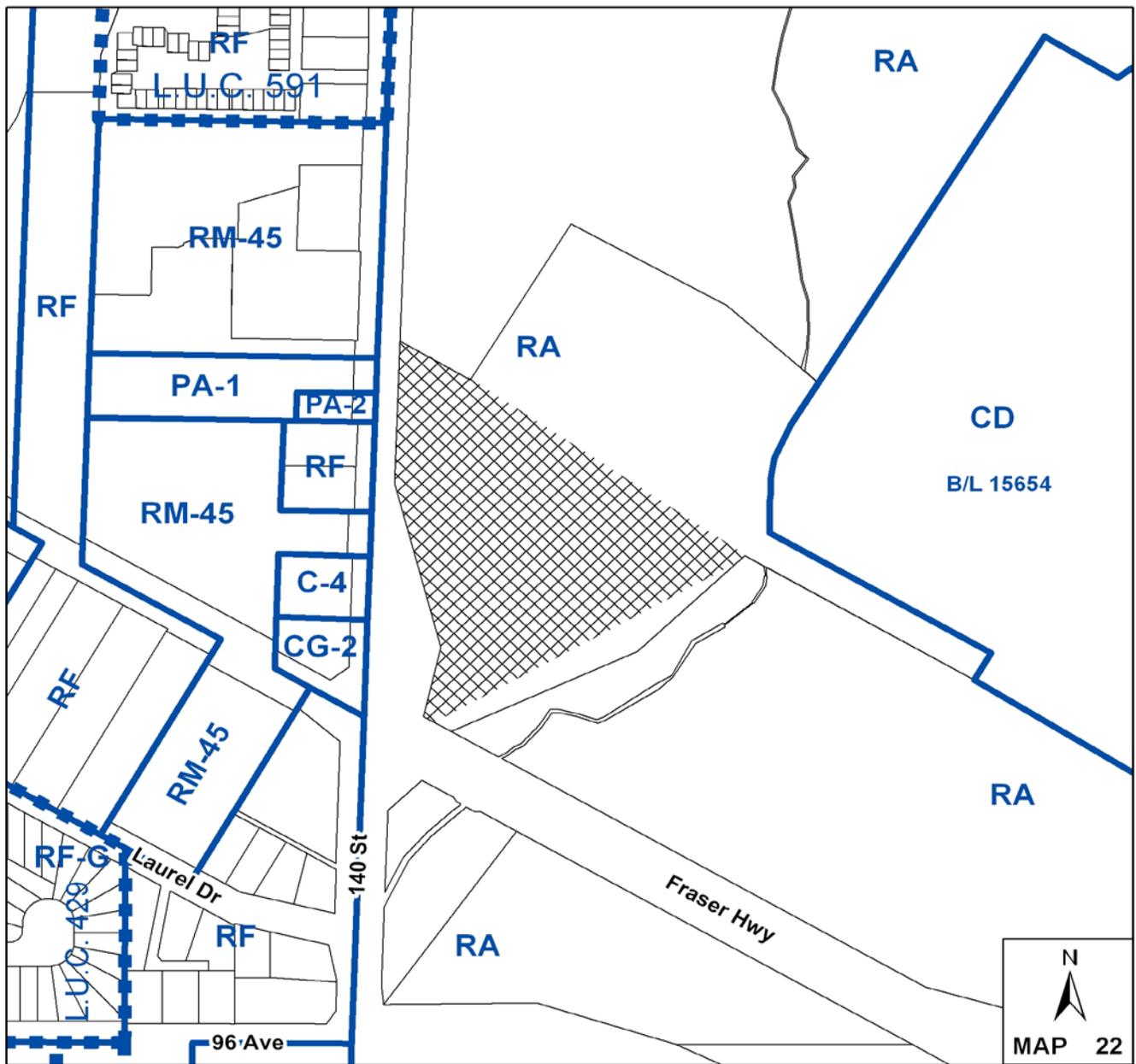


Proposal: Rezone from RA to CD to permit the development of an outpatient facility for the Fraser Health Authority.

Recommendation: Approval to Proceed

Location: Portion of 9750 - 140 St **Zoning:** RA
OCP Designation: Conservation **Owner:** Fraser Health Authority



PROJECT TIMELINE

Initial Application Submission Date: January 11, 2007
Completed Application Submission Date: April 25, 2007
Planning Report Date: June 25, 2007

PROPOSAL

The applicant is proposing:

- a rezoning from RA to CD

in order to permit the development of an outpatient facility for the Fraser Health Authority at the north-east corner of Fraser Highway and 140 Street.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone a portion of the property from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. 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 plan to the specifications and satisfaction of the Approving Officer; and
 - (c) submission of a Development Permit application and completion of all necessary revisions to comply with the Urban Design Objectives and Guidelines (Appendix VI).

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 IV).

Environmental Review Committee (ERC): The ERC supports the proposed reduction in the stream setback protection area, provided the area is dedicated to the City.

SITE CHARACTERISTICS

- **Existing Land Use** Vacant.
- **Significant Site Attributes** A stream, a tributary of Quibble Creek, runs along the east side of the property.
- **East:** Green Timbers Arboretum.
- **South:** Across Fraser Highway, Green Timbers Urban Forest, zoned RA, designated Conservation.
- **West:** Across 140 Street:
 - Proposed service station site (Application No. 7904-0178-00), zoned CG-2 and C-4, designated Multiple Residential;
 - Three-storey apartment buildings, zoned RM-45, designated Multiple Residential;
 - Single family dwellings, zoned RF, designated Multiple Residential; and
 - Surrey Community Services Society buildings, zoned PA-1 and PA-2, designated Multiple Residential.
- **North:** Provincial Government Buildings, zoned RA, designated Conservation.

PLAN AND POLICY COMPLIANCE

OCP Designation: Complies, as public uses are allowed in any land use designation.

DEVELOPMENT CONSIDERATIONS

Background

- The Fraser Health Authority (FHA) is proposing to construct an outpatient facility (OPF) at the northeast corner of Fraser Highway and 140 Street.
- An OPF is intended to relieve the pressure on the Emergency Unit and other areas of Surrey Memorial Hospital by relocating a number of high-intensity, heavily-used facilities and uses from the main Surrey Memorial Hospital campus to this satellite facility.
- The OPF is a facility that provides medical services similar to the services provided by a hospital, with the notable exception that there will be no patients staying in the facility over night and there will be no Emergency Room facilities.
- The OPF will contain surgical suites for day surgeries only, diagnostic spaces, and treatment spaces, including areas for cancer treatment therapies and dialysis.
- The facility also includes shared office space used by doctors using the facility, as well as support spaces and staff areas.

- Limited retail space to service both patients and staff will be incorporated into the design of the building.

Official Community Plan and Zoning

- The 2.35-hectare (5.8-acre) subject site at 9750-140 Street, at the northeast corner of Fraser Highway and 140 Street, is designated Conservation under the Official Community Plan (OCP).
- Although the Conservation Designation of the OCP is intended for major parks, open spaces and environmentally sensitive areas, the General Provisions of the OCP states that public uses, such as hospitals and government facilities, including those developed and managed jointly by the public and private sectors, are permitted in any land use designation. As the OPF is considered to be a hospital and other proposed uses on the site are considered government uses, related to the hospital use, an amendment to the OCP is not required.
- However, the subject site is zoned One-Acre Residential Zone (RA), which permits only single family residences, and will need to be rezoned to a Comprehensive Development (CD) Zone to accommodate the proposed development.

Proposed Rezoning and Development Permit Process

- In Surrey, the various land development applications that form a development project, generally run concurrently.
- The subject proposal requires both a rezoning application and a Development Permit application which, in accordance with Surrey's standard process, would be reviewed and considered by staff and Council at the same time.
- The subject proposal will be proceeding as a Public-Private Partnership (P3). As a result, the FHA will be sending out a proposal call for those developers who may be interested in the project to submit a detailed proposal.
- In order to provide the prospective development proponents with a level of certainty with respect to the ultimate zoning on the site, the FHA has requested that the rezoning application for the project advance to Third Reading prior to undertaking the proposal call for P3 proponents.
- As a result, the FHA is requesting that the project deviate from Surrey's standard practice and proceed in two steps, with Council considering the rezoning of the site first, prior to the selection of the successful proponent, and considering the Development Permit later, once the successful proponent has had to time to prepare a detailed site layout and building design.
- With this approach, it is anticipated that the rezoning application will proceed to Public Hearing and Third Reading of the Rezoning By-law (should Council deem the project appropriate to proceed to Third Reading).
- The Rezoning By-law will then remain at Third Reading while the FHA proceeds to select a proponent to undertake the design and construction of the OPF.

- Once chosen, the successful proponent will be required to submit a Development Permit application that will address and regulate the site layout and design of the proposed buildings and structures on the site.
- The Development Permit application will proceed through the usual Development Permit application review process.
- Once all aspects of the Development Permit application review process are completed and all conditions of approval finalized, Final Reading of the Rezoning By-law and issuance of the Development Permit will proceed to Council concurrently.
- With this approach, detailed Engineering comments with respect to servicing will be deferred to the Development Permit stage, rather than at the Rezoning stage, as is the current practice.
- All servicing issues, however, will be resolved prior to consideration of Final Reading of the Rezoning By-law and issuance of the Development Permit.
- A two-step process was employed with the application for the RCMP Division E headquarters project (Application No. 7904-0437-00), which is located just to the northeast of the subject site.
- With the RCMP Division E headquarters project, Council considered the rezoning of the site independent of the Development Permit, granting Final Reading of Rezoning By-law on March 7, 2005 and deferring servicing requirements to the Development Permit stage, which is anticipated once funding for the project is forthcoming.

Phased Development

- It is anticipated that the project will be built in phases over the next several years. The proposed CD By-law will be structured to accommodate the project at ultimate build-out.
- Phase 1 will consist of a 4-storey OPF building containing approximately 17,000 square metres (183,000 sq. ft.) of gross floor area, that will contain surgical suites, diagnostic and treatment areas and shared office space.
- Phase 1 will also contain approximately 450 square metres (4,800 sq. ft.) of retail commercial space which consist of a pharmacy, a small café or food service outlet and a small convenience-type store.
- Although some surface parking is envisioned, the majority of the parking for the facility will be located either underground or in a multi-level, above-ground parkade, depending on which option the successful proponent deems to be the most cost efficient.
- The FHA anticipates that there will be two future expansions to the OPF at some time in the future.
- Phase A of the expansion will consist of an additional 2,900 square metres (31,000) of gross building area, along with a commensurate expansion of the underground parking or above-ground parkade.

- Phase B will consist of an additional 8,700 square metres (94,000 sq. ft.) of gross building area, along with a commensurate expansion of the underground parking or above-ground parkade.
- It is also anticipated that an additional 550 square metres (6,000 sq. ft.) of retail commercial space will be constructed in future phases.
- There is also a possibility that, in the future, a medical office building, up to 7 storeys in height, may be constructed on the site. This office building will operate as a joint venture between the FHA and the P3 proponent, and will contain offices for doctors and other medical practitioners who would be using the surgical, diagnostic and treatment facilities of the OPF.
- The FHA has provided a conceptual site plan to demonstrate how the site will likely be configured at build-out. This conceptual plan is shown in Appendix III.
- Until the successful P3 proponent is selected, it is unclear if only one Development Permit covering the project to ultimate build-out will be required, or if separate Development Permits will be required for each phase of the project.

Stream Setback Protection

- A tributary of Quibble Creeks runs along the east side of the subject site. A portion of the OPF site falls within the 30-metre (100-ft.) wide stream-setback protection along this creek.
- A setback relaxation from 30 metres (100 ft.) to 22 metres (72 ft.) was supported by the City's Environmental Review Committee, which includes a representative of the Federal Department of Fisheries and Oceans (DFO) in exchange for habitat improvements proposed by the applicant, and dedication of the setback area to the City.
- The Green Timbers arboretum is located on the adjoining lot to the east, on east side of the subject creek.
- It is anticipated that, eventually, title to the lot on which the arboretum is located will be transferred from the Province to the City and added to the Parks, Recreation and Culture land inventory.
- As a result, the applicant will be required to dedicate the stream setback protection area on the subject site to the City so that the environmental setback areas on both sides of the creek can be administered by the City as part of the Green Timbers arboretum facility.

Proposed CD Zone

- The proposed CD By-law for the site is based loosely on the PI Zone in that a hospital is a permitted use in the PI Zone, but otherwise is worded to accommodate this specific development.
- The proposed CD By-law will allow a hospital as the principal permitted use on the site. The proposed CD By-law will also allow offices, parking facilities and limited retail space as accessory permitted uses.

- The FHA anticipates an ultimate build-out on the site of approximately 47,000 square metres (506,000 sq. ft.) The proposed CD By-law sets the maximum Floor Area Ratio (FAR) at 2.5 which is large enough to accommodate the proposed project at ultimate build-out.
- The proposed CD By-law permits a maximum building height of 30 metres (100 ft.) which should be adequate to permit the development of the anticipated 7-storey office building.
- Parking requirements will be those currently outlined in the Zoning By-law for hospital, office and retail uses.

PRE-NOTIFICATION

- Pre-notification letters were sent on May 1, 2007. Staff received three phone calls in response.
 - One caller requested additional information about the project. One caller indicated support for the project.
 - One caller expressed concern about the project, indicating that traffic was already very heavy along 140 Street and that the facility would only exacerbate the problem. The caller also expressed concern that the proposed buildings may be higher than three-storeys in height, which is higher than the three-storey buildings on the west side of 140 Street in which the caller lives.

(It is anticipated that the intersection of Fraser Highway and 140 Street will be realigned later this year and that 140 Street and Fraser Highway will be widened to four lanes over the next few years, which will greatly improve traffic flow along 140 Street. Additional traffic signals may also be installed along 140 Street in conjunction with this project to further regulate traffic flow.)

Although a portion of the proposed building, or buildings, on-site may be as high as 7 storeys in height, the proposed buildings should not impact the three-storey apartment buildings on the west side of 140 Street. The subject site is separated from the existing apartment buildings by 140 Street, which will eventually be a 27-metre (89 ft.) wide arterial road. Further separation is provided from 140 Street by a row of single family dwellings that will be redeveloped for multiple-residential use in the future.)

PUBLIC CONSULTATION

- A Public Information Meeting was held on Thursday, May 10, 2007 from 5:30 p.m. to 9:00 p.m. in the North Surrey Recreation Centre.
- Five members of the public attended the Public Information Meeting, as well as a representative of the Planning & Development Department, a representative of the Green Timbers Heritage Society, and representatives of FHA and their consultants, IBI Group.
- One member of the public worked at another facility operated by the FHA and was interested in job opportunities at the OPF.

- One member of the public indicated support for the project.
- Three members of the public expressed concern with respect to additional vehicle traffic along 140 Street which would make access to and egress from their properties along 140 Street more difficult.

(As noted in the Pre-notification Section, it is anticipated that the intersection of Fraser Highway and 140 Street will be realigned later this year and that 140 Street and Fraser Highway will be widened to four lanes over the next few years, which will greatly improve traffic flow along 140 Street. Additional traffic signals may also be installed along 140 Street in conjunction with this project to further regulate traffic flow.)

ADDITIONAL CONSULTATION

- The applicant met with the Green Timbers Heritage Society to discuss the proposed project.
- The Green Timbers Heritage Society has submitted a letter indicating support for the project. (Appendix V)
- With respect to the plants to replace the hedge that is now located in the realigned 140 Street road allowance, the Engineering Department has indicated that the City will work with the Green Timbers Heritage Society on a landscaping plan for the boulevards and median along this section of 140 Street.

DESIGN GUIDELINES

- Currently, the FHA has submitted only conceptual plans showing, in a general sense, how the buildings on the site will likely be arranged.
- However, once detailed planning for the site begins, there are a number of design guidelines that need to be addressed by the developer to ensure that the layout of the site and the building designs meet the standards and expectations of the City and adequately address the context of the facility.
- These design objectives and guidelines are outlined in Appendix V.
- Once the P3 proponent has been selected, it is anticipated that the successful proponent, will ensure that these guidelines are addressed and used in developing a detailed site layout and detailed building designs.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners and Action Summary
Appendix II.	Contour Map
Appendix III.	Conceptual Site Plan
Appendix IV.	Engineering Summary
Appendix V.	Letter from Green Timbers Heritage Society
Appendix VI.	Urban Design Objectives and Guidelines
Appendix VII.	Proposed CD By-law

INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated June 20, 2007.
- Soil Contamination Review Questionnaire prepared by Yijin Wen dated June 15, 2007.

How Yin Leung
Acting General Manager
Planning and Development

GAG/kms

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Information for City Clerk

Legal Description and Owners of all lots that form part of the application:

1. (a) Agent: Name: Tony Gill, IBI
 Address: 700 - 1285 W. Pender
 Vancouver, B.C.
 V6E 4B1
 Tel: 604-683-8797

2. Properties involved in the Application
 - (a) Civic Address: Portion of 9750 - 140 Street

 - (b) Civic Address: Portion of 9750 - 140 Street
 Owner: Fraser Health Authority
 PID: 027-060-411
 Block G Section 36 Block 5 North Range 2 West New Westminster District

3. Summary of Actions for City Clerk's Office
 - (a) Introduce a By-law to rezone the property.

CONTOUR MAP FOR SUBJECT SITE

