

Staff Report to Council

Planning and Development

FILE: 3060-20-2019-06

REPORT DATE: October 06, 2020

MEETING DATE: October 27, 2020

TO: Mayor and Council

FROM: Anne Berry, Director of Planning and Development

SUBJECT: Development Permit Application for Golden Ears Business Park
Phase 3

CHIEF ADMINISTRATIVE OFFICER REVIEW/APPROVAL:



RECOMMENDATION(S): THAT Council:

- A. Receive for information the Staff Report titled "Development Permit Application for Golden Ears Business Park Phase 3" and dated October 6, 2020; OR
- B. Other.

PURPOSE

To present the development permit application for Phase 3 of the Golden Ears Business Park for public engagement.

☒ Information Report

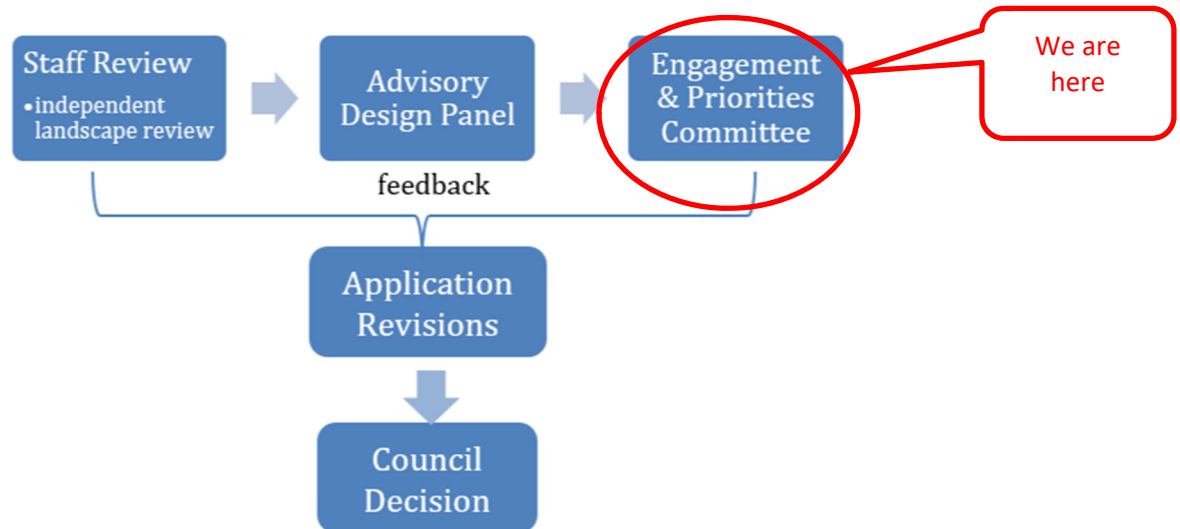
☐ Decision Report

☐ Direction Report

DISCUSSION

Background:

At the February 25, 2020, Regular Meeting, Council endorsed the following review process for Phases 3 and 4 of the Golden Ears Business Park:



Roles and Responsibilities:

Role	Responsibilities	Status
Staff Review	<ul style="list-style-type: none"> Review of development permit guidelines - South Harris Business Park Design Guidelines (formerly the IBI guidelines). Independent review of landscape proposal. Consider the ADP comments. Consider the public's comments heard at the EPC meeting. Consider Councils comments. Present final Development Permit to Council for consideration. 	Ongoing
Advisory Design Panel	<ul style="list-style-type: none"> Meets with the developer, staff, and some Council members to discuss the application's form and character aspects. Provide feedback to the developer and the City. 	Complete
Engagement and Priorities	<ul style="list-style-type: none"> Dialogue between Council, the developer and the community regarding the form and character of the development. 	October 27 th , 2020

Committee with the community	<ul style="list-style-type: none"> • The community provides feedback to Council and the developer. 	
Council decision on development permit	<ul style="list-style-type: none"> • Receives input from multiple sources • Decides on the DP issuance. 	Ongoing – the development permit will be presented at an upcoming meeting.

This application was presented to the City's Advisory Design Panel (ADP) in the spring and summer. The committee met numerous times to discuss the form and character aspects of the application. This information is summarized below in the analysis section of the report. The ADP is a technical advisory committee that provides professional and community advice on matters related to evaluating the design and construction of developments. Membership of the ADP consists of an architect, landscape architect, and community members with knowledge of the visual arts, accessibility and sustainability.

At an ADP meeting, developers are invited to present their project to receive technical, and professional feedback. ADP meetings are open to the public. The ADP may come to a resolution of support, non-support or deferral pending receipt of further information and may make recommendations for improvement.

Initially, the applicant preferred Phases 3 and 4 to be processed concurrently. Given potential tenant requirements around timing, the applicant has requested that the two Phases be split up and considered separately. Only Phase 3 is under consideration at this meeting.

Application Background

Applicant: Onni Group

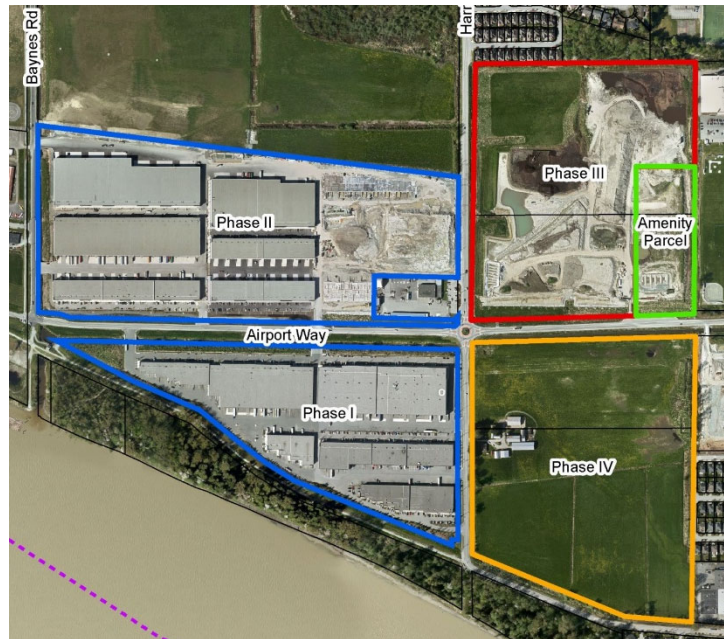
Civic Address: 19265 Airport Way

Property Size: 16.4 ha/40.5 ac

OCP Designation: Business Park

Zoning: I-3 (Light Industrial Business Park)

Development Permit Area: No. 4 Business Park



Golden Ears Business Park Phase 1 is entirely constructed, and Phase 2 is nearing completion. Phases 3 and 4 are the final two phases of this business park development.

The development of this project proceeds as follows:



A development permit (DP) specifies how development can occur on a property that has been designated in an Official Community Plan (OCP) as being in a Development Permit Area (DPA). DPA's include guidelines specifying the City's objectives for each area and type of development. For example, the form and character of industrial development. It is important to understand a DP cannot vary use or density. Its purpose is to focus on the form and character of a building, which looks at the following:

- The predominant form of development, i.e. building mass and height.
- Whether the neighbourhood is homogenous or diverse in terms of the built form, scale and character, i.e. setbacks, space around properties, site coverage.
- The predominant form of development in the surrounding area, i.e. whether the neighbourhood is homogenous or diverse in terms of the built form, scale and character.
- Types of front fences including style and height.

Deciding the use and density of a site happens during the rezoning stage. Once this has been approved (rezoning application) a more detailed design and site layout issues are completed. These factors are typically addressed through a DP application.

If the property changes ownership, market conditions change, or the project scope changes, this does not impact the rezoning. The use is still permitted, and the design and layout can be determined without requiring another rezoning application, provided the use has not changed and the density is not exceeded.

A DP application is reviewed by staff and is compared to the applicable OCP DPA guidelines. Depending on the development, it may not meet all the requirements, but it must meet the guidelines' intent to the best of its ability.

Local government discretion in issuing or refusing a development permit is limited to the development permit area guidelines' parameters. Form and character are the most common considerations involved in the DPA for a large project. For example, if a DPA guideline states that pitched roofs are preferred, but an application shows a flat roof, this would be an area where the application is not in compliance with the DPA guidelines. However, as noted above, if there is a reasonable rationale for the difference and the change meets the overall intent of the guidelines, Council can accept the non-compliance.

If an application is compliant with the applicable guidelines in the DPA, the development permit should be issued. If issuance is refused, reasons for refusal should be provided.

Relevant Policy, Bylaw or Legislation:

Under the City's Official Community Plan Bylaw No. 2352, 2007, Development Permit Area No. 4 Business Park applies to the properties.

The properties were rezoned to I-3 (Light Industrial Business Park) on May 22, 2018.

Analysis:

Golden Ears Business Park Phases 3

As part of the rezoning, a 3.16 hectare (7.8 acre) portion of the land was negotiated for the City to be connected to the neighbouring Pitt Meadows Athletic Park. This “amenity parcel” (shown in green in the adjacent figure) is not part of this DP application. This will be dealt through a subdivision application.

An additional 2.25 ha (5.55 ac) is allocated through a statutory right-of-way and covenant for the purposes of berms, buffers and trails to provide and maintain public access.

Prior to adoption of the rezoning, a development covenant was registered on title to the properties, addressing numerous issues such as:

- Amenity contribution (amenity parcel);
- Road improvements;
- Buffers and berms; trails; and
- Public consultation.

The traffic improvements to be built by the developer include:

- Upgrading Airport Way to four lanes between Baynes Rd and Golden Ears Way;
- Signalized intersections at Airport Way and Bonson Rd and Airport Way and Harris Rd;
- Sidewalk construction on the east side of Harris Rd from Fraser Way to Fieldstone Walk and west side of Harris Rd from Airport Way to Fieldstone Walk;
- Construction of 4 metre wide trails along perimeter of both sites;
- Bike lanes on Bonson and Harris Roads between Fraser Way and Airport Way;
- Mid-block, an at-grade pedestrian crossing on Airport Way; and
- Two new bus shelters on Bonson Rd.

Drawings for the traffic improvements and other off-site work, such as servicing connections to the amenity lands, would form part of the Servicing Agreement. The Servicing Agreement and storm water management plans and erosion and sediment control plans are generally reviewed by staff before the building permit issuance.



Presently, the properties contain ditches. The applicant has applied for permits to culvert or fill-in these ditches; this is why no streamside protection and enhancement area (SPEA)'s are shown on the drawings. It is expected that appropriate levels of government will grant these permits. When a ditch is altered, off-site compensation is required. Off-setting can be in the form of habitat restoration. If the approvals to remove the ditches are not granted, then the City will require the drawings to be revised to show SPEA's and comply with *Riparian Areas Protection Regulation*.

Development Permit Area No. 4 Business Park (also known as the IBI Guidelines)

Development Permit Area (DPA) No. 4 applies to both sites. The objectives of this DPA are:

- To encourage high standard industrial development that is cohesive and integrated into the surrounding environment; and,
- To create sustainable and environmentally friendly development by applying green building technology and sustainable building practices.

These DPA guidelines were developed by an independent consultant (IBI Group) and adopted by Council in April of 2019. The guidelines contain sections on streetscape, greenway, buildings, landscape, employee and community amenity, lighting, signage and parking, loading and storage.

The DP application may not be able to meet all the guidelines but must meet the intent of them.

Project Overview

Building Design

Development in Phase 3 is proposed to consist of three buildings clustered towards Airport Way, away from the residential development to the north. The size of the proposed buildings is as follows:

<i>Building</i>	<i>Area (m²)</i>	<i>Area (ft²)</i>
3100	13,519	145,520
3200	21,950	236,269
3300	10,366	111,581
<i>Total</i>	45,835	493,368

The maximum amount of floor area permitted for the site based on the I-3 zoning is 164,000 m² (1,765,281 ft²).

The building area totals include mezzanine areas and light industrial warehouse space, with some office space.

Buildings are to be constructed of tilt-up concrete panels. The buildings propose corner architectural treatments that are relatively extensive, including glazing, colour variations, open entries, and canopies. All buildings are proposed at 11.9 m in height, just under the Zoning Bylaw's 12 m.

As proposed, the size, height, lot coverage, and siting of the buildings conform to the Zoning Bylaw requirements.

Site Access, Parking and Loading

Access to the Phase 3 site is proposed off both Airport Way and Harris Road via multiple access points differentiated for heavy trucks and vehicles. Further details on site access and associated traffic impacts is discussed below.

The amount of parking spaces proposed for each site is more than required in the City's Zoning Bylaw, based on tenant needs.

Greenway and Landscaping

Along the perimeter of the site, and especially along the north and east sides, green space buffers with trails and berms in some areas, are required as part of a development covenant that is registered on title. Connectivity through and into the site and onto surrounding City trails and sidewalks is important.

Landscaping is particularly important along the perimeter of the sites, which is why the landscape drawings were reviewed by an independent third-party consultant. The plans were revised to incorporate all of the comments provided by that landscape review.

Lighting and Signage

A draft comprehensive sign plan has been submitted by the developer. A monument sign is proposed on the northeast corner of the Airport Way and Harris Rd intersection, as suggested by the DPA guidelines.

Some variances to the Sign Bylaw are requested to increase the number, height and area of free-standing directional and tenant signs permitted. Directional signs are the larger, free-standing signs proposed at the driveway entrances to direct traffic. Separate, also free-standing signs with the tenant name, are also proposed at the building corners.

The variances can be supported due to the large size of the site and the multiple access points. Emergency Services require signage such as proposed to easily and quickly identify where to go in case of an emergency at the site. The regulations in the Sign Bylaw were designed for smaller sites with one access.

Preliminary lighting concepts have also been provided and staff have no concerns about lighting at this point.

Staff Comments

City staff have compiled high-level, preliminary comments and provided them to the developer. Staff review of the DP drawings is on-going.

Additionally, the review of the landscaping from the independent third-party consultant is also included as Attachment B.

Permitted Uses

The existing I-3 zoning permits a limited range of uses as follows:

Principal Uses	Accessory Uses
<ul style="list-style-type: none">▪ <i>Light Industrial</i>▪ <i>Indoor Recreation</i>▪ <i>Commercial Schools</i>▪ <i>Vehicle Body Repair</i>▪ <i>Micro-brewery</i>▪ <i>Restaurant</i>▪ <i>Child Daycare</i>▪ <i>Office</i>▪ <i>Retail</i>▪ <i>Personal Service</i>▪ <i>Dog Daycare</i>▪ <i>Government Service</i>	<ul style="list-style-type: none">▪ <i>Office</i>▪ <i>Caretaker Unit</i>▪ <i>Restaurant</i>▪ <i>Retail Use</i>▪ <i>Child Daycare accessory to industrial and/or business park use</i>

While the above uses are permitted, they are not required. There is no mechanism for the City to force a landlord to include any of the listed uses in the development. So long as each tenant conforms to one of the listed uses and any other relevant City regulations, its business licence will be issued.

The developer has indicated that they are considering an opportunity for retail/restaurant space use, however staff are not aware of any confirmed tenancies at this time.

Advisory Design Panel

The City's Advisory Design Panel (ADP) is a technical advisory committee that provides professional and community advice on matters related to the evaluation of the design and construction of developments. Membership of the ADP consists of an architect, landscape architect, and community members with knowledge of the visual arts, accessibility and sustainability.

The Advisory Design Panel considered this application at meetings held on May 13, May 27, June 10 and June 24, 2020. Discussions by the Panel were structured based on their Terms of Reference and included the following topics:

- Public concerns
- Streetscape
- Environmental concerns
- Site planning
- Neighbourhood context
- Building design
- Site context
- Landscaping

After each ADP meeting, the developer's team considered the Panel's comments and further refined the design as the meetings progressed, in some of the following ways:

- Amended from bright accent colours to more muted, natural tone palette
- Incorporated faux wood elements for a more "natural" look at prominent corners of buildings
- Dispersed employee amenity/outdoor seating areas throughout the site
- Added architectural and landscape screening features to the building sides facing the amenity lands, which will be visible by members of the public
- Additional landscape islands throughout parking areas
- Added hedging around the property line that abuts the amenity lands
- Incorporated more entry and exit paths off main trails
- Added covered amenity plaza at corner of Harris Rd and Airport Way with shade and wheelchair accessibility
- Additional benches and seating areas on perimeter trails
- Added screening walls for loading areas

The developer also provided a summary of the changes made to the design as suggested by the ADP (see Attachment C)

Ultimately, a motion was carried that the ADP:

- A. Accept the Golden Ears Business Park Phase 3 project as presented by the Applicant; AND
- B. Forward the application and ADP comments to staff for next steps, including reporting to Council.

Sound

An assessment of potential noise was completed by the developer's acoustical engineering consultant (see Attachment D). The report indicates that noise generated by the business park activity will fall below the City's maximum levels established by the Noise Control Bylaw No. 2138, 2003.

Regardless, the developer is proposing an acoustical wall around the truck loading area at the end of Building 3100 as follows:

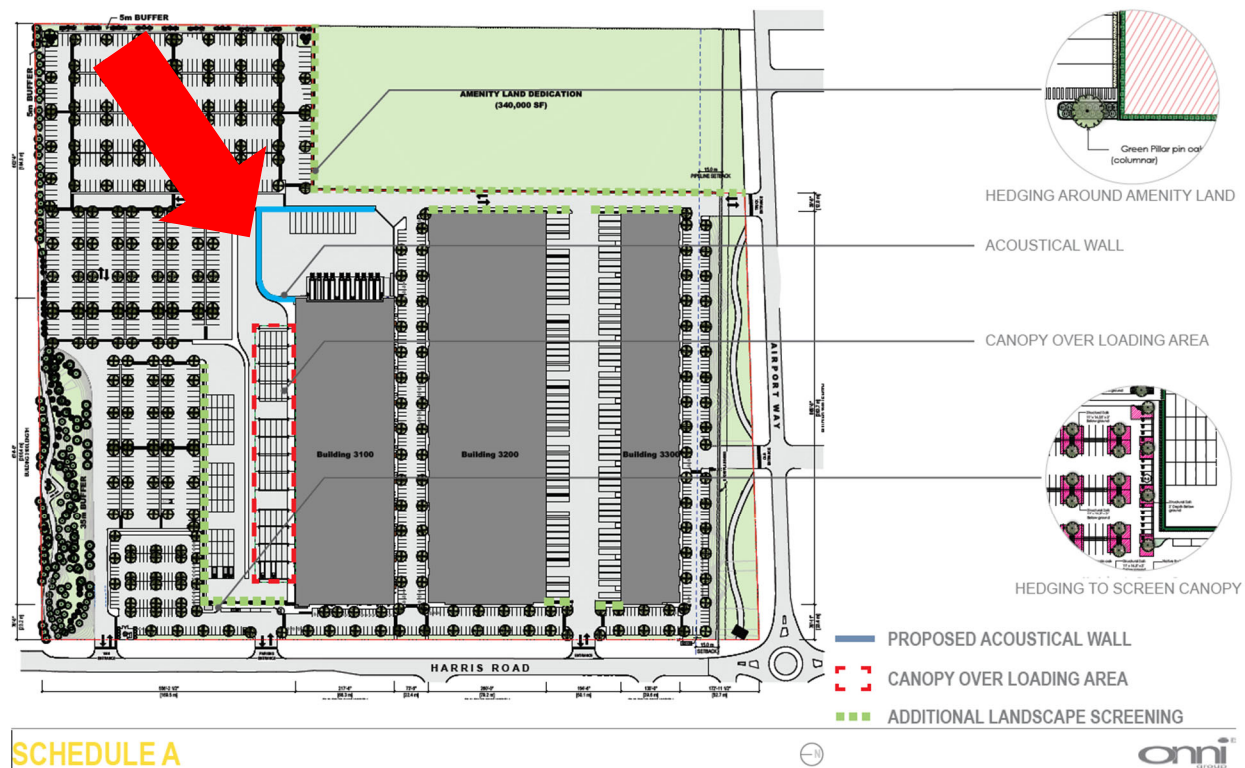


Figure 1: Proposed Acoustical Wall

Separate from this development, staff are undertaking a feasibility study for noise mitigation along the south side of Airport Way from the Golden Ears roundabout to the northwest corner of the Nature's Walk development. This study will review the location, conceptual design (material and height), noise reduction impacts and radius of affected residents, cost and financing options. Staff will provide an update to Council once the study is complete, likely in the next month or so.

Traffic and Access Assessment for Phase 3 and 4

An initial traffic study was completed for the area by McElhanney in 2016, which recommended the four-lane widening of Airport Way and signalized intersections at Harris Rd and Bonson Rd. This study assumed right-in/right-out access points for GEBCP Phase 3 and 4 and did not account for the specific operations of the sites. An updated traffic study was recently completed by CTS, Onni's traffic engineer, to account for the eight all-access points shown in Figure 2 below (five for GEBCP 3 and three for GEBCP 4) and associated impacts on Airport Way and Harris Rd. Similar to the 2016 McElhanney report, annual growth (2%), GEBCP Phase 1 and 2, the Nature's Walk development and the potential school site were considered in the updated study. The City requested that the original consultant conduct a peer review to ensure continuity from the 2016 information and to provide assurance to the City that all aspects were considered. CTS' updated traffic study can be found in Attachment F and McElhanney's Peer Review of the study is located in Attachment G.

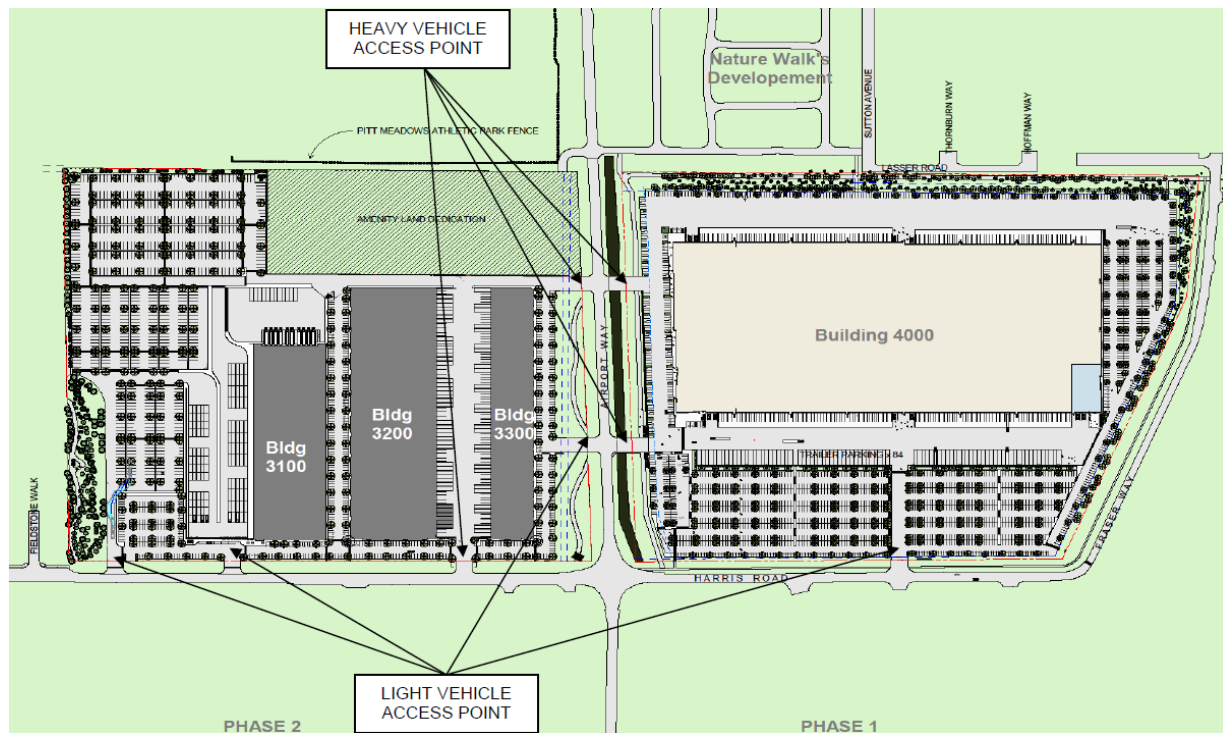


Figure 2: GE BP 3 and 4 Proposed Access Points

Staff, CTS, Onni and McElhanney have been in discussions for the past few months regarding the traffic study and a number of revisions were made to the final report and design. One of the main differences between the traffic studies is the square footage of the development. The 2016 traffic study assumed maximum build-out of the sites at 1,867,700ft² gross floor area (over 8 buildings) and Onni's current development application outlines 1,241,901ft² (over 4 buildings), which results in significantly less vehicle traffic and improved levels of service.

Phase 3 and 4 together are expected to generate an additional 499 vehicles during the peak hours with peak levels between 8-9am and 4-5pm with the majority of traffic occurring between 7am-7pm. As outlined in the attached traffic study, all assessed intersections and access points operate within acceptable levels of service.

In order to confirm some assumptions (volumes, truck percentages, growth, etc.), traffic data was collected over a 7-day period in October 2020 and compared to previous data and future forecasts. Note that the recently collected traffic data was not used in the trip generation assessment as the volumes may have been impacted by COVID, the increased hauling activities or the time of year. More conservative numbers were used, which were based on the measured 2017 traffic data. Table 1 below compares the peak volumes measured in 2016, 2017 and 2020 to the forecasts in 2020 and 2024. Note that the volumes observed along Airport Way in 2024 would be dispersed over four lanes instead of the current two lanes. Each lane is estimated to have capacity for approximately 1,800 vehicles/hour.

Table 1: Peak Hour Traffic Volume Summary

Location	Two-Way Traffic Volume											
	2016 Baseline Measured (McElhanney)		2017 Baseline Measured (CTS)		October 2020 Baseline Measured (CTS)		2020 Baseline Forecast (CTS)		2024 Baseline Forecast (CTS)		2024 Baseline + Site Forecast (CTS)	
	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour	AM Peak Hour	PM Peak Hour
Airport Way between Bonson Road and Harris Road	399	534	542	599	719	887	913	1106	1040	1236	1365	1561
Bonson Road north of Harris Road	417	398	450	402	487	543	551	536	611	599	686	674
Harris Road north of Airport Way	365	499	471	521	595	657	701	825	788	926	972	1110

The roundabout at the east end of Airport Way at Golden Ears Way was not included in the assessment; however, this intersection will likely not be able to accommodate the volume of traffic expected in the next 4 years and significant modifications are recommended. The City will be sharing the study and preliminary designs for the Airport Way widening with TransLink for further discussion and planning.

Appendix D of the Traffic Study includes preliminary design drawings for the Airport Way widening, which is still under review by staff and McElhanney. The draft design shows the road cross-sections, access points, adjacent trail network, proposed amenity land access and pedestrian crossings. Based on the traffic study and associated peer review, no left-hand turn lanes or medians are necessary along Airport Way or Harris Rd and there is sufficient gaps in the traffic to accommodate all movements. The widening of Airport Way is to be constructed at 50% build-out of Phase 3 and 4, which is expected to occur prior to 2024.

While a traffic study to this extent is not typically undertaken at the Development Permit stage it was important in the context of this development to conduct this work so as to understand the impact to area traffic patterns, additional loads on intersections, proposed improvements to roads, and a rationale for the vehicle access points.

Conclusion

The City wishes to ensure that this project achieves the highest level of design possible, while acknowledging that a light industrial development has specific tenant needs. The City's Advisory Design Panel has thoroughly reviewed this application and provided excellent technical advice and thoughtful design comments, many of which the developer was able to incorporate into the plans.

At this point, the City would like to hear from members of the public about the overall form and character of the proposed design, as per the development covenant registered on title and as endorsed earlier this year by Council. The Engagement and Priorities Committee engagement process is greatly enhanced over what was originally envisioned in the development covenant with Onni. It permits community-wide engagement rather than focused on a limited number of residences in the Fieldstone Walk neighbourhood, north of Phase 3. As well, the initial approach was developer led as opposed to Council led thereby now allowing for interactive dialogue with both the developer and Council.

It is important to note that this input is limited to the form and character of the design, and comments about the actual use of the land as a business park will not be considered.

Based on this public input, further changes to the design may be considered. Once the final design plans are submitted and the developer has provided the City with all the outstanding items, the draft development permit will be brought to Council for final consideration of issuance of the permit. At that time an analysis of the application against the Development Permit Area guidelines will be presented to Council to identify how the proposal meets the intent of the guidelines.

COUNCIL STRATEGIC PLAN ALIGNMENT

- ☒ Principled Governance ☒ Balanced Economic Prosperity ☐ Corporate Excellence
☐ Community Spirit & Wellbeing ☐ Transportation & Infrastructure Initiatives
☐ Not Applicable

Community Voice. Engage stakeholders in meaningful discussion around the current and future success and prosperity of Pitt Meadows.

Employment. Help residents improve their quality of life by encouraging and sustaining diverse, well-paying employment opportunities close to home.

FINANCIAL IMPLICATIONS

- ☒ None ☐ Budget Previously Approved ☐ Referral to Business Planning
☐ Other

PUBLIC PARTICIPATION

- ☒ Inform ☒ Consult ☐ Involve ☐ Collaborate ☐ Empower

Comment(s):

This EPC meeting is held specifically for members of the public to provide feedback on and input to the form and character of design for Golden Ears Business Park Phase 3.

KATZIE FIRST NATION CONSIDERATIONS

Referral ☐ Yes ☒ No

SIGN-OFFS

Written by:

Allison Dominelli,
Development Services Technician

Reviewed by:

Alex Wallace,
Manager of Community Development

ATTACHMENT(S):

- A. Development Permit Drawings for Golden Ears Business Park Phase 3
- B. Third party review of landscaping
- C. Onni's Record of Drawing Changes based on ADP Feedback
- D. Acoustic Report
- E. Golden Ears Business Park – FINAL Access Assessment, September 23, 2020 by CTS (Condensed Version)
- F. Peer Review of FINAL Access Assessment, September 29, 2020 by McElhanney