



# **Corporate** NO: C018

# **Report** COUNCIL DATE: December 11, 2000\_

## **COUNCIL-IN-COMMITTEE**

**TO: Mayor & Council**    **DATE: November 22, 2000**

**FROM: General Manager, Planning & Development**    **FILE: 2350-011**

**SUBJECT: Campbell Heights - Local Area Plan Review**

## **RECOMMENDATION**

The Planning & Development Department recommends that Council:

1. Approve the Local Area Plan for Campbell Heights, including the Land Use Concept Plan, related policies and design guidelines as presented in Appendix I as a means of managing development and the general provision of services, amenities and facilities in the area;
2. Amend the South-East Surrey Local Area Plan by replacing the part related to Campbell Heights with the Land Use Concept Plan and Policies contained in Appendix I;
3. Authorize staff to draft an amendment to Zoning By-law, 1993, No. 12000, as amended, to include an amenity contribution provision for the Campbell Heights Plan Area;
4. Authorize staff to draft a new Technology Park Zone and bring forward for By-law Introduction the necessary amendments to the Zoning By-law and other City By-laws in conjunction with the rezoning of the Provincial or other lands to the new zone; and
5. Authorize staff of the Economic Development Office to follow up on the recommendations of the Campbell Heights Economic and Market Analysis, and bring forward a report on the development and launching of a marketing program for Campbell Heights.

## **INTENT**

The intent of this report is:

1. To provide an overview of the Campbell Heights Local Area Plan Review process, including a summary of the planning and public consultation process, and highlights of the Economic and Market Analysis;
2. To present the proposed Land Use Concept Plan and policies; and
3. To seek Council's approval of the proposed Campbell Heights Local Area Plan and implementation measures.

## **DISCUSSION**

### **The Plan Area**

Campbell Heights comprises about 798 hectares (1,971 acres) of land located south of 44 Avenue, east of 186 Street, north of 18 Avenue, and west of the Surrey/Langley border (196 Street). The area lies outside the Agricultural Land Reserve. It is designated Industrial in the Official Community Plan except for some lands at the periphery which are designated Agricultural (Appendix II).

The Campbell Heights area is covered by the South-East Surrey Local Area Plan which was prepared in 1980. This previous plan envisaged business park and agro-industrial development in the area to provide employment opportunities for the growing workforce. With the rapid development of the City in the past ten years and the recent interest in business development in Campbell Heights, it was considered appropriate to review the local area planning policies and land use concept for the area to better reflect the present economic trends and to meet the economic development objectives of the City. Council approved a terms of reference for the review on December 13, 1999. A copy of the terms of reference is attached as Appendix III.

### **Objectives of the Local Area Plan Review**

The objectives of the Local Area Plan Review for Campbell Heights are:

1. To review and refine land use, economic and other development policies so as to position Campbell Heights in the global market for the promotion and attraction of high-tech industries;
2. To formulate a land use concept plan in parallel with a servicing strategy, including a major road and servicing layout, possible phasing and a review of the costs and financing of the servicing;
3. To identify environmentally sensitive areas for protection; and
4. To prepare design guidelines including measures to provide an appropriate interface with adjacent land uses such as the Agricultural Land Reserve, and the current and proposed land uses in Langley Township immediately to the east.

### **Local Area Plan Review Process**

Pursuant to Council's direction to undertake a review of the Local Area Plan for Campbell Heights, the planning process commenced in January 2000. The planning component of the Local Area Plan Review consisted of the following steps:

1. Identification of area issues and concerns;
2. Identification of planning opportunities and constraints;
3. Formulation of planning objectives;
4. Generation of plan options;
5. Evaluation of plan options;
6. Selection and refinement of the preferred plan option; and
7. Finalization of the land use concept plan and design guidelines.

In concert with the planning component, an engineering consultant, under the direction of the Engineering Department, undertook the analysis for and preparation of the servicing component of the Local Area Plan Review. Issues relating to servicing and financing are addressed in an accompanying report prepared by the Engineering Department.

### Inter-agency Consultation

An inter-agency working group was formed to discuss issues and provide input at various stages of the planning process. The participating agencies included:

- Industry Canada
- Public Works and Government Services Canada
- B.C. Assets and Land Corporation
- Ministry of Forests
- Land Reserve Commission
- B.C. Hydro
- Ministry of Transportation and Highways
- Greater Vancouver Regional District
- Township of Langley Planning & Development Department
- Surrey Parks, Recreation & Culture Department
- Surrey Engineering Department
- Surrey Fire Department
- Surrey Planning & Development Department
- Surrey Economic Development Office.

A total of 4 working group meetings were held between February and June 2000. Representatives from the development industry and the Operating Engineers Realty Section, a major private landowner in the area, were also invited to the meetings.

In addition, meetings were held with the Ministry of Environment, the Department of Fisheries and Oceans and

the School District to obtain their input. The preliminary land use concept plan was also referred to the City's Agricultural Advisory Committee for comment in March 2000.

During the process, two preliminary land use concepts were generated. The first option was a predominantly technology park and business park development to maximize creation of job opportunities and business development. The second option included a technology park and business park development and a residential component taking the form of live/work areas along the Surrey/Langley border north of 32 Avenue and south of 20 Avenue at different densities and in different building forms.

### Public Consultation

The two land use options were presented at the first public open house on February 17, 2000 together with planning information including the planning process, the Official Community Plan and Local Area Plan designations, zoning, land ownership, environmentally sensitive areas, planning opportunities and constraints and the proposed planning objectives. Over 220 residents including 45 from the Township of Langley attended the open house. Copies of a questionnaire were distributed to solicit input on area issues, concerns, planning opportunities and constraints, and comments on the planning objectives and the two preliminary land use concepts. Completed questionnaires from 72 respondents were received and analyzed to provide input to the planning process.

The second public open house was held on April 27, 2000. At this open house, the proposed land use concept plan, design guidelines, general servicing concepts, a phasing plan, amenity contribution requirements and the main findings of the first public open house survey were presented. Over 270 residents including 99 from the Township of Langley attended the open house. Copies of a questionnaire were distributed to the participants to obtain their feedback on the proposed land use and servicing concepts. 96 completed questionnaires were received. Results of the questionnaire survey were taken into consideration to finalize the Local Area Plan.

Comments from residents were also received by way of written submissions, telephone discussions and meetings with staff throughout the planning process. All input from the public was reviewed and carefully considered.

The major issues and concerns raised by the residents in different areas are summarized below:

#### *Campbell Heights Residents:*

- Lack of services in the area
- Timing of development
- Impact on environmentally sensitive areas and loss of trees

#### *Surrey Residents outside Campbell Heights:*

- Increase in traffic
- Upgrading of 24 Avenue
- Altering the existing character of the area
- Loss of farmland and impact on existing farming operations in the area
- Impact on environmentally sensitive areas and loss of trees

*Langley Residents:*

- Impact on environmentally sensitive areas and loss of trees
- Increase in traffic
- Air and noise pollution
- Changing the existing land uses in the area to industrial
- Loss of farmland and impact on existing farming operations in the area
- Reduction in property value
- Width of the landscaped buffer along 196 Street (should be increased)

The issues regarding servicing requirements and timing of development are addressed in the servicing plan prepared by the Engineering Department. While capturing large anchor tenants is required to open up Campbell Heights for development, it should be noted that the Campbell Heights Plan is a long term plan. Given the size of Campbell Heights, it is anticipated that it will take more than 20 years to build out the area.

Road improvement requirements to accommodate the increased traffic from development in Campbell Heights are provided in the servicing plan developed by the Engineering Department. The concern about upgrading of 24 Avenue was raised by the Redwood Park Neighbours' Association. Staff met with representatives of the Association in May 2000 to explain why 24 Avenue needed to be widened to 4 lanes in the future. It was noted that 24 Avenue has been classified and shown on the City's road network plan as an arterial road for many years. The timing of the upgrading of 24 Avenue to the arterial standard (4-lane) will be determined by the growth in traffic over time. As traffic demand increases with development in the future, road upgrades in the area will be carried out in stages. However, it is anticipated that 24 Avenue will be among the last of the arterial roads to be upgraded in the area.

One of the objectives of the Local Area Plan review is to identify environmentally sensitive areas for protection. To this end, an environmental study was carried out by a consultant. The Local Area Plan addresses the environmental protection requirements in the proposed Land Use Concept as well as in a set of environmental policies.

The Local Area Plan also deals with interfacing issues between new development and existing land uses within Campbell Heights and in the adjacent agricultural and residential areas. Results of the questionnaire survey show that most residents prefer the landscaped buffer option, as opposed to the live/work option, along 196 Street between 32 Avenue and 36 Avenue. The Plan proposes a landscaped buffer along the entire length of 196 Street, except for a small corner property on the north side of 32 Avenue where an optional live/work use may be considered. The minimum width of the landscaped buffer along 196 Street (the boundary between Surrey and Langley Township) is proposed to be 30 metres (100 feet).

The following features of the proposed Land Use Concept Plan were well received by the public:

- Preservation of environmentally sensitive areas;
- Maintenance of green space;
- Retention and enhancement of Latimer Park;
- Multi-use trail system;
- Landscaped buffer provided for the adjacent residential and agricultural areas;

- The proposed development creating jobs for the residents;
- High-tech and business park uses;
- Live/work uses allowing people to live and work in the same area; and
- Promotion of high quality design through the use of design guidelines.

### Economic and Market Analysis

To ensure that the Campbell Heights Plan responds to the needs of the market and achieves the objective of promoting and attracting high-tech industries, an economic and market analysis on the global, regional and local economic trends and investment market was carried out by an economic consultant to provide input to the planning process. An executive summary of the analysis is provided in Appendix IV. (A full report is filed with the City Clerk.)

From the Economic and Market Analysis, it is concluded that a projection of the current industrial market trends would produce a slow land take-up rate in Campbell Heights, in the range of 5 - 25 acres per year in the first 10 years and 30 - 50 acres per year in subsequent years. Not only does this approach fall short of meeting the economic development objectives of the City, it would not be economically viable given the high upfront servicing costs required. The alternative approach that this Plan contemplates is to put emphasis on attracting large anchor users, especially in the high-tech sectors, to kick start development in Campbell Heights.

Campbell Heights' inherent strengths should enable it to take an advantageous position in attracting high-tech industries. These strengths include:

- Well defined industrial area as designated in the Official Community Plan and Local Area Plan;
- Availability of large sites for large land-based anchor tenants such as semiconductor manufacturing plants;
- Large development area for high-tech clusters and other support industries and services;
- Fairly level ground surface and good foundation characteristics for development;
- Proximity to the US and Pacific Rim markets;
- Proximity to high quality residential developments providing housing choices for employees; and
- Proximity to research resources and training opportunities offered in Tech B.C. and other higher education institutions.

To accelerate growth and development and to take advantage of its unique site attributes and strengths, the City of Surrey should:

(a) Position Campbell Heights in the role of a knowledge-based technology park, enhanced by effective marketing. A technology park is a planned development with lands and buildings intended primarily for private and public research and development facilities, high-tech and science-based companies, and support services. By definition, a knowledge-based technology park does the following:

- Affiliates with higher education institutions either through partnership, ownership or management to create and maintain the “knowledge base”;
- Promotes research and development through institutional-industrial partnerships, and stimulates growth of new ventures;
- Facilitates the transfer of technology and business skills between institutions and industrial tenants; and

- Drives technology-led economic development for the community.

(b) Target business sectors with high growth rates in the global market place. These sectors, which typically have a high level of research and development activities, include:

- Semiconductor fabrication and electronic equipment manufacturing;
- Information technology, software and telecommunications, and particularly applications in aerial surveying and the internet; and
- Biotechnology including health care and biomedical services and manufacturing, agro-biotechnology, marine pharmaceuticals, and bio-informatics.

(c) Pursue large-scale inward investment projects for Campbell Heights. The ability of Campbell Heights to offer large sites for these projects is a major advantage.

(d) Pursue cross-border businesses for Campbell Heights which require input from and/or distribution of output to the US.

(e) Pursue new start initiatives for Campbell Heights to encourage the growth of indigenous technology companies, taking advantage of the potential of Tech BC as an incubator.

(f) Launch an aggressive marketing program carefully planned out, and based on a master development plan with dedicated marketing staff and resources.

While pursuing a technology park focus, the land use plan for Campbell Heights should allow for diversity of high-tech, research, office and light industrial uses, and provide resort-like amenities including a hotel/conference centre, an attractive commercial village and fitness and recreational facilities.

## Land Use Concept Plan

The Land Use Concept Plan proposed for Campbell Heights is attached as Appendix V. The main features of the Plan are summarized below:

### *Land Uses*

- Based on the plan, Campbell Heights will be predominantly a technology park and business park development to maximize creation of job opportunities and business development.
- 3 Technology Park sites ranging from 80 hectares (198 acres) to 101 hectares (249 acres) in land area are proposed. Sites of this size are not available elsewhere in the Region and are particularly attractive to large land-based anchor tenants in the technology and research and development sectors.
- 2 of the 3 Technology Park sites are designated for either technology park use or business park use to provide flexibility so that changing market conditions can be managed. This flexibility is particularly important as the Local Area Plan is a long-term plan and it is projected that it will take more than 20 years to build out the Campbell Heights area.
- To allow for a diversified industrial base, other areas, including Stokes Pit and the smaller private landholdings, have been designated for business park uses.

- Office buildings are encouraged along 192 Street, 32 Avenue and 28 Avenue in a business park development. Besides serving as an interface between the Technology Park sites and the business park uses, the higher design standards of office development will enhance the streetscape in the area.
- A commercial node, including hotel and conference facilities, is proposed at the intersection of 192 Street and 28 Avenue, taking advantage of as well as enhancing Latimer Park as an attraction in the area. In addition to providing retail, dining and other services to the working population, this node is a focal point for social interaction.
- The area south of 20 Avenue is designated for either business park development or a live/work area taking a cluster housing form. Development in this area may take advantage of the natural amenities of the Campbell River, while offering opportunities to preserve and enhance this significant watercourse. A small local commercial area is proposed at the entrance to the live/work area to serve the day-to-day retail and service needs of the residents.

### Land Use Interface

- The Plan respects the integrity and boundaries of the Agricultural Land Reserve (ALR). Development is not allowed to encroach onto the ALR. Consistent with the Official Community Plan guidelines, a buffer (building setback) of a minimum width of 30 metres (100 feet) comprising a minimum 15 metre (50 foot) wide landscaped strip will be maintained in a technology park or business park development abutting Agricultural designated lands.
- To provide an appropriate interface along 196 Street with the residential neighbourhoods in Langley, minimum building setbacks of 45 metres (150 feet) and 37.5 metres (125 feet) will be required of a technology park development and a business park development respectively. Within the respective building setbacks, a minimum 30-metre (100-foot) landscaped buffer should be provided. A wider landscaped buffer should be considered where existing vegetation can be preserved.
- 196 Street is to be preserved as a residential street. Access to a technology park or business park development from 196 Street will not be allowed.

### Environmental Protection

- Significant watercourses and riparian corridors in the area will be preserved, and enhanced through development.
- Existing vegetation in highly environmentally sensitive areas will be preserved.
- Preservation of existing trees and use of native species in the landscaping design are encouraged on development sites.
- Wildlife corridors will be maintained through Campbell Heights to provide connectivity between the wildlife habitats in the Campbell Valley Regional Park to the south-east and the Nicomekl and Serpentine areas to the north and north-west.

### Recreational Facilities

- Latimer Park will be preserved and enhanced as a recreational amenity in the area. The adjacent forested area is proposed to be dedicated and/or acquired as park and incorporated into the Latimer Park site.
- A multi-use trail for walking, jogging, cycling and horseback riding is proposed in the southern part of Campbell Heights, with connections to the City's greenways in the west and the linear community park and

Campbell Valley Regional Park in the Township of Langley.

- Each technology and business park development in Campbell Heights is expected to provide a workplace with extensive green space, including high quality landscaping design and treatment. In addition to its aesthetic value, this green space will serve as a passive recreational amenity for the workers.

## **Other Features**

- The arterial roads serving the area include 40 Avenue, 32 Avenue, 24 Avenue, 16 Avenue, 192 Street and 184 Street. They will be upgraded to 4 lanes in phases, and 192 Street will be further upgraded to 6 lanes ultimately.
- A pedestrian and cycling pathway system is proposed in the area to provide for alternative modes of transportation.
- A number of sites are identified for stormwater management facilities in the area.
- The area south of the Campbell Heights Local Area Plan Review boundary outside the Agriculture Land Reserve may be considered as a possible future residential area.
- A set of design guidelines has been developed to promote high quality and co-ordinated developments.
- Amenity contributions towards police and fire protection, park and pathway development, and library materials will be collected at the time of development (Appendix VI).

The distribution of land, projected floor area and number of live/work units, and employment estimates in various land use designations are summarized in Appendix VII.

## **Plan Implementation**

To implement the Campbell Heights Local Area Plan and to prepare the area for development, the following actions are recommended:

### *1. Zoning By-law amendment*

An amendment to the Zoning By-law, 1993, No. 12000 is required to enact the amenity contribution requirements for the Campbell Heights Plan Area.

### *2. Technology Park Zone*

The existing Business Park (IB) Zone in the Zoning By-law No. 12000 permits uses ranging from light impact industries, warehouses, offices, general service uses to accessory uses such as personal services, eating establishments, community service, assembly halls, etc. To cater to the requirements of high-tech uses and to achieve the planning intent of reserving sizeable land parcels for large users, it is recommended that a new Technology Park zone be introduced. The new zone should be drafted so as to provide maximum flexibility to facilitate technology park developments. Issues such as mix of uses including residential dormitories, density, building setbacks, and building height will be addressed in the new zone. Subject to Council's direction, a Technology Park zone will be drafted for consideration by Council.

### *3. Policies and design guidelines*

To promote sustainable development and to achieve high quality and co-ordinated design with extensive green space and amenities, all development proposals will be required to comply with the policies and design guidelines which form part of the Local Area Plan for Campbell Heights. Considerations should be given to pursuing public art projects at various gateway locations.

#### 4. *Marketing*

Concurrently with the pursuit of the semiconductor industry, it is recommended that the directions provided in the Campbell Heights Economic and Market Analysis be pursued by the Economic Development Office with a view to developing and launching a marketing program for Campbell Heights. This will involve the establishment of a task force with dedicated staff resources (including the hiring of consultants) and partnerships with the business and industry sectors, higher education institutions and research institutes as well as continued support from the senior governments. Economic Development Office staff will work with other departments and bring forward a report regarding the development and launching of a marketing program for Campbell Heights.

## CONCLUSION

The proposed Local Area Plan for Campbell Heights, incorporating a Land Use Concept Plan, planning policies, design guidelines and servicing strategies, has been developed with extensive consultation with the public, City departments and external agencies. The Plan addresses the objectives of the Local Area Plan Review and meets the planning objectives established for the Campbell Heights area.

Subject to Council's endorsement of the complementary report submitted by the Engineering Department, it is recommended that the Local Area Plan for Campbell Heights and the related implementation measures be approved.

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Planning & Development Department

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### Appendices

I Campbell Heights - Local Area Plan Review

II Official Community Plan Designations and Agricultural Land Reserve Boundaries

III Campbell Heights Local Area Plan Review Terms of Reference

IV Campbell Heights Economic and Market Analysis Executive Summary

V Campbell Heights Land Use Concept Plan

VI Amenity Contributions by Land Use Category

VII Land Area, Projected Floor Area, Projected No. of Live/Work Units and Employment Estimates by Land Use Designation

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