



Item .....
Meeting .....2014 August 25

COUNCIL REPORT

**TO:** CITY MANAGER 2014 August 20

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** **REZONING REFERENCE #13-37**  
**Non-Profit Seniors' Supportive Rental Housing Facility**

**ADDRESS:** 7550 Cumberland Street (Sketches #1 and #2 *attached*)

**LEGAL:** Lot 112, D.L. 11, Group 1, NWD Plan 72024

**FROM:** P5 Community Institutional District

**TO:** CD Comprehensive Development District (based on P5 Community Institutional District and George Derby Community Plan as guidelines and in accordance with the development plan entitled "Derby Manor 7550 Cumberland Street, Burnaby, BC, V3N 3X5" prepared by DYS Architecture)

**APPLICANT:** Etherstane Developments Ltd.  
319 Fourth Street  
New Westminster, BC V3L 2V3  
(Attention: Richard Peddie)

**PURPOSE:** To seek Council authorization to forward this application to First Reading on 2014 September 08, and to a Public Hearing on 2014 September 30.

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**RECOMMENDATIONS:**

1. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2014 September 08, and to a Public Hearing on 2014 September 30 at 7:00 pm.
2. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of a suitable plan of development.
  - b. The deposit of sufficient monies, including a 4% Engineering Inspection Fee, to cover the costs of all services necessary to serve the site and the completion of a servicing agreement covering all requisite services. All services are to be designed to City standards and constructed in accordance with the Engineering Design. One of the conditions for the release of occupancy permits will be the completion of all requisite services.

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- c. The installation of all electrical, telephone and cable servicing, and all other wiring underground throughout the development, and to the point of connection to the existing service where sufficient facilities are available to serve the development.
- d. The granting of any necessary statutory rights-of-way, easements, and/or covenants.
- e. The granting of a Section 219 Covenant ensuring use and repayment of Community Benefit Housing Funds in accordance with the Council adopted policy.
- f. The retention of identified existing trees on the site, their protection by registration of a Section 219 Covenant, submission of a written undertaking to ensure that all site areas identified for preservation of existing trees are effectively protected by chain link fencing during the whole course of site and construction works, and deposit of sufficient monies to ensure the protection of identified existing trees, to be refunded a year after release of occupancy permits, upon satisfactory inspection.
- g. The approval of the Ministry of Transportation to the rezoning application.
- h. The submission of an exterior lighting plan which meets the standards for seniors' housing complexes, as adopted by Council.
- i. The deposit of the applicable Parkland Acquisition Charge.
- j. The deposit of the applicable GVS & DD Sewerage Charge.
- k. The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, and the granting of a Section 219 Covenant and deposit of sufficient monies to guarantee its provision and continuing operation.
- l. The review of a detailed Sediment Control System by the Director Engineering.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit the development of a new five-storey, 122 unit, non-profit seniors' supportive housing facility.

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## 2.0 BACKGROUND

- 2.1 The subject site is located within the Council-adopted George Derby Community Plan area, at the northeast corner of Sixteenth Avenue and Cumberland Street (see *attached* Sketches #1 and #2).
- 2.2 On 1986 June 16, Final Adoption was given to Rezoning Reference #25-83 which rezoned the subject site to the P5 Community Institutional District, to permit the construction of the George Derby Centre long term care facility on a portion of the site. The former George Derby Veterans' Hospital, which was located on the site, was subsequently demolished.
- 2.3 At its 2012 November 19 meeting, Council received a report regarding Rezoning Reference #12-40. The applicant, working on behalf of the George Derby Long Term Care Society, had requested rezoning from the P5 Community Institutional District to the CD Comprehensive Development District, based on the George Derby Community Plan and the P5 District as a guideline, to facilitate the development of a five-storey seniors' supportive market rental housing facility at the subject site with surface parking on an undeveloped portion of the site. Council referred that rezoning application to the Community Development Committee for their review.

Subsequently, on 2013 October 29, a delegation comprised of the applicant for Rezoning Reference #12-40 (who is also the applicant for the subject rezoning application) and representatives of the George Derby Long Term Care Society appeared before the Community Development Committee in order to provide clarification on the affordability aspects of the proposed seniors' supportive housing development. The Society is seeking to rent the units at rates that reflect the non-profit nature of the project. A "cross-subsidization" approach will be used to provide extra affordability for smaller units. Over the long term, the Society hopes to increase the number of units that can be rented at lower rates, contingent on annual operating costs. At its meeting, the Committee adopted a recommendation that staff work with the applicant to advance the senior's supportive non-profit housing proposal, as presented to the Committee.

- 2.4 At its meeting of 2013 November 25, Council received the initial report regarding the subject rezoning application. The applicant, working on behalf of the George Derby Long Term Care Society, requested rezoning from the P5 Community Institutional District to the CD Comprehensive Development District (based on the George Derby Community Plan and the P5 District as a guideline) to facilitate the development of a five-storey seniors' supportive non-market rental housing facility at the subject site with surface parking on an undeveloped portion of the site. The subject application superseded the previous rezoning application (Rezoning Reference #12-40), which was subsequently cancelled.

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The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

### **3.0 GENERAL COMMENTS**

- 3.1 The applicant is proposing a new seniors' supportive rental housing facility with surface parking on an undeveloped portion of the subject site to the east of the existing George Derby Care Centre. The site is owned by the Provincial government and operated by the non-profit George Derby Long Term Care Society under a lease agreement. The site is characterized by a northerly sloping topography that is gentle on the western portion of the site, and steeply sloping on the eastern portion. Vehicular access to the proposed new parking area would be from a new driveway crossing off Sixteenth Avenue.
- 3.2 The applicant is requesting rezoning to the CD Comprehensive Development District, based on P5 Community Institutional District and the George Derby Community Plan as guidelines, to achieve the proposed five-storey building height. The P5 District permits a maximum site coverage of 40% and a maximum building height of 12.0 m (39.37 ft.) or two-storeys, which typically yields a two-storey building with an anticipated F.A.R. of 0.8. The proposed re-distributed building massing to a five-storey form would result in a smaller building footprint, allowing for a greater portion of the site to remain undisturbed and landscaped. While the building is five-storeys along the Sixteenth Avenue frontage, due to site grades, the north elevation which is internal to the site is six-storeys. Although the proposed building exceeds the maximum height of the underlying P5 District zoning of the site, given its siting, site grades, and the overall size of the subject lot, the new building is not expected to have impacts on surrounding uses and development. For these reasons, and given the general public benefit derived from the proposed development, use of the CD District to achieve the proposed building form is considered supportable.
- 3.3 The proposed facility would provide rental housing to seniors who are able to live independently, while being assisted on-site through supportive services including dining facilities, amenity facilities, organized social activities, housekeeping and laundry services. The building would be constructed and operated on a non-profit basis, by the George Derby Long Term Care Society. The existing George Derby Centre building would be retained and continue to be used as a seniors' care facility.
- 3.4 Further development of the site is not proposed at this time. However, the applicant has indicated that the development of additional residential uses to the east and north of the proposed building may be pursued in the future, as well as the redevelopment of the existing George Derby Centre building when it reaches the end of its useful life. Any such future development will require rezoning approval by Council.

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3.5 Vehicular access to the site would continue to be from the two existing driveway crossings off Cumberland Street and Sixteenth Avenue. In addition, a new driveway crossing off Sixteenth Avenue is proposed to provide access to the proposed new surface parking area.

3.6 The proposed 122 rental units are eligible for consideration of an allocation of Housing Funds to offset City-related costs associated with the development of the seniors housing. Appearing elsewhere on tonight's agenda is an information report which addresses the funding request from the applicant and the George Derby Long Term Care Society.

In recognition that the units would be held by a non-profit agency that has the objective of achieving rental affordability over time, provide security of tenure for residents, and contribute to the City's non-profit housing inventory, a grant from the Community Benefit Housing Fund in the amount of \$1,018,492 to offset City-related costs associated with the project was approved by Council on 2014 July 21.

3.7 The Director Engineering will be requested to prepare an estimate for services necessary to serve the site. The servicing requirements will include, but not necessarily be limited to, the construction of a 4 m wide urban trail of approximately 122 m (400 ft.) along the Sixteenth Avenue frontage adjacent to the proposed development frontage, and curb work related to the existing bus bay on the north side of Sixteenth Avenue.

3.8 Any necessary easements, Section 219 Covenants, and statutory rights-of-way for the site are to be provided, including, but not necessarily limited to:

- Section 219 Covenant to ensure the provision, operation and continuing operation of stormwater management facilities;
- Section 219 Covenant to ensure that the use and ownership of the site is for seniors' non-profit supportive housing;
- Section 219 Covenant to ensure use and repayment of Community Benefit Housing Funds in accordance with Council adopted policy; and,
- Statutory right-of-way of approximately 122 m (400 ft.) along the Sixteenth Avenue frontage adjacent to the proposed development for urban trail.

3.9 Applicable Development Cost Charges are:

- GVS & DD Sewerage Charge of \$1,082.00 per residential unit.
- Parkland Acquisition Charge of \$3.84 per sq. ft. of gross residential floor area.
- School Site Acquisition Charge is exempted as the residential units are not-for-profit.

3.10 The applicant will be seeking a waiver from Metro Vancouver for the GVS & DD Sewerage Development Charge due to the non-profit nature of the development.

3.11 The Ministry of Transportation's approval to the rezoning is required.

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- 3.12 An exterior lighting plan suitable for seniors' housing is required.
- 3.13 Given the existing mature trees within the development site, a tree survey and arbourist's report will be required. A detailed landscape and tree planting plan has been provided as part of the suitable plan of development.
- 3.14 The submission of an environmental review and arising requirements regarding the subject forested site to the approval of Environmental Planning.
- 3.15 Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption. The proposed Sediment Control System will then be the basis after Final Adoption for the necessary Preliminary Plan Approval and Building Permit.
- 3.16 An on-site stormwater management system to the approval of the Director Engineering is required. A Section 219 Covenant and bonding are required to guarantee its provision and continuing operation.
- 3.17 The submission of a suitable Solid Waste and Recycling plan to the approval of the Director Engineering.

#### 4.0 DEVELOPMENT PROPOSAL

4.1	<u>Site Area</u>	-	116,960 m <sup>2</sup> (1,258,947 sq.ft.)	
4.2	<u>Density</u>		<u>Permitted</u>	<u>Provided</u>
	F.A.R.	-	0.8 F.A.R.	0.21 F.A.R.
4.3	<u>Gross Floor Area</u>			
	Existing George Derby Centre	-	14,600 m <sup>2</sup> (157,153 sq.ft.)	
	Proposed George Derby Manor	-	<u>9,782.7 m<sup>2</sup> (105,300 sq.ft.)</u>	
	Total G.F.A.	-	24,382.7 m <sup>2</sup> (262,453 sq.ft.)	
			(excludes 536.4 m <sup>2</sup> (5,774 sq.ft.) of amenity space)	
4.4	<u>Site Coverage</u>	-	7.9%	

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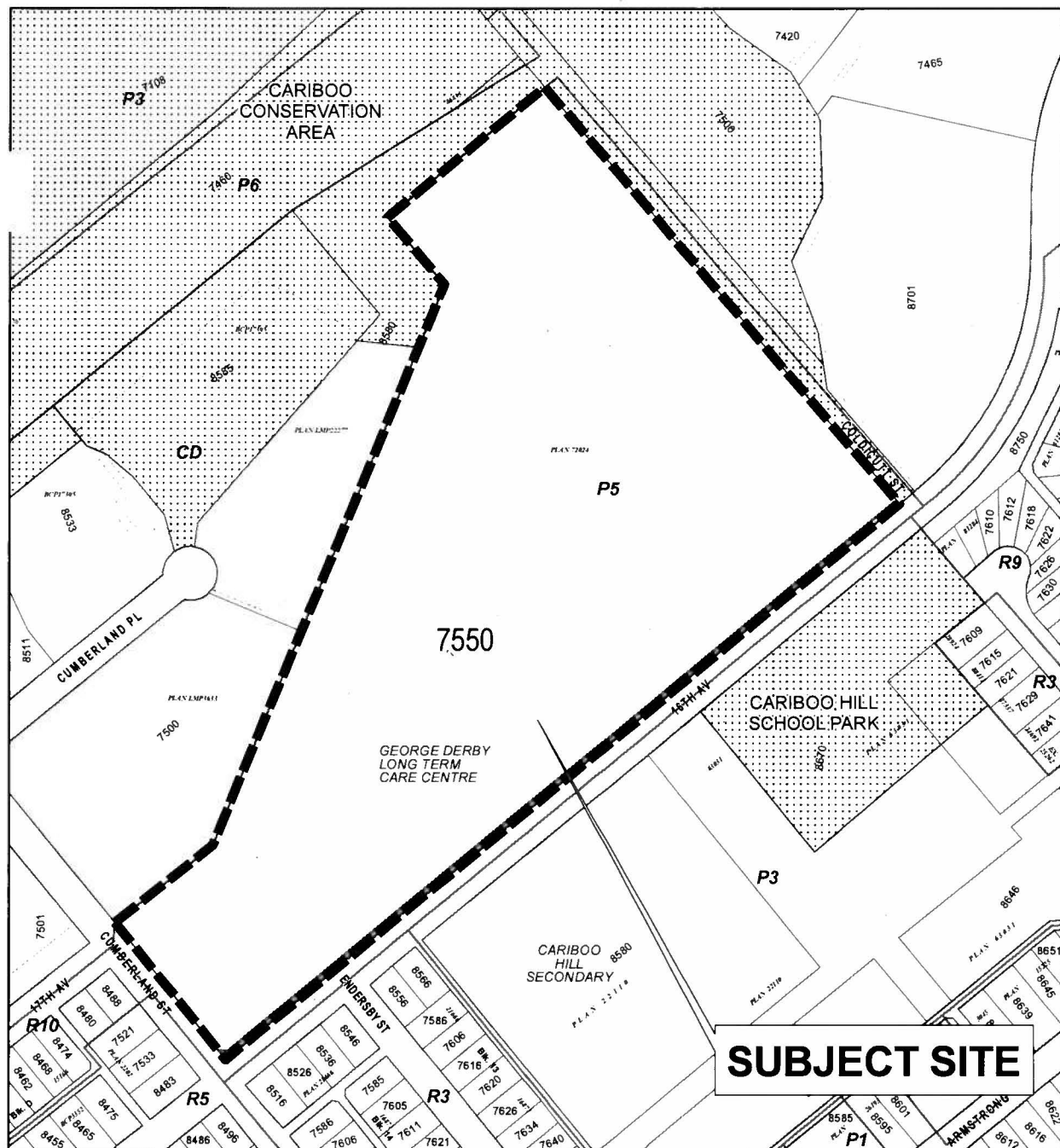
- 4.5 Height - 5 storeys (south elevation – Sixteenth Avenue),  
 6 storeys (north elevation – internal to site)
- 4.6 Unit Mix
- |                              |   |                                 |
|------------------------------|---|---------------------------------|
| Existing George Derby Centre | - | 300 Seniors' Complex Care Units |
| Proposed George Derby Manor  | - | 122 Seniors' Supportive Units   |
- 4.7 Parking
- |  |   |            |
|--|---|------------|
| Existing George Derby Centre (1 space / 2.5 units) | - | 120 spaces |
| Proposed George Derby Manor (1 space / 4 units)    | - | 31 spaces  |
| Total Parking Required                             | - | 151        |
| Total Parking Provided                             | - | 158        |
| Surplus Spaces                                     | - | 7          |

  
 Lou Pelletier, Director  
 PLANNING AND BUILDING

SMN:tn

***Attachments***

cc: Director Engineering  
 City Solicitor  
 City Clerk



PLANNING AND BUILDING DEPARTMENT



DATE:

AUG 13 2014

SCALE:

1:4,000

DRAWN BY:

AY



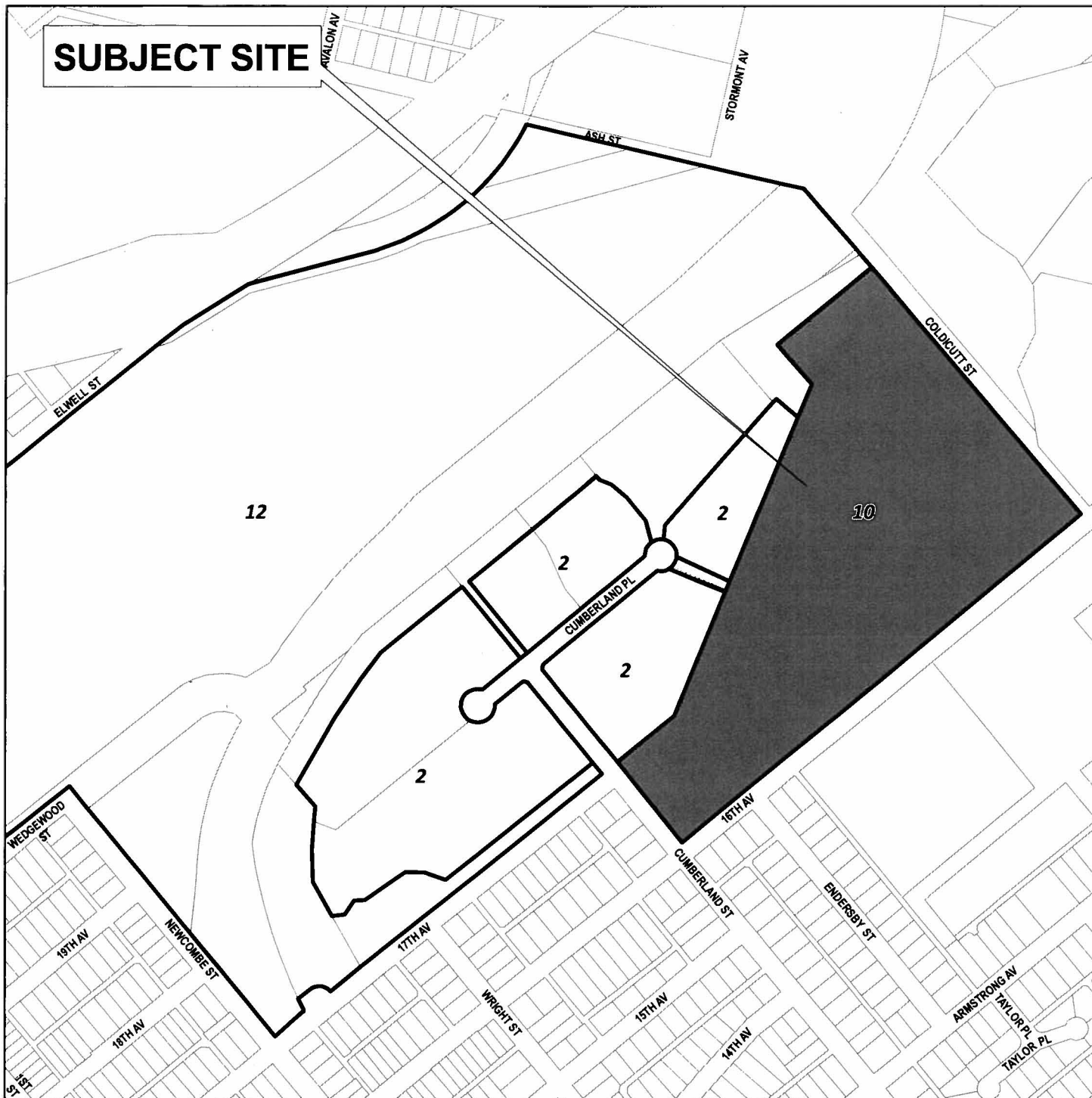
Subject Site

REZONING REFERENCE #13 -- 37

7550 CUMBERLAND STREET

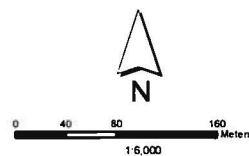
Sketch #1





### General Land Use Designation Key

- 2 Low Density Multiple Family Residential
- 10 Institutional
- 12 Park and Public Use/Public School



PLANNING AND BUILDING DEPARTMENT

## George Derby Community Plan