

TO: CITY MANAGER

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: REZONING REFERENCE #01-24
6907 ELWELL STREET
RESPONSE TO COUNCIL ENQUIRIES

2001 OCTOBER 15

PURPOSE: To respond to the questions raised by Council at the 2001 October 01 meeting.

RECOMMENDATION:

1. **THAT** this report be received for information purposes.

R E P O R T

1.0 BACKGROUND INFORMATION:

On 2001 October 01 Council received a report on the subject rezoning application, which involves a request to rezone 6907 Elwell Street from P5 Community Institutional District to R5 Residential District in order to permit a future subdivision and subsequent development of six single-family dwellings. At the 2001 October 01 meeting, Council advanced the subject rezoning application to a Public Hearing scheduled for 2001 October 30. However, Council members also raised some points of enquiry, and directed staff to report back on these points. This report is in response to that request.

2.0 GENERAL DISCUSSION:

2.1 The primary concern raised at the aforementioned meeting included the loss of 37 Continuing Care beds currently accommodated in Deer Lake Private Hospital, located on the subject site. Other points of discussion included the movement of Deer Lake Hospital residents, the provision of counseling services to help residents integrate into their new surroundings and community, and the loss of the P5 zoned site.

2.2 With respect to the loss of 37 Continuing Care beds, it is noted that Deer Lake Hospital is scheduled for demolition in 2001 December, regardless of whether the subject rezoning application is approved. It would appear that redevelopment of the site to another care facility, hence maintenance of Continuing Care beds in the area, is not feasible for a number of reasons:

- Health regions are facing serious financial constraints at present, creating uncertainty about future expansion of care facility beds. Even if funding was available, there is no guarantee that the Simon Fraser Health Region would commit to a new development on the subject site, especially given the constraints discussed below. Further, the Region has transferred funding for the Deer Lake Hospital beds to the Belvedere Care Centre, a newer facility in Coquitlam.

- In recent years, Simon Fraser Health Region staff have suggested that a minimum of 100 beds are required for a Continuing Care facility to be economically viable. However, it is acknowledged that this number is a rough guideline, and that a facility with less than 100 beds may be successful depending on financing considerations/structures (e.g. the Health Region recently issued a call for Expressions of Interest for the development of a 75 bed Multi-Level Care facility in Burnaby).
- The Provincial Multi-Level Care Facility Design Guidelines require much more space (square footage) per resident than what was required when Deer Lake Hospital was constructed. Therefore, at current densities, a redeveloped care facility on the subject site would have less than 37 beds, and would not be considered economically viable to operate as outlined above. The site's limited area (32,874 sq.ft.) would also be a significant constraint whether other beds were funded privately or through the Health Region.
- Previous proposals from the applicant to redevelop the existing care facility at a density of 2.4 FAR have not been supported on the grounds that such a density is not compatible with the character of the surrounding R5 single-family neighbourhood (which has a maximum FAR of up to 0.6).

2.3 A query was raised in reference to the overall number of existing beds for Continuing Care facilities in Burnaby, and a request was made for some updated statistics. The following table provides some information related to the number of Continuing Care beds in Burnaby from 1997 to 1999, and is excerpted from a previous report which appeared before Council on 2000 August 14. It is noted that the statistics represent 'funded' beds - i.e., those receiving operating funding through the Simon Fraser Health Region.

Burnaby Continuing Care Beds: 1997-1999

Facility Name	Type	1997	1998	1999	Change: 1997-99
Canada Way	Intermediate Care	106	106	106	0
Carlton Lodge	Intermediate Care	76	76	77	1
Carlton Pvt Hospital	Private Hospital	75	75	75	0
Cascade	Extended Care	205	205	205	0
Central Park	Intermediate Care	94	94	94	0
Dania	Intermediate Care	71	71	71	0
Deer Lake	Private Hospital	35	35	37	0

Dogwood	Intermediate Care	139	78	0	-139
Fair Haven	Multi-Level Care	100	100	100	0
Fellburn Care	Extended Care	109	109	109	0
Finnish Manor	Intermediate Care	60	60	60	0
New Vista	Intermediate Care	234	234	234	0
Normanna	Multi-Level Care	22	22	100	78
Rotary	Group Home	5	5	5	0
St. Michael's	Extended/Intermediate Care	168	168	168	0
Willingdon	Private Hospital	95	95	95	0
Burnaby Total		1594	1533	1536	-58
Bby Beds as % of Health Region Total		50.4	49.1	48.6	

As an update to the above table, the following information is provided:

- The 205 bed Cascade Residence is to be replaced by 150 Multi-Level Care and 50 Assisted Living beds at New Vista.
- A reduction of 40 Intermediate Care beds at the St. Michael's facility is planned to accommodate a 16 bed hospice.
- The Dania facility will be accommodating 15 Assisted Living beds (plus a further 10 such beds in the future).
- As indicated above, the Health Region recently issued a call for Expressions of Interest for the development of a 75 bed Multi-Level Care facility in Burnaby (although it is noted that this call is on hold given current funding uncertainties).

It is noted that although the 300-bed George Derby Centre is located in Burnaby, it is not included in the above list because it is a specialized resource intended to serve war veterans from throughout BC and other parts of Canada.

2.4 Another significant concern raised by Council in reference to the subject rezoning application is the status of current Deer Lake Hospital residents vis-a-vis their move to another facility. The Simon Fraser Health Region has confirmed that all 37 Deer Lake Hospital residents were moved to the Belvedere Care Centre in Coquitlam in the first week of 2001 October. Furthermore, the Health Region confirmed assisting a few residents and their families in their

move to other facilities of their choice in the region when the announcement about the redevelopment was made earlier this year.

Council also questioned the extent of counseling services offered to Deer Lake Hospital residents during the relocation process. In this regard, Health Region staff met with residents and their families to discuss the move, answer questions, and try to respond to the residents' and families' needs. Health Region officials note that Belvedere Manor is a newer facility with private rooms. It is also closer to some families than Deer Lake Hospital. Therefore, while relocation can be stressful for care facility residents, efforts have and will continue to be made to reduce the stress. Also, while it is regrettable that beds are being removed from Burnaby, it appears that the residents have been accommodated in a suitable alternate facility.

It is noted, therefore, that by the time the subject rezoning amendment is presented to Public Hearing, Deer Lake Hospital will be vacant and all of its former residents moved to other facilities.

- 2.5 With specific reference to concerns over losing the subject site for redevelopment of another care facility, it is noted that the challenges and constraints discussed in Section 2.2 of this report remain applicable. In general, redevelopment of another care facility on the subject site is constrained by: the lack of health funding for new beds; the Multi-Level Care Facility Design Guidelines (which require much more space than previous standards); the need for additional beds to make such a redevelopment economically viable; the site's relatively small size and the lack of supportable density compatible with the surrounding area. Furthermore, the applicant has indicated that previous attempts to market the site for alternate P5 uses have been unsuccessful. It is further noted that opportunities for supportive housing are provided in the single-family residential districts in the Zoning Bylaw, subject to CD Comprehensive Development zoning. Supportive housing proposals are typically considered on their own merits in the context of the surrounding neighbourhood.

3.0 CONCLUSION:

This report responds to the various points raised by Council at the 2001 October 01 meeting. As noted, the current care facility on the subject site will be demolished by the end of the year. It is also noted that the aging Deer Lake Hospital is considered to be outdated by current Continuing Care facility standards. Moreover, all of the residents of Deer Lake Hospital will have been moved by the time this application is forwarded to Public Hearing. Finally, it has been determined that another such care facility on the subject site is considered infeasible for numerous reasons. Therefore, a rezoning application to R5 Residential District has been submitted on this basis.

As has been identified by Council on several occasions in recent years, there is a pressing need to ensure that Burnaby develops and maintains an adequate number and quality of Continuing Care beds to meet the needs of its aging population. To this end, staff intend to continue to work with Simon Fraser Health Region officials in advocating for Burnaby's interests and helping, as appropriate, in care facility planning efforts.

This is for the information of Council.



J. S. Belhouse
Director Planning and Building



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cc: Director Engineering
City Clerk

