

CITY OF BURNABY

PLANNING AND BUILDING
REZONING REFERENCE #17-09
2017 December 06

ITEM #01

1.0 GENERAL INFORMATION

- 1.1 Applicant:** TL Housing Solutions Ltd.
c/o 120 – 1375 Commerce Parkway
Richmond, BC 6V 2L1
(Attn: Craig Lochhead)
- 1.2 Subject:** Application for the rezoning of:
Lot A, DL 149, Group 1, NWD Plan 85664
- From:** P5 Community Institutional District
- To:** CD Comprehensive Development District (based on P5 Community Institutional District and RM3 Multiple Family Residential District)
- 1.3 Address:** 7401 Sussex Avenue
- 1.4 Location:** The subject site is located on Sussex Avenue between Rumble Street and Victory Street (Sketch #1 *attached*).
- 1.5 Size:** The site is rectangular in shape with a width of approximately 45.11 m (148 ft.) and an area of approximately 3,213 m² (34,584 sq. ft.).
- 1.6 Services:** The Director Engineering will be requested to provide all relevant servicing information.
- 1.7 Rezoning Purpose:** The purpose of the proposed rezoning bylaw amendment is to permit the development of a new multi-age care facility and non-market rental housing facility.

2.0 NEIGHBOURHOOD CHARACTERISTICS

The subject site is the L'Arche Greater Vancouver residential care facility located on Sussex Avenue between Rumble Street and Victory Street, which was constructed in 1967 (see *attached* Sketch #1). To the west is David Gray Park, while to the immediate north is a single and two-family neighbourhood. To the east, across Sussex Avenue, is a single family neighbourhood and South Slope Elementary School. To the immediate south is the St. Michael's Care Centre, with the Fair Haven United Church Homes site beyond.

3.0 BACKGROUND INFORMATION

The subject site is zoned P5 Community Institutional District, and is occupied by a multi-age residential care facility for individuals aged thirteen years and older with developmental disabilities, and their on-site live-in assistants. L'Arche Greater Vancouver is seeking to redevelop the existing residential care facility at 7401 Sussex Avenue to permit construction of a new multi-age residential care facility, with a non-market rental housing component. The non-profit organization is requesting the use of the P5 and RM3 Districts as guidelines to allow for sufficient density to permit both the residential care facility and non-market housing components of the development. Similar approaches to aggregate density have been permitted for non-market projects including Carleton Gardens, Dania Home, and New Vista Care Home. The proposed rental housing would provide additional affordable housing in the City, help financially support the operation of the residential care facility, and assist the organization in achieving future community initiatives.

Based on a review of the proposed development in relation to adjacent developments, the redevelopment of the subject property as proposed is considered supportable from a building form and massing perspective. The resulting development would consist of a three-storey building with underground parking.

4.0 GENERAL INFORMATION

- 4.1 The applicant is proposing a new multi-age residential care facility with a non-market rental housing component at 7401 Sussex Avenue. The proposed form is for a three-storey building with full underground parking. The care facility is intended to accommodate individuals aged thirteen years and older with developmental disabilities who require assistance from on-site live-in caregivers, as well as individuals who are able to live semi-independently. The proposal includes 22 bedrooms to accommodate individuals that require personal assistance, and 10 housing units for those able to live semi-independently. Supportive services for the residents are proposed, including cooking/dining facilities, living areas and other amenities on the ground level, as well as on the rooftop within enclosed and open-air areas. The applicant also proposes 29 non-market rental housing units, which would contribute to the availability of affordable housing in the City. The building would be constructed and operated on a non-profit basis by L'Arche Greater Vancouver. The resulting total gross floor area on the site would be approximately 4,227.7 m² (47,507 sq.ft.), with a total density for the site of approximately 1.4 F.A.R. Vehicular access to the site would continue to be from Sussex Street.
- 4.2 The applicant is requesting rezoning to the CD Comprehensive Development District (based on the P5 Community Institutional District and RM3 Multiple Family Residential District as guidelines). The density for the site would be calculated on an aggregate basis, utilizing portions of both the 0.8 F.A.R. maximum permitted for P5 residential care uses, and the 1.1 F.A.R. maximum permitted for RM3 residential uses. The proposed total density for the site is approximately 1.4 F.A.R.

- 4.3 The Director Engineering will be required to provide an estimate for all services necessary to serve this site. The servicing requirements for this development will include, but not necessarily be limited to, any necessary road improvements across the development site's frontage, and cash-in-lieu for storm sewer, sanitary sewer and water main upgrades, as required.
- 4.4 A tree survey of the site will be required to determine whether any existing trees are suitable for retention. The removal of trees over 20 cm (8 inches) in diameter will require a tree removal permit.
- 4.5 The applicant may be eligible for consideration of an allocation of Housing Funds to support servicing costs and permit fees. If a request is advanced by the applicant, a future report will be forwarded to the Planning and Development Committee and Council for consideration.
- 4.6 Provision of any necessary statutory rights-of-way, easements and covenants will be required.
- 4.7 Given the development site's area is less than one acre, stormwater management best practices in line with established guidelines will be required.
- 4.8 Approval by the Engineering Environmental Services Division of a detailed plan for an engineered Sediment Control System is required.
- 4.9 A Section 219 Covenant and Housing Agreement to ensure that the use of the site is limited to a multi-age residential care facility and non-market rental housing under the operation of a non-profit organization will be required.
- 4.10 Approval by the Engineering Environmental Services Division of a suitable solid waste and resource storage facility plan will be required.
- 4.11 In line with the City's adopted guidelines for adaptable housing, 20% of the units within the proposed building will be required to meet BC Building Code adaptable housing standards.
- 4.12 The provision of a covered car wash stall will be required. A detailed plan of the subject facility will need to be submitted to the Engineering Environmental Services Division for approval.
- 4.13 The Parkland Acquisition Charge is applicable to the development.
- 4.14 The applicant will be requested to provide written confirmation from Metro Vancouver, that due to the non-profit nature of the development, the GVS & DD Sewerage is not applicable to this rezoning application.

4.15 The proposed prerequisite conditions to the rezoning will be included in a future report.

5.0 RECOMMENDATION

1. **THAT** the Planning and Building Department be authorized to continue to work with the applicant towards the preparation of a suitable plan of development for presentation to a Public Hearing on the understanding that a more detailed report will be submitted at a later date.

LP.

SMN:eb
Attachment

cc: Director Engineering
City Solicitor
City Clerk

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2017.12.11.doc



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November 17, 2017

LOU PELLETIER, DIRECTOR
CITY OF BURNABY PLANNING DEPARTMENT
4949 CANADA WAY,
BURNABY BC V5G 1M2

**RE: REZONING LETTER OF INTENT | L'ARCHE GREATER VANCOUVER REDEVELOPMENT
7401 SUSSEX AVE., LOT A, DL 149, GP. 1, N.W.D. PLAN 85664**

TL Housing Solutions Ltd., on behalf of L'Arche Foundation of Greater Vancouver, have submitted this application to rezone 4701 Sussex Avenue from the current P5 Institutional District to CD Comprehensive Development (utilizing the P5 Institutional District and RM3 Multiple Family Residential District as guidelines). We see rezoning to replace the existing L'Arche care facility and community hub by developing a multi-age residential care facility, community hub and non-market rental housing. The proposed building is 3 storeys with enclosed and open-air rooftop amenities. The density for the site would be calculated utilizing portions of both the 0.8 F.A.R. maximum permitted for P5 institutional uses, and the 1.1 F.A.R. maximum permitted for RM3 residential uses.

CLIENT & HISTORY

L'Arche is an intentional community where people with developmental disabilities, along with those who assist them, share life together in family-like settings and work environments. At the heart of L'Arche is the understanding that every person is valued and has unique gifts to contribute to society through their active participation within the community.

L'Arche provides affordable, stable and secure homes where individuals with different abilities live in family-like settings fostering a compassionate community which celebrates the gifts of all people and cares for some of society's most vulnerable citizens. Today, there are 147 L'Arche communities in 45 countries engaging with diverse cultures and faiths.

Established in the City of Burnaby in 1974, L'Arche Greater Vancouver is one of 29 Canadian L'Arche communities which now supports 35 adults with developmental disabilities and operates 6 homes and two community inclusion programs, Neighbours Helping Neighbours, and the Emmaus Centre. Neighbours Helping Neighbours is a crew of people who provide light yard work, maintenance, carpentry work and outside cleanup for approximately 60 seniors, people with physical disabilities and other local community organizations. The Emmaus Centre is a social recreational and outreach program where people learn important life skills such as welcoming guests, preparing meals and volunteering in the larger community.

With a 43-year history in the City of Burnaby of building a community of neighbours, friends and volunteers, L'Arche Greater Vancouver has nurtured an assistant alumni of more than 500 young people who learned through their experience at L'Arche, the importance of sharing their gifts, embracing their responsibility, and creating a better world.

COMMUNITY NEED

Canada Mortgage and Housing Corporation (CMHC) determined in 2010 that 25.7% of people with developmental disabilities in BC live in housing that fails standards of safety, stability and affordability. CMHC also specifically recognizes the International Federation of L'Arche Communities in a 2006 report, Research Highlight | Socio-Economic Series, Housing for Adults with Intellectual Disabilities, wherein the L'Arche model group home was acknowledged and identified as a best practice. The conclusion of the report highlights the significant unmet need for suitable housing for adults with intellectual disabilities wherein too often, individuals are housed where space is available, rather than in residences suited to their specific needs.

LOCATION RATIONALE

The site currently houses the Shiloah Building at 7401 Sussex Avenue, the heart of the L'Arche Greater Vancouver community where adults with disabilities and those that share life with them, their friends, family, neighbours and guests gather to participate in activities such as community inclusion programs, community gatherings and prayer. The building consists of offices, a community hub, 3 residential group homes, program space and community space, which serves a variety of functions. In total there are 9 people with intellectual disabilities and 7 live-in assistants between the 3 homes on site. In 2012 L'Arche engaged City Spaces to undertake an Asset Inventory and Strategy Report, a detailed assessment of the Burnaby properties with the purpose to identify opportunities to leverage assets towards meeting the community's vision and responding to the changing needs of its members.

Through careful analysis and extensive consultation with key stakeholders, including the L'Arche Board of Directors, Community Living BC, consultants and architects, the subject site was identified as the best option for complete redevelopment. The site is well situated in close proximity to transit, community amenities, three satellite group homes and backs onto David Gray Park.

The Sussex Avenue property is the ideal location and size. The existing infrastructure, however, is aging, inaccessible, and non-compliant to modern building codes. City Spaces identified a number of challenges and expenses contemplated in the retention and modification of the Shiloah Building, to name a few, these challenges include:

- ☐ general configuration and accessibility issues within some of the building;
- ☐ asbestos found in all areas of each building;
- ☐ plumbing and electrical concerns;
- ☐ non-conforming conditions of building, such as fire separation, handrails etc.;
- ☐ inadequate building ventilation;
- ☐ building envelope and water egress issues;
- ☐ no seismic considerations; and
- ☐ significant retrofitting costs, such as providing an elevator and required replacement of electrical service.

In general, the site is currently underutilized to meet the growing need and expansion of the L'Arche community and a complete redevelopment outweighs the significant retrofitting needed for any short term benefit.

VISION & CONCEPT

In response to current and future needs, L'Arche Greater Vancouver has identified new and creative ways to welcome more people and to share their mission more broadly with the City while addressing the urgent need to provide safe, secure and adequate housing.

The planned expansion of L'Arche services through this redevelopment include:

- replacement and improvement of the 3 on-site care homes (the "L'Arche Homes"). These homes house adults with developmental disabilities and live-in assistants within a single-family home setting, creating core communities. A typical home contains 8 bedrooms with common living, dining and cooking facilities all design to ADA standards;
- replacement and expansion of the administration and assembly space ("Assembly") for community inclusion programs. The proposed redevelopment expands on the community services offered at 7401 Sussex with increasing the size and occupancy of its Assembly uses, primarily utilized by community inclusion program rooms, common kitchen, expansive community hub, meeting rooms and chapel; and
- In addition to replacement and improvement of L'Arche Homes and Assembly, approximately 10 new dwelling units are planned to accommodate and support individuals with developmental disabilities who can live more independently (the "L'Arche IL"). Similar to a senior's independent living model, these dwelling units are self contained apartments with individual cooking facilities and living areas with shared access to a common living room, meeting room and a common kitchen for more community integration amongst the L'Arche IL residents, their family and friends.

Collectively the "L'Arche Area".

Expanding the mandate to provide services and care for those with varying developmental disabilities, L'Arche Greater Vancouver is proposing to create approximately 29 affordable non-market rental dwelling units (the "Rental Units"). These Rental Units which vary from studio through to 3 bedroom units are needed to offset the capital costs and provide sustainable revenue in the future for further L'Arche initiatives. The primary goal of these Rental Units is to be offered to the public below market value. Through an extensive capital campaign planned for 2018 and application to BC Housing under the Provincial Investment of Affordable Housing (PIAH), the objective is to offer all of these units well below market rental rates.

CLOSING

This innovative new design addresses the growing and urgent need for full accessibility and affordable housing options for those most vulnerable. An important aspect of this vision allows community members to age in place as their care needs change. Through this redevelopment, L'Arche Greater Vancouver intends to enhance their community inclusion programs and services to provide more people opportunities for meaningful employment and daytime activities. New affordable rental housing for those in need will give individuals, couples and families the opportunity to experience an intentional community.

Thank you for your consideration of this rezoning request, we look forward to working with the City towards the approval of this rezoning application to make this project a reality through creative comprehensive zoning, expedited approval process, and willingness to reduce fees, thus increasing housing affordability.



CRAIG LOCHHEAD | VICE PRESIDENT

cl/JM