

Corporate Report



COUNCIL-IN-COMMITTEE

TO:

Mayor & Council

DATE:

July 18, 2000

FROM:

General Manager, Planning & Development FILE:

5500-005

SUBJECT:

East Panorama Ridge Concept Plan

RECOMMENDATION

The Planning & Development Department recommends that Council:

- 1. Approve the final East Panorama Ridge Concept Plan (Option 1A) as a basis for guiding future development in the area (Appendix VII); and
- 2. Instruct staff to bring forward amendments to the Official Community Plan and East Panorama Ridge Local Area Plan concurrently with rezoning applications based upon the land use designations in the East Panorama Ridge Concept Plan (Option 1A).

INTENT

The intent of this Report is to provide an overview of the East Panorama Ridge Concept Plan review including a summary of:

- 1. the planning process;
- 2. the proposed Concept Plan;
- 3. outstanding public concerns; and
- 4. implementation measures.

DISCUSSION

Background

On June 1, 1998, Council granted approval for a subdivision, lease and development of a recreational ice arena on a portion of a City-owned property located at 15000-54A Avenue. The property is one of several undeveloped City properties located in the area. At that time, questions were raised by Council and area residents about the future of the adjacent undeveloped lands, including City properties.

In response to these questions, staff advised Council that a formal review of the East Panorama Ridge area should be undertaken. Recent development inquiries in the area, including expressions of interest in City lands, have further prompted the need to complete a review of the Concept Plan for East Panorama Ridge at this time. On this basis, the East Panorama Ridge Concept Plan review process was initiated in April 2000.

East Panorama Ridge Plan Area

The East Panorama Ridge Plan Area comprises approximately 52.7 ha (130 acres) of land and is generally bounded by Highway 10 to the north, Colebrook Road to the south, 148 Street to the west, and 152 Street to the east (Appendix I). The area is characterized by mostly large vacant properties, several of which are owned by the City or the Province. The established land uses in the area include: a gas station at the corner of Highway 10 and 152 Street; Fama Business Park, BC Hothouse and the Excellent Ice arena on 54A Avenue; Bob Rutledge Park on 148 Street; and several single-family dwellings scattered throughout the area. The southerly portion of the plan area is dominated by a large property previously utilized as a gravel pit and held under private ownership.

The area includes some minor water courses around the periphery and several groves of mature trees. The area slopes to the south, and contains two major topographical breaks, one at the northwest corner and the other along the southerly portion of the Plan Area.

Surrounding lands to the south and southwest of the study area are designated Agricultural and are within the Agricultural Land Reserve. The East Panorama Ridge neighbourhood is located immediately to the west, and is characterized by 1/2-acre residential lots. Land north of Highway 10, which is within the South Newton Neighbourhood Concept Plan, forms part of the Panorama Village neighbourhood, and comprises a mixture of residential and commercial uses.

Existing Plan Designations

The majority of the area is designated Industrial in the Official Community Plan, however, the westerly portion is designated Suburban (Appendix II). This generally corresponds to the designations in the East Panorama Ridge Local Area Plan which designate the area for a combination of Suburban Residential, Agro-Industrial and Open Space uses (Appendix III). Recreation uses were intended to be centered around the Panorama Community Hall on 148 Street, which was destroyed by fire several years ago.

Several factors prompted the need to revisit the land use designations in the area, including the loss of the Community Hall, development of the ice rink, and reassessment by Parks, Recreation and Culture Department of the surplus of open space requirements in this area. In addition, the existing land use designations do not correspond to the topographical constraints, which delineate natural boundaries for specific areas and render certain land uses unachievable due to limited access opportunities. Finally, the development of the Fama Business Park established the emergence of the area as a desirable location for Business Park rather than Agro-Industrial uses.

Concept Plan Review Process/Public Consultation

Preliminary public consultation in the area was undertaken by the Parks, Recreation and Culture Department staff in 1999 with representatives of the East Panorama Ridge Community Association regarding the future of City lands in the immediate area, and the development of park facilities at Bob Rutledge Park. Agreement was reached with community representatives regarding limiting the size of the park to its current size, which was considered adequate to serve the surrounding neighbourhood, thereby freeing up surrounding City lands for alternative development.

In addition, several discussions with the community were also held in 1999 by a private developer seeking public support for a potential church development at the corner of Highway 10 and 148 Street. At these discussions, it was indicated that alternative uses such as a church or Business Park development on Suburban designated lands immediately east of 148 Street and south of Highway 10 would not be opposed to, provided access to these lands was from the east and impact on the existing neighbourhood was minimized.

The results of these preliminary discussions suggested that there may be a certain level of community support for alternative land uses in the area, including expansion of industrial Business Park opportunities.

April 26 Open House

Public consultation for the East Panorama Ridge Concept Plan was formally initiated at a Public Open House held on April 26, 2000 at the Surrey City Hall Council Chamber and attended by about 85 residents and property owners. The objectives of the meeting were to outline the planning process, introduce several plan options, and provide the public an opportunity to provide input into the Concept Plan. Survey Questionnaires were distributed to attendees to provide input and formal comments into the plan options, and a total of 35 completed questionnaires were returned. The results of the April 26, 2000 Open House are provided in Appendix VIII.

Two plan Options (Options 1 and 2) were prepared for discussion at the April 26 Open House, both of which proposed expansion of Business Park uses towards the west (Appendix IV and V). The two options were identical, with the exception of the proposed use at the southeast corner of 148 Street/Highway 10, either Suburban (1/2-acre) residential lots similar to the existing neighbourhood west of 148 Street, or a church.

The results of the April 26 Open House indicated that while there was a majority support (51%) for business park expansion, more where in favour of Option 1 (43%). However, 31% of respondents were opposed to expansion of industrial Business Park uses, and favoured maintaining the existing Official Community Plan designations over either option. In addition, issues were raised regarding some of the key aspects of the plan, including the type of business park development envisaged, expected size and type of proposed buffer zones, road pattern, pedestrian circulation, etc. (Appendix VIII).

In response to the questionnaire results, the following amendments were made to Option 1 to address the issues raised:

- The proposed large-format commercial site at the corner of Highway 10 and 152 Street was eliminated;
- The proposed size of residential lots on the east side of 148 Street was increased;
- The width of landscape buffer between the industrial and residential areas was increased:
- The business park uses proposed along the southerly portion of Suburban-designated lands fronting 54 Avenue was eliminated at the request of property owners; and
- Minor changes to the road pattern were made.

June 28 Open House

The resulting plan (Option 1A) was presented for review at a second Open House held on June 28, 2000, and attended by approximately 45 people. At this meeting, in order to address a concern raised at the first Open House that the Status Quo Option was not shown, a schematic development plan based on the existing OCP designations was also presented to demonstrate how the area could develop based on the existing designations (Appendix VI).

Survey questionnaires were distributed to attendees of the Open House and were also made available for pick up the week following the Open House. A total of 36 completed questionnaires were submitted to the Planning & Development Department. The results of the June 28 Open House indicate that 50% of area property owners support Option 1A, while 44% favour development of the area as per the existing OCP designations (Status Quo Option). The remaining questionnaires (6%) did not indicate a preference. The majority of support is from properties within the Concept Plan study area, while all opposition is from the adjacent residential neighbourhood.

While only slight support for Option 1A is demonstrated, the reasons and concerns noted in the June 28 questionnaires by households who oppose 1A have been identified, as follows:

• 10 residents are concerned that industrial development will impact the adjacent residential community, and would like to see residential development as per the existing OCP. Comments raised in these submissions include concerns about impacts of industry on the existing neighbourhood (noise, pollution, dust, aesthetics, security, etc.), possible drop in property values, loss of view potential, and detrimental affect on quality of life.

- 4 residents would like to see a larger buffer zone between future Industrial and Suburban residential development. There was no indication if these residents would continue to oppose the plan were the buffer zone to be further widened.
- 2 residents indicate that truck traffic is already a problem in the area, and that additional traffic volumes on Highway 10 and 152 Street would worsen these problems.
- 2 residents oppose the plan, and would like to see Bob Rutledge Park be increased in size.
- 4 residents did not specify reasons for their opposition to Option 1A.

These concerns are addressed in more detail in this report under "Issues and Concerns Raised at the Second Open House".

Status Quo Option (Existing OCP)

The Status Quo Option was prepared to demonstrate how the area could develop based on the existing OCP designations (Appendix VI). Under the existing designations, the Suburban-designated area adjacent to the existing neighbourhood would develop into suburban residential (1/2-acre) lots, similar to the adjacent neighbourhood west of 148 Street. The Status Quo Option shows a conceptual road pattern to provide access to the future residential area. The resulting development under this option would generate approximately 70-80 residential lots, thereby doubling the existing size of the East Panorama Ridge neighbourhood.

The majority of comments provided in the questionnaires in support of this option indicate that development as per the existing Official Community Plan would result in development that is most compatible with the existing residential neighbourhood west of 148 Street. However, several shortcomings exist relative to the Status Quo Option, as follows:

- The plan designations do not recognize existing topographical conditions, thereby resulting in potential land use conflicts and visual impact along the residential/industrial interface which cannot be fully addressed by buffering. In addition, access to portions of Industrial-designated land north of Colebrook Road along the edge of the suburban area will not be possible due to severe topographical constraints, which would require access from the adjacent Suburban-designated properties in order to develop this land.
- The Status Quo Option will potentially double the traffic volume utilizing 148 Street and the intersection of 148 Street and Highway 10, which is the only access and egress for this neighbourhood at this time. This intersection, which falls under the jurisdiction of Ministry of Transportation and Highways, is unsignalized and has been a source of concern for area residents in the past. A traffic analysis completed by the Engineering Department indicates that despite the expected traffic increase, development of this area as per the Status Quo Option, will not generate sufficient traffic to require signalization of this intersection.

A further concern is the increase in future through-traffic in the area resulting from additional residential development. A second access/egress to the neighbourhood will be developed in the future once a large property fronting Highway 10 between 144A and 146 Street is subdivided, thereby enabling the extension of 55A Avenue to the west (Appendix VI). The development of this connection will significantly increase through-traffic within the neighbourhood, as residents from the new residential area as well as the existing neighbourhood will travel west to utilize the existing signal at 144 Street and Highway 10.

• The Status Quo Option does not optimize the strategic location of the area for Business Park uses, and does not recognize potential community-wide economic benefits, including expansion of business opportunities, additional tax base, economic spin-offs, and employment generation.

Proposed East Panorama Ridge Concept Plan (Option 1A)

The proposed Concept Plan for East Panorama Ridge (Option 1A) will result in redesignation of approximately 15.3 ha (38 acres) of land from Suburban to Business Park, thereby increasing the industrial-designated lands in East Panorama Ridge from 32.7 ha (81 acres) to 48.1 ha (119 acres).

The proposed expansion of Business Park opportunities is consistent with the City goal of expanding the industrial tax base, increasing employment opportunities, and diversifying the local economy. These lands are intended for a combination of high-quality Business Park development and professional/office park uses, and a sensitive interface with the adjacent residential neighbourhood will be established through landscape buffering and design controls.

Plan Interface with the East Panorama Ridge Neighbourhood

The Concept Plan proposes completion of the existing residential neighbourhood west of 148 Street by allowing development of 1/2-acre residential lots fronting the east side of 148 Street and south of 54 Avenue. To address the sensitive land use interface between future residential lots and proposed Business Park uses along this zone, the following measures are proposed:

- Full Suburban 1/2-acre lots are required to be developed along 148 Street and 54 Avenue (1,858 sq. meters min. area; 30m minimum width and depth) similar to existing lots west of 148 Street. Reduced-size (gross-density) Suburban lots will not be permitted.
- Provision of a 10m (32 foot) wide landscaped buffer, including substantial landscaping, berming and fencing, is required to be developed on lands designated for Business Park adjacent to Suburban development to provide adequate noise and visual screening for adjacent residential lots. An additional 7.5m (25 feet) setback is required for the siting of buildings from the buffer area.



- Land in the northwest corner of the Concept Plan area adjacent to Suburbandesignated lands fronting the east side of 148 Street are designated for a Residential-Style Business/Office Park, and will be required to adhere to more stringent design controls in keeping with the adjacent residential uses. Site development will be required to incorporate residential design, and additional controls on building placement, height, and building interfacing will be imposed as part of the Development Permit review process.
- No vehicular access is permitted between the Business Park and Suburbandesignated areas to avoid mixing of residential and industrial traffic, and eliminate any access for industrial traffic through the residential neighbourhood.

Access & Proposed Road Pattern

Separate road systems will be developed to serve the proposed Business Park and residential areas. Access to the Business Park area will be from the east via 54A Avenue and 152 Street, and from the north via a new road (150 Street) providing access to Highway 10. Proposed roads will be required to be dedicated and constructed when development of the area occurs.

The Engineering and Fire Departments support the conceptual road network proposed for the area. An analysis of the proposed road locations and resulting gradients has been undertaken to demonstrate that the road network can be achieved. A detailed review of specific road requirements, including final alignments and required amount of road dedication, will be undertaken at the rezoning stage.

Approval from Ministry of Transportation and Highways will be required to develop properties fronting on Highway 10. Preliminary approval for the proposed road concept has been provided by the Ministry.

City Services

Extension of City services, including utilities, storm and sanitary sewers, and water will be required to be undertaken as properties in the area are rezoned and developed. In principle, the extension of services throughout the area can be achieved, however, the sequencing of these services will depend on the timing of development, proposed land assemblies, and location of development. A detailed servicing and sequencing plan has not been completed, as the plan is conceptual at this time. Detailed servicing information will have to be provided at the rezoning stage to extend City services through the study area in keeping with the proposed Concept Plan.

The lower portion of the study area adjacent to Colebrook Road is within the designated floodplain area, therefore restrictions on building will apply (Appendix VII). Detailed discussion with the Engineering Department will be required to address drainage concerns and facilitate development on these lands.

Open Space

Bob Rutledge Park located at 148 Street represents the main community park for the adjacent neighbourhood, and contains a playground, tennis and basketball court, active park space, and recreational trails. A review of the area by the Parks, Recreation and Culture Department indicates that this park is sufficient to address park requirements in the area, therefore further expansion of this park is not required.

The existing trail system will be extended through the area as development occurs to ensure adequate pedestrian connections and ease of circulation. Detailed requirements for dedication and of walkways/trails will be addressed by developers at the rezoning stage.

Issues and Concerns Raised at the Second Open House

At the second Open House, some concerns about the proposed Option 1A were raised by the area residents. These concerns are described below, with staff's comments and responses.

1. Impact of Business Park Uses on the East Panorama Ridge Neighbourhood

A number of local residents remain concerned about the proposed increase of Industrial land and its proximity to the residential neighbourhood. Some residents feel that Business Park uses are not compatible with residential development, and that these will substantially detract from their quality of life due to impacts such as noise, dust, vibration, pollution, aesthetics, security, etc., and eventually result in reduced property values.

In response to these concern, it is noted that Option 1A will allow the development of high-quality Business/Office Park uses only, and does not permit general light-impact industrial uses which would be substantially more impacting. In addition, specific measures are proposed along the interface zone to mitigate potential impact from Business Park uses to the adjacent residential neighbourhood, including the establishment of full half-acre lots along the east side of 148 Street; provision of a substantial (10m/33 foot wide) noise/visual buffer including berming and landscaping in addition to required 7.5m (25 foot) building setbacks; requiring Business Park uses along this interface to be of a compatible residential scale and design; and restriction of vehicular access between the industrial and residential areas.

2. Wider Buffer Zones

Some residents have requested a wider buffer zone between the future residential and industrial areas. To address this concern, the buffer was initially increased from 7.5m (25 feet) to 10m (33 feet). The Official Community Plan requires a minimum 6.0m (20 foot) buffer between industrial and residential areas, therefore the proposal exceeds the required minimums prescribed in the Official Community Plan. An additional 7.5 m (25 foot) setback requirement for the siting of buildings from the buffer zone will be imposed. The proposed width is adequate to establish the necessary berming and ample landscaping to provide a full visual and noise screen.



In addition, this concern has been addressed by imposing design controls on the adjacent industrial lands to ensure residential design and scale of buildings, thereby the interfacing concern is further mitigated.

3. Traffic Concerns

Concerns were raised about existing truck traffic on Highway 10 and 152 Street, and the further worsening of this situation as a result of further Business Park development. Highway 10 and 152 Street are designated as a Provincial Access Highway and an Arterial Road, and both roads are expected to carry substantial traffic volumes. However, as previously noted, traffic access for the industrial area will be limited from the north and east, thereby ensuring no internal impact to the adjacent residential area.

Implementation of the East Panorama Ridge Concept Plan

Amendments to the Official Community Plan and East Panorama Local Area Plan are required to implement the East Panorama Ridge Concept Plan (Option 1A). However, since the required plan amendments are not significant, it is recommended that instead of introducing a by-law to amend the Official Community Plan at this time, Council may instruct staff to bring forward Official Community Plan and Local Area Plan amendments concurrently with rezoning applications to be processed based on the East Panorama Ridge Concept Plan (Option 1A). The added advantage of dealing with rezoning and Official Community Plan Amendments at the same time is that detailed development proposals and interfacing treatment will be available for review and comment by the public during the development review and public hearing process.

CONCLUSION

The East Panorama Ridge Concept Plan (Option 1A) has been developed following public consultation with property owners and area residents. The plan recognizes the strategic location and potential of the area for Business Park uses, and generates Citywide benefits by expanding business development opportunities, and creating future tax base and employment. The plan also addresses the topographical constraints in the area. At the same time, the proposed concept plan recognizes the adjacent residential area and provides an appropriate interface to complete the neighbourhood, minimize additional residential traffic, and reduce potential impacts from future Business Park uses.

It is recommended that Council approve the East Panorama Ridge Concept Plan (Option 1A) and that staff be authorized to bring forward the necessary Official Community Plan and Local Area Plan amendments concurrently with rezoning applications based on Option 1A.

Murray D. Dinwoodie General Manager

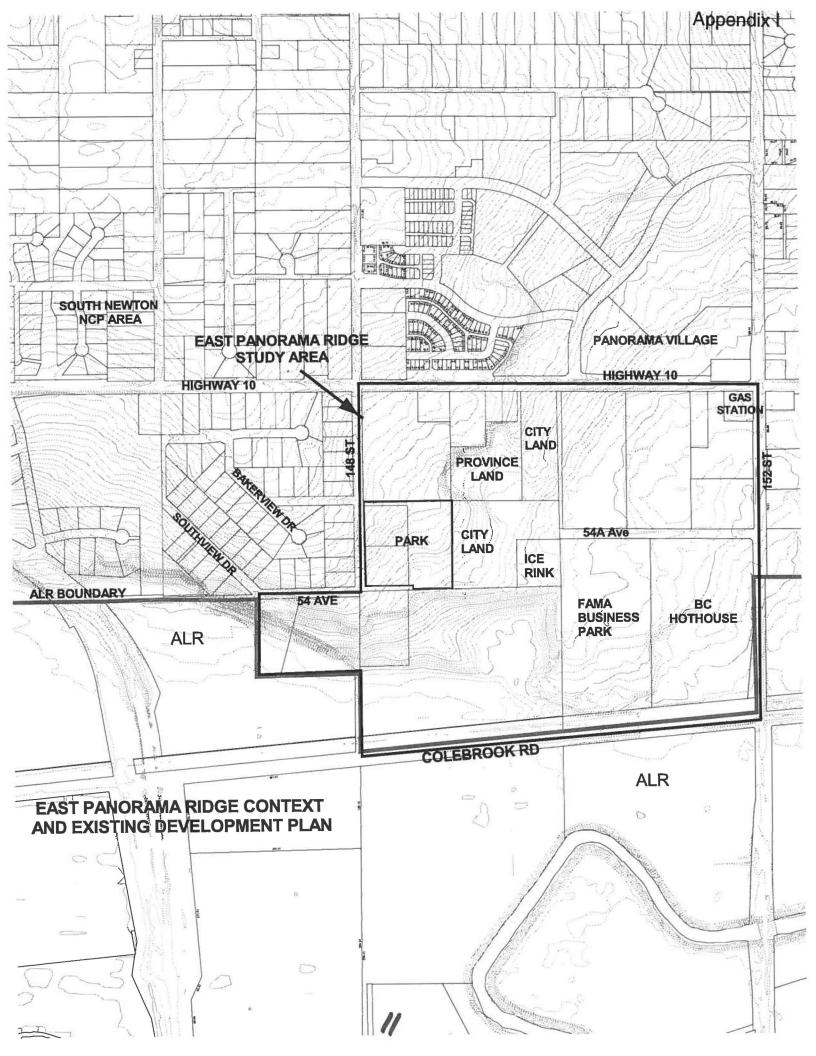
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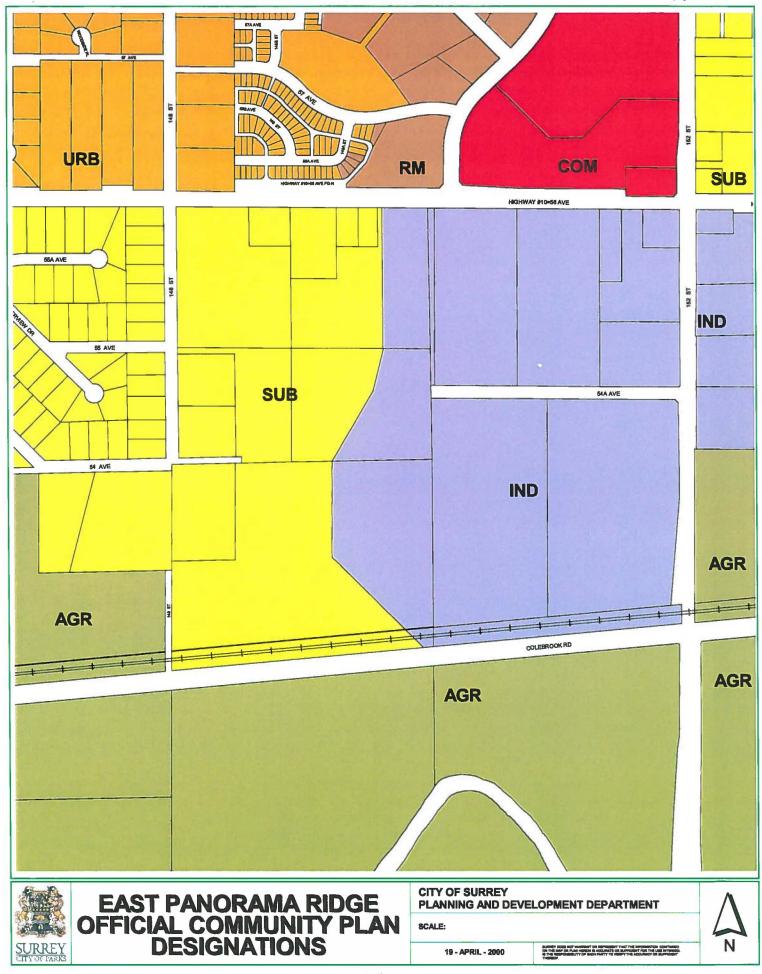
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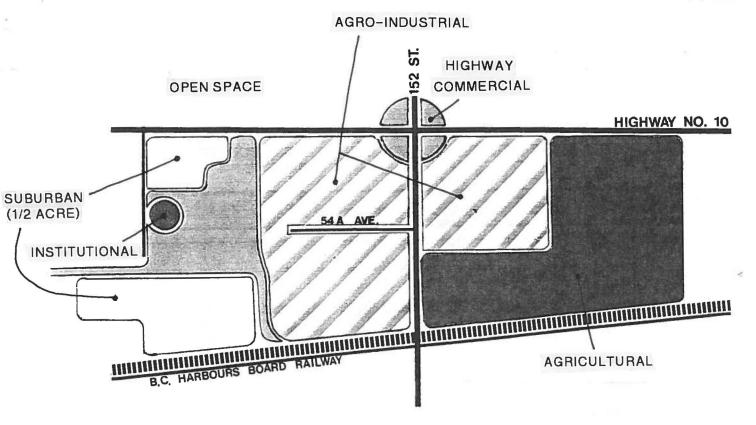
APPENDICES

I	Context and Existing Development Plan
П	Existing Official Community Plan Designations
Ш	East Panorama Ridge Local Area Plan
IV	Concept Plan Option 1 (Residential Interface)
V	Concept Plan Option 2 (Church)
VI	Status Quo Option (Existing OCP)
VII	Proposed East Panorama Ridge Concept Plan (Option 1A)
VIII	April 26, 2000 Public Open House Results
IX	June 28, 2000 Public Open House Results

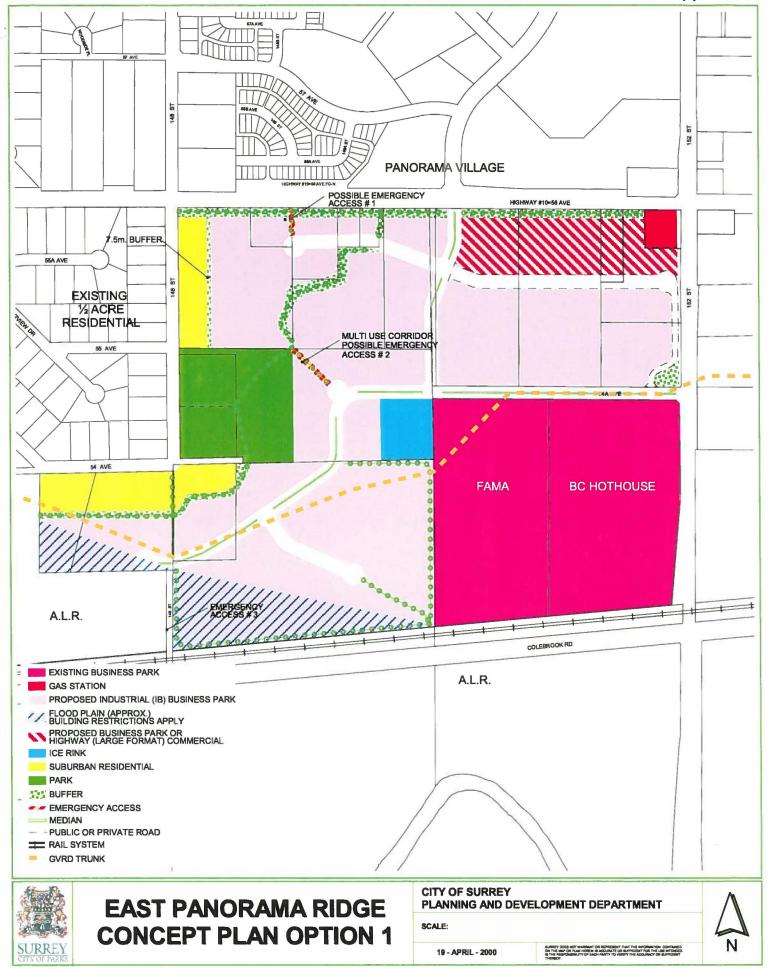
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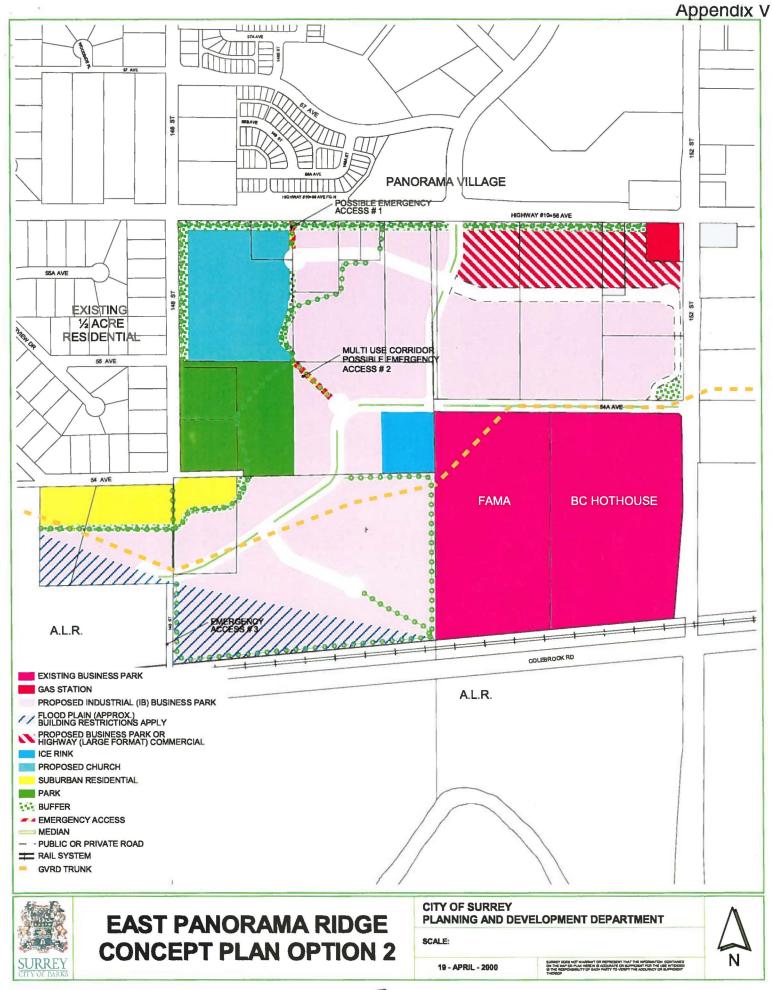




EAST PANORAMA RIDGE PLAN







Appendix VI COLEMNOOK NO SCHEMATIC ROAD NETWORK (CONCEPTUAL ONLY) SUBURBAN RESIDENTIAL URBAN RESIDENTIAL MULTIPLE RESIDENTIAL INDUSTRIAL COMMERCIAL AGRICULTURAL



EAST PANORAMA RIDGE SCHEMATIC OCP DEVELOPMENT PLAN

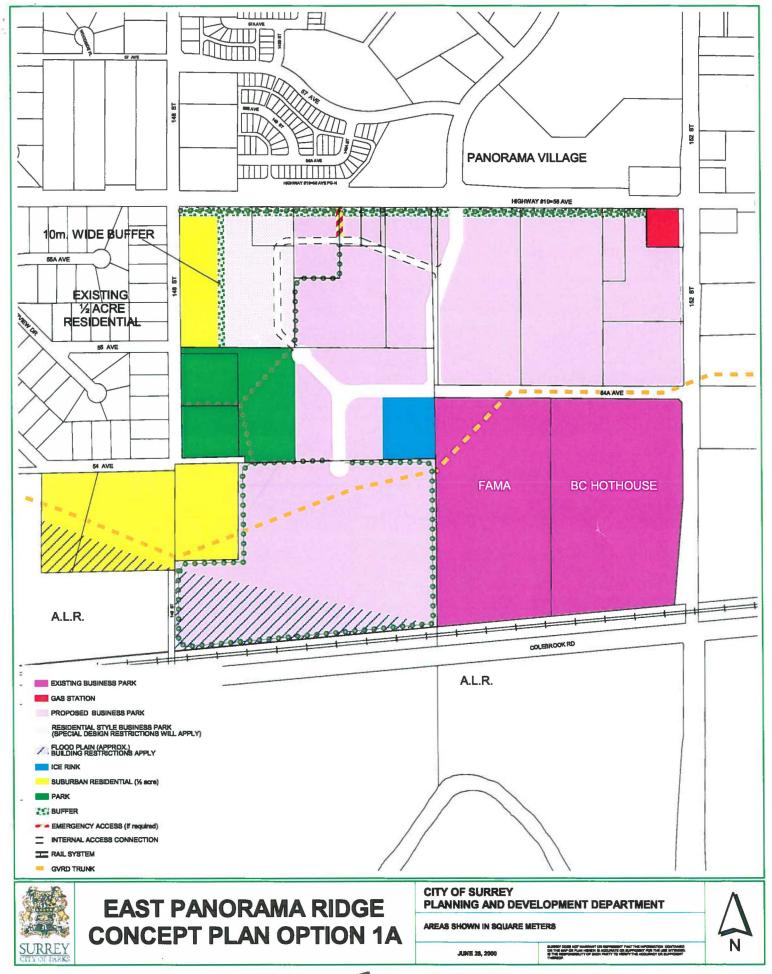
CITY OF SURREY
PLANNING AND DEVELOPMENT DEPARTMENT

SCALE:

JUNE 28, 2000

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East Panorama Ridge Concept Plan Review

Public Open House- April 26, 2000

Public Open House & Survey Questionnaire Results

Public Open House Attendance (Approx.):

80

Total # of Responses (Households):

35

1. Plan Option Choice Results:

Preferred Option by Household:	Business Park & Residential	Business Park & Church	Existing OCP	No Preference Noted
	Interface (Option 1)	(Option 2)		
	15 (43%)	3 (8%)	11 (31%)	6 (17%)

2. General Comments:

The following is a summary of some of the comments provided in the questionnaire responses. (The number following the comment denotes the number of instances the comments were made).

Transportation & Circulation

- Signalization of 148 Street/Highway 10 intersection is required for vehicular and pedestrian safety (8)
- 148 St/Highway 10 intersection has major traffic problems and is dangerous (2)
- Ensure that there is no access for Business Park/Non-Residential uses from 148 St (2)
- A signal at Highway 10 and 148 St is not desirable as it would further slow down traffic on the highway (1)
- Walkway along north of the park from 148 St to the east should be provided (1)

Large Format Commercial

- No big-box at Highway 10/152 Street (1)
- The large-format commercial site should wrap around to 152 Street (1)
- How do you ensure large-format commercial does not impact the shopping centre? (1)

Industrial Business Park

- Industrial business park development is a positive use for the area and for Surrey (1)
- Ensure Industrial lands are developed with high-quality/high-tech business parks (1)
- Business Park tenants should adjacent to residential should be quiet and function only during normal business hours (1)
- Surrey should look at other areas for expansion of commercial and business parks (1)

Land Use & Buffering

- Increase/Maintain large buffer zone between residential and non-residential (Business Park) uses is required (6)
- Keep the three properties at the corner of 54 Avenue/148 Street as Suburban (3)
- Ensure lots proposed on east side of 148 St are big and have adequate depth, thereby enhancing the neighbourhood (1)
- Extend the park on adjacent municipal lands to Highway 10 and Colebrook Road, which could provide a buffer (2)
- Do not destroy beautiful greenspace for vacant/semi-vacant commercial space that restricts residential old-style neighbourhoods (1)
- Use 150 Street to provide access to existing Suburban-designated area (1)
- Don't want factories next to our back yards (1)
- Need more nature trails (1)
- 1/2-acre lots are an effective buffer for the existing residential area (1)
- The residential-style business park is appropriate adjacent to residential lots.(1)
- A church would create too much traffic. (1)

Public Consultation

- More time for consultation with the neighbourhood is required in order to consider options (6)
- There appears to be a disregard for the existing quality of life in the area, which needs to be protected by maintaining the existing OCP designations (1)

3. Additional verbal comments received:

- Make sure the residential development on 148 Street is not small-lots. It should be 1/2 acre, like the existing neighbourhood.
- There is wildlife that uses the lower part of the land by Colebrook Road, including a beaver.
- The previous consultation with the area residents was not effective

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East Panorama Ridge Concept Plan Review

Public Open House-June 28, 2000

Public Open House & Survey Questionnaire Results

Public Open House Attendance (Approx.):

45

Total # of Responses (Households):

36

1. Plan Option Choice Results:

Preferred Option by Household:	Preferred Option (1A)	Status Quo (Existing OCP)	No Preference
	18 (50%)	16 (44%)	2 (6%)

2. Issues & Concerns:

The following is a summary of some of the concerns identified in the questionnaire responses by respondents who indicate opposition to Option 1A (The number following the comment denotes the number of instances the comments were made).

Land Use

- The view potential is more conducive to residential development
- Industry will encroach/impact on residential development
- Industrial impacts of noise, pollution, dust, aesthetics, security, etc.
- Residential development is compatible with the existing neighbourhood (2)
- In the past, too much poor planning of business parks
- Residential property values will drop due to impacts of adjacent industry
- Industrial development is a waste of good residential property, which is too beautiful to develop in this way
- We should retain a quiet residential area (2)

Transportation

- This much business park development would add to existing traffic problems on 152
 Street and Highway 10
- · Already too much truck traffic in the area

Buffers

• Buffers should be wider (4)

Open Space

• Increase the size of Rutledge Park (2)

A. ADOPTION OF MINUTES

4. Council-in-Committee - July 24, 2000

The recommendations of the Council-in-Committee meeting held earlier in the day were considered and dealt with as follows:

Item No. C009

Panorama Ridge Concept Plan

File: 5500-005

It was

Moved by Councillor Hunt Seconded by Councillor Steele That Council:

- 1. Approve the final East Panorama Ridge Concept Plan (Option 1A) as a basis for guiding future development in the area (Appendix VII); and
- 2. Instruct staff to bring forward amendments to the Official Community Plan and East Panorama Ridge Local Area Plan concurrently with rezoning applications based upon the land use designations in the East Panorama Ridge Concept Plan (Option 1A).

RES.R00-1868

Carried