

ITEM	7
MANAGER'S REPORT NO.	8
COUNCIL MEETING	94/02/14

**TO:** CITY MANAGER 1994 FEBRUARY 01

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT:** REZONING REFERENCE #50/93  
**PROPOSED DEER LAKE HOSPITAL REDEVELOPMENT**  
**6907 ELWELL STREET**

**PURPOSE:** To provide an update regarding Rezoning Reference #50/93.

**RECOMMENDATIONS:**

1. **THAT** this rezoning application not be given favourable consideration.
2. **THAT** a copy of this report be sent to the Edmonds Area Advisory Committee for information.

**REPORT**

**1.0 BACKGROUND:**

The initial report (copy attached for reference) regarding the subject rezoning application was submitted to Council on 1993 September 27.

The applicant's proposal was to redevelop the site for a 106 bed facility with a gross floor area of 7,214 m<sup>2</sup> (77,650 sq.ft.) and a Floor Area Ratio of 2.4. A 4.5 storey plus basement building with a 50 percent lot coverage was proposed. Staff concluded that this building would be out of character and incompatible with the adjoining single-family residential neighbourhood. The Floor Area Ratio of 2.4 requested by the applicant was considered to be well over the supportable density for the subject site given the nature of the surrounding neighbourhood and long-standing adopted Community Plan. The report noted that the proposed Floor Area Ratio was three times the current permissible density, and was even above the maximum achievable for development of a private hospital/rest home under Comprehensive Development zoning with RM5 high rise apartment density guidelines.

The report recommended that the rezoning application not be given favourable consideration. Council tabled the report on 1993 September 27 and subsequently, on 1993 November 01, referred it back to staff for further discussions with the developer with respect to a more appropriate development proposal.

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**2.0 CURRENT PROPOSAL:**

On 1994 January 19, the Planning Department received a revised version of the applicant's development proposal for the site. The proposed bed count has been reduced from 106 to 104 beds, and the proposed gross floor area has been reduced from 7,214 m<sup>2</sup> (77,650 sq.ft.) to 7,095 m<sup>2</sup> (76,375 sq.ft.), with the fifth floor (penthouse) being reduced from 372 m<sup>2</sup> (4,000 sq.ft.) to 300 m<sup>2</sup> (3,225 sq.ft.). The proposed Floor Area Ratio has been reduced from approximately 2.4 to approximately 2.3.

The applicant has also advised that attempts to enlarge the subject site through incorporation of the adjacent B.C. Hydro right-of-way property, either through purchase or transfer of development rights, have been unsuccessful.

**3.0 DISCUSSION:**

The previous report regarding this application contained the following discussion regarding the appropriate density for redevelopment of the subject site.

The maximum density of development considered supportable under the existing adopted Community Plan is an F.A.R. of 0.8 based on the existing P5 zoning density and the site's location within a single-family residential area, outside the Edmonds Town Centre. An amendment of the current Community Plan to incorporate the subject site and designate it for RM3 density development (at a maximum F.A.R. of 1.1) could, however, be considered potentially supportable, although it is acknowledged that such an amendment could be viewed as an ad hoc appendage to the Community Plan.

The revised development proposal advanced by the applicant has an F.A.R. of approximately 2.3, however, and remains well above the appropriate density for the site. It is only very marginally reduced in scale from the previous proposal. The comments and discussion outlined in the previous report regarding the initial development proposal and its unsuitability for the subject site within a single-family neighbourhood therefore continue to apply.

We would also note that the Planning Department has received a letter from one of the neighbouring properties (6956 McBride Street) expressing concerns regarding the scale and incompatibility of the proposed development.

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**4.0 CONCLUSION:**

Since the development proposal remains virtually the same as that initially submitted by the applicant, the initial report on the application (a copy of which is attached for reference) remains applicable. It is recommended that this rezoning application not be given favourable consideration.



D.G. Stenson, Director  
Planning and Building

RR:yg  
Attach.

cc: Medical Health Officer

CITY OF BURNABY

PLANNING AND BUILDING  
 REZONING REFERENCE #50/93  
 1993 SEPTEMBER 27

ITEM# 2

1.0 GENERAL INFORMATION:

- 1.1 Applicant: Balfour & Associates  
 2638 West 14th Avenue  
 Vancouver, B.C. V6K 2W9  
Attention: Rick Balfour
- 1.2 Subject: Application for the rezoning of:  
  
 Lot 207, D.L. 95, Group 1, N.W.D. Plan 56166  
  
**From:** P5 Community Institutional District  
  
**To:** CD Comprehensive Development District
- 1.3 Address: 6907 Elwell Street
- 1.4 Location: The subject site is located at the northeast corner of Griffiths Avenue and Elwell Street (see attached Sketch #1).
- 1.5 Size: The site is irregular in shape with a gross area of 3,054 m<sup>2</sup> (32,872 sq.ft.) and a net area of approximately 3,015 m<sup>2</sup> (32,450 sq.ft.) subject to survey.
- 1.6 Services: The Director Engineering will be requested to provide all relevant servicing information.
- 1.7 Rezoning Purpose: The purpose of the requested rezoning bylaw amendment is for the purpose of developing a 106 bed care facility in a 4.5 storey plus basement building with an F.A.R. of 2.4.

2.0 SITE OBSERVATIONS

The subject site is currently occupied by Deer Lake Hospital, a one to two storey 37 bed care facility. The building is residential in scale and design, and is located within a single family residential area on the boundary of the Edmonds Town Centre. Single family dwellings are located to the north, east, and west of the site. Existing single family homes south of the site

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across Elwell Street are, however, designated by adopted Community Plan Six (see attached Sketch #2) for assembly, rezoning, and redevelopment for RM3 low rise apartments. A landscaped B.C. Hydro right-of-way with an overhead transmission line and an informal trail is located on the northwest edge of the site.

**3.0 GENERAL COMMENTS**

- 3.1 Vehicular access when the site is redeveloped should be from Elwell Street only, a minimum of 20m (66 ft.) from Griffiths Avenue. A 1.5m (5 ft.) road widening dedication to accommodate a future separated sidewalk on the east side of Griffiths Avenue should be provided when the site is rezoned and redeveloped. Provision of street lighting on Griffiths Avenue and Elwell Street, as well as undergrounding of adjacent overhead utilities on Griffiths Avenue will be required.
  
- 3.2 The applicant has noted that the proposed redevelopment of Deer Lake Hospital is intended to respond to 1992 revisions to Provincial Multilevel Care Design Guidelines which would, in his view, increase the floor space per bed ratio from a previous 200 to 300 square feet per bed to a new standard of 500 to 800 square feet per bed, and result in an economical scale of operating unit in the 100 to 120 bed range. In this regard, the Health Department has advised Planning that the effect of the new guidelines for facilities is to increase the ratio from approximately 500 square feet to approximately 700 square feet per bed, and results in an operational unit size of about 75 to 100 beds being generally desirable.
  
- 3.3 Commenting on the application to redevelop the Deer Lake Hospital site from a 37 bed to a 106 bed facility, the Health Department has noted that the Edmonds area is currently well-served with care facilities and that this area would not be a recommended priority for increase of Provincially funded bed allocation. It should also be noted that another rezoning to develop new care facilities in the area is currently being pursued as part of the National Nikkei Heritage Centre and implementation of the adopted Edmonds Town Centre West Development Plan. However, the Health Department has also noted that the required upgrading of Deer Lake Hospital results in a need to rebuild or relocate the facility if it is to continue providing subsidized care in the Continuing Care Program. In the circumstances, a modest increase of 10 to 12 additional beds to a maximum total of 50 beds has been discussed with the owner and could be supported by the Health Department, although it is recognized that this may not be the optimum operating size from an economic perspective.

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- 3.4 The existing P5 zoning of the site permits a maximum lot coverage of 40 per cent and a maximum building height of two storeys. The maximum achievable Floor Area Ratio is therefore 0.8, under either the existing P5 zoning or under rezoning to Comprehensive Development District based on P5 use and density. This scale of development is considered compatible with the surrounding single family area.

Within higher density apartment residential areas, development of care facilities at the density of the specific apartment zoning district for which the site is designated by a Community Plan, can be achieved through rezoning to Comprehensive Development District based on P5 use and the applicable RM district density. Within an RM3 area, for example, the maximum Floor Area Ratio would be 1.1. The highest density achievable on this basis would be a maximum Floor Area Ratio of 2.2, in an RM5 high rise area.

- 3.5 The P5 zoning regulations require that the minimum lot area of 890 m<sup>2</sup> (9,580.19 sq.ft.) be increased by 56 m<sup>2</sup> (602.80 sq.ft.) for each patient over 8 in number. For the subject site, which has an area of 3,054 m<sup>2</sup> (32,870 sq.ft.) this results in a maximum of 46 patients. Development of the maximum achievable Floor Area Ratio of 0.800 under the P5 zoning would result in a gross floor area of 2,443 m<sup>2</sup> (26,300 sq.ft.) or 572 sq.ft. per patient based on 46 patients. If the hospital were to stay as a 37 bed facility, a ratio as high as 710 sq.ft. per bed could be achieved through expansion or redevelopment under the existing P5 zoning.

- 3.6 The maximum density of development considered supportable under the existing adopted Community Plan is an F.A.R. of 0.8 based on the existing P5 zoning density and the site's location within a single-family residential area, outside the Edmonds Town Centre. An amendment of the current Community Plan to incorporate the subject site and designate it for RM3 density development (at a maximum F.A.R. of 1.1) could, however, be considered potentially supportable, although it is acknowledged that such an amendment could be viewed as an ad hoc appendage to the Community Plan (see attached Sketch #2).

- 3.7 The applicant's proposal is to redevelop the site for a 106 bed facility with a gross floor area of 7,214 m<sup>2</sup> (77,650 sq.ft.) and a Floor Area Ratio of 2.4. A 4.5 storey plus basement building with a 50 percent lot coverage is proposed. This building would be out of character and incompatible with the single-family residential neighbourhood. The Floor Area Ratio of 2.4 requested by

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the applicant is well over the density considered supportable for the subject site given the nature of the surrounding neighbourhood and long-standing adopted Community Plan. It is three times the current permissible density. It is even above the maximum achievable for development of a private hospital/rest home under Comprehensive Development zoning with RM5 high rise apartment density guidelines.

While spot rezoning to higher densities can minimize land costs for higher density developments, this approach is not consistent with the growth management and land use allocation principles adopted by Council in Burnaby. The current proposal could create an undesirable precedent for numerous other similar situations throughout Burnaby including other private hospitals. Therefore it is recommended that Council not give favourable consideration to this rezoning application. It is also recommended that a copy of this report be sent to the Edmonds Advisory Committee, which is currently pursuing a review of the Edmonds Town Centre.

- 3.8 As noted above, Planning and Health Department staff have given some consideration to the scale and density of care facility redevelopment which could be supported on the Deer Lake Hospital site. Subject to a Community Plan amendment designating the site for RM3 density redevelopment (consistent with the sites across Elwell Street, within the Edmonds Town Centre) a redevelopment at a Floor Area Ratio of 1.1 (based on the net site, and with full underground parking) for a maximum of 50 patients could be supported. This would result in a maximum gross floor area of 3,316 m<sup>2</sup> (35,695 sq.ft.) and a ratio of approximately 714 square feet per bed. Although there have been very preliminary discussions regarding this potential approach with the applicant, to date it is not clear to staff whether he would be prepared to pursue rezoning and redevelopment on this basis.

**4.0 RECOMMENDATIONS**

- 4.1 **THAT** this rezoning application **not** be given favourable consideration.
- 4.2 **THAT** a copy of this report be sent to the Edmonds Advisory Committee for information.

 RR:yg

Attach.



# Balfour & Associates

Architecture • Planning • Urban Design

2638 West 14th Avenue  
Vancouver, B.C.,  
Canada. V6K 2W9  
Phone • 604-731-0206  
Fax • 604-731-0232  
August 23, 1993

Mayor and Council  
City of Burnaby

Your Worship and Members of Council

Re: Deer Lake Hospital Redevelopment

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In the last two years Bert Evertt and Intercare Management have been making an effort to find a suitable site to redevelop a Multi-level Care Facility to utilize the beds from Deer Lake and other facilities.

This effort was due to the Ministry of Health both in Burnaby and in Victoria encouraging beds built under the Community Care Facility Act to upgrade to the new Multi-level Care Guidelines which have been adopted by Community Care Funding agencies. Sites are hard to find that meet all of the criteria of cost, location, and size to satisfy the need to build a viable operational hospital unit of 100 to 120 beds. Intercare has carried out feasibility studies to replace these beds on six different sites over the last 2 years. Upgrading of the existing structure at the Deer Lake Hospital has been ruled out as unfeasible in terms of accommodating the required larger operational unit which needs to be built to current standards.

In due course Intercare came back to the Deer Lake Hospital site which it already owns to provide the full scale upgraded facility. This site however had always been projected on past land costs and bed density in the 100 to 120 bed range. (The other sites were considered before now so as to not lose any beds in the Burnaby community during construction.)

There is currently a problem caused by a conflict between municipal by-laws which were written to acknowledge older care facilities using about 200 to 300 square feet per bed, and the new Provincial standards which now generate 500 to even 800 square feet per bed due to private rooms, ensuite washrooms, larger social and recreation spaces etc. Current zoning by-laws restrict the number of resident beds that can be realized on a given unit of land. Current zoning by-laws in many other municipalities are now under some review to address this inconsistency between public-provincial policy and public-municipal policy.

In this regard we ask on behalf of Intercare Management that either the P-5 zones be amended to reflect the new floorspace demands of the Provincial standards, or for the Deer Lake site to be amended to CD until the full by-law review can take place. In either event, Deer Lake lodge is seeking to build to a Floor Space Ratio of 2.4 to accommodate the programme requirements on the site under this rezoning application and as outlined in the following technical report to your Planning Department.

We ask that you please consider this request favourably.

Yours truly

Rick Balfour MAIBC  
Balfour & Associates.





LEGEND:

- 1 ▶ RM1 Residential
- 2 ▶ RM2 Residential
- 3 ▶ RM3 Residential
- 4 ▶ RM4 Residential
- 5 ▶ RM5 Residential
- 6 ▶ Institutional
- 7 ▶ C7 Commercial
- 8 ▶ C4 Commercial
- 9 ▶ C3 Commercial
- 10 ▶ C2 Commercial
- 11 ▶ C1 Commercial
- ▨ Constructed
- ▨ Parks
- ⋯ Walkway
- ⊕ Traffic Signal

Reference dates:  
1970 August & 1980 March  
Updated to 1992 December



**SUBJECT SITE**

COMMUNITY PLAN SIX

Includes apartment study areas O & P