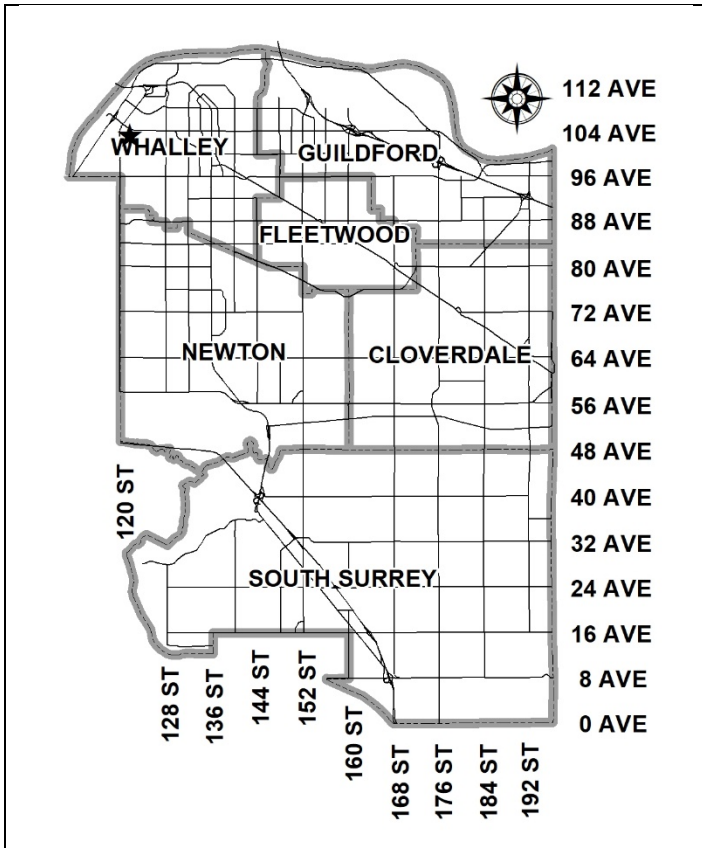


City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7916-0418-00

Planning Report Date: November 4, 2019



PROPOSAL:

- **Temporary Use Permit**

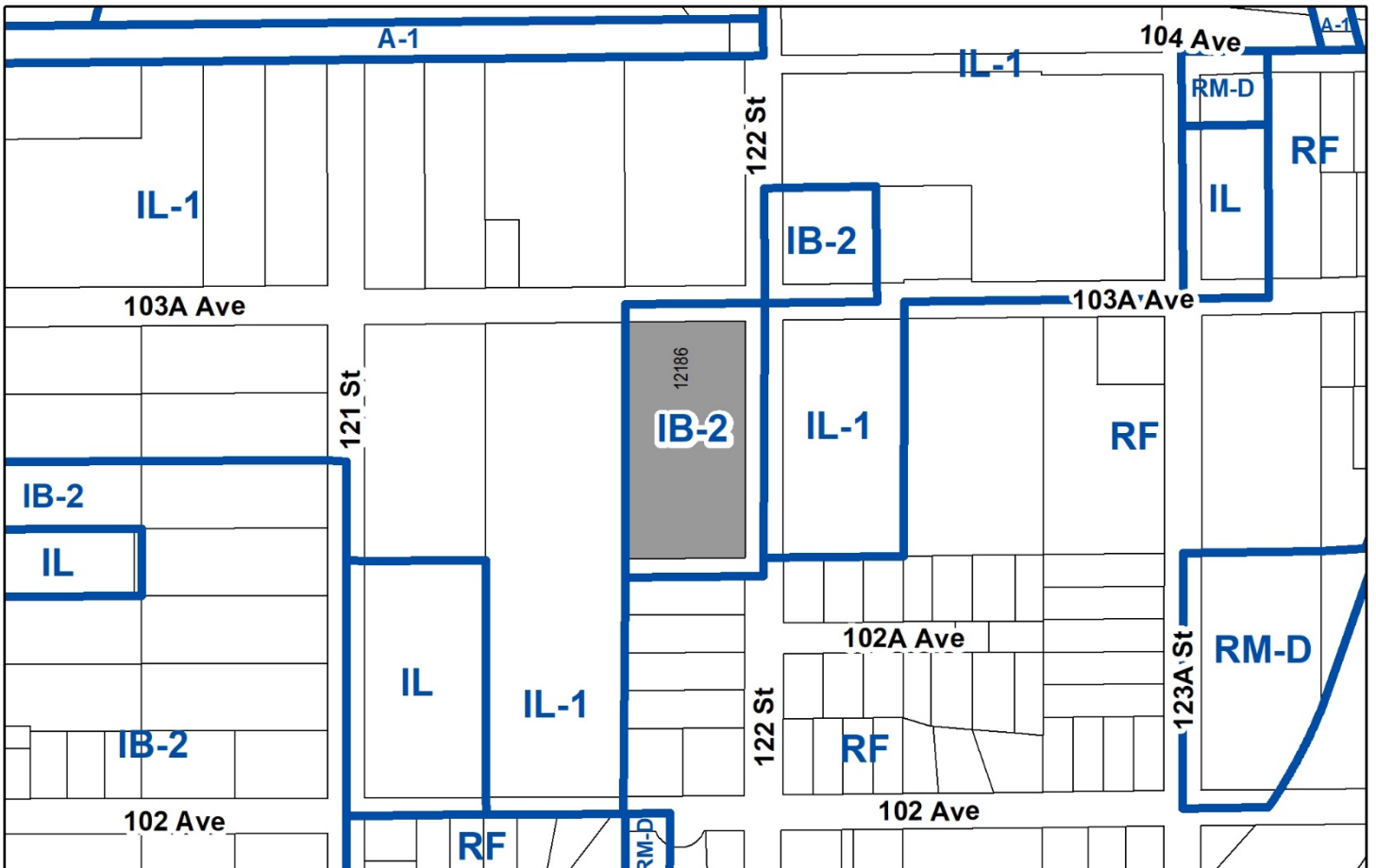
to allow for the continued assembly and storage of high-rise concrete construction forms on the lot for a period not to exceed three (3) years.

LOCATION: 12186 - 103A Avenue

ZONING: IB-2

OCP DESIGNATION: Mixed Employment

NCP DESIGNATION: Business Park



RECOMMENDATION SUMMARY

- The Planning and Development Department recommends that this application be denied.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed use does not comply with the current zoning of the site ("Business Park 2 Zone (IB-2)"), nor the site's Official Community Plan (OCP) designation ("Mixed Employment").
- The proposed use is contrary to the South Westminster Neighbourhood Concept Plan (NCP) designation of "Business Park" for the subject property. The proposed outdoor storage use is not consistent with the ultimate land use in the South Westminster NCP, which calls for a high-quality business park in an attractive, clean, quiet campus setting where outdoor storage is limited.
- The proposal is contrary to Official Community Plan (OCP) policies that encourage the full utilization and efficient land use of industrial and other employment lands in order to maximize jobs and economic activities.
- The proposal is contrary to the City's Employment Lands Strategy.

RATIONALE OF RECOMMENDATION

- The "Business Park 2 Zone (IB-2)" permits only a minimum amount of outdoor storage which can be no greater than the total coverage of a principal building (exceeding 100 square metres (1,076 sq.ft.) and containing washroom facilities) on a lot. The subject site does not contain a building; therefore, no outdoor storage is permitted.
- The proposed TUP could delay land consolidation and prevent redevelopment to a more suitable mix of industrial, commercial, business and office uses in accordance with OCP and the City's Employment Lands Strategy.
- The proposal could delay infrastructure improvements to roads/services that could be realized through the rezoning and re-development of the subject site.
- Recent redevelopment in the Bridgeview and South Westminster area has demonstrated that development constraints in this area (i.e., minimum floodproofing elevations, soil conditions, site servicing) can be successfully overcome with appropriate land assembly.
- The proposal may set a precedent for other outside storage TUP proposals, which could hinder re-development and investment in the South Westminster area.
- Area residents have expressed opposition to the proposed TUP as a result of the application pre-notification. They have raised concerns about zoning compliance, noise, traffic and public safety.

RECOMMENDATION

The Planning & Development Department recommends that this application be denied.

However, if Council determines that there is some merit in allowing a TUP application to proceed on the subject site, the application should be referred back to Planning staff to complete the land development application review process, including the necessary referrals and notifications, and to then prepare Temporary Use Permit No. 7916-0418-00 for Council's consideration at a future Regular Council – Land Use meeting.

REFERRALS

Engineering: Should Council determine that there is some merit in allowing the subject TUP application to proceed, Engineering will be requested to provide comments with respect to the proposal.

SITE CHARACTERISTICS

Existing Land Use: Unauthorized storage and construction of high-rise concrete forms.

Adjacent Area:

| Direction | Existing Use | OCP/NCP Designation | Existing Zone |
|--|--|----------------------------|----------------------|
| North (Across 103A Avenue): | Unauthorized truck parking facility | Light Impact/Business Park | IL-1 |
| East (Across 122 Street): | Steel Fabricator and Machine Shop (Allied Blower & Sheet Metal Ltd.) | Light Impact/Business Park | IL-1 |
| South (Across unconstructed half-road allowance containing a Metro Vancouver Sanitary Sewer Interceptor pipe): | Single family dwelling | Urban in the OCP | RF |
| West: | Multi-tenant light industrial building | Light Impact/Business Park | IL-1 |

DEVELOPMENT CONSIDERATIONS

Background and Current Proposal

- The 0.834-hectare (2.05-acre) subject property is located at 12186 – 103A Avenue in South Westminster.
- The site is designated "Mixed Employment" in the Official Community Plan (OCP), "Business Park" in the South Westminster Neighbourhood Concept Plan (NCP) and is zoned "Business Park 2 Zone (IB-2)" (see Appendix II).
- The "Business Park 2 Zone (IB-2)" permits only a minimum amount of outdoor storage which can be no greater than the total coverage of a principal building (exceeding 100 square metres (1,076 sq.ft.) and containing washroom facilities) on a lot. The subject site does not contain a building; therefore, no outdoor storage is permitted.
- The subject site has been used for the unauthorized assembly and storage of high-rise construction forms since approximately mid-2016.
- The subject site is located within the Fraser River floodplain, that requires a Minimum Building Elevation (MBE) of 4.5 metres geodetic. In addition, a portion of the subject site is encumbered by a right-of-way associated with a Metro Vancouver sanitary trunk line, which runs east-west through the unconstructed half-road right-of-way to the immediate south.
- The City's mapping system identifies a Class B (yellow-coded) watercourse running to the east of the subject site, within the 122 Street right-of-way as well as a Class C (green-coded) watercourse running along the north and west sides of the property. Should Council determine that there is some merit in allowing the subject TUP application to proceed the applicant will be required to have a Qualified Environmental Professional (QEP) confirm the classification of the two watercourses in order to determine the appropriate streamside setbacks and protection measures.
- The applicant is proposing a Temporary Use Permit (TUP) to allow for continued outdoor storage (i.e., construction and storage of high-rise concrete construction forms) on the subject lot for a period not to exceed three (3) years (see Appendix I).

PRE-NOTIFICATION

- Pre-notification letters were sent out on October 11, 2019 and Development Proposal Sign was installed on November 7, 2016. To date, staff have received six (6) responses from local residents in opposition to the proposal and two (2) responses in support. Their concerns include (*staff comments in italics*):
 - That the existing/proposed use is not appropriate given its proximity of the subject site to existing single family dwellings to the south (see Appendix III);
 - Excessive noise, dust/debris and unsightliness associated with the on-site assembly of the high-rise forms which, according to neighbourhood residents, occurs regularly outside typical weekday operating hours.

- Safety concerns with high (approximately 15 metres / 50 ft.) piles of completed high-rise construction forms located along the perimeter of the subject site.
- Increasing traffic generated by the current operation, which includes the loading and unloading of materials along 122 Street.
- In addition, area residents have submitted petitions (January 9, 2017; February 14, 2017 and February 15, 2017) containing between 43 and 68 signatures in opposition to any Temporary Use Permit (TUP) for outdoor storage or temporary truck parking facilities on either the subject property or the surrounding lots.

(The subject site is surrounded to the north, east and west by “Mixed Employment” designated lots containing existing light industrial operations (contained within buildings) and unauthorized truck parking facilities subject to in-stream TUP applications.

The Light Industrial/Business Park district within the South Westminster NCP, generally defined as the area south of 104 Avenue and the toe-of-slope of the residential hillside, was designated to protect the availability of land in support of the Fraser Port’s activities and accommodate industrial services and offices that would benefit from proximity to the Port. The Business Park designation was intended to encourage redevelopment to high-quality, comprehensively planned business park uses adjacent to existing residential areas.

The City has established the Truck Parking Task Force which has a mandate to provide recommendations to Council to increase the supply of authorized truck parking facilities within the City and better meet the needs of Surrey truck operators. Through stakeholder engagement, the Truck Parking Task Force is developing solutions for legal commercial truck park operations within the City, in appropriate areas.)

TREES

- Should Council determine that there is some merit in allowing the subject TUP application to proceed the applicant will be required to submit an Arborist Report and Tree Survey for the subject property.

PROJECT EVALUATION

Applicant’s Justification

- Femo Construction is a Canadian-owned and locally operated business which offers project management, concrete pumping equipment and concrete formwork for construction projects throughout the Lower Mainland. Presently, 18 construction projects employing approximately 400 workers, including several in Surrey, are facilitated by the subject operation. Over 50 employees are currently engaged on both the subject operation and one (1) additional site within Surrey.
- Continued operation on the subject property is beneficial as the current contract for prefabricated truss and other assembly materials are from suppliers based in Surrey.

- While the amount of activity occurring on the subject sites fluctuates based on the needs of various off-site construction projects, standard operating hours are from 8:00 AM to approximately 4:00 PM. Vehicle traffic associated with the operation typically involves the parking of personal vehicles on assembly days, a 5-ton supply truck every 2-3 weeks and 2 to 3 flat deck trucks on load out days. As per the attached Site Plan, trucks enter from 122 Street and exit via 103A Avenue, however, trucks only access the site for loading and unloading and are not stored or maintained onsite.
- Femo Construction has made efforts to relocate the subject operation to another property, however, an existing industrial property of adequate size to accommodate their needs has not yet been found.
- The proposed temporary assembly/storage use will allow for the interim use of the subject property until such time it is economically viable for redevelopment.
- The site is in close proximity to major truck routes, including Highway No. 17 (South Fraser Perimeter Road), Old Yale Road and 120 Street (Scott Road), which provides good access throughout the Lower Mainland for their concrete formwork business.

Advantages of the Proposal

The advantages of a Temporary Use Permit (TUP) for the proposed use on the subject site are identified by staff as follows:

- The proposed TUP for outdoor assembly and storage of high-rise construction forms would allow for an interim use on the land until either consolidation with neighbouring properties and/or rezoning and redevelopment to an ultimate use can occur. This interim use would allow the applicant to generate interim revenue from the property.
- There is an identified need for additional outside storage in the City and approval of this temporary use would assist in addressing that need.

Disadvantages of the Proposal

The disadvantages of a Temporary Use Permit (TUP) for the proposed use on the subject site are identified by staff as follows:

- The proposal is contrary to Official Community Plan (OCP) policies that encourage the full utilization and efficient use of industrial and other employment lands in order to maximize jobs and economic activity. The proposal is contrary to the City's Employment Lands Strategy.
- The proposal could delay infrastructure improvements to both roads and services that could be realized through rezoning and redevelopment of the site.
- The subject site is highly visible from the existing residential lots to the south and south-east. Even with landscaping improvements and fencing the proposed continuation of the outdoor storage use (i.e., assembly and storage of high-rise construction forms) will be unsightly. As the residential properties are located upland from the subject site mitigation measures, including the installation of fencing and other landscape buffering, may not be effective in limiting visual impacts and noise pollution associated with the proposed use.

- The subject site is well-situated, with access to both 120 Street (Scott Road) and the South Fraser Perimeter Road (SFPR), making it an attractive location for either light industrial or business park type operations.
- Recent redevelopment in the Bridgeview and South Westminster have demonstrated that development constraints in these areas (i.e., minimum floodproofing elevation requirements, soil conditions, servicing) can be successfully overcome with appropriate land assembly. The Pacific Link Industrial Park, comprising multiple properties at the intersection of 120 Street (Scott Road) and 103A Avenue, is an example.
- The Planning and Development Department is currently processing a large volume of TUP applications in the South Westminster and Bridgeview areas for a variety of outdoor storage type uses. The subject TUP proposal may set a precedent for these other current TUP applications, as well as future TUP proposals, which could hinder re-development and investment into these prominent areas of the City.

CONCLUSION

- In considering the advantages and disadvantages of this proposal, the Planning and Development Department believes that the negative impacts of this project out-weigh the advantages, and therefore, recommends that the proposal be denied.
- However, if Council determines that there is some merit in allowing the subject TUP application to proceed on the subject site, the application should be referred back to Planning staff to complete the development application review process and then prepare Temporary Use Permit No. 7916-0418-00 for Council's consideration at a future Regular Council – Land Use meeting.

INFORMATION ATTACHED TO THIS REPORT

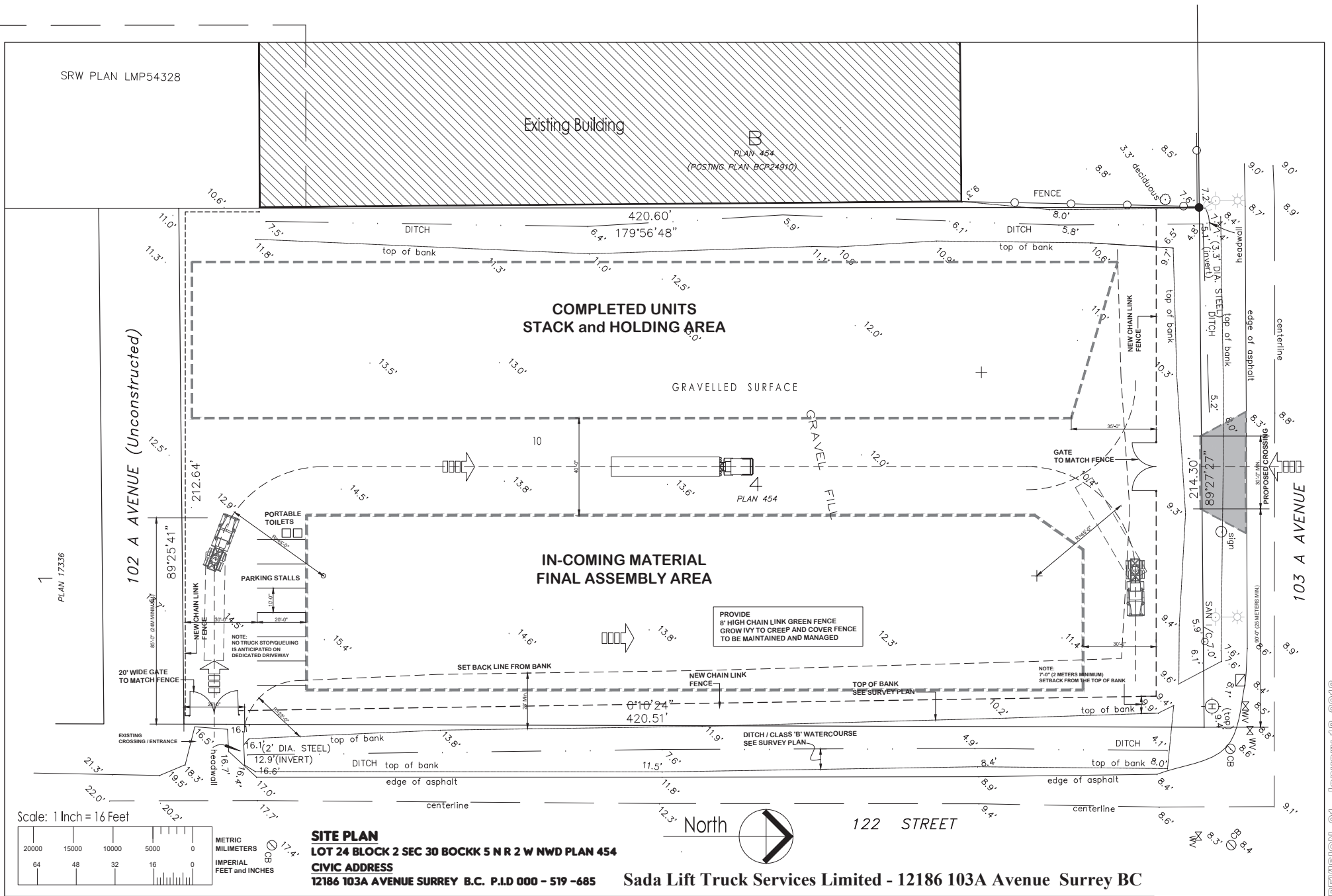
The following information is attached to this Report:

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|---------------|-----------------------------------|
| Appendix I. | Site Plan |
| Appendix II. | South Westminster NCP |
| Appendix III. | Aerial Photo (COSMOS, March 2019) |

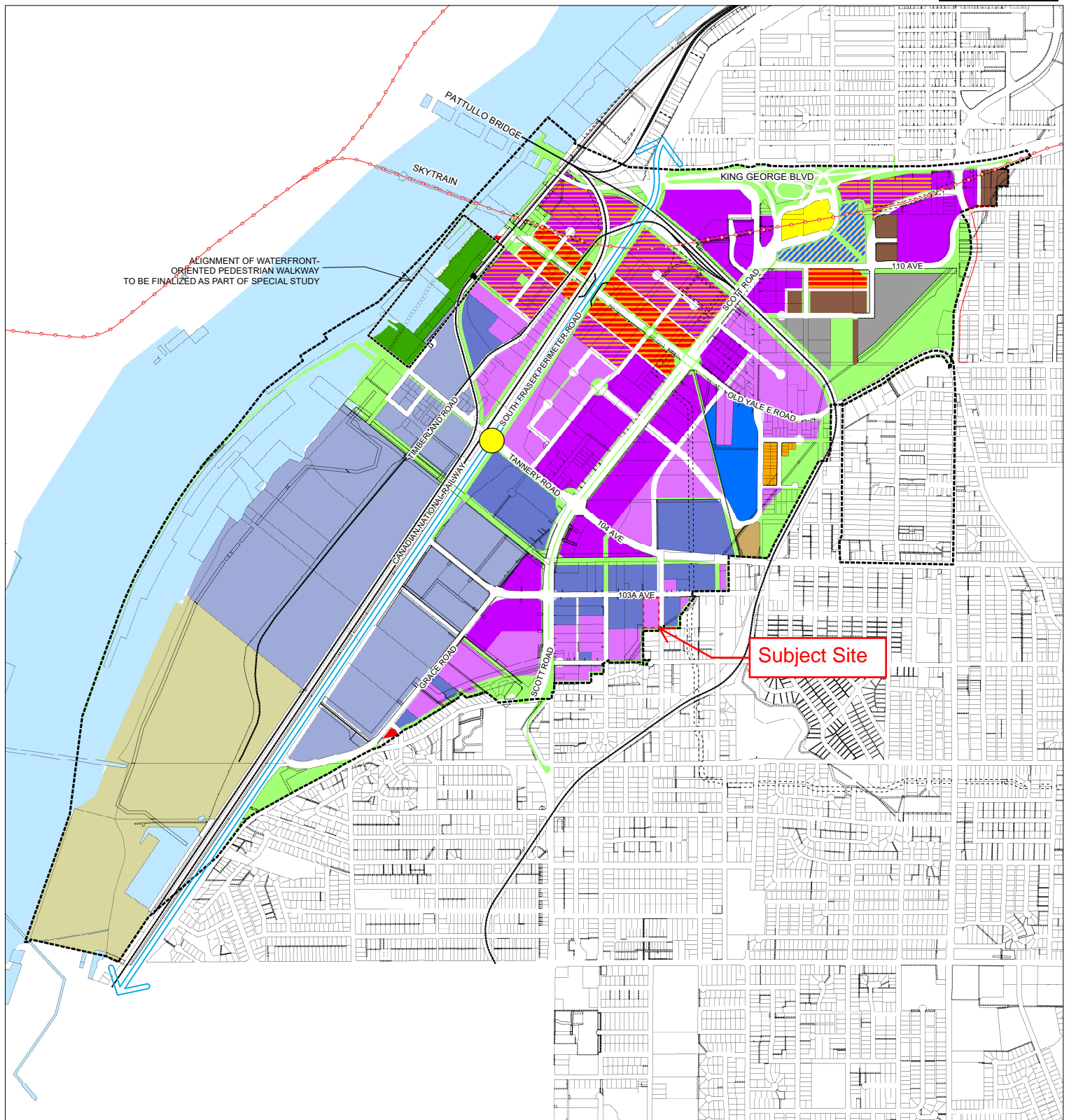
original signed by Ron Gill

Jean Lamontagne
General Manager
Planning and Development

CRL/cm



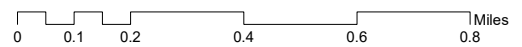
ALIGNMENT OF WATERFRONT-ORIENTED PEDESTRIAN WALKWAY TO BE FINALIZED AS PART OF SPECIAL STUDY



SOUTH WESTMINSTER PLAN

CITY OF SURREY
PLANNING AND DEVELOPMENT DEPARTMENT

APPROVED BY COUNCIL RESOLUTION R03 - 3189, 15 Jan 2019



Legend

- SkyTrain
- Overpass
- Waterfront Oriented Pedestrian Walkway
- Special Study Area
- Interchange
- South Fraser Perimeter Road
- Business Park

- Business Residential Park
- Commercial
- Highway Commercial
- Light Impact Industrial
- Light Industrial Business Park
- Low Density Townhouses
- Multiple Residential
- Port Related Industrial
- Retail Residential
- Special Residential
- Schools
- Institutional
- Skytrain
- Transit Oriented Urban Village
- Public Open Space and Park
- Waterfront Strip
- Overpass

