

City of Surrey
PLANNING & DEVELOPMENT REPORT
 File: 7909-0041-00

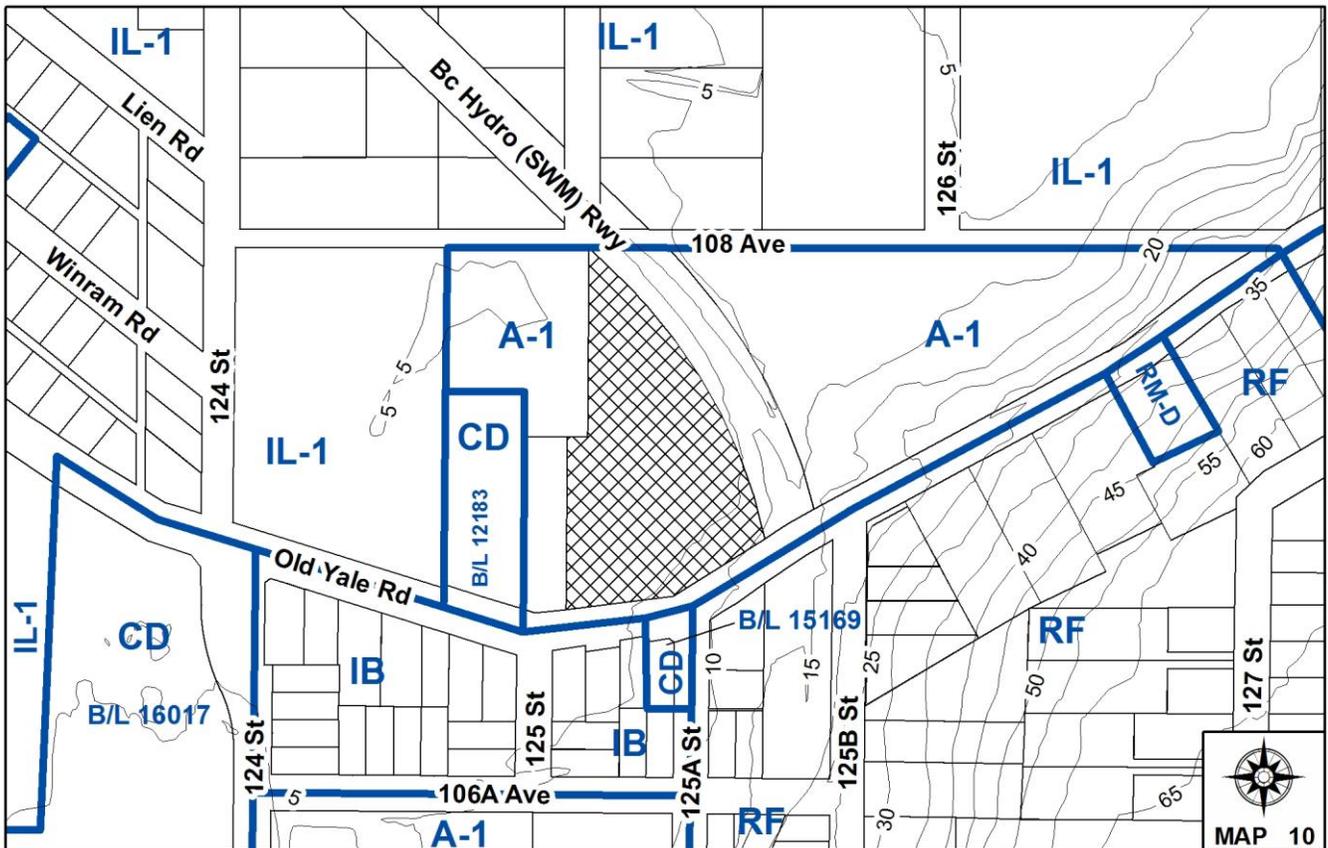
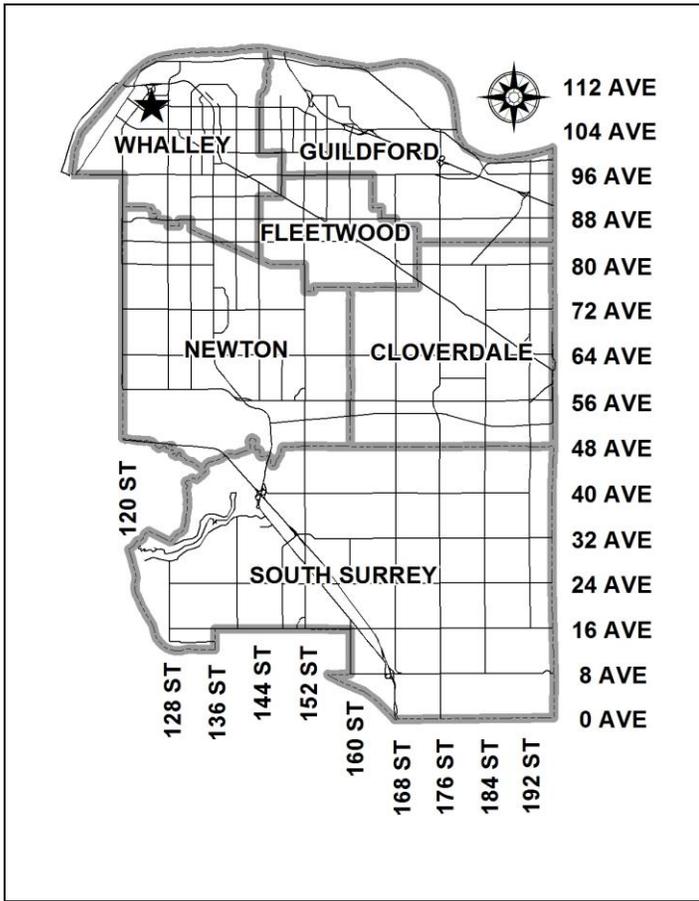
Planning Report Date: June 29, 2009

PROPOSAL:

- **Rezoning** from A-1 to CD (based on IH)
- **Development Permit**

in order to permit the development of a recycling plant for construction waste and other materials.

LOCATION: 12543 Old Yale Road
OWNER: Kuldip Dail and Buldeep Dail
ZONING: A-1
OCP DESIGNATION: Industrial
NCP DESIGNATION: Business Park



RECOMMENDATION SUMMARY

- Denial.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- The proposal is not consistent with the Business Park land use designation in the South Westminster NCP.

RATIONALE OF RECOMMENDATION

- The proposed use will generate significant noise, and should be located within an area zoned or intended for High Impact Industrial uses.
- The potential outside storage of materials throughout the subject property is a concern, particularly since the site is highly visible from Old Yale Road.
- The South Westminster NCP designates the subject property as Business Park. The proposed development is contrary to the plan, and will hinder future business park development in the area.

RECOMMENDATION

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

Should Council consider the application to have merit, it should be referred back to staff to undertake the necessary referrals and to draft the CD By-law.

REFERRALS

Engineering: Should the application be approved to proceed, Engineering will be requested to provide comments with respect to the proposal.

Metro Vancouver: Should the application be approved to proceed, comments will be requested.

SITE CHARACTERISTICS

Existing Land Use: Unauthorized vehicle storage.

Adjacent Area:

Direction	Existing Use	OCP/NCP Designation	Existing Zone
North (Across BC Hydro and former BC Electric Rail right-of-way and unopened 108 Avenue):	In process TUP application (No. 7908-0237-00) to allow for the operation of a sawmill and truck parking (Third Reading).	Industrial in the OCP/Business Park in the NCP	IL-1
East (Across BC Hydro and former BC Electric Rail right-of-way):	Vacant.	Industrial in the OCP/Public Open Space and Park in the NCP	A-1
South (Across Old Yale Road):	Single family dwellings and a small scale commercial building approved by Council on January 26, 2004 under Development Application No. 7903-0339-00.	Industrial in the OCP/Business Park/ Public Open Space in the NCP	IB and CD (By-law No. 15169)
West:	In process TUP application (No. 7907-0378-00) to allow the operation of a sawmill and truck parking (Third Reading) and unauthorized truck and machinery storage	Industrial in the OCP/Business Park in the NCP	A-1

DEVELOPMENT CONSIDERATIONS

Background & Current Proposal

- The subject property is located at 12543 Old Yale Road and encompasses a site area of 1.36 hectares (3.36 acres). The property is zoned General Agriculture (A-1) and designated Industrial in the Official Community Plan (OCP) and Business Park in the South Westminster Neighbourhood Concept Plan (NCP).
- The subject property is devoid of any buildings or structures and is currently being used for unauthorized vehicle storage. The site is bordered by the BC Hydro (SMW) Railway to the north and east, and is encumbered by the Metro Vancouver sanitary sewer right-of-way (ROW), which traverses the eastern portion of the property.
- The applicant (Mr. Bin Disposal Ltd.) proposes to rezone the property from A-1 to Comprehensive Development (CD) and to obtain a Development Permit to construct a recycling plant where various materials are received, sorted and salvaged. The facility is to be approximately 2,330 m² (25,080 ft²) in size. A small administration office is also proposed on the site.
- The applicant proposes two driveways off Old Yale Road to provide access to the site. The applicant also proposes an area of approximately 780 m² (8,400 ft²) along the western property line to be used for bin storage. The applicant has stated that all materials in the bins will be emptied within the facility before being stored, empty, on site.
- The initial site plan (Appendix II) submitted by the applicant proposed a larger facility at about 2,787 m² (30,000 ft²). However, due to the restrictions of the sanitary sewer ROW, the applicant has revised the site plan (Appendix III) by reducing the size and shifting the building to the northwest. If Council determines that there is merit for this application to proceed, a referral will be sent to Metro Vancouver to ensure the proposal does not interfere with the ROW.
- The applicant states that the facility will only handle non-organic, non-hazardous wood, paper, metal, and plastic materials from construction sites. The company supplies bins to the construction sites where they are filled with recycling materials. Once full, the company will send a truck to transport the bins back to the facility for sorting and salvaging. The facility does not accept food containers or gypsum (drywall), and will not accept recyclables being dropped off from the general public.
- Mr. Bin Disposal Ltd. currently operates a similar facility on Mitchell Island in Richmond. The current proposal, if approved by Council, would complement their existing facility by offering better accessibility to their customers in Surrey and the Fraser Valley.
- The facility on Mitchell Island currently operates Monday to Friday from 7:30 am to 5 pm. Approximately 25 to 30, five-tonne trucks ingress and egress the site on a daily basis carrying bins that have a capacity of 0.76 cubic metres (27 ft³). Currently, approximately 85% of recovered materials are recycled, while the remaining 15% are unrecoverable and shipped to the landfill. The applicant expects that the proposed facility in South Westminster will operate in a similar manner. The revised site plan denotes that a maximum of three (3) trucks will be parked on the subject property, while 10 to 20 bins will be stored on site at any one time.

- According to the Metro Vancouver website regarding solid waste, there are 28 licenses for private solid waste facilities in Metro Vancouver as of August 2008. The licenses cover numerous aspects of the disposal business including storage, transfer, brokering, composting and material recovery. The current facility operated by Mr. Bin Disposal Ltd. in Richmond is among the 28 licensees.
- Currently, only six (6) of the 28 facilities operate south of the Fraser River with four (4) located in Surrey. Specifically, there is only one (1) paper recycling facility in the City – International Paper Industries Ltd on 64 Avenue, and only two (2) recycle recovery facilities in Surrey – Fraser Valley Disposal Ltd on 116 Ave in Bridgeview and Wastech Services Ltd located at the Surrey Transfer Station on 192 Street.

PRE-NOTIFICATION

Pre-notification letters were sent out on June 8, 2009, and staff have not received any comments.

PROJECT EVALUATION

Applicant's Justification

The applicant has provided the following rationale for supporting the proposed recycling facility. Staff comments are in italics.

- There are not enough of these facilities to serve Metro Vancouver given the concerns with waste management.

Staff acknowledge the need for these types of facilities in the region's continued effort to address waste and waste management issues. However, staff believe that the proposed use is inappropriate for the subject site, as most properties in the area are designated for Business Park uses in the South Westminster Neighbourhood Concept Plan (NCP).

- The establishment of this facility will provide employment opportunities in Surrey and increase the tax base.

Approximately 25 – 30 jobs are expected to be created from the proposed facility. However, the proposed facility will deter future business park development in the area, which could potentially create many more jobs.

- The proposed facility will reduce truck traffic crossing the Fraser River.

Staff recognize the positive aspects of convenience and accessibility to clients in Surrey and the Fraser Valley. However, the reduction in truck traffic as result of the proposed facility will likely be nominal, given its small scale operation.

- The proposed facility will help to increase the rate of development in the area.

The subject property is designated as Business Park in the South Westminster NCP. Staff suggest that the approval of the proposed recycling facility, a high-impact industrial use, will in fact hinder future development in the area as envisioned in the NCP, and may lead to other requests for similar uses.

Staff Comments

The advantages and benefits of allowing this application to proceed are:

- On a regional scale, the subject site is centrally located within Metro Vancouver, and will better serve Surrey and the Fraser Valley. The proposed facility will also have good access to the highway network once the proposed South Fraser Perimeter Road is constructed.
- The subject property is currently undeveloped and used for unauthorized vehicle storage. The City continues to promote the redevelopment of the South Westminster area, but there has been a lack of significant interest from potential investors / developers. Although the proposed facility is not consistent with the South Westminster NCP, which designates most properties in the area as Business Park, the proposal may possibly act as a catalyst to encourage other development in the area, but likely not the type of development envisioned in the NCP.
- As a result of the proposed rezoning application, the applicant will be required to upgrade roads and services. The Khalsa School (Development Application No. 7906-0035-00) located southwest of the subject property across Old Yale Road was approved by Council on June 25, 2007, and resulted in the latest servicing improvements in the neighbourhood. The proposed development on the subject site will continue to improve upon the existing roads and services in the area.
- There is a growing need for these types of recycling facilities in the Lower Mainland. The looming closure of the Cache Creek Landfill exemplifies the need for the region to seek alternative ways to deal with solid waste. The Metro Vancouver Waste Management Committee is currently updating the Solid Waste Management Plan (SWMP), and as a first step, the committee has adopted its Zero Waste Challenge – a concerted effort to focus on ways of reducing the amount of waste produced. The proposed facility is consistent with the goals and objectives of the SWMP.

The disadvantages and problems of allowing this application to proceed are:

- The subject property is designated Business Park in the South Westminster NCP, and thus, the proposed recycling facility is not an appropriate use. The Official Community Plan (Policy B-3.3) supports the integrity of secondary plans (i.e., the South Westminster NCP), and indicates the importance of maintaining the original intent and viability of these plans. The current development proposal would contradict the South Westminster NCP.
- The subject property is highly visible from the neighbouring residential area to the southeast due to the considerable elevation change to the east along Old Yale Road. The existing railway line, which borders the site to the north and east, may accommodate a future commuter rail service. The storage of bins and other materials throughout the site will create unsightly conditions, and

as result, from an aesthetics perspective, the proposed recycling facility is not an appropriate development for the subject property.

- Staff have some concerns regarding the noise from the proposed recycling facility, particularly since the subject site is across from a number of existing residences. The applicant has stated that the noise levels from the proposed recycling facility are typically between 75 to 80 decibels, but may infrequently peak around 100 decibels. As a comparison, the former would represent a busy city street during rush hour, while the noise level for the latter would be similar to a power lawnmower.
- While the applicant indicates that only empty disposal bins will be stored on the site, staff are concerned that there is a high likelihood there will be outside storage of materials particularly if the amount of material to be recycled exceeds the processing capacity of the proposed building.
- The proposed development is not appropriate for the subject property, as the proposed recycling facility is of a high-impact nature. As a result, the proposed facility would not be a significant improvement to the industrial area, nor would it act as a catalyst for future business park development due to the negative visual and noise impact of such a use.

CONCLUSION

- In considering the advantages and disadvantages of the proposed development, the Planning and Development Department believes that the negative impacts of the project are considerable, and, therefore, recommends that this project be denied.
- The applicant has stated that they are not bound by the subject property and are open to developing on a different site in the city. As a result, staff have assisted the applicant in efforts to find a more suitable property for the proposed development. Currently, the applicant has yet to find an appropriate site and has requested to proceed to Council with the subject site, knowing staff's position.
- If Council believes that the merits of the application are sufficient to allow the proposal to proceed, the application should be referred back to staff to work with the applicant to refine the proposed development. A subsequent Planning Report with a proposed CD By-law will be forwarded to Council for consideration of approval to proceed to Public Hearing addressing the following:
 - Ensure that all Engineering Department and Parks, Recreation & Culture Department requirements are addressed to the satisfaction of the General Managers of Engineering and Parks, Recreation & Culture, respectively;
 - Submission of an acceptable site plan and design drawings to the satisfaction of the Planning and Development Department;
 - Submission of landscaping plan and cost estimate to the specifications and satisfaction of the City Landscape Architect; and

- Revision of the proposed development to ensure that the project does not conflict with the existing Greater Vancouver Sewerage and Drainage District (GVS & DD) sanitary ROW.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners and Action Summary
Appendix II.	Initial Site Plan
Appendix III.	Current Proposed Site Plan
Appendix IV.	South Westminster NCP

Jean Lamontagne
General Manager
Planning and Development

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