

Item	17
Manager's Report No.	30
Council Meeting	02/11/25

TO: CITY MANAGER 2002 NOVEMBER 18

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: **REZONING REFERENCE #02-35**
Historic Church and Seniors' Condominium Apartment and
Congregate Rental Housing

ADDRESS: 3861, 3875 & 3891 Kingsway/3880 and 3892 Sandell Street

LEGAL: Lot 'B', Block 49, DL 35, Group 1, NWD Plan 799; Parcel 'One' (Explanatory Plan 15591) Lot 'A', Block 49, DL 35, Group 1, NWD Plan 799; Lot 'A' Except: Parcel 'One' (Explanatory Plan 15591), Block 49, DL 35, Group 1, NWD Plan 799; Lot 6, DL 35, Group 1, NWD Plan 7313; Lot 7, DL 35, Group 1, NWD Plan 6779

FROM: P1 Neighbourhood Institutional District and R5 Residential District

TO: CD Comprehensive Development District (based on P5 Community Institutional District, RM3 Multiple Family Residential District and Metrotown Development Plan, and in accordance with the development plan entitled "Villa Grace" prepared by Kingsley Lo Architect, and "St. John The Divine Church Alterations" by Birmingham and Wood Architects)

APPLICANT: Kingsley Lo Architect Inc.
203 - 1545 West 8th Avenue
Vancouver, B.C. V6J 1T5
(Attention: Mr. Kingsley Lo)

PURPOSE: To seek Council authorization to forward this application to a Public Hearing on 2002 December 17.

RECOMMENDATIONS:

1. **THAT** the adjustment to Metrotown Area 11 Plan as outlined in Section 2.1 of this report be approved to take effect upon the granting by Council of Second Reading of the Rezoning Bylaw related to the subject site.
2. **THAT** the introduction of a Highway Exchange Bylaw be authorized according to the terms outlined in Section 3.2 of this report, contingent upon the granting by Council of Second Reading of the subject Rezoning Bylaw.

3. **THAT** the sale be approved in principle of City-owned property for inclusion within the subject development site in accordance with the terms outlined in Section 3.4 of this report, and subject to the applicant pursuing the rezoning proposal to completion.
4. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2002 December 02 and to a Public Hearing on 2002 December 17 at 7:30 p.m.
5. **THAT** the following be established as prerequisites to the completion of the rezoning:
 - a. The submission of a suitable plan of development for the proposed apartment and for the restoration of St. John The Divine Church.
 - b. The deposit of sufficient monies 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.
 - 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 submission of an undertaking to secure, alarm and protect the historic church during the construction period.
 - e. The consent to the designation of St. John The Divine Church as a heritage site and a commitment to enter into a Heritage Revitalization Agreement, including the posting of sufficient security to ensure completion of the specified restorative work.
 - f. The consolidation and resubdivision of the net project site into two legal parcels.
 - g. The granting of any necessary easements and covenants.
 - h. The dedication of any rights-of-way deemed requisite.
 - i. The undergrounding of existing overhead wiring abutting the site.
 - j. Compliance with the Council adopted sound criteria.
 - k. The submission of an exterior lighting plan which meets the standards for seniors' housing complexes as adopted by Council.

- l. The provision of a covered car wash stall and an adequately sized and appropriately located garbage handling and recycling material holding space and a commitment to implement the recycling provisions.
- m. Completion of the Highway Exchange Bylaw.
- n. The deposit of the applicable per unit Parkland Acquisition Charge.
- o. The deposit of the applicable GVS & DD sewerage charge.
- p. The deposit of the applicable School Site Acquisition Charge for the strata titled portion of the development.
- q. The completion of the sale of City property in line with Section 3.4 of the report
- r. The granting of a 219 Covenant restricting enclosure of balconies.
- s. The granting of a 219 Covenant to protect the significant existing trees being preserved on the site and the deposit of sufficient monies to ensure the protection of the existing trees being preserved.
- t. The completion of a Housing Agreement with the City to ensure that the seniors' housing continues to be operated as proposed by the applicant/developer.

REPORT

1.0 REZONING PURPOSE

The purpose of the proposed rezoning bylaw amendment is to permit retention and partial restoration of a historic church and development of a seven storey combination seniors' strata titled and rental apartment.

2.0 BACKGROUND

2.1 Area Plan

The site is identified in the Metrotown Development Plan as an institutional site reflecting the existing historic St. John The Divine Church which is the oldest remaining church in the City. It will be necessary to amend the Metrotown Area 11 Plan to alter the designated use of this site from institutional to institutional/residential to reflect the fact that the seniors' housing is proposed to be added to the retained church site.

The developer is seeking rezoning from the City to allow the retention and exterior restoration of the historic church and to allow for the construction of a new seven-storey seniors' congregate care apartment building with both rental suits (approximately 40% of the units) and strata titled units (approximately 60% of the units) that would be situated on the land north of the church. The church portion of the site is to be subdivided from the apartment portion. The developer has requested that the portion of a vacant City-owned lot at 3892 Sandell Street, be incorporated in the development site in exchange for restoration and designation of St. John The Divine Church.

3.0 GENERAL COMMENTS

3.1 Servicing Requirements

There is a need to dedicate and construct a cul-de-sac for Sandell Street so that the north side of this site can obtain vehicle access from Jersey Avenue on the east. Sandell Street does not run through from Jersey Avenue to Smith Avenue. The cul-de-sac will provide for access to the proposed apartments and to one existing residence on the north side of Sandell Street. The Director Engineering will be requested to prepare an estimate for all services necessary to serve this site. The servicing requirements will include but not necessarily be limited to the provision of the cul-de-sac, improved water and sewer lines, sidewalks and related works that are required for this site.

Primary vehicle access to the site for the apartment, visitor parking and the church would continue to be from Kingsway (right turn in/out only) with a second access from Sandell Street to the underground parking for the apartment.

3.2 Dedications/Highway Exchange

In addition to the dedication of the Sandell Street cul-de-sac, it will be necessary to provide a small dedication from the east end of the Kingsway frontage of the site for the widening of Kingsway to provide for upgrading of the sidewalk. The use of a Highway Exchange Bylaw is proposed as there is some redundant roadway at the west end of the site that may be exchanged for the dedicated area.

3.3 Easements, Covenants and Agreements

Any necessary easements for services, reciprocal access for the seniors' housing, parking, driveways and Fire Department access will be required. A Housing Agreement is necessary to confirm the use of the building and a Heritage Revitalization agreement will also be necessary.

The applicant is requesting that the site of the historic church at the southern end of the site (adjacent to Kingsway) be subdivided from the housing on the northern portion of the site.

Access, parking and circulation will overlap and a series of reciprocal access agreements over both properties will be necessary. The subdivision application will address technical requirements with respect to the creation of two legal parcels.

Agreements will be required to ensure the restoration of the church (Heritage Revitalization Agreement) and a Housing Agreement to confirm the development of the supportive housing proposed.

Covenants are required for the retention of an existing cedar tree near the south end of the site and to ensure non-enclosure of balconies.

3.4 Consolidation of the Site and Sale of City Property

The site is presently composed of the church lot, a lot to the west that is used for parking, a vacant R5 zoned lot on Sandell Street that is owned by the church and an adjacent vacant City lot on Sandell that was purchased by the City for cul-de-sac purposes. These five lots are to be consolidated into two lots after the road dedications for the cul-de-sac. The City Solicitor has provided an estimate of value for the City lot to be included in the site of \$48 per sq.ft.

It will be necessary to dedicate approximately 2,104 sq.ft. of the 6,049 sq.ft. City-owned vacant lot at 3892 Sandell Street for the necessary cul-de-sac. The net gain to the site after cul-de-sac dedication will be approximately 3,945 sq.ft. (to be confirmed by survey). This land which is not otherwise developable will be consolidated with the private lands. The developer is requesting that the sale of the balance of this City-owned lot be provided in exchange for restoration work on the church. This represents a value of \$189,356 (3,945 sq.ft. x \$48 per sq.ft.). Staff consider this to have merit but a suitable detailed agreement for the restoration of the church is required which would form the basis for a heritage revitalization agreement. The value of the City contribution is not to exceed 50% of the estimated cost of restoration and upgrading which is in the order of \$450,000.

3.5 Heritage Designation and Revitalization Agreement for the Restoration of Portions of St. John the Divine

The heritage dedication and restoration of the church is a condition of rezoning.

Staff note that the full restoration of the church to its small original form is not feasible but that it is highly desirable to restore primary elements of the exterior, the belfry. The stucco dating from the 1950's is to be removed.

In this case, the developer will be required to submit a suitable restoration plan for this historic building. This work will include but not necessarily be limited to removal of the exterior stucco and replacement or repair of the original wood shiplap siding, restoration of

the belfry including the decorative details, re-roofing of the building with cedar shingles, repair of the windows and restoration of the stairs as well as the main entry door, reconstruction of the exterior entrance area with landscaping, painting of the exterior to an approved colour scheme and upgrading of the interior exposed truss system including restoration of the interior ceiling of the sanctuary. A fire sprinkler system will also be required. Other non-heritage building code upgrading and other consequential interior renovations will be provided by the developer, unrelated to the heritage restoration works.

It is proposed that the City support a minimum of 50% of the heritage portion of the restoration costs to a limit of \$189,356 (in the form of land value) as outlined in Section 3.4 of this report. The submission of a suitable restoration plan and specifications are required and a Quantity Surveyor's cost estimate is necessary. The work is to be completed to recognized Provincial and Federal Conservation standards as specified in a Heritage Revitalization Agreement.

The developer will be required to post security for the full cost of the restoration and alteration works which will be held by the City until the satisfactory completion of all the work.

3.6 Proposed Seniors' Apartment Development

The developer is proposing to construct a new terraced seniors housing apartment building of up to seven storeys on the lower (north) part of the site, behind the church. It is noted that within the context of Burnaby's Zoning Bylaw, congregate housing is considered a form of supportive housing. Approximately 51 units in the building will be strata-titled and marketed to seniors. The rental housing portion (36 bed-sitting rooms) of the building would continue to be owned by the church, a non-profit society, and a Housing Agreement will be required. Approximately 80% of the units are to be handicap accessible.

This project is not government funded or subsidized. The 36 rental units are small sleeping/studio suites with kitchenettes but without a stove. A sink, a microwave oven and a small fridge will be provided but meals will be taken in a common dining room. The tenants are expected to have an average age of around 80 years.

The 36 strata titled units are typical self-contained units that will be occupied by at least one resident who is over 55 years of age and a covenant will be required. These residents will have the option of taking meals in the common dining room and the option of other assistance for daily non-medical services.

A Housing Agreement to confirm the operational procedures of the rental and the strata titled housing will be required.

3.7 Density Calculations

The basic outright density of development for this site under the CD (RM3) zoning is based upon the standard 1.10 Floor Area Ratio for development with underground parking. A bonus of 0.15 FAR is available under Section 203.5(2) of the zoning bylaw for amenities and special needs housing (i.e. congregate housing) for a total FAR of 1.25. The designation of the historic church and the provision of seniors congregate housing facilities/amenities meet this requirement.

3.8 Development Cost Charges

All applicable development cost charges including the Neighbourhood Parkland Acquisition Charge and the GVS & DD Charge will be applicable to the entire seniors' housing portion of this development. The School Site Acquisition Charge will be applicable only for the strata titled units, provided that the rental seniors' housing is owned and operated by a registered non-profit society. As noted a Housing Agreement and a 219 Covenant are necessary.

3.8 Site Profile

In accordance with the Contaminated Sites Regulation, a Site Profile is required. Subsequent to review of the Site Profile, the Manager at the Ministry of Water, Land and Air Protection may require a preliminary site investigation or a detailed site investigation.

If remediation measures are considered necessary, then a remediation plan and schedule of works would be pursued by the applicant acceptable to the Ministry of Water, Lands and Air Protection

3.9 Noise Study

Due to the proximity of the site to Kingsway and the SkyTrain line, a noise study is required.

3.11 Exterior Lighting for Seniors' Housing

A letter from an Electrical Engineer is required to confirm that the exterior lighting on the site is designed to meet City standards.

3.12 Sediment Control

A plan for an engineered Sediment Control System during construction will be a requirement of Preliminary Plan Approval.

3.13 Underground Wiring

The Kingsway frontage of the site has both Hydro and communication lines that are to be relocated underground.

4.0 DEVELOPMENT PROPOSAL

4.1	Gross Site:	-	5,743 m ² (61,824 sq.ft.)
	Less Cul-de-Sac	-	195 m ² (2,104 sq.ft.)
	Net Site:	-	5,548 m ² (59,720 sq.ft.)

Site Coverage: - 32%

4.2	Floor Area:		
	Seniors' Apartments (6,103 m ² [63,692 sq.ft.])	-	1.10 FAR

St. John the Divine Church Sanctuary/
 Main Floor (438.6 m² [4,722 sq.ft.])
 Apartment Amenity Space (dining,
 spa, theatre, solarium, activity rooms,
 lounges (832 m² [8,953 sq.ft.]) - 0.15 FAR

Total FAR - 1.25

4.3	Height:	-	4 storeys terraced up to 7 storeys
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4.4 Unit Mix:

Rental

28 studio bed-sitting rooms with kitchenette @ 310 sq.ft.
 8 1-bedroom rooms with kitchenette @ 476 sq.ft.

36 Total Rental Units

Strata Titled

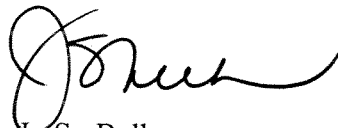
16 Studio Units @ 558 sq.ft.
 4 1-bedroom units @ 603 sq.ft.
 11 1-bedroom + den @ 717 sq.ft.
 20 2-bedroom units @ 874 sq.ft.

51 Total Strata Titled Units

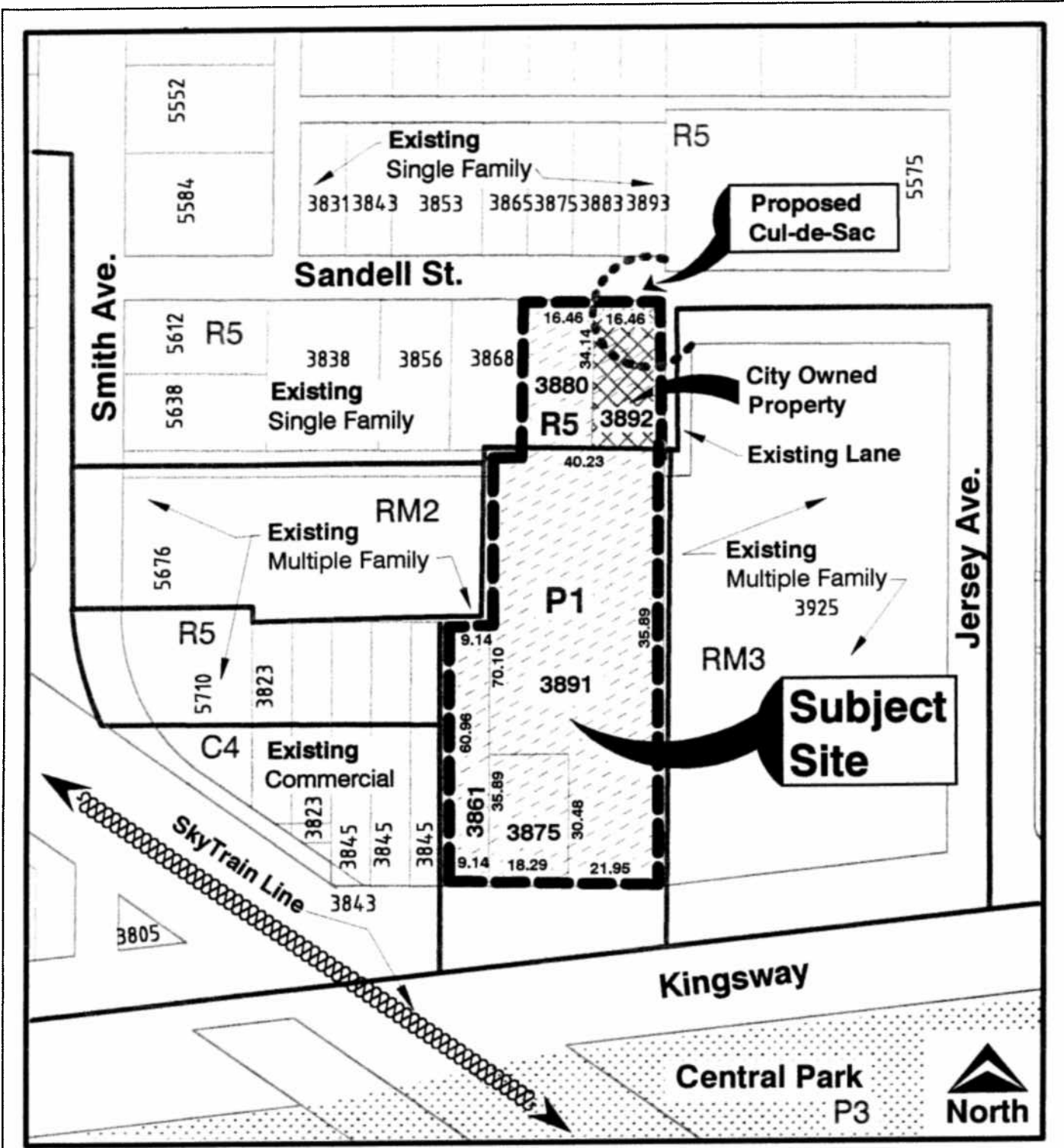
Total units/bed sitting rooms: 87

(Residents of the strata titled units may optionally take meals in a dining room)

- 4.5 Unit Density:
87 units (including 36 rooms) - 63.5 units/acre
1.37 acres
- 4.6 Parking Required/Provided:
Church: (designated heritage building) - 33 spaces (10 surface, 23 underground)
Congregate rental rooms: 0.2 space/room x 36 - 7.2 spaces
Congregate strata units: 1.5 spaces/unit x 51 - 76.5 spaces
117 spaces
- (all residential parking is underground with access from Sandell Street except for 10 visitors spaces that will take access from Kingsway)
- Total parking provided:**
(includes 26 small car and 3 handicapped spaces and 12 residential visitors' spaces) - **117 spaces**
- Car Wash - 1 space
Scooter storage is provided on two levels of the underground parking.
- 4.5 Communal Facilities: -
Dining Room: rental studio congregate rooms
Dining Room: strata congregate units
Sauna, hot tub, solarium, theatre, activity room, lounges on each floor, water garden off dining room, roof garden.
- Bicycle racks for visitors


J. S. Belhouse
Director Planning and Building

BR:gk
Attach
cc: Director Engineering
City Clerk
City Solicitor



Planning And Building Department

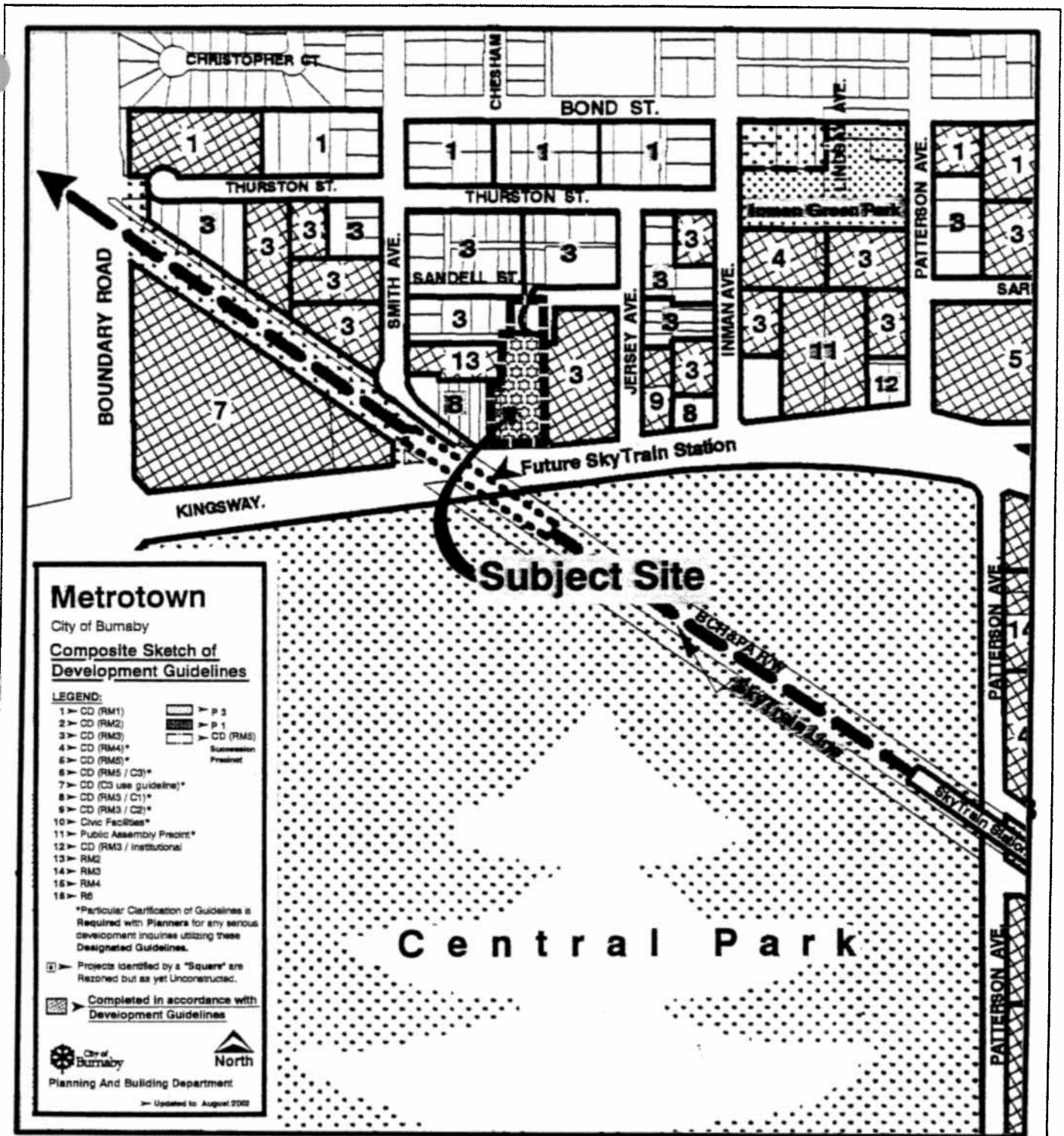
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Drawn By: J.P.C.

Date: September 2002

REZONING REFERENCE 02 -- 35

Sketch # 1



Planning And Building Department

Scale: N.T.S.

Drawn By: J.P.C.

Date: September 2002

REZONING REFERENCE 02 -- 35

Sketch # 2

