

CITY OF BURNABY
HOUSING COMMITTEE

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HIS WORSHIP, THE MAYOR
AND COUNCILLORS

RE: **REVIEW OF ZONING BYLAW REGULATIONS
AFFECTING SUPPORTIVE HOUSING FOR SENIORS**

RECOMMENDATIONS:

1. **THAT** Council authorize the Burnaby Zoning Bylaw to be amended to incorporate the changes to the regulations pertaining to supportive housing for seniors outlined in this report.

REPORT

The Housing Committee, at its 'Open' meeting held on 2003 June 09, received and adopted the *attached* report regarding proposed changes to the supportive housing regulations in the Zoning bylaw. The Committee proposed that Zoning Bylaw regulations pertaining to unit size for "Category B" supportive housing for seniors developments be amended and that overall allowable density for supportive developments located in key Town Centre locations be increased. Specifically, the recommended amendments include:

- changes to minimum unit sizes for studio, one-bedroom units and the addition of a new category of unit, known as a "junior one-bedroom;"
- exclusion of amenity space, not to exceed 12% of the gross floor area, in allowable maximum buildable area;
- outright increase in density of 0.2 FAR for supportive housing development in key town Centre locations.

Respectfully submitted,

Councillor C. Redman
Chair

Councillor D. Johnston
Vice Chair

Councillor C. Jordan
Member

:COPY - CITY MANAGER
- DIRECTOR PLANNING & BUILDING
- CITY SOLICITOR

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

2003 June 05

FROM: DIRECTOR PLANNING AND BUILDING

Our File: RZ Ref: 03-18
RZ Ref: 03-21

**SUBJECT: REVIEW OF ZONING BYLAW REGULATIONS
AFFECTING SUPPORTIVE HOUSING FOR SENIORS**

PURPOSE: To propose changes to the supportive housing regulations in the Zoning Bylaw.

RECOMMENDATION:

1. **THAT** the Housing Committee recommend to Council that the Burnaby Zoning Bylaw be amended to incorporate the changes to the regulations pertaining to supportive housing for seniors outlined in this report.

REPORT

1.0 BACKGROUND

In November 2000, amendments to the Zoning Bylaw regulations were adopted in anticipation of future interest in the development of supportive housing for seniors. Supportive housing for seniors falls in the continuum between housing and care, and combines housing with the provision of hospitality services, such as meals, wellness programs, housekeeping, and leisure activities.

Since 2000, the interest in developing supportive housing for seniors, both by private market developers and the non-profit sector, has substantially increased. In assessing proposals for actual projects, particularly in Town Centre areas, it is apparent that some aspects of the Zoning Bylaw regulations pertaining to supportive seniors housing require review.

With the forgoing as context, the purpose of this report is to review the regulations pertaining to density, unit size and parking for "Category B" supportive housing for seniors developments, (particularly in Town Centre locations) and recommend changes to the text of the Zoning Bylaw.

2.0 SUPPORTIVE HOUSING IN BURNABY

Supportive housing for seniors combines housing with the provision of hospitality services, such as meals, wellness programs, housekeeping, and leisure activities. Forms of supportive housing include congregate¹ housing, Abbeyfield² housing, and assisted living. Generally, residents are frail elderly people more than 75 years of age.

Until recently, the term “assisted living” was often used interchangeably with supportive housing. Recently, through changes to the *Community Care and Assisted Living Act* (formerly the *Community Care Facilities Act*), the term assisted living has been clarified to mean supportive housing with a slightly higher level of personal services and support. New developments providing assisted living must be registered, but not licenced, under the new legislation. It is possible, and increasingly common, for supportive housing and assisted living units to be included in the same building or project. For the purposes of this report, the term supportive housing will also include assisted living for seniors.

Supportive housing for seniors can be developed by market housing developers or non-profit societies. Unlike typical market housing developments, supportive housing for the private market is developed by companies that are in the business of operating this specialized form of housing where the provision of a service package is an essential component. Private market developments may also have units that are subsidized through rent supplements from the local Health authority. Non-profit societies also provide supportive housing on either a market-price basis or with subsidized units.

Attachment 1 contains a list of existing supportive and assisted living projects in Burnaby, including the number of units, unit sizes and, as available, monthly rents. It is important to note that the projects contained in this list were developed over a thirty-five year period, and represent a range of previous program parameters. Units at Dania, Seton Villa and Canada Way Lodge were initially developed as licenced personal care but, as this level of care was phased out, were converted to supportive housing.

¹Congregate housing are larger scale seniors housing development which offer suites, usually with kitchenettes. Meals are provided in a main dining room. Other services such a laundry and maid service are included or may be purchased.

²Abbeyfield housing offers a home like setting where approximately 10-20 seniors live together, have their own bed-sitting room, and have meals provided. Residents share common spaces, and a house coordinator is on site.

3.0 ZONING BYLAW REGULATIONS GOVERNING SUPPORTIVE HOUSING FOR SENIORS

The Zoning Bylaw makes provisions for two categories of supportive housing for seniors. Category “B” applies to larger projects where the majority of units include a small kitchen or cooking facility in the unit (in addition to a central dining room). Category “A” refers to smaller scale 15-20 bed projects, such as Abbeyfield seniors housing, that do not have cooking facilities in individual rooms. Category “B” and “A” projects are a permitted use in most multiple family schedules in the Zoning Bylaw, subject to Comprehensive Development Zoning. Category “A” projects are also permitted in single and two family areas, subject to Comprehensive Development Zoning. There has been limited interest in the development of “Category A” projects since the supportive housing zoning Bylaw amendment was introduced in 2000. Further, as no significant concerns have been identified regarding other “Category A” provisions, no change to those regulations are considered necessary at this time.

4.0 POTENTIAL BYLAW CHANGES

As noted, the amendments to the Zoning Bylaw that pertain to supportive housing for seniors were finalized in November of 2000. At that time, it was acknowledged that heightened interest in the development of supportive housing for seniors was expected due to the projected growth in the seniors population. It was also acknowledged that changes to the regulations may be necessary in due course as staff gain experience from actual projects, both within Burnaby and the wider region. Staff has reviewed the matter and it is recommending the following changes to the regulations affecting supportive housing for the consideration of the Housing Committee and Council. A summary of the proposed bylaw changes are included in *Attachment 2*.

4.1 Development Density

The following discusses two elements of allowable development density that require review: firstly, the proposed increase in the exemption from calculation of allowable floor space for amenity areas; and secondly, a proposed increase in the allowable outright density for supportive housing developments in key Town Centre locations.

4.1.1 Amenity Spaces

Supportive seniors housing projects must include an array of services for the residents, and therefore require that a much higher percentage of the floor area be

devoted to amenity space, as compared to a typical market housing development. The Council adopted "Location and Design for Supportive Housing" states that the minimum size of the common dining room should be 21.5 square feet for each unit, and that the project should provide a minimum 16 square feet per unit of common space for the residents, for a total minimum of 37.5 square feet of amenity space per unit. Most developers of supportive housing provide amenity space in excess of this minimum amount.

In the RM and P zones, amenity space that does not exceed 5% of gross floor area, up to a maximum 3,000 square feet, is excluded from the calculation of maximum allowable floor space. The following definition applies:

"Amenity Space" means a communal non commercial recreational, social, or meeting space contained in, and provided for the exclusive use of the residents of a multiple family dwelling and having an above grade floor area that does not exceed five percent of the building's gross floor area or 787.7 m² (3,000 sq. ft.) whichever is less, and includes a child care facility that would otherwise meet the foregoing conditions except for the fact that it serves persons other than or in addition to those residents."

Staff has reviewed the provision of amenity space in supportive housing developments, and found that typically 10-13% of total floor area is common or amenity area, corresponding to 8,000 - 15,000 square feet of floor area in higher density projects. The City of Vancouver exempts 10% of the gross floor area and bulk storage area from the maximum development density, resulting in an exemption of about 12% of the gross floor area.

It is recommended that the text of the Zoning Bylaw be amended to permit amenity space that does not exceed 12% of the gross floor area located in supportive housing be exempt from the maximum allowable floor area. The 12% floor area exemption for amenity space reflects a balance between the need to provide an incentive to encourage amenity spaces that are adequate to foster social interaction and activities, and the need to ensure that the extra density does not negatively impact neighbourhood compatibility. It is hoped that this exemption would encourage developers of supportive housing projects to provide amenity space beyond the 37.5 square feet per unit specified in the guideline.

4.1.2 Supportive Housing in Town Centre Locations

Supportive housing developments are ideally located in core Town Centre locations, due to the proximity to excellent transit for employees and visitors, and to shops,

medical offices and other facilities for the residents. These locations are generally designated for high density residential (or occasionally high density commercial/office) and command high land prices. Developers of seniors supportive housing projects have difficulty paying market value for sites that are also designated for, and considered desirable for high-rise market condominiums. Developers of supportive housing need to provide large amounts of amenity space for residents that is necessary for the projects, but is not considered to be “marketable” space. As well, there is a limit on what residents are willing to pay, or can afford to pay for supportive housing.

Consequently, supportive housing developments need to achieve a higher density than typical market housing in order to be financially viable. Given the unique nature of supportive housing developments, and the fact that they serve the housing and health needs of the increasing seniors populations in Burnaby, staff recommend that (ie., on sites designated for RM5 development) supportive housing for seniors in core Town Centre locations be eligible for a marginal higher overall density. The higher density for supportive seniors housing also recognizes the lower impact that such a use has on the surrounding neighbourhood in terms of traffic and parking requirements. Considering this, staff recommend that the text of the RM5 District Schedule of the Zoning Bylaw be amended to permit supportive housing for seniors to achieve an outright increase in Floor Area Ratio of 0.2 (i.e., from 2.2 to 2.4 FAR).

Through the Comprehensive Development zoning process, the suitable plan of development submitted by the developer will be carefully reviewed to ensure that the additional density is accommodated in a manner that is compatible with the surrounding neighbourhood.

The increase in allowable development density for supportive housing for seniors is proposed to be limited to developments that meet the following criteria:

- sites that are designated for high density residential in Burnaby’s four town centres;
- “Category B” supportive seniors housing, that is, projects where the majority of the units have cooking facilities or kitchens (“Category A” smaller scale projects are not typically built in Town Centre locations);
- projects where the units are rented rather sold;
- projects where the developer enters into a Housing Agreement to ensure that the “service” package will be provided to residents and that the projects will remain rental housing for seniors;
- projects that would be rezoned to Comprehensive Development based on RM5 Guidelines.

Some supportive housing developments may also be eligible for a Community Benefit Bonus, which permits an additional FAR of 0.4 in addition to the outright allowable FAR. To be considered for a Community Benefit Bonus, the development would need to include a component of affordable units (protected through a Housing Agreement), be developed by non-profit groups for affordable housing, or provide public amenities such a community meeting room or extraordinary improvements to public infrastructure such as an enhanced pedestrian bridge. Therefore, a supportive housing project that was developed under CD zoning based on RM5 guidelines could achieve a total residential density up to 2.8 FAR (i.e., 2.4 maximum FAR in RM5 areas, plus 0.4 FAR density bonus) if affordable housing or a public amenity were provided.

The outright increase of density for supportive housing in the RM5 District, coupled with the exemption of amenity space should facilitate building such developments in Town Centre locations.

4.2 Minimum Unit Sizes

The Zoning Bylaw regulations for Category “B” supportive housing for seniors specify the following minimum unit sizes:

A) for the RM Districts:

- 398.28 square feet (37 m²) for a studio unit, and
- 602.8 square feet (56 m²) for a one-bedroom unit.

B) for the P5 District:

- 355.22 square feet (33m²) for a studio unit, and
- 495.16 square feet (46m²) for a one-bedroom unit

Supportive housing for seniors typically includes units with a full bathroom and a small kitchenette that includes, at a minimum, a refrigerator, built in cooking elements and a microwave oven. Thus, the units are smaller than typical market apartment units where supports are not provided.

4.2.1 Suite Sizes in Recently Built Supportive Housing Developments

Planning staff completed a review of the typical unit sizes, unit layouts and prices for supportive housing for seniors developments that were completed within the last five years in the Greater Vancouver area. The results are included in *Attachment 3*.

It is apparent that the majority of new supportive housing for seniors projects have unit sizes that are smaller than the minimum unit size requirement for the RM District in the Burnaby Zoning Bylaw, but are generally in accordance with the minimum unit sizes specified for the P5 District.

All of the newer supportive housing projects in Greater Vancouver have a variety of common facilities for residents, which are designed to provide opportunities for residents to socialize and take part in recreation. The smaller units have the advantage of being relatively more affordable, for example, \$1,400-\$2,100 per month for a studio unit as compared to \$2,200 to more than \$4,000 for a one-bedroom unit. Within each project, the studio suites offer a relatively more affordable option for seniors who desire supportive housing.

Attached to this report are two examples of two floor plans that are typical of those found in newer developments in the region. *Attachment 4* contains the floor plan of a studio unit with a size of 377 square feet. The unit contains a kitchenette, fully accessible washroom and enough room for a double or queen-sized bed and sitting area. Units of these sizes have been accepted by seniors who want to live in supportive housing, and are usually the first units in a development to be leased.

Attachment 4 also contains the floor plan of a one-bedroom unit (commonly referred to in the industry as a junior one-bedroom unit) with a floor size of 442 square feet. The unit is very small by the standards of a typical one-bedroom unit, however, it does allow the occupant to have a separate space for sleeping with room for a single or double bed. This type of room would be most attractive to a single person or a couple who wished more flexibility in their living environment than that provided by a studio suite.

4.2.2 Proposed Changes to Supportive Housing Suite Size Regulations

In proposing the current minimum sizes for the RM District, it was recognized that residents of supportive housing generally face limited or declining mobility and may spend considerable amounts of time in their units. With this in mind, for RM Districts, the minimum sizes for supportive housing reflect the minimum size for other multi-family units. However, practice has indicated that smaller units have been successfully included in supportive housing developments in other jurisdictions. In many cases, due to their relative affordability, these units have been the easiest to lease. The smaller unit sizes have been shown in practice to balance the needs of livability and affordability. It is recommended, therefore, that the minimum suite sizes for supportive housing developments in the P5 District also apply to supportive housing in the RM Districts.

In addition, it is proposed that a new category of unit be added: "junior one-bedroom" with a minimum unit size of 441 (40 m²) square feet, to provide the option for a small one-bedroom suite as an affordable alternative to a studio unit. The option to provide junior one-bedroom units would also be applied to the P5 District. As described below, it is recommended that the percentage of junior one-bedroom units in a project be limited in order to ensure that a range of unit sizes is provided in each development.

The Zoning Bylaw currently includes a regulation stating that a maximum of 25% of the units can be studio units. This regulation was included to balance two conflicting considerations. On the one hand, it reflects the fact that several existing apartments comprising studio units are difficult to rent. On the other hand, the limit on studio units acknowledges that such units provide a valuable choice for seniors who could otherwise not afford to live in supportive housing. It is proposed to add a clause to this section of the Zoning Bylaw that states that the number of studio and junior one-bedroom units together shall not exceed 40% of the total number of units. Thus, up to 40% of the units could be smaller units, as long as the studio units do not exceed 25% of the total units.

4.3 Parking

The Zoning Bylaw specifies a parking requirement of 1 space per 2.5 units, or 0.4 per unit. Staff has reviewed this requirement in relation to regulations in other areas and available data regarding the demand for parking in newer supportive housing developments. The analysis indicated that the existing requirement was adequate and appropriate to meet the needs of residents, staff and visitors for supportive housing for seniors; therefore, no change to the parking regulation is considered necessary.

5.0 CONCLUSION

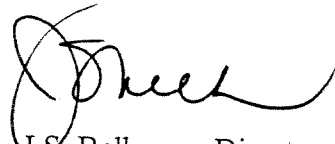
In November 2000, amendments to the Zoning Bylaw regulations were adopted in anticipation of future interest in the development in supportive housing for seniors. Since that time, the interest in developing supportive housing for seniors, both by private market developers and the non-profit sector, has substantially increased, particularly "Category B" developments.

In reviewing proposals for actual projects, particularly in key Town Centre areas, it is apparent that some aspects of the Zoning Bylaw regulations pertaining to supportive seniors housing require review. Therefore, in light of the experience gained through review of proposed projects and experience elsewhere in the region, it is recommended that Zoning Bylaw regulations pertaining to unit size for "Category B" supportive housing for seniors

developments be amended, and that overall allowable density for supportive developments located in key Town Centre locations be increased. Specifically, the recommended amendments include:

- changes to minimum unit sizes for studio, one-bedroom units and the addition of a new category of unit, known as a “junior one-bedroom;”
- exclusion of amenity space, not to exceed 12% of the gross floor area, in allowable maximum buildable area;
- outright increase in density of 0.2 FAR for supportive housing development in key Town Centre locations.

It is recommended that Housing Committee recommend to Council that the Burnaby Zoning Bylaw be amended to incorporate the changes to the regulations pertaining to supportive housing for seniors outlined in this report.



I.S. Belhouse, Director
PLANNING AND BUILDING

BG/jc/sa
Attachments (4)

cc: City Manager
City Solicitor

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Supportive and Assisted Living Projects in Burnaby

Name (and housing type)	Zoning Bylaw Category	Unit Type	Rent per month	Unit size (sq.ft.)	Construction date
Amica at Rideau Manor (supportive)	"B"	studio	\$1550	341	1972
		1-bedroom	\$1700-\$1880	473-573	
		2-bedroom	\$2175	n/a	
Seton Villa (supportive)	"B"	studio	\$1504-\$1634	356-484	1974
		1-bedroom	\$1786-\$1882	540-688	
Seton Villa (assisted-no kitchens)	"B"	studio	\$1323-\$1439	243-313	
Canada Way Lodge (assisted and supportive)	"B"	studio	\$1490	n/a	1976
		1-bedroom	\$1890	n/a	
Dania Lodge (supportive)	"B"	1-bedroom	\$1500	n/a	n/a planned for major renovation
Dania Manor (assisted)	"B"	studio	70% of income	337	n/a newly renovated
St. Margaret of Scotland (Abbeyfield house-no kitchens)	"A"	studio	\$1400	280	1996 and 1999
Nikkei Place and Home BC Housing subsidy (supportive and assisted living)	"B"	studio	70% of income	350	2002
		1-bedroom	70% of income	606	
		2-bedroom	70% of income	694-742	

Summary of Recommended Changes to the Zoning Bylaw Pertaining to Supportive Housing

- 1) Minimum Unit Sizes
 - a) Minimum unit sizes for “Category B” supportive housing in all zones be amended to the following (currently the minimum unit sizes for supportive housing in the P5 zone):

*355.22 square feet (33m²) for a studio unit, and
495.16 square feet (46m²) for a one-bedroom unit*
 - b) Addition of a new category to be known as “junior one-bedroom unit” to all zones which permit “Category B” supportive housing with the following minimum size and limitation:

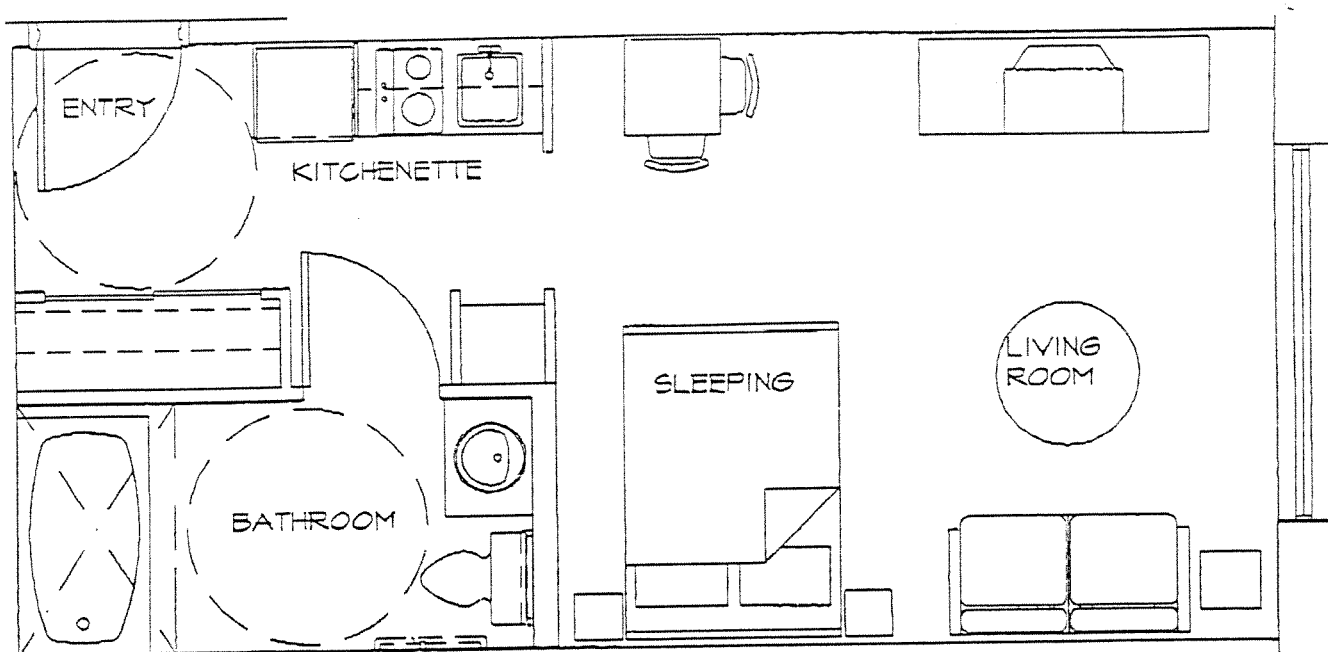
441 square feet (41m²)

The number of studio and junior one-bedroom units together shall not exceed 40% of the total number of units in a supportive housing development.
- 2) Exclusion of Common Amenity Space from Calculation of Maximum Allowable Gross Floor Area

The definition of amenity space included in the definition section of the Zoning Bylaw be amended to permit amenity space that does not exceed 12% of the gross floor area, located in “Category B” supportive housing developments, to be exempt from the maximum allowable floor area.
- 3) Development Density for Supportive Housing Developments in Town Centre Areas

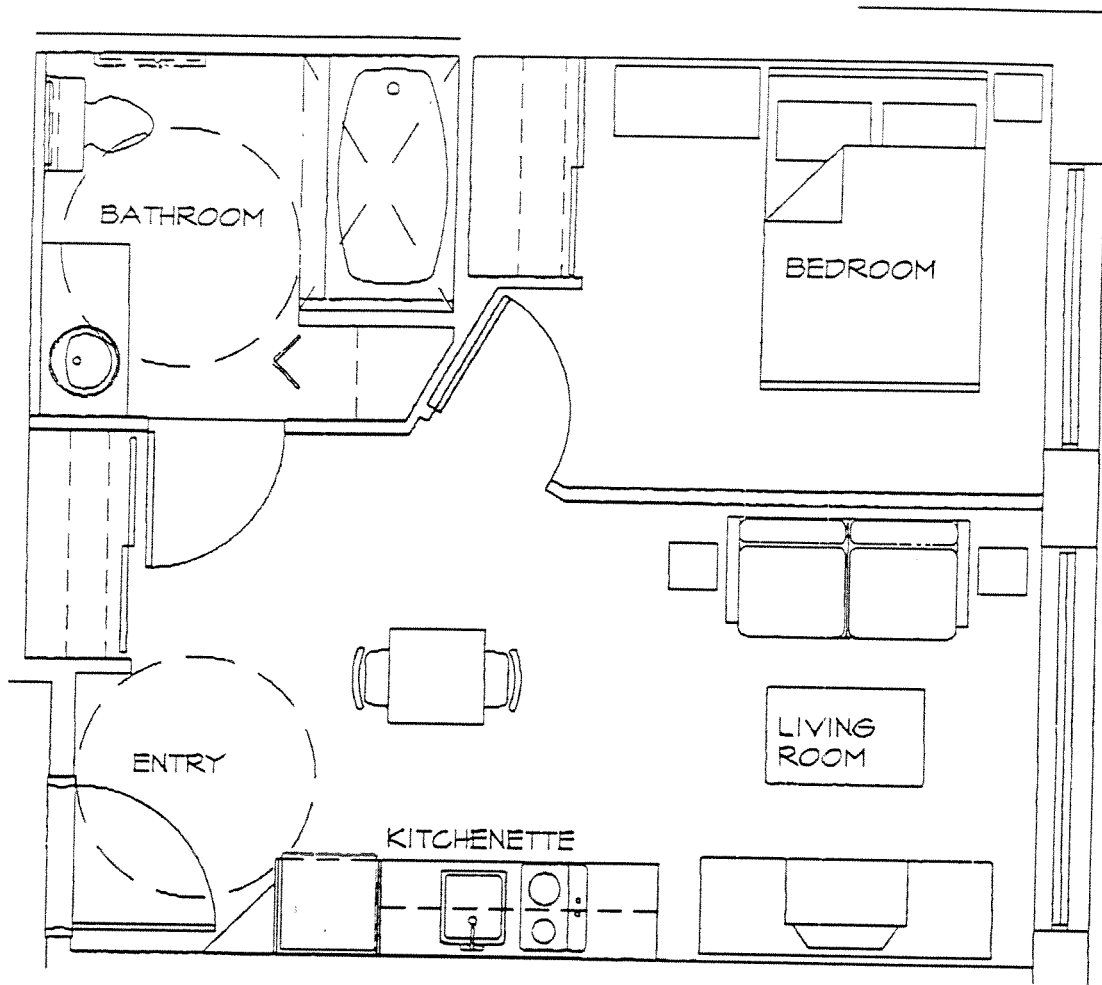
The RM5 Schedule of the Zoning Bylaw regulating maximum development density (FAR) include an outright increase in density of 0.2 FAR for “Category B” supportive housing developments.

Project Name	Suite Type	Unit Size (sq.ft.)	Price Range (per month)
O'Keefe Vancouver (20 meals a month)	studio	340-450	\$2380-\$2880
	one-bedroom	430-760	\$2900-\$3850
	two-bedroom	800-1070	\$4200-\$4850
Terraces on 7th Vancouver (20 meals a month)	one-bedroom	574	\$2700-\$4470
	two-bedroom	700	\$4450-\$5220
Summerhill North Vancouver (all meals)	studio	370	\$2100
	one-bedroom	442-548	\$2200-\$3,000
	two-bedroom	774	\$3500-\$3800
Shannon Oaks Vancouver (Baptist Housing Society) (all meals)	one-bedroom	500	\$2150-\$2500
	two-bedroom	740	\$2950-\$3100
Cavell Gardens Vancouver (all meals)	studio	293-348	\$1400-\$1700
	one-bedroom	461-476	\$2100-2950



APP. AREA: 377 SF

BESHARAT • FRIARS ARCHITECTS 302-850 W. HASTINGS ST. VANCOUVER, B.C. tel. 604-662-2544 fax 604-662-4060	title: UNIT C - BACHELOR	scale: 1/4" = 1'-0"
	Mixed Used Development Kingsway & Acorn Avenue, Burnaby, BC	date: MAY 26, 2003
		no.: SK-4



APP. AREA: 442 SF

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<p>BESHARAT-FRIARS ARCHITECTS 302-850 W. HASTINGS ST. VANCOUVER, B.C. tel. 604-662-3544 fax 604-662-4060</p>	<p>title: UNIT B - 1 BEDROOM</p>	<p>scale: 1/4" = 1'-0" date: MAY 26, 2005</p>
	<p>Mixed Used Development Kingsway & Acorn Avenue, Burnaby, BC</p>	<p>no.: SK-3</p>

