

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7910-0031-00

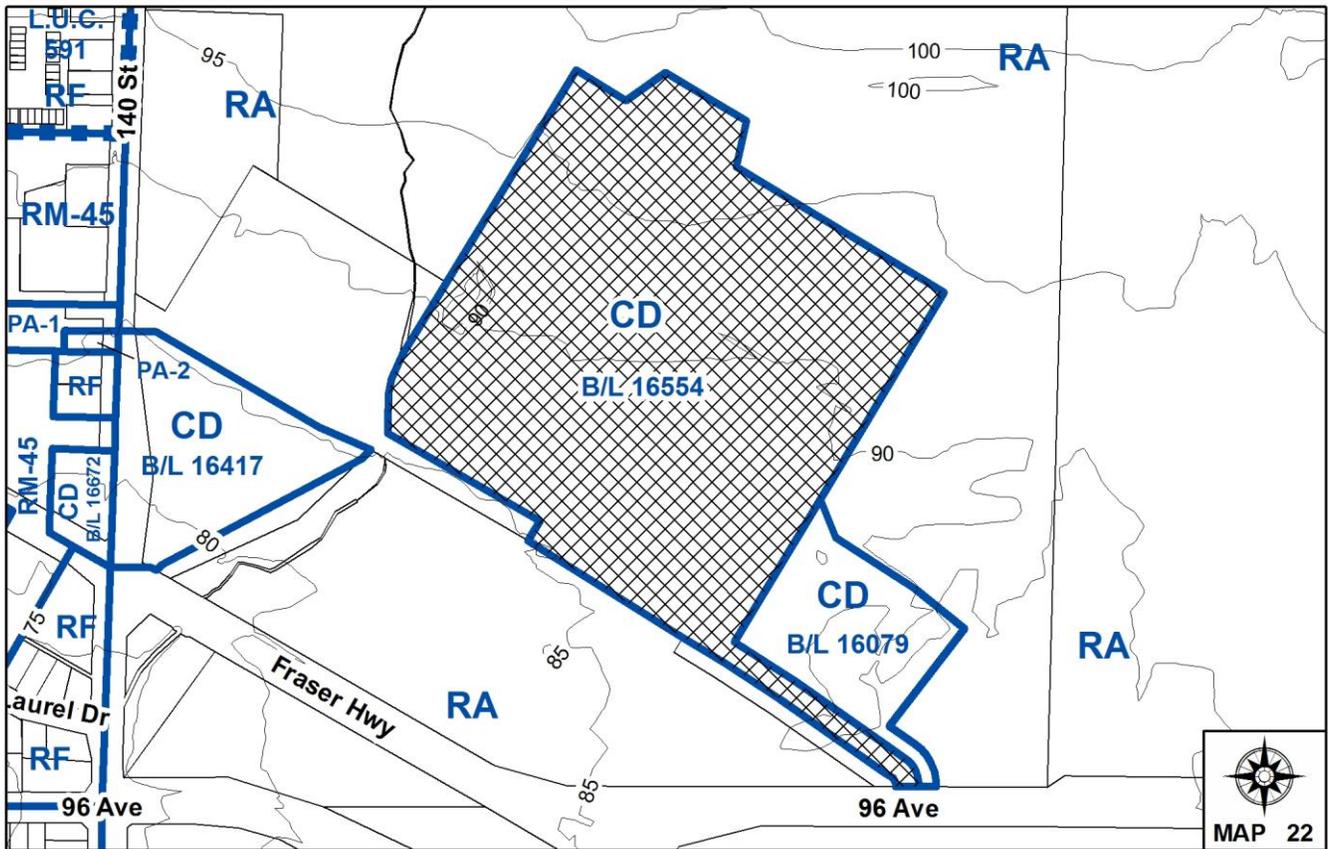
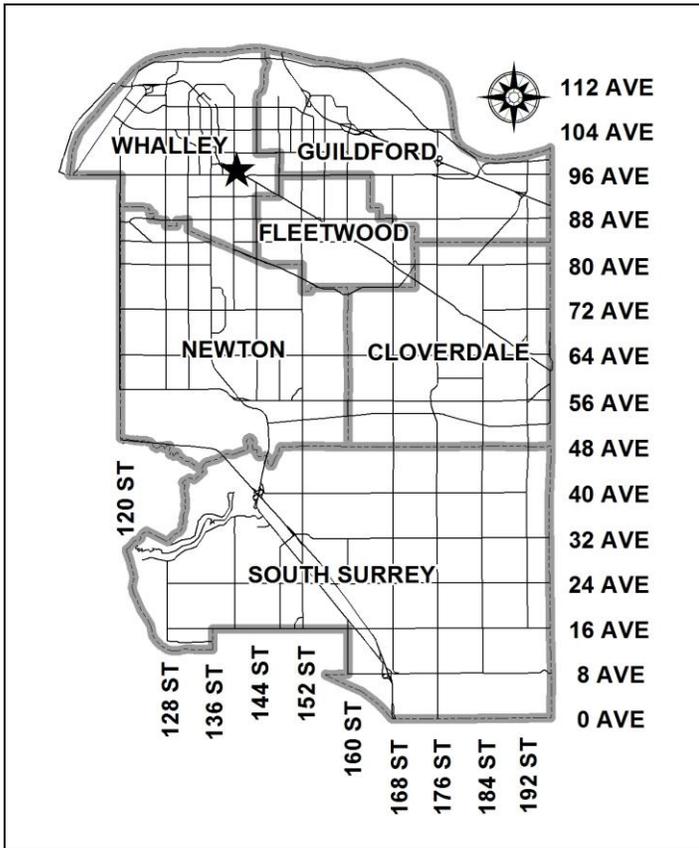
Planning Report Date: March 22, 2010

PROPOSAL:

- **Development Permit**

in order to permit development of the new RCMP E-Division headquarters.

LOCATION: 14265 - 96 Avenue
OWNER: Her Majesty the Queen in Right of Canada and Public Works & Government Services Canada
ZONING: CD (By-law No. (16554))
OCP DESIGNATION: Conservation



RECOMMENDATION SUMMARY

- Approval and issuance of Development Permit.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- None.

RATIONALE OF RECOMMENDATION

- Complies with zoning.
- The proposed site layout and building design responds to all concerns and recommendations of the ADP as well as by City staff.

RECOMMENDATION

The Planning & Development Department recommends that:

1. Council approve the attached Development Permit No. 7910-0031-00 (Appendix III), authorize the Mayor and Clerk to sign the Development Permit, and authorize the transfer of the Permit to the heirs, administrators, executors, successors and assigns of the title of the land within the terms of the Permit.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements, prior to issuance of Building Permit, as outlined in Appendix II.

Environmental Review Committee (ERC): The proposed reduction of the stream setback protection area from 30 metres (100 ft.) to 15 metres (50 ft.) along the watercourse on the eastern side of the site was reviewed by the ERC on February 10, 2010 and supported subject to the submission of an acceptable mitigation landscaping plan.

SITE CHARACTERISTICS

Existing Land Use: Vacant, predominantly cleared site.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North:	Green Timbers Forest.	Conservation	RA
East:	Green Timber Forest. Provincial Emergency Preparedness Centre.	Conservation	RA CD (By-law No. 16079)
South:	City of Surrey Nature Centre and Arboretum.	Conservation	RA
West:	Older former Provincial Government buildings. Outpatient Facility, under construction (Application No. 7908-0158-00).	Conservation	RA CD (By-law No. 16417)

DEVELOPMENT CONSIDERATIONS

Background

- In 2004, Public Works and Government Services Canada (PWGSC), the real estate and procurement arm of the Federal Government, began the search for a site in the Lower Mainland on which to construct a new headquarters for the Royal Canadian Mounted Police (RCMP) of British Columbia ("E" Division).
- The site that was finally selected was a 14-hectare (35-acre) parcel located within the quarter-section at the northeast corner of Fraser Highway and 140 Street which, at the time, was Crown Land owned by the Province of British Columbia.
- The subject site was once used by the Province as a forestry research and training centre.
- On December 17, 2004, the Province of British Columbia applied to rezone the subject site to permit, at some future date, the construction of a new RCMP E-Division headquarters.
- PWGSC has signed a Memorandum of Understanding with the Green Timbers Heritage Society indicating that the two groups will work together to minimize the impact of the development on existing trees within Green Timbers. PWGSC meet from time to time with the Green Timbers Heritage Society to keep them apprised of development of the site.
- As Federal funding for the new facility had not been approved at the time the land development application was submitted, the application was limited to rezoning only with the understanding that a separate Development Permit would be submitted once funding was approved. Similarly, a number of conditions of approval, including works and services and Engineering requirements were not concluded at rezoning stage, but were deferred to the Development Permit stage.
- Following the Public Hearing on February 25, 2005, Council granted Third Reading and Final Adoption to Rezoning By-law No. 15654, rezoning the subject site from RA to a Comprehensive Development (CD) Zone to permit the development of government offices and associated uses on the subject site.
- Following Final Adoption, the subject site was transferred from the Province of British Columbia to Public Works and Government Services Canada.

Current Proposal

- The RCMP E-Division project is being constructed as a Public-Private Partnership (P3) project.
- As a result, a competition to construct the facility took place between three, short-listed P3 proponents, throughout 2009 and into 2010.
- In January 2010, the preferred proponent was selected by PWGSC from amongst the three competitors.

- The preferred proponent is the Green Timbers Accommodation Partnership (GTAP), which is a consortium of companies including Kasian Architecture, Bouygues Bâtiments International, Aplin & Martin Consultants and Bird Construction.
- Kasian Architecture, on behalf of GTAP and PWGSC has now applied for a Development Permit for the RCMP E-Division headquarters.
- The proposed development is in conformance with all requirements and regulations of CD By-law No. 15654. The development consists of four separate buildings ranging in size from 4,200 square metres (13,780 sq. ft.) to 65,000 square metres (700,000 sq. ft.)
- The proposal was reviewed by the Advisory Design Panel (ADP) on February 18 and March 4, 2010, as well as by City staff. All concerns and recommendations of the ADP and City staff have been adequately addressed and are incorporated into the plans attached to this report.
- As the financial institutions that are involved in the funding of the project are not prepared to finalize funding until such time as the Development Permit has been issued, City Council is being requested to issue the Development Permit for the E-Division in conjunction with this report, on the understanding that any outstanding Engineering issues, as attached to this report, will be adequately addressed prior to Building Permit issuance.
- It should be noted that the existing, small private road that traverses the southern edge of the site from 140 Street to 96 Avenue, which is referred to as Green Timbers Way, will be reconstructed as a public road as part of the subject proposal and as part of the Outpatient project to the west of the subject site. Green Timbers Way will be dedicated as a public road upon completion of the two projects.
- It is anticipated that site preparation work will commence in late April, 2010, with full building construction beginning in July, 2010. The estimated date of completion of the project is December 2012.
- It is estimated that approximately 2,700 people will be working at the facility when it opens in early 2013.

TREE PRESERVATION AND REPLACEMENT

- The subject site is, for the most part, devoid of mature vegetation.
- The one major exception is a line of mature trees that runs north through the centre of the site from Green Timbers Way to the north property line. Other than this one line of trees, the balance of the mature trees on the site is limited to a few clumps of trees scattered throughout the site and to the area along the watercourse on the west side of the site.
- Despite the large floor plate of the Operations Administration Building (Building A), the applicant has sited the proposed building and the surface parking area to minimize the impact of the development on these trees and to reduce the number of trees that need to be removed.

- The building entry and the pedestrian access from Green Timbers Way and from the front parking lot have been designed to incorporate these existing trees into the entry sequence and to ensure that these trees are the principal element around which the entry to the building is designed.
- Similarly, the trees on the north side of the proposed building are to be retained and incorporated into the main pedestrian spine linking the Operations Administration Building to the other buildings.
- As a result, the Arborist Report for the project, prepared by Froggers Creek Tree Consultants, indicates that 104 trees are being removed to make way for the project, while 328 trees are to be retained.
- The Arborist Report and the tree replacement/landscaping plan has been reviewed by staff and found acceptable.
- As part of the proposed landscaping of the site, approximately 500 new trees will be planted throughout the property, exceeding the tree replacement requirement of the Tree Protection By-law.

WATERCOURSE PROTECTION

- A watercourse, Lay Creek, is located at the southwest corner of the site, adjacent to Green Timbers Way. The proposed site plan provides for a 30-metre (100 ft.) setback protection area along this watercourse.
- Another watercourse is located along the east side of the property. The applicant requested that the stream setback protection area along this watercourse be reduced to 15 metres (50 ft.). The relaxation request was supported at the February 11, 2010 Environmental Review Committee, provided a mitigation landscape plan was submitted to the satisfaction of the Department of Fisheries and Oceans (DFO). Such a landscape plan has been submitted and accepted by DFO.
- Due to regulations governing Federal Government Departments, PWGSC has entered into a Memorandum of Understanding with DFO for protection of the stream setback areas, rather than registering the traditional watercourse setback protection Restrictive Covenants.

DESIGN PROPOSAL AND REVIEW

Security Considerations

- The project consists of 4 buildings; the main Operations Administration Building (Building A), a Post-Disaster and Mechanical Plant Building (Building B), a High Bay/Exhibits Building (Building C) and a Forensic Lab Building (Building D), as well as parking for visitors, staff and operational vehicles.
- Security requirements for the facility have been the principal driver in the layout of the site, vehicle access, parking, and building location in particular, and, to a lesser extent, in the design of the buildings.

- For example, all buildings must be set back a minimum of 50 metres (164 ft.) from the property lines of the subject site and must be set back a minimum of 35 metres (115 ft.) from any areas of the site that are accessible by the public without prior security clearance.
- Further, all parking must be accommodated on the surface and cannot be contained within a building or structure.
- It should be noted that a total of 1,855 parking spaces are being provided on the site, which is 680 parking spaces more than the 1,175 parking spaces required under CD By-law No. 15654. Given the need for a specific amount of parking and the requirement for surface only spaces, parking becomes one of the principal design elements of the project.

Site Layout and Landscaping

- The principal building on the site will be the Operations Administration Building which will be 205 metres (673 ft.) in length, 7 storeys in height, and contain a floor area of 65,017 square metres (700,000 sq. ft.)
- Although the Operations Administration Building will face Green Timbers Way, it is sited on an angle from southwest to northeast, away from Green Timbers Way.
- As part of the current project and the Fraser Health Authority Outpatient Facility (OPF) currently under construction to the west of the subject site, Green Timbers Way will be constructed to full City standards and will be dedicated as a public road from 140 Street to 96 Avenue.
- A surface parking lot, for visitors to the facility, will be located on the southeast corner of the site, adjacent to Green Timbers Way, separating the Operations Administration Building from Green Timbers Way.
- This parking lot will contain 171 parking spaces for visitors and 45 parking spaces for facilities management personnel. The parking lot will be screened from Green Timbers Way by a grassed berm and the planting of trees that will reflect or complement the tree species found in the adjoining Green Timbers Forest.
- A small plaza containing a monument commemorating the RCMP will be located along the north side of the parking lot. During ceremonies at this monument, a portion of the parking lot will be closed to vehicles and will be transformed into a parade square.
- As the Operations Administration Building must be separated from areas accessible by the public, a large landscaped security area will be developed between the face of the building and Green Timbers Way and the visitor parking spaces.
- This landscaped area will be split in two by the main entry into the building.
- The landscaped area to the west of the entry will consist of a shallow, normally dry, storm water detention pond that will be landscaped and, on the south, trees will be planted that complement the trees species planted in the Green Timbers Arboretum across from the facility on the south side of Green Timbers Way.
- The landscaped area to the east of the entry will consist of grassed berms.

- The security barrier along the edges of the landscaped security area will consist of a combination of "metal bull rushes" and "fallen concrete logs" and boulders to reflect the forest location of the facility.
- The entry to the building from Green Timbers Way will be a highly developed ceremonial entry that, through its design and landscaping, is intended to reflect the adjoining Green Timbers Urban Forest and other natural elements in the area.
- The line of existing mature trees that runs north from Green Timbers Way will be retained and incorporated into the entry sequence to the building and is the primary design element around which entry landscaping has been designed.
- The entry will consist of a wide sidewalk with linear granite panels, inset with planting, edged with aggregate concrete, and lined with elements reflecting the historical nature of the site and the RCMP.
- The main vehicle access for staff will be located along the east side of the site, adjacent to the existing Provincial Emergency Program (PEP) Centre. Due to the volume of traffic anticipated to use this access to the site, a traffic signal will be installed by the applicant as part of the reconstruction of Green Timbers Way.
- All staff and delivery vehicles accessing the facility beyond that portion of the site open to the public, must pass through a security check-point and security gates upon entering and exiting the site.
- A smaller secondary and alternate emergency vehicle access will be located on the west side of the site connecting to Green Timbers Way.
- Three accessory buildings, as well as parking for 1,639 vehicles, are located behind the Operations Administration Building and security check points.
- One of these accessory buildings, the Post-Disaster and Mechanical Plant Building (Building B), with a floor area of 4,207 square metres (45,000 sq. ft.), will act as an operations centre in the event of a natural or man-made disaster. This building will also contain a mechanical plant that will provide services to the entire facility.
- Another of the accessory buildings, the High Bay/Exhibits Building (Building C), with a floor area of 6,904 square metres (74,000 sq. ft.), will contain facilities for the maintenance of fleet vehicles and space in which to store and examine criminal case exhibits.
- The third accessory building, the Forensic Lab Building (Building D), with a floor area of 7,760 square metres (83,500 sq. ft.) is intended to house forensic crime laboratories.

Building Design

- The Operations Administration Building (Building A) is a large rectangular building 45 metres (148 ft.) wide and 205 metres (673 ft.) long. The building will be 7 storeys (30 metres/100 ft.) in height.

- To break up the mass of the building and to provide some articulation to the long façade, the central portion of the building has been rotated.
- The entire building will sit on a base comprised of concrete columns, formed in random angles, that are intended to mirror the tree trunks in the surrounding Green Timbers Urban Forest. The concrete tree trunks are intended to be clad in medium-brown coloured brick veneer. The spaces between these "concrete tree trunks" will be filled with clear and green-coloured glass to give the impression that the building is "floating" in a forest.
- To help differentiate the rotated portion of the building and to highlight the entry to the building, the "concrete tree trunks" and glass will be extended up from the ground to the roof of the building, where the rotated portion of the building meets the more rectangular face of the building, at the point where the main public entry is located.
- The entry will be further highlighted by a large canopy that extends out from the building. The underside of the entry canopy will be clad in wood panels to reflect the forest location of the site.
- The balance of the rotated portion of the building will be clad in grey-coloured glass curtain wall.
- To add additional interest to the building, green and bronze-coloured vision glass panels will be installed randomly throughout the façade.
- The west and east portions of the building will be clad in grey-coloured glass curtain wall, framed by light-coloured metal clad fins that extend past the face of the building.
- The three accessory buildings are each two storeys in height and are clad in a combination of smooth metal panels and corrugated metal panels. Entries for all the buildings are highlighted by increased glazing and architectural elements that reflect the design vocabulary of the main Operations Administration Building.
- A 67-metre (220 ft.) high metal lattice communication tower will be located at the north side of the High Bay/Exhibits Building (Building C).
- This communication tower is 18 metres (59 ft.) lower than the maximum 85-metre (280 ft.) height permitted for communication towers on the site in CD By-law No. 16554.
- As the communication tower is located behind the Operations Administration Building and accessory buildings, it will be screened from views along Green Timbers Way. Further, as the balance of the lands around the subject site are heavily forested with mature, 70-year old trees, the tower should not be noticeable from the arterial roads that form the boundary of Green Timbers Urban Forest, even though the tower extends above the 35-metre (115 ft.) to 40-metre (130 ft.) high surrounding forest canopy.

Phasing

- It should be noted that, although the Forensic Lab Building (Building D) forms part of the current Development Permit Application, the Forensic Lab is not part of the current construction contract.

- It should also be noted that the site plan has been arranged to permit a 30% expansion of all buildings to accommodate future growth of the RCMP operations at the facility.

ADVISORY DESIGN PANEL

ADP Meetings: February 18, 2010 and March 4, 2010

The ADP suggestions and recommendations have been addressed and are reflected on the plans.

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.	Engineering Summary
Appendix III.	Advisory Design Panel Minutes and Applicant Response
Appendix IV.	Development Permit No. 7910-0031-00

Jean Lamontagne
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: Scott Douglas, Kasian Architecture
 Address: 300 – 1555 W. Pender Street
 Vancouver, BC
 V6G 2P1
 Tel: 604-683-4145

2. Properties involved in the Application
 - (a) Civic Address: 14265 – 96 Avenue

 - (b) Civic Address: 14265 – 96 Avenue
 Owner: Her Majesty the Queen in Right of Canada, as
 represented by the Minister of Public Works and
 Government Services
 PID: 026-438-283
 Block A Section 36 Block 5 North Range 2 West New Westminster District

3. Summary of Actions for City Clerk's Office

DEVELOPMENT DATA SHEET

Existing Zoning: CD (Bylaw No. 16554)

Required Development Data	Minimum Required / Maximum Allowed	Proposed
LOT AREA		
Gross Total		
Road Widening area		
Undevelopable area		
Net Total		14.18 ha.
LOT COVERAGE (in % of net lot area)		
Buildings & Structures	50%	17%
Paved & Hard Surfaced Areas		60%
Total Site Coverage		77%
SETBACKS (in metres)		
Front (South)	7.5 m	50 m
Rear (North)	7.5 m	50 m
Side #1 (West)	7.5 m	50 m
Side #2 (East)	7.5 m	50 m
BUILDING HEIGHT (in metres/storeys)		
Principal	35 m	30 m
Accessory		
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		83,992 m ²
TOTAL BUILDING FLOOR AREA	155,963 m ²	83,992 m ²

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)	1.1	0.59
AMENITY SPACE (area in square metres)		
Indoor		
Outdoor		
PARKING (number of stalls)		
Staff		740
Visitors		171
Other		899
Total Number of Parking Spaces	927	1,810
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	YES
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MULTIPLE BUILDINGS DATA SHEET

Existing Zoning: CD (Bylaw No. 16554)

Required Development Data	Building A OPS	Building B Post Disaster	Building C Exhibits	Building D Lab
SETBACK (in metres)				
Front	58 m	162 m	206 m	260 m
Rear	160 m	150 m	50 m	58 m
Side #1 (West)	50 m	53 m	66 m	171 m
Side #2 (East)	105 m	223 m	210 m	113 m
Building Height (in metres/storeys)	30 m/ 7 storey	11 m/ 2 storey	8.3 m/ 2 storey	14 m/ 2 storey
TOTAL FLOOR AREA	65,017 m ²	4,207 m ²	6,904 m ²	7,760 m ²