

City of Surrey
PLANNING & DEVELOPMENT REPORT

Application No.: 7923-0319-00

Planning Report Date: December 16, 2024

PROPOSAL:

- **Temporary Use Permit**

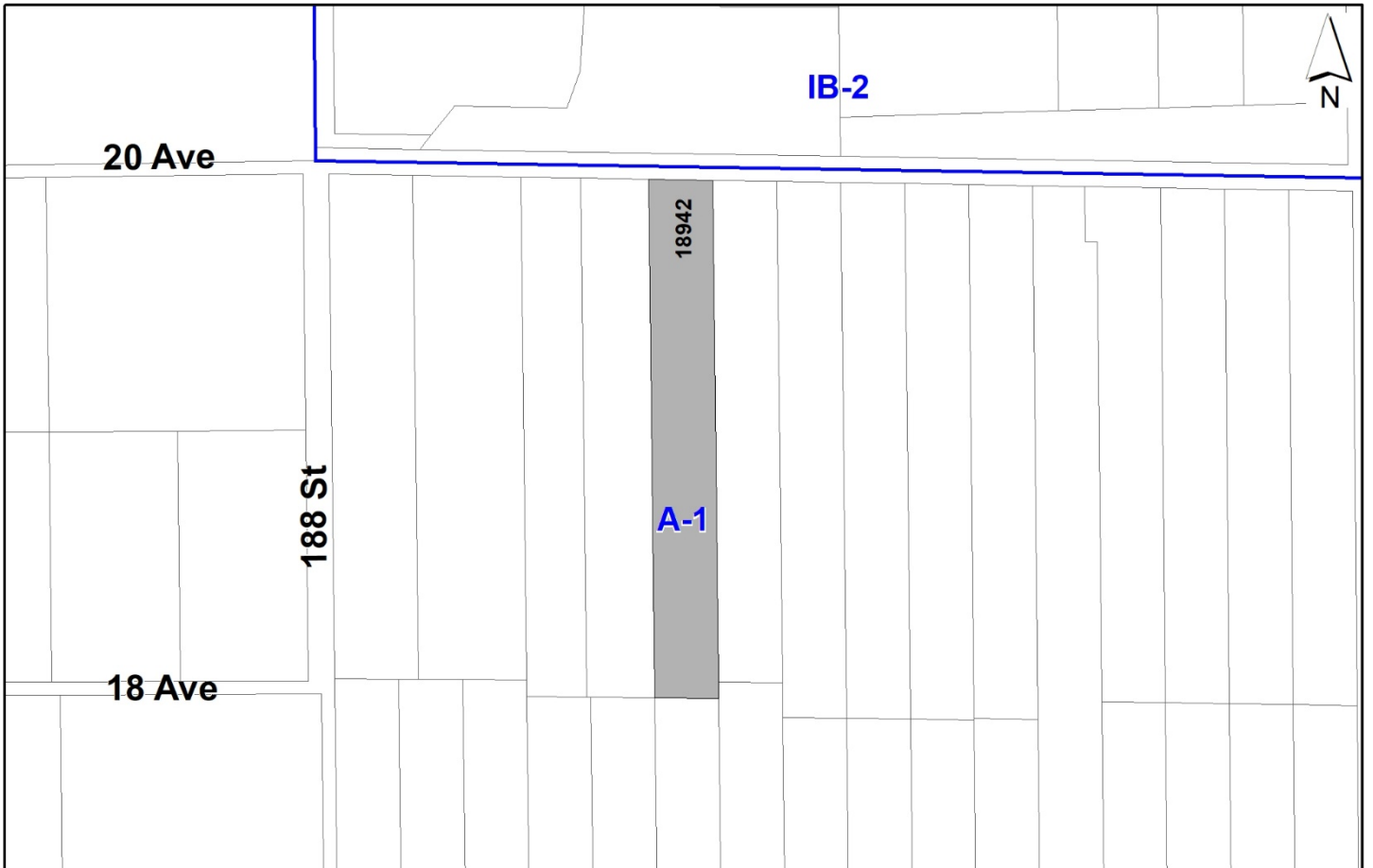
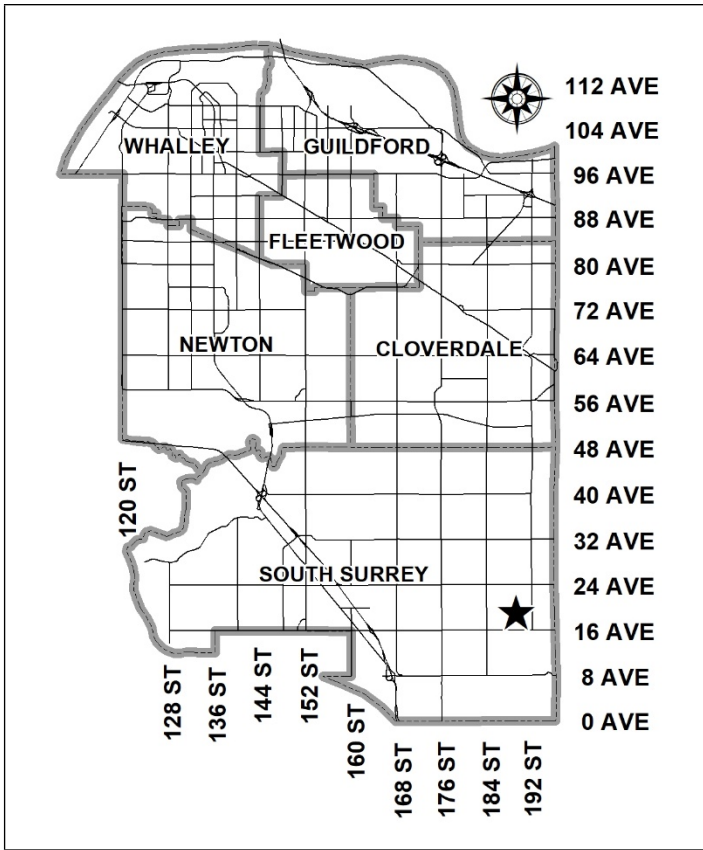
to permit temporary trailer, tractor and vehicle parking, for a total of 79 spaces, for a period not to exceed 3 years.

LOCATION: 18942 - 20 Avenue

ZONING: A-1

OCP DESIGNATION: Mixed Employment

LAP DESIGNATION: Business Employment



RECOMMENDATION SUMMARY

- The Planning & Development Department recommends that this application be denied.
- Alternatively, should Council see merit in permitting the temporary truck, tractor and vehicle parking and storage facility, Council may wish to consider referring the application back to Staff for further review of the following prior to the TUP being considered for approval by Council:
 - Implementation of on-site drainage infrastructure to appropriately manage stormwater run-off and mitigate pollution impacts to the Brookwood Aquifer;
 - Upgrades to transportation infrastructure to support the movement of truck traffic on the existing road network; and
 - Installation of appropriate buffers to screen parking and storage facilities from the street and abutting properties that have not developed under the South Campbell Heights Plan.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposal does not comply with the Mixed Employment land use designation in the Official Community Plan (OCP) or the Business Employment land use designation in Stage 1 of the South Campbell Heights Local Area Plan (LAP).

RATIONALE OF RECOMMENDATION

- An unauthorized trailer, tractor and vehicle parking facility is currently operating on the subject site since approximately March 2024.
- There are no rezoning and/or development permit applications on the site, and the applicant has provided no information on future development plans for the site.
- Approval of the subject application may lead to more requests for similar temporary use proposals in South Campbell Heights that are inconsistent with the Stage 1 Local Area Plan and the pattern of development that is envisioned, which may hinder and further delay ultimate suitable re-development of the area.
- Temporary Use Permits (TUPs) for parking facilities or outdoor storage of materials are generally discouraged in advance of development, due to the sensitivity of the local environment, inadequate transportation infrastructure, and interface concerns with adjacent land uses.
- The subject property is also located within an area of South Campbell Heights that is known to have vulnerable aquifers. Every effort should be made to manage the flow and quality of water within this aquifer system this concern is heightened for parking and storage and its non-conforming land use. Additional on-site improvements would likely be required that would be similar to those required as part of a rezoning application to "Business Park 1 Zone (IB-1)" and, therefore, may negate the rationale for seeking a Temporary Use Permit (TUP).

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- Protection of the Brookwood Aquifer is of particular concern, as it is highly vulnerable to contamination. Trucks and truck parking facilities are known to generate pollutants such as oil, grease, sediment, soaps and other chemicals from vehicle washing, and leakage into soil of pollutants from the materials that are being stored and/or hauled. If introduced into the ground water, these pollutants could have devastating impacts on the aquifer, aquatic habitat and water quality within the Little Campbell River and its tributaries.
 - At the Regular Council – Land Use Meeting on April 18, 2016, Council endorsed the recommendations in Corporate Report R085 which included amending the Zoning By-law in order to support the development of permanent truck park facilities and authorizing staff to proceed with by-law enforcement action against unauthorized truck park facilities and in-process TUP applications. As noted in the Corporate Report, the fundamental objective of the by-law enforcement action is to improve efforts to legitimize the use of suitable sites for truck parking while closing problematic unauthorized truck park facilities (Resolution No. R16-757).

RECOMMENDATION

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

Alternatively, should Council see merit in permitting the temporary parking and storage facility, Council may wish to refer the application back to staff for further review of the following prior to the Temporary Use Permit (TUP) being considered for approval by Council:

- Implementation of on-site drainage infrastructure to appropriately manage stormwater run-off and mitigate pollution impacts to the Brookwood Aquifer;
- Upgrades to transportation infrastructure to support the movement of truck traffic on the existing road network; and
- Installation of appropriate buffers to screen parking and storage facilities from the street and abutting properties that have not developed under the South Campbell Heights Plan.

SITE CONTEXT & BACKGROUND

Direction	Existing Use	LAP Designation	Existing Zone
Subject Site	Unauthorized truck parking and single family dwelling	Business Employment / Sensitive Ecosystem DPA	A-1
North (Across 20 Avenue):	Greenbelt (parkland) and Sobeys warehouse	Buffer / Business Park	IB-2
East:	Agricultural and single family dwelling	Business Employment / Sensitive Ecosystem DPA	A-1
South:	Agricultural and single family dwelling	Business Employment	A-1
West:	Agricultural and single family dwelling	Business Employment / Sensitive Ecosystem DPA	A-1

Context & Background

- The subject site is 2.087 hectares (5.16 acres), located on the south side of 20 Avenue west of 192 Street. The site is designated "Mixed Employment" in the Official Community Plan (OCP), "Business Employment / Sensitive Ecosystem DPA" in the South Campbell Heights Local Area Plan (Stage 1) and zoned "General Agriculture (A-1) Zone".
- The application was submitted in October 2023, and an unauthorized truck parking facility has been operating on site since March 2024. There has been no ultimate development proposal on the property indicated by the landowner at this time.
- In March 2024, the portion of 20 Avenue connecting the site to 192 Street to the east has been opened. This was an unopened road allowance and planned to be opened as part of the ongoing development of South Campbell Heights. The lands fronting this portion of 20 Avenue are owned by the City both to the north and to the south. Currently, there is an average of 10 trucks a day in daylight hours on weekdays, and zero to three trucks a day on the weekend.

DEVELOPMENT PROPOSAL

Planning Considerations

- The applicant proposes a Temporary Use Permit (TUP) for three years to permit trailer, tractor and vehicle parking, for a total of 79 spaces:
 - Trailer parking: 45
 - Tractor parking: 15
 - Vehicle parking: 19
 - TOTAL: 79 spaces
- This parking area is expected to occupy the majority of the property. There is a single family dwelling on the site, which is proposed to be retained and used as an office.
- The site plan concept shows a 6-foot chain link fence, with a 5-metre-wide landscape buffer along the sides of the parking area. The landscaping has not been installed, and it is unclear whether the site is currently fenced or not. The full extent of the proposed truck parking as proposed is currently in operation.
- Temporary Use Permits (TUPs) for truck parking facilities or outdoor storage of materials are generally discouraged in advance of development, due to the sensitivity of the local environment, inadequate transportation infrastructure, and interface concerns with adjacent land uses.
- The subject property is also located within an area of South Campbell Heights that is known to have vulnerable aquifers. Every effort should be made to manage the flow and quality of water within this aquifer system whereby the concern is heightened for cargo storage and its non-conforming land use. Additional on-site improvements would likely be required that would be similar to those required as part of a rezoning application to "Business Park 1 Zone (IB-1)" and, therefore, may negate the rationale for seeking a Temporary Use Permit (TUP).
- Protection of the Brookwood Aquifer is of particular concern, as it is highly vulnerable to contamination. Trucks and truck parking facilities are known to generate pollutants such as oil, grease, sediment, soaps and other chemicals from vehicle washing, and leakage of pollutants into soil from the materials that are being stored and/or hauled. If introduced into the ground water could have devastating impacts on the aquifer, aquatic habitat and water quality within the Little Campbell River and its tributaries.

Referrals

Engineering: The Engineering Department will provide Engineering servicing requirements if this application proceeds further, for consideration.

Transportation Considerations

- In March 2024, the portion of 20 Avenue connecting the site to 192 Street to the east has been opened. This was an unopened road allowance and planned to be opened as part of the development of South Campbell Heights. The lands fronting this portion of 20 Avenue are owned by the City both to the north and to the south. Currently, there is an average of 10 trucks a day in daylight hours on weekdays, and zero to three trucks a day on the weekend.

- 20 Avenue has insufficient pavement width to support truck movements to and from the site. Should Council be supportive of the proposed use, the applicant's proposal to access 20 Avenue would need some improvements to the road.

Natural Area Considerations

- Parks and Environmental staff will provide requirements if this application proceeds further, for consideration.
- Further details on the potential impact of the proposal on the Brookwood Aquifer will be required should the application move forward.

POLICY & BY-LAW CONSIDERATIONS

Regional Growth Strategy

- The subject site is designated "Mixed Employment" in the Regional Growth Strategy (RGS).
- The proposed TUP does not comply with the RGS land use designation for the site

Official Community Plan

Land Use Designation

- The subject site is designated "Mixed Employment" in the Official Community Plan.
- The proposed TUP does not comply with the OCP land use designation for the site.

Themes/Policies

- E1.20 – Encourage the continued expansion of high-tech, research and development and light manufacturing to locate within Mixed Employment areas that are accessible to major transportation corridors and/or frequent transit services.

(The proposed development is not compatible with the Mixed Employment designation and may delay/prevent suitable development and does not reflect the intended ultimate development vision for the employment lands in South Campbell Heights).

- E1.31 – Support and encourage the high quality, environmentally responsible, sustainable development of employment lands.

(The property is located in an environmentally sensitive area with vulnerable aquifers. The proposed development may negatively impact groundwater, soils, and trees in the area).

Secondary Plans

Land Use Designation

- The subject site is designated "Business Employment" in the South Campbell Heights Local Area Plan (LAP), Stage 1. The proposed TUP does not comply with the land use designation for the site.

Zoning By-law

- The applicant proposes a Temporary Use Permit under the existing "General Agriculture Zone (A-1)". The proposal would allow for the temporary use to operate on the property, as the proposed uses are not permitted under the A-1 Zone.

DISCUSSION

Temporary Use Permit Applications in Campbell Heights

- Recently, staff have taken by-law enforcement action within the Campbell Heights area against numerous other properties with non-conforming and unauthorized businesses, many of which are operating without business licenses. The enforcement typically results in the owners submitting TUP applications.
- The unauthorized and non-conforming uses occurring throughout Campbell Heights include outdoor storage, outdoor recreational vehicle storage, outdoor passenger vehicle storage, outdoor truck parking as well as outdoor container storage, some of which are associated with unauthorized businesses operating from these locations.
- A total of thirteen TUP applications for these unauthorized and non-conforming uses within the Campbell Heights area have been received in the recent past, with the majority being denied by Council, and a few supported with staff's initial recommendations for denial. Many of the supported TUPs in Campbell Heights were in the same general area, and supported some supply and demand challenges associated with the pandemic.
- Staff has received three such TUP applications for South Campbell Heights, and this is the first proposal that is being considered by Council. As the South Campbell Heights Plan is not yet finalized, consideration of TUP applications in this context may impact the build out of South Campbell Heights as these uses may encourage other TUP applications that are not in keeping the planned business park development.
- The subject application proposes outdoor storage of cargo equipment and truck parking uses that are not compliant with the "Business Employment" land use designation in the Campbell Heights Local Area Plan (LAP) (Stage 1 of plan adoption).

Applicant's Rationale

The applicant submitted the following rationale for consideration:

- This TUP will help bring the site operations into compliance, which has been in operation since March 2024.

PUBLIC ENGAGEMENT

- Pre-notification letters were not sent and a Development Proposal Sign has not been installed. If this application proceeds, then a sign and pre-notification would need to be in place prior to Council considering the proposal.

TREES

- Anne Kulla, ISA Certified Arborist of Huckleberry Landscape Design prepared an Arborist Assessment for the subject site. The table below provides a summary of the proposed tree retention and removal. A detailed list of the proposed tree retention and removal by tree species can be found in (Appendix II):
- All trees identified for removal, retention and/or replacement are subject to change prior to final approval of the arborist report.

Table 1: Summary of Proposed Onsite Tree Preservation by Tree Species:

	Existing	Remove	Retain
Deciduous Trees	2	0	2
Onsite Tree Totals	2	0	2
Onsite Replacement Trees Proposed	0		
Total Onsite Retained and Replacement Trees	2		

- The Arborist Assessment states that there are a total of 2 bylaw protected trees on the site. The applicant proposes to retain 2 onsite trees as part of this development proposal. The proposed tree retention was assessed taking into consideration the location of services, building footprints, road dedication and proposed lot grading.
- If the application proceeds for consideration, then a detailed planting plan will be required for the proposed landscape buffers.
- In summary, a total of 2 trees are proposed to be retained or replaced on the site, with no contribution required to the Green City Program.

CONCLUSION

- The proposed outdoor cargo storage and truck parking is not compliant with the OCP and LAP land use designations for the property and the proposal does not reflect the intended ultimate development vision for the employment lands in South Campbell Heights.
- The subject property is located within an area of South Campbell Heights that is known to have vulnerable aquifers which may be adversely impacted by the continued storage/truck parking use.

- Furthermore, approval of this application may lead to requests for similar temporary use proposals in South Campbell Heights that are inconsistent with the adopted Local Area Plan and the pattern of development, which may further delay/prevent ultimate re-development of the area.
- For the above reasons and given that Council has generally denied TUP applications in Campbell Heights, staff recommend this application in South Campbell Heights be denied.
- Alternatively, should Council see merit in permitting the temporary trailer, tractor and vehicle parking and storage facility, Council may wish to consider referring the application back to Staff for further review of the following prior to the TUP being considered for approval by Council:
 - Implementation of on-site drainage infrastructure to appropriately manage stormwater run-off and mitigate pollution impacts to the Brookwood Aquifer;
 - Upgrades to transportation infrastructure to support the movement of truck traffic on the existing road network; and
 - Installation of appropriate buffers to screen parking and storage facilities from the street and abutting properties that have not developed under the South Campbell Heights Plan.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

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| Appendix I. | Site Plan |
| Appendix II. | Summary of Tree Survey, Tree Preservation and Tree Plans |

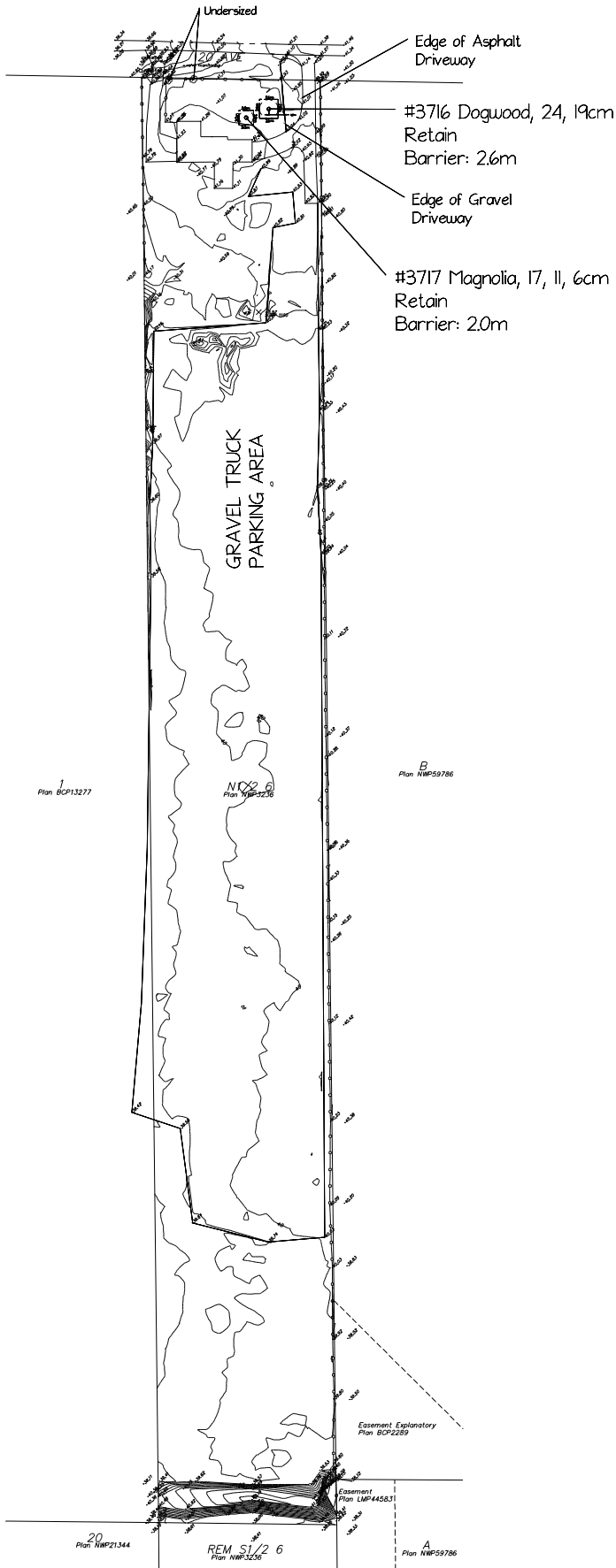
approved by Shawn Low

Ron Gill
Acting General Manager
Planning and Development

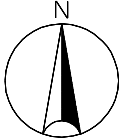
LFM/cm


Tree Inventory and Risk Assessment Table

ID #	Surveyed Y/N	Location:	Botanical Name	Common Name	DBH (cm)	LCR (%)	Canopy (spread in m)	Condition (Structure, Health, TRAQ rating)	Comments	Retain/Remove	
1	3716	Y	Onsite	<i>Cornus spp.</i>	Dogwood	24, 19	70	10	Good		Retain Barrier: 2.6m
2	3717	Y	Onsite	<i>Magnolia spp.</i>	Magnolia	17, 11, 6	60	8	Fair, multi-stemmed		Retain Barrier: 2.0m



LEGEND	
Retained Tree	
Removed Tree	
Critical Root Zone	
Tree Protection Barrier	



 Huckleberry Landscape Design		604-724-3025 www.huckleberrylandscape.ca	
Address: 18942 20 Avenue, Surrey		Project: TUP - Truck Parking	
Client Name: Ajith Martin Consultants		Drawing no: 1 of 1	Revision no:
Drawing: Tree Plan		Date: Sept 27, 2023	Drawn by: TZ
Scale: 1 : 1200			