

City of Surrey PLANNING & DEVELOPMENT REPORT File: 7917-0048-00

Planning Report Date: September 11, 2017

PROPOSAL:

• Development Permit

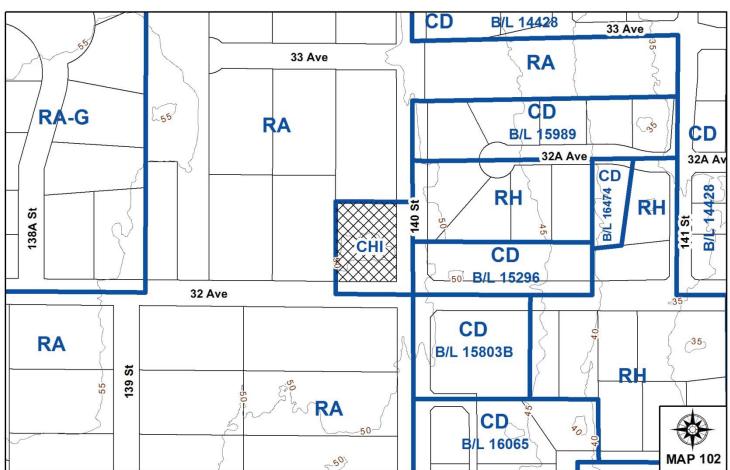
to permit the development of a two-story addition to an existing commercial building.

LOCATION: 3221 - 140 Street

OWNER: HSL Properties Inc.

ZONING: CHI

OCP DESIGNATION: Suburban



RECOMMENDATION SUMMARY

• Council refer the application back to staff to work with the applicant on a development proposal that is more sensitive to the neighbourhood context.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

• The applicant does not propose to meet minimum landscaping and buffering requirements of the Zoning By-law, nor of the Development Permit Guidelines in the Official Community Plan.

RATIONALE OF RECOMMENDATION

- The proposed two-story addition is considered to be out of scale and character with the surrounding suburban neighbourhood.
- The applicant does not propose sufficient buffering between the subject commercial lot and neighbouring residential lots.
- The site plan does not meet minimum landscaping requirements along the north and west boundaries of the site which interface with existing suburban residential lots.

RECOMMENDATION

The Planning & Development Department recommends that Council refer the application back to staff to work with the applicant to meet minimum landscaping and buffering requirements referenced in the Official Community Plan, and to achieve a design that is more sensitive to the suburban context of the site.

If, however, Council is supportive of the proposal as demonstrated on the drawings attached as Appendix II, Council may refer the application back to staff to finalize the review of a design generally in accordance with the attached drawings, including all associated referrals and appropriate conditions of approval, and bring back a land-use report to a future Regular Council Land-Use meeting.

REFERRALS

Engineering: The Engineering Department has no objection to the project, as

outlined in Appendix III.

Heritage Advisory The application was referred to the Heritage Advisory Commission

Commission (HAC): and they had no objection to the proposal.

SITE CHARACTERISTICS

<u>Existing Land Use:</u> Existing commercial building, currently operating as a recycling depot.

Adjacent Area:

Direction	Existing Use	OCP/LAP	Existing Zone
		Designation	
North:	Suburban single	Suburban.	RA
	family residential	One Acre	
	lot.		
East (Across 140 Street):	Retail commercial	Suburban.	CD (By-law No.
	store (Belle's	Commercial lot is	15296) and RH.
	market) and a	not in the LAP,	
	suburban single	residential lot is	
	family residential	Half-Acre Gross	
	lot.	Density.	
South (Across 32 Avenue) and	Suburban single	Suburban.	RA
West:	family residential	One Acre.	
	lots.		

DEVELOPMENT CONSIDERATIONS

Context

- The subject property is located on the northwest corner of 32 Avenue and 140 Street. It is designated "Suburban" in the Official Community Plan (OCP) and zoned "Highway Commercial Industrial Zone" (CHI).
- Although the surrounding lands are within the Central Semiahmoo Peninsula Local Area Plan (LAP), the subject lot and the commercial lot across 140 Street are not included in the LAP.
- The existing building on the property was designed in the 1980's by the local architecture firm Birmingham & Wood to be used as a veterinary hospital.
- In 2002 the City received an application to rezone the property to allow for medical uses. The application (Development Application no. 7902-0308-00) received third reading but was never completed. More recently the building has been converted for use as a recycling depot, in keeping with the existing CHI Zone.
- The design of the building is unique in that it is partially subterranean. The majority of the parking is also located below street-level. The building is located near the centre of the property and the remainder of the site is landscaped and contains mature trees. The building's low profile combined with the existing lawn and trees make the design compatible with the surrounding suburban residential neighbourhood.
- To the north, west, and south are existing large single family residential lots. The property to the south (across 32 Avenue) was the subject of Development Application No. 7911-0325-00, which proposed an OCP amendment and rezoning to allow for townhouse development. The application was denied by Council in 2012.

Current Proposal

- The applicant has applied for a Development Permit for Form and Character to permit the construction of two additional floors above the existing building, which consists of one partially-submerged storey.
- The existing building has a gross floor area of 440 square metres (4,735 sq.ft.), all on one floor.
- The proposed second and third floors would each be approximately 730 square metres (7,860 sq.ft.) for a total of 1,470 square metres (15,810 sq.ft.) of additional floor area. These additional floors would be designed for office use and for a child care facility.
- The proposed development would retain the existing CHI zoning. The second floor would be used for counselling services, which is permitted as a community service use under the CHI Zone.
- Aside from the community service use, office uses in the CHI Zone are restricted to only
 engineering and surveying offices, general contractor offices, government offices, and utility
 company offices.

• The third floor would be used as a child care centre, which is also permitted under the existing zone, with an outdoor play area on the roof.

• The existing recycling depot is proposed to be retained on the lower floor.

PRE-NOTIFICATION

A development proposal sign was erected on the property on July 24, 2017. Staff have received eight emails and one telephone call from area residents about the proposed development. Residents' comments are noted below with staff comments in italics.

• The community is very concerned about traffic volumes and safety at the corner of 140 Street and 32 Avenue, citing numerous accidents that have occurred here in the past. The proposed intensification of the use on this site is seen as problematic. Residents would like to see sidewalks on 32 Avenue and an improved intersection at 32 Avenue and 140 Street in order to increase safety.

(A roundabout is intended to be constructed at the intersection of 32 Avenue and 140 Street. Currently, the Road Project for the intersection improvement is programmed as a Short Term project, which is typically between one and three years. As part of the improvement, minor sidewalk extensions will also occur to connect existing pedestrian infrastructure to the intersection improvements.

Driveways must be located as far away as possible from the intersection of 32 Avenue and 140 Street to minimize the site's impact on the intersection.)

• Two residents expressed opposition to the proposed two additional stories, saying that the building would be out of character with the surrounding neighbourhood.

(Staff agree that the two additional stories will be out of place in the existing suburban context. While there are two existing commercial developments on the east side of 140 Street, both are lower in profile with a more suburban character. The design of the proposed development is not sensitive to the neighbouring single family lots to the west and north.)

• One resident objected to having any parking located between the building and 32 Avenue, in close proximity to the driveway entrance. The concern is that traffic could back up onto 32 Avenue, disrupting traffic and creating hazards for vehicles and pedestrians.

(Staff similarly do not support the proposed parking on the south side of the building. Parking is typically discouraged in front of commercial buildings. The proposed configuration of the drive aisle and parking stalls also does not meet Engineering's minimum queuing distance requirement of 6.0 metres (20 ft.).)

• One resident noted that the building has unique architectural value and opposes the redevelopment for that reason.

(The existing building was designed by the local architectural firm Birmingham and Wood and was constructed in the 1980. Although the design of the building is unique, Surrey's Heritage Advisory Committee has reviewed the application and has no concerns with the proposed development of the property.)

DESIGN PROPOSAL AND REVIEW

Building Design

- The Development Permit application will allow for two additional floors on an existing singlestorey building.
- Because the existing single-storey is partially-subterranean, the building has a very low profile when seen from the street or from surrounding lots. In this way, it is very sensitive to the suburban neighbourhood context.
- The proposed addition will increase the building height by 6.1 metres (20 ft.) for a maximum building height of approximately 7.0 metres (23 ft.) from the existing grade on the east and south sides of the building. The total height will be typical of a two-storey building because the existing first floor is below-ground.
- A children's play area is included on the roof, in association with the proposed child care use.
- Proposed building materials include metal panel siding and fiber cement panels. The building
 design would require further review to ensure that it is in keeping with the neighbourhood
 character.

Access and Parking

- In order to allow for upgrades to the intersection of 32 Avenue and 140 Street, a 7 x 7 metre (23 x 23 ft.) corner cut will be purchased from the property owner. This purchase is independent of the subject application. The site design must accommodate this future intersection construction.
- There is currently one driveway access to the site, from 32 Avenue. The applicant proposes to introduce an additional driveway on 140 Street.
- With the additional floor area, the total parking requirement for the building would be 43 spaces. The current proposal (Appendix II), provides 42 spaces on the site. The area required to accommodate the parking spaces, however, does not allow for sufficient landscaping within the parking lot or adjacent to property lines to provide buffering to adjacent land uses. See additional comments under the Landscaping heading below.
- The proposed site design does not meet Engineering's minimum queuing distance requirement of 6.0 metres (20 ft.).

• The applicant proposes to retain the existing parking underneath the structure of the building and introduce additional parking in the rear and front yards, with a drive-aisle adjacent to 32 Avenue.

Landscaping

- Because of the proposed intensification of the commercial use, appropriate buffering is recommended between the subject site and neighbouring suburban residential lots.
- Staff have asked the applicant to provide a minimum 3.0 metre (10 ft.) wide landscaped buffer on the subject property, adjacent to both the west and north property lines, in keeping with the Form and Character Development Permit guidelines in the Official Community Plan. The applicant does not propose to meet these requirements and instead proposes a 1.5 metre (5 ft.) buffer on the west side and no buffer (0 metres) on the north side of the site.
- Staff do not feel that this design meets the intention of the City's Development Permit guidelines, which ask applicants to "provide a transition buffer between adjoining properties containing different uses or a different intensity of uses by using design measures such as landscaping buffers and additional setbacks."
- Similarly, the development would introduce parking stalls and a drive aisle between the building and 32 Avenue. Parking between a commercial building and the street is typically not supported by staff as it does not meet contemporary design standards.
- With respect to parking, the Development Permit guidelines also ask for landscaped islands to be located within the parking lot, at the end of every six (6) parking spaces. The applicant does not propose any landscaped islands. Without landscaping to break up the parking area, staff are concerned that the surface lot will appear expansive and will have a negative visual impact on the area.
- The existing site contains a sensitively-designed building with significant green space and mature trees, which respects the suburban context. The proposed redevelopment of the site will result in the loss of many trees and the introduction of parking lots immediately adjacent to the north property line and within 1.5 metres (5 ft.) of the west and south property lines. Staff are of the view that the proposed design is inappropriate to the context.

TREES

• Laura Leigh, ISA Certified Arborist of Mountain Maple Garden & Tree Service Ltd. 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:

Tree Species	Exis	ting	Remove	Retain		
Alder and Cottonwood Trees						
none						
Deciduous Trees (excluding Alder and Cottonwood Trees)						
Ash, mountain]	L	1	0		
Birch	1	Į.	1	0		
Dogwood	1	l	1	0		
Maple, big-leaf	2	2	2	0		
Maple	13	3	11	2		
	Conifero	us Tree	es			
Cedar	3	}	3	0		
Fir, Douglas	1	-	1	0		
Pine	1		0	1		
Total	2	3	20	3		
Total Replacement Trees Proposed (excluding Boulevard Street Trees) unknown						
Total Retained and Replaceme Trees	ent	unknown				
Contribution to the Green City	Fund	unknown				

- The Arborist Assessment states that there are a total of 23 protected trees on the site. There are no Alder or Cottonwood trees. With the site design as proposed, three trees can be retained. The proposed tree retention was assessed taking into consideration the location of services, building footprints, road dedication and proposed lot grading.
- A landscaping plan has not been provided, so the number of planted trees that could be accommodated on the lot is unknown. With the proposed landscaping areas not meeting the Official Community Plan Development Permit guidelines, however, additional tree planting opportunities would be minimal.

ADVISORY DESIGN PANEL

Review by the Advisory Design Panel is a requirement for the subject proposal. Given
concerns about the proposal, however, the subject application has not been referred to the
panel. A referral to the Advisory Design Panel will be made prior to the subject application
being returned to Council for future consideration.

BY-LAW VARIANCE AND JUSTIFICATION

• If Council chooses to support the site and building design as currently proposed, the following variances would be anticipated:

- o Parking variance to reduce the minimum requirement from 43 spaces to 42 spaces; and
- Variance to reduce the minimum required landscaping between commercial and residential uses.

ANALYSIS

- While the proposed uses comply with the existing Highway Commercial Industrial (CHI) zoning on the property, staff have a number of concerns with the application, which are summarized as follows:
 - The size and massing of the additional two stories would be out of character with the suburban neighbourhood and the building would not be sensitive to the neighbouring suburban residential homes.
 - The number of parking spaces that are required in association with the additional floor area cannot be accommodated on the lot without significantly compromising the City's design standards.
 - The additional surface parking required would allow for only minimal tree retention;
 - No buffering is proposed between the parking lot and the existing single family lot to the north, with parking stalls abutting the subject site's north property line:
 - 1.5 metres (5 ft) of landscape buffering is proposed adjacent to the west property line, which provides insufficient separation between the intensified commercial use and the neighbouring single-family lot;
 - There would not be enough room in the proposed surface parking lot on the north side of the building to accommodate landscaping islands between parking stalls, which are typically required every six parking spaces; and
 - The applicant proposes parking spaces and a drive-aisle between the south side of the building and 32 Avenue. Parking is discouraged on commercial sites within front and flanking setbacks.
 - The CHI zone allows only a very limited number of office uses, which may not provide enough flexibility to allow the building to be successfully occupied long-term.

RECOMMENDATION

Staff believe that the amount of additional floor area proposed is too much for this suburban setting and cannot be appropriately accommodated on the site. Staff are not supportive of the design of the building or site layout as shown in Appendix II.

Staff recommend that the application be referred back to staff to work with the applicant on a more sensitive design that can be accommodated on the site without compromising the City's design standards.

If, however, Council feels that there is merit to the application as proposed, Council may direct staff to continue to process the application as shown, including completion of all required referrals and review of the proposal by the Advisory Design Panel. Staff would then bring the application back to Council, listing all development conditions, for Council's consideration.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I. Lot Owners and Action Summary

Appendix II. Site Plan, Building Elevations, and Perspective

Appendix III. Engineering Summary

Appendix IV. Heritage Advisory Commission Minutes

original signed by Ron Hintsche

Jean Lamontagne General Manager Planning and Development

MJ/da

<u>Information for City Clerk</u>

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

ı. (a) Agent: Name: Rosa Salcido

Vivid Green Architecture

Address: 11871 - Horseshoe Way, Unit 1141

Richmond, BC V7A 5H5

2. Properties involved in the Application

(a) Civic Address: 3221 - 140 Street

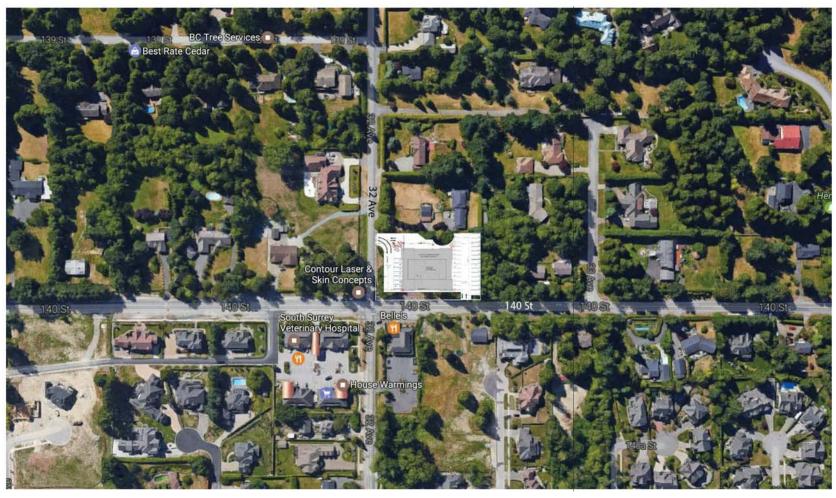
(b) Civic Address: 3221 - 140 Street
Owner: HSL Properties Inc.

PID: 009-220-879

Lot 1 District Lot 157 Group 2 New Westminster District Plan 23371

3. Summary of Actions for City Clerk's Office

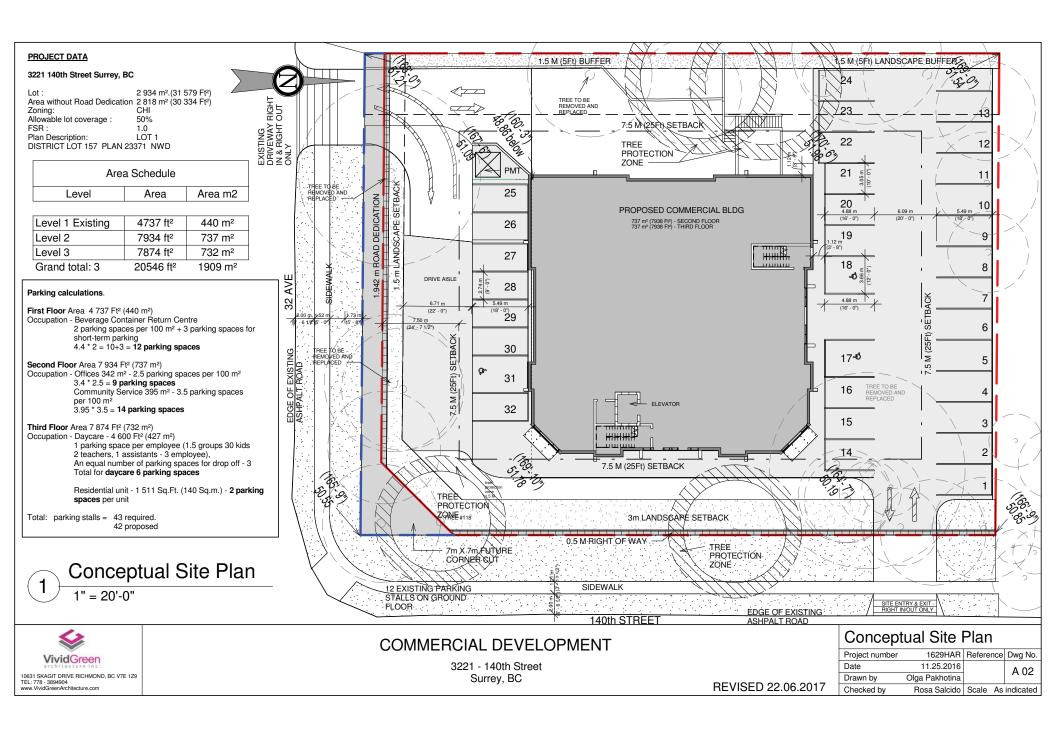


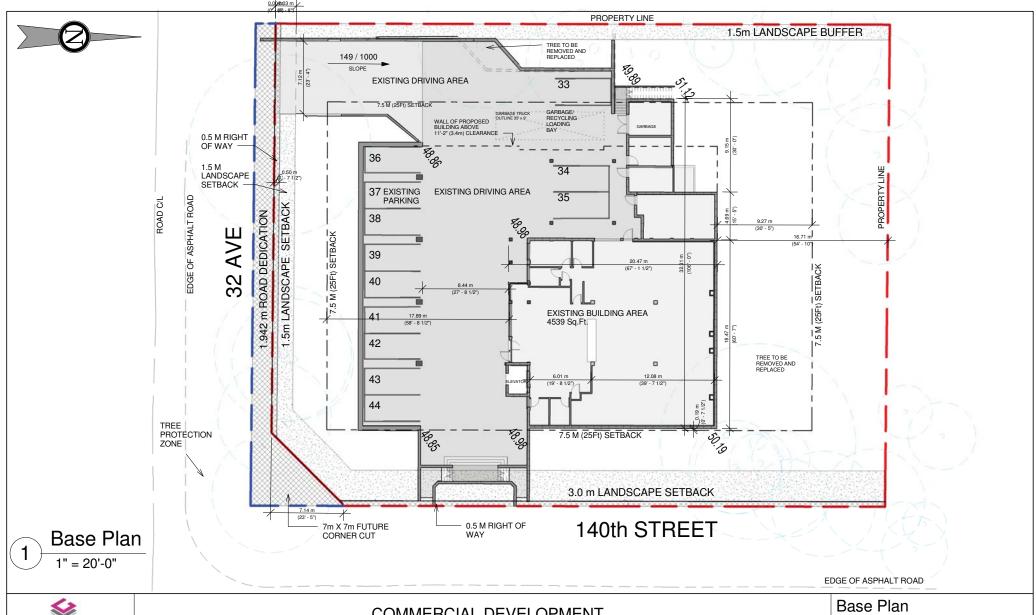




CONTEXT SIT	E PLAN

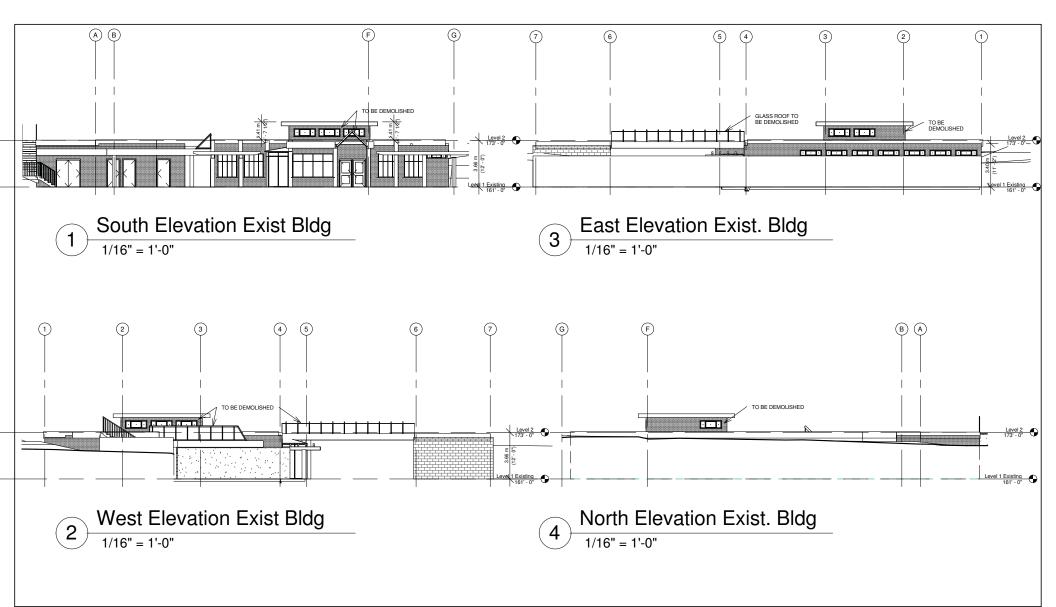
Project number	1629HAR	Reference	Dwg No.
Date	11.25.2016		A 01
Drawn by	Olga Pakhotina		701
Checked by	Rosa Salcido	Scale	





VividGreen 10631 SKAGIT DRIVE RICHMOND, BC V7E 1Z9 TEL: 778 - 3894904 www.VividGreenArchitecture.com **COMMERCIAL DEVELOPMENT**

	Dase Fi	all		
	Project number	1629HAR	Reference	Dwg No.
	Date	11.25.2016		A 03
	Drawn by	Olga Pakhotina		7 00
REVISED 22.06.2017	Checked by	Rosa Salcido	Scale 1	" = 20'-0"





3221 - 140th Street Surrey, BC

	Existing Bldg Elevations				
	Project number	1629HAR	Reference	Dwg No.	
	Date	11.25.2016		A 04	
	Drawn by	Author		7 04	
SED 22.06.2017	Checked by	Checker	Scale 1/1	6" = 1'-0"	

REVIS

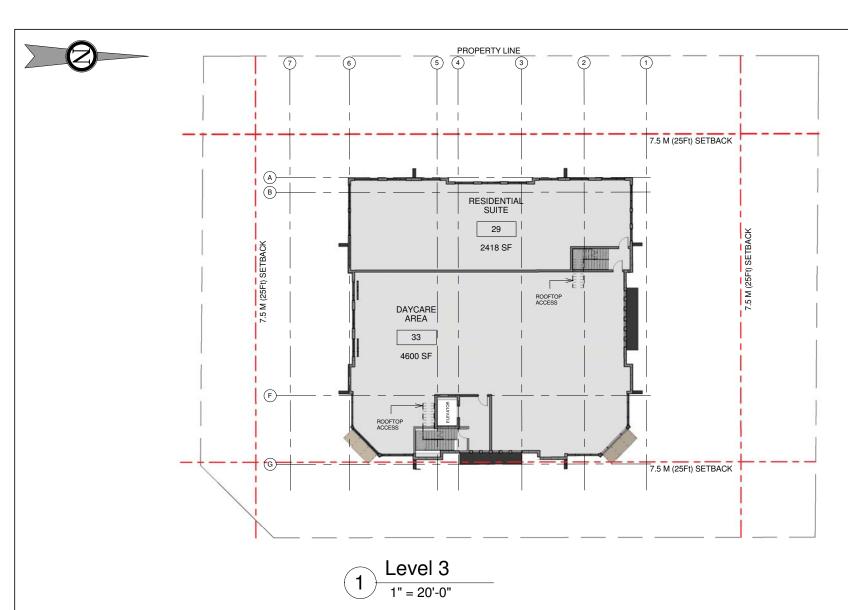




3221 - 140th Street Surrey, BC

Level 2 Proposed Fl. Plan				
Project number	1629HAR	Reference	Dwg No.	
Date	11.25.2016		A 05	
Drawn by	Author		7 03	
Checked by	Checker	Scale 1	" = 20'-0"	

REVISED 22.06.2017 Checked by

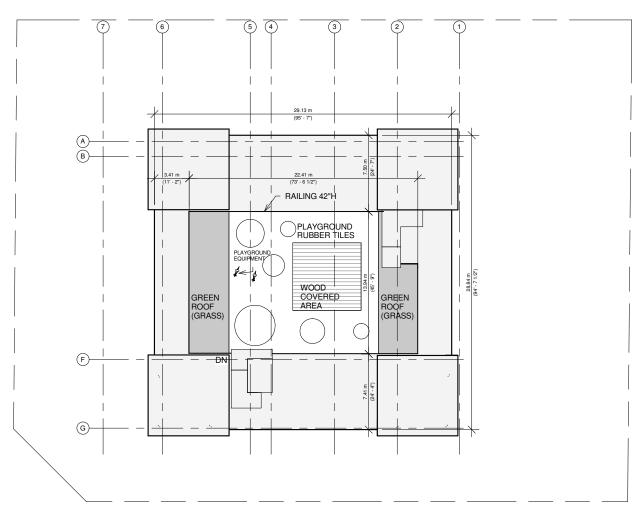


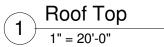


3221 - 140th Street Surrey, BC

Level 3 Proposed Fl. Plan				
Project number	1629HAR	Reference	Dwg No.	
Date	11.25.2016		A 06	
Drawn by	Author		^ 00	
Checked by	Checker	Scale 1	" = 20'-0"	

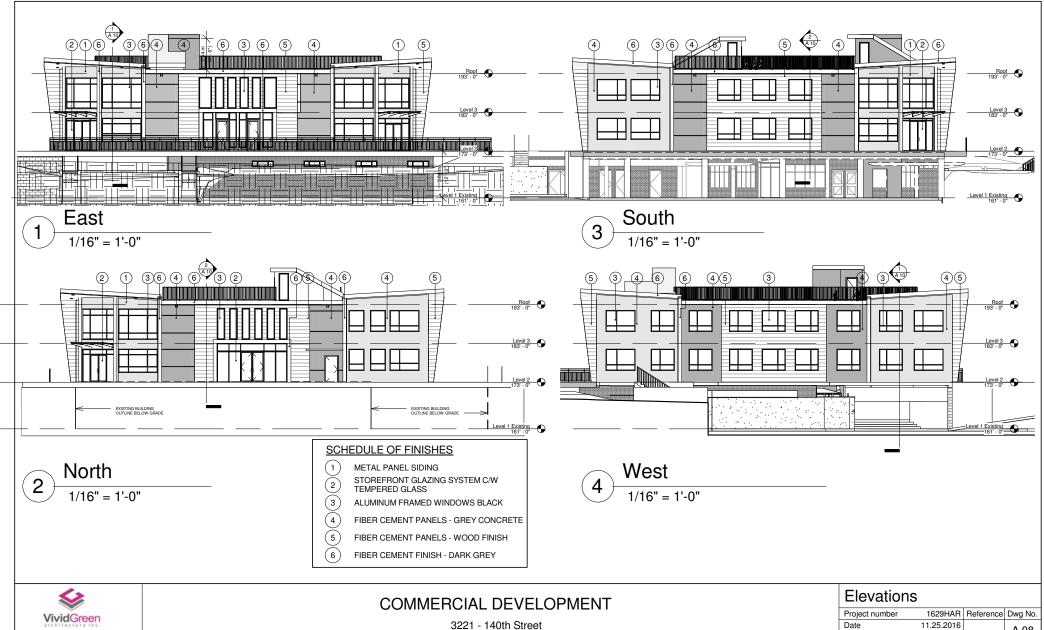
REVISED 22.06.2017







Proposed Roof Plan				
Project number	1629HAR	Reference	Dwg No.	
Date	11.25.2016		A 07	
Drawn by	Author		Α 07	
Checked by	Checker	Scale 1	" = 20'-0"	



VividGreen 10631 SKAGIT DRIVE RICHMOND, BC V7E 1Z9 TEL: 778 - 3894904 www.VividGreenArchitecture.com

Elevations	3		
Project number	1629HAR	Reference	Dwg No.
Date	11.25.2016		A 08
Drawn by	Author		7 00
Checked by	Checker	Scale 1/1	6" = 1'-0"





Elevations Colored					
Project number	1629HAR	Reference	Dwg No.		
Date	11.25.2016		A 09		
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140th STREET FRONT VIEW



140th STREET SOUTH CORNER



ROOFTOP VIEW



3D Images					
Project number	1629HAR	Reference	Dwg No.		
Date	11.25.2016		A 11		
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Checked by	RS	Scale			







BUILDING ACROSS STREET

PROPOSED BUILDING

BUILDING ACROSS STREET



Street View			
Project number	1629HAR	Reference	Dwg No.
Date	11.25.2016		A 12
Drawn by	Author		
Checked by	Checker	Scale	



INTER-OFFICE MEMO

TO:

Manager, Area Planning & Development

- South Surrey Division

Planning and Development Department

FROM:

Development Services Manager, Engineering Department

DATE:

August 31, 2017

PROJECT FILE:

7817-0048-00

RE:

Engineering Requirements (Commercial)

Location: 3221 140 Street

DEVELOPMENT PERMIT

The Engineering Department acknowledges that the Planning Department does not support this proposal and is recommending referral back to staff. Should council support the application the following issues are to be addressed as a condition of issuance of the Development Permit (DP):

Property and Right-of-Way Requirements

 Future dedication of 1.942 metres along 32 Avenue and a 7.0 metre x 7.0 metre corner cut at the intersection with 140 Street to facilitate a roundabout.

Works and Services

- Construct 7.3 metre concrete driveway letdown.
- Construct water, storm, and sanitary service connections to service the development.
- Construction of on-site mitigation features to limit the post development run-off from the site to pre-development conditions. The site falls within the Elgin Creek catchment area.

A Servicing Agreement is not required prior to issuance of the DP if supported by council; however the above requirements must be met prior to issuance of any Building Permit on site.

Rémi Dubé, P.Eng.

Development Services Manager

CE₄

- Support was expressed for the proposed laneway access for the new lots, which will help minimize additional traffic movement on Crescent Road generated from the proposed development.
- It was noted that the existing trees along Crescent Road would screen and minimize the visual impact of the proposed development on the area.
- As the lots will be zoned RF-13, the homes will not be too large.
- Crescent Road is a registered heritage site. The trees, particularly the mature trees, contribute to the heritage value of the road,
- Due to the significant role that the trees play in the heritage value of Crescent Road, extra protection should be taken to retain trees, advocate for larger tree protection barriers (6:1) and request oversized replacement trees.

It was Moved by Commissioner Tannen
Seconded by Commissioner Priddy
That the Surrey Heritage Advisory

Commission (SHAC):

- 1. Receive the report dated June 15, 2017 as information; and,
- 2. That staff receive the comments regarding the retention and restoration of the Lee House as part of the proposed redevelopment of the property at 13971 Crescent Road.

 Carried

(b) 3221 140 Street

Proposed Development Permit for Building Expansion

File: 6800-01

Staff summarized the report dated June 16, 2017 regarding a proposed Development Permit for building expansion at 3221 140th Street.

- The building is not currently on the Heritage Inventory or Registry.
- The existing zoning of Highway Commercial Industrial will be retained.
- The applicant is proposing to build two additional storeys on the building to accommodate potential uses such as a childcare and office space. The additional floor area would

require additional parking on-site, which would result in the loss of landscaping.

In response to questions from the Commission, staff provided the following information:

- The Historic Context Statement and Thematic Framework that the City of Surrey is working towards having done (by Donald Luxton and Associates), would assist staff and the Commission when evaluating projects like this.
- Staff estimate that it would cost approximately \$2000 to have a heritage evaluation completed for this building
- A public hearing would not be required as the proposal is for a Development Permit; however, there would be public notification regarding the proposal.
- Staff have expressed concerns regarding the impact the proposed addition could have on the neighbouring single family homes, the additional parking required and the removal of landscaping.

Discussion ensued, and the Commission noted the following comments:

- The heritage value for the property is in the architecture. It is not clear what portion of the exterior building would be retained, which could affect the architectural value of the building.
- A heritage building evaluation would be required to determine if the building is in good condition.
- The building is not used for the same purpose for which it won the *Prestigious Award for Hospital* from Veterinary Practice Magazine. The award won by the veterinary clinic is not an architectural related award.
- The massing of the proposed building relative to the existing community may be a concern, but is not a heritage issue.
- The owner of the property has not taken any steps to document the history of the building.

It was Moved by Commissioner Tannen

Seconded by Commissioner Priddy That the Surrey Heritage Advisory

Commission (SHAC) receive the report dated June 16, 2017 as information.

Carried

(c) SHAC Task List

File: 0540-20V

Staff summarized the report dated June 16, 2017 regarding the Surrey Heritage Advisory Commission (SHAC) task list, and provided the following additional information:

- Donald Luxton is revising and resubmitting his proposal for the Historic Context Statement and Thematic Framework project for the city. Staff are hoping to finalize the contract over the summer and move forward with the project in the Fall.
- Staff are exploring completing evaluations for a number of properties on the heritage inventory, including the North Surrey Medical Building.
- Staff will look into hosting a Surrey Heritage Group Information Networking meeting in 2017.

The Commission noted that the proposal for a Nicomekl monument as discussed at the May 24, 2017 SHAC meeting should be included on the task list.

2. PARKS, RECREATION & CULTURE

(a) City Awards

File: 0290-20

Staff summarized the report dated June 7, 2017 regarding City Awards.

The Commission noted that all Commissioners should receive the information package regarding the City Awards. All Commissioners will be invited to participate in the discussion and recommend winners, if they choose.

It was Moved by Commissioner Tannen

Seconded by Commissioner Priddy That the Surrey Heritage Advisory

Commission (SHAC):

1. Receive the report dated June 7, 2017 as information; and,