

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7908-0002-00

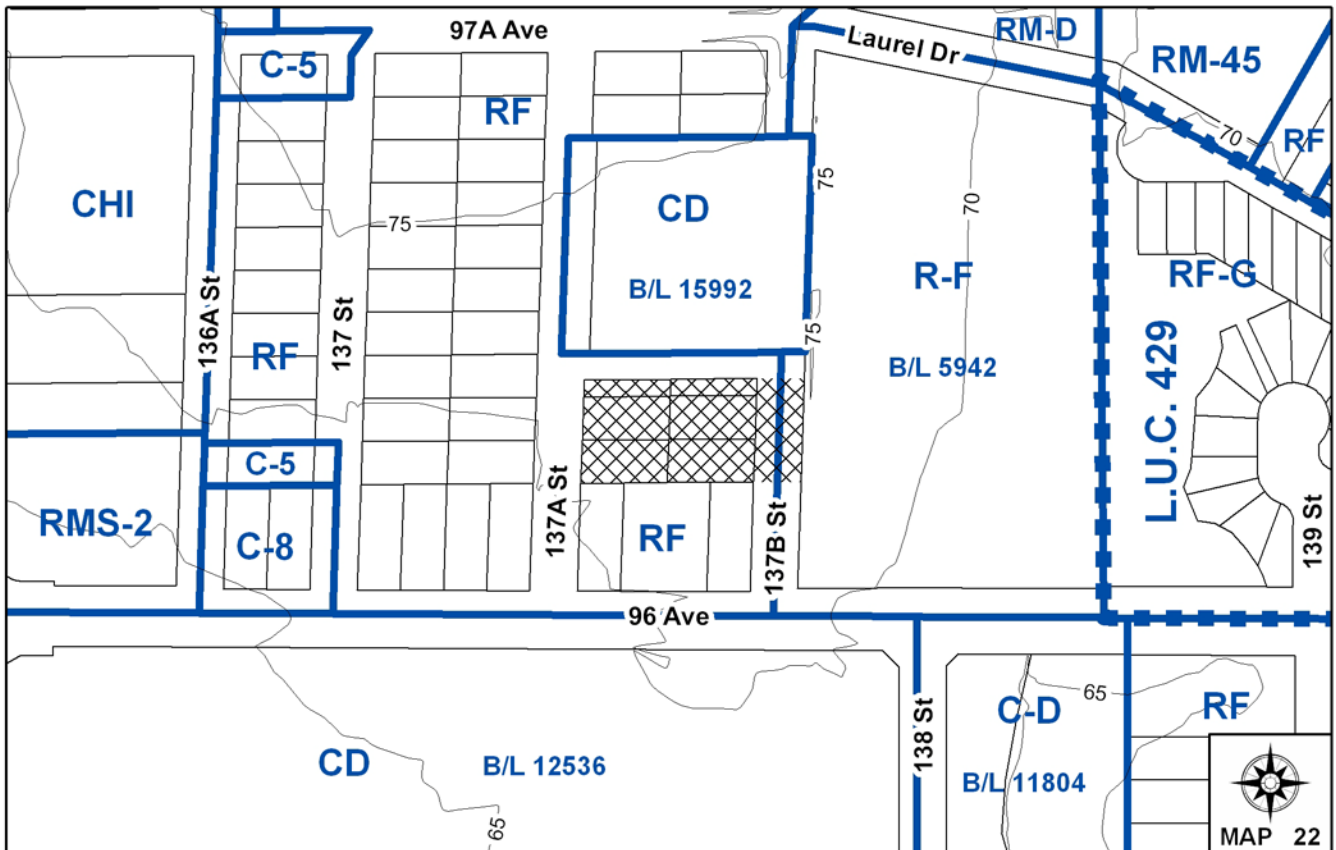
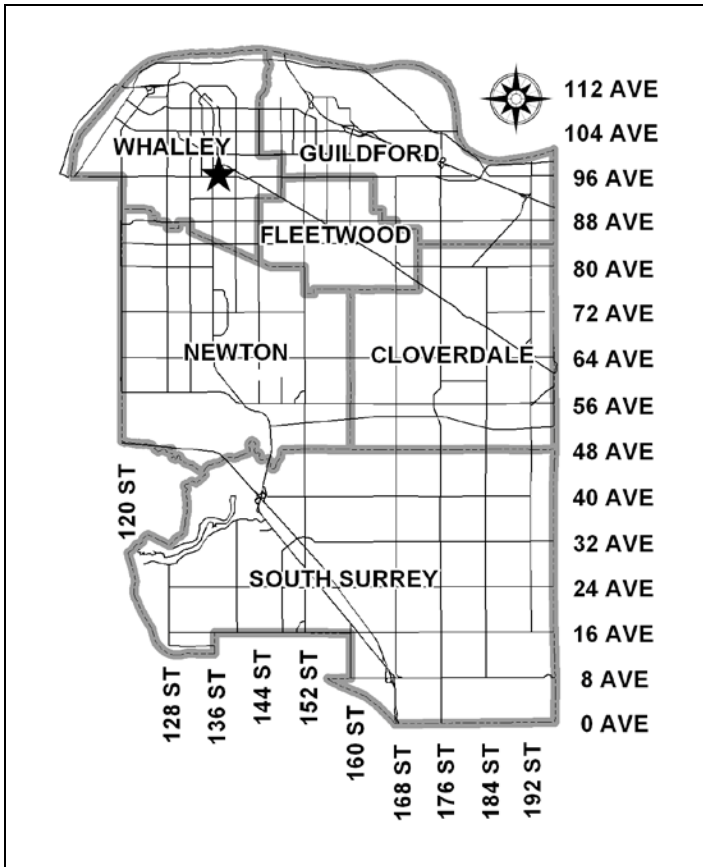
Planning Report Date: June 16, 2008

PROPOSAL:

- **OCP Amendment** from Commercial to Multiple Residential
- **Rezoning** from RF and R-F (By-law No. 5942) to CD (based on RMS-2)
- **Development Permit**

in order to permit the development of a care facility in City Centre.

LOCATION: 9600 Block of 137A/137B Streets
OWNER: South Laurel Lands Development Ltd.
ZONING: RF and R-F (By-law No. 5942)
OCP DESIGNATION: Commercial



RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for OCP Amendment.
- By-law Introduction and set date for Public Hearing for Rezoning.
- Approval to draft Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Requires redesignation from Commercial to Multiple Residential to accommodate the proposed density.

RATIONALE OF RECOMMENDATION

- The proposed use, density and building form are appropriate for this part of Surrey City Centre, and will be compatible with the new care facility to the north.

RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating the subject site from Commercial to Multiple Residential and a date be set for Public Hearing.
2. Council determine the opportunities for consultation with persons, organizations and authorities that are considered to be affected by the proposed amendment to the Official Community Plan, as described in the Report, to be appropriate to meet the requirement of Section 879 of the Local Government Act.
3. a By-law be introduced to rezone the subject 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.
4. Council authorize staff to draft Development Permit No. 7908-0002-00 in accordance with the attached drawings (Appendix III).
5. 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 plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect;
 - (e) resolution of all urban design issues to the satisfaction of the City Architect;
 - (f) demolition of existing buildings and structures to the satisfaction of the Planning and Development Department;
 - (g) completion of the road closure and acquisition of 137B Street; and
 - (h) registration of reciprocal access agreement between the subject site and the adjoining properties to the south, at 9620 - 137A Street and 13775 - 96 Avenue, to permit a driveway access to the subject site.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined in Appendix IV.

SITE CHARACTERISTICS

Existing Land Use: Temporary surface parking to service the temporary trailers for the Cancer Society on the adjoining lots (Temporary Use Permit No. 7906-0480-00).

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North:	New Laurel Place Care Facility.	Multiple Residential	CD (By-law No. 15992)
East:	Vacant	Multiple Residential	R-F (By-law No. 5942)
South:	Offices and temporary surface parking (TUP No. 7906-0480-00).	Commercial	RF
West (Across 137A Street):	Temporary surface parking lot (TUP No. 7906-0477-00).	Commercial	RF

DEVELOPMENT CONSIDERATIONSCurrent Proposal

- The applicant is proposing to consolidate six, existing single family lots, and a portion of 137B Street, in Surrey City Centre, into one large lot and to rezone this new lot to a Comprehensive Development Zone (CD) to permit the development of a Provincially licensed care facility.
- The subject lands are currently designated Commercial under the Official Community Plan.
- The six single family lots are zoned Single Family Residential Zone (RF) under Zoning By-law No. 12000, and currently used as temporary surface parking.
- The applicant has applied to close that portion of 137B Street that is intended to be consolidated with the subject single family lots. 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 closed 137B Street road allowance from RF and R-F (By-law No. 5942) to the proposed CD Zone for the project.

- The proposed care facility will provide multi-level care (also called complex care) beds for the elderly.
- Multi-level 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 the residents by the staff of the facility and are served in communal dining rooms on each floor or to residents in their beds.
- The proposed care facility will be operated by the Kinsmen, who already operate a 145-bed care facility in City Centre at Old Yale Road and West Whalley Ring Road.
- As the current care facility is old and difficult to upgrade to current standards, the Kinsmen propose to relocate residents of the existing building into this new facility.
- Once current residents have been relocated, the Kinsmen will review options for the future of the existing site.
- The Kinsmen currently have Provincial funding for 116 multi-care beds. These 116 beds can be accommodated on the subject site in a three-storey building. There is, however, a strong possibility that additional funding will be available for 48 more beds before the completion of the project.
- As a result, the applicant is requesting that the proposed CD Zone for the project be crafted to accommodate a 4-storey building that can house a total of 164 multi-care beds.

Proposed Official Community Plan Amendment

- A 3-storey building will result in a proposed Floor Area Ratio (FAR) of 1.53, which can be accommodated with the maximum FAR of 1.5 permitted in the Commercial Designation, in the Official Community Plan (OCP).
- However, if additional funding is forthcoming and the proposed building is expanded to 4-storeys in height, the FAR on the site increases to 2.3, which is above the maximum FAR of 1.5 permitted in the Commercial designation but which can be accommodated within the maximum FAR of 2.5 permitted in the Multiple Residential designation in City Centre.
- As a result, the applicant has applied to redesignate the site from Commercial to Multiple Residential.
- A Multiple Residential designation is consistent with the designation of the recently completed Laurel Place care facility immediately to the north, and is more consistent with the residential character and function of the project.

Proposed CD By-law

- Care facilities in town centre areas are normally accommodated within the "Special Care Housing 2 Zone (RMS-2)".
- However, the maximum density allowed in the RMS-2 Zone is a floor area ratio (FAR) of 1.0, which is far below the ultimate FAR of 2.3 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) setback has been reduced from the required 7.5-metre (25 ft.) setback to 5.5 metres (18 ft.) to reflect a more urban, pedestrian oriented streetscape along 137A Street.
- The rear (east) yard has been reduced from 7.5 metres (25 ft.) to 5.0 metres (16 ft.).
- As the adjoining lot to the east is encumbered by a BC Hydro right-of-way, the adjoining lot will not be impacted by this reduced rear setback.
- The northern side yard setback has been reduced from 7.5 metres (25 ft.) to 3.0 metres (10 ft.) to help create a more urban streetscape along the east-west lane on the north side of the property.
- The southern side yard setback has been reduced from 7.5 metres (25 ft.) to 3.0 metres (10 ft.). As only two short portions of end walls of the building are setback 3.0 metres (10 ft.) from the south property, the majority of the building is setback 20 metres (68 ft.) from the southern property line. The properties to the south of the subject site will be redeveloped in the future to commercial uses and will not be impacted by this reduced setback.
- Lot coverage has been increased from 50% permitted in the RMS-2 Zone to 54%.
- Maximum building height has been increased from 13 metres (43 ft.) permitted in the RMS-2 Zone to 18 metres (58 ft.) to accommodate the proposed 4-storey building.
- The proposed CD By-law also reflects reduced on-site parking requirements.
- Under the provisions of the Zoning By-law, a total of 55 parking spaces would be required for staff and an additional 41 parking spaces would be provided for visitors for a total of 96 parking spaces, or a parking ratio of 0.59 parking space per care bed.
- The applicant, however, is proposing to provide a total of 65 parking spaces, or a parking ratio of 0.39 parking spaces per care bed (based on 164 beds)
- The parking requirement for employees of care facilities is based on a ratio of one parking space for every 3 beds. However, the applicant has advised that the maximum number of employees per shift for the proposed care facility is only 26. As a result, only 26 parking spaces are required for employees, rather than the 55 anticipated by the Zoning By-law requirements.

- As 26 parking spaces would be required by staff, 39 parking spaces would be available for visitors, which is only 2 parking spaces fewer than would be required under the Zoning By-law.
- It is further noted that the proposed parking rate of 0.39 parking spaces per bed is, generally, consistent with the recommendations of a recently completed study on parking requirements for seniors housing prepared for the City's Engineering Department by Opus Hamilton (Review of Parking Generator Rates-Part 1: Senior's Housing). This study recommends a parking ratio of 0.40 parking spaces per bed in City Centre.
- As a result, the Planning & Development Department and Roads & Transportation Engineering can support the reduction in parking.

PRE-NOTIFICATION

Pre-notification letters were sent on February 7, 2008.

In response to the pre-notification letter, staff received one response.

- A representative of the adjacent parcel immediately to the east expressed concern that the closure of 137B Street would affect vehicle access to the parcel to the east.

(Only a portion of 137B Street is proposed to be closed in connection with the subject application, as was done for the application to the north. A portion of 137B Street south of the subject site will remain open and can provide vehicle access to the lot to the east. Similarly, the east-west lane north of the subject site, that was built in conjunction with the Laurel Place care facility to the north, has been constructed to the property line of the lot to the east and can also be used for vehicle access to the lot to the east.)

A second pre-notification letter, informing area residents that, in addition to the proposed rezoning of the site, the applicant is also proposing to redesignate the subject site from Commercial to Multiple Residential was sent on May 16, 2008.

Staff received one telephone call in response to the second pre-notification letter.

- The operator of the an existing care facility within 3 blocks of the subject site noted that the proposed care facility would create a third care facility (along with the recently completed Laurel Place facility directly to the north of the subject site) within a very small area. The operator indicated that, although Provincially subsidized beds were full, due to the demographics of the area, few individuals could afford to pay for private-pay beds resulting in empty rooms in the facility. The operator was concerned that this new facility would exacerbate the problem.

(The proposed facility will contain only Provincially funded beds and will not contain any private-pay beds at this time. However, the applicant has also advised that, due to evolving requirements of the Province, some private-pay beds may be incorporated into the project in the future, but that it is unlikely that, over time, not more than 10% of the beds in the facility will be converted to private-pay.)

PUBLIC CONSULTATION PROCESS FOR OCP AMENDMENT

- Pursuant to Section 879 of the *Local Government Act*, it was determined that it was not necessary to consult with any persons, organizations or authorities with respect to the proposed OCP amendment, other than those contacted as part of the pre-notification process.

DESIGN PROPOSAL AND REVIEW

Site Layout and Building Design

- The proposed development consists of an "E"-shaped building that will be a maximum of 4 storeys in height.
- The main entry to the building will be located at the north-west corner of the building, facing the east-west lane that runs along the north side of the subject site. (It should be noted that the lane has been constructed to more urban, City Centre standards and contains sidewalks and street lights.)
- A semi-circular drop-off area, accessed from the east-west lane, will be provided at the front door of the building. This drop-off area mirrors a similar drop-off area at the main door of the Laurel Place care facility immediately to the north.
- A large canopy will be provided over the drop-off area to provide weather protection.
- The building consists of clean, modern lines but, at the same time, is well articulated consisting of a number of planes, setbacks and jogs, and is clad in a variety of materials to enhance this articulation
- The proposed building, in terms of design and cladding material is similar to the design and cladding of the Laurel Place care facility immediately to the north.
- The base of the building will be clad in grey and yellow-coloured stone veneer to add weight and a higher quality finish to the base of the building.
- Upper portions of the building will be clad in dark brown hardi-board siding and dark and light grey-coloured and beige-coloured stucco siding.
- The weather protection canopy at the north entry to the building, and which will wrap around the west side of the building to create a more urban frontage along 137A Street, will be constructed of wood, stained a natural cedar.
- Metal flashings and trim on the exterior of the building will be dark, charcoal-coloured.

Interior Layout

- With a 3-storey building scenario, the facility will contain 116 beds, of which 108 will be rooms with single beds, and 4 rooms having two beds.

- With a 4-storey building scenario, the facility will contain 164 beds, of which 152 will be rooms with single beds, and 6 rooms having two beds.
- As noted previously in the report, all rooms will have their own bathrooms but will not have any in-room cooking or kitchen facilities.
- The ground floor, as well as containing rooms for residents, will also contain offices for staff, and common areas for residents such as a library, craft room, chapel and recreation areas.
- Each floor will contain a dining area, lounge areas and nurse's stations.

Landscaping and Outdoor Amenity Space

- The three sides of the building will create and enclose a south-facing courtyard that will contain the outdoor amenity area for the facility.
- The courtyard will contain small gazebo and numerous benches and seating areas as well as a number of trees and raised planters.
- A series of terraced, landscaped planters will be provided along the 137A Street frontage of the building to address the geodetic elevations of the site, which slopes from north to south.

Parking

- All parking will be provided underground.
- The underground parking will be accessed from a driveway that will be located on the adjoining lots to the south and which are owned by the same developer.
- It is intended that this driveway will also provide access to these southern adjoining lots in the future when they redevelop, as vehicle access onto 96 Avenue will not be supported.
- A reciprocal access agreement will be placed over the driveway to ensure its future use by all the affected properties.
- The underground parking facility will contain a total of 65 parking spaces for use by staff and visitors.
- The underground parking facility will also contain a loading space for service trucks as well as a parking space for a bus used to transport residents.
- The underground parking facility will be secured and visitors will be required to obtain a pass from the front desk before being allowed to park.

ADVISORY DESIGN PANEL

- ADP Meeting: May 8, 2008
- Most of the ADP suggestions have been satisfactorily addressed and are reflected on the attached plans. However, some issues remain outstanding and will need to be addressed prior to final approval. The principal issues that still need to be addressed are as follows:
 - Refinement of the landscaping plan to demonstrate windows will not be blocked by planting.
 - Submission of gazebo design details.
 - Incorporation of 2nd floor roof and roof treatments into the plan.
 - Addition of CPTED notes to the underground parking plan.
 - Submission of a 3-D model.
- The applicant has agreed to address these issues prior to consideration of Final Reading of the Rezoning By-law and issuance of the Development Permit.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets and Survey Plan
Appendix II.	Proposed Site Plan, Building Elevations Landscape Plans and Perspective
Appendix III.	Engineering Summary
Appendix IV.	ADP Comments
Appendix V.	OCP Redesignation Map
Appendix VI.	Proposed CD By-law

Jean Lamontagne
General Manager
Planning and Development

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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: Kirk Fisher, Lark Group
 Address: Building A, Unit 101
 17802 - 66 Avenue
 Surrey, BC
 V3S 7X1
 Tel: 604-576-2935

2. Properties involved in the Application
 - (a) Civic Address: 9648, 9640, 9632 - 137A Street; 9647, 9637, 9631 - 137B Street; Portion of 137B Street

 - (b) Civic Address: 9648 - 137A Street
 Owner: South Laurel Lands Development Ltd., Inc. No.
 PID: 007-618-638
 Lot 54 Except Part Dedicated Road on Plan BCP25700, Section 35 Block 5 North Range 2 West New Westminster District Plan 14725

 - (c) Civic Address: 9640 - 137A Street
 Owner: South Laurel Lands Development Ltd., Inc. No.
 PID: 000-437-557
 Lot 56 of Section 35 Block 5 North Range 2 West New Westminster District Plan 14725

 - (d) Civic Address: 9632 - 137A Street
 Owner: South Laurel Lands Development Ltd., Inc. No.
 PID: 010-013-865
 Lot 58 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725

 - (e) Civic Address: 9647 - 137B Street
 Owner: South Laurel Lands Development Ltd., Inc. No.
 PID: 010-013-814
 Lot 55 Except Part Dedicated Road on Plan BCP25701 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725

 - (f) Civic Address: 9637 - 137B Street
 Owner: South Laurel Lands Development Ltd., Inc. No.
 PID: 010-013-831
 Lot 57 Section 35 Block 5 North Range 2 West New Westminster District Plan 14725

(g) Civic Address: 9631 - 137B Street
Owner: South Laurel Lands Development Ltd., Inc. No.
PID: 010-013-873
Lot 59 Section 35 Block 5 North Range 2 West New Westminster District Plan
14725

(h) Portion of 137B Street dedicated on Plan 14725 and Plan 17876

3. Summary of Actions for City Clerk's Office

(a) Introduce a By-law to rezone the property.

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		4,005 m ²
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	55%	54%
Paved & Hard Surfaced Areas		10%
Total Site Coverage		60%
SETBACKS (in metres)		
Front	5.5 m	6.0 m
Rear	5.0 m	5.2 m
Side #1 (North)	3.0 m	3.0 m
Side #2 (South)	3.0 m	3.0 m
BUILDING HEIGHT (in metres/storeys)		
Principal	18 m	17.6 m
Accessory	4.5 m	
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	8,811 m ²	8,243 m ²
TOTAL BUILDING FLOOR AREA	8,811 m ²	8,243 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)	2.2	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	65	65
Total Number of Parking Spaces		
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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