

City of Surrey PLANNING & DEVELOPMENT REPORT File: 7916-0676-00

Planning Report Date: October 23, 2017

PROPOSAL:

• Development Permit

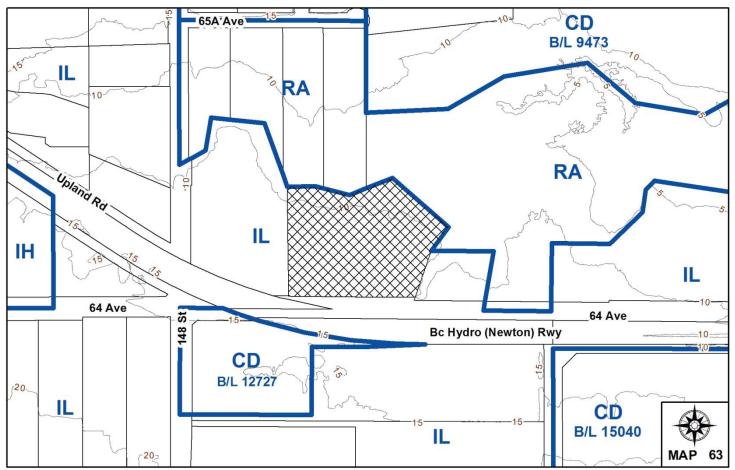
• Development Variance Permit

to permit the development of a new Surrey Fire Service Training Facility.

LOCATION: 14901 - 64 Avenue

ZONING: IL

OCP DESIGNATION: Industrial



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

• Seeking a variance to reduce the minimum distance (setback) from top-of-bank for a Natural Class A Stream under Part 7A of the Zoning By-law.

RATIONALE OF RECOMMENDATION

- The proposed new Fire Training Facility is planned to expand and enhance the existing Fire Training facilities currently located on the subject site. Fire Services has outgrown their ability to perform training programs and operations out of the existing building, and the proposed new building will meet current and future needs for Fire Training facilities.
- The applicant has demonstrated that the requested setback relaxation does not impact the objectives outlined in the Official Community Plan (OCP) for protecting sensitive ecosystems.
- The proposed building is located within an existing fence-enclosed and hardscaped surface area. The construction activities occurring within the 30 metre (100 ft.) streamside setback area include demolition of existing infrastructure, trenching and excavation within delineated area of existing paved surface, backfilling within delineated area of existing paved surface, concrete works, erection of steel, and completion of envelope and cladding. The risk to the nearby watercourse is extremely low as the existing infrastructure provides a significant buffer, and the construction activities are, therefore, not expected to have any impact to the creek or surrounding banks.
- Variances to the streamside setback are subject to the provincial Riparian Areas Regulation (RAR) requirements, which identify a Streamside Protection and Enhancement Area (SPEA) recommending a minimum 10 metre (33 ft.) setback from the High Water Mark (HWM) of the watercourse. The proposed building is not in conflict with the SPEA area, as determined by the RAR assessment.

RECOMMENDATION

The Planning & Development Department recommends that:

1. Council authorize staff to draft Development Permit No. 7916-0676-00 generally in accordance with the attached drawings (Appendix II).

- 2. Council approve Development Variance Permit No. 7916-0676-00 (Appendix III), to reduce the minimum setback distance from the top-of-bank of a Natural Class A Stream in Part 7A of Zoning By-law No. 12000 from 30 metres (100 ft.) to 16 metres (52 ft.), measured from the top-of-bank, to proceed to Public Notification.
- 3. Council instruct staff to resolve the following issues prior to approval:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, dedications, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) registration of a combination Statutory Right-of-Way / Section 219 Restrictive Covenant for Sensitive Ecosystem Protection;
 - (c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect; and
 - (d) resolution of all urban design issues to the satisfaction of the Planning and Development Department.

REFERRALS

Engineering: The Engineering Department has no objection to the project.

Surrey Fire Department: No concerns.

SITE CHARACTERISTICS

<u>Existing Land Use:</u> Existing Fire Hall No. 9 and Fire Training facilities

Adjacent Area:

Direction	Existing Use	OCP/NCP	Existing Zone
		Designation	
North:	Hyland Creek riparian areas run through a number of privately owned properties located to the north	Urban and Industrial	RA
	and east of the subject site.		

Direction	Existing Use	OCP/NCP Designation	Existing Zone
East:	Vacant land, under Development Application No. 7912-0303-00 to permit the construction of an industrial building east of the Hyland Creek	Industrial	IL
South (Across 64 Avenue):	riparian area. B.C. Hydro rail corridor, and beyond, industrial buildings and outdoor storage	Industrial	IL and CD (By-law No. 12727)
West:	Industrial buildings	Industrial	IL

DEVELOPMENT CONSIDERATIONS

Background and Proposal

- The subject 1.8 hectare (4.5 acre) site is located on 64 Avenue, east of 148 Street. Surrey Fire Hall No. 9, and the existing Surrey Fire Training Facility, are currently located on the site.
- The existing Fire Training Facility includes a training building, and outdoor training apparatus including the modular sea-can burn building used to conduct multi-storied approach training, a confined space apparatus, trench structure and vehicle extrication area.
- As part of delivering the Build Surrey Program, Surrey Fire Services (SFS) plans to construct a new Fire Training Facility to enhance the Fire Service provided to Surrey residents and municipalities beyond. The new facility has the capacity to hold 120 students in a classroom environment across three (3) training rooms as well as additional capacity for hands-on training in an indoor/outdoor training room. The building also features support and administrative spaces complete with offices, a meeting room, changing and gear rooms, a kitchenette, and laundering facilities.
- SFS is one of the largest fire fighter recruiters in BC, and the existing facility is not sufficient to house the high number of applicants that turn out each year. SFS is often forced to rent out other spaces throughout the City to accommodate the high turnout. In addition to regular training of the City's existing fire fighters, the new 1,094 square metre (11,776 sq. ft.) facility will be able to accommodate the City's recruitments during testing and evaluating. The new facility will also allow SFS to host international conferences and help establish Surrey as a world leader in the field. When not in use by SFS, neighbouring municipalities may rent out the facility to perform their own training, which will create a revenue source for the City.
- The existing Fire Training facility will be left in place for continued use during construction, and then will be considered for re-use or demolition in the future, once the new facility is operational.

• The subject site is located immediately south of Hyland Creek, which is a Class A (fish bearing) watercourse. This watercourse is located within a large ravine; Section 7A of the Zoning By-law requires a 15 metre (50 ft.) setback from top-of-bank for Class A Streams within a Ravine. The proposed new Fire Training Centre building does not encroach into the 15 metre (49 ft.) setback required to Hyland Creek.

- There is also a Class A (fish bearing) Tributary 1 to Hyland Creek located to the east of the subject site. This stream is a Natural Class A Stream; Section 7A of the Zoning By-law requires a 30 metre (100 ft.) setback from top-of-bank for Natural Class A Streams. A variance is proposed from 30 metres (100 ft.) to 16 metres (52 ft.).
- There is existing pavement and buildings within the streamside protection areas on both the north and east sides. The existing pavement and buildings can remain within the streamside protection areas without a variance. For new construction, the Zoning By-law streamside setback requirements are applicable, unless a variance is approved by Council.
- The subject proposal requires a Development Permit for form and character, sensitive ecosystems (streamside and green infrastructure protection), and hazard lands (steep slopes), and a Development Variance Permit (DVP) to reduce the minimum distance (setback) from top-of-bank for a Natural Class A Stream under Part 7A of the Zoning By-law.

Zoning By-law Compliance

- The Surrey Zoning By-law permits public facilities such as Fire Halls and the Fire Training Centre, to be located in any Zone, provided that all minimum setbacks are equal to or greater than either the height of the principal building or the setbacks prescribed in the underlying zone.
- In this case, it was determined that the principal building is the existing Fire Hall No. 9. This building has a building height of 11.7 metres (38 ft.) Therefore, the proposed Fire Training Centre building requires an 11.7 metre (38 ft.) setback from all property lines. The proposed building meets the setback requirements.

Access and Parking

- The main vehicle entry point is off of 64 Avenue, at the southwest corner of the subject site. The site must accommodate a wide variety of uses and vehicle types, ranging from small passenger vehicles to large "quint" fire engines. The array of training scenarios demands that the site be extremely versatile, and the requirement for rapid response in an emergency is paramount. An analysis for vehicle turning radii and circulation paths has been completed, and measures have been taken to ensure adequate circulation throughout the site under the various training and emergency scenarios.
- 34 parking spaces are proposed for the new Fire Training Facility building. Additional parking is provided for the existing Fire Training Facility building (8 spaces) and the Fire Hall (17). The Zoning By-law does not define the number of parking stalls required for a Fire Hall use. The Fire Training Facility use can be considered an adult education use, for which a general service use parking rate of 3 spaces per 100 square metres (1,000 sq. ft.) can be applied. 34 spaces are proposed for the new Fire Training Centre, which meets this requirement.

DEVELOPMENT PROPOSAL AND REVIEW

Development Permit for Form and Character

Site Plan and Proposed Building Location

- The Surrey Fire Service Training Centre is a replacement facility intended for fire classroom and outdoor training exercises, as well as for rentals by the broader community. The building is oriented in direct proximity to outdoor training apparatus on the site, such as the modular sea-can burn building used to conduct multi-storied approach training, a confined space apparatus, trench structure and vehicle extrication area.
- The building is situated such that its second floor training decks look over the yard training operations. The deck is also to be used for ladder and hatch access training. Clear "street" access must be maintained around the central burn building and to allow movement of other equipment around the yard.
- The fully paved site is shared with Fire Hall No. 9, which includes bays for full fleet maintenance, plus the existing training classroom building and several outbuildings for equipment and storage. There is little unused area available on this multi-purpose industrial site.
- Feasibility studies looked at renovating the existing training building but full replacement was found to be necessary for Building Code compliance. Given the ongoing need for fire training operations, it was not feasible to tear down the existing building and replace with new. The existing building is also located within the streamside setback, closer to the eastern Class A (fish bearing) Tributary 1 to Hyland Creek.
- Design study also looked at placing the building along 64 Avenue, further away from the creek setback, but too much of the existing equipment, operations, access and circulation were impacted.
- The proposed building location was ultimately determined to be the best location for the proposed new building. This alignment is bordered by a Provincial Section 219 Restrictive Covenant no disturbance (creek preservation) area to the west, and streamside setback areas to the north and east due to the proximity of Hyland Creek and Tributary 1 to Hyland Creek. The streamside setback to Tributary 1 to Hyland Creek is proposed to be varied to accommodate the proposed building. This proposed variance is discussed in the "By-law Variance and Justification" section of this report.
- The dominant factor in siting the building is for public and operational safety. The facility is planned to accommodate outside meeting and training room bookings, and therefore it is necessary to separate training centre visitors (public) from the burn building and surrounding yard staging activities for safety reasons. Public entry and access routes are kept as separate as possible from yard activities and facility visitors will no longer need to cross through groups of staging trucks, gathered training crews and training activities to access the facility.

Proposed Building Design

• The new facility is a robust and practical build of concrete and steel structure and light metal framed cladding. The outward appearance is understated and primarily concealed behind existing fences, gates and trees. The exterior cladding is an interplay of different metal cladding profiles, textures and colours.

Development Permit for Sensitive Ecosystems - Streamside

- Part 7A Streamside Protection of the Zoning By-law states that the minimum required setback from the top-of-bank of a red-coded (Class A) large ravine is 15 metres (50 ft.). Hyland Creek, which is located north of the subject site, is a red-coded (Class A) watercourse in a large ravine. The proposed new building is located outside of the 15 metre (50 ft.) setback from the top-of-bank.
- Part 7A of the Zoning By-law states that the minimum required setback from the top-of-bank of a red-coded (Class A) natural watercourse is 30 metres (100 ft.). Tributary 1 to Hyland Creek, which is located east of the subject site, is a red-coded (Class A) natural watercourse. The proposed new building encroaches into this 30 metre (100 ft.) setback area from top-of-bank. A variance is therefore sought, to reduce the required 30 metre (100 ft.) setback from top-of-bank to 16 metres (52 ft.).
- Where a development is proposing to reduce the streamside setback area, a Development Variance Permit (DVP) is required and is to include an Impact Mitigation Plan (IMP). This is intended to ensure that the proposed setback reduction does not have a negative impact on the sensitive ecosystem.
- In support of the proposed variance to the streamside setback to Tributary 1 of Hyland Creek, the applicant's environmental consultant submitted an IMP which illustrates the proposed setbacks from the Class A watercourse as compared to the setbacks required under the Zoning By-law (Appendix III, Schedule A).
- The rationale for this proposed variance is discussed in the "By-law Variance and Justification" section of this report.

Development Permit for Sensitive Ecosystems – Green Infrastructure

- 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 a Local BCS Corridor (the Hyland Creek corridor) within the subject site, in the Green Timbers BCS management area, with Medium ecological value.
- The BCS further identifies the GIN area of the subject site as having a Moderate habitat suitability rating, derived from species at risk presence, species accounts and known ecosystem habitat inventories. The BCS recommends a target Corridor width of 60 meters (197 ft.).

• Protecting green infrastructure Hubs (large habitat areas) and Sites (smaller habitat areas) are critical to preserving natural habitat refuges and a diversity of habitat features while maintaining/enhancing Corridors ensures connectivity between fragmented hubs for genetic variation throughout the City. The closest Biodiversity Hub connection in the GIN to the subject site is Hub D, and is located on 156 Street, north of Highway No. 10.

• The development proposal will not alter the form or function of the corridor and will conform to the requirements of the BCS in this regard.

Development Permit for Hazard Slopes

- The site is subject to a Development Permit for Hazard Lands in the OCP, due to steep slopes on the subject site. In order to address this requirement, the applicant has submitted a geotechnical report to confirm that the site can accommodate the proposed development.
- The geotechnical report, prepared by Braun Geotechnical Ltd. dated January 6, 2017, states that the site is considered safe for its intended use, and that based on the subsurface investigation, the site has satisfactory soil conditions for the proposed development.
- Staff have reviewed the geotechnical report to confirm that it addresses the requirements
 outlined in the Development Permit guidelines for Hazard Lands in the OCP. The
 geotechnical report will form part of the DP for the subject site.

TREES

 Trevor Cox and Michael Harrhy, ISA Certified Arborists of Diamond Head Consulting prepared an Arborist Assessment for the subject property. The table below provides a summary of the tree retention and removal by tree species:

Table 1: Summary of Tree Preservation by Tree Species:

Existing	Remove	Retain	
Alder and Cottonwood Trees			
9	О	9	
Deciduous Trees (excluding Alder and Cottonwood Trees)			
1	0	1	
4	0	4	
6	0	6	
3	0	3	
Coniferous Trees			
1	0	1	
15	0	15	
	and Cottonwood 9 Deciduous Tree Alder and Cotton 1 4 6 3 Coniferous Tree	9	

• The Arborist Assessment states that there are a total of 15 protected trees on the site, excluding Alder and Cottonwood trees. All existing trees within the developable portion of the site are proposed to be retained.

• In addition, there are two (2) trees located within the streamside protection area that have a high hazard risk rating and are recommended for removal. As these trees are within the riparian area, they are not captured in the above tree preservation table.

SUSTAINABLE DEVELOPMENT CHECKLIST

The applicant prepared and submitted a sustainable development checklist for the subject site on June 7, 2017. The table below summarizes the applicable development features of the proposal based on the seven (7) criteria listed in the Surrey Sustainable Development Checklist.

Sustainability	Sustainable Development Features Summary
Criteria	
1. Site Context & Location (A1-A2)	• The subject site is located on 64 Avenue east of 148 Street. It is north of the South Newton NCP area and south of the East Newton South NCP area.
2. Density & Diversity (B1-B7)	 The site houses the Surrey Fire Hall No. 9 and Fire Training Facility, which provides a critical service to the City, and essential Fire Training.
3. Ecology & Stewardship (C1-C4)	 The site incorporates dry swales and natural landscaping. Additional lands will be protected via a Sensitive Ecosystem RC/SRW, for enhanced protection of Hyland Creek, Tributary 1 to Hyland Creek, and the Hyland Creek Corridor. The development contains provisions for recycling and organic waste facilities.
4. Sustainable Transport & Mobility (D1-D2)	The facility will include showers and change facilities, bike racks and lockers to support alternative modes of transport.
5. Accessibility & Safety (E1-E3)	Security cameras will be monitored at all times.
6. Green Certification (F1)	• N/A
7. Education & Awareness (G1-G4)	• N/A

BY-LAW VARIANCE AND JUSTIFICATION

(a) Requested Variance:

• To vary Part 7A Streamside Protection of the Zoning By-law to reduce the minimum required streamside setback area, measured from the top-of-bank, from 30 metres (100 ft.) to a minimum of 16 metres (52 ft.).

Justification for Proposed Variance:

- The proposed building is located within an existing fence-enclosed and hardscaped surface area. The construction activities occurring within the 30 metre (100 ft.) streamside setback area include demolition of existing infrastructure, trenching and excavation within delineated area of existing paved surface, backfilling within delineated area of existing paved surface, concrete works, erection of steel, and completion of envelope and cladding. The risk to the nearby watercourse is extremely low as the existing infrastructure provides a significant buffer, and the construction activities are therefore not expected to have any impact to the creek or surrounding banks.
- Variances to the streamside setback are subject to the provincial Riparian Areas Regulation (RAR) requirements, which identify a Streamside Protection and Enhancement Area (SPEA) recommending a minimum 10 metre (33 ft.) setback from the High Water Mark (HWM) of the watercourse. The proposed building is not in conflict with the SPEA area, as determined by the RAR assessment.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I. Lot Owners and Action Summary (Confidential) and Project Data Sheets

Appendix II. Site Plan, Building Elevations, Landscape Plans and Perspective

Appendix III. Development Variance Permit No. 7916-0676-00

original signed by Ron Hintsche

Jean Lamontagne General Manager Planning and Development

HK/da

APPENDIX I HAS BEEN

REMOVED AS IT CONTAINS

CONFIDENTIAL INFORMATION

DEVELOPMENT DATA SHEET

Existing Zoning: IL

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		18,313.76
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		
Paved & Hard Surfaced Areas		
Total Site Coverage		11.8% total new & existing
SETBACKS (in metres)		
Front	11.7 m	51 m
Rear	11.7 m	39 m
Side #1	11.7 m	37 m
Side #2	11.7 m	66 m
DI III DING HEIGHT (in matrice /storous)		
BUILDING HEIGHT (in metres/storeys)		0 a = m
Principal		8.25 m
Accessory		
NUMBER OF RESIDENTIAL UNITS		N/A
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		N/A
FLOOR AREA: Commercial		N/A
Retail		
Office		
Total		
FLOOR AREA: Industrial		N/A
FLOOR AREA: Institutional		1,094 m² (new)
TOTAL BUILDING FLOOR AREA		1,094 m² (new)

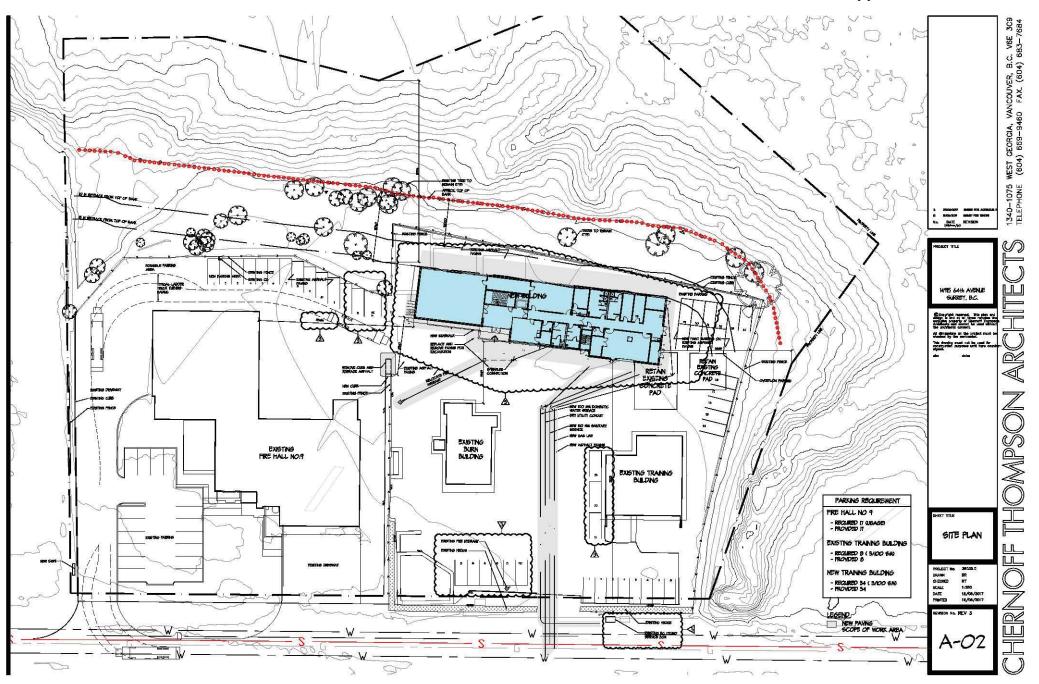
^{*} If the development site consists of more than one lot, lot dimensions pertain to the entire site.

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		N/A
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)		
AMENITY SPACE (area in square metres)		N/A
Indoor		·
Outdoor		
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Visitors		
Institutional		34 (new)
Total Number of Parking Spaces		
Number of accessible stalls		ı (new)
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site NO Tree Survey/Assessment Provided YES
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Appendix II



PRIMEDY No. 28(18),0

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16/4E 1 :200

DATE 05/12/2015

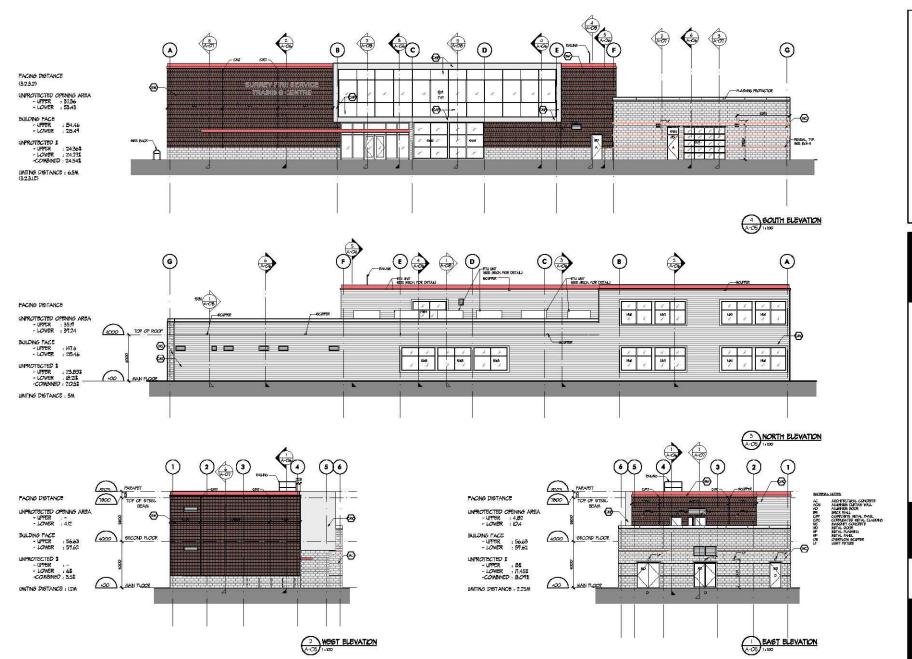
FRANCE 05/20/2015

CHERNOFF

EXETING STREETSCAPE







WEST GEORGIA, VANCOUVER, B.C. V6E 3C9 (604) 669-9460 FAX. (604) 683-7684 LIDERSTAND HAND FOR DE ATTACATION IL TRICA-CAST HANDS FOR DANIES T. 25/OVYGOT ERRED FOR REACH LEYGRASHT ERRED FOR NACAS H. COPACINE SERVICE TO AN 6. THY CANCEL SERVICE TO A TOP A T T. SITEMAN SPRED FOR SP E. CONSTINUE SPRED FOR TALCO P. SANISON SECURI FOR SON CO 1340-1075 \ TELEPHONE C. DIVENON MOUSE FOR DE APPLICATION DESCRIPTION DOWN A EXCASOR HAMED FOR START OF SO No. DATE REVISION (60/mm/y)

SURREY FRE SERVICE TRANNG CENTRE 1495 64th AVENUE SURREY, B.C.

All dimensions on the project checked by the contractor. This drawing must not be used to construction purposes until here is signed.

AR

HERNO

ELEVATIONS

PROJECT No. 8V RT 1 :100 12/08/2017 12/08/2017 DRAWN CHECKED SCALE DATE PRINTED

CITY OF SURREY

(the "City")

DEVELOPMENT VARIANCE PERMIT

NO.: 7916-0676-00

Issued To:

(the "Owner")

Address of Owner:

- 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: 011-049-448
Parcel "C" (Reference Plan 7928) Lot 2 Except: Parcel One (Bylaw Plan NWP87927),
Section 15 Township 2 New Westminster District Plan 4079

14901 - 64 Avenue

(the "Land")

- 3. Surrey Zoning By-law, 1993, No. 12000, as amended is varied as follows:
 - (a) In the table in Section B.1 of Part 7A "Streamside Protection," the minimum distance from top of bank for a "Natural Class A Stream" is reduced from 30 metres (100 ft.) to 16 metres (52 ft.).
- 4. This development variance permit applies to only that portion of the buildings and structures on the Land shown on Schedule A labelled "New Building" 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.
- 5. The Land shall be developed strictly in accordance with the terms and conditions and provisions of this development variance permit.

6.	This development variance permit shall lapse construction with respect to which this development variation (2) years after the date this development variation.	opment variance permit is issued, within two	
7.	The terms of this development variance permit or any amendment to it, are binding on all persons who acquire an interest in the Land.		
8.	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	

