



# Corporate Report

NO: R069

COUNCIL DATE: March 22, 2004

---

## REGULAR COUNCIL

TO: Mayor & Council                      DATE: March 16, 2004  
FROM: General Manager, Planning      FILE: 0540-20 (EAC)  
and Development                              0540-20 (AAC)  
General Manager,                              6520-20  
Engineering                                      (Campbell  
Heights)  
SUBJECT: Campbell Heights – Agricultural and Environmental  
Issues

---

## RECOMMENDATION

It is recommended that Council:

1. Receive this report as information; and
2. Instruct the City Clerk to forward a copy of this report to each of the Environmental Advisory Committee and the Agricultural Advisory Committee as information.

## INTENT

This report provides information related to recommendations from the Environmental Advisory Committee (the "EAC") and the Agricultural Advisory Committee (the "AAC"), regarding the future development of the Campbell Heights area of the City. Council referred the recommendations, which are documented in the Background section of this report, to staff for a report.

## BACKGROUND

Staff of the Planning and Development Department, in conjunction with staff of the Engineering Department, made a presentation to the EAC at its meeting on October 16, 2003, regarding the Campbell Heights Local Area Plan, the proposed business development zones proposed for use in Campbell Heights and the design review process proposed for the initial phase of development in Campbell Heights. Information on drainage and environmental matters was also presented. Following the presentation, the EAC passed the following resolution:

- "1. That those lands within the Campbell Heights area having high and rare agricultural value, in particular the lands north of 32 Avenue, be preserved for agriculture uses and means be sought to have those lands included in the ALR.
2. That during the development of Campbell Heights that the integral headwaters of the Little Campbell River and the Twin Creeks be preserved, with respect to water quality and quantity".

Council considered these recommendations from the EAC at its Regular meeting on October 27, 2003 and resolved:

*"That the (above) recommendations of the Environmental Advisory Committee meeting held on October 16, 2003 with respect to Campbell Heights, be referred to staff".*

On October 27, 2003 Council also held a Public Hearing related to rezoning land in the Campbell Heights area to allow for the first phase of development in that area. A member of the EAC appeared before Council at that Public Hearing to present the above documented recommendations of EAC.

At its meeting on November 6, 2003, the AAC expressed concern about the amount of agricultural land being developed in Campbell Heights. The AAC suggested exploring the creation of a land bank north of 32nd Avenue to remain for agricultural uses and that these lands, including tree farms and power stations, should be included in the Agricultural Land Reserve ("ALR") or that a land swap take place involving these lands to ensure no overall loss of agricultural land.

## **DISCUSSION**

### **Lands North of 32 Avenue**

The Campbell Heights area (see Appendix I) has been designated for industrial use since the adoption of Surrey Official Community Plan By-law No. 2464 in 1966. In the 1980 South-East Surrey Local Area Plan, the lands in Campbell Heights, including those lands north of 32 Avenue, were specifically designated for General Industrial and Industrial Park Uses. In December 2000, Council approved a local area plan for Campbell Heights (see Appendix II). Under this plan, the lands north of 32 Avenue continue to be designated for industrial uses in the form of technology and/or business parks. Substantial areas along the boundary between Campbell Heights and the ALR are designated as open space corridors and buffers. The plan recognizes that the large parcels of land and flat terrain make the area very attractive for industrial development. The lands north of 32 Avenue within Campbell Heights, as referenced to in the EAC resolution, have never been included in the ALR.

#### Agricultural Considerations

The soils on the lots north of 32 Avenue in Campbell Heights have a classification rating of "4AF" according to the Land Capability for Agriculture Map. Land in this classification has limitations that require special management practices. These soils may also experience moisture deficiency and fertility limitations.

Notwithstanding the above, the soils north of 32 Avenue are particularly suitable for the growing of root crops such as potatoes and carrots. The fine, deep sand in the area is less likely to clump. This makes preparation of seed beds easier, produces better shaped vegetables and facilitates harvesting, resulting in less damage to the product. The well drained nature of the soils helps guard against pests and diseases. This, in turn, supports the growth of organic crops. The moisture and fertility limitations of the soil allow water and nutrients to be added in a controlled manner. This degree of control can result in almost greenhouse-like growing conditions.

The EAC representative who appeared before Council at the Public Hearing, related to rezoning the Phase I development lands in Campbell Heights, suggested that the lands in Campbell Heights, north of 32 Avenue, should be protected by way of being included in the ALR in exchange for other ALR lands in Surrey, with less agricultural value, being excluded from the ALR on an acre for acre basis.

While the Campbell Heights lands may be suitable for agriculture, their current designation and potential for industrial use is critical for the City to meet its objectives related to building a sustainable local economy.

#### Official Community Plan Objectives and Industrial Advantages

The City of Surrey has a regional commitment to increase local employment. It is estimated in the Campbell Heights Local Area Plan that between 42,000 and 52,000 jobs will be located in Campbell Heights at build out of the area. This additional employment will bring the City significantly closer to the objective of balancing the number of jobs in the City with the number of Surrey residents in the labour force. Industrial jobs tend to be full-time, skilled or semi-skilled, with relatively high wages. Business development in the area can thus be expected to contribute to a higher standard of living and quality of life for Surrey residents.

Campbell Heights is intended to be a major workplace area. It will be developed in a manner that provides for appropriate accessibility and integration with surrounding neighbourhoods. This will also help to minimize long commutes between home and work and all the related impacts that such commutes create.

Campbell Heights has several advantages that make the area well suited for industrial development. Most of the land is held in large parcels. This is ideal for many industrial users who need large floor plates. Time-consuming and potentially costly land consolidation is not required in Campbell Heights to the same degree as is necessary in other parts of the City. Soil conditions and topography in Campbell Heights are also ideal for industrial development in that pre-loading or pile foundations are not required. Campbell Heights also has a location advantage for businesses that need to be near the border. No other area in Surrey can offer a similar array of advantages.

### Financing and Servicing

In order to develop the infrastructure necessary for industrial development, a detailed financing strategy for Campbell Heights was developed. The key assumption behind the strategy was that the entire plan area would be developed for business uses. The lands north of 32 Avenue comprise approximately 40% of the Campbell Heights Area. They represent a significant component of the overall development area. Even if the area north of 32 Avenue was not be developed for business uses, only minor savings in servicing costs would be experienced. Development Cost Charges ("DCC"s) for the remainder of the Campbell Heights area would need to increase. The current DCC for Campbell Heights is just over \$107, 000 per developable acre, which is approximately two and one half times the rate for industrial development in most other areas of the City. With a loss of approximately 40% of the area (a minimum of 600 developable acres north of 32 Avenue), approximately \$53,500,000 in DCCs would not be collected. To cover this shortfall, the DCCs for the remaining area in Campbell Heights would need to be increased to approximately \$140,000 per developable acre. At such a rate, the economic viability and rate of development in the remainder of the Campbell Heights area could be compromised significantly.

Substantial financial resources have already been invested in Campbell Heights for water service. Sanitary sewers are expected to be constructed along 192 Street from 54 Avenue to the southerly part of the Campbell Heights area (i.e., south of 24 Avenue) this summer (see map attached as Appendix III) along with significant road, water and storm drainage improvements, all designed to facilitate long term development in the Campbell Heights area.

### Local Area Plan Guidelines Related to the Agricultural Interface

The Campbell Heights Local Area Plan contains policies for achieving an appropriate interface with adjacent Agricultural-designated lands. The Land Use Concept Plan respects the integrity and boundaries of the ALR. Development will not encroach into the ALR. A buffer will be required where business development abuts the ALR or Agricultural-designated lands outside the ALR. This buffer will be made up of a minimum building setback of 30 metres (100 ft.), including a landscaped strip at least 15 metres (50 ft.) wide. Along much of the west and north sides of the plan area, where the land slopes down to the ALR, the buffer will be substantially wider, measuring approximately 100 metres (328 ft.) or more in places. Portions of these areas with high environmental sensitivity are to be protected in a natural state.

### **Protecting Water Quality and Quantity**

A number of key features will be incorporated into the Campbell Heights development area to ensure water quality and quantity objectives are met and to preserve valuable environmental features in the area.

Water quality is being addressed both in relation to the construction phase and the design of the permanent storm drainage system. During construction, on-site silt control will be a requirement. This will be supplemented through the installation of temporary silt control ditches and a series of settlement ponds.

Permanent features for water quality in the area include a requirement that each lot have an oil/grease interceptor(s) installed at outlets from the site to treat site runoff prior to it entering the City system. The City storm system will also have a series of Stormceptor devices installed to control sediments and pollutants prior to discharge of storm water to the creeks. At each outfall, a biofiltration pond is designed to substantially remove any remaining pollutants/sediments. The stormceptors and biofiltration systems will be maintained by the City, thereby helping ensure continuous water quality compliance. Proposed new drainage by-laws will address the maintenance of the on-site systems. In summary, the quality of storm runoff will be managed by a multi-tiered treatment system in the area. Preservation of water quantity to the creek systems will be achieved through the design of the storm systems,

including a detention pond for the Stokes Creek system. For the Twin Creeks system, an exfiltration drainage system is proposed where storm water from the development area will be exfiltrated into the ground and the groundwater regime. This will help preserve the base flows in the creek. It should be noted that both Twin Creek and the Stokes creeks are ephemeral in nature. The water quality protection measures outlined above will help ensure the groundwater resource is also protected.

Regulatory agencies such as the Department of Fisheries and Oceans have been consulted through out the preliminary design of these systems and have approved the concepts.

## **CONCLUSION**

It is recommended that Council receive this report as information and instruct the City Clerk to forward a copy of the report to each of the Environmental Advisory Committee and the Agricultural Advisory Committee.

Murray Dinwoodie  
General Manager  
Planning and Development

Paul Ham, P. Eng.  
General Manager  
Engineering

TA/kms/saw

### Attachments:

- Appendix I - Map Illustrating the Campbell Heights Area
- Appendix II - Campbell Heights Land Use Plan, December, 2000
- Appendix III - Sanitary Sewer Alignment serving Campbell Heights

v:\wp-docs\admin & policy\04data\03011612.ta.doc  
SAW 3/22/04 10:33 AM

Appendix I

Appendix II





v:\wp-docs\admin & policy\04data\03011612.ta.doc  
SAW 3/22/04 10:33 AM