

City of Surrey
PLANNING & DEVELOPMENT REPORT

Application No.: 7919-0016-00

Planning Report Date: January 13, 2020

PROPOSAL:

- **Temporary Use Permit**

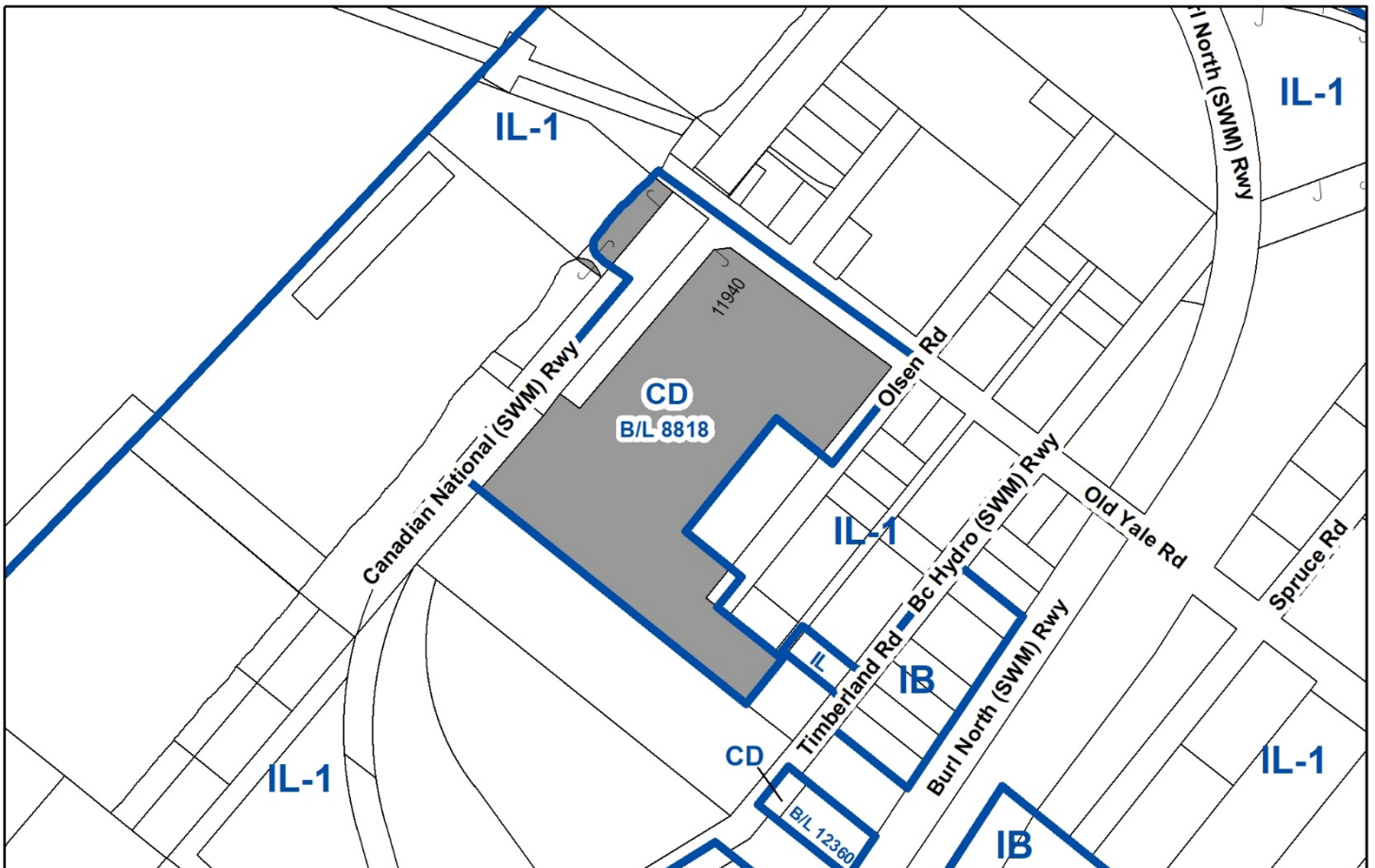
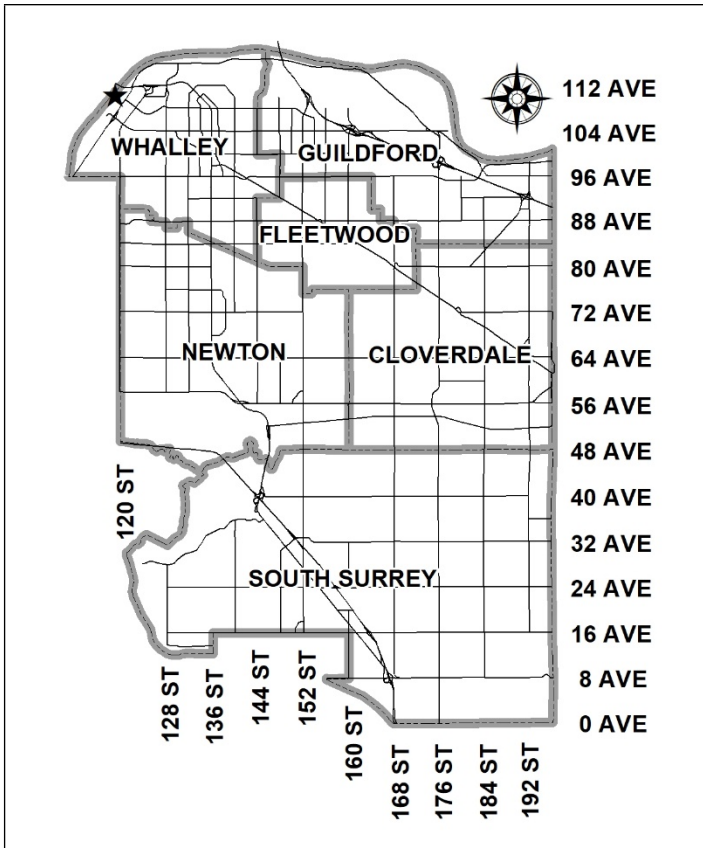
to permit temporary truck parking for a period not to exceed three (3) years.

LOCATION: 11940 - Old Yale Road

ZONING: CD

OCP DESIGNATION: Commercial

NCP DESIGNATION: Business/Residential Park, Parks & Open Spaces and Retail/Residential



RECOMMENDATION SUMMARY

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

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposed truck parking facility use does not comply with the current zoning of the site (CD By-law No. 8818), nor the site's OCP designation (Commercial).
- The proposed use is contrary to the South Westminster Neighbourhood Concept Plan (NCP) designation of Business/Residential Park, Parks & Open Spaces and Retail/Residential for the site.
- The proposal is contrary to Official Community Plan (OCP) policies that encourage the full utilization and efficient use of employment lands in order to maximize jobs and economic activity.

RATIONALE OF RECOMMENDATION

- The applicant is currently operating an unauthorized truck parking facility on the subject site at 11940 Old Yale Road.
- The proposed TUP is contrary to the current zoning, OCP designation and Neighbourhood Concept Plan (NCP) designation of the subject site.
- Truck parking conflicts with the established residential use on the lot, and residents have expressed opposition to the proposed TUP as a result of the application pre-notification.
- Access roads to the site are not up to current road standards to support truck access.
- The City has established the Truck Parking Task Force which has a mandate to provide recommendations to Council to increase supply of authorized truck parking facilities within the City and better meet the needs of Surrey truck operators. The Truck Parking Task Force released the "Surrey Truck Parking Strategy" in December 2019 which recommends six different initiatives to increase truck parking facilities and reduce the amount of unauthorized and temporary truck parking in Surrey. The proposed use does not comply with the strategy, which focusses on long-term solutions to increase the supply of authorized truck parking on appropriate sites.

RECOMMENDATION

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

However, if Council determines that there is 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, as well as to work with the applicant to establish appropriate interface screening with the existing RV Park, and to then prepare Temporary Use Permit No. 7919-0016-00 for Council's consideration.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	NCP Designation	Existing Zone
Subject Site	RV park and neighbourhood pub with an unauthorized truck parking facility	Business/Residential Park, Parks & Open Spaces and Retail/Residential	CD
North (Across Old Yale Road):	Industrial Building	Retail/Residential, Parks & Open Space	IL-1
East (Across Olsen Road):	Single Family Dwellings	Business/Residential Park, Parks & Open Space	IL-1
South:	Wood chip facility	Business Park, Parks & Open Space	IL-1
West:	Vacant lots & railway	Special Study Area	IL-1

Context & Background

- The subject site is located at 11940 Old Yale Road in South Westminster. It is 3.783 hectares (9.3 acres) in area. The site is designated "Commercial" in the Official Community Plan (OCP) and Business/Residential Park, Parks & Open Spaces and Retail/Residential in the South Westminster Neighbourhood Concept Plan. The site is zoned CD (By-law No. 8818).
- The site contains an unauthorized truck parking facility in the southern portion of the lot as seen in Appendix I. The unauthorized truck parking facility is not a permitted use in the CD zone and has been on site since at least April 2016.
- Truck Parking Facilities are only permitted in the Light Impact Industrial Zone (IL), High Impact Industrial Zone (IH) and some CD zoned sites. The current zoning of CD (By-law No. 8818) does not permit Truck Parking or any other transportation industry use.

- The subject site also contains the Brownsville Pub & RV Park. The Brownsville Pub is a permitted use under the current CD Zone. The RV Park is licensed as a tourist trailer park and campsite which are permitted uses in the CD Zone. There is a Class A/O ditch in the southwest corner of the site.

DEVELOPMENT PROPOSAL

Planning Considerations

- The applicant is requesting a Temporary Use Permit (TUP) to allow the continuation of a truck parking facility on part of the subject site, while still maintaining the Brownsville Pub and RV Park uses on site.
- The proposal includes parking for 30 trucks. Access to the truck parking facility would be from Olsen Road. The existing chain link fence will remain to delineate the boundary between the truck parking facility and the RV park.
- The applicant advises there is adequate space on the subject site for trucks to maneuver and be able to pull in and out of the site without backing in. Additionally, the applicant has confirmed that no other materials will be stored on site and the proposed temporary use is strictly truck parking.

Referrals

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

POLICY & BYLAW CONSIDERATIONS

Regional Growth Strategy

- The subject site is designated 'General Urban' in the Metro Vancouver Regional Growth Strategy. The proposed use does not comply with the Regional Growth Strategy designation, which is intended for residential neighbourhoods and centres, that are supported by shopping, services, institutions, recreational facilities and parks.

Official Community Plan

Land Use Designation

- The subject site is designated as "Commercial" in the OCP. The proposed use does not comply with the OCP designation, which is intended for retail and office use, mixed-use commercial buildings, and limited light industrial that is compatible to adjacent land uses.

Themes/Policies

- The proposed use does not comply with OCP Theme E.1 which ensures sufficient supply and efficient use of employment lands.

Secondary Plans

Land Use Designation

- The subject site is designated "Business/Residential Park, Parks & Open Spaces and Retail/Residential" in the South Westminster NCP. Development within these designations focus on mixed-use residential and commercial spaces, business parks and park space that connects to the Fraser River waterfront. The proposed use does not comply with this designation.

Truck Parking Strategy

- The Truck Parking Task Force released the "Surrey Truck Parking Strategy" in December 2019 which recommends six different initiatives to increase truck parking facilities and reduce the amount of unauthorized and temporary truck parking in Surrey. The proposed use does not comply with the strategy, as it will only provide temporary truck parking, in an area designated for residential and mixed-employment use, without a long-term solution.

PUBLIC ENGAGEMENT

Pre-notification letters were sent on April 23, 2019 and a Development Proposal Sign was installed on April 23, 2019. Staff received three (3) phone calls and two (2) emails from neighbourhood residents with the following concerns/statements (staff comments in italics):

- Truck parking does not belong on the same lot as an existing RV Park. The uses are conflicting and should not be adjacent to one another.

The current CD Zone does not permit truck parking on the site. Additionally, the OCP and NCP designations do not support truck parking on this site. The Brownsville Pub and RV Park are licensed permitted uses on the lot.

- Trucks are ruining local road conditions and create a safety hazard for local residents. Both Old Yale Road and Olsen Road are not in good condition to support truck access.

Olsen Road does not meet the road standards for truck access. It is also encumbered by two green-coded Class C ditches that restrict road expansion. If the truck parking proposal is supported, the applicant would be required to upgrade road conditions on Olsen Road for truck access.

PROJECT EVALUATION

Applicant's Justification

The applicant has provided the following rationale for supporting the proposed Temporary Use Permit to allow the continuation of a truck parking facility, for a period of three (3) years:

- The proposed truck parking facility will allow for the interim use of the land until it is economically viable for redevelopment.

- The truck parking facility is essential to the applicant's business which is a significant part of their income. The truck parking facility would help maintain this business and provide the continuation of jobs for their employees.
- The site is in close proximity to major truck routes, including Highway No. 17 (South Fraser Perimeter Road), Old Yale Road and Scott Road, which provide good access throughout the Lower Mainland for trucks.

Advantages of the Proposal

- There is an identified need for truck parking facilities in the City and approval of this facility would assist in addressing that need. However, staff contend that the proposed location is not suitable for truck parking.

Disadvantages of the Proposal

- The proposed temporary truck parking facility is inconsistent with the Commercial designation in the OCP, Business/Residential Park, Parks & Open Spaces and Retail/Residential designation in the South Westminster NCP and is not a permitted use in the CD Zone (By-law No. 8818).
- There has been an unauthorized truck parking facility on site since at least April 2016. The truck parking is on the same lot as the Brownsville Pub and RV Park that are licensed as permitted uses on the subject site.
- The subject TUP proposal may set an undesirable precedent for future TUP applications for truck parking facilities in areas not zoned or designated for such use.
- The TUP may delay the ultimate redevelopment and full utilization of the site to efficient, more intensive residential and employment uses as encouraged in the OCP and NCP.
- The truck parking facility conflicts with the existing residential (RV Park) use on the lot, and residents have expressed opposition to the proposed TUP as a result of the application pre-notification. Concerns for the conflicting uses include safety, noise, dust, headlights, poor road conditions, etc.
- The current pavement width of Olsen Road does not adequately accommodate two-way truck traffic. Additionally, there are two green-coded Class C ditches adjacent to Olsen Road which are needed for drainage. These ditches need to be maintained or relocated if the Olsen Road were to be widened.
- Olsen Road is also not up to current road standards to support a truck access, is not within the designated Truck Route Network and truck travel is restricted along this corridor. Trucks may travel outside of the Truck Route Network only when a truck's destination or permitted origin is not located within the network.

CONCLUSION

- In considering all the various aspects of this proposal, the Planning and Development Department suggests that the disadvantages of temporary truck parking on the subject site outweigh the advantages, and therefore, recommends that this proposal be denied.
- However, if Council determines that there is 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 necessary referrals and notifications, as well as to work with the applicant to establish appropriate interface screening with the existing RV Park, and to then prepare Temporary Use Permit No. 7919-0016-00 for Council's consideration.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Aerial Photo (COSMOS, March 2019)
Appendix II.	South Westminster NCP
Appendix III.	CD By-law No. 8818

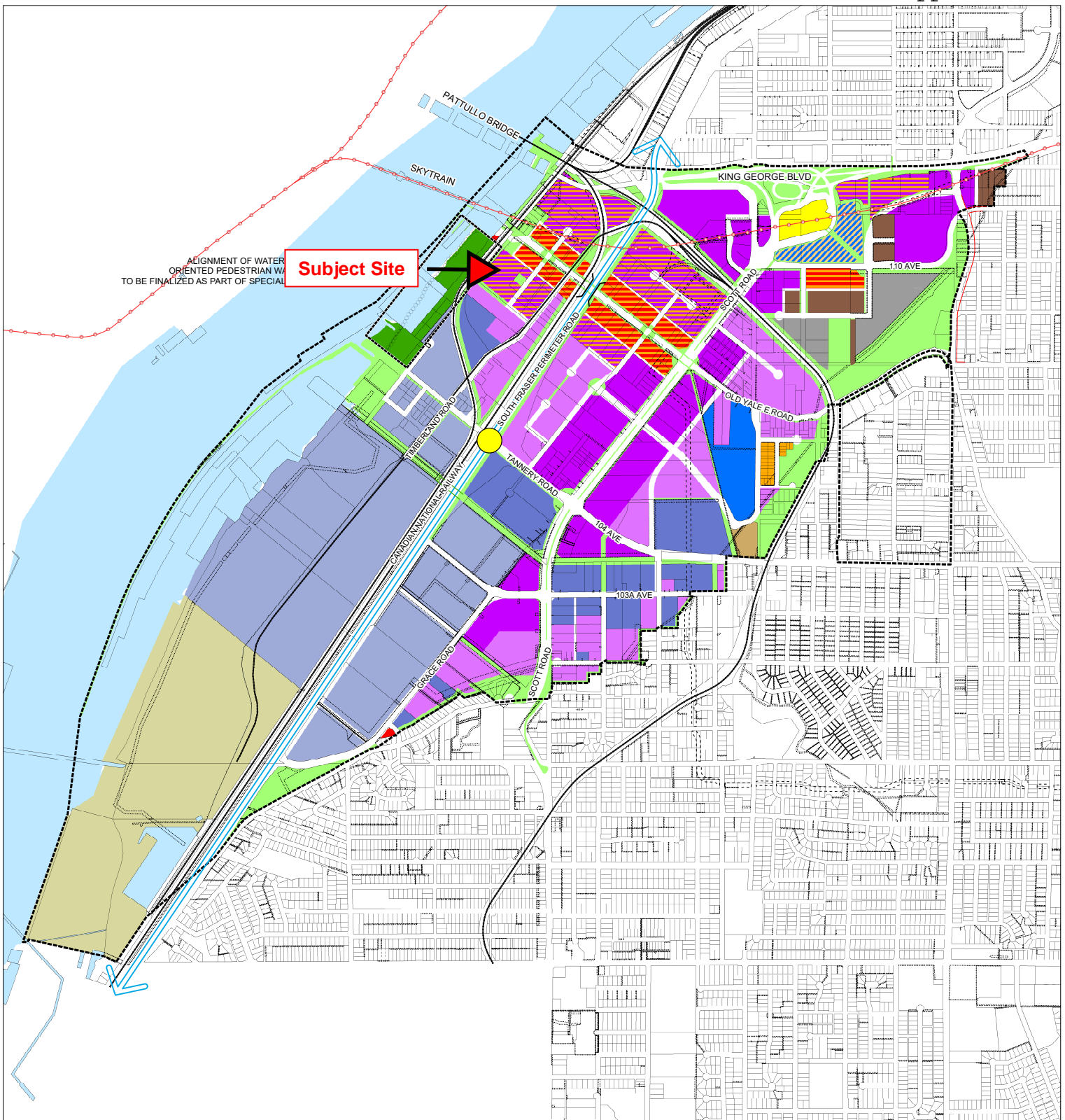
approved by Ron Gill

Jean Lamontagne
General Manager
Planning and Development

SJ/cm

Site Context: 7919-0016-00 (11940 Old Yale Road)





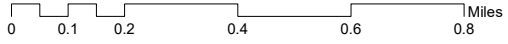
ALIGNMENT OF WATERFRONT ORIENTED PEDESTRIAN WALKWAY TO BE FINALIZED AS PART OF SPECIAL STUDY AREA

Subject Site

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

THE CORPORATION OF THE DISTRICT OF SURREY
BY-LAW NO. 8818

A by-law to amend "Surrey Zoning By-law, 1979, No. 5942."

As amended by Bylaw No: 15121, 10/27/03

THIS IS A CONSOLIDATED BYLAW PREPARED BY THE CITY OF SURREY FOR CONVENIENCE ONLY. THE CITY DOES NOT WARRANT THAT THE INFORMATION CONTAINED IN THIS CONSOLIDATION IS CURRENT. IT IS THE RESPONSIBILITY OF THE PERSON USING THIS CONSOLIDATION TO ENSURE THAT IT ACCURATELY REFLECTS CURRENT BYLAW PROVISIONS.

THE MUNICIPAL COUNCIL of The Corporation of the District of Surrey, in open meeting assembled, ENACTS AS FOLLOWS:

1. "Surrey Zoning By-law, 1979, No. 5942," as amended, is hereby further amended, pursuant to the provisions of Section 716 of the "Municipal Act," and the classification of the following parcels of land, presently shown upon the maps designated as the "Zoning Maps" and marked as Schedule "A" under PART III of the said By-law No. 5942, is hereby amended as follows:

FROM: "TOURIST COMMERCIAL ZONE TWO (C-T(2))"

TO: "COMPREHENSIVE DEVELOPMENT ZONE NUMBER THIRTY-TWO(C-D(32))"

Lot One (1), District Lot Four (4) and Five (5), Plan "RP" Seventy-One Thousand One Hundred Ninety (RP 71190), Group Two (2), New Westminster District (PID 00346547)

(11940 Old Yale Road)

The following provisions shall apply to this Comprehensive Development Zone Number Thirty-Two (C-D(32)):

- A) Intent
This Comprehensive Development Zone is intended to accommodate and regulate the development of tourist and related facilities, including marinas and related licensed facilities, and shall be read in conjunction with the "Surrey Mobile Home and Trailer Regulations and Control By-law, 1980, No. 6142," as amended.
- B) Permitted Uses
Land and structures shall be used for the following uses only, or for a combination of such uses:
 - 1) All uses permitted in the "Tourist Commercial Zone Two (C-T(2))" of "Surrey Zoning By-law, 1979, No. 5942", as amended;
 - 2) Marinas
 - 3) Marine Pubs as defined by the Liquor Control and Licensing Act.

4) *Liquor store*, permitted only in conjunction with a "liquor-primary" licensed establishment, with a valid license issued under the regulations to the Liquor Control and Licensing Act, R.S.B.C. 1996, chapter 267. s. 84, as amended.

C) Land Development

The uses permitted by Section B shall be conditional upon the immediate availability of Municipal services and facilities as set out for the Tourist Commercial Zone Two (C-T(2)) in the "Surrey Subdivision By-law, 1979, No. 5944" and amendments thereto.

D) Other Requirements

Density, site coverage, subdivision, site area, height of structures, yards and setbacks and landscaping, shall be according to the "Tourist Commercial Zone Two (C-T(2))" of "Surrey Zoning By-law, 1979, No. 5942", as amended.

E) Development Cost Charges

Development Cost Charges are (exigible) in accordance with the provisions of the "Surrey Development Cost Charge By-law, 1984, No. 7996," as amended (or its successor) under the Fee Schedule for "all commercial zones, except C-C and C-R(2)."

2. This By-law shall be cited for all purposes as "Surrey Zoning By-law, 1979, No. 5942, Amendment By-law, 1986, No. 8818."

READ A FIRST AND SECOND TIME on the 20th day of October, 1986.

PUBLIC HEARING HELD thereon on the 10th day of November, 1986.

READ A THIRD TIME ON THE 10th day of November, 1986.

RECONSIDERED AND FINALLY ADOPTED, signed by the Mayor and Clerk, and sealed with the Corporate Seal on the 15th day of December, 1986.

_____ MAYOR

_____ CLERK