

CITY OF BURNABY

COMMUNITY PLANNING & HOUSING COMMITTEE

*HIS WORSHIP, THE MAYOR  
AND COUNCILLORS*

Re: Proposed Supportive Housing for Seniors at 6688 Southoaks Crescent

RECOMMENDATIONS:

1. **THAT** Council approve in principle the development of a supportive seniors housing project to replace the previously proposed health facility, subject to further details of the funding and operation of the project being submitted and accepted by the Community Planning and Housing Committee and Council.
2. **THAT** the covenant on lot 8 requiring the development of the Health Care Centre not be amended until an acceptable proposal for a supportive seniors housing project is presented to the Community Planning and Housing Committee and Council.
3. **THAT** the rezoning application for the cultural centre (RZ#45/93) advance without the pre-requisite that the covenant be amended prior to Final Adoption of the bylaw, with the proviso that the covenant be amended at a future date when the specific implementation details of the supportive seniors housing development are known.
4. **THAT** a copy of this report be sent to:

Mr. A. George Oikawa  
National Nikkei Heritage Centre Society  
#300 - 1050 Alberni Street  
Vancouver, B.C. V6E 1A3, and

Mr. George Miller, Superintendent  
Board of School Trustees, School District No. 41  
5325 Kincaid Street, B.C. V5G 1W2

Copy - CITY MANAGER - CITY SOLICITOR - DIRECTOR PLANNING & BUILDING
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REPORT

The Community Planning and Housing Committee, at its meeting held on 1998 October 27, received and adopted the attached report responding to a request from the National Nikkei Heritage Society for a revision on the covenant on the title of the lot at 6688 Southoaks Crescent to change the project from a care facility to supportive housing for seniors. Considering that there is no available funding for a health care centre, the Committee advised that a supportive seniors housing project would fulfill a need within the community for those seniors who can live on their own but need assistance with some day-to-day living requirements.

Respectfully submitted,

Councillor L.A. Rankin  
Chairman

Councillor C. Redman  
Member

Councillor J. Young  
Member

**TO:** CHAIRMAN AND MEMBERS  
COMMUNITY PLANNING AND HOUSING  
COMMITTEE

1998 October22

**FROM:** DIRECTOR PLANNING AND BUILDING

OUR FILE:RZ# 45/93

**SUBJECT: PROPOSED SUPPORTIVE HOUSING FOR SENIORS  
AT 6688 SOUTHOAKS CRESCENT**

**PURPOSE:** To inform the Community Planning and Housing Committee of the request by the National Nikkei Heritage Society for a revision on the covenant on the title of the lot at 6688 Southoaks Crescent to change the project from a care facility to supportive housing for seniors.

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**RECOMMENDATIONS :**

1. **THAT** the Community Planning and Housing Committee recommend to Council that:
  - i) the development of a supportive seniors housing project to replace the previously proposed health facility be supported in principle, subject to further details of the funding and operation of the project being submitted and accepted by the Community Planning and Housing Committee and Council.
  - ii) the covenant on Lot 8 requiring the development of the Health Care Centre not be amended until an acceptable proposal for a supportive seniors housing project is presented to the Community Planning and Housing Committee and Council.
  - iii) the rezoning application for the cultural centre (RZ#45/93) advance without the pre-requisite that the covenant be amended prior to Final Adoption of the bylaw, with the proviso that the covenant be amended at a future date when the specific implementation details of the supportive seniors housing development are known.
2. **THAT** a copy of this report be sent to:

Mr. A.George Oikawa  
National Nikkei Heritage Centre Society  
#300-1050 Alberni Street  
Vancouver, BC V6E 1A3, and

Mr. George Miller, Superintendent  
Board of School Trustees, School District No. 41  
5325 Kincaid Street  
Burnaby, BC, V5G 1W2

## **REPORT**

### **1.0 Background**

Attached to this report is a copy of a letter to the Director Planning and Building from Mr. George Oikawa, Chair, Building for the National Nikkei Heritage Centre Society. The purpose of the letter is to request that the City revise the Section 219 covenant on the property located adjacent to the Sakura-so Seniors Residence and the future cultural centre that restricted the use to a multi-level care facility. Due to constraints in funding such a facility, the society wishes now to develop a supportive seniors housing project.

The purpose of this report is to respond to this request for an amendment to the covenant.

### **2.0 The Project**

As part of the redevelopment of the former Burnaby South Secondary School grounds in 1993, a covenant was placed on the site (see attached map) in favour of the City of Burnaby and the School District No. 41 requiring that it be developed with a cultural centre, Japanese Canadian garden, non-profit housing, and a health care facility with no less than 75 beds. Since that time, the Sakura-so seniors housing development has been built under the Homes BC program and is now occupied.

The National Nikkei Heritage Centre Society has submitted an application to rezone Lot 8 to permit development of the cultural centre. The Society plans to commence construction of the cultural centre in February of 1999. Given that there is no chance of achieving funding for the construction of a multi-level care facility in the foreseeable future, the Society is now requesting that the City permit the Society to develop a supportive seniors housing project instead. This would require a revision to the Section 219 covenant on Lot 8.

### **3.0 The Supportive Seniors Housing Component**

As described in the letter, the Society is proposing the development of a minimum 50 unit supportive seniors housing project. The housing will be supplemented with the following basic service package:

- one meal a day
- light housekeeping
- emergency alert system
- activities co-ordinated with the cultural centre.

In addition, the Society proposes that the Simon Fraser Health Region would assist in developing a package of services that can be delivered in a co-ordinated manner.

In the attached letter, the Society notes that the housing would be funded through a partnership between the Society and BC Housing Management Commission, which would provide a mortgage and operating subsidies in order that the housing be provided on a rent-geared-to-income basis, that is, rent would be calculated at 30% of the household's income.

#### 4.0 Analysis

In recent times there has been growing interest in the provision of a larger range of supportive housing options for seniors. Designing housing for seniors who can live on their own but may require basic services such as meals, help with housekeeping and emergency call systems is viewed as a way to allow seniors to remain independent as long as possible. To this end, as part of the ongoing work program, Planning staff are looking at the City's development framework to ensure that this type of housing can be provided in the appropriate context. As well, staff is working closely with Provincial officials in reviewing how provincial regulations and programs can better respond to this form of housing/service mix, especially in the area of consumer protection.

On a broad conceptual level, staff support the proposal to provide a supportive seniors housing project rather than a health care facility. This proposal takes advantage of the proximity of both the cultural centre and the Sakura-so seniors housing development to provide co-ordinated services and activities that otherwise would not be possible. However, it is acknowledged that in the absence of a senior government program that provides funding for, or a framework for the development of this kind of housing/service mix, there is inherently a significant amount of risk and uncertainty in developing supportive seniors housing. Also, because there are few "built" models to follow, the market and financial viability for this type of housing/service mix is not known. In order to fully endorse this concept, staff suggest that the City requires some assurance that a program for funding the development is in place.

Staff contacted both BC Housing Management Commission (BCHMC) and the Simon Fraser Health Region to obtain a better understanding of the nature of the proposed partnerships. Both agencies indicated that they met with the proponents of the seniors development to discuss the project in a preliminary manner. However, neither agency has committed funding or services to the project at this time.

Therefore, before staff can recommend that the Committee offer full support of the project and a change to the covenant, more details will need to be known on the method by which the project will be funded and the arrangement by which services will be provided. Staff have asked the Society to continue their discussions with BCHMC and the Health Region to explore these issues. Staff will keep the Community Planning and Housing Committee apprised of progress with this proposed project.

As well, a copy of this report should be forwarded to the Superintendent of School District No.41, a party to the covenant, so that the Board of Trustees is aware of the request to amend the covenant and the response of the City. The consent of the Board will also be required to amend the covenant.

## **5.0 Rezoning Process for the Cultural Centre**

As described previously, the Society is attempting to obtain rezoning of the site so that the cultural centre can commence construction early next year. The request to amend the covenant on Lot 8 to change the use from a care facility to supportive seniors housing was made in order to meet the prerequisites of the rezoning of the site. As described in this report, there still remains work to be done in clarifying the funding and programming of the supportive seniors housing development.

In order to better accommodate the Society's schedule for the rezoning of the site and construction of the cultural centre, staff suggest that the covenant on the lot not be changed until the specific implementation details of the supportive seniors housing project are known. This means that amending the covenant will not be a pre-requisite to the final adoption of the bylaw that would rezone the site to permit the construction of the cultural centre.

Further, staff recommend that as part of the rezoning process for Lot 8, a proviso be added that requires the applicant to request a change to the covenant in the future when the implementation details of the supportive housing project are known. At that time, staff will prepare a report for the Community Planning and Housing Committee's consideration describing the project in detail and, if appropriate, recommending an amendment to the covenant. The approval of School District No. 41 to amend the covenant will also be sought by the Society at that time. The covenant would need to be amended before a Preliminary Plan Approval could be issued.

## **6.0 Conclusion**

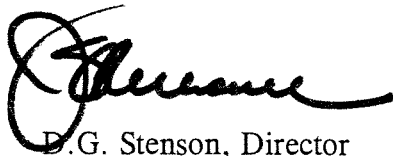
The National Nikkei Heritage Society has requested that the City amend the covenant on the title of the property adjacent to the future cultural centre so that a supportive seniors housing development can be built rather than the multi-level health care centre.

Considering that there is no available funding for a health care centre, staff believe that a supportive seniors housing project would fulfill a need within the community for those seniors who can live

on their own but need assistance with some of the day-to-day living requirements, such as meals and housekeeping. Also, it is felt that the programming for this project could be co-ordinated with the activities of the adjacent cultural centre and seniors' independent living housing development.

Before full support can be given to this project and the change in the covenant recommended, staff believe that more specific implementation details will need to be known. It has been suggested that the Society continue their discussions with the Health Region and BCHMC to further develop their proposal for a supportive seniors housing development.

However, in order to advance the rezoning of the cultural centre, it is recommended that the prerequisite that the covenant be amended as a condition of the rezoning be set aside at this time, but that a proviso be added requiring the covenant be amended at a future date when the specific implementation details of the supportive seniors housing development are known. The covenant will need to be amended before Preliminary Plan Approval is granted for further development of Lot 8 after the development of the cultural centre is complete.

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D.G. Stenson, Director  
PLANNING AND BUILDING

BG\gk  
Attach

cc: City Manager  
City Solicitor

# National Nikkei Heritage Centre Society

300 -1050 Alberni Street, Vancouver, B.C. V6E 1A3 CANADA Tel: (604) 681-9194 Fax: (604) 681-9125

October 6, 1998

Ms. Beverly J. Grieve  
Long Range Planner  
City of Burnaby  
Planning & Building Inspection  
4949 Canada Way  
Burnaby, BC, V5G 1M2

Dear Ms. Grieve:

Further to our telephone conversation this morning, enclosed is information regarding the proposed support housing project to be built next to our cultural centre. We are hoping to commence construction of the cultural centre in February 1999.

We had initially planned to build a health care home rather than a supportive housing project. This description is on title as a restrictive covenant. Because of this change in plans, we have asked the City of Burnaby to approve a revision to our Section 215 Covenant. We met with Mr. Ken Ito and Mr. Robert Renger on September 23 on this matter, and they suggested that we meet with you.

The Restrictive Covenant registered on Lot 8 in favour of the City of Burnaby is for a cultural centre, Japanese Canadian garden, and a health care facility with no less than 75 beds. At the time we purchased our property in 1993, we were very encouraged with the possibility of funding for a health care facility. As you are aware, health care in our province has been changing with less and less funding available. This has resulted in Burnaby not receiving any health care beds in the foreseeable future. We have been advised from Simon Fraser Health Region that there is no possibility of our community receiving any funding for a health care facility, and that we should consider other options that can meet the needs of the elderly, and that we should revise our project to reflect the direction our region and our province are taking in health care.

With our associated society, the Japanese Canadian Health Care Society, we have been working with Mr. Keith Anderson, Vice President, and Ms. Dianne Garrett, Director Integrated Client Services for Continuing Care, both of Simon Fraser Health Region to explore developing a supportive housing project, and to ask for their support in developing services to seniors. We have also been meeting with British Columbia Housing Management Commission (BCHMC) to discuss funding for the housing. Both the Health Region and BCHMC have been supportive. We are exploring the possibility of building a 35 to 61 unit supportive housing project with funding from BCHMC, and the cooperation of the Health Region in clustering services, to develop a service plan, and partnering in programs.



This would result in our Society building on Lot 8, a cultural centre, a Japanese Canadian garden, and instead of a 75 bed health care facility, a 35 to 61 unit (pending funding approval) supportive housing project for seniors. We have made a request to the City of Burnaby to approve a 35 to 61 unit supportive housing project in place of the 75 bed health care facility under the Restrictive Covenant. A letter of request has been sent to Mr. Donald Stenson, Director of Planning.

We enclose a description of the supportive housing project. You will observe that this project provides affordable housing (rent will be no more than 30% of a seniors income) and support services for the frail elderly such as meals, activities and coordination of services with Continuing Care. Its philosophy is to provide a home that will permit seniors to age in place, by making their home responsive to their changing needs, and to bring services and programs to their home.

We look forward to meeting with you to discuss our project in further detail and wait for your telephone call. If you have any questions, please contact me anytime at 681-9194. We kindly ask for your assistance in this matter.

Yours very truly,



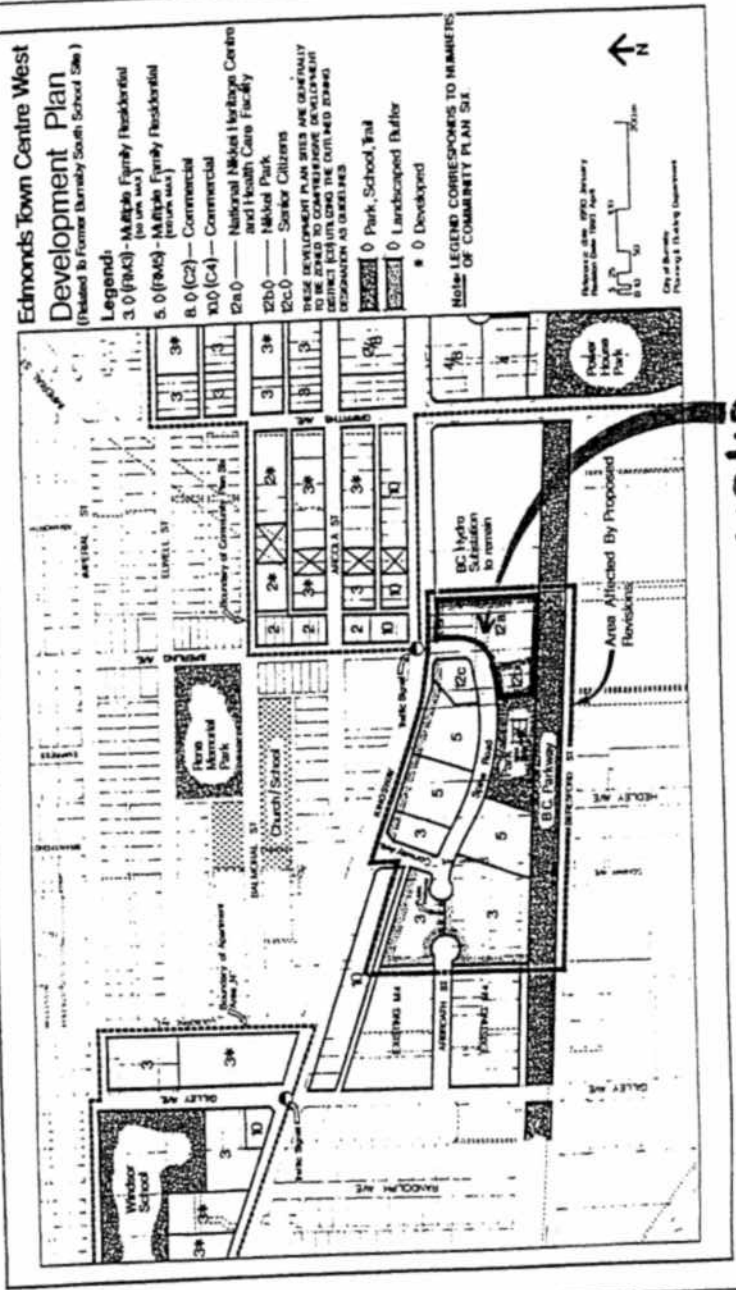
Cathy Makihara,  
Executive Director

cc: A. George Oikawa, Chair, Building  
Kenneth Takeuchi, JVA

# Edmonds Town Centre West Development Plan

- (Revised to former Burnaby South School Site)
- Legend:**
- 3.0 (R4C) - Multiple Family Residential (medium density)
  - 5.0 (R4C) - Multiple Family Residential (medium density)
  - 8.0 (C2) - Commercial
  - 10.0 (C4) - Commercial
  - 12a.0 - National Heritage Centre and Health Care Facility
  - 12b.0 - Mikael Park
  - 12c.0 - Senior Citizens
  - 12d.0 - These development plan sites are gradually to be converted to comprehensive development districts including the outlined street designation as outlined
  - 12e.0 - Park, School, Trail
  - 12f.0 - Landscaped Buffer
  - 0 - Developed

Note: LEGEND CORRESPONDS TO HANDBOOK OF COMMUNITY PLAN 51E



**SUBJECT SITE**

Date: July 1993

Scale: N.T.S. 51

Drawn By: J.P.C.

 City of Burnaby  
Planning & Building Dept.  
**REZONING REFERENCE # 45/93**