

CITY OF BURNABY
HOUSING COMMITTEE

E

*HIS WORSHIP, THE MAYOR
AND COUNCILLORS*

**RE: PROPOSAL FOR MARKET SENIORS' CARE FACILITY AND
SUPPORTIVE HOUSING ON CITY-OWNED IRIS STREET LANDS IN
CENTRAL BURNABY**

RECOMMENDATIONS:

1. **THAT** Council authorize staff to obtain input from the residents of the Percival/Fitzgerald Streets area on the potential amendment of the existing guide plan related to the City-owned Iris Avenue lands from an office designation to market seniors' care and supportive housing use.
2. **THAT** a copy of this report be sent to the Burnaby School Board for review and comment.

REPORT

The Housing Committee, at its Open meeting held on 2004 January 27, received and adopted the *attached* report regarding a proposal from a private developer to develop a seniors' care facility and supportive housing on the vacant City-owned Iris Avenue lands south of Canada Way and east of Percival Avenue that are presently designated for office uses.

The Committee noted that the proposal represents a lower intensity of land use than office development and with the retention of the natural buffer along Percival Avenue, would provide an appropriate transitional land use to the existing neighbourhood to the west.

The Committee, therefore, proposed that public input be sought from the adjacent local neighbourhood on the potential amendment to the existing guide plan from an office designation to market seniors' care and supportive housing use.

COPY - CITY MANAGER
- DIRECTOR PLANNING & BUILDING
- DIRECTOR FINANCE
- DIRECTOR ENGINEERING
- CITY SOLICITOR

Respectfully submitted,

Councillor C. Redman
Chair

Councillor D. Johnston
Vice Chair

Councillor C. Jordan
Member

TO: CHAIR AND MEMBERS
HOUSING COMMITTEE

2004 JANUARY 22

FROM: DIRECTOR PLANNING AND BUILDING

SUBJECT: PROPOSAL FOR MARKET SENIORS' CARE FACILITY AND
SUPPORTIVE HOUSING ON CITY-OWNED IRIS STREET LANDS IN
CENTRAL BURNABY

PURPOSE: To discuss a proposal from a private developer to develop a seniors' care facility and supportive housing on the vacant City-owned Iris Avenue lands south of Canada Way and east of Percival Avenue that are presently designated for office uses.

RECOMMENDATIONS:

1. **THAT** Council authorize staff to obtain input from the residents of the Percival/Fitzgerald Streets area on the potential amendment of the existing guide plan related to the City-owned Iris Avenue lands from an office designation to market seniors' care and supportive housing use.
2. **THAT** a copy of this report be sent to the Burnaby School Board for review and comment.

R E P O R T

1.0 BACKGROUND:

The City owns three large lots at 4905 Canada Way, 4336 Iris and 4456 Percival Avenue (see Figure 1 **attached**) presently designated for office development. These lands lie to the north of Burnaby Central Secondary School and are bounded by Canada Way on the north, Percival Avenue to the west and Iris Avenue on the east. To the west, across Percival Avenue, there are single-family homes, to the south the school, to the east, across Iris, office buildings, and to the north, across Canada Way, lies Macey Park and the Dania Society Seniors housing. The lands slope down approximately 8 to 10 metres from Percival Avenue to the east. In 2002, the Percival Avenue roadway was reconstructed following public consultation regarding traffic patterns in the neighbourhood. Percival Avenue was constructed to a full standard and has a cul-de-sac with a one-way northbound exit at the north end, nearest Spruce Street, to reduce through traffic and school traffic from Canada Way into the neighbourhood.

In 1992 the lands were rezoned to the CD Comprehensive Development District to provide for office redevelopment in the area in order to include the area in the Central Administrative office complex.

A letter has been submitted from a private developer/operator of seniors private care and supportive housing who is very interested in the subject City lands. The developer is proposing a mix of approximately 50 licenced care beds with no kitchens in the rooms and up to 150 independent living low-rise supportive apartment units that would be self-contained market rental suites with available meals, laundry and housekeeping assistance as needed by residents.

The purpose of this report is to seek Committee and Council authorization to undertake a public review process in relation to a proposed community plan amendment.

2.0 OPTIONS FOR THE DEVELOPMENT OF THE IRIS AVENUE LANDS

The lands west of Iris Avenue are composed of three lots, two of which are vacant and well treed. The gross area of the lands is approximately 1.7 ha (4.2 acres). The third, small lot at the south end of the lands, abutting Burnaby Central School is occupied by a City residential rental house that fronts on Percival.

The following land use options have been considered:

2.1 Existing Plan - Office Use Option:

The existing plan in place since 1992 designates these lands for future office development as an extension of the Deer Lake Office complex. A density of 0.75 FAR is proposed, a maximum building height of three storeys, 90% underground parking, along with a proposed 15m treed buffer along Percival Avenue, to separate the offices from the existing houses on the west side of Percival Avenue (refer to attached Figure 2).

In the last decade most of the new office development in the City has taken place in the office park areas in the City or along the skytrain corridors. The demand for office space in the central area of the City has been limited. Office vacancy rates overall in the Lower Mainland and the City have been in excess of 10% for a number of years. There is a large supply of nearby land for office use development in the Deer Lake Office Centre area bounded by Norland Avenue, Spratt Street, the Freeway and Canada Way. At this point staff are of the view that the office development of the Iris Avenue lands remains a potential option, however, it would take many years for demand to strengthen in this location. Other lands in this and other areas of the City continue to be designated for office but these particular lands, given their isolated location, are not considered as attractive for offices. Given the access and egress issues associated with these lands, it would also be preferable to attract a lower traffic generating use to the site.

2.2 Potential Seniors' Care and Seniors' Supportive Housing Option:

The seniors' assisted living proposal for the lands would involve a building with 50 beds and the 150 independent living units would be located adjacent but connected to the assisted living building. Both buildings would be owned by the same operator. While no plans have yet been prepared, a three storey, low-rise apartment building form similar to other recent seniors' development would be expected. If such a development is to be phased, the entire property would be subject to a Comprehensive Development (CD) rezoning with the southern portion of the site being developed first.

The Solicitor has estimated that the current value for a market seniors' care and supportive housing facility is higher than an office use. All seniors' residential facilities are taxable.

Development of the Iris Avenue lands for seniors' use would raise the following issues:

2.2.1 Compatibility of Use:

One of the reasons to consider seniors housing in this area is that the lands could also be viewed as an extension of the seniors housing on the north side of Canada Way. A second reason has to do with vehicle access to the Iris lands. The development impacts of a three storey, low-rise seniors' housing use on the Iris lands to the neighbourhood to the west are considered to be similar or lesser than the impact of office uses. The calculation of the site's slope and the protection of the western buffer along Percival Avenue would minimize any impact of a seniors' facility development relative to the existing single-family neighbourhood to the west.

2.2.2 Traffic and Access Considerations:

The logical access point to the lands is from Iris Avenue which is a cul-de-sac with access only to Canada Way. No access to or from Percival Avenue would be provided. Due to the curve of Canada Way and the proximity to the Norland Avenue/Canada Way intersection which lies less than 100 metres to the east, vehicle access in and out of Iris from Canada Way is somewhat difficult. Redesign of the Iris Avenue/Canada Way intersection area would be necessary. Dedication from the site for the widening of Canada Way will be provided. In terms of traffic, the number of daily vehicle trips generated by a seniors development is much less than the number generated by an office building and the trips are less likely to be during peak periods. Due to the supportive nature of this type of housing, most of the residents would be over 80 years of age and only a small proportion are expected to drive cars.

2.2.3 Site Planning:

An appropriate natural treed buffer along Percival Avenue would be maintained. The actual width would be determined through site layout and project design. An appropriate buffer along the school property is also proposed to be retained in City ownership to provide a separation between the school and the proposed seniors housing. A pedestrian walkway to connect Iris Avenue and Percival Avenue would also be constructed in this buffer area adjacent to the school (refer to attached Sketch #2).

2.2.4 Zoning:

While the current zoning of the site is CD (C1) for office use, a CD (P5) zone is proposed for the seniors' housing. A maximum height of four storeys is proposed to minimize site coverage, however, the standard P5 density of 0.80 is proposed, based on the net site.

2.2.5 Servicing Costs:

Improvements to the Canada Way frontage and Iris Street intersection and reconstruction of Iris Avenue would be a condition of rezoning with costs to be borne by a future developer.

2.4 Summary:

In light of the reduced trip generation, the low demand and abundant nearby land for office uses, the less attractive nature of the subject lands for office uses, and the potential benefits of providing additional private seniors housing in this central location in the City; a change from an office designation to a seniors' care and supportive housing use could be supported for this site. It is proposed that residents in the Percival Avenue, Spruce Street and Fitzgerald Avenue neighbourhood to the west of the site be provided with an opportunity to comment on the possible amendment to the existing plan to permit a seniors care facility and supportive housing use. The owners of the two existing office buildings on Iris Street would also be notified.

3.0 NEXT STEPS:

Several steps would be required to pursue this proposal to change the designation of the site from office to seniors care and residential uses:

- public consultation process with a questionnaire and Open House for the neighbours in the area bounded by Canada Way, Fitzgerald Avenue, Eglinton Street and Iris Street.
- submission of a report incorporating the public response to this proposed Plan amendment to the Housing Committee;
- Housing Committee report to Council seeking approval of a revised area plan and rezoning if found to be acceptable;
- offering to sell the lands by public tender (subject to rezoning);
- rezoning application for a specific detailed development proposal;
- re-subdivision of the site, and servicing of the site by the developer.

4.0 CONCLUSIONS:

The City owns approximately 1.7 ha (4.2 acres) of mostly vacant land on the west side of Iris Avenue, south of Canada Way. The lands have been designated for future office development. A proposal from a private company, which develops and operates seniors' care facilities, has been made to purchase the lands for the purpose of developing 50 private licenced beds and up to 150 independent living units with optional meals, laundry and housekeeping services available. Vehicle access would be from Iris Avenue via Canada Way. Costs for the roads upgrading and site servicing would be funded by the developer/purchaser.

The proposal is considered to be a lower intensity of land use than office development and with the retention of the natural buffer along Percival Avenue, would provide an appropriate transitional land use to the existing neighbourhood to the west.

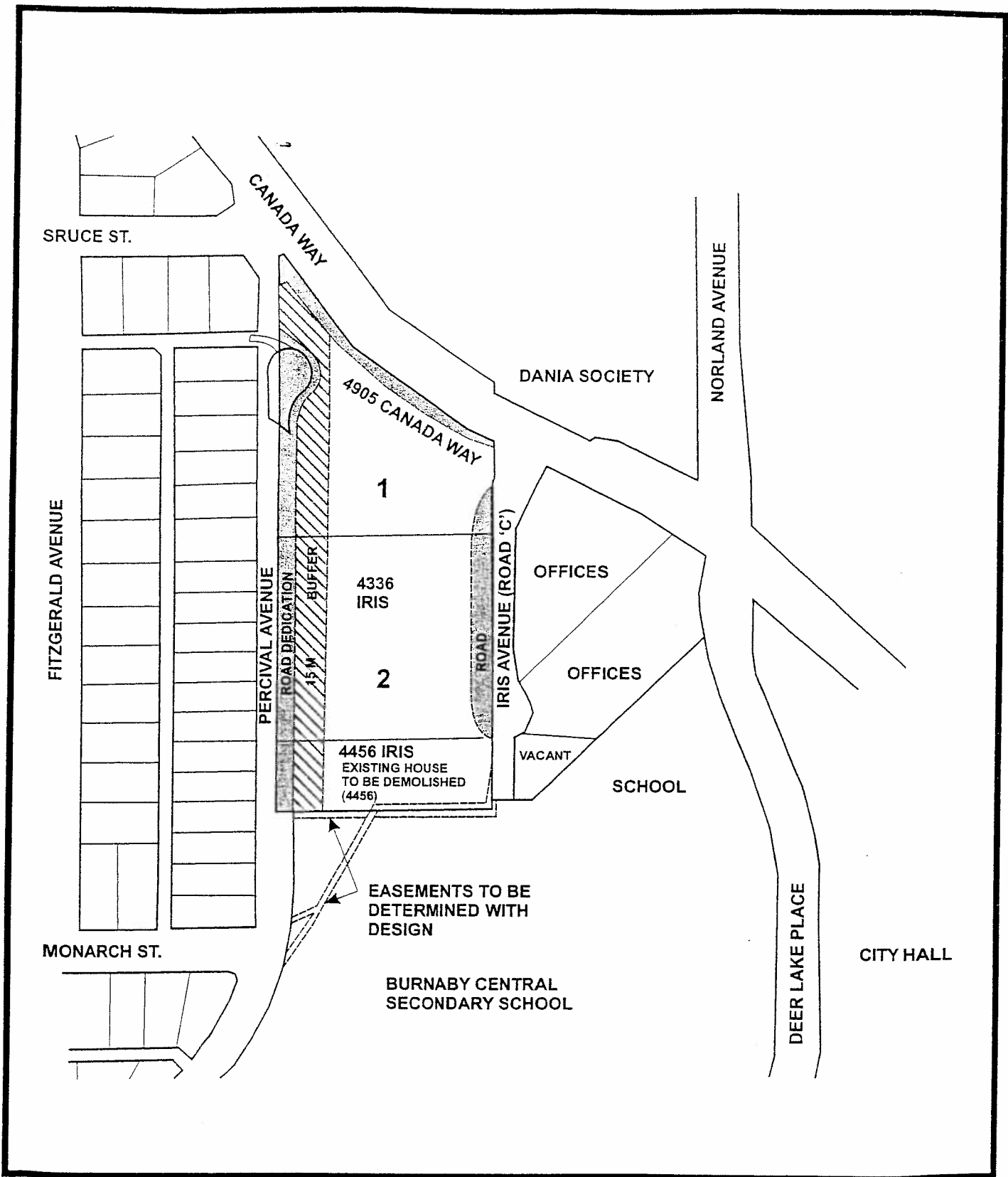
It is therefore proposed that public input be sought from the adjacent local neighbourhood on the potential amendment of the existing guide plan from an office designation to market seniors' care and supportive housing use.



J. S. Belhouse
Director Planning and Building

BR:gk
Attach

cc. City Manager
Director Finance
City Solicitor
Director Engineering



Date: 2004 Jan.

Scale: NTS

Drawn By:



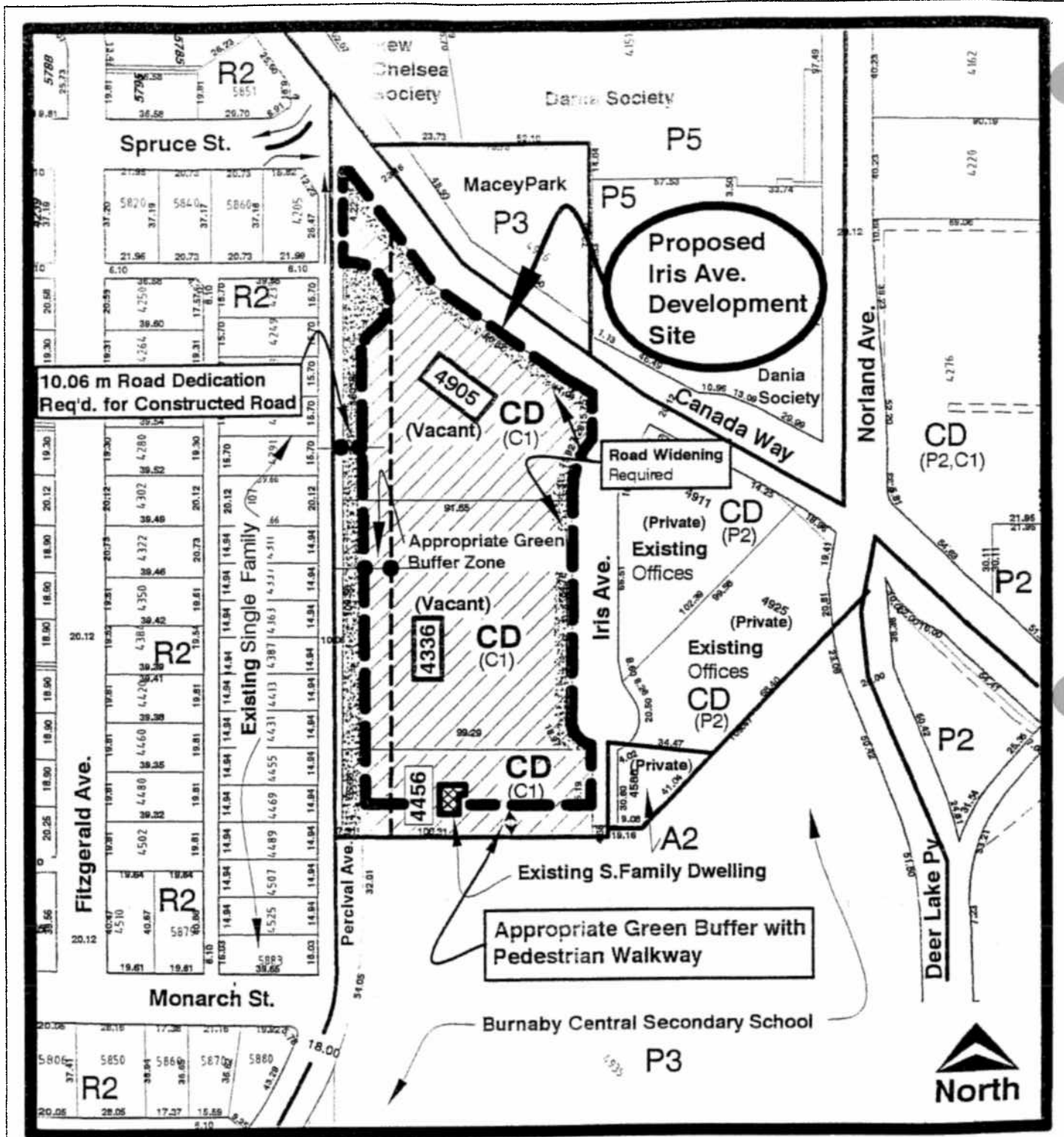
Original 1991 Office Development Plan



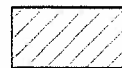
North

56

Sketch #1



City of Burnaby Planning and Building Department



City Property

Scale: 1 = 2500

Drawn By: J.P.C.

Date: January 2004

Proposed Iris Ave. Development Site
Existing Zoning

Sketch # 2