

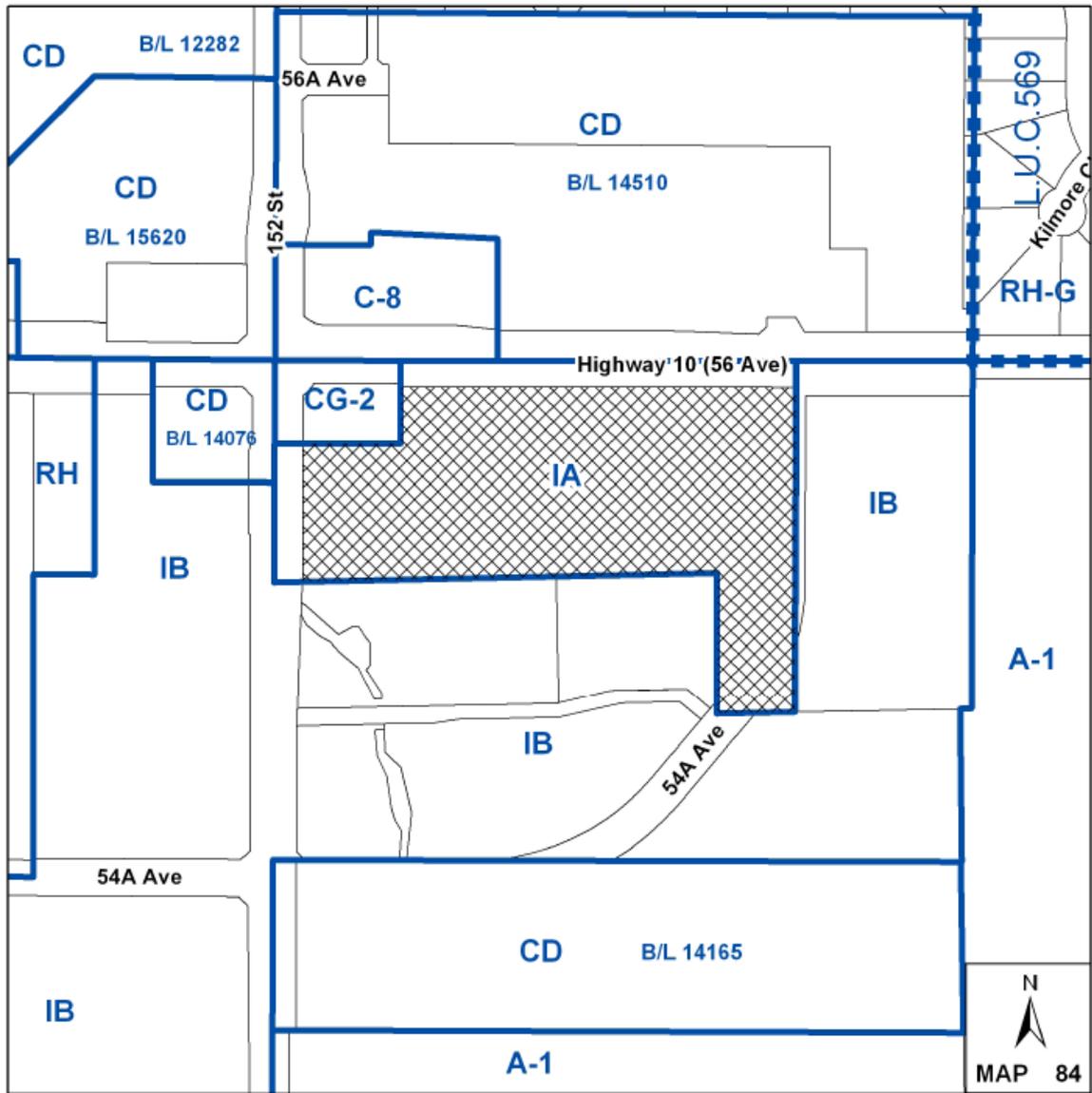
Proposal: Rezone from IA to CD and Development Permit to allow the development of an industrial business centre, including limited commercial uses.

Recommendation: Approval to Proceed

Location: 5590 - 152 Street **Zoning:** IA

OCP Designation: Industrial

LAP Designation: Agro-Industrial **Owner:** Panarama Park Investment Group Ltd.



PROJECT TIMELINE

Completed Application Submission Date: January 22, 2007

Planning Report Date: July 23, 2007

PROPOSAL

The applicant is proposing:

- a rezoning from IA to CD; and
- a Development Permit

in order to permit the phased development of a industrial business centre, including limited commercial uses, comprising eight (8) stand-alone buildings in phase 1, and 1 additional building in a future phase, with a total floor area of approximately 11,798 square metres (127,000 sq. ft.).

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the property from "Agro-Industrial Zone (IA)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. Council authorize staff to draft Development Permit No. 7907-0013-00 in accordance with the attached drawings (Appendix III).
3. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of a subdivision layout to the satisfaction of the Approving Officer;
 - (c) approval from the Ministry of Transportation;
 - (d) finalization of the Traffic Impact Study and resolution of all related issues to the satisfaction of the City and Ministry of Highways;

- (e) registration of a statutory right-of-way for public passage and cross easements for shared parking and access between the proposed lots;
 - (f) submission of an acceptable tree survey and a statement regarding tree preservation;
 - (g) resolution of outstanding design issues; and
 - (h) submission of a landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect.
4. Council pass a resolution to amend the East Panorama Ridge Local Area Plan to redesignate the land from "Agro-Industrial" to "Business Park/Commercial".

REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as identified in the attached (Appendix IV). A servicing agreement will be required.
Ministry of Transportation:	No concerns (Appendix V). Preliminary approval has been granted. Final approval from the Ministry, including access from Highway 10, will require finalization of the preliminary Traffic Impact Study.
Economic Development:	No concerns.
Fire Department:	No concerns.

SITE CHARACTERISTICS

- **Existing Land Use** Vegetable storage and distribution centre (Cloverdale Co-op).
- **East:** Across 153A Street, the old BC Hot House building, zoned IB, designated Industrial in the OCP and "Business Park" in the East Panorama Ride Local Area Plan.
- **South:** Industrial Business Park, zoned IB, designated Industrial in the OCP and "Business Park" in the East Panorama Ridge Local Area Plan.
- **West:** Across 152 Street is an Industrial Business Park, zoned IB, and a gas station, zoned CG-2, both designated Industrial in the OCP, and designated Business Park and Commercial in the East Panorama Concept Plan.
- **North:** Across Highway No. 10 is a commercial plaza, zoned CD (By-law No. 14510) and C-8, designated Commercial in the OCP.

PLAN AND POLICY COMPLIANCE

OCP Designation: Industrial. Complies.

East Panorama Ridge LAP Designation: Agro-Industrial. Requires an Amendment to “Business Park/ Commercial”.

DISCUSSION

- The subject site, located at the southeast corner of the intersection of 152 Street and Highway 10, is designated "Industrial" in the OCP and "Agro-Industrial" in the East Panorama Ridge Local Area Plan.
- The applicant proposes development of a phased industrial business and office centre, including limited commercial retail uses, comprising nine (9) stand-alone buildings, with eight (8) of these proposed for phase 1. The site is intended to provide for a range of industrial business park, service commercial, and general service uses based primarily on the IB Zone, but also provides additional commercial uses as a transition to the commercial uses north of Highway 10.
- The properties to the south are developed with industrial business park buildings (Panorama Business Park). Properties to the west across 152 Street are also intended for Business Park uses.
- The proposal complies with the OCP, as the proposed combination of uses can be accommodated within the IB, CHI and C-5 Zones, all of which are permitted within the Industrial designation. On this basis, the proposal can be considered on its merits, and is not subject to Council’s moratorium related to the industrial and employment land strategies presently under way.
- The applicant proposes the following uses, and corresponding floor area:

	IB USES	CHI USES	RETAIL COMM. USES	Total
BUILDING A	Restaurant – 222 sq.m		220 sq.m	442 sq. m
BUILDING B	Offices- 1,866 s.m		933 sq.m	2,799 sq. m
BUILDING C	Bank- 557 sq.m		----	557 sq. m
BUILDING D	Restaurant- 507 sq.m		----	507 sq. m
BUILDING E	Restaurant- 313 sq.m		----	313 sq.m
BUILDING F	Bank- 465 sq.m		----	465 sq.m
BUILDING G	-----	Building supply showroom 983 sq.m		983 sq.m.
BUILDING H (future phase 2)	Offices- 2,552 sq.m		1,276 sq.m	3,828 sq.m
BUILDING I	Offices and Motorsport showroom and distribution- 1,904 sq.m		----	1,904 sq.m
Total	8,386 sq.m	983 sq.m	2,429 sq.m	11,798 sq.m
Total %	71%	8%	21%	
				Total FAR= 0.41

Land Use Rationale and Justification for Plan Amendment

- The proposal requires an amendment of the East Panorama Ridge Local Area Plan from “Agro-Industrial” to “Business Park/Commercial. The following issues have been considered in evaluating the proposed development and plan amendment:
 - While historically designated “Agro-Industrial” in the East Panorama Ridge Local Area Plan, this area east of 152 Street and south of Highway No. 10 has experienced a transition towards a Business Park (IB Zone) character, with numerous IB buildings being developed immediately to the south. These sites were approved and authorized by Council through corresponding amendments of the LAP to Business Park;
 - In addition to the changing industrial character of this area, new retail commercial plazas have now emerged at the northeast and northwest corners of the intersection of 152 Street with Highway No. 10. The new residential and commercial developments in the Panorama Village area also supported the transition to cleaner industrial uses south of Hwy No. 10;
 - The proposed uses are mostly industrial, general service, restaurants, or office uses that are permitted within the IB Zone, as well as a building supply store/showroom permitted under CHI; the proposal will only contain a maximum of 21 % (2,429 sq. metres/ 26,126 sq. ft) of retail commercial uses;
 - The proposed retail commercial uses will be located primarily fronting Highway No. 10 and 152 Street, and will complement the newly established commercial plazas and retail uses along these frontages;
 - The proposal will achieve the completion of 153A Street, which is a significant by-pass route connecting the southeast quadrant of 152 Street to Highway 10, and has been actively pursued by the City since the early 1990s to relieve traffic pressure at the intersection of 152 Street and Hwy No. 10, one of the major intersections in Surrey; and
 - The proposal fits within the industrial business profile that is intended for this area, and represents a significant investment that will contribute to the tax base and job creation, in an effort to satisfy the City's general policy and goal of creating a vibrant and sustainable local economy.
- On balance, the proposal will create a business/commercial centre that offers a positive combination of industrial, office, general service and restaurant uses in keeping with a business park, but also provides additional retail commercial uses that compliment the highway commercial location. Staff, therefore, supports the proposed plan amendment.

Proposed CD By-law

- The intent of the project is to develop nine (9) stand-alone buildings under a CD Zone based on “IB” Zone, which includes light impact industry, wholesale, warehousing, manufacturing,

offices, restaurants, general service uses (banks) etc., but with the following key modifications:

- expand the range commercial retail uses (as per C-5 and some limited CHI);
 - allow building supply stores (home improvement/supply showroom) contained within a building;
 - allow motorsport sales and distribution (cycles and watersport vehicle), excluding automobiles, contained within a building;
 - allow drive-through services for eating establishments and banks;
 - allow other commercial retail uses to a maximum floor area of 2,500 sq. m (26,910 sq. ft.), or approximately 21% of the total floor area; and
 - exclude churches, recreation facilities, and banquet halls.
- The highlights of the proposed CD Zone depicting the differences with the IB Zone are provided in the table below (Appendix VII):

	Proposed CD	IB	Comment
Land Uses	<p>-Light Industrial Uses</p> <p>-General Services <u>including</u> drive-through banks</p> <p>-Offices</p> <p>-Building Supply and motorsport vehicles sales (motorcycles, watersport), contained within the building (does <u>not</u> allow automobile sales)</p> <p>-Retail Uses limited to a maximum of 2,500 sq.m</p> <p><u>Accessory Uses:</u></p> <p>-Eating establishments <u>including</u> drive-throughs, and with floor area limitation to restrict banquet halls</p> <p>-Does <u>not</u> allow Churches</p>	<p>-Light Industrial Uses</p> <p>-General Services <u>excluding</u> drive-through banks</p> <p>-Retail Uses limited to products produced on the lot</p> <p>-Offices</p> <p>-Recreational Facilities</p> <p><u>Accessory Uses:</u></p> <p>-Eating establishments <u>excluding</u> drive-throughs, with no floor area limitation</p> <p>-Churches up to a maximum floor area of 700 sq. m. and 300 seats</p>	<p><i>-The site is located on Hwy No. 10 opposite an existing retail commercial area. Inclusion of limited neighbourhood scale retail businesses will not impact the character of the surrounding area. The commercial plaza on the north side of Hwy No. 10 will be complemented by the presence of retail on the south side of the street. The C-5 Zone from which the limited retail uses are derived is permitted in the Industrial designation. Therefore, introducing C-5 type retail commercial uses at this location is appropriate.</i></p> <p><i>-The drive through banks and eating establishments are located along 152 Street and Hwy No. 10. These match existing drive-through facilities in the commercial plazas north of Highway 10. This does not impact the character of the rest of the business park to south of the site</i></p> <p><i>-Churches and banquet facilities are deliberately excluded because these uses are better located within town centres, and are over represented in other business centres in the City.</i></p>
Building Setbacks	-7.5m (25 ft.) along Hwy # 10 along all external property lines.	-7.5m (25 ft.) and one side yard can be reduced to 3.6 metres (12 ft.) next to commercial and industrial zones	<i>- The proposed setbacks are to reflect the proposed plan of subdivision, that will create 5 legal lots, as shown on the Schedule attached to the By-law.</i>
Density	- 0.75 Floor Area Ratio FAR) permitted [0.45 FAR shown in plans]	-0.75 FAR	<i>- Density proposed is 0.45 FAR, which is less than permitted in the IB Zone. 0.75 FAR permitted in IB Zone to ensure flexibility in tenant mix in the future</i>

PRE-NOTIFICATION

Pre-notification letters were sent on May 14, 2007, and staff received no comments.

DESIGN PROPOSAL AND REVIEW

Road Access and Building Design

- The design intent is to produce a mixed industrial business/commercial plaza, with attention paid to the relationship between the stand-alone buildings connected with pedestrian linkages, and the rest of the Business Park area.
- The development proposal consists of nine (9) buildings, 8 (eight) in phase 1 plus one additional building to be developed on parcel H in the future, with a total floor area of 11,798 sq. m (127,000 sq.ft) including the future building. The buildings are labeled A to I, as shown in the site plan in Appendix III, with building H to be constructed in a future phase. A subdivision plan is proposed around the buildings, as follows:
 - Lot 1- Building G;
 - Lot 2- Building I;
 - Lot 3- Building H (future phase); and
 - Lot 4 (Remnant Parcel)- Buildings A,B,C D, E and F;
- A Statutory Right of Way for public passage through the site, as well as reciprocal easements for access and shared parking amongst the lots will be registered to ensure coordination of movement and parking through the site as a single entity. The engineering department is also seeking rights or ways for service and utility corridors and connections. These will ensure that the site will function as a single development.
- The applicant is required to dedicate and construct the full 153A Street through the site, in accordance with the engineering/subdivision requirements for the site. Funds for the completion of 153A Street from 152 Street to Highway No. 10 have been secured through other developments, and will be utilized under coordinated engineering works to complete the full length of this connection as part of this development.
- A Traffic Impact Study (TIS) has been prepared, and has received preliminary approval by the City Engineering Department and the Ministry of Highways. Completion of the TIS, and resolution of all outstanding implementation requirements and recommendations of the TIS will be required prior to final approval of the rezoning application.
- Based on the TIS, three (3) direct accesses are proposed to the site; from 152 Street, Hwy No. 10 and the new 153A Street. Connection is also available through the property to the south via a public right of passage to 152 Street. The accesses on 152 Street and Hwy No. 10, will be restricted to right-in/right-out only. Final access approval by the Ministry will require final resolution of all TIS recommendations.

Project Design

- The proposed design for this commercial/industrial plaza provides an opportunity to anchor this intersection with a strong industrial and office park presence, but with an appropriate amount of street-oriented retail uses with a pedestrian-friendly design. The buildings are massed along Highway No. 10, with the largest building at the west end, closest to the intersection, and progressively smaller buildings to the east. The buildings along Hwy No. 10 are relatively tightly spaced to create a more fine-grained, urban feel, while the larger footprint retail, service commercial, and industrial uses are assembled along the southern property line, further from the highway to retain the business park feel. Central parking areas screened by landscaping and linked with pedestrian corridors connect the highway fronting restaurant, retail and office uses, and the buildings at the south edge of the site.
- The design of the buildings uses a material palette of masonry, painted concrete, pre-finished metal panels and steel, assembled in a contemporary architectural theme. The intention is to create a varied assembly of buildings that share common elements of massing and material selection, while retaining differences that identify individual tenants. Other building materials include painted tilt up concrete and metal inverted canopies. The rooflines are a mix of inverted pitch and flat rooftops. Some of the buildings will have black frames, with some blue glazing to be enhanced by white sign bands. A screen of ornamental metal is used to form signage and rain canopies over walkways around the buildings. A red brick feature element is proposed at the corner of Building A.
- Additional materials and features will be required to be incorporated into the final plans to interface with the treatments appropriately on the other corners.

Proposed Landscaping

- The landscaping consists of the use of trees, shrubbery and ground cover. The extensive tree cover not only enhances the physical look of the site, but also will reduce the heat over the large parking.
- More specifically, the parking area is integrated with interconnecting pedestrian pathways, which connect the buildings and lead to the public side walks on 152 Street, Hwy No. 10 and 153A Street. Well-connected sidewalks facilitate pedestrian movement throughout the site, with raised crosswalks over the drive aisles. In addition to planting trellis are used to link the buildings along Hwy No. 10. Additional landscaping details and enhancements will also be undertaken as part of the completion of the final plans. The applicant has agreed to complete these changes and resolve outstanding items prior to final adoption of the rezoning by-law.
- There are a limited number of trees on the property. The development will require significant disturbance for the installation of a new road, services and the parking area, which will directly impact trees within the site. It is not expected that many trees can be retained. As part of the detailed completion of the final Development Permit drawings, a detailed review will be conducted to determine if any existing trees can be retained.

Proposed Signage

- The applicant has provided a preliminary signage package for business identification of the units, including both fascia and free-standing signs. 4 free-standing signs are proposed, two fronting Highway No. 10 and 1 fronting each 152 Street and 153 A Street. Four free-standing signs are deemed appropriate given the large site and extensive frontage and number of buildings. A coordinated finalized sign package that ensures integration of the signage with the site design, architecture and landscaping will be required to be completed as part of the final Development Permit.

ADVISORY DESIGN PANEL

ADP Meeting Date: July 12, 2007

The Advisory Design Panel reviewed the proposal, and recommendations were provided to the applicant to address a number of areas, including (Appendix VI):

- enhancement of pedestrian linkages;
- adjustments to the parking area;
- minor landscaping improvements; and
- CPTED related changes.

The applicant has not completed the suggested changes due to time constraints; however, the applicant has committed by letter to address the suggestions as listed in Appendix VI. On this basis, the project can proceed, and resolution of outstanding design issues can be completed prior to final approval.

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 Subdivision Layout, Site Plan, Typical Floor Plans and Elevations, Landscape Plans and Perspective
Appendix IV.	Engineering Summary
Appendix V.	Ministry of Transportation Comments
Appendix VI.	ADP Comments and Applicant's Response
Appendix VII.	CD By-law

INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated May 23, 2007.
- Traffic Study prepared by ND Lea Group dated May 18, 2007.
- Soil Contamination Review Questionnaire prepared by Richard Coulter dated January 19, 2007.

How Yin Leung
Acting General Manager
Planning and Development

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DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed (IB)	Proposed
LOT AREA* (in square metres)		
Gross Total		32,675 sq.m.
Road Widening area		3908 sq. m
Undevelopable area		
Net Total		28,767 sq.m.
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		25 %
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres) (from perimeter)*		
Front	7.5 m	7.5 m
Rear	7.5m	7.5 m
Side #1	7.5 m	7.5 m
Side #2 (if adjacent lot ind. or comm.)	3.6 m	7.5 m
* individual buildings sited in accordance with CD schedule based on proposed subdivision plan		
BUILDING HEIGHT (in metres/storeys)	12 m	12 m max.
Principal		
Accessory		
NUMBER OF RESIDENTIAL UNITS	N/A	N/A
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential	N/A	N/A
FLOOR AREA: Retail Commercial		2,429 sq.m
Highway Commercial		983 sq. m
FLOOR AREA: Industrial IB		8,386 sq. m
TOTAL BUILDING FLOOR AREA		11,798 sq.ft.

** 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)	0.75	0.41
PARKING (number of stalls)		
Commercial		
Industrial	383	426
Total Number of Parking Spaces	383	426
Number of disabled stalls	4	4
Number of small cars	95	46

Heritage Site	NO	Tree Survey/Assessment Provided	YES
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CONTOUR MAP FOR SUBJECT SITE

