

City of Surrey  
**PLANNING & DEVELOPMENT REPORT**

File: 7909-0098-00

Planning Report Date: July 13, 2009

**PROPOSAL:**

- **OCP Amendment** from Urban to City Centre
- **Rezoning** from CD (By-law No. 12536) to CD (based on PI)

in order to permit the development of a future phased expansion of Surrey Memorial Hospital.

**LOCATION:**

13750 - 96 Avenue and  
 13605 - 94A Avenue

**OWNER:**

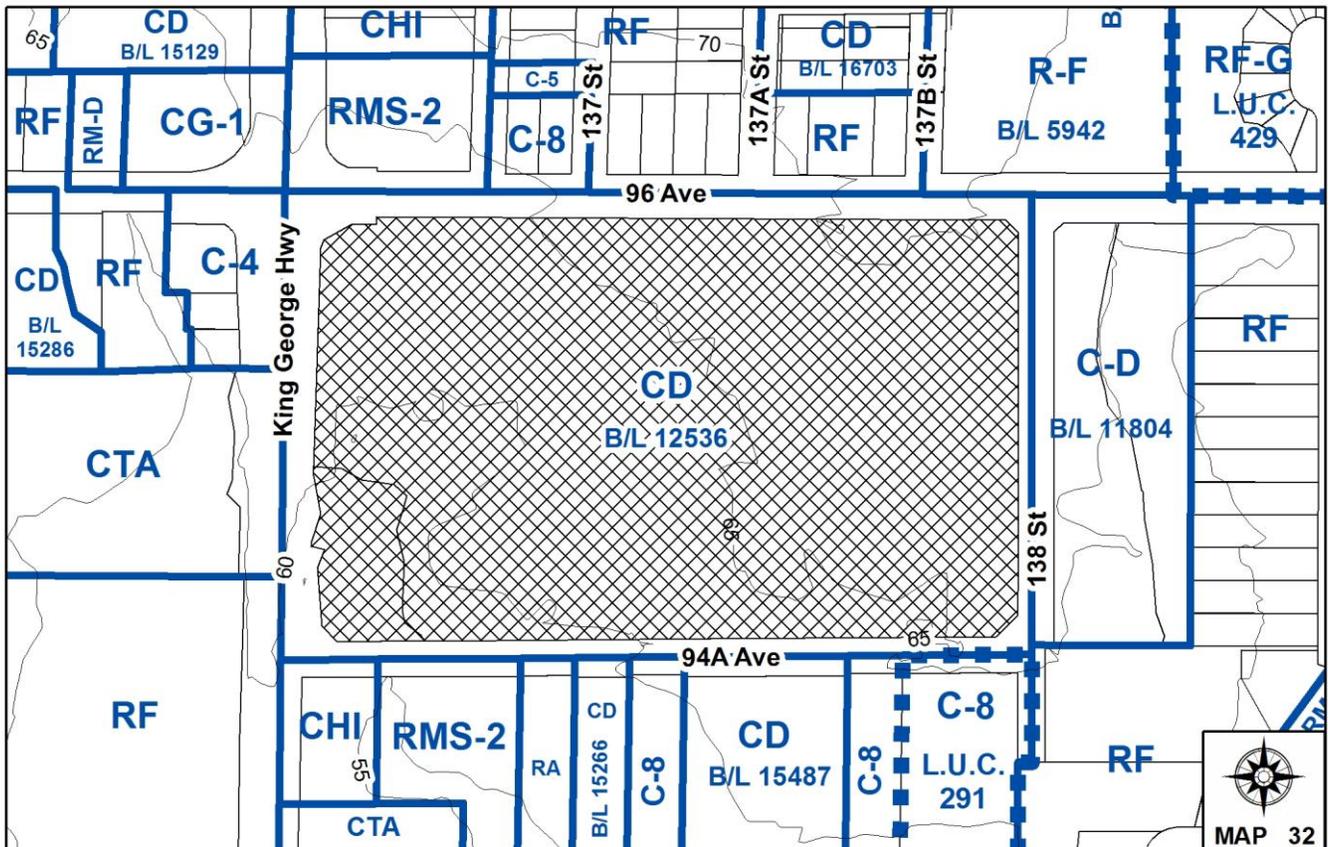
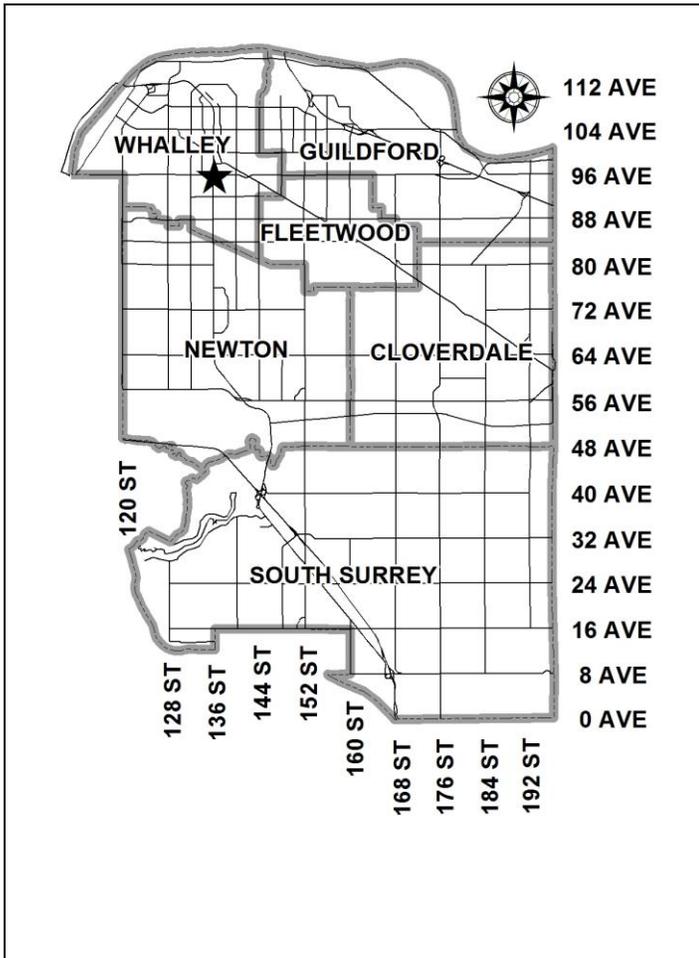
Fraser Health Authority & City of Surrey

**ZONING:**

CD (By-law No. 12536)

**OCP DESIGNATION:**

Urban



### RECOMMENDATION SUMMARY

- By-law Introduction and set date for Public Hearing for:
  - OCP Amendment; and
  - Rezoning.

### DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Requires OCP amendment from Urban to City Centre to permit future densities.

### RATIONALE OF RECOMMENDATION

- Complies with the Surrey City Centre Land Use and Density Concept.

## RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to amend the OCP by redesignating the subject site from Urban to City Centre and a date for Public Hearing be set.
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 "Comprehensive Development Zone (CD)" (By-law No. 12536) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
4. Council pass a resolution of non-opposition to the proposed helipad operation on the subject site and instruct the City Clerk to forward the resolution to Transport Canada.
5. Council instruct staff to resolve the following issues prior to final adoption:
  - (a) input from the Department of Fisheries and Oceans (DFO) with respect to stream setback protection;
  - (b) registration of a Restrictive Covenant for stream setback protection on the lot at 13605 - 94A Avenue and on the lot at 13750 - 96 Avenue, if required by DFO;
  - (c) completion of a traffic study and parking study to the specifications and satisfaction of the General Manager, Engineering;
  - (d) the submission of an acceptable Master Plan for the Surrey Memorial Hospital site in accordance to the Key Urban Design Principles (Appendix V) to the satisfaction of the General Manager, Planning & Development; and
  - (e) dedication of required road widening on all four City roads adjoining the Surrey Memorial Hospital site.

## REFERRALS

Engineering:

The Engineering Department has no objection to the project as outlined in Appendix II. Required road dedications are to be achieved prior to the rezoning of the subject site. Due to the fact that the proposal is a P3 project, works & services are deferred to Development Permit/Building Permit stage.

SITE CHARACTERISTICS

Existing Land Use: Surrey Memorial Hospital and City-owned lot encumbered by Quibble Creek.

Adjacent Area:

<b>Direction</b>	<b>Existing Use</b>	<b>OCP Designation</b>	<b>Existing Zone</b>
North (Across 96 Avenue):	Medical facility, medical clinic, temporary parking lots, single family dwellings.	Commercial	RMS-2, C-8 and RF
East (Across 138 Street):	Vacant lot with DP approved on June 29, 2008, for medical office building.	Commercial	CD (By-law No. 11804)
South (Across 94A Avenue):	Variety of medically-related office buildings and medical support related facilities. Proposed Creekside (sobering centre) project (Application No. 7909-0082-00 to be considered on July 13, 2009).	Commercial	RMS-2,, RA, CD (By-law No. 15266) C-8, CD (By-law No. 15487) and LUC No. 291
West (Across King George Highway):	Tim Hortons, mobile home park and Queen Elizabeth Secondary School.	Urban	C-4, CTA and RF

DEVELOPMENT CONSIDERATIONSBackground

- In early 2009, the Provincial Government announced the first phase of a long-term, phased redevelopment of Surrey Memorial Hospital (SMH) in Surrey City Centre.
- Phase 1 of this expansion constitutes a 26,000-square metre (280,000 sq. ft.) multi-storey building to be located on the west side of the existing hospital.
- The proposed addition will include a new and expanded Emergency Department containing 66 adult treatment spaces, 12 adult treatment spaces in the minor treatment unit (MTU), and 8 pediatric treatment spaces.
- The proposed addition will also include a neo-natal intensive care unit (NICU) that will accommodate 48 critical infant beds
- Phase 1 will also contain 25 intensive care unit (ICU) beds as well as 102 inpatient care beds.
- The spaces vacated in the existing hospital buildings will be renovated as part of Phase 1.

- As SMH is now a teaching hospital affiliated with the University of British Columbia School of Medicine, the new facility will also include a clinical academic campus to accommodate UBC medical students who will be training at the hospital.
- In addition, the applicant, Fraser Health Authority (FHA) is also proposing to locate a helicopter landing pad on the roof of the proposed building as part of the Phase 1 development.
- An underground parking garage containing approximately 350 parking spaces will also be provided as part of the Phase 1 addition.
- As part of Phase 1, FHA is proposing to construct a new access and main entry to SMH from King George Highway and to create a new surface parking lot along the west side of the subject site, adjacent to King George Highway.
- Over the coming decades, Fraser Health Authority hopes to be able to undertake development of additional buildings on the SMH campus and to replace most of the existing facilities with newer, updated buildings that are better integrated into a more logical and comprehensive complex.
- Future expansion, however, is dependent on funding from senior levels of government or non-profit agencies and is, therefore, impossible to predict in terms of scope or timing.
- Currently, proposed Phase 2 of the redevelopment of SMH comprises the doubling of the Phase 1 building by expanding the Phase 1 building to the south.
- Plans attached as Appendix II show the current SMH campus as well as showing, in a very conceptual form, the general proposed location and possible building footprints of Phases 1 and 2.
- As well, FHA has indicated that there may be a possibility of developing a building (or buildings), at some time in the future, that would house commercial retail uses, as well as short term residential or apartment hotel accommodation for those persons, or the families of those persons, undergoing long term treatment at SMH. It is likely that such a building, if ever developed, would be located in the northwest corner of the site at the intersection of 96<sup>th</sup> Avenue and King George Highway.
- In order to accommodate the wider range of uses proposed for the SMH site, both in the short and long term, in order to accommodate the proposed Phase 1 building, and in order to allow for a density that will accommodate the ultimate density envisioned for the SMH site, the subject parcel needs to be rezoned from the current CD Zone (By-law No. 12536) to a new CD Zone.
- Phase 1 of the SMH expansion will be developed as a Private Public Partnership (P3) project.
- It is anticipated that the Request for Proposals (RFP), soliciting interest from prospective proponents, will be released in either late September or early October, 2009.
- Once prospective proponents have submitted their proposals, FHA will choose three finalists, each of whom will be required to submit a proposal that is designed in accordance with the criteria set out by FHA and the City of Surrey.

- Once a successful proponent has been selected by FHA, the successful proponent will submit a formal Development Permit application for Phase 1.
- However, in order to provide the required level of certainty to prospective proponents, the SMH site must be rezoned prior to the release of the RFP.
- As a result, the rezoning of the SMH site is proceeding in advance and independent of a formal Development Permit application or concrete development plans.
- The adjoining City owned lot at 13605-94A Avenue, located at the southwest corner of the SMH site, has the same zoning as the SMH site, Comprehensive Development (CD) By-law No. 12536. In order to be able to eliminate CD Zone (By-law No. 12536) in its entirety and to ensure that the zoning of the adjoining City owned lot is consistent with the zoning for the SMH site, the adjoining City owned lot is being rezoned in conjunction with the rezoning of SMH.

#### Proposed Density and Official Community Plan Amendment

- The 10.8-hectare (27-acre) SMH site in Surrey City Centre, bounded by 96<sup>th</sup> Avenue, 138 Street, 94A Avenue and King George Highway, is designated Urban under the Official Community Plan (OCP).
- The highest density that can be achieved within the Urban designation is a Floor Area Ratio (FAR) of 1.5.
- FHA calculates, however, that, at the final stage of the redevelopment of the SMH site, an FAR of 3.5 will be required to accommodate all of the proposed expansions of SMH.
- As a result, the SMH site will need to be redesignated to an OCP designation that will accommodate an FAR of 3.5.
- Currently, the only OCP designation that would permit an FAR of 3.5 is the City Centre designation.
- The proposed density is consistent with the Surrey City Centre Land Use and Density Concept adopted by City Council on February 9, 2009 which proposes an FAR of 3.5 for the SMH site, as well as the surrounding Hospital Precinct.
- In order to accommodate the long-term density requirements of the SMH expansion and redevelopment and, in order to make the SMH consistent with the density envisioned for this section of Surrey City Centre, the SMH site is proposed for redesignation from Urban to City Centre concurrently with the rezoning of the subject site.
- To ensure consistency, the adjoining City-owned lot is also being redesignated from Urban to City Centre in conjunction with the redesignation of the SMH site.

- It is anticipated that the redesignation of the balance of the Hospital Precinct to bring it into conformity with the Surrey City Centre Land Use and Density Concept will be undertaken as part of the OCP review currently underway, or as part of the Surrey City Centre Plan Update Phase II, Stage 2 implementation report anticipated to proceed to Council in 2010.

### Proposed Uses

- Although "hospitals" will continue to be the principal use of the SMH site, the proposed CD By-law will also include a number of other, more "accessory" uses envisioned for the SMH campus over the long-term.
- Retail stores, personal services uses, general service uses and eating establishments will be added as accessory uses that will permit a range of retail and commercial services to be offered to patients, staff and visitors.
- Offices, universities and colleges will also be listed as permitted uses to acknowledge SMH being used by medical students and medical support students as part of their education and training.
- Additional uses will also include tourist accommodation and multiple residential buildings that will allow for the development of short and long-term accommodation for those patients who are receiving extended care or for the families of those who are patients at the hospital.
- A heliport will be added as a permitted use to facilitate the development of a helicopter landing area as part of the Phase 1 development (see following section of this Report).

### Proposed Roof-Top Helipad

- A critical component of the Phase 1 project is the requirement for a helipad on the roof of the proposed building.
- It is anticipated that this helipad will provide access for 2 to 4 helicopter visits per month for the delivery of sick infants or children to the site.
- FHA has engaged a consultant, AECOM, to review the location and functionality of the proposed helipad and to liaise with Transport Canada to ensure that the helipad meets all of the requirements of Transport Canada and to obtain approval from Transport Canada for the operation of the helipad.
- Transport Canada has advised the FHA consultant that the mandate of Transport Canada is to ensure that a helicopter approach is provided that meets the Federal Government's requirements for safety. In this role, Transport Canada will not accept any responsibility for noise concerns associated with a helicopter approach path. Transport Canada transfers this responsibility to the City.
- In the opinion of the FHA consultant, the noise levels associated with helicopter activity to and from the SMH would be insignificant as the projected number of landings per month would be relatively infrequent.

- The helicopter use would be confined primarily to daytime hours, a period during which noise generated from other sources, such as passenger vehicles and trucks, would be a larger generator of noise than helicopter operations, which would be a single source event with a short duration.
- Helicopters accessing SMH will, primarily, follow a prescribed flight path over major arterials and, therefore, away from most residential buildings.
- Further, a rooftop helipad, as opposed to a helipad located on the ground, would reduce helicopter noise due to the higher geodetic elevations at which landings and take-offs would occur.
- Due to these factors, the consultant indicates that the qualitative assessment of the potential noise level is predicted to be between 75 and 85 Decibels (dB) at the ground level in the vicinity of the hospital which the helipad is in use.
- AECOM examined three separate approach surfaces for helicopters to access the facility: one from the east; one from the west; and one from the south.
- Ideally, both a primary and secondary approach route should be identified.
- As prevailing winds blow west to east through the Lower Mainland, the east and west approaches are preferred for helicopter approach control.
- Due to the limited development to the east of the SMH site, which includes the Green Timbers Urban Forest, the consultant recommends that the primary helicopter approach route to SMH come from the east.
- As the approach from the south would be across prevailing winds and would take helicopters over high-tension electrical transmission lines at a relatively low altitude, the consultant recommends that secondary helicopter approach route to SMH come from the west.
- The FHA consultant also advises that, in order to obtain approval from Transport Canada for the operation of the proposed helipad, Transport Canada requires a letter of "non-opposition" from the City of Surrey.
- As a result, it is being recommended that City Council pass a resolution to provide Transport Canada with letter of non-opposition in order to permit approval of the proposed SMH helipad.

#### OUTSTANDING ISSUES TO BE ADDRESSED

- Typically land development applications do not proceed to Council until issues that may affect the layout and development of the subject site have been resolved to the satisfaction of both internal and external referral agencies and to Planning & Development Department staff.
- However, in order to meet the FHA timelines and to ensure that the project is not jeopardized, the rezoning application is proceeding to Council without a number of issues having been fully addressed.

- Stream setback protection issues with respect to the watercourse on the southwest corner of the subject site have yet to be resolved. A traffic and parking study, which may have impacts on parking requirements and access points has not yet been completed. A Master Plan for the long-term redevelopment of the entire SMH site, that addresses the urban design principles and meets the goals and objectives of Surrey City Centre, has not yet been submitted.
- As a result, the successful resolution of these issues is recommended as conditions of approval for the rezoning of the subject site.
- It is anticipated that a follow-up Corporate Report will be presented to Council in September 2009, outlining in detail how the applicant has addressed these three issues, the impact the resolution of these issues will have on the proposed site layout and design of the current and future phases, and if amendments are required to the proposed CD Zone for the site.
- It is also anticipated that this Corporate Report will also contain the detailed urban design guidelines for Phase 1 which will provide direction for the P3 proponents in their development of a site layout and building design for Phase 1.

#### Stream Setback Protection Area

- A tributary of Quibble Creek is located in the extreme southwest corner of the block in which SMH is located.
- This stream is located within a lot (13605-94A Avenue) that is currently owned by the City of Surrey and which was created in 2002 in conjunction with a previous expansion of SMH and the construction of a City of Surrey pump station on the northeast corner of 94A Avenue and King George Highway, next to the stream.
- Although the entire lot owned by the City is a stream setback protection area, the standard 30-metre (100 ft.) setback protection area extends approximately 10 to 12 metres (33 to 39 ft.) beyond the boundaries of this lot into the lot on which SMH is located.
- FHA and their Environmental Consultant will be required to work with the City and the Department of Fisheries and Oceans Canada (DFO) through the City's Environmental Review Committee (ERC) to address the issue of appropriate stream setback protection.
- At a minimum, the registration of a Restrictive Covenant for stream setback protection will be required on the City-owned lot at 13605 - 94A Avenue.

#### Traffic and Parking Study

- The Engineering Department has requested that the applicant engage a qualified Traffic Consultant to undertake a traffic and parking study of the SMH site and to determine the impact of the proposed redevelopment on traffic patterns and parking demand in, and around, SMH.
- In response to this request, the applicant has engaged IBI to undertake the required traffic and parking study.

- The required traffic and parking study, which will not be completed until August 2009, may have significant impacts on the number and location of vehicle access points in the site which, in turn, may influence the location and configuration of future additions to the SMH complex.
- Similarly, parking has always been an issue in the vicinity of SMH and, as a result, a parking demand and management study is essential to develop a comprehensive approach to the issue of parking in terms of the addition of Phase 1, during the construction of various components of the redevelopment of the facility and in the long-term.
- The proposed CD By-law incorporates parking requirements in accordance with the current parking standards set out for specific uses in the Parking section of Surrey Zoning By-law No. 12000. However, these parking standards may require review and revision in response to the final conclusions and recommendations of the traffic and parking study.

#### Development of a Master Plan

- In preparation of the P3 process, FHA engaged IBI to undertake an indicative (conceptual) design for Phase 1 that the P3 proponents could use as a starting point from which to develop their own designs.
- As part of the indicative design process, IBI first had to develop a conceptual Master Plan for the SMH campus to ensure that the Phase 1 project would fit within longer-term plans for SMH and did not jeopardize future components of the larger redevelopment of the SMH site.
- As a result, IBI has developed a conceptual Master Plan showing how the entire SMH site can redevelop over time as funding becomes available.
- However, although the conceptual SMH Master Plan developed by IBI may meet the needs and requirements of FHA from a functional perspective, the current Master Plan does not really achieve the City's goals and objectives of creating a more physically and visually permeable site, with a less monolithic complex that is more integrated into the surrounding community.
- In response to the current Master Plan, a set of Key Urban Design Principles (Appendix V) were developed to help guide a further evolution of the Master Plan
- As a result, the applicant is being requested to develop a revised Master Plan that not only meets the functional goals and objectives of FHA but which also achieves the goals and objectives of Surrey City Centre as expressed in the Key Urban Design Principles.

#### PRE-NOTIFICATION

- Pre-notification letters were sent on June 17, 2009. Staff received no comments in response to the pre-notification letters or the Development Proposal Signs.

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.

INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners and Action Summary
Appendix II.	Indicative Site Plan
Appendix III.	Engineering Summary
Appendix IV.	OCP Amendment
Appendix V.	Key Urban Design Principles
Appendix VI.	Proposed CD By-law

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