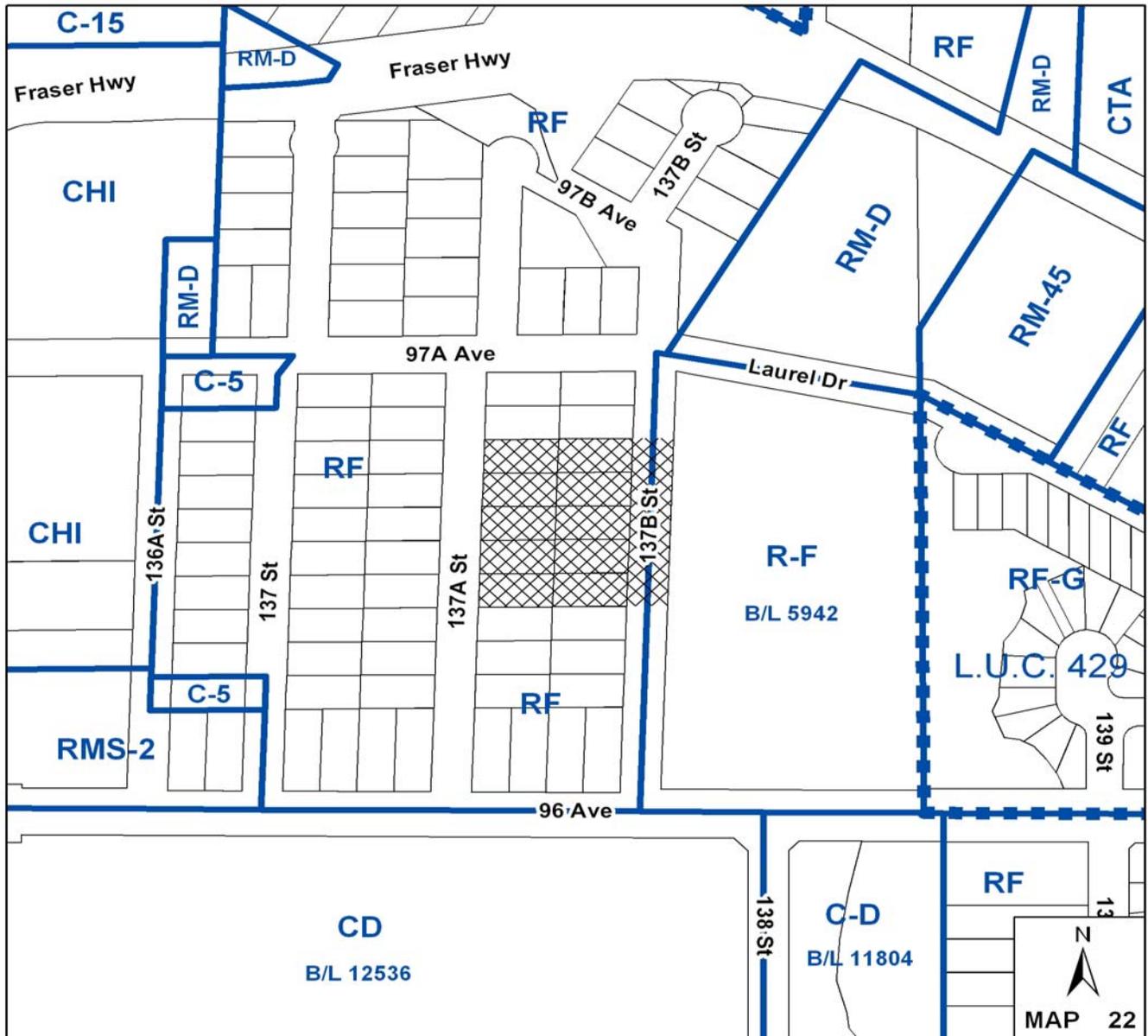


Proposal: Rezone from RF and R-F (By-law No. 5942) to CD and Development Permit to permit a 315-bed care facility.

Recommendation: Approval to Proceed

Location: 137A Street & 96 Avenue **Zoning:** RF and R-F (By-law No. 5942)

OCP Designation: Multiple Residential **Owners:** Various



PROJECT TIMELINE

Completed Application Submission Date: December 1, 2005
Application Revision & Re-submission Date: March 13, 2006
Planning Report Date: April 10, 2006

PROPOSAL

The applicant is proposing:

- a rezoning from RF and R-F (By-law No. 5942) to CD; and
- a Development Permit

in order to permit the development of a 315-bed care facility north of Surrey Memorial Hospital in Surrey City Centre.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the site from "Single Family Residential Zone (RF)" (By-law No. 12000) and "Family Residential Zone (R-F)" (By-law No. 5942) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. Council authorize staff to draft Development Permit No. 7905-0396-00 generally in accordance with the attached drawings (Appendix III).
3. Council instruct staff to resolve the following issues prior to final adoption:
 - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
 - (b) submission of a subdivision layout to the satisfaction of the Approving Officer;
 - (c) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
 - (d) submission of a landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) resolution of all outstanding building design issues to the satisfaction of the City Architect;

- (f) completion of the road closure and sale of a portion of 137B Street; and
- (g) removal of all buildings and structures to the satisfaction of the Building Division.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as identified in the attached (Appendix V).

SITE CHARACTERISTICS

- **Existing Land Use** Single family dwellings which will be removed.
- **East:** Vacant lot encumbered by BC Hydro and Terasen Gas rights-of-way and Lay Creek, zoned R-F (By-law No. 5942), designated Multiple Residential, under Application No. 7903-0241-00 (rezoning to CD at Third Reading to permit surface parking lot and office building for non-profit society).
- **South:** Older single family dwellings, zoned RF, designated Commercial.
- **West:** Older single family dwellings, zoned RF, designated Multiple Residential.
- **North:** Older single family dwellings, zoned RF, designated Multiple Residential.

PLAN AND POLICY COMPLIANCE

OCP Designation: Complies.

Background

- On December 19, 2005, the applicant submitted an application to close a portion of 137B Street, to consolidate this closed road allowance with 10 existing single family lots along 137B Street and 137A Street, together with a portion of the lot at 13845-96 Avenue to the east, and to rezone this new lot from Single Family Residential Zone (RF) and Family Residential Zone (R-F) (By-law No. 5942) to a Comprehensive Development Zone (CD) in order to permit the construction of a multi-level care facility.
- The applicant proposed to construct a two-storey building with 20 hospice beds, 30 sub-acute beds and 132 multi-level care beds.
- The applicant also proposed to locate the parking associated with this project on the lot at 13845-96 Avenue to the east.

- There is already an active land development application on the lot at 13845-96 Avenue (Application No. 7903-0241-00) to rezone the site from R-F to CD to permit surface parking and office uses for non-profit societies. There is also a rezoning by-law, By-law No. 15634 associated with Application No. 7903-0241-00 which is at Third Reading waiting for the applicant to complete all conditions of approval.
- As the two applications overlapped, it was proposed to rescind Rezoning By-law No. 15634 and to meld the two applications into one new application. This new application would propose to rezone the 11 subject lots to a new CD By-law under one servicing agreement for all the lots involved.
- However, the developer of the care facility has now decided not to include the lot at 13845-96 Avenue in the application and will be proceeding with a development on the 10 single family lots and closed portion of 137B Street only.
- Application No. 7903-0241-00 will proceed to final as a separate application as originally planned, once the applicant for this application has fulfilled all conditions of approval.

Area Context

- The area north of 96 Avenue, across from Surrey Memorial Hospital, bounded by King George Highway, Fraser Highway and the future alignment of East Whalley Ring Road, sometimes referred to as the Hospital Precinct, has been deemed appropriate for commercial uses that are hospital-related and for higher-density residential developments.
- The land along the north side of 96 Avenue and the land adjacent to King George Highway are envisioned to accommodate high-density commercial or mixed-use commercial uses that relate to Surrey Memorial Hospital.
- Medical offices and medical clinics, medical research offices, uses related to Surrey Memorial Hospital, and care facilities are the types of uses envisioned for these properties.
- To take advantage of their location between the King George SkyTrain Station and Surrey Memorial Hospital, it is anticipated that other lands in the Hospital Precinct will be developed as high-density residential projects.
- The proposed care facility, given that it is both hospital-related and residential in nature, conforms to the long term vision for this area.

Current Application

- The applicant is proposing to consolidate ten, existing single family lots, and a portion of 137B Street into one large lot and to rezone the new lot to a Comprehensive Development Zone(CD) to permit the development of a care facility.
- The area of this new lot will total 7,620 square metres (1.9 acres).

- The subject site in Surrey City Centre is currently designated Multiple Residential under the Official Community Plan (OCP).
- The ten single family lots are zoned Single Family Residential Zone (RF) under Zoning By-law No. 12000.
- When title is raised for the portion of 137B Street that is proposed to be closed, this new lot will be split-zoned RF and R-F (By-law No. 5942) as the adjoining lot to the east at 13845-96 Avenue is currently zoned R-F (By-law No. 5942).
- As a result, the applicant will be required to rezone the subject site from RF and R-F (By-law No. 5942) in order to accommodate the proposed care facility.
- The proposed care facility is intended to accommodate 20 hospice beds, 30 sub-acute beds, and 265 multi-level care beds, for a total of 315 care beds.
- Hospice care is provided to patients who have a limited life expectancy. Although most hospice patients are cancer patients, hospices accept anyone regardless of age or type of illness. Hospice patients have made a decision to spend their days in a homelike setting, rather than in a hospital.
- Sub-acute care is a term used to describe care that does not require hospitalization, but cannot be given in a lesser setting such as home or a custodial care setting. Generally, it is care provided after a stay in the hospital following an illness or after surgery.
- A typical sub-acute care unit provides nursing services along with physical therapy, occupational therapy, and speech therapy. The unit is designed for a short term stay and the goal is to transition individuals from the hospital to home, assisted living, or to long-term care.
- Many different conditions are treated including orthopedic injuries such as a fractured hip, neurological injuries such as strokes, and post acute rehabilitation following surgery just to name a few.
- Multi-level care, also called complex care, is the general care of the elderly and infirmed who have limited mobility and need assistance with bathing and other daily tasks.
- The multi-care rooms all have a two-piece bathroom but do not have any kitchen or cooking facilities. Meals are prepared for multi-level care residents by the staff of the facility.
- The proposed building will be 6 storeys in height along the southern portion of the site and will, because of the slope of the land, be 5 storeys in height at the northern edge of the site.
- The proposed building will contain a gross floor area of 16,375 square metres (176,265 sq .ft.) which will result in a floor area ratio (FAR) of 2.1 which is below the maximum FAR of 2.5 permitted in the Multiple Residential Designation in Surrey City Centre

- The applicant will be required to dedicate and construct an 8.0-metre (26 ft.) wide lane along the southern frontage of the subject which will act as an access to the underground parking component of the project and which will act as alternate access for the lots to the south of the subject site, should these lots consolidate to create one large development site at some time in the future.
- When the lot at 13845-96 Avenue to the east of the subject site develops, the developer of this lot will be required to extend this 8.0-metre (26 ft.) wide lane from 137B Street to the future East Whalley Ring Road to facilitate traffic movement in the area.
- The proposed overall road network for this portion of the Hospital Precinct is shown in Appendix V.

Proposed CD By-law

- Care facilities in town centre areas are normally accommodated within the "Special Care Housing 2 Zone (RMS-2)".
- The maximum density allowed in the RMS-2 Zone, however, is a floor area ratio (FAR) of 1.0, which is far below the 2.3 FAR proposed by the developer.
- As a result, a CD By-law will be required to accommodate the proposed density.
- The proposed CD By-law will be based, generally, on the RMS-2 Zone, with some notable exceptions.
- The front (west), rear (east) and south side yard setbacks have been reduced from the required 7.5-metre (25 ft.) setbacks to 6.0 metres (20 ft.) to reflect the urban, City Centre context of the development.
- A 7.5-metre (25 ft.) setback has been maintained along the northern side property to less the impact of the proposed development on existing and future residential development to the north.
- Site coverage has been increased from 50% permitted in the RMS-2 Zone to 75%.
- Maximum building height has been increased from 13 metres (43 ft.) permitted in the RMS-2 Zone to 23 metres (75 ft.) to accommodate the proposed 6-storey building.
- The proposed CD By-law also reflects reduced on-site parking requirements.
- To service the proposed development, the Zoning By-law requires 105 parking spaces for employees, 1 parking space per doctor, 79 parking spaces for visitors and 2 drop-off parking spaces for a total of 187 parking spaces.
- The applicant is proposing to provide 144 underground and 11 surface parking spaces for a total of 152 parking spaces which is 35 fewer parking spaces than the 187 parking spaces required under the Zoning By-law.

- The 152 parking spaces proposed by the applicant translates into a parking ratio of 0.48 parking stalls per bed.
- The applicant suggests that since the subject site is located close to the King George SkyTrain Station and to public transit along King George Highway it is probable that a number of staff and visitors to the facility will use public transit which will reduce the need for on-site parking.
- It should be noted that parking standards for multiple residential and commercial developments in Surrey City Centre are discounted by 20% in response to the high level of public transit found in the area.
- Care facilities, however, do not, at present, qualify for the 20% reduction in parking requirements that other uses in City Centre enjoy.
- With the 20% reduction in parking standards applied to other City Centre uses, 150 parking spaces would be required, which is just below the 152 parking spaces being proposed by the developer.
- Further, the Fleetwood Place care facility on 160 Street and 83 Avenue in Fleetwood, which was constructed by, and is operated by, the same developers as the subject application, was approved with a parking standard of 0.40 parking stalls per bed, which is lower than the standard of 0.48 parking stalls per bed being proposed for the subject application.
- To justify the lower parking standard with respect to the Fleetwood Place project, the applicant engaged a Traffic Consultant to prepare a report with respect to parking standards for care facilities in Surrey in comparison with the parking standards imposed in other municipalities. The report also studied existing care facilities in Surrey to ascertain the actual parking demand for these facilities.
- The Traffic Consultant's report concluded that the parking standards for care facilities in Surrey are too high and, based on the Consultant's findings, City staff supported a reduction in parking for the Fleetwood Place care facility.
- Over the years, a number of developers have expressed the view that the parking standards for care facilities in Surrey are too high.
- It should be noted that, in response to the concerns of developers that the parking standards for care facilities and assisted living projects in Surrey are too high, and based on Traffic Consultant's reports that have been prepared for various projects throughout the City, the Engineering Department has engaged a consultant to review the parking standards for care facilities and assisted living developments in Surrey. This report, however, is not yet complete.
- Based on the fact that the subject site is located in Surrey City Centre, close to public transit and based on the experience of the Fleetwood Place project, a reduction in parking to 0.48 parking spaces per bed can be supported.

PRE-NOTIFICATION

- When the original application, which included the property at 13845-96 Avenue to the east was first submitted, pre-notification letters were sent to neighbourhood land owners on January 12, 2006.
- In response to the original pre-notification letter, staff received three telephone calls.
- Two of these calls commented on the existing application on the lot at 13845-96 Avenue while only one telephone caller commented on the care facility aspect of the project.
- This one telephone caller expressed concern that a care facility was being proposed next to a hydro corridor due to the health risks posed by such corridors. (It should be noted that the west side of the lot at 13845-96 Avenue adjacent to the proposed care facility is encumbered by a series of high-tension hydro-electric power lines.)
- A second pre-notification letter was sent out to area property owners on March 17, 2006 apprising property owners that the lot at 13845-96 Avenue was no longer part of the application and apprising property owners that the applicant had increased the size of the proposal.
- To date, staff has received three telephone calls with respect to the proposed project.
- One caller supported the project indicating that redevelopment of the area was inevitable and that the project would help clean up the area that is characterized by absentee landlords and properties on which illegal and unwelcome activities occur.
- Two other callers indicated that they felt that the project was too dense for the site, that the project would exacerbate the parking problems that already exist in the neighbourhood, that the project would greatly increase traffic in the neighbourhood, and the project would lead to increased crime.

DESIGN PROPOSAL AND REVIEW

- The proposed building will be 6 storeys or 20 metres (66 ft.) in height and will be rectangular in shape, designed around a central interior courtyard.
- Due to the slope of the site, the south side of the building will be 6 storeys in height while the north side will be 5 storeys in height.
- The applicant will be required to dedicate and construct an 8.0-metre (26 ft.) wide lane along the southern portion of the property.
- The front entry of the building will be located on the southwest corner of the building, at the intersection of this lane and 137A Street.
- The applicant is proposing to construct a short-term drop-off and parking area along the south face of the building, parallel to the lane and adjacent to the front entry of the building.

- The front entry will be made entirely of glazing to reinforce the entry and make it more pedestrian oriented. Doors will face both the lane and 137A Street, which is intended to become a major pedestrian route from the King George SkyTrain Station to the main entry of Surrey Memorial Hospital.
- The building is highly articulated and consists of a number of planes, setbacks and jogs and is clad in a variety of materials to enhance this articulation.
- The base of the building will be clad in ground concrete block, that will be beige in colour, and which will add weight and a sense of permanency to the building. This concrete block cladding will extend up to portions of the second and third levels on several façades.
- Other portions of the façades will be clad in dark brown or olive green hardiboard.
- Sections of the building that stand out from the face of the building will be clad in dark beige-coloured stucco.
- The entry canopy and canopies over the windows will be made of cedar stained wood.
- Clear aluminum metal will be used for window frames and siding trim.
- Except for the short-term drop-off area along the south side of the building, all parking will be underground. The entry to the parking garage will be from the lane along the south side of the property.
- Due to the slope of the site, access to the parking will be at grade. Ramps within the parking garage itself will lead to the lower level of underground parking.

ADVISORY DESIGN PANEL

- ADP Meeting: March 22, 2006
- Although the ADP members were generally satisfied with the design and quality of the proposed building there were a number of issues that the ADP members felt needed additional review and refinement. These issues are as follows:
 - The drop-off and short term parking along the southern face of the building needs to be revisited to ensure the maximum comfort and safety for residents of the facility and to meet traffic movement and safety concerns.
 - The entry and entry canopy need to be revised to reinforce the visual appeal of the entryway and to make it more inviting for pedestrians.
 - The canopy over the entryway needs to be brought down to a more pedestrian scale and made more prominent.

- The grading at the northwest corner of the building needs to be rethought in order to avoid creating interior activity and outdoor areas that are below the level of the street.
- Rooflines and building massing needs to be reviewed to maximize the amount of light that reaches the internal courtyard.
- Canopies and rooflines need to be simplified and broadened to match the scale of the building.
- The applicant is currently in discussions with Roads & Transportation with respect to the ultimate alignment of the lane along the southern property line.
- As the ultimate location of this lane will have major impacts on the design of the entry and the design of the south side of the building as well as on the drop-off and parking area, revised plans cannot be forthcoming until this issue has been resolved.
- The applicant has agreed, however, that all of the issues raised by the ADP members will be addressed prior to the application being brought forward to Council for final approval.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Contour Map
Appendix III.	Proposed Site Plan, Floor Plans, Elevations and Landscape Plans
Appendix IV.	Proposed Area Road Network
Appendix V.	Engineering Summary
Appendix VI.	ADP Comments
Appendix VII.	Proposed CD By-law

INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated March 28, 2006.
- Soil Contamination Review Questionnaires prepared by Kirk Fisher dated April 5, 2006 and Anthony Hill dated August 31, 2005.

How Yin Leung
Acting General Manager
Planning and Development

GAG/kms

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- (g) Civic Address: 9653 - 137B Street
 Owner: Fleetwood Villa Holdings Ltd., Inc. No. 672611
 PID: 010-013-792
 Lot 53 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725
- (h) Civic Address: 9661- 137B Street
 Owner: Fleetwood Villa Holdings Ltd., Inc. No. 672611
 PID: 010-013-733
 Lot 51 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725
- (i) Civic Address: 9671 - 137B Street
 Owner: Fleetwood Villa Holdings Ltd., Inc. No. 672611
 PID: 002-655-233
 Lot 49 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725
- (j) Civic Address: 9677 - 137B Street
 Owners: 0727873 B.C. Ltd., Inc. No. 072873
 PID: 010-013-687
 Lot 47 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725
- (k) Civic Address: 9687 - 137B Street
 Owners: Fleetwood Villa Holdings Ltd., Inc. No. 672611
 PID: 002-090-945
 Lot 45 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725
- (l) Portion of 137B Street, dedicated on Plans 14725 and 17876

3. Summary

- (a) Introduce a By-law to rezone the site (and a portion of road allowance).

DEVELOPMENT DATA SHEET

Proposed Zoning: CD

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA* (in square metres)		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		7,620 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures		
Paved & Hard Surfaced Areas		
Total Site Coverage		
SETBACKS (in metres)		
Front (West)	6.0 m	6.8 m
Rear (East)	6.0 m	6.8 m
Side #1 (North)	7.5 m	7.5 m
Side #2 (South)	6.0 m	6.8 m
BUILDING HEIGHT (in metres/storeys)		
Principal	20 m	19.2 m
Accessory	4.5	
NUMBER OF RESIDENTIAL UNITS		
Bachelor		
One Bed		
Two Bedroom		
Three Bedroom +		
Total		
FLOOR AREA: Residential		
FLOOR AREA: Commercial		
Retail		
Office		
Total		
FLOOR AREA: Industrial		
FLOOR AREA: Institutional		17,442 m ²
TOTAL BUILDING FLOOR AREA	19,000 m ²	17,442 m ²

** If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)	2.5	2.3
AMENITY SPACE (area in square metres)		
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial		
Industrial		
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Visitors		
Institutional		
Total Number of Parking Spaces	151	152
Number of disabled stalls		
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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CONTOUR MAP FOR SUBJECT SITE

