



# **Corporate** NO: C004

# **Report** COUNCIL DATE: February 14, 2000\_

## **COUNCIL-IN-COMMITTEE**

**TO: Mayor & Council**    **DATE: February 10, 2000**

**FROM: General Manager, Planning & Development**    **FILE: 2350-007/3**

**SUBJECT: Rosemary Heights Business Park & Live/Work AreaComplete Neighbourhood Concept Plan (Development Concept Component)**

## **RECOMMENDATION**

The Planning & Development Department recommends that City Council:

1. Approve the final and complete Neighbourhood Concept Plan (Development Concept Component in Appendix B) for the Rosemary Heights Business Park and Live/Work Area;
2. Approve the arrangements, conditions and design guidelines specified in the Neighbourhood Concept Plan as a means of managing the development and the general provision of services, amenities and facilities for the Rosemary Heights Business Park and Live/Work Area;
3. Authorize staff to draft a by-law to amend the provisions of Surrey's Official Community Plan By-law, 1996, No. 12900, as amended, to re-designate three properties (2900, 2920 & 2950 Croydon Drive) from SUBURBAN to INDUSTRIAL, to accommodate Business Park development (Appendix D);
4. Authorize staff to draft an amendment to Zoning By-law, 1993, No. 12000, as amended, to include an amenity contribution provision for the Rosemary Heights Business Park and Live/Work Area;
5. Authorize staff to draft an amendment to Surrey Sign By-law, 1999, No. 13656, to include specific sign regulations for the Rosemary Heights Business Park as denoted in the Neighbourhood Concept Plan (Design Guidelines); and
6. Authorize Economic Development staff to incorporate the approved Rosemary Heights Business Park and Live/Work Area Neighbourhood Concept Plan into the City's promotional and marketing initiatives toward attracting business park users to locate in Surrey, and to package the approved Neighbourhood Concept Plan in

a format to support this objective.

## **INTENT**

The intent of this report is to provide an overview of the Neighbourhood Concept Plan for the Rosemary Heights Business Park and Live/Work Area (Appendix A), including a summary of:

- (a) the planning process;
- (b) the major components of the plan;
- (c) implementation measures; and,
- (d) analyses of the amenity requirements for this Neighbourhood Concept Plan area.

A report under separate cover from the Engineering Department describes the servicing and infrastructure funding arrangements associated with the Development Concept contained in this report.

## **BACKGROUND**

### **General**

The Rosemary Heights Business Park is bounded by 32 Avenue (Diversion) on the north, a creek (and North Grandview Heights) on the south, 156 Street on the east and Highway No. 99 on the west. The approved Rosemary Heights Central Neighbourhood Concept Plan area is located to the north and a cemetery is located immediately east.

The area consists of about 25 lots of various sizes, comprising a total area of approximately 31 hectares (77 acres). Currently the area is characterized by small rural acreages and hobby farms. Three creeks traverse the area, and there is abundant vegetation. The South Surrey Interchange is currently under construction to the west of the future Business Park. B.C. Hydro will be constructing a new sub-station in the north west area. A hydro right-of-way runs along west side of the Business Park, which substantially limits the utilization of about 10 properties along Croydon Drive. Currently, the area is mostly zoned RA - One Acre Residential.

### **Policy Framework - Surrey's Official Community Plan and the Rosemary Heights Local Area Plan**

The approved Local Area Plan for Rosemary Heights (approved in 1994 - Land Use Plan attached in Appendix B) directs that the area east of 152 Street and south of 32 Avenue be developed as an employment area (i.e. a business park), to provide employment opportunities in close proximity to the Rosemary Heights/Morgan Creek residential areas and to Highway No. 99. The Local Area Plan further indicates that a high standard of development and design control should be applied to new development in this employment area.

The majority of these lands are designated Industrial in Surrey's Official Community Plan with the intention to create a clean, high quality business park to provide jobs for Surrey residents.

Council has directed that a Neighbourhood Concept Plan be prepared for the future Business Park by involving the property owners and the public. The Official Community Plan provides guidelines and requirements for the preparation and content of Neighbourhood Concept Plans. It also contains a number of directives related to the provision of serviced industrial lands and the creation of jobs for Surrey residents. The Rosemary Heights Business Park and Live/Work Area Neighbourhood Concept Plan was prepared within this policy framework.

## **Neighbourhood Concept Plan Process**

### ***Overview***

In August, 1997, a majority of the property owners agreed to participate in the preparation of a Neighbourhood Concept Plan for the area. A Citizen Advisory Committee was established and a number of Committee and public meetings were held to review development options and to allow the owners to voice their concerns and have their comments addressed in the plan.

### ***Rosemary Heights Business Park Citizen Advisory Committee (CAC)***

To bring local knowledge to the planning process and to facilitate local discussion and communication, a Citizen Advisory Committee was established to assist City staff in preparing the preferred development concept. The Committee consisted of 8 property owners representing the majority of the land area in the Business Park. The Committee met on eight occasions, and served as an invaluable resource for reviewing the proposed development concepts, disseminating information and assisting with the selection of a preferred concept.

### ***Public Meetings, Open Houses and Other Communications***

A public open house was first held in June, 1998 (about 30 people in attendance) to introduce the planning process and present a first draft of a proposed development concept to the public. A public meeting was also held in October, 1998 (about 75 people in attendance) at which the public could view and comment on a preferred development concept.

The public and property owners generally supported the preferred development concept presented at the meeting, which contained a ring-road design for the new South Surrey Interchange. However, in February, 1999, a new design was released which eliminated the ring-road aspects of the Interchange. This design change had major impacts on the original preferred development concept especially in terms of access and road layout. Consequently, City staff and the Citizen Advisory Committee had to re-visit the preferred development concept to incorporate the new Interchange design. Two new development concepts were prepared and presented at a public open house in March, 1999 (about 50 people attended). Of the two new concepts, the one presented in this report was preferred by the Citizen Advisory Committee, a majority of the land owners, the public and other stakeholders and is considered to be more efficient than the previous concept.

Staff have met on an ongoing basis with individual property owners and potential business park developers to facilitate land assembly and interest in the future Business Park.

### ***Input and Review by City Departments, Government and Other Agencies***

The City's project team involved in preparing the development concept and servicing/funding strategy included staff from Planning & Development, Engineering, Parks, Recreation & Culture, and Engineering and Environmental consultants. This team-oriented approach has resulted in the optimal development concept which addresses the public, municipal and technical objectives of all stakeholders. It is noted that relevant government agencies were also consulted and that their concerns have been incorporated into the final Neighbourhood Concept Plan.

## ***Work Place (Business Park & Live/Work) Opportunity Study for Rosemary Heights***

To ensure that the development concept for the Business Park meets market needs, and to confirm the potential viability of the lands for both business park and live/work developments, the City engaged an economic/marketing consultant to evaluate this Business Park location along with proposed business parks in East Newton and East Clayton.

The results of this study pertinent to the Rosemary Heights Business Park and Live/Work Area are:

- the site has excellent accessibility and exposure characteristics because of its location adjacent to Highway No. 99 and the South Surrey Interchange;
- there is a shortage of business park land in Surrey, especially in South Surrey where there is virtually none;
- the eastern portion of the NCP area is somewhat isolated due to the presence of streams, and therefore is conducive to live/work activities to complement the Business Park; and
- the opportunity exists to establish a high-quality business park and live/work development on this site to service the needs of local business and to provide employment for local residents.

## **DISCUSSION**

### **Overview of the Development Concept**

The development concept component of the Rosemary Heights Business Park and Live/Work Area Neighbourhood Concept Plan is contained in Appendix A. A full report of the Neighbourhood Concept Plan is attached in Appendix B. This preferred development concept envisages a Business Park which will accommodate low-impact businesses such as high-tech industries, research and development companies, light manufacturing and corporate head offices.

The lands in the eastern portion of the NCP area are proposed to accommodate either business park uses or live/work developments. In order to ensure land use compatibility, and viable sizes of development sites, and to avoid scattered uncoordinated developments, development of the properties north and south of Titman Creek must be comprehensively designed and carefully coordinated.

To accommodate stormwater run-off for this NCP area and some lands upstream, a municipal stormwater detention facility will be located on City-owned lands near Croydon Drive at an entrance to the Business Park. Two small stormwater facilities will be located on private lands which can be constructed at the surface as an amenity for the Business Park development, or sub-surface below a parking lot.

The Business Park will also have a landscaped gateway feature (e.g., an identification sign) at the main entrance off of 32 Avenue (Diversion), and a landscaped water feature (detention pond) at the secondary entrance off Croydon Drive. There will also be enhanced landscaping, vegetated watercourse areas and buffers to ensure that the Business Park attains the highest aesthetic standards.

If the entire NCP area is developed as a Business Park it is expected to accommodate about 134,834 sq.m. (1,451,388 sq.ft.) of business park floor space and provide about 4,840 jobs. If the easterly portion of the NCP area is developed as a live/work area and the remainder as Business Park, the NCP area is expected to accommodate about 97,500 sq. m. (1,050,000 sq.ft.) of business floor area, along with about 98 live/work units

and 3,647 jobs. The table presented in Appendix III of the attached Neighbourhood Concept Plan illustrates the basic land use statistics of the development concept.

## **Environmental Issues**

A Bio-Inventory Study and a Top of Bank Survey were undertaken for this area. The Bio-Inventory Study makes the following recommendations:

- protect riparian corridors and establish leavestrips (adjacent to creeks); in some locations relaxation of the 30 metre setback requirement to 15 metres “may” be appropriate;
- retain at least some of the present forest blocks;
- consider the relocation of headwater reaches only;
- maintain water quality and quantity; and
- preserve some old field habitat.

A prevailing concern throughout the planning process was that the presence of three watercourses within the plan area substantially impacts the amount of land able to be developed. In particular, the existence of vegetated riparian areas and the Ministry of Environment's 30 metre setback requirement for non-residential development severely limits development on some properties.

In recognition of this, the City and the Citizen Advisory Committee engaged the services of an environmental consultant to undertake a detailed analysis of the area including top-of-bank surveys and valuations of the existing riparian areas. The consultant made recommendations on an area-wide basis regarding opportunities for environmental enhancement and riparian protection in exchange for some setback reductions based upon the actual value and extent of riparian areas and existing fisheries habitat in the Business Park.

City staff met on numerous occasions with the environmental agencies to work out an acceptable setback strategy with a view to settling these issues in advance of receiving a development application from a major Business Park user. However, the agencies were reluctant to commit to such a strategy for fear of setting a precedent, although they encourage such comprehensive environmental planning. Therefore, the development concept indicates 30 metre setbacks for Business Park uses and 15 metres for live/work residential densities under 6 units per acre. As such, the environmental agencies generally concurred with the proposals in the NCP.

In any event, the information assembled and the scientific knowledge and data related to the area is made available to potential developers and land owners as background information in the Neighbourhood Concept Plan. This information will be valuable in the evaluation of development proposals which may require slight deviations from the Ministry of Environment's Land Development Guidelines. It may also eliminate the need for applicants to undertake exhaustive environmental impact studies at the time of rezoning.

## **Design Guidelines**

The Neighbourhood Concept Plan contains a set of Design Guidelines (Appendix VI of the attached Neighbourhood Concept Plan) which will ensure that a high quality, well landscaped Business Park is achieved. The Design Guidelines address such issues as:

- overall compatibility of building design;
- the streetscape along 32 Avenue and Croydon Drive;
- buffer landscaping;
- the interface between the Business Park and the optional Live/Work area; and
- gateways, open space development and tree preservation.

In addition, the Design Guidelines briefly address the development limitations on some properties along Croydon Drive due to the existence of a 100 metre hydro right-of-way. The Guidelines depict a possible development scenario with several smaller buildings on either side and parking under the right-of-way. This scenario may be possible depending on the specific site-conditions.

### **Engineering Services, Phasing and Funding**

A general servicing plan, overall road pattern, storm water management strategy, and phasing and funding strategy have been developed as a critical component of the Neighbourhood Concept Plan. These issues are addressed in a consultant's report and accompanying recommendations from the Engineering Department (to be considered by Council concurrently with this report).

The Rosemary Heights Business Park is under consideration for potential pre-servicing arrangements. Pre-zoning the lands would therefore also be considered to assist in attracting new business to the area quickly.

To enhance the quality of the Business Park and create its unique identity, several aesthetic features should be considered. In particular, specially lit and landscaped identification signs, ponds, fountains, decorative pavers and enhanced landscaped cul-de-sac islands are encouraged to be provided on private property by developers. Where they are located on public land, funding for the features will be derived in part from amenity contributions associated with landscaping open spaces and also through cost sharing arrangements determined at the time of development through servicing agreements.

### **Amenity Requirements**

To address the amenity needs of the proposed new development in this area, at the time of rezoning, development proposals will be required to make a monetary contribution toward the provision of new police and fire protection services, improvements to the municipal detention pond to make it a Business Park amenity and general landscaping on public lands (i.e., at the gateway off of 32 Avenue). Live/work developments will also be required to contribute toward the provision of library materials for the residents of the live/work area.

The monetary contributions toward police, fire and library materials will offset the capital costs of providing these services to the new development and are applied on a standardized basis in all of the Surrey's Neighbourhood Concept Plan areas. The monetary contributions toward the development of other amenities are based upon an estimate of the capital costs of these improvements for this particular Neighbourhood Concept Plan area. The total cost is divided among the anticipated acreage and number of dwelling units to ensure an equitable contribution arrangement.

The estimated cost of developing the amenities associated with general landscaping and improvements to the pond area is approximately \$101,500, which consists of the following:

Road fronting pond	\$15,000
Site furniture and signs	\$11,500
Pathways and trails	\$40,000
Landscaping	\$20,000
Consulting fees/public meetings	\$15,000

A summary of the applicable amenity contributions (per acre or unit) and the estimated revenue the City can expect to receive from this Neighbourhood Concept Plan area are presented in the following table:

<b>ROSEMARY HEIGHTS BUSINESS PARK AND LIVE/WORK AREA</b>			
<b>AMENITY CONTRIBUTIONS<sup>1</sup></b>			
	<b>Per Acre Contribution Business Park</b> <i>Approx. 32 acres</i>	<b>Per Acre Contribution Live/Work Area</b> <i>Approx. 12 acres</i>	<b>Anticipated Revenue</b>
<b>Police Protection</b>	\$201.60 per acre	\$201.60 per acre	\$8,870
<b>Fire Protection</b>	\$870.92 per acre	\$870.92 per acre	\$38,320
<b>Park/Pathways Development</b>	\$ 2,306.82 per acre	\$2,306.82 per acre	\$101,500
<b>Library Materials</b>	N/A	\$113.40 per unit <i>@ 8 units per acre</i>	\$10,886
<b>Total Contribution (per acre)</b>	<b>\$3,379.34 per acre</b>	<b>\$3,379.34 per acre</b> <i>plus \$113.40 per unit for libraries</i>	
<b>Total Anticipated Revenue</b>			<b>\$159,576</b>

## Implementation of the Neighbourhood Concept Plan

### *Official Community Plan Amendment (Re-designation of Three Properties)*

The original boundaries of the Rosemary Heights Business Park are proposed to be changed as a result of public/property owner input and on-site characteristics. In particular, the original southern boundary of the Business Park was a watercourse, believed at the time to be a natural boundary separating Rosemary Heights from the Suburban area of North Grandview Heights. Upon closer inspection, the more southerly watercourse consists of a larger natural barrier and therefore it is proposed that three addition properties within (north) of this more southerly creek boundary be included in the Business Park. The three affected properties are identified on a map contained in Appendix C. An amendment to

Surrey's Official Community Plan is required to re-designate these properties from Suburban to Industrial.

### ***The Optional Live/Work Area***

Due to the optional live/work or business park designation on the eastern portion of the NCP area (north and south of Titman Creek), developments must be designed comprehensively to avoid land use conflicts and must be carefully co-ordinated with potential business park uses.

### ***Design Guidelines***

To achieve a comprehensively designed Business Park in an open space/campus-like setting, all development proposals in the Business Park will be required to comply with the Design Guidelines forming part of the Neighbourhood Concept Plan.

### ***Sign By-law Amendment***

To maintain a high quality and visually attractive streetscape in the Business Park, sign guidelines are proposed (see the Design Guidelines in Appendix VI of the attached Neighbourhood Concept Plan). It is proposed that no free-standing signs be permitted along 32 Avenue and 152 Street and that low, architecturally co-ordinated signs be maintained throughout the Business Park. Accordingly, Surrey's Sign By-law will need to be amended to contain specific sign regulations for the Rosemary Heights Business Park.

### ***Zoning By-law Amendments***

To enact the amenity contribution requirement, Surrey's Zoning By-law will need to be amended to add the Rosemary Heights Business Park and Live/Work Area to the list of Neighbourhood Concept Plans within which monetary contributions are required.

### ***Special Aesthetic Features***

Developers will be encouraged to provide specially lit and landscaped identification signs, ponds, fountains, decorative pavers and an enhanced landscaped cul-de-sac island on private property. Where similar features are located on public land, funding for the features will be derived in part from amenity contributions associated with landscaping open spaces and also through cost sharing arrangements determined at the time of development through servicing agreements.

### ***Live/Work Developments Study***

The concept of designing and building new live/work developments, particularly in the Surrey context, is untried, although market research suggests that there is a demand for this unique and innovative housing/business accommodation. The benefits of this type of development are that it would provide more choice and affordability in the housing/business market and could serve as an incubator for small businesses in Surrey.

The City is currently undertaking research and is developing policies and regulations for the applicability and implementation of live/work developments in Surrey. This study places particular



emphasis on proposed live/work developments in Rosemary Heights, East Newton and East Clayton. A report and recommendations arising from this study will be forwarded to City Council for consideration, and consequent policies and zoning mechanisms will be implemented in conjunction with live/work development proposals.

### ***Economic Development - Pre-zoning and Pre-servicing***

Surrey's Official Community Plan indicates as a key future direction, that the City should provide an adequate supply of accessible and serviced land for commerce and industry, because job creation is a critical element of the City's Economic Development Strategic Plan. The approval of the Rosemary Heights Business Park and subsequent rezoning and servicing would meet the following policy directives contained in the Official Community Plan:

- co-ordinate planning and economic development,
- create jobs close to home,
- pre-service sufficient industrial land for new business,
- encourage clean industries,
- improve City infrastructure for economic development, and,
- establish industrial and business parks.

## **CONCLUSION**

A City project team, in consultation with the property owners and the public, have prepared a development concept and engineering/funding/phasing strategy for the Rosemary Heights Business Park and Live/Work area.

The Neighbourhood Concept Plan addresses the objectives identified by the property owners and the community, and is consistent with the policy framework identified in Surrey's Official Community Plan and the Rosemary Heights Local Area Plan. Strategies have been identified for funding various amenities required for the Business Park and for ensuring that the Business Park will be a high quality, comprehensively designed development within a campus-like setting.

To ensure the successful and early development of the Business Park, programs for promoting development and marketing are proposed to be undertaken. An impending study of live/work developments in the Surrey context will assist in ensuring the viability and successful implementation of this new innovative land use.

Subject to Council's concurrence with the related report from the Engineering Department, it is recommended that the Neighbourhood Concept Plan for the Rosemary Heights Business Park and Live/Work area and the issues discussed in this report, be endorsed.

Murray D. Dinwoodie  
General Manager  
Planning & Development Department

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## Appendices

Appendix A: Rosemary Heights Business Park Proposal Land Use Map

Appendix B: Rosemary Heights Business Park and Live/Work Area Neighbourhood Concept Plan

Appendix C: Rosemary Heights Local Area Plan (Land Use Plan)

Appendix D: Proposed OCP Amendment

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