



# Corporate Report

NO: R044

COUNCIL DATE: March 6, 2006

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## REGULAR COUNCIL

TO: **Mayor & Council** DATE: **March 2, 2006**  
FROM: **General Manager, Planning and Development** FILE: **0850-01**  
**General Manager, Parks, Recreation and Culture**  
SUBJECT: **Concept Plan for the Redevelopment of the Cloverdale Fairgrounds**

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## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information;
2. Authorize staff to proceed with a Public Open House to allow an opportunity for the public to provide input on the draft Concept Plan for the Cloverdale Fairgrounds site, as illustrated in Appendix "A"; and
3. Direct staff to refine the draft Concept Plan after the Public Open House and, thereafter, to forward the Final Concept Plan for the Fairgrounds and related recommendations to Council for consideration of approval.

## INTENT

The purpose of this report is to advise Council about a draft Concept Plan that has been prepared for the Cloverdale Fairgrounds and to seek Council authorization for staff to conduct a Public Open House to allow the public an opportunity to provide input on the draft Concept Plan. The Cloverdale Fairgrounds is illustrated on the plan attached as Appendix "B".

## BACKGROUND

In 2004, Council approved a lease of City land to facilitate the expansion of the Fraser Downs Racetrack facility that included the development of a casino and related amenities. The casino is now operating. The revenues that will accrue to the City as a result of the operation of the casino and Council's policy in relation to the use of such revenues, will provide capital funding for enhancement of the Fairgrounds over time.

Council has also approved a major review of the leases on the Fairgrounds site (not including the Fraser Downs lease) and a review of the current arrangements associated with operating the Fairgrounds and its various facilities. A separate Corporate Report will be forwarded to Council on these matters in due course.

A Task Force comprised of City staff, including representatives of the Parks, Recreation and Culture Department, Engineering Department, Planning and Development Department and the Economic Development Division, was established to prepare a draft Concept Plan for the Fairgrounds. During the process of preparing the Plan, members of the Task Force consulted with key stakeholders and specialists.

In the 2006 to 2010 Five Year Financial Plan, Council approved \$15 million for the redevelopment of the Fairgrounds and \$13 million for the construction of a Cloverdale Community Recreation Centre. Staff is taking action to move forward with implementation of these projects by first completing the Concept Plan for the Fairgrounds.

A two year agreement, ending December 31, 2007, has recently been executed between the City and the Lower Fraser Valley Exhibition Association, under which the Association will continue to operate the Fairgrounds and its associated facilities. This will allow time for the City to study alternative approaches for managing the Fairgrounds and to report to Council on this matter, including recommendations for Council's consideration.

## **DISCUSSION**

The staff Task Force has completed the development of a draft Concept Plan, which is attached as Appendix "A". The draft Concept Plan, which covers approximately 87 acres of land, contains the basic amenity elements that are considered important to the effective functioning of the Fairgrounds. The draft Concept Plan focuses on delivering space and services attractive to the market place and allows for potential public-private partnerships.

The draft Plan for the Fairgrounds proposes the following new infrastructure:

1. Trade and Exhibition Centre (multi-phase);
2. Multi-purpose Recreation Centre (multi-phase);
3. Portions of the site would be available for private partners that would provide supporting commercial infrastructure, such as hotels, retail commercial, restaurants, etc.;
4. Open space/sports fields;
5. Parking facilities; and

6. Possible ancillary services, such as a Surrey Tourism and Convention Association information kiosk/offices and food and beverage facilities, etc.

The Plan anticipates that existing facilities on the site, such as the Agriplex, the Showbarn and the Stetson Bowl, will remain on the site for some period of time. However, future expansions of the Trade and Exhibition Centre will require the removal of the Agriplex and the Showbarn.

The general intent of the Concept Plan is to locate the infrastructure (buildings) on the perimeter of the site (along 176 Street and 64 Avenue) to present a positive image of the site from the perspective of the adjacent streets, while providing the required parking infrastructure in the interior area of the site. The Plan would allow for sharing of the parking facilities to address the variation in peak demand periods of users on the site. It is anticipated that this will make better daily use of parking facilities, while allowing for "in proximity" supply of parking to meet peak demands at the various facilities.

This concept would also allow for flexibility during special events to accommodate exterior set-ups with links to adjacent multi-purpose facilities when additional space is required by site users.

The following provides some background with respect to the various facilities proposed to be located on the Fairgrounds:

- **Trade and Exhibition Centre**

G.P. Rollo & Associates, Land Economist, was retained to do a preliminary business case analysis in relation to the Trade and Exhibition Centre.

The analysis concluded that Surrey is underserved in space that can be used for corporate trade shows and has flexibility to accommodate small, medium and large scale events, such as a Boat Show, RV Show or Garden Show. Presently, residents of the Fraser Valley must either go to Vancouver or to Abbotsford's Trade-Ex facility to avail themselves of these types of events. The analysis concluded that Surrey is in a good position to capture the Fraser Valley market for many corporate shows and events.

Based on the consultants report, the draft Concept Plan illustrates the facility being located north of 62A Avenue, near 176 Street, with the first phase of the facility having 150,000 square feet of floor area. The consultants report indicated that the first phase could be as large as 200,000 square feet in area and that the facility should be sited to allow for its potential expansion to between 400,000 and 500,000 square feet of floor area.

By way of comparison, the Tradex Building in Abbotsford is approximately 120,000 square feet in area.

- **Multi-purpose Recreation Centre**

The Cloverdale Recreation Centre facility is required to serve the growing Cloverdale community. The Centre will include gymnasiums, multi-purpose program spaces, a community lounge, and weight and cardio rooms. Future phases would include the re-location of Cloverdale arena and curling rink and will include an additional ice sheet. The draft Concept Plan illustrates this facility on the south side of 64 Avenue at approximately 170 Street.

- **Public Private Partnerships**

The Concept Plan allows for potential for private sector involvement on the Fairgrounds through commercial lease arrangements and through public-private partnerships in providing facilities and services on the Fairgrounds. The private sector could be involved in building and/or operating some of the facilities on the site and in delivering support commercial services such as hotels, retail commercial stores, food and beverage services, etc. Staff will further explore opportunities in this regard and report to Council on this matter in due course.

- **Open Space/Sports Fields**

Space for future sports fields and other passive park amenities could be considered for the Fairgrounds. The sports community in Cloverdale continues to grow and there will be a need for additional outdoor athletic facilities. Twin full size sports fields would accommodate future growth and allow for tournaments. The Fairgrounds site would be suitable as a location for future artificial turf fields.

- **Parking Facilities**

Parking areas need to be carefully planned to ensure that sufficient parking is provided to satisfy high demand periods. At the same time, parking areas need to be designed so that certain areas of parking can be converted to accommodate activities such as temporary midways, community fairs, etc.

- **Ancillary Services**

Given the number of facilities that will be located on the Fairgrounds and the prominence of the site from the perspective of tourism, providing some opportunity for the Surrey Tourism and Convention Association on the site would appear to be advantageous. As a minimum an information kiosk or public reception offices would enable the promotion of Surrey tourism destinations and accommodation opportunities. This will be explored in more detail as part of the process of finalizing the Concept Plan.

Other ancillary services that may be in demand on the site could include, but are not limited to, restaurants, retail stores, catering facilities/services, etc.

## **Operation of the Facilities on the Cloverdale Fairgrounds**

As mentioned previously in this report, the Lower Fraser Valley Exhibition Association is under contract to operate the existing facilities on the Fairgrounds to the end of 2007. Given the changes that are proposed for the Fairgrounds and the potential for other partnership arrangements, staff is reviewing alternative arrangements for operating the facilities on the Fairgrounds. Staff will be preparing a separate Corporate Report, complete with recommendations, on a proposed operating model for the Fairgrounds and will forward such a report to Council for consideration later this year.

## **Phasing of the Implementation of Facilities on the Fairground**

The following provides a description of the potential phasing of the construction of buildings/facilities on the Fairgrounds:

- **Phase 1** - Commencing in 2006 and completed in early 2008
  - Construction of Phase 1 of the Trade and Exhibition Centre, including 150,000 square feet of floor area;
  - Construction of Phase 1 of the Cloverdale Recreation Centre, including gymnasium, multi-purpose rooms, community lounge and weight and cardio rooms; and
  - Demolition of Shannon Hall and Alice McKay Building.
- **Phase 1A** - Release later this year of a Request for Expressions of Interest (EOI) from the private sector in relation to commercial development and partnering opportunities on the Fairgrounds site.
- **Future Phase** - Construction of an expansion to the Cloverdale Recreation Centre to include a new ice arena and curling rink and demolition of the existing arena, curling rink and Agriplex.
- **Future Phase** - Construction of expansions to the Trade and Exhibition Centre to bring the total floor area up to 500,000 square feet (dependent on the market readiness for such an expansion and funding availability).
- **Future Phase** - Construction of twin sports fields to complement the existing athletic facilities in the Cloverdale area.

## **Next Steps**

Subject to Council approval, staff intends to arrange a Public Open House to seek input from the public in relation to the draft Concept Plan, as presented in this report, and will subsequently undertake refinements to the Plan with a view to presenting a final Concept Plan for Council's consideration of approval later this Spring.

Once Council approves the final Concept Plan, staff will proceed to retain necessary consultants to undertake the design of the Trade and Exhibition Centre and the

Cloverdale Recreation Centre, with a view to having both facilities completed by early 2008.

## CONCLUSION

Based on the above discussion, it is recommended that Council:

- Authorize staff to proceed with a Public Open House to allow an opportunity for the public to provide input on the draft Concept Plan for the Cloverdale Fairgrounds site, as illustrated in Appendix "A"; and
- Direct staff to refine the **draft** Concept Plan after the Public Open House and, thereafter, to forward a Final Concept Plan for the Fairgrounds and related recommendations to Council for consideration of approval.

Murray Dinwoodie  
General Manager,  
Planning and Development



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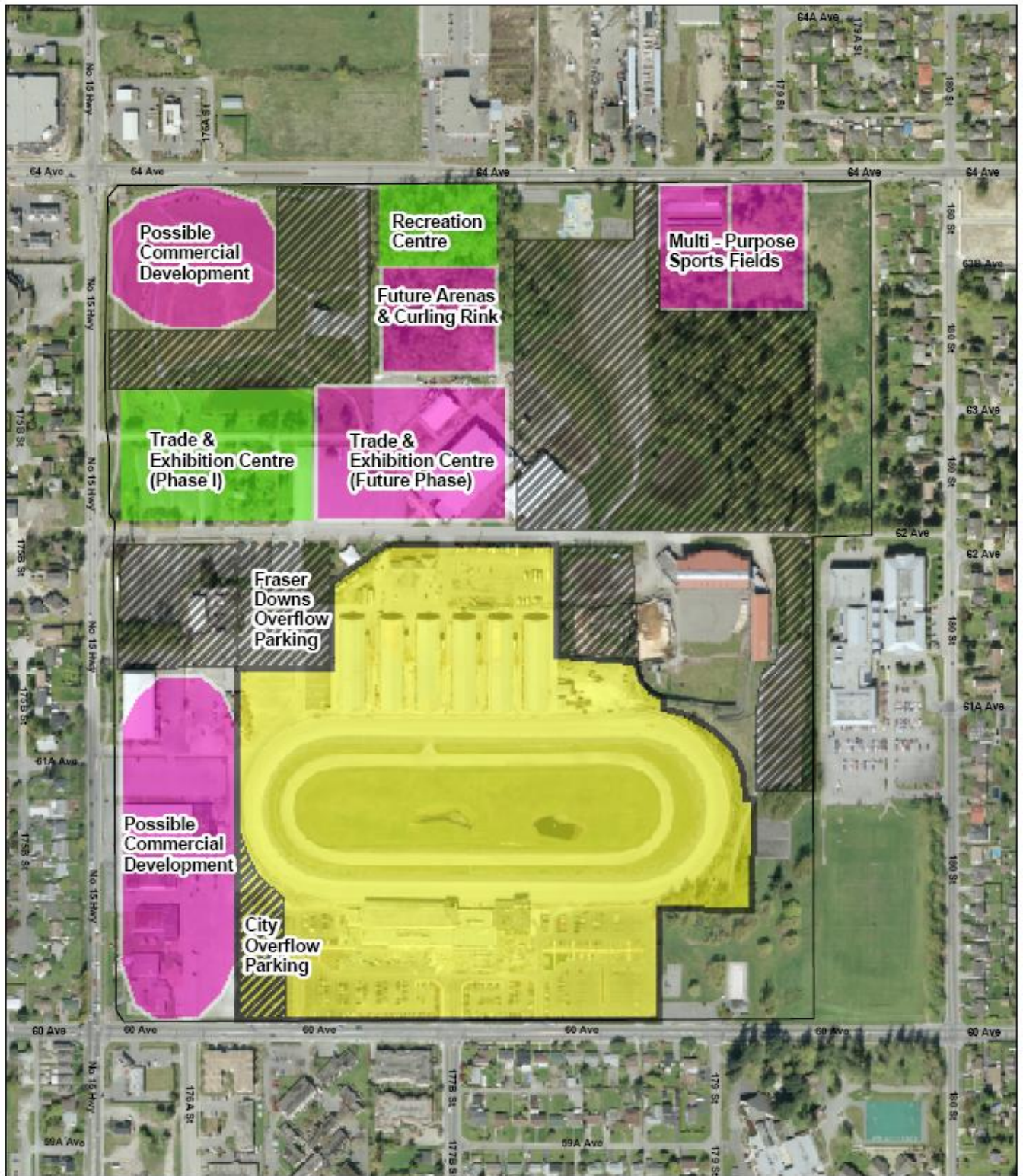
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Attachments:

Appendix "A" - Draft Concept Plan for the Cloverdale Fairgrounds

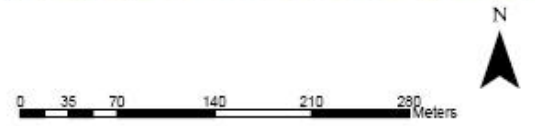
Appendix "B" – Plan of Cloverdale Fairgrounds

Cloverdale Fairgrounds Development Concept Plan - Phase 1 & Future Development



Legend

- Phase 1
- Possible Future Development
- Parking
- Fraser Downs Lease Lands



Cloverdale Fairgrounds Existing Facilities

