

## City of Surrey PLANNING \& DEVELOPMENT REPORT File: 7915-0412-00

Planning Report Date: February 6, 2017

## PROPOSAL:

## - Development Variance Permit

to increase the height of a free-standing telecommunications tower from 12 metres ( 40 ft .) to 20 metres ( 66 ft .).

LOCATION:
Adjacent to 15814-95A Avenue
OWNER:
City of Surrey
ZONING:
RA and RF
OCP DESIGNATION: Urban


## RECOMMENDATION SUMMARY

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


## DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Seeking a variance to the Zoning By-law to increase the maximum permitted height of a free-standing telecommunications tower from 12 metres ( 40 ft .) to 20 metres ( 66 ft .).


## RATIONALE OF RECOMMENDATION

- The applicant has proposed a monopole design telecommunications tower that will replace an existing wooden hydro pole and will house a single carrier, with the capacity to accommodate additional carriers.
- The applicant has provided information indicating that there are no existing structures that are suitable within a $500-$ metre $(1,640 \mathrm{ft}$.) radius of the subject site.
- The public notification for the proposal generated 19 comments from the 65 property owners within 240 metres ( 787 ft .) of the subject site. The applicant has reduced the size of the compound to partially address resident concerns.
- The proposed location of the tower is within a greenway on a City-owned lot.
- The applicant has provided documentation which indicates that there is a demonstrated coverage gap in the area, which the wireless carrier would like to resolve to provide better service to existing and potentially new customers.


## RECOMMENDATION

The Planning \& Development Department recommends that Council approve Development Variance Permit No. 7915-0412-0o (Appendix III), to vary Part 4 General Provisions of the Zoning By-law to increase the maximum height of a free-standing telecommunications tower from 12 metres ( 40 ft .) to 20 metres ( 66 ft .), to proceed to Public Notification.

## REFERRALS

Engineering
Parks, Recreation \& Culture:

BC Hydro:

The Engineering Department has no objection to the project.
Parks requires that the proposed cabinets be screened with a black fibreglass picket fence compound to screen the equipment. As the site is located within the Green Infrastructure Network (GIN), the applicant is volunteering a cash contribution to Parks to allow for additional planting and maintenance within the GIN.

BC Hydro is supportive of the proposed replacement of the existing wooden hydro pole with a metal monopole design telecommunications tower. BC Hydro requires that the compound is constructed of fibreglass pickets rather than metal pickets.

## SITE CHARACTERISTICS

Existing Land Use: Greenway containing multi-use pathway, encumbered by BC Hydro and Fortis BC rights-of-way.

## Adjacent Area:

| Direction | Existing Use | OCP Designation | Existing Zone |
| :--- | :--- | :--- | :--- |
| North: | Single family dwellings. | Urban | RF |
| East: | Continuation of greenway <br> with multi-use pathway <br> encumbered by utility <br> rights-of-way. | Urban | RF |
| South: | Single family dwellings. | Urban | RF |
| West: | Continuation of greenway <br> with multi-use pathway <br> encumbered by utility <br> rights-of-way. | Urban | RF |

## DEVELOPMENT CONSIDERATIONS

- The subject site has a civic address adjacent to 15814-95A Avenue and is part of a linear park greenway with a multi-use pathway running through it. The site is located between 95 Avenue and 95 A Avenue and is approximately 400 metres ( $1,312 \mathrm{ft}$.) to the east of 156 Street and 300 metres ( 984 ft .) to the west of 159 A Street and is encumbered by BC Hydro and Fortis BC rights-of-way. The site is designated Urban in the Official Community Plan (OCP) and is split-zoned "Single Family Residential Zone (RF)" and "One-Acre Residential Zone (RA)".
- Cypress Land Services Ltd. on behalf of Telus is proposing to erect a telecommunications tower and equipment compound on the subject site.
- Staff and the applicant explored whether there were existing structures of sufficient height within a 500 -metre ( $1,640-\mathrm{ft}$.) radius of the subject site but no such structures were found.
- The proposal will provide improved telecommunication coverage and capacity for the area generally bound by 96A Avenue to the north, 160 Street to the east, 93 A Avenue to the south, and 155 Street to the west (see Appendix IV).
- The applicant is seeking a Development Variance Permit (DVP) to increase the maximum height of a free-standing telecommunications tower from 12 metres ( 40 ft .) to 20 metres ( 66 ft .).
- The applicant proposes to swap out an existing 13.9 -metre ( 46 ft .) tall wooden hydro pole with a $20-m e t r e ~(~ 66 ~ f t) ~ t a l l ~ m e t a l ~ m o n o p o l. e . ~ B C ~ H y d r o ~ h a s ~ r e c e n t l y ~ c h a n g e d ~ t h e i r ~ r e q u i r e m e n t s ~$ and now requires that all wooden poles swapped out for telecommunications towers must be replaced with metal poles. The proposed telecommunications tower is a monopole that is approximately 55 centimetres ( 2 ft .) wide at the base and tapers to approximately 30 centimetres ( 1 ft .) at the top. Exact width dimensions will not be known until final engineering of the pole has taken place.
- The applicant is proposing to install on the proposed monopole, two rows of three panel antennas for a total of six panel antennas.
- BC Hydro requires that existing power lines must be kept at the same elevation. The applicant requires 2 metres ( 6.5 ft .) of separation between the lines and the panel antennas.
- The proposed tower is intended to be located to the northwest of the existing walkway entering the greenway from 95 Avenue. The associated cabinet will be located across the walkway from the proposed monopole with wiring connecting the two to be located under the pathway.
- The applicant has provided a rendering of what the proposed grey-coloured monopole will look like from the east along the greenway (Appendix V).
- Due to neighbourhood concerns about the size of the equipment compound, the applicant has reduced the size of the compound from 6.1 metres ( 20 ft .) by 5.7 metres ( 19 ft .) for a total area of 35 square metres ( 374 sq . ft.) to 5.6 metres ( 18 ft .) by 4.7 metres ( 15 ft .) for a total area of 26 square metres ( 374 sq . ft.), which is a reduction of approximately $30 \%$. The proposed
cabinet within the compound is 2.6 metres ( 8.5 ft .) wide by 1.7 metres ( 5.5 ft .) deep for a total area of 4.42 square metres ( $47 \mathrm{sq} . \mathrm{ft}$.).
- The compound is proposed to be constructed with a high quality 2.4 -metre ( 8 ft .) high black fibreglass picket fence design.
- Due to on-going maintenance concerns for the City, no landscaping is required surrounding the compound.


## City's Telecommunications Strategy

- The key message staff have relayed to telecommunication companies is the importance of a comprehensive strategy to ensure adequate coverage for all carriers while minimizing the number of singular user installations and keeping the height of installations to a minimum without compromising the existing policy guidelines, especially proximity to residential areas and aesthetics being adequately addressed.
- Improving high speed wireless service supports the growing high technology sector, high tech education, emergency services and broadens community consultation opportunities through social media.
- The proposed telecommunications tower supports the City of Surrey's vision for building a strong economy.
- The subject application generally complies with the current Telecommunications Tower Policy No. O-49 and is therefore being presented for Council's consideration.
- The City policy on telecommunication towers was developed in conjunction with wireless providers and approved by Council on June 18, 2001 (Policy No. O-49 Telecommunication Towers). The policy provides parameters on how the towers should be sited and designed.
- The following is an evaluation of the current proposal in relation to Policy No. O-49:


## Location and Siting

- When considering the siting of telecommunication tower facilities, every effort should be made to locate new equipment on existing structures such as BC Hydro transmission line towers, utility poles, roof tops, etc.

The applicant has indicated that they require a 20-metre ( 66 ft .) height in order to ensure an expanded infill coverage area bounded by 96A Avenue to the north, 160 Street to the east, 93 A Avenue to the south, and 155 Street to the west (see Appendix IV).

The applicant has informed staff that there are no existing structures within a 500-metre ( $1,640 \mathrm{ft}$.) radius from the proposed location of the telecommunication tower that have the necessary height to facilitate the increased coverage area. They have provided a map of all existing telecommunication towers in the area (Appendix VIII).

- It is preferable that new free-standing telecommunication towers be sited in non-residential locations and preferably in industrial areas.

The proposed location is within a greenway and has residences to the north and south. Several years ago, staff explored an alternate site behind the North Surrey Works Yard within Hemlock Park. However, an approximately40-metre (131 ft.) tall tower would be required to house several carriers and to exceed the height of the trees. Technology and the industry have further evolved which now require, ideally, a finer network composed of several shorter towers.

- Towers on prominent natural and cultural features, environmentally sensitive areas or areas with historically significant buildings are discouraged.

The proposed location of the installation is located on a greenway within a hydro corridor and is designed to be low impact. The applicant has designed the compound with a black fibreglass picket fence design to screen the equipment and will provide a cash contribution to Parks to improve the Green Infrastructure Network within the City (see Appendix VI).

- New free-standing telecommunication towers should be located at a distance from the edge of an existing or future road allowance no less than the height of the tower.

The wireless installation borders single family lots on the north and south side and does not border any roads.

- Location of telecommunication towers on sites with mature trees is encouraged.

Due to the greenway being completely encumbered by a BC Hydro transmission corridor, mature trees are not allowed due to conflict with the hydro lines.

- All applicants for free-standing telecommunication structures will be requested to identify any other structure (e.g. hydro transmission tower, existing telecommunication towers, etc.) within a radius of 500 metres ( $1,640 \mathrm{ft}$.) from the proposed location and to provide reasons why other existing structures within that radius are not acceptable for use (i.e. structural capabilities, safety, available space or failing to meet service coverage needs).

There are no suitable structures within a 500-metre (1,640 ft.) radius of the subject site that have the necessary height to facilitate the increased coverage area.

## Co-Location

- The carriers and other telecommunication tower owners are encouraged to work cooperatively in reaching agreements which allow for sharing of tower structures so as to minimize the total number of towers in the City. This practice is typically referred to as "co-location".

Co-location would require an additional height of approximately 5 metres (16 ft.) as well as additional width and massing which would make the proposed tower much more prominent. On December 16, 2016, Council approved Development Variance Permit No. 7916-0427-oo for a 21-metre ( 69 ft .) high telecommunications tower approximately 350 metres ( $1,150 \mathrm{ft}$.) to the west for Freedom Mobile (Appendix VI). Staff recommend two shorter telecommunication towers rather than one taller and bulkier telecommunication tower.

## Tower Design and Landscaping Criteria

- Towers and ancillary equipment shelters will be designed to fit their surroundings and to minimize their visual impact on surrounding properties.

BC Hydro has recently changed their policy regarding swapping out wooden poles and now requires that telecommunication towers be metal poles with increased separation from the power lines.

- The use of the monopole is encouraged. Where a tower is being constructed to accommodate a single user, a monopole design is required.

Due to the height proposed, the proposed tower will be for a single carrier and is a monopole design that is replacing an existing wooden hydro pole.

- Landscaping shall be appropriately placed around telecommunication towers and ancillary facilities, such as equipment shelters, to minimize their visual impact on the neighbourhood.

The applicant proses a 5.6-metre (18 ft.) by 4.7-metre ( 15 ft .) equipment compound constructed of black fibreglass picket fence approximately 2.4 metres ( 8 ft .) tall. Due to maintenance concerns, Parks staff have requested that the proposed compound not be screened with landscaping.

## PUBLIC CONSULTATION

In accordance with the City policy, the applicant sent out 64 notification packages on March 7 , 2016 to property owners within a notification area of 120 metres ( 400 ft .), which is approximately six times the height of the proposed tower. The notification package included an erroneous attachment and on March 21, 2016 the applicant resent the information packages.

As a result of these notifications, 19 responses against the proposal were received by the agent concerning the proposed tower. The comments are as follows:

- The original mail-out included erroneous renderings and site plan displaying the wrong location.

The applicant resent the notification package when they were alerted of their error.

- The proposed site should be located within a park or school site.

The City generally avoids cell towers close to schools but has recently approved cell towers within parks site when they are able to be disguised as park infrastructure such as a soccer field lighting poles.

- This facility would be more suitably located in a nearby commercial area or the church located at 160 Street and 96 Avenue.

The proposed gas station and church are both located across the street from North Surrey Secondary School and therefore deemed unsuitable.

- No consideration was given in the proposal as to the effects on property values in the area.

According to the applicant, there is no consistent evidence to suggest wireless facilities impact property values.

- The proposed site will attract vandalism and should be relocated to a well-lit travelled area.

The proposed compound will be constructed of 2.4-metre (8ft.) high quality black fibreglass slats which will deter vandalism.

- Natural state of greenway will be compromised by the proposed tower.

The proposed telecommunications tower is a monopole design replacing an existing wooden hydro pole. The applicant will be required to screen the equipment compound with a black fibreglass picket fence compound.

- The Parks Department planted shrubs in this area a few years ago for bird habitat. The area chosen is a low lying area (swale) and other areas may be higher ground.

The area was planted with bushes several years ago to increase natural vegetation in the area. The applicant will not be removing any of the existing bushes as part of the installation and the proposed location chosen is located on high ground and not located within the swale.

- The proposed compound and monopole are too close to the pathway and will ruin the aesthetics of the area.

The applicant explored alternate designs which included removing the compound and reducing cabinet sizes (see Appendix VI) as well as exploring other locations along the greenway and the subject site was determined to be the best location.

- Concerns about a red beacon located at the top of the tower.

The tower will not include any lighting or red beacon as part of the design.

- Concern was expressed that other carriers in the future, would attach their antennas to the proposed tower.

Due to spatial separation requirements between frequencies, it will not be possible for other carriers to add their equipment to the proposed tower.

- The proposed tower is too tall and is taller than the fir tree on a neighbouring property.

The proposed tower is 20 metres ( 66 ft .) in height which is the minimum height that can be achieved while still maintaining spatial separation requirements from the hydro lines.

- In 2015, safety code 6 was updated to become more stringent. Does the proposed tower meet the latest guidelines.

The proposed tower will exceed the latest guidelines.

- Concerns about health impacts of the proposed cellular tower.

Cellular tower installations are required to be designed, constructed, and operated in adherence with the minimum standards set by Health and Industry Canada.

- One resident stated that the Telus signal is sufficient in the area.

As more residents rely on wireless service as their only means of communication to meet their personal, business and emergency needs, the demand for wireless services increases.

## BIODIVERSITY CONSERVATION STRATEGY

- The City of Surrey Biodiversity Conservation Strategy (BCS) Green Infrastructure Network (GIN) map, adopted by Council on July 21, 2014 (Corporate Report No. R141; 2014), identifies the entire greenway as a 30 -metre ( 98 ft .) GIN corridor.
- The BCS further identifies the GIN area of the subject site as having a low habitat suitability rating, derived from species at risk presence, species accounts and known ecosystem habitat inventories.
- The applicant is volunteering a cash contribution to Parks in the amount of $\$ 6,000$ to allow for additional GIN planting and maintenance within the parkland.


## BY-LAW VARIANCE AND JUSTIFICATION

(a) Requested Variance:

- To vary Part 4 General Provisions of the Zoning-By-law, to increase the maximum height of a free-standing telecommunications tower from 12 metres ( 40 ft .) to 20 metres ( 66 ft .).


## Applicant's Reasons:

- The applicant has submitted documentation demonstrating that there is a coverage gap in the area, which the proposed telecommunications tower would assist in resolving.
- No existing structures of adequate height exist in the area.
- The installation is replacing existing infrastructure to better blend into the greenway.
- The proposed installation provides better service to the area to meet business, pleasure and emergency needs.
- There are limited options for cell towers in the area.

Staff Comments:

- The proposal complies with the majority of the criteria identified in the City's Policy for Telecommunications Towers. The proposed location is within a City-owned greenway.
- The proposed tower is replacing an existing wooden hydro pole.
- 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, Elevations and Perspective
Appendix III. Development Variance Permit No. 7915-0412-oo
Appendix IV. Coverage Maps
Appendix V. Renderings
Appendix VI. Alternate Designs Explored to Address Neighbourhood Concerns
Appendix VII. Aerial Photo of Area
Appendix VIII. Existing Towers in Area
original signed by Judith Robertson

Jean Lamontagne
General Manager
Planning and Development
JKS/dk

## Information for City Clerk

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

1. (a) Agent: Name: Tawny Verigin

Cypress Land Services Inc.
Address: $\quad 736$ - Granville Street, Unit 120
Vancouver, BC V6Z 1 G3
2. Properties involved in the Application
(a) Civic Address: Adjacent to 15814-95A Avenue
(b) Civic Address: Adjacent to 15814-95A Avenue Owner: City of Surrey
PID: o03-027-791
Lot 63 Section 35 Township 2 New Westminster District Plan 70957
3. Summary of Actions for City Clerk's Office
(a) Proceed with Public Notification for Development Variance Permit No. 7915-0412-oo and bring the Development Variance Permit forward for issuance and execution by the Mayor and City Clerk.








MK B1 - ANTENNA SUPPORT PIPE ASSEMBLY (9 THUS)
1: 15
 ALL UNITS ARE IN MILLIMETER
UNLESS OTHERWISE NOTED


ROPERTSON KOLEEINS TEEVAN GALLAMER ASSOCIATES LTD RIRTG ${ }^{\text {Douman wo. }}$ B19-2377-105




## DEVELOPMENT VARIANCE PERMIT

NO.: 7915-0412-00
Issued To: City of Surrey
("the Owner")
Address of Owner: 13450-104 Avenue
Surrey, BC V3TiV8

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: 003-027-791
Lot 63 Section 35 Township 2 New Westminster District Plan 70957
15811-93A Avenue (Adjacent to 15814-95A Avenue)

> (the "Land")
3. Surrey Zoning By-law, 1993, No. 12000, as amended is varied as follows:
(a) To vary Sub-section A.1(a)ii.b. of Part 4 General Provisions, to increase the height of a telecommunication tower from 12 metres ( 40 ft .) to 20 metres ( 66 ft .).
4. The siting of structures shall be in accordance with the drawings numbered 7915-0412-oo(A) through to and including 7915-0412-oo(E) (the "Drawings") which are attached hereto and form part of this development variance permit.
5. This development variance permit applies to only that portion of the structures on the Land shown on Schedule A which is attached hereto and forms part of this development variance permit. This development variance permit does not apply to additions to, or replacement of, any of the existing buildings shown on attached Schedule A, which is attached hereto and forms part of this development variance permit.
6. The Land shall be developed strictly in accordance with the terms and conditions and provisions of this development variance permit.
7. 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.
8. The terms of this development variance permit or any amendment to it, are binding on all persons who acquire an interest in the Land.
9. This development variance permit is not a building permit.

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

Mayor - Linda Hepner

City Clerk - Jane Sullivan






Appendix IV has been removed under Section 21 of the Freedom of Information and Protection of Privacy Act

Please contact the Clerks Office should you need any further information.








## CIS City of Surrey Mapping Online System



## Canadian Cellular Towers Map

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