

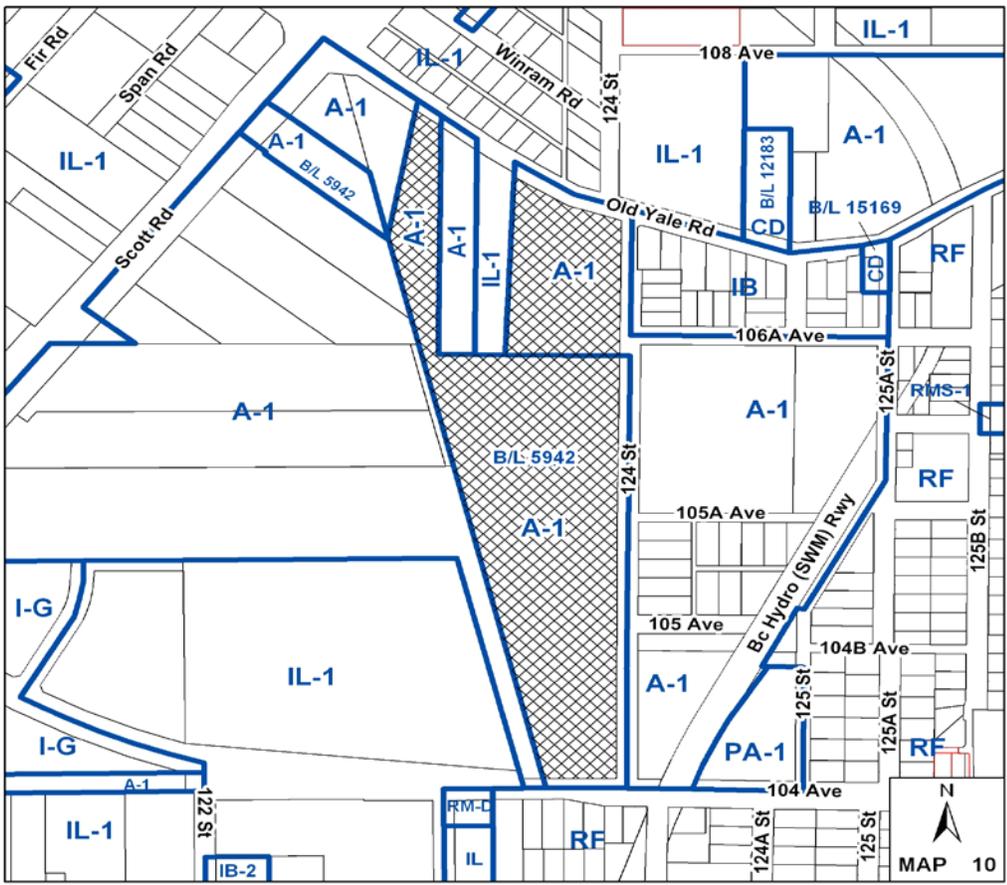
Proposal: NCP Amendment from Business Park to Institutional. Rezone from A-1 (By-law No. 5942) and A-1 (By-law No. 12000) to CD to allow private schools and ancillary uses.

Recommendation: Seek Council Direction

Location: 12389 - 104 Avenue and 12380 Old Yale Road **Zoning:** A-1

OCP Designation: Industrial

NCP Designation: Business Park **Owner:** 503583 B.C. Ltd.



PROJECT TIMELINE

Completed Application Submission Date: January 30, 2006
Planning Report Date: February 20, 2006

PROPOSAL

The applicant is proposing:

- an NCP amendment from Business Park to Institutional; and
- a rezoning from A-1 (By-law No. 5942) and A-1 (By-law No. 12000) to CD

in order to allow the construction of one elementary and one high school, a childcare facility, assembly uses and associated track and playing fields.

RECOMMENDATION

The Planning & Development Department recommends that Council receive this report as information and provide direction to staff regarding the further processing of the subject application.

Comment on the Recommendation:

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~~The above recommendation is being made, given that a recommendation for denial or support of the application could be defended, depending upon the priority placed on each of the following: Council's industrial/commercial development thrust; the City's adopted land use plans and policies; the unique attributes of this site; and the challenges in finding a suitable private school site in the City. This report is being forwarded to Council in advance of a full application review process since the subject application involves a significant policy-related decision and it was not considered practical to undertake all of the work associated with refining and detailing the proposal until it was determined if Council was is prepared to consider the related NCP policy amendment.-~~

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to servicing issues and requirements as identified in the attached (Appendix IV).

Economic Development: From an economic development perspective, reducing the industrial land inventory is a concern, however, the development of a private school could enhance the area ambiance for future business development (Appendix V).

SITE CHARACTERISTICS

- **Existing Land Use** Vacant acreage properties that have been preloaded over the last number of years to prepare the site for light impact industrial development, with a development application to rezone the site to IL at Third Reading (Application No. 7995-0060-00).
- **Significant Site Attributes** There is an open drainage channel which runs along the west property line, between 104 Avenue and Old Yale Road. A GVRD sanitary sewer trunk line traverses the site. The site slopes steeply down from 104 Avenue, and then levels approximately at the location of the GVRD sanitary sewer trunk line.
- **East:** Across the unopened 124 Street right-of-way, predominantly vacant single family sized lots, zoned A-1, designated Business Park; single family sized lots, several with non-conforming small homes, zoned IB, designated Business Park.
- **South:** Across 104 Avenue, single family residences zoned RF, designated Urban.
- **West:** Primarily vacant but two with greenhouses (10582 and 10620 Scott Road), zoned A-1 and warehouse split-zoned IL-1, designated Business Park and Highway Commercial.
- **North:** Acreage property at 12320 Old Yale Road, zoned A-1, designated Business Park, under application for a Temporary Use Permit to allow for truck parking (File No. 7906-0243-00). Non-conforming licensed heavy truck repair at 12338 Old Yale Road, zoned IL-1, designated Business Park. Across Old Yale Road, single family lots, zoned IL-1, designated Highway Commercial and Business Park.

PLAN AND POLICY COMPLIANCE

- OCP Designation: Partially complies.
- NCP Designation: Does not comply. Needs amendment to Institutional.

DEVELOPMENT CONSIDERATIONSSite Description

- The subject site consists of two properties located at 12389 – 104 Avenue and 12380 Old Yale Road. The site comprises a net site area of approximately 6.5 hectares (16-acres) and is designated Industrial in the Official Community Plan (OCP) and Business Park in the South Westminster Neighbourhood Concept Plan (NCP) (Appendix VI).

- The subject site is bounded by 104 Avenue to the south, Old Yale Road to the north, an unopened road allowance (124 Street) to the east and an open drainage channel to the west. There are two properties located at 12320 and 12380 Old Yale Road, which bisect the north portion of the site but are not included as part of this application. The applicants have advised that they hopes to acquire these properties in the future.
- The subject site is currently ~~under~~ the subject of an older application (Application No. 7995-0060-00) to rezone the properties to the Light Impact Industrial Zone (IL) to permit subdivision into approximately 25 industrial lots. While the rezoning by-law for this older application received Third Reading on September 22, 1997, there has been little ~~effort~~ movement by the applicant in fulfilling to fulfill the outstanding conditions. This older application has been inactive for some time. This application will need to be filed by Council should the current application proceed.

Current Application

- The current applicant, the Satnam Education Society of B.C., is requesting an amendment to the South Westminster Neighbourhood Concept Plan (NCP) to redesignate the subject site from Business Park to Institutional and to rezone the site from RA to CD to permit the development of independent elementary and secondary schools with associated outdoor recreation facilities including two soccer fields, track and field area, field hockey enclosure, and basketball courts. Places of worship (gurdwara), one in each of the proposed elementary school and high school, are also proposed as part of this comprehensive rezoning proposal. A childcare facility is also proposed.
- Preliminary information submitted by the applicant indicates that the proposed elementary school will accommodate 1,000 students in 42 classrooms and the proposed ~~Grade 8 to 12~~ high school (Grades 8 to 12) will accommodate 600 students in 32 classrooms. The proposed child care facility ~~will be~~ is proposed to have a capacity for 250 children.
- The applicant has submitted a conceptual plan of development ~~for the proposed school use~~ (Appendix III).
- This plan proposes 184 parking stalls plus parking for 26 school buses.
- This conceptual plan indicates a change in the overall road pattern proposed in the South Westminster NCP. The NCP shows 124 Street to be opened south from Old Yale Road and then curve to intersect with 122 Street which is planned to run parallel to Scott Road. This road is intended to provide for the dispersment of traffic flows in this area and to provide efficient access to the future business park uses east of Scott Road. As well, this road ~~is to provide~~ will accommodate ~~for~~ the required engineering services to allow this area to develop. The applicant has requested a road pattern change. They propose that to open 124 Street be extended through to 104 Avenue (through two adjoining properties), which will assist in controlling in order to control the traffic generated by the development through the site, rather than connecting 124 Street to the future 122 Street that would result in the potential for and mix school-related traffic to mix with and business-related traffic, which is not particularly desirable.

PRE-NOTIFICATION

Pre-Notification Letters were sent on February 3, 2006, and staff received the following comments.

- One telephone call was received from ~~an owner who has~~ the owner of a lot ~~that fronts~~ 124 Street ~~south of Old Yale Road~~. She supported the application provided it required the construction of 124 Street and enabled the engineering servicing necessary to allow her to develop or sell her property.

(The caller was advised that if the application proceeds, detailed engineering design will be required for site servicing. At that time, a determination can be made on when and how other lands in the vicinity can be serviced.)

PROJECT EVALUATIONApplicant's Justification for the Proposed NCP Amendment

- The Satnam Education Society has been seeking a new site to open a new elementary school and a new high schools for some time. The Society purchased a site in 1996 at 152 Street and 66 Avenue in the East Newton Business Park, and applied to rezone it to allow for a high school. However, the application was not approved. In 1998, the Society applied to rezone a property located at 128 Street and 60 Avenue for school uses; however, this site was also not supported. In 2001, the Society located a property at 126 Street and 68 Avenue, however the parents were reluctant to approve the site as it was near ~~the~~ high voltage ~~electric wire~~ transmission lines.
- The subject property is large enough to accommodate a high school, an elementary school, a sports complex, which will be available on weekday evenings and weekends, two gymnasiums, assembly halls, a track and field area and a field hockey enclosure all of which will be open for public use.

(The enrollment of the current Khalsa School located at 6933 – 124 Street in West Newton has grown beyond what the existing buildings can accommodate, and the Khalsa School has been searching for a new site for a number of years. The subject site with its location on the edge of a residential neighbourhood is better suited to a private school than the sites previously proposed for a new Khalsa School.

Staff Assessment of the Proposal:

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Pros:

- Over the last 10 or so years, the applicant has reviewed several potential sites on which to build a new school to address overcrowding at their existing school in West Newton but none of the sites has been acceptable. The ~~21-acre~~ subject site is large enough to enable the applicant to construct a high school, elementary school ~~and~~ associated sports fields and other ancillary facilities. The proposed location is more convenient for North Surrey residents, where the applicant advises many of the students live that would be attending the proposed schools ~~live~~. Although, the site is not ideally located, staff have not been successful in identifying other suitable sites for the proposed development. The City's NCP plans do not specifically plan for private schools.

- Khalsa School is recognized provincially for its high quality education and expanding this educational institution in the City of Surrey is desirable in relation to the on-going process of building the City's character and image and while providing its citizens with a full range of educational opportunities.
- The subject site is located on the Urban/Industrial edge along a portion of the site: at the south end along 104 Avenue and along the ~~south-eastern~~southeastern edge, south of 105A Avenue. Policy C-5.3 of the OCP supports the location of institutional uses at the periphery of neighbourhoods as a buffer between residential and industrial uses.
- The property located at 12380 Old Yale Road is the former General Montgomery Elementary School. This site was sold by the Surrey School ~~d~~District in April 1996.
- The proposed private school would result in the creation of additional school and ~~park~~recreational facilities for the community, thereby alleviating pressures on City-wide public facilities.
- The City has been attempting to ~~encourage~~promote the redevelopment of the South Westminster area, but its current physical ambience is not encouraging to potential investors/developers. The development of new schools and associated large green play fields ~~could~~would definitely improve the physical attractiveness of the area and enhance the ambience of the area for, as such, may act as a catalyst to encourage other infuture redevelopment in the -business development in the vicinityarea more quickly than may otherwise occur.
- Private educational facilities located in the middle of residential areas ~~may~~can be disruptive to surrounding residents due to the impacts associated with ~~a~~school operations such as traffic and increased pedestrian activity. The subject site is located between two major roads on the periphery of a residential area and therefore would have ~~less impacts~~fewer impacts to ~~a~~the nearby residential neighbourhoods than a more central location within a ~~the~~neighbourhoods.
- The subject site has good accessibility from Old Yale Road. It is located approximately 290 metres (950 ft.) from ~~the~~ Scott Road and approximately 1.2 kilometres (3/4 mile) from the Scott Road SkyTrain station.
- Most of the lots to the east of the subject site fronting Old Yale Road, although recently rezoned from Light Impact Industrial Zone (IL) to Business Park Zone (IB) are currently occupied by single family dwellings.
- The subject site is mostly surrounded by lands designated for less intensive industrial uses (i.e. Business Park ~~and rather -than not~~ Light Impact Industrial uses).
- Developing the site would generate NCP amenity contributions of \$1,163.33 per acre.

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Cons:

- The majority of the subject site is designated Business Park in the South Westminster NCP (the north-west corner is designated Highway Commercial). The subject application, if approved, would remove approximately 6.56 hectares (16.2 acres) of industrial designated land from the

~~industrial land inventory. As such, the proposal is contrary-inconsistent with to the policies and objectives in the OCP that are focused on to-ensureing adequate land supply to facilitate long term economic growth in the City (Policy B-2), -balanceing -jobs and resident workers (Policy B-1.1), achieveing a strong fiscal-tax base (Policy B-1.2) by which to deliver effective services and preserveing designated Business Park and Industrial land for business uses (Policy B-2.2). The majority of the subject site is designated Business Park in the South Westminster NCP (the north-west corner is designated Highway Commercial). The subject application, if approved, would remove approximately 6.56 hectares (16.2 acres) of industrial designated land from the industrial land inventory.~~

- Two lots ~~located between-that are encompassed by~~ the subject site located at 12320 and 12338 Old Yale Road totaling approximately 1.6 hectares (4 acres) are not included in the application-~~and would become surrounded by the proposed school use. It would be preferable for F~~ these two lots ~~should to~~ be included in the proposal. However, this would further erode the industrial land inventory. ~~Moreover, it is~~ It is anticipated that if this application is approved, there ~~would will~~ be pressure to redesignate the lands to the east of the subject site (approximately 20 acres [8 hectares]) to ~~a non-employment use~~ a non-business designation (i.e., possibly residential).
- In 1995, Council under Corporate Report No. R745, adopted locational policies to regulate the development of churches within industrial areas. In that report, private schools were discouraged from locating in industrial areas for a number of reasons, including:
 1. Serviced industrial land is becoming scarce;
 2. Hours of operation for private educational institutions coincide with hours of operation for industrial uses;
 3. No potential for shared parking arrangements with adjacent industrial uses if the hours of operation coincides with one another;
 4. Noise and traffic associated with industrial uses are incompatible with private schools;
 5. Dormitories which may be associated with private schools are more appropriately located in residential areas; and
 6. Outdoor play areas associated with private schools may conflict with industrial traffic and uses.
- Current and future Uses ~~in-on~~ the industrial lands to the west, north and east may not be compatible with a school use.
- The proposed school could ~~influence others~~ set a precedent in relation to other non-industrial users ~~to want to~~ requesting to locate in this area.
- ~~The proposed school use in a location designated for Business Park; Making changes to the NCP Land Use designation plan-brings an~~ may cause an element of uncertainty ~~to the NCP and could delay the development of the area for business uses~~ in relation to those interested in investing in the South Westminster area.
- ~~Although Old Yale Road is a designated arterial road, industrial traffic could conflict with traffic generated by the proposed school.~~
- Under the South Westminster NCP (see the attached Appendix 22V), a road is planned ~~to run~~ through the centre of the lands designated Business Park to provide road frontage for planned

business park sites. The planned road alignment bisects the subject site and therefore would need to be eliminated based on the proposed development concept submitted by the applicant.

- ~~The proposed development would require some costly road and other engineering servicing improvements.~~

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~~Evaluation of the Proposal Relative to City Policies and Other Considerations~~

- ~~As is often the case, there are no absolutely right or wrong directions which result from the above summary of pros and cons associated with this application. It is clear that the proposed development has some merit in relation to certain City policies and is inconsistent with other City policies. More specifically, a review of the merits of the application in relation to current land use policies and plans exclusively may tend to lead to a negative recommendation. On the other hand, there are certain locational characteristics of the subject site which are supportive of a private school at this location.~~

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~~OPTIONAL COURSES OF ACTION FOR COUNCIL~~

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~~Option A: Deny the Application~~

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~~Under this option, Council would simply deny the application and the applicant would need to continue its search for a suitable site for the subject development.~~

~~Pros~~

- ~~Supports the current land use policies and Council approved plans to ensure adequate land supply to facilitate long term economic growth and to preserve designated Business and Industrial land for business uses.~~
- ~~Maintains the tax and employment base opportunities for the City.~~

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~~Cons~~

- ~~The applicant's search for a new private school site will need to continue.~~
- ~~Unlike some of the other sites previously looked at by the applicant, the subject site is located on a major road on the periphery of a residential area and would have less impacts to a residential neighbourhood.~~
- ~~An opportunity for the creation of additional school and park facilities for the community would be lost.~~

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Option B: Refer the application back to staff to work with the applicant in developing and bringing forward conditions that will allow the application to proceed to Public Hearing.

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Under this option, Council would refer the application back to staff to work with the applicant toward developing conditions of approval to allow the related rezoning by-law to proceed to a Public Hearing. This process would include a Public Information Meeting related to the NCP amendment, detailing the site development plan, and engineering servicing considerations, amongst other things, that are part of the normal application review process.

Pros

- Generally supportive of the OCP policy that some institutional uses can provide a buffer between residential areas and industrial uses.
- The proposed site is located on the edge of an urban area and large enough to accommodate the needs of the Khalsa School. This proposal could alleviate the associated traffic problems and overcrowding currently experienced at the existing Khalsa School in Newton.
- Will result in the creation of additional school and park facilities for the community, thereby alleviating pressure on City-wide public facilities.
- If the new road planned in the NCP to run parallel to Scott Road was provided on the subject site, connecting to Old Yale Road, this would assist with implementing a portion of the road network envisioned in the South Westminster NCP.

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Cons

- May place pressure to redesignate adjacent Business park sites in South Westminster to non-employment designations.

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Contrary to current land use policies and Council approved plans supportive of business development and maintaining designated Business and Industrial land for business uses.

If Council is of the view that the relative merits of the application are sufficient to allow the application to proceed, staff should be directed to work with the applicant to complete and refine the application and bring forward a subsequent Planning Report with conditions for approval addressing the following:

- Submission of additional fees associated with the rezoning application (only base fees have been submitted to date);
- Detailed site planning and design review through the rezoning process;
- Draft CD Zone to accommodate the property uses;
- Processes associated with addressing an NCP amendment as documented in the OCP; and
- The results of Completion of a Traffic Impact Study relative to the proposal to amend the approved road network in the South Westminster NCP, the results of a Public Information meeting and detailed engineering servicing plan and other studies that may be necessary in relation to fully detailing the site plan and related impacts.

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INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

- Appendix I. Lot Owners, Action Summary and Project Data Sheets
- Appendix II. Contour Map
- Appendix III. Proposed Site Plan
- Appendix IV. Engineering Summary
- Appendix V. Economic Development Comments
- Appendix VI. South Westminster NCP Land Use Plan

Murray Dinwoodie
General Manager
Planning and Development

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Information for City Clerk

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

1. (a) Agent: Name: M. Saar Architecture
 Address: #150 - 1450 Creekside Drive
 Vancouver, B.C. V6J 5B3
 Tel: 604-685-2253

2. Properties involved in the Application
 - (a) Civic Address: 12380 Old Yale Road and 12389 - 104 Avenue

 - (b) Civic Address: 12380 Old Yale Road
 Owner: 504563 B.C. Ltd.
 PID: 000-971-740
 Parcel K (Reference Plan 9315) Block 5 North Range 2 West Except Firstly
 Part Subdivided by Plan 72805 and Secondly, Parcel 1 (By-law Plan LMP
 2029) New Westminster District

 - (c) Civic Address: 12389 - 104 Avenue
 Owner: 504563 B.C. Ltd.
 PID: 011-314-478
 Lot 2 Section 19 Block 5 North Range 2 West New Westminster District Plan
 8305

3. Summary of Actions for City Clerk's Office

DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed in the PA-2 Zone	Proposed
LOT AREA* (in square metres)		
Gross Total		8.56 ha
Road Widening area		2.10
Undevelopable area		
Net Total		6.55
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	40%	17%
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres minimum)		
Front	7.5 m	7.5 m
Rear	7.5 m	>100 m
Side #1 (West)	7.5 m	7.5 m
Side #2 (East)	7.5 m	7.5 m
BUILDING HEIGHT (in metres/storeys)		
Principal		
Accessory		
NUMBER OF RESIDENTIAL UNITS		
Bachelor	2	2
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		
	32,750 m ²	19,732 m ²
TOTAL BUILDING FLOOR AREA	32,750 m²	19,732 m²

** If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)	0.5	0.3
AMENITY SPACE (area in square metres)		
Indoor	n/a	n/a
Outdoor		
PARKING (number of stalls)		
School	163	184
Buses		26
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Visitors		
Institutional		
Total Number of Parking Spaces		
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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