

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7918-0270-00

Planning Report Date: September 16, 2019

PROPOSAL:

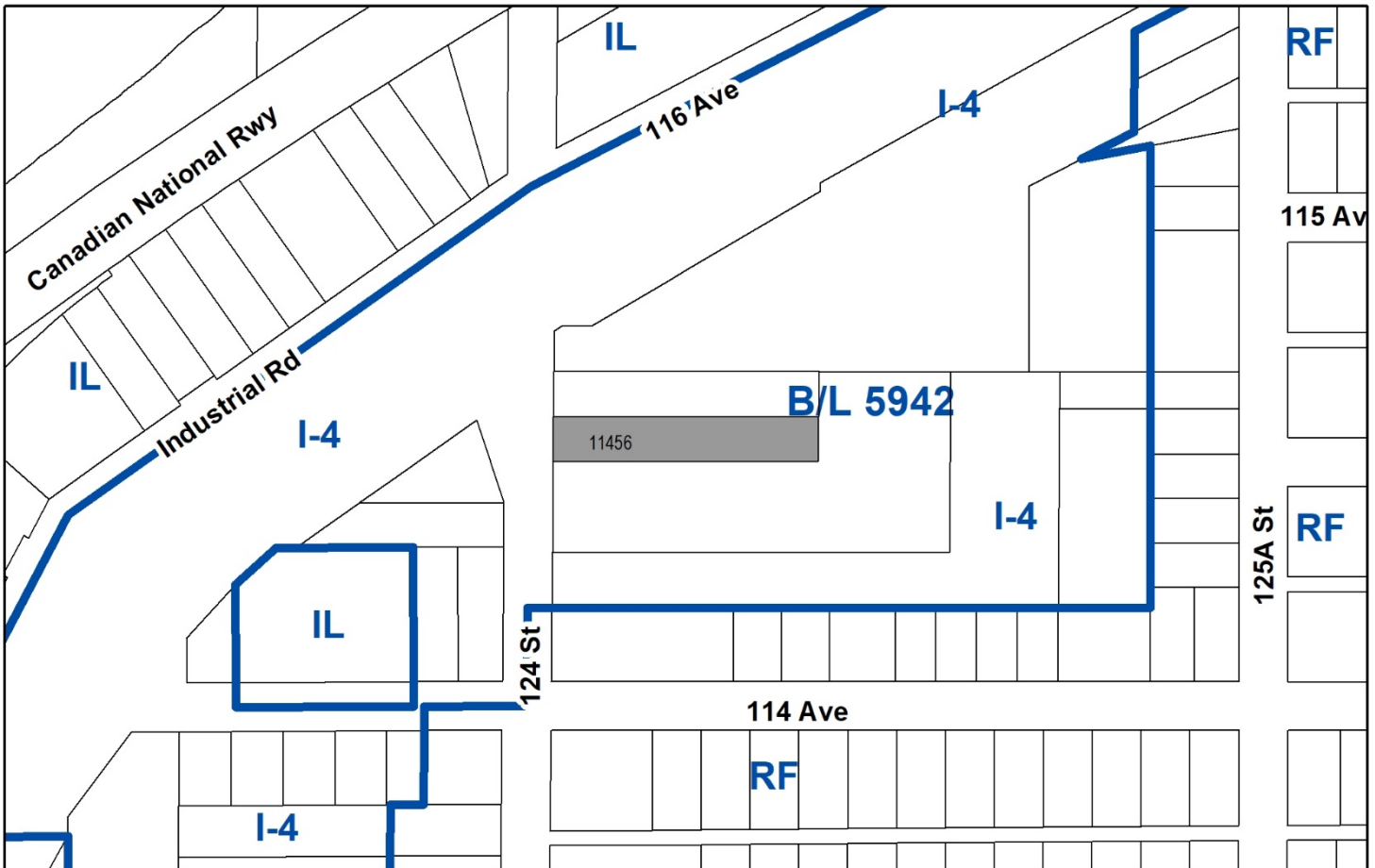
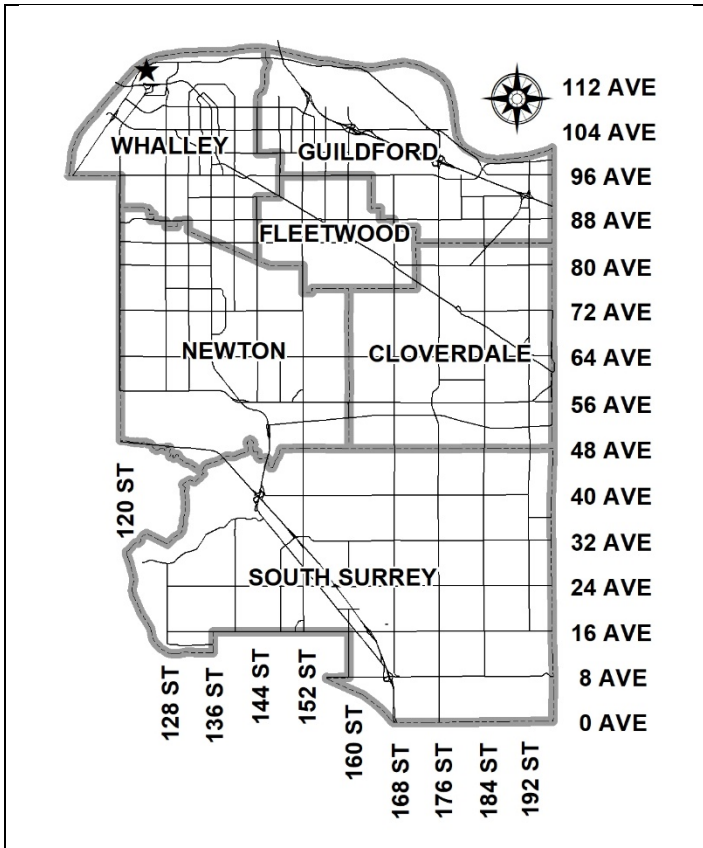
- **Temporary Use Permit**

to allow for the continuation of existing storage of scaffolding equipment for a period of 3 years.

LOCATION: 11456 - 124 Street

ZONING: I-4

OCP DESIGNATION: Industrial



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The Special Industry Zone (I-4) does not permit the outside storage of materials.
- 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.

RATIONALE OF RECOMMENDATION

- The owner of the subject site has proposed outdoor storage of scaffolding materials on the site. Staff have expressed concerns with any such outdoor storage type use in the absence of a building and appropriate screening.
- The proposed TUP could delay land consolidation and prevent redevelopment for a more intensive industrial use in accordance with OCP policies and the City's Employment Lands Strategy.
- The proposal could delay infrastructure improvements to roads/services that could be realized through rezoning and redevelopment of the site.
- The City's Transportation staff have concerns with the existing driveway location and its proximity to the South Fraser Perimeter Road (SFPR). An improved driveway location could be achieved through land assembly. A COSMOS aerial photo of the site, from 2018, shows a large truck backing into the site to load/unload materials.
- The subject site is considered a gateway location into the City and is highly visible from the SFPR. The existing outdoor storage is unsightly even with landscaping improvements and fencing that would be associated with approval to continue this temporary outside storage use.
- Recent redevelopment in the Bridgeview and South Westminster area has demonstrated that development constraints in this area (i.e. minimum floodproofing elevation, soil conditions, servicing) can be successfully overcome with appropriate land assembly.
- The proposal may set precedent for other outside storage TUP proposals, which could hinder redevelopment and investment into this prominent area.

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 development application review process, including the necessary referrals and notifications, and to then prepare Temporary Use Permit No. 7918-0270-00 for Council's consideration.

REFERRALS

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

SITE CHARACTERISTICS

Existing Land Use: Unauthorized scaffolding business.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North:	Vacant lot under application No. 7918-0382-00 for a TUP to allow for contractor business.	Industrial	I-4
South and East:	Single family home on large 8,000 square metre (2 acre) industrial designated property.	Industrial	I-4
West (Across 124 Street):	Vacant triangular property and South Fraser Perimeter Road turnoff.	Industrial	I-4

DEVELOPMENT CONSIDERATIONS

- The subject site is located at 11456 - 124 Street and is 2,030 square metres (0.50 acre) in area and is approximately 18.6 metres (61 ft.) wide and 110 metres (360 ft.) deep. The site is designated Industrial in the OCP.
- The subject site is located approximately 50 metres (164 ft.) from the South Fraser Perimeter Road access.
- The site has been used for unauthorized storage of scaffolding equipment since at least early 2018.

- The subject site is located within the Fraser River floodplain, which requires a Minimum Building Elevation (MBE) of 4.8 metres geodetic. Approximately 3 metres (10 ft.) of fill would be needed to accommodate a building foundation at the MBE. The subject site is only 18.6 metres (61 ft.) wide, which makes incorporating substantial amounts of fill with appropriate transitioning and access problematic. Additional land assembly is likely necessary to facilitate industrial redevelopment.
- The I-4 Zone (Zoning By-law No. 5942) permits only certain high-tech industrial uses and the regulations are stringent. A number of properties in the Bridgeview area were rezoned to the I-4 Zone in 1976, under a Council-initiative, for the purpose of ensuring that these properties were developed comprehensively for industrial purposes. Truck parking and outside storage are not permitted uses in the I-4 Zone.
- The applicant is proposing a Temporary Use Permit to allow for continued outdoor storage of scaffolding and related equipment for a period not to exceed 3 years. Staff have indicated concerns with temporary outdoor storage uses as discussed in detail later in this report.
- It is noted that the site is surrounded by vacant and underutilized industrial designated lands that could be consolidated and redeveloped for more intensive industrial use.

PRE-NOTIFICATION

Pre-notification letters were sent on September 11, 2018 and a Development Sign was installed on September 5, 2018. Staff received a phone call and letter from a resident and their representative with the following concern (staff comments in italics):

- Concerns that the proposed TUP will delay ultimate industrial development in the area.

(Recent redevelopment in the Bridgeview and South Westminster area has demonstrated that development constraints in this area (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.)

TREES

- No arborist report has been submitted at this time.

PROJECT EVALUATION

Applicant's Justification

The applicant has provided the following rationale for supporting the proposed Temporary Use Permit to allow outside scaffolding materials, for a period of three (3) years (with staff comments in italics):

- A large portion of industrial-designated properties in Bridgeview are zoned I-4 which require rezoning to a current industrial zone which require signification off-site road and utility

upgrades. Many of these sites are being used for small-scale industrial purposes on smaller parcels.

(The I-4 Zone was intended to encourage land assembly and comprehensive industrial development projects. Temporary uses on these lands could make land assembly in the shorter term even more challenging.)

- Rezoning of parcels to accommodate uses such as outdoor storage still require a minimum 100-square metre (1,076 sq. ft.) building. Most outdoor storage uses do not need a building to support the use. This is particularly challenging for small lots in a floodplain and are not practical at a small-scale. The Building Requirement in Section B. 3 of the General Provisions should be reviewed for outdoor storage uses.

(Recent redevelopment in the Bridgeview and South Westminster area have demonstrated that development constraints in this area (i.e. minimum floodproofing elevation, soil conditions, servicing) can be successfully overcome with appropriate land assembly.)

- Many smaller properties in Bridgeview such as the subject lot have multiyear leases in place. Legal costs to unravel the leases will be significant if bylaw enforcement is advanced;

(Outdoor storage without a building is not a permitted use under the I-4 Zone and other industrial zones in the Bridgeview and South Westminster area, and as such many of these existing outdoor storage uses are in contravention of the Zoning By-law.)

- There is a significant demand for outdoor storage in Surrey. Due to both public and private construction projects within Surrey, contractors need yards to store building materials, scaffolding, specialty products etc. The Bridgeview/South Westminster area is an ideal location due to proximity to transportation routes, bridges etc.

(Outdoor storage of goods, materials or supplies is permitted within many of the City's industrial zones provided that there is an industrial building on the site and appropriate screening is in place.)

- Lot consolidation in order to create larger more developable properties that can afford utility upgrades are difficult due to absentee landowners, ownership by MOTI, City of Surrey etc.

(The subject site is surrounded by vacant and underutilized industrial designated lands. Staff encourage the applicant to continue to work with neighbouring property owners to consolidate land and redevelop the site with a more intensive industrial use, including a building. Recent redevelopment in the Bridgeview and South Westminster area has demonstrated that development constraints in this area [i.e. minimum floodproofing elevation, soil conditions, servicing] can be successfully overcome with appropriate land assembly.)

- Smaller lots such as the subject property are currently taxed at industrial rates (e.g. \$12,000 annually for the subject property). Without income generation these properties become unsustainable;

(The subject site is designated Industrial in the OCP, which requires the owner to be taxed at an industrial rate. To generate income/value from the site, staff encourage the applicant to

work with neighbouring property owners and develop these sites comprehensively with a building as per the Industrial designation and zoning requirements.)

Advantages of the Proposal

The advantages of a temporary outdoor storage use on the subject site are identified by staff as follows:

- The proposed TUP for outside storage of scaffolding would allow for an interim use on the land until consolidation with neighbouring properties 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 outdoor storage 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 also contrary to the City's Employment Lands Strategy.
- The subject site is surrounded by vacant and underutilized industrial designated lands, including two properties (11462 – 124 Street and 11426 – 124 Street) where Temporary Use Permits for outdoor storage and/or truck parking uses are also being requested. These lands could be consolidated and redeveloped for a more intensive industrial use including a building. Temporary uses on these lands could further delay land consolidation and redevelopment.
- The proposal could delay infrastructure improvements to roads/services that could be realized through rezoning and redevelopment of the site.
- The proposal would allow outdoor storage of scaffolding that should be conducted within a building or in conjunction with a building with appropriate screening from major roads.
- The subject site is considered a gateway location into Surrey and is highly visible from the SFPR. The proposed continued outdoor storage of scaffolding will be unsightly even with landscaping improvements and fencing that would be associated with continuation of the temporary outside storage use.
- Recent redevelopment in the Bridgeview and South Westminster area has demonstrated that development constraints in this area (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 existing driveway access to the site is approximately 50 metres (164 ft.) from the intersection of 124 Street and the SFPR. While the temporary use permit could prohibit heavy trucks from accessing the site, the driveway location is problematic and could be relocated further south along 124 Street as part of a land assembly. A historical COSMOS photo, from 2018 (Appendix II), show a large truck backing into the site.
- Although only one response was received to the pre-notification letters for this proposal, the Bridgeview community has historically expressed concerns with Temporary Use Permits (TUP's) along 124 Street.
- The Planning and Development Department is currently processing 15 TUP applications in the South Westminster and Bridgeview areas for a variety of outdoor storage type uses. The subject TUP proposal may set precedent for these other current TUP applications, as well as future TUP proposals, which could hinder redevelopment and investment into these prominent areas of the City.
- The subject site is highly visible, with access to the SFPR, making it an attractive location for industrial businesses.

CONCLUSION

- In considering the pros and cons of this proposal, the Planning and Development Department believes that the negative impacts of this project out-weigh its advantages, and therefore, recommends that this proposal 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 development application review process, including the necessary referrals and notifications, and to then prepare Temporary Use Permit No. 7918-0270-00 for Council's consideration.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- | | |
|--------------|-----------------------------|
| Appendix I. | Site Plan |
| Appendix II. | 2018 and 2019 Aerial Photos |

original signed by Ron Gill

Jean Lamontagne
General Manager
Planning and Development

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Fax: 604-501-1625
www.pacificlandgroup.ca
info@pacificlandgroup.ca

PROJECT:

11456 124 Street, Surrey

DRAWING TITLE:

**Site Layout
for Scaffolding Storage**

PRELIMINARY PLAN - SUBJECT TO APPROVAL(S) FROM
FEDERAL, PROVINCIAL AND LOCAL AUTHORITIES

CLIENT:

Will Schober

SCALE:

1:400

DATE:

July 9, 2018

PROJECT No:

18-1704

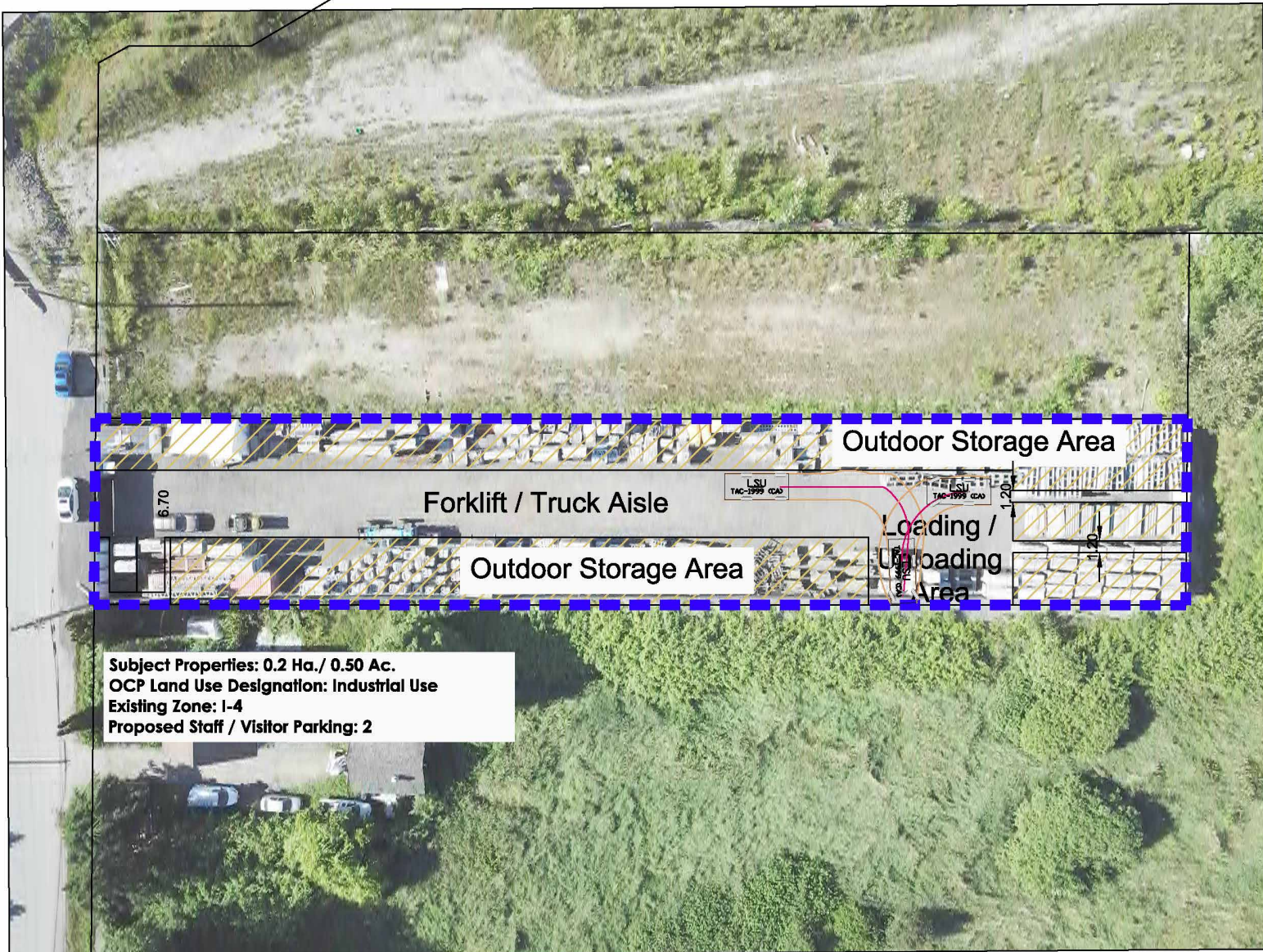
DRAWING No:

01

DESIGNED BY: CHECKED BY:

EW

RS



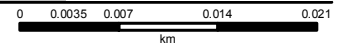
**Subject Properties: 0.2 Ha./ 0.50 Ac.
OCP Land Use Designation: Industrial Use
Existing Zone: I-4
Proposed Staff / Visitor Parking: 2**



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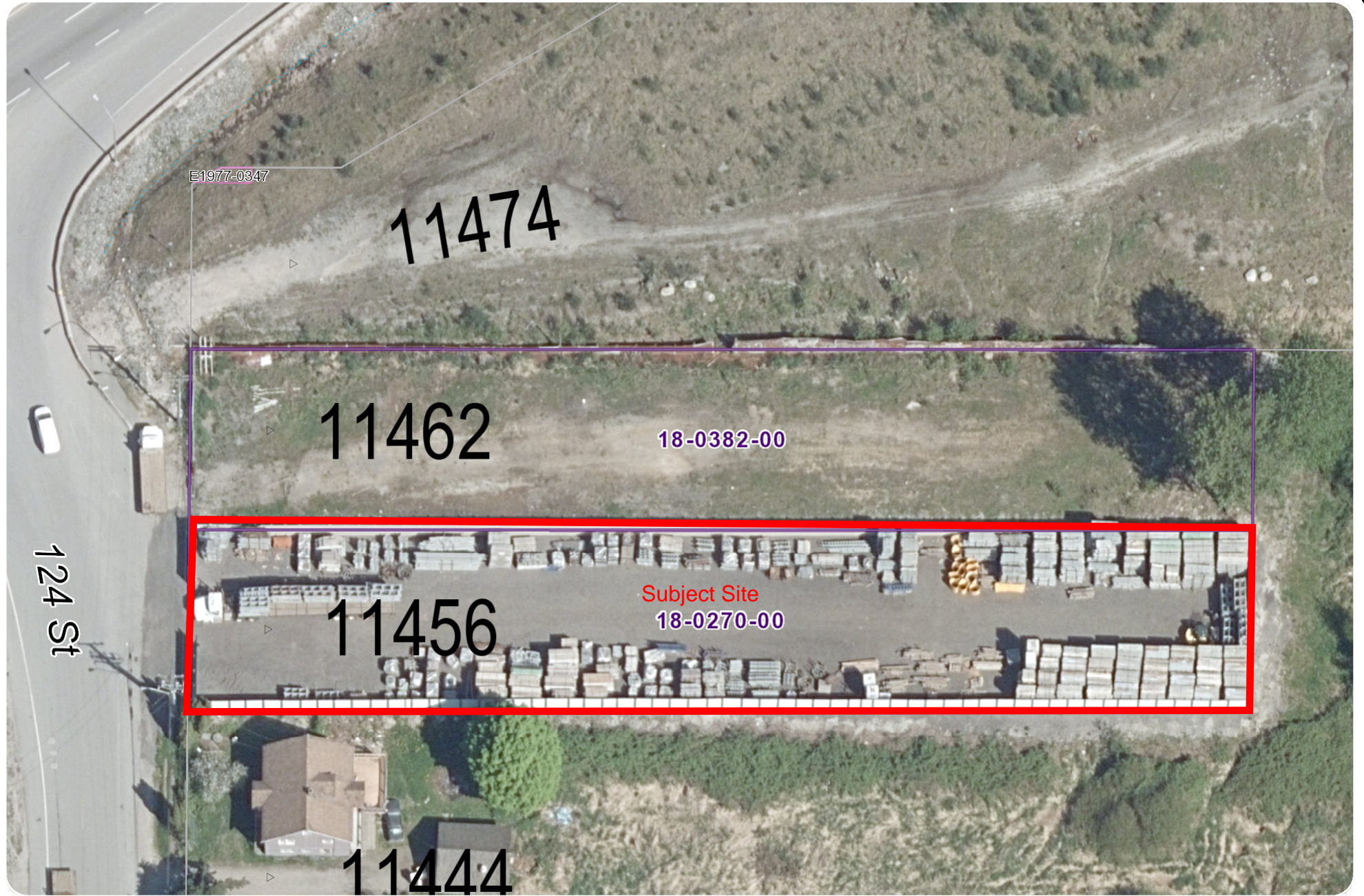
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Map created on: 2019-09-11

April 2018 Aerial Photo



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