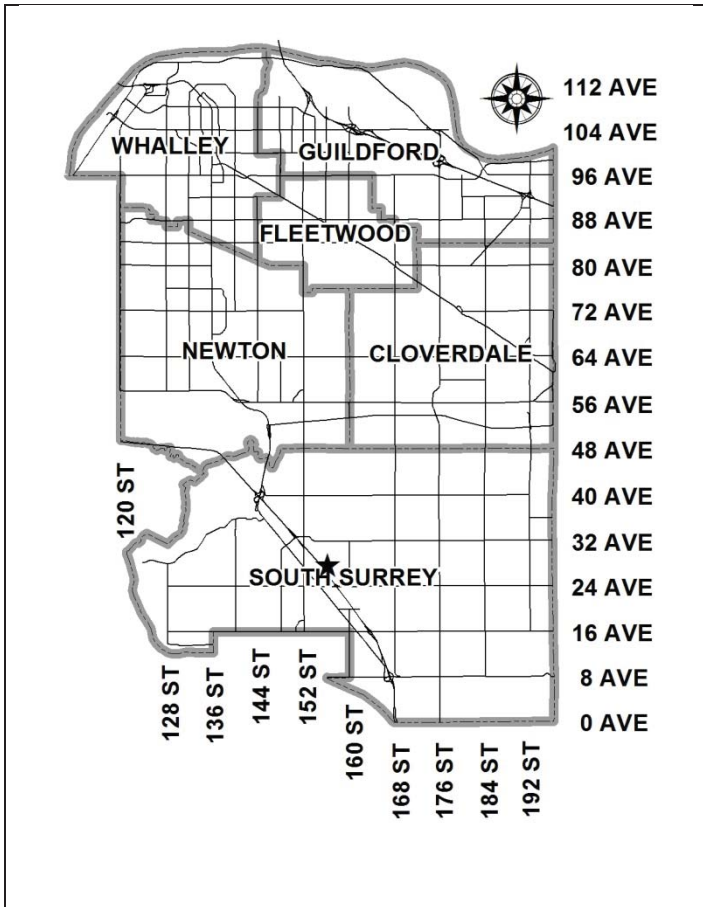


City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7916-0186-00

Planning Report Date: December 19, 2016

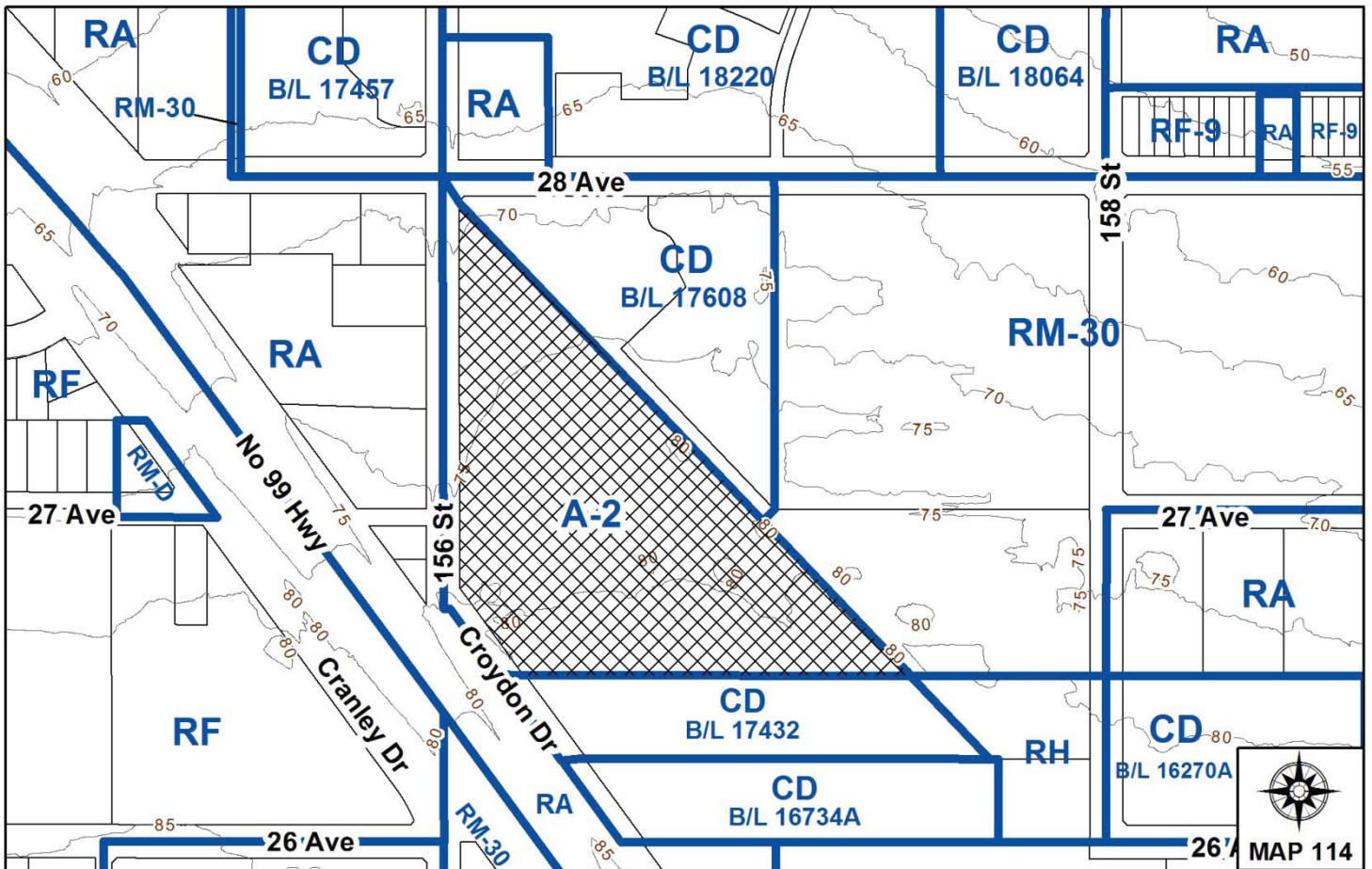


PROPOSAL:

- **OCP Amendment** from Mixed Employment to Town Centre
- **OCP Text Amendment** to allow a higher density in the Town Centre designation for the subject property only
- **Rezoning** from A-2 to RMC-150

to facilitate the development of three 18-storey apartment buildings and one 8-storey commercial building.

LOCATION: 2660 - Croydon Drive
OWNER: Norma Svab
ZONING: A-2
OCP DESIGNATION: Mixed Employment
LAP DESIGNATION: Business Park/Light Industrial and Buffers



RECOMMENDATION SUMMARY

- The Planning & Development Department recommends that this application be referred back to staff to work with the applicant to consider major revisions to the proposal that are consistent with the intent of the Official Community Plan (OCP), the Highway 99 Corridor Local Area Plan (LAP), and Metro Vancouver's Regional Growth Strategy (RGS).

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposal is a significant departure from existing City of Surrey policies and plans, and does not comply with Metro Vancouver's RGS.

RATIONALE OF RECOMMENDATION

- The proposal does not comply with the site's Mixed Employment Official Community Plan (OCP) designation, the site's Business Park/Light Industrial designation in the Highway 99 Corridor Local Area Plan (LAP), nor the site's Mixed Employment designation in Metro Vancouver's Regional Growth Strategy (RGS).
- The proposed Floor Area Ratio (FAR) density of 3.5 and the proposed building form of the residential highrises is a sharp contrast to the character and context of the surrounding lands, and would be more appropriately located within the Central Business District of the City Centre.
- There are ample opportunities for residential development in more appropriately designated areas of South Surrey, most notably within the Grandview Heights neighbourhoods of Orchard Grove, Sunnyside Heights, North Grandview Heights and other future neighbourhoods in Grandview Heights currently in the planning stages.
- The proposed development, if approved, could result in proposals on other Mixed Employment or Industrial lands in Surrey to be converted to residential (non-employment) uses, including other lands located in the Highway 99 Corridor LAP area.
- Initial consultation with area residents has resulted in significant opposition being raised against the proposed development.

RECOMMENDATION

The Planning & Development Department recommends that this application be referred back to staff to work with the applicant to consider major revisions to the proposal that are consistent with the intent of both the Official Community Plan (OCP), the Highway 99 Corridor Local Area Plan (LAP) and Metro Vancouver's Regional Growth Strategy (RGS).

If, however, Council feels that there is merit to the proposal, Council may direct staff to work with the applicant to review the proposed project in detail (including for issues related to site planning, tree retention, building design, impacts to road network, proximity to hydro lines, etc.), and once all issues are resolved, bring the project back to Council for consideration.

REFERRALS

The subject proposal has not been referred or reviewed in detail by external or internal stakeholders, given that the proposed residential land use is not supported. Should Council determine that there is merit in considering the subject proposal, a referral and comprehensive review by all affected stakeholders will be completed.

Engineering:	The Engineering Department has not completed a detailed review of the proposal yet given that the proposed land use is not supported. If the application proceeds to the detailed planning stage, detailed Engineering Comments will be provided to ensure necessary infrastructure is provided to service the site, including road dedication and access requirements.
School District:	The School District is under extreme enrolment pressure in parts of South Surrey and is not supportive of the proposed redesignation from Mixed Employment to Multiple Residential. If the City wishes to support additional residential land uses within the Highway 99 Corridor Local Area Plan, the School District's preferred approach would be a comprehensive review of the entire plan area with updated residential projections to inform school capital planning.
Parks, Recreation & Culture:	The Parks, Recreation & Culture Department has concerns with the proposal as there has been no assessment of park provision for this portion of the Highway 99 Corridor Local Area Plan. Parks notes that should this proposal move forward, a significant public benefit is expected beyond the typical LAP/NCP amenity requirements. If the application proceeds to the detailed planning stage, detailed Parks comments will be provided.
Ministry of Transportation & Infrastructure (MOTI):	MOTI indicates that a Traffic Impact Study will be required, and further MOTI comments will be provided if the application proceeds to the detailed planning stage.
Surrey Fire Department:	If the application proceeds to the detailed planning stage, detailed Fire Department comments will be provided.

BC Hydro: This development does not appear to meet the minimum setback distance supported by BC Hydro. If the proposal moves forward, further technical studies and possible building redesign will be required.

Metro Vancouver: The applicant is proposing an amendment to the Regional Growth Strategy (RGS) to redesignate the site from Mixed Employment to General Urban. This amendment to the RGS would require an affirmative two-thirds weighted vote of the Greater Vancouver Regional District (GVRD) Board and a regional public hearing.

SITE CHARACTERISTICS

Existing Land Use: A single family dwelling, numerous outbuildings and shipping containers, and a soil-screening operation.

Adjacent Area:

Direction	Existing Use	OCP/NCP or LAP Designation	Existing Zone
Northeast:	Townhouse complexes.	Urban/10-15 upa Medium Density and 20-30 upa Medium High Density	CD (By-law No. 17608) and RM-30
South:	Business park office building.	Mixed Employment/ Business Park/Light Industrial and Buffers	CD (By-law No. 17432)
West (Across 156 Street):	Single family residential.	Mixed Employment/ Business Park/Light Industrial and Buffers	RA

DEVELOPMENT CONSIDERATIONS

Site Description

- The 3.8-hectare (9.4-acre) site is located at 2660 - Croydon Drive. The site is encumbered with a large BC Hydro right-of-way for transmission lines. The site is zoned "Intensive Agriculture Zone (A-2)" and designated Mixed Employment in the Official Community Plan (OCP), Business Park/Light Industrial and Buffers in the Highway 99 Corridor Local Area Plan (LAP), and Mixed Employment in Metro Vancouver's Regional Growth Strategy (RGS).
- The site is bordered by townhouse developments on the northeast side and by a business park office building on the south side. The site interfaces with single family residential, across 156 Street, which are designated Business Park/Light Industrial and Buffers in the Highway 99 Corridor LAP.

Proposed Development

- The applicant is proposing an OCP amendment from Mixed Employment to Town Centre and an OCP text amendment to allow a higher density in the Town Centre designation. The applicant is proposing to rezone the site from the "Intensive Agriculture Zone (A-2)" to the "Multiple Residential Commercial 135 Zone (RMC-135)" to facilitate the development of three 18-storey apartment buildings and one 8-storey commercial building with a combined proposed floor area ratio (FAR) of 3.5 (Appendix II).
- To facilitate the proposed development, the Highway 99 Corridor LAP would also need to be amended, from Business Park/Light Industrial to Mixed Commercial Residential Land Uses. In addition the Metro Vancouver RGS designation would need to be amended from Mixed Employment to General Urban.
- The proposed OCP amendments and Rezoning are being presented for Council's consideration at this time. Given the significant departure from the City's plans, policies and practices that the proposal entails, it was deemed appropriate to consult Council on the larger land use issue before proceeding further to detailed development planning of the site, which typically is done through a Development Permit application. Should Council be supportive of the proposed development, a Development Permit application will be made by the applicant, and reviewed by staff. The Development Permit application would then be brought forward for Council's consideration at the same time that the Rezoning and OCP amendment by-laws are brought forward for Council's consideration of First and Second Readings.

Policy Considerations

- There are a number of City and Metro Vancouver policies that must be considered as part of the review of the proposed OCP amendments to redesignate the subject site from Mixed Employment to Town Centre and to amend the Town Centre designation to permit an FAR of 3.5 for the subject site only. These policies are considered below.

Surrey Official Community Plan (OCP)

- The site's Mixed Employment OCP designation does not permit residential uses, except for a caretaker suite. The Mixed Employment designation is intended to support a mix of industrial, commercial, business and office uses that are not suited for locations within Town Centres or commercial centres. The Mixed Employment designation is intended to support the growth and maintenance of employment lands within the City.
- The protection of employment lands is a key objective of the City of Surrey. Surrey's OCP contains policies that are designed to "prohibit the conversion of industrial, business park or mixed-employment lands to residential or other non-employment uses" (Policy E1.13). These policies seek to "encourage the full utilization and efficient use of industrial and other employment lands in order to maximize jobs and economic activity per hectare" (Policy E1.5).

- In reviewing the available supply of residential lands in the area, it is noted that there is an adequate supply of lands available in this part of the City for residential purposes. Further, it is noted that there are ample opportunities for residential development in more appropriately designated areas of South Surrey, most notably within the Grandview Heights neighbourhoods of Orchard Grove, Sunnyside Heights, North Grandview Heights and other future neighbourhoods in Grandview Heights currently in the planning stages, including Neighbourhood Concept Plan (NCP) #3 and NCP #4 (Redwood Heights).
- The proposed development, if approved, could result in proposals on other Mixed Employment or Industrial lands in Surrey to be converted to residential (non-employment) uses, including other lands located in the Highway 99 Corridor LAP area.
- In addition, the site's proposed OCP Town Centre designation and proposed floor area ratio (FAR) density of 3.5 is a significant departure from Surrey's OCP which has five designated Town Centre areas (Cloverdale, Fleetwood, Guildford, Newton and Semiahmoo) with permitted FARs of 1.5 to 2.5. The proposed OCP designation, density and the building form of the residential highrises is a sharp contrast to the character and context of the surrounding lands. Rather, this proposed level of density is expected in areas supported by high-capacity rapid transit services and would be more appropriately located within the Central Business District of the City Centre. The subject site is not located near frequent transit corridors, nor is it located on any major roadways.

Highway 99 Corridor Local Area Plan (LAP)

- The site is located within the 28 Avenue Business Park/Light Industrial area of the Highway 99 Corridor LAP. The LAP proposes a continuation of the business park and clean light impact industrial uses of the Rosemary Heights Business Park to the north. The LAP does not support residential uses within this area.

Surrey Employment Lands Strategy (2008)

- Surrey's *Employment Lands Strategy*, adopted by Council in 2008, outlines the City's commitment to maintaining employment lands for employment uses, as the strategy recommends that "conversion from an employment use to a non-employment use is only supported where development will align with the City's objectives to create thriving, transit oriented, mixed-use centres and corridors" (page 12). The subject site is not located within an existing or proposed transit-oriented mixed use area.

Metro Vancouver Regional Growth Strategy (RGS)

- The RGS identifies the protection of industrial land as a key goal in maintaining and enhancing the region's economic well-being. Preservation of industrial lands in the region and within Surrey provides the land base needed to support the local economy and employment.
- The subject site is designated Mixed Employment in Metro Vancouver's *Regional Growth Strategy (RGS)* (2010). The Mixed Employment designation is intended for industrial, commercial and other employment related uses. Residential uses are not intended in Mixed Employment areas.

- The applicant's proposal would trigger an application to Metro Vancouver to amend the RGS designation from "Mixed Employment" to "General Urban". Amendments to the RGS are initiated by the affected municipal government, and require an affirmative two-thirds weighted vote of the Metro Vancouver Board and a regional public hearing. This step would occur subsequent to Council holding a Public Hearing and Council's granting of Third Reading to the by-laws associated with the proposed development.

PRE-NOTIFICATION

Pre-notification letters were sent on September 28, 2016, and a development proposal sign was installed on the subject site on September 28, 2016. In response staff received 6 phone calls and 49 emails letters regarding the proposal. All of the callers and email writers indicated that they did not support the proposed development and mentioned various concerns, including:

- Concerns about a large increase in traffic on local roads from the proposed development (40 mentioned this);
- Concerns about overcrowding at the newly opened local elementary school (33 mentioned this);
- Concerns about the scale and height of the proposed 18-storey apartment buildings - they do not fit the context or character of the neighbourhood (24 mentioned this);
- Concerns over a lack of on-street parking in the area if the apartment buildings are approved (17 mentioned this); and
- Concerns about the proposal's proximity to the BC Hydro transmission lines (7 mentioned this).

In addition, staff was notified of an on-line petition that is hosted at <https://www.change.org/p/linda-hepner-say-no-to-the-proposal-of-3-18-story-residential-towers-at-2660-croydon-dr-s-surrey/c> with approximately 550 people "signing" a petition against the proposal. No addresses or signatures are provided so it is not possible to verify all of the respondents, but it does speak to the concerns in the neighbourhood that exist regarding the proposed development.

CONCLUSION

The proposed development is a significant departure from the City's existing plans, policies and practices. The key concerns are summarized as follows:

- The proposed residential development is not consistent with the site's OCP, LAP and RGS designation for commercial/industrial uses. There are ample opportunities for residential development in more appropriately designated areas of South Surrey, most notably within the existing and planned neighbourhoods of Grandview Heights.
- The proposed height, scale, density and building form of the development is very much out of context and character with the surrounding area. For context, the proposed density and highrise building form would more appropriately be located within the City Centre area.

- The proposed development, if approved, will put pressure on other "Mixed Employment" or "Industrial" designated lands in Surrey to be converted to residential uses, particularly those located within the Highway 99 Corridor LAP area.

In light of the above, staff recommends that the subject development application be referred back to the applicant to consider major revisions to the proposal that are consistent with the Official Community Plan (OCP), the Highway 99 Corridor Local Area Plan (LAP) and Metro Vancouver's Regional Growth Strategy (RGS).

If, however, Council feels that there is merit to the application, Council may direct staff to work with the applicant to review the proposed project in detail (including for issues related to site planning, tree retention, building design, impacts to road network, proximity to hydro lines, etc.), and once all issues are resolved, bring the project back to Council for consideration.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Proposed Site Plan
Appendix III.	OCP Redesignation Map
Appendix IV.	Highway 99 Corridor LAP Map
Appendix V.	Metro Vancouver Regional Growth Strategy Map

Original signed by Ron Hintsche

Jean Lamontagne
General Manager
Planning and Development

KB/da

Information for City Clerk

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

1. (a) Agent: Name: Maggie Koka
 Aplin & Martin Consultants Ltd.
 Address: #1680, 13450 - 102 Avenue
 Surrey, BC V3T 5X3

2. Properties involved in the Application
 - (a) Civic Address: 2660 - Croydon Drive

 - (b) Civic Address: 2660 - Croydon Drive
 Owner: Norma Svab
 PID: 029-296-650
 Lot C Section 23 Township 1 New Westminster District Plan EPP30811

3. Summary of Actions for City Clerk's Office

Alnor Heights
Commercial-Residential
Development
2660 Croydon Dr, Surrey, BC
2678 156 St, Surrey, BC
2710 156 St, Surrey, BC

**PROPOSED
DEVELOPMENT**

Overall Site Statistics:

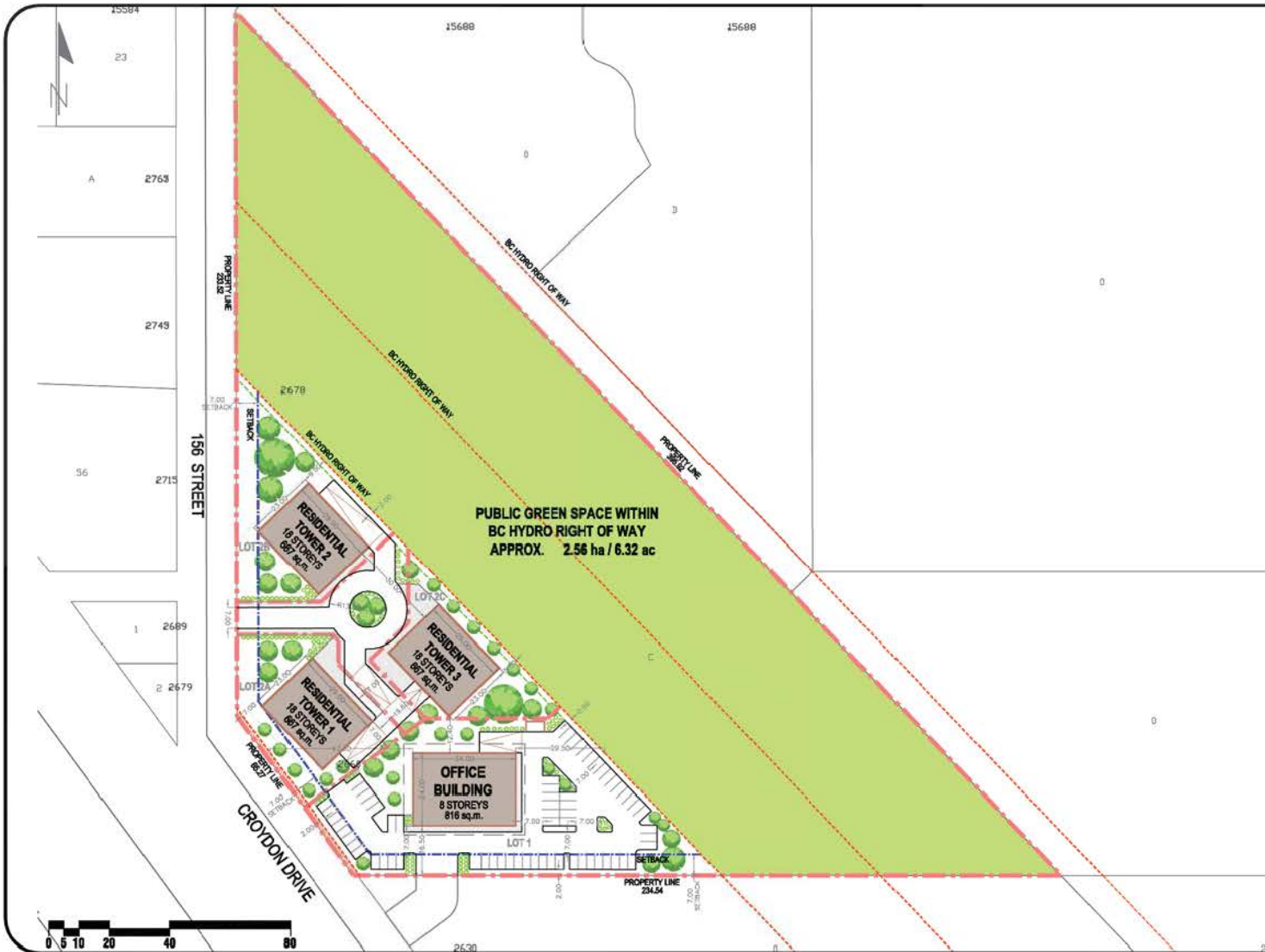
- Gross Site Area: 3.80 ha / 9.40 ac
- Developable Area: 1.23 ha / 3.05 ac
- Site Coverage: 0.28 ha / 0.70 ac (23%)
- Floor Area Ratio:
Gross : 1.12
Net : 3.46

Residential Statistics:

- 3 Residential Towers
- 18 storeys c/w underground parking
- Building Footprint (per tower):
667 sq.m. (7,179 sq.ft.)
- Total Floor Area: 36,018 sq.m. (387,694 sq.ft.)

Commercial Statistics:

- Employment Generation:
100 - 200 jobs
- 8 storeys c/w surface and underground parking
- Building Footprint:
816 sq.m. (8,783 sq.ft.)
- Total Floor Area: 6,528 sq.m. (70,267 sq.ft.)



LEGAL DESCRIPTION LOT C SECTION 23 TOWNSHIP 1 PLAN EPP30811 NWD PID: 029-296-650	GROSS SITE AREA 3.80 hectares / 9.40 acres (approx.) NET SITE AREA 1.23 hectares / 3.05 acres (approx.) ZONING REQUIREMENTS Max. Building Size: Max. Floor Area:	EXISTING DESIGNATIONS Zoning: A-2 NCP: N/A OCP: MIXED EMPLOYMENT PROPOSED DESIGNATIONS Zoning: CD / RM-135 NCP: N/A OCP: MIXED EMPLOYMENT	LOT YIELD Existing Number of Lots: 3 Proposed Number of Lots: 4
-----------------------------------------------------------------------------------------------------	-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------	------------------------------------------------------------------------------

REV	DATE	AUTHOR
01	03/16	AC

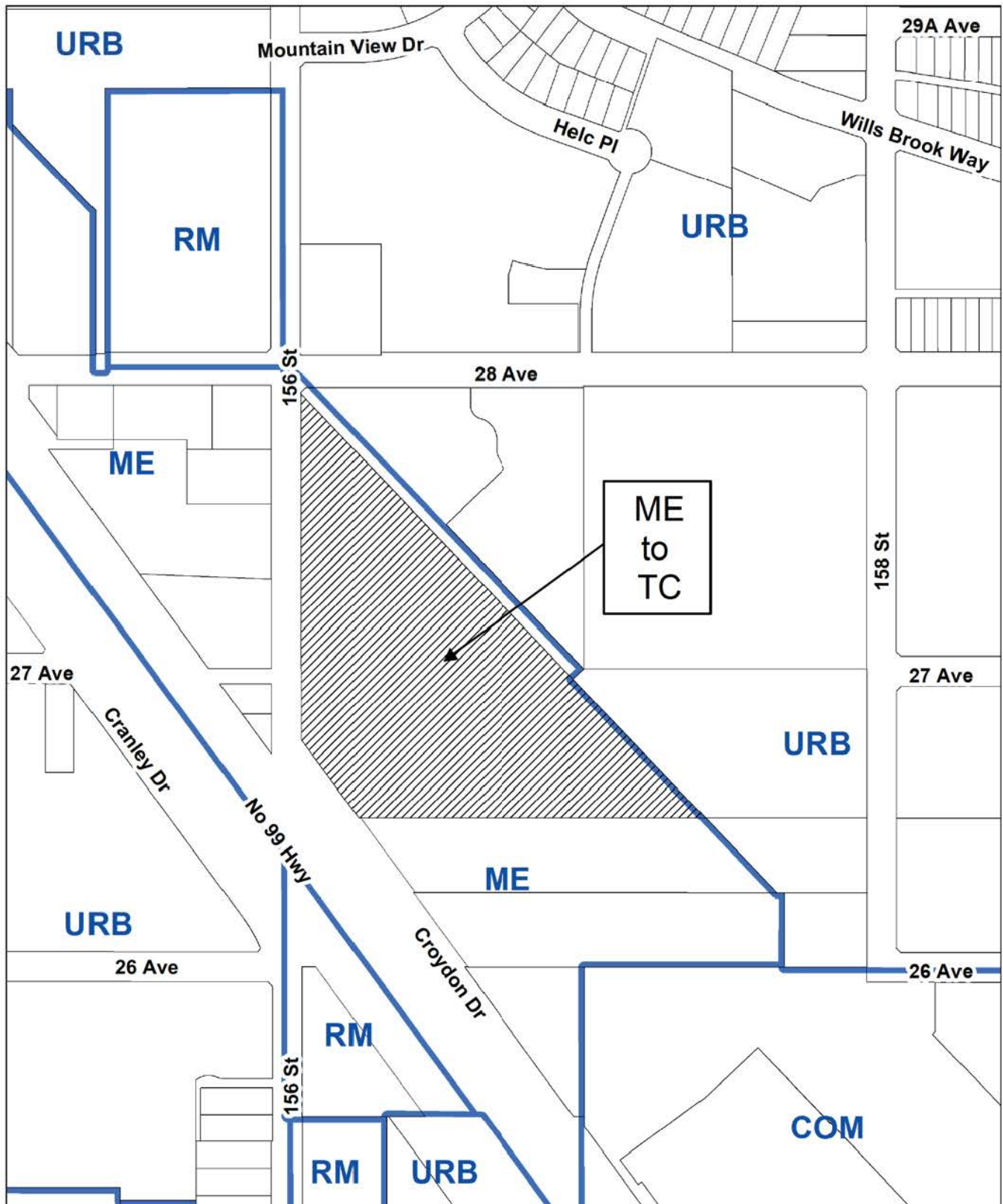


Project No.: 14-306
Date: 01 / 03 / 2016

Dr.

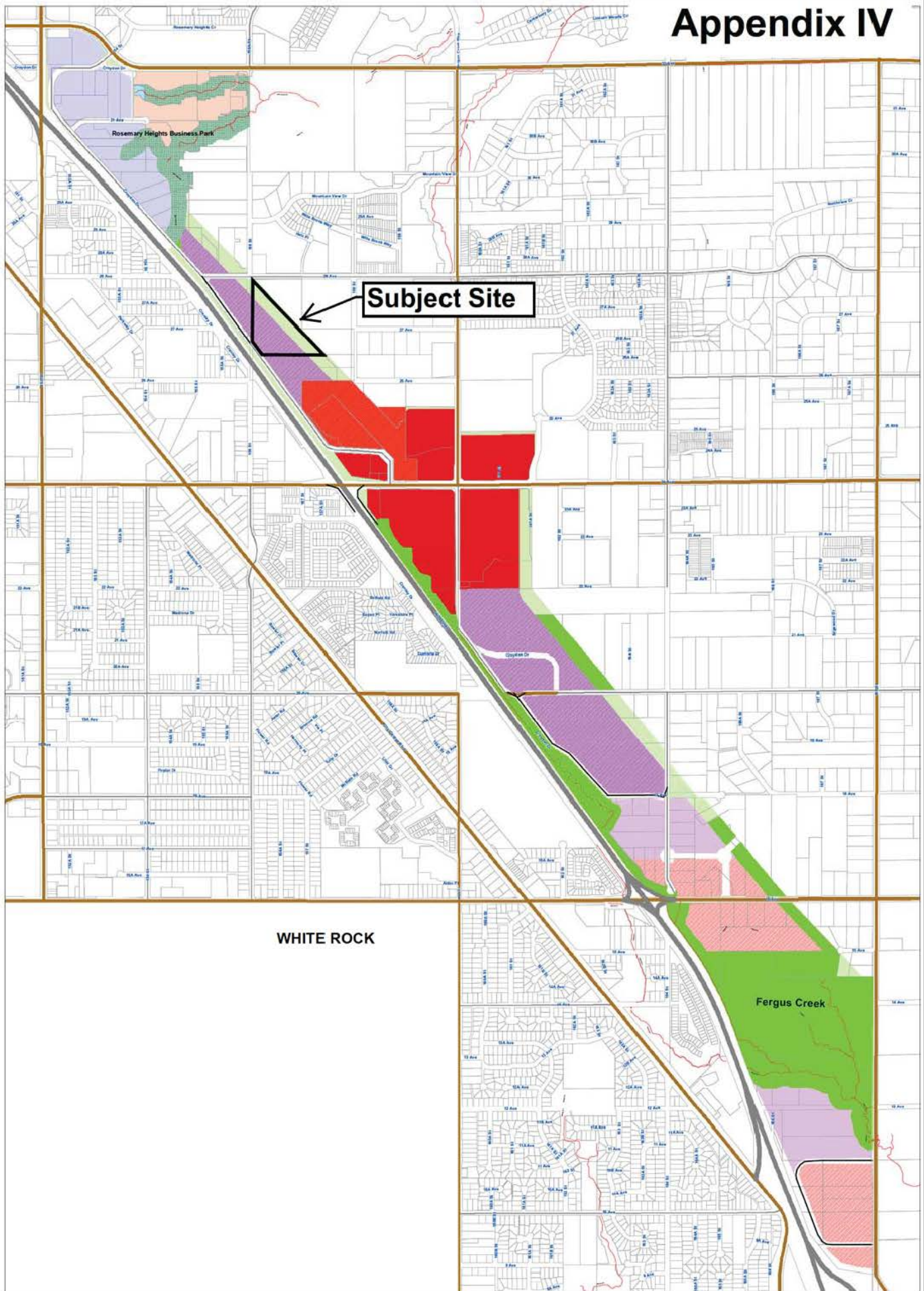
NOTE: Conceptual layout only, subject to change without notice. Property of Aplin & Martin Consultants Ltd. and not to be reproduced or used without written permission by the Company.

Appendix III



OCP Amendment 7916-0186-00
Proposed amendment from Mixed Employment to
Town Centre

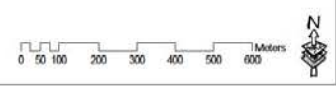




**HIGHWAY # 99 CORRIDOR Stage 1
LAND USE CONCEPT PLAN**
City of Surrey Planning & Development Department

- MIXED COMMERCIAL RESIDENTIAL LAND USES
- COMMERCIAL
- COMMERCIAL/BUSINESS PARK
- BUSINESS PARK
- BUSINESS PARK LIGHT INDUSTRIAL
- BUFFERS
- HABITAT PRESERVATION AREA
- CREEKS (CLASS A, FISH BEARING)
- HIGHWAYS
- ARTERIAL ROADS
- COLLECTOR ROADS
- PROPOSED ROADS

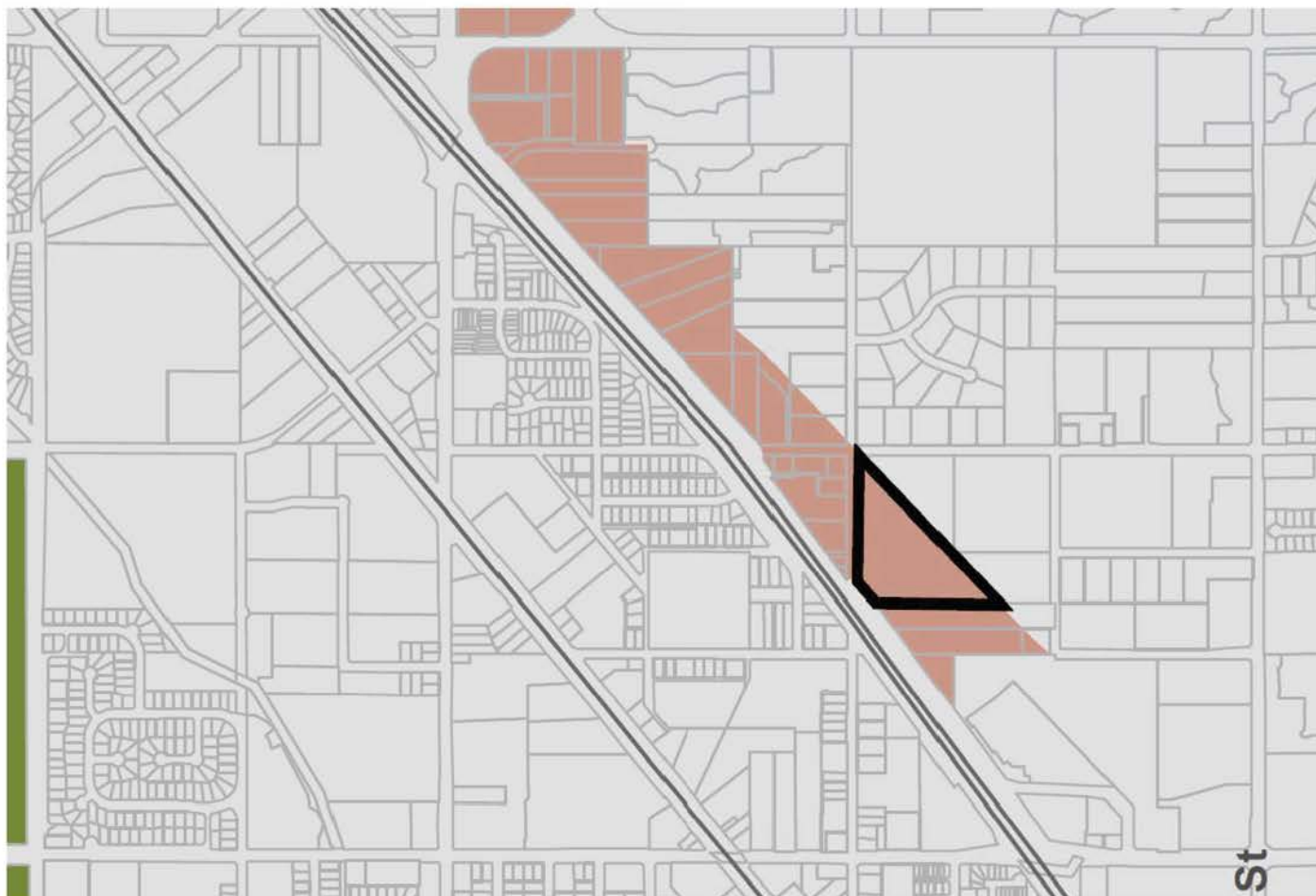
Approved by Council on December 8, 2003
Revised 31 March 2015



Metro Vancouver 2040

Regional Growth Strategy

As Amended by the
Greater Vancouver Regional District Board
October 30, 2015



Metro 2040 Land Use Designations

Urban Containment Boundary

- Agricultural
- General Urban
- Industrial
- Mixed Employment
- Rural
- Conservation & Recreation

Urban Centres
(Regional Context Statements)

Frequent Transit Development Areas
(Accepted Regional Context Statements)

Implementation

- Section 6.9: Sewerage Extension Area
- Section 6.9: Rural Within the Sewerage Area
- Section 6.10: Special Study Area