



Item .....
Meeting .....2017 August 28

## COUNCIL REPORT

**TO:** CITY MANAGER 2017 August 23

**FROM:** DIRECTOR PLANNING AND BUILDING

**SUBJECT: REZONING REFERENCE #16-22 AND PROPOSED ZONING BYLAW TEXT AMENDMENT**  
**Proposed New Seniors Long-Term Care Facility and Development Guidelines for Future Seniors Mid-Rise Apartment Building; Proposed Zoning Bylaw Text Amendment on Long-Term Care Facilities**

**REZONING SITE:**

**ADDRESS:** Portion of 7550 Rosewood Street and 7126, 7210, 7216 Mary Avenue (see *attached* Sketches #1 and #2)

**LEGAL:** Schedule A (*attached*)

**FROM:** CD Comprehensive Development District (based on RM3 Multiple Family Residential District and P5 Community Institutional District); CD Comprehensive Development District (based on P5 Community Institutional District); CD Comprehensive Development District (based on RM4 Multiple Family Residential District and P2 Administration and Assembly District) and R5 Residential District; and CD Comprehensive Development District (based on RM4 Multiple Family Residential District)

**TO:** CD Comprehensive Development District (RM4 Multiple Family Residential District and P5 Community Institutional District); Amended CD Comprehensive Development District (based on RM5 Multiple Family Residential District and P2 Administration and Assembly District); Amended CD Comprehensive Development District (based on RM5 Multiple Family Residential District); and the development plan entitled "New Vista Society, Burnaby BC, Residential Care, 240 Bed Facility" prepared by Derek Crawford Architect Inc.)

**APPLICANT:** Field & Marten Associates Inc.  
 201A, 15375 102A Avenue  
 Surrey, BC V3R 7K1  
 (*Attn: Milton Koop*)

**PURPOSE:** To seek Council authorization to forward this Zoning Bylaw text amendment and rezoning application to a Public Hearing on 2017 September 19.

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 From: *Director Planning and Building*  
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### RECOMMENDATIONS:

1. **THAT** a bylaw amending the Burnaby Zoning Bylaw to permit “rest homes and private hospitals” in the RM3, RM4, and RM5 Multiple-Family Residential Districts, as outlined in Section 4.0 of this report, be prepared and advanced to First Reading on 2017 August 28 and to a Public Hearing on 2017 September 19 at 7:00 p.m.
2. **THAT** a Rezoning Bylaw be prepared and advanced to First Reading on 2017 August 28 and to a Public Hearing on 2017 September 19 at 7:00 p.m.
3. **THAT** the following be established as prerequisites to the completion of the rezoning:
  - a. The submission of a suitable plan of development.
  - b. The deposit of sufficient monies, including a 4% Engineering Inspection Fee, 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 remove all existing improvements in accordance with Section 5.2 of this report.
  - e. The dedication of any rights-of-way deemed requisite.
  - f. The completion of the Highway Closure Bylaw.
  - g. The granting of any necessary statutory rights of way, easements, and/or covenants.
  - h. The review of a detailed Sediment Control System by the Director Engineering.
  - i. The submission of a suitable on-site stormwater management system to the approval of the Director Engineering, the deposit of sufficient monies for its provision, and the granting of a Section 219 Covenant to guarantee its provision and continuing operation.

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- j. The submission of a suitable Solid Waste and Recycling Plan to the approval of the Director Engineering.
- k. Compliance with the guidelines for underground parking for visitors.
- l. The submission of an exterior lighting plan which meets the standards for seniors' housing complexes as adopted by Council.
- m. Preducting to support future undergrounding of existing overhead wiring adjacent the development frontage.
- n. The deposit of the applicable GVS & DD Sewerage Charge.

## REPORT

### 1.0 REZONING PURPOSE

The purpose of the rezoning amendment is to permit the development of a new seniors long-term care facility and guidelines for a future seniors mid-rise apartment building.

### 2.0 REZONING BACKGROUND

2.1 The four subject properties at 7126, 7210, 7216 Mary Avenue and 7550 Rosewood Street, along with the adjacent properties at 7530 Rosewood Street and 7122 Mary Avenue, are owned by the New Vista Society, a non-profit society that provides residential care, seniors and family housing, and adult day programs. The six properties are located just outside of the Edmonds Town Centre Plan, near the intersection of Edmonds Street and Mary Avenue (see Sketch #1 *attached*), and are zoned and improved as follows:

- 7126 Mary Avenue is zoned CD District (based on P5 District guidelines) and includes landscaping and surface parking;
- 7210 Mary Avenue is zoned CD District (based on RM4, P2 guidelines) and R5 District and includes a 14-storey seniors rental apartment building with 174 units and a rooftop antenna installation (the "New Vista Tower"), landscaped and open space areas, and a wooded area;
- 7216 Mary Avenue is zoned CD District (based on RM4 guidelines) and is improved with a 14-storey seniors rental apartment building with 174 units (the "Ernie Winch Tower"), landscaping, and surface parking;
- 7550 Rosewood Street is zoned CD District (based on RM3, P5 guidelines) and is improved with a 236-bed seniors long-term care facility; and,

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- 7530 Rosewood Street and 7122 Mary Avenue are both zoned CD District (based on P5 guidelines) and each is improved with a seniors low-rise rental apartment building.

Together, these properties form a seniors “campus of care”. Adjacent uses include Cafferky Park to the northeast; commercial uses fronting Edmonds Street to the southeast; single and two family dwellings to the southwest across Mary Avenue; and single family, two family, and low-rise multiple family dwellings to the northwest across Rosewood Street.

- 2.2 On 2016 May 25, Council received the report of the Planning and Building Department regarding the rezoning of the subject site, and authorized the Department to continue to work with the applicant in the preparation of a suitable plan of development with the understanding that a further and more detailed report would be submitted at a later date.
- 2.3 The applicant has now submitted a plan of development suitable for presentation to a Public Hearing.

### 3.0 REZONING PROPOSAL

- 3.1 The subject rezoning application includes 7126, 7210, and 7216 Mary Avenue, a small portion of 7550 Rosewood Street, and an approximate 91 m<sup>2</sup> (979.52 sq.ft.) area of unopened road allowance that is surplus to City needs (see Sketch #1 *attached*). These lands are proposed to be rezoned and reconfigured to support a new seven storey long-term care facility, the two existing rental apartment buildings, and a future seniors rental apartment building.
- 3.2 The lands supporting the new care facility will be comprised of the wooded portion of 7210 Mary Avenue, the small portion of 7550 Rosewood Street, and the redundant road right-of-way. These lands are proposed to be rezoned to the CD (RM4, P5) District, with a permitted aggregate density of 2.5 FAR. The care facility is proposed to contain 240 beds, communal areas such as dining rooms, lounges, activity rooms, therapeutic treatment rooms, and a hair salon, as well as an adult day program area. Both underground and at-grade parking are proposed, with access from New Vista Place. On-site landscaping will include two secured garden and courtyard areas in the north rear yard, which will be used by residents and participants of the adult day program. Ornamental trees, shrubs, and grasses will also be provided throughout the site. Once the new care facility is completed, the existing 236-bed long-term care facility at 7550 Rosewood Street will be demolished.
- 3.3 The lands supporting the existing and future apartment buildings will, as part of this rezoning application, be comprised of two lots: (1) the remaining portion of 7210 Mary Avenue accommodating the existing New Vista Tower (which includes a rooftop antenna installation) will be consolidated with 7126 Mary Avenue and zoned to the A.CD (RM5, P2) District; and (2) 7216 Mary Avenue, which accommodates the existing Ernie Winch

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Tower, will be zoned to the A.CD(RM5) District, with no change to its existing lot lines. Final lot configuration, as part of this rezoning application, is illustrated in Sketch #2 (*attached*).

In the future, as part of a site specific rezoning application to develop the third seniors rental apartment building on the New Vista campus of care, these two lots would be reconfigured into three separate lots, each supporting a single building, with an *overall* density not exceeding 2.2 FAR, in accordance with the RM5 District guideline (see *attached* Sketch #3). A density allocation covenant will be sought in the future to govern the distribution of density across the three lots. The third, future building would have an approximate height of 15 storeys, a gross floor area of 10,179 m<sup>2</sup> (109,561 sq.ft.), and underground parking. As illustrated in the suitable plan of development, the building would be appropriately sited in relation to the New Vista and Ernie Winch towers and the long-term care facility proposed as part of the subject rezoning application, providing for ample building separation and minimizing the potential for overlook and shadowing. Vehicular access is anticipated to be off the lane and/or New Vista Place. As noted, this future apartment building will require a future amendment rezoning application and a specific plan of development that is in line with the general development parameters established through this rezoning process.

3.4 Redevelopment of 7550 Rosewood Street is not contemplated at this time, nor is any change proposed to the two existing low-rise apartment buildings at 7530 Rosewood Street and 7122 Mary Avenue.

#### 4.0 ZONING BYLAW TEXT AMENDMENT

Seniors long-term residential care facilities are classified in the Zoning Bylaw as “rest homes and private hospitals” and currently permitted in the P5 Community Institutional District only. It has become apparent, however, that seniors long-term residential care facilities have evolved from being institutionally-oriented to more home-like in nature. Often, these facilities are integrated with seniors independent, supportive, and/or assisted living residences in a “campus of care”, as evidenced in the subject rezoning application and elsewhere in the City. Given the increasingly community-oriented nature of seniors long-term residential care facilities, it is recommended that “rest homes and private hospitals” be permitted in the RM3, RM4, and RM5 Multiple-Family Residential Districts – districts that currently support larger-scale seniors independent, supportive, and assisted living residences. It is further recommended that “rest homes and private hospitals” within the RM3, RM4, and RM5 Districts be subject to CD zoning, to ensure appropriate integration with the surrounding development context. These changes would allow greater flexibility in designing a seniors campus of care. It would enable the long-term care component of a project to optionally access additional density offered under the applicable RM District, rather than limiting it to the 0.8 FAR that is available under the P5 District. The resultant, additional long-term care beds would enable more seniors with complex health care needs to age in place in their home communities, which is in



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line with the intent of several directions contained in the City's Social Sustainability Strategy

The following Burnaby Zoning Bylaw amendment is therefore recommended:

**THAT Sections 203.1, 204.1, and 205.1 of the Zoning Bylaw be amended to be permit "rest homes and private hospitals", subject to the following condition:**

The use shall be included as part of a comprehensive development plan subject to the CD (Comprehensive Development) District.

Adoption of the proposed Burnaby Zoning Bylaw amendment would enable the proposed new long-term care facility on the New Vista seniors campus of care, as described in Section 3.2 of this report, to access up to 2.5 FAR of density under the proposed CD(RM4, P5) District.

## **5.0 REZONING REQUIREMENTS**

5.1 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:

- standard requirements for water main, sanitary sewers, and storm sewers;
- upgrades to New Vista Place adjacent the development site to a final standard, including construction of a new curb and gutter, 2.5 m grassed and treed front boulevard, and 2.0 m concrete sidewalk;
- upgrades to the tangent sections of New Vista Place from the rear lanes to Edmonds Street to an interim standard, including the following:
  - East side: construction of a new curb and gutter in its final location, 1.5 m grassed and treed front boulevard and curb bulges, 3.0 m interim asphalt multi-use path, and 2.7 m grassed rear boulevard;
  - West side: construction of a new curb and gutter in its final location, 2.5 m grassed and treed front boulevard and curb bulges, 2.0 m concrete sidewalk, and 3.5 m grassed rear boulevard;
- re-grading of the lane north of New Vista Place;
- grading and hydroseeding of a 3.5 m statutory right-of-way along the lane north of New Vista Place and the east property line of the development site; and,

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- any required easements and/or statutory rights-of-way.
- 5.2 Demolition of the existing 236-bed long-term care facility at 7550 Rosewood Street will be required to be initiated within three months of existing residents relocating into the new care facility. A Section 219 Covenant will be required to secure this arrangement.
- 5.3 A 310 m<sup>2</sup> road dedication area is required adjacent New Vista Place to facilitate realignment of the cul-de-sac.
- 5.4 A Highway Closure Bylaw will be required to close a 91 m<sup>2</sup> (979.52 sq.ft.) area of unopened road allowance between 7550 Rosewood Street and 7210 Mary Street that is not required for City purposes.
- 5.5 Subdivision and reconfiguration of the subject site as described in Section 3.3 of this report will be required.
- 5.6 The following statutory rights-of-way, easements, and covenants will be required:
- a 3.5 m statutory right-of-way along the lane north of New Vista Place and the east property line of the development site to support a future pathway connection to Cafferky Park;
  - an easement on the long-term care facility site in favour of the adjacent residential tower site to permit potential alternate vehicular access to the future residential tower;
  - a Section 219 Covenant restricting enclosure of balconies;
  - a Section 219 Covenant ensuring that use of the long-term care facility and tower sites are for seniors housing and/or care;
  - a Section 219 Covenant requiring all disabled parking be held as common property;
  - a Section 219 Covenant restricting driveway gates; and
  - a Section 219 Covenant to ensure the provision, operation and continuing operation of stormwater management facilities
- 5.7 The Engineering Environmental Services Division will need to review a submission of a detailed plan of an engineered Sediment Control System prior to Final Adoption.

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- 5.8 A suitable engineered design to the approval of the Director Engineering will be required for the on-site stormwater management system as well as a Section 219 Covenant to guarantee its provision and continuing operation. The deposit of sufficient monies to guarantee the provision of the stormwater drainage and landscape features will be required.
- 5.9 An exterior lighting plan that meets the standards for seniors housing complexes will be required.
- 5.10 Producing to support future undergrounding of existing overhead wiring adjacent the development frontage along the New Vista Place cul-de-sac will be required.
- 5.11 The removal of trees over 20 cm (8 inches) in diameter will require a tree removal permit.
- 5.12 The GVS & DD Sewerage Charge of \$0.811 per sq.ft. will apply to the long-term residential care building. Development cost charges associated with the future apartment building will be collected at the time of the future amendment rezoning.

**6.0 REZONING DEVELOPMENT STATISTICS**

**6.1 Total Rezoning Site Area**

Ptn. 7550 Rosewood	-	327.5 m <sup>2</sup>	(3,525 sq.ft.)
7126 Mary Avenue	-	694.4 m <sup>2</sup>	(7,471 sq.ft.)
7210 Mary Avenue	-	11,812.3 m <sup>2</sup>	(127,146 sq.ft.)
<u>7216 Mary Avenue</u>	-	<u>4,538.3 m<sup>2</sup></u>	<u>(48,849 sq.ft.)</u>
Subtotal	-	17,372.5 m <sup>2</sup>	(186,991 sq.ft.)
Plus road closure area	-	91.0 m <sup>2</sup>	( 980 sq.ft.)
<u>Less road dedication area</u>	-	<u>310.0 m<sup>2</sup></u>	<u>(3,337 sq.ft.)</u>
Net Site Area	-	17,153.5 m <sup>2</sup>	(184,634 sq.ft.)

**6.2 New Net Site Areas**

Long-Term Care Facility	-	5,241.1 m <sup>2</sup>	(56,415 sq.ft.)
New Vista Tower Site	-	7,373.6 m <sup>2</sup>	(79,369 sq.ft.)
Ernie Winch Tower Site	-	4,538.2 m <sup>2</sup>	(48,849 sq.ft.)

**6.3 New Long-Term Care Facility**

- 6.3.1 Net Site Area - 5,241.1 m<sup>2</sup> (56,415 sq.ft.)
- 6.3.2 Site Coverage - 36.9%



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**6.3.3 Density and Gross Floor Area**

Permitted - 2.5 FAR, 13,102.7 m<sup>2</sup> (141,037 sq.ft.)  
 Provided - 2.39 FAR, 12,523.53 m<sup>2</sup> (134,802 sq.ft.)

**6.3.4 Unit Count**

240 sleeping units - 9.88 m<sup>2</sup> (214 sq.ft.) net area per unit

**6.3.5 Building Height**

7 storeys, 27.98 m (91.79 ft.)

**6.3.6 Vehicle Parking**

Required - 66 spaces  
 - 78 staff @ 1 per 3 staff - 26 spaces  
 - 240 beds @ 1 per 6 beds - 40 spaces

Provided - 69 spaces

**6.3.7 Bicycle Parking – Required and Provided**

Employee - 11 spaces in parkade  
 Visitor - 5 spaces at grade

**6.4 New Vista Tower Site**

6.4.1 Net Site Area - 7,373.6 m<sup>2</sup> (79,369 sq.ft.)

**6.4.2 Density and Gross Floor Area**

Permitted - 2.2 FAR, 16,222 m<sup>2</sup> (174,612 sq.ft.)  
 Provided - 1.09 FAR, 8,014 m<sup>2</sup> (86,260 sq.ft.) – existing building

6.4.3 All other development parameters remain in accordance with Rezoning Reference #8/70.

**6.5 Ernie Winch Tower Site**

6.5.1 Net Site Area - 4,538.2 m<sup>2</sup> ( 48,849 sq.ft.)

**6.5.2 Density and Gross Floor Area**

Permitted - 2.2 FAR, 9,984 m<sup>2</sup> (107,468 sq.ft.)

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Provided - 1.77 FAR, 8,014 m<sup>2</sup> (86,260 sq.ft.) – existing building

6.5.3 All other development parameters remain in accordance with Rezoning Reference #8/70.

6.6 Future Tower – Development Guidelines (Future Amendment Rezoning Required)

6.6.1 Three Towers – Overall Site Area

New Vista Tower Site - 7,373.6 m<sup>2</sup> ( 79,369 sq.ft.)  
Ernie Winch Tower Site - 4,538.2 m<sup>2</sup> ( 48,849 sq.ft.)  
 Total - 11,911.8 m<sup>2</sup> (128,218 sq.ft.) – to be further subdivided into three legal lots upon future A.CD rezoning

6.6.2 Density and Gross Floor Area

Maximum Permitted – All Towers - 2.2 FAR, 26,206 m<sup>2</sup> (282,080 sq.ft.)

Provided  
 - New Vista Tower - 8,014 m<sup>2</sup> (86,260 ft.) – existing building  
 - Ernie Winch Tower - 8,014 m<sup>2</sup> (86,260 ft.) – existing building  
 - Future Tower - 10,178 m<sup>2</sup> (109,560 ft.) – remaining available GFA  
 - Total 26,206 m<sup>2</sup> (282,080 sq.ft.)

6.6.3 Future Tower Building Height - Approximately 15 storeys

  
 Lou Pelletier, Director  
 PLANNING AND BUILDING

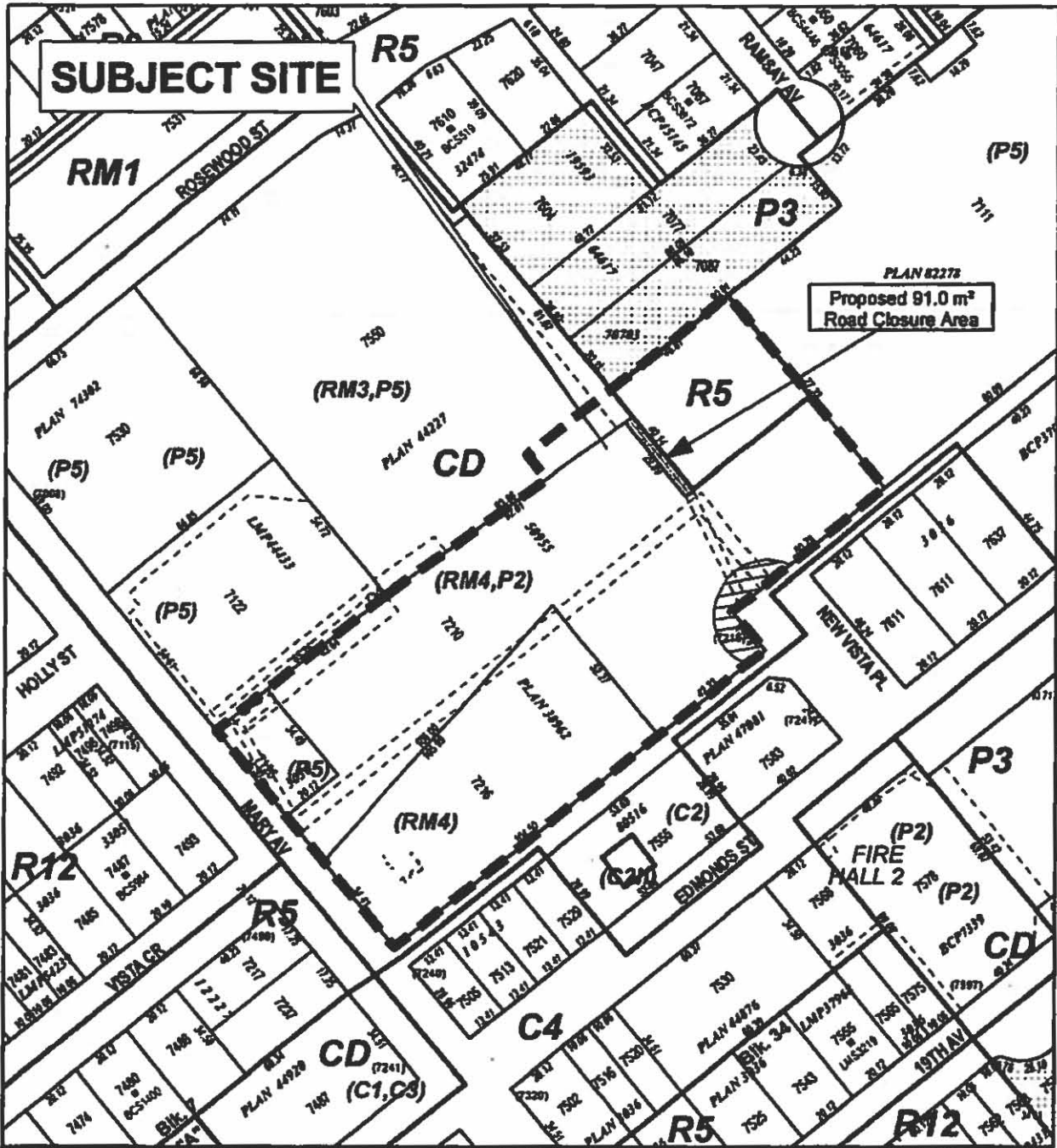
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 Attachments

cc: Director Engineering  
 City Solicitor  
 City Clerk

**SCHEDULE A**  
**REZONING 16-00022**

<b>ADDRESS</b>	<b>LEGAL DESCRIPTION</b>	<b>Zoning</b>	<b>PID</b>
Ptn 7550 Rosewood	Lot 99, DL 30, Group 1, NWD Plan 44227	CD (RM3, P5)	007-356-854
7126 Mary Avenue	Lot 16, Block 13, DL 30, Group 1, NWD Plan 3036	CD (P5)	002-796-864
7210 Mary Avenue	Lot 102, DL 30, Group 1, NWD Plan 50955	CD (RM4, P2), R5	002-598-728
7216 Mary Avenue	Lot 94, DL 30, Group 1, NWD Plan 38962	CD (RM4)	008-551-138

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PLANNING & BUILDING DEPARTMENT

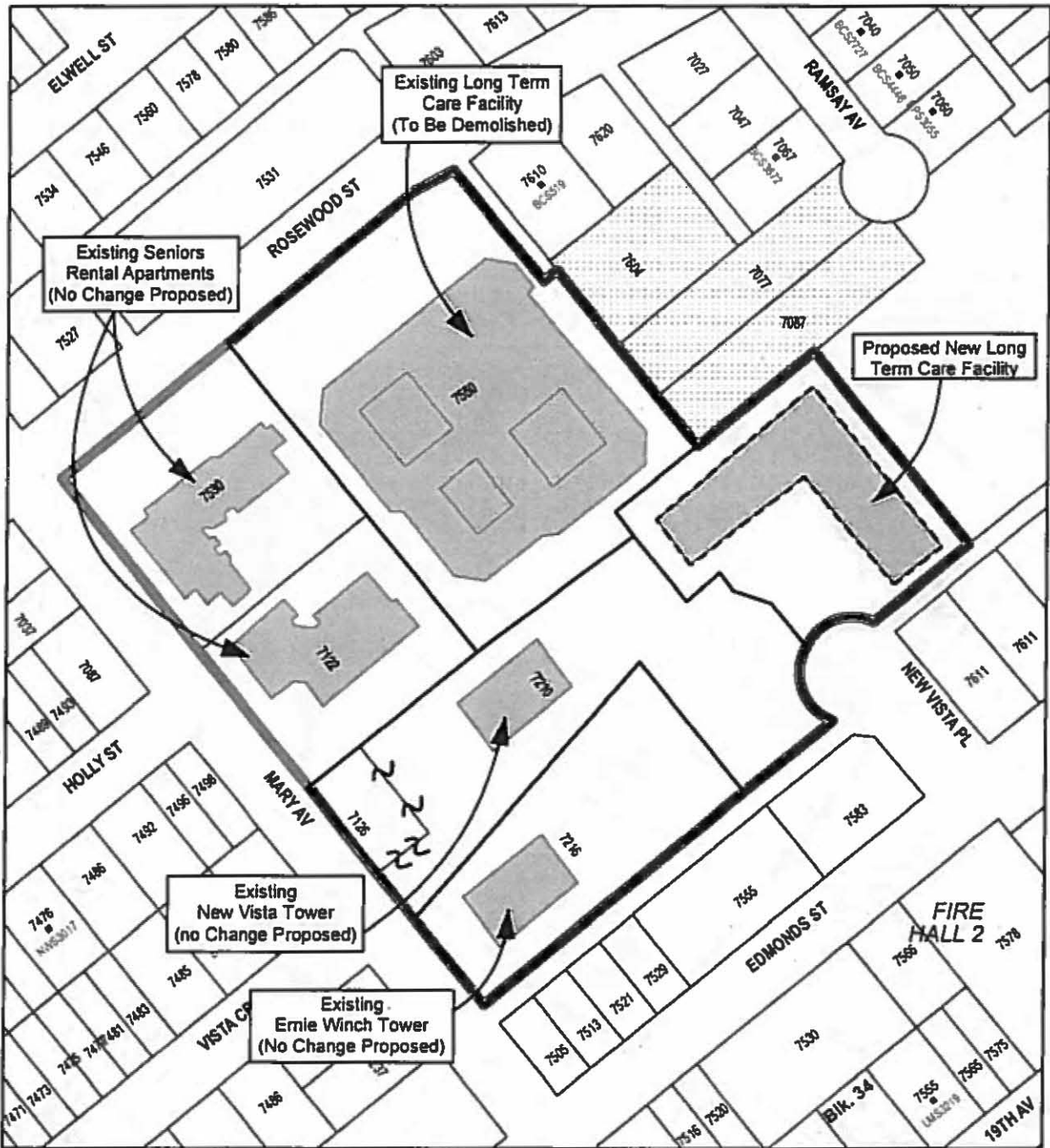


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REZONING REFERENCE #16-22  
 7126, 7210 AND 7216 MARY AVENUE  
 PORTION OF 7550 ROSEWOOD STREET

 Subject Site     
  Proposed Road Dedication

Sketch #1



PLANNING & BUILDING DEPARTMENT



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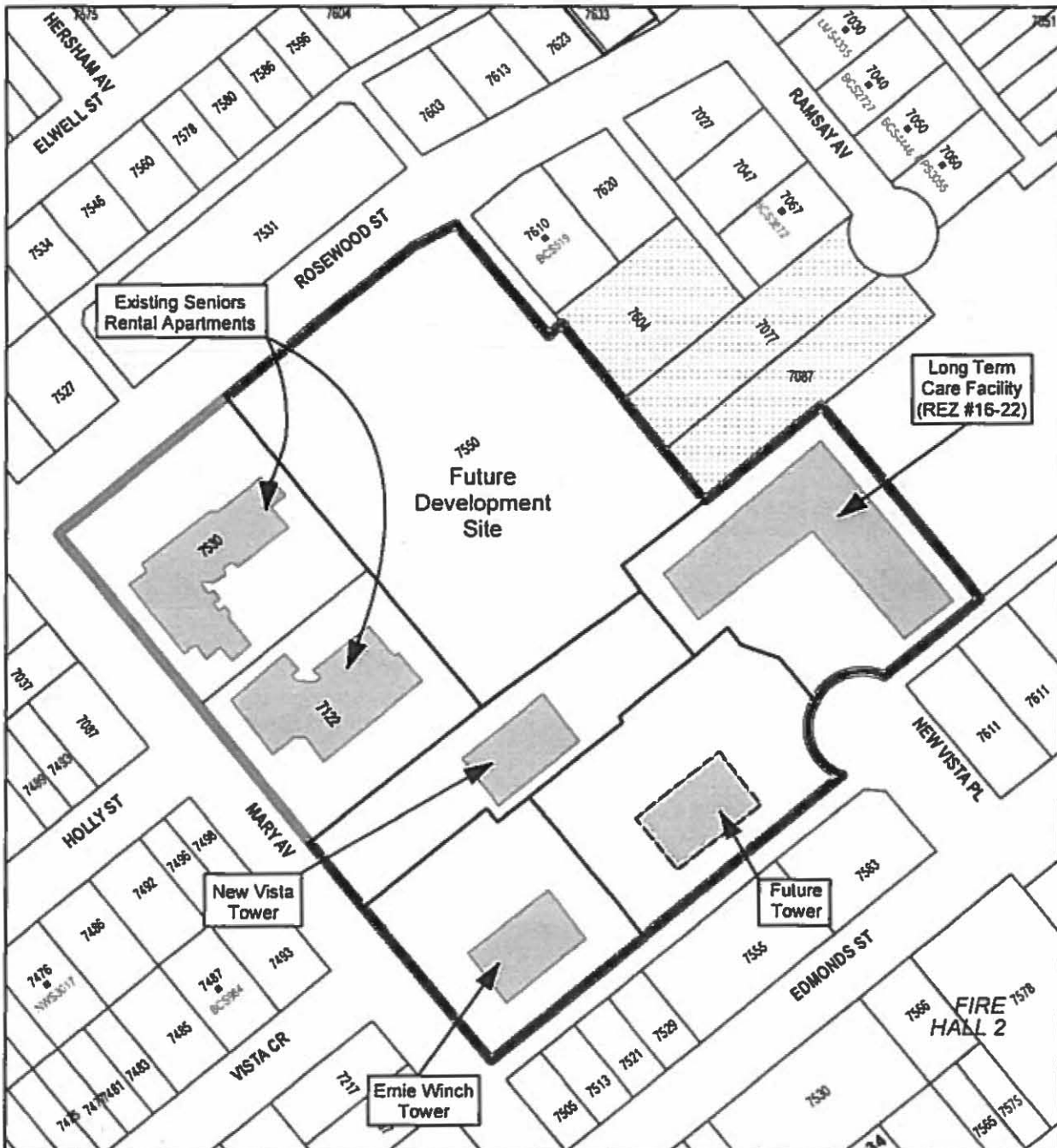
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**NEW VISTA SENIORS CAMPUS OF CARE  
PROPOSED LOT LAYOUT AND BUILDING SITING  
REZONING REFERENCE #16-22**

- New Vista Lands
- Building Outlines
- Proposed New Lot Lines

Sketch #2





PLANNING & BUILDING DEPARTMENT



DATE:  
AUG 16 2017

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**NEW VISTA SENIORS CAMPUS OF CARE  
FUTURE LOT RECONFIGURATION AND  
THIRD APARTMENT BUILDING  
(FUTURE AMENDMENT REZONING REQUIRED)**

- New Vista Lands
- Building Outlines
- Future Lot Lines

Sketch #3