:

It is possible the new secondary school could house the area's secondary French Immersion population, currently at Lord Tweedsmuir. This potential program move has not been subjected to community engagement or Board approval. French Immersion does draw students from a larger geographical area however the examination of parking demand at Ecole Lord Tweedsmuir and Ecole Panorama Ridge, show that the parking utilization rates are similar to single track language secondary schools.

Mode Share:

Because current practice is to await developer led road and pedestrian network upgrades, there may initially be some challenges safely accessing the site by sustainable modes of transportation (walking, bicycling and transit) from surrounding areas until development moves north. Based on the City's transportation plans for this area, that should only be a short/medium term challenge and any additional vehicular demand associated with that should be offset by the fact enrolment is expected to be below capacity for some time. The school district encourages the City to prioritize transportation projects in this area where possible to increase sustainable mode share in the near term. The school is building high quality pedestrian and cycling amenities along the school site's road frontage.

It's worth noting that in the design of school parking lots and pick-up and drop-off areas, the parking for staff and students is often physically separated or temporarily barricaded from the pick-up and drop-off areas. This is done to reduce conflicting vehicular movements onsite, reduce conflict with pedestrians (from backing in and out of stalls) and to create a clear and legible pick-up and drop-off practice for each site. This means that excess parking on-site does not generally equate to a reduction in congestion at pick-up and drop-off times. As with all transportation infrastructure, it is inevitable that peak times some pressure will be placed on the site and the surrounding area.

Requested Parking Variance

Based on the above information the Surrey School District is requesting a Development Variance Permit to:

- Increase the stalls per classroom from 3 to 3.8
- Waive the bylaw requirement for 11 parking spaces for every 100 square metres of gross floor area for associated assembly hall/gymnasium; and
- Waive the bylaw requirements for additional theatre parking spaces
- Maintain all other parking/loading requirements as per the current bylaw

The above would yield a parking requirement of <u>228 stalls</u> (which averages to 3.8 stalls per classroom) which are shown in dark grey on the attached site plan. Although District staff don't necessarily feel the additional parking for a theatre within the school is required, we feel the parking variance option outlined above strikes an appropriate balance of City staff considerations, the intent of the current bylaw and allows for a parking buffer for one-time events that may place pressure on the site. The site plan also indicates how 305 stalls could be accommodated on-site



should parking requirements increase in the future. The Surrey School District is committed to containing the parking demand associated with the use of this site on the site itself.

Although the school district is seeking a Development Variance Permit for this specific project, District and City staff have discussed that a more permanent solution, likely in the form of a bylaw text amendment, would be the most preferable outcome longer term to prevent the requirement for continued DVPs. We are happy to work collaboratively with City staff on this process moving forward and provide information as required.

It is worth bringing to Council's attention that the school district is only receiving funding for 3 parking stalls per classroom from the Ministry of Education (180 stalls) based on the premise they are funding the stalls used for educational purposes under the bylaw. Funding for the additional parking stalls, above the 3 stalls per classroom, are to be found elsewhere in the project budget.

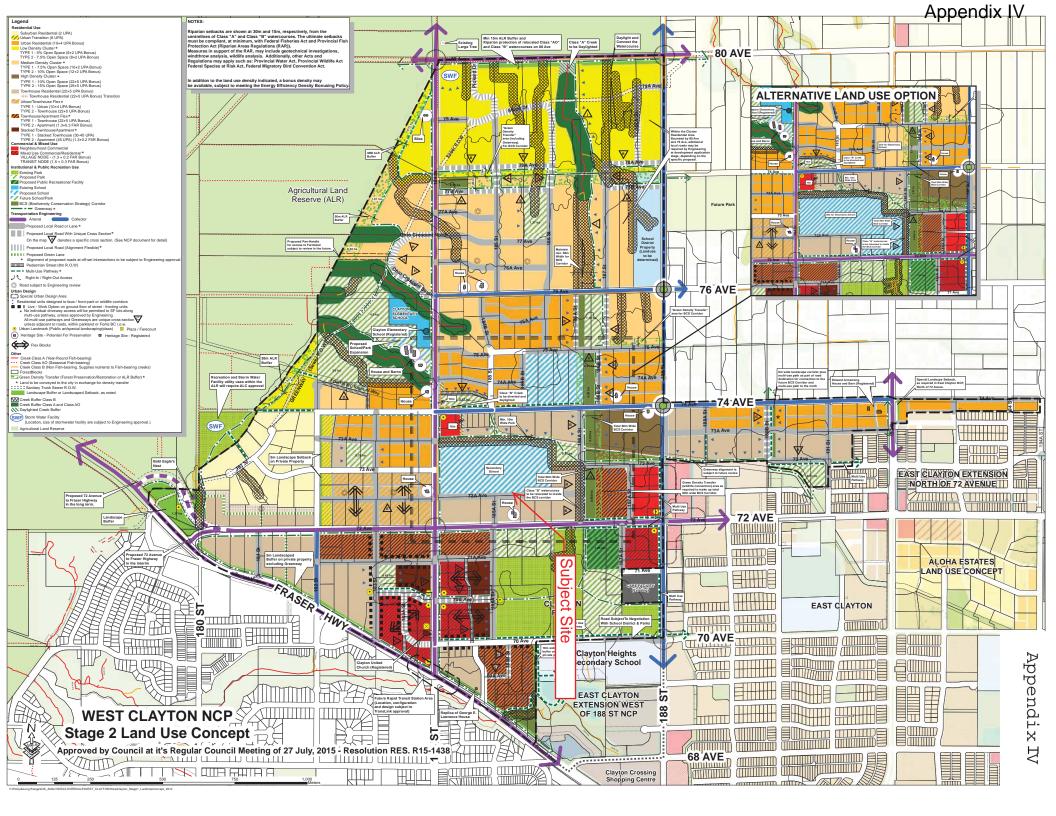
Respecting that the funding challenges in relation to this site are the purview of the Board of Education and Ministry of Education, the Development Variance Permit application focuses entirely on parking demand, rather than funding constraints.

We thank you for your consideration on this matter. If you require additional information on this application please contact Emily Watson – Manager, Demographics and Facilities Planning (watson e@surreyschools.ca).

Kind Regards,

Emily Watson

Manager, Demographics and Facilities Planning



CITY OF SURREY

(the "City")

DEVELOPMENT VARIANCE PERMIT

NO.: 7915-0215-00

Issued To: BOARD OF EDUCATION OF SCHOOL DISTRICT NO. 36 (SURREY)

("the Owner")

Address of Owner: 14033 - 92 Avenue

Surrey, BC V₃V oB₇

- 1. This development variance permit is issued subject to compliance by the Owner with all statutes, by-laws, orders, regulations or agreements, except as specifically varied by this development variance permit.
- 2. This development variance permit applies to that real property including land with or without improvements located within the City of Surrey, with the legal description and civic address as follows:

Parcel Identifier: 029-035-023 Lot A Section 21 Township 8 New Westminster District Plan EPP28872

7278 - 184 Street

(the "Land")

- 3. Surrey Zoning By-law, 1993, No. 12000, as amended is varied as follows:
 - (a) In Section C of Part 5 Off-Street Parking and Loading/Unloading, the requirement to provide 11 parking spaces for every 100 square metres (1,075 sq.ft.) of gross floor area for associated assembly hall/gymnasium in a secondary school and the requirement to provide 1 parking space for every 5 seats for a theatre is deleted; and
 - (b) In Section C of Part 5 Off-Street Parking and Loading/Unloading, the requirement to provide 3 parking spaces for every classroom in a secondary school is increased to 3.8 parking spaces for every classroom.
- 4. The Land shall be developed strictly in accordance with the terms and conditions and provisions of this development variance permit.

| 5. | This development variance permit shall lapse if the Owner does not substantially start any |
|----|--|
| | construction with respect to which this development variance permit is issued, within two |
| | (2) years after the date this development variance permit is issued. |

| 6. | The terms of this development variance permit or any amendment to it, are binding on al |
|----|---|
| | persons who acquire an interest in the Land. |

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AUTHORIZING RESOLUTION PASSED BY THE COUNCIL, THE DAY OF , 20 . ISSUED THIS DAY OF , 20 .

Mayor - Linda Hepner

City Clerk - Jane Sullivan