

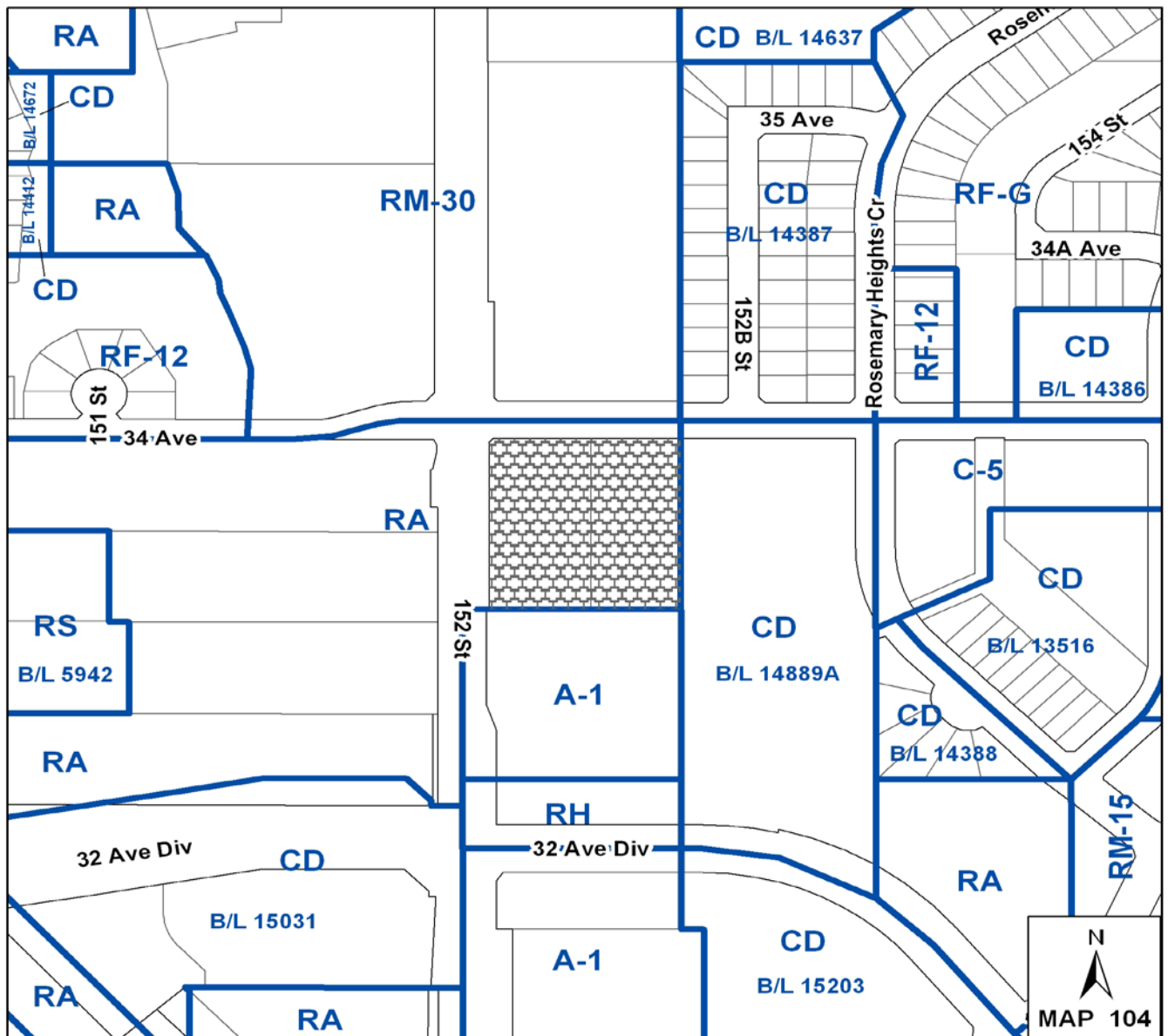
**Proposal:** Amend NCP from Garden Apartment to Institutional Residential. Rezone from RA to CD. Development Permit to permit a seniors assisted-living and care facility.

**Recommendation:** Approval to Proceed

**Location:** 3372 - 152 Street and 15266 - 34 Avenue      **Zoning:** RA

**OCP Designation:** Multi-family

**NCP Designation:** Garden Apts.      **Owner:** Rosemary Heights Seniors Village Holdings Ltd. (Inc. No. BC0721894)



## PROJECT TIMELINE

Completed Application Submission Date: September 7, 2005  
Planning Report Date: January 30, 2006

## PROPOSAL

The applicant is proposing:

- an NCP amendment from Garden Apartments to Institutional Residential;
- a rezoning from RA to CD; and
- a Development Permit

in order to permit the development of a seniors assisted living and care facility.

## RECOMMENDATION

The Planning & Development Department recommends that:

1. a By-law be introduced to rezone the property from "One-Acre Residential Zone (RA)" (By-law No. 12000) to "Comprehensive Development Zone (CD)" (By-law No. 12000) and a date be set for Public Hearing.
2. a By-law be introduced to allow the City to enter into a Housing Agreement.
3. Council authorize staff to draft Development Permit No. 7905-0246-00 in accordance with the attached drawings (Appendix III).
4. Council instruct staff to resolve the following issues prior to final adoption:
  - (a) ensure that all engineering requirements and issues including restrictive covenants, and rights-of-way where necessary, are addressed to the satisfaction of the General Manager, Engineering;
  - (b) submission of a subdivision layout to the satisfaction of the Approving Officer;
  - (c) input from the Ministry of Transportation;
  - (d) submission of a finalized tree survey and a statement regarding tree preservation to the satisfaction of the City Landscape Architect;
  - (e) submission of a landscaping cost estimate to the specifications and satisfaction of the City Landscape architect;

- (f) registration of a Section 219 Restrictive Covenant requiring fire sprinklers to NFPA standards and to release and indemnify the City from liability;
  - (g) registration of a Section 219 Restrictive Covenant and reciprocal access easement to grant access between 3363 Rosemary Heights Crescent, 3336 - 152 Street and the subject site;
  - (h) finalization of a Housing Agreement; and
  - (i) registration of a statutory right-of-way to ensure public right-of-passage for a pathway along 152 Street.
5. Council pass a resolution to amend the Rosemary Heights NCP to redesignate the land from Garden Apartments to Institutional Residential when the project is considered for final adoption.

### REFERRALS

Engineering:	The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as identified in the attached (Appendix IV).
	No concerns.
Parks:	No concerns (Appendix V).
Ministry of Transportation:	No concerns(Appendix VI).
Fraser Health Authority:	No concerns (Appendix VII).
Fire Department:	Ensure building address is clearly labelled and that fire hydrant is located closer to the building.

### SITE CHARACTERISTICS

- **Existing Land Use** Two existing single family homes.
- **Significant Site Attributes** A variety of coniferous and deciduous trees.
- **East:** Recently developed townhouse development (File No. 7901-0195-00), zoned CD (By-law No. 14889A), designated townhouses.
- **South:** Vacant undeveloped parcel, designated Garden Apartment, zoned A-1.
- **West:** Across 152 Street, vacant parcel under application (File No. 7905-0279-00) to develop cluster housing and a 12-storey apartment building, zoned RA, designated cluster housing and apartments 8 - 12 storeys.

- **North:** Across 34 Avenue, recently developed multi-family homes, zoned RM-30, designated Garden Apartment.

### PLAN AND POLICY COMPLIANCE

OCP Designation: Complies.

NCP Designation: Garden Apartments needs amendment to Institutional Residential.

### JUSTIFICATION FOR PLAN AMENDMENT

- The subject site is designated Garden Apartments in the Rosemary Heights Central Neighbourhood Concept Plan (NCP) (Appendix X), however, the applicant is proposing a re-designation to Institutional Residential to permit the development of a seniors assisted-living and care facility.
- The uses surrounding the proposed development include a three-storey Garden Apartment multi-family development to the north; a two-storey townhouse development to the east; and a proposed 12-storey apartment use to the west (File No. 7905-0279-00). The southern parcel is presently a vacant lot that is designated Garden Apartment. The applicant has indicated that they may also propose to develop the southern parcel as a future phase of the Institutional Residential use. However, any future proposal will be subject to an application review process.
- The proposal to re-designate to Institutional Residential would allow a building type that is similar to the existing Garden Apartment designation, which allows a maximum building height of three-storeys. The proposed building is two and three-storeys with the two-storey portion on the southern half of the site, which is adjacent to the eastern two-storey homes. The three-storey component interfaces with the existing three-storey multi-family development to the north along 34 Avenue. Only the eastern corner of the three-storey portion will interface with the eastern two-storey townhomes. The applicant has addressed this interfacing condition with architectural and landscaping design solutions (see Design Proposal and Review Section).
- In light of the surrounding context of existing or proposed multi-family developments, the proposed Institutional Residential use is similar and compatible in terms of land use and building form.
- Within one block of the subject site are various neighbourhood commercial developments along 34 Avenue and on 152 Street. Linear walking trails have also been constructed throughout the Rosemary Heights Central neighbourhood. Since the subject site is centrally located near these amenities, the proposed corner of 152 Street and 34 Avenue is appropriate for an Institutional Residential use to benefit both employees and residents of the facility.

- The proposed use also adds diversity to the mix of housing in the Rosemary Heights neighbourhood. It provides an option for existing residents of Rosemary Heights to locate family members near where they live, or to "age-in-place" if they eventually need these social services and desire to stay in the same community. Presently, the Morgan Creek and Rosemary Heights Central and West neighbourhoods only have one complex care facility to service the needs of this large area. The present proposal includes an assisted-living component in addition to the residential care development, which provides more options for people needing different levels of care.
- The proposed assisted-living and care facility land use is generally acceptable and desirable at this location.

### DEVELOPMENT CONSIDERATIONS

- In conjunction with the NCP amendment proposal, the applicant proposes to rezone the site from One-Acre Residential Zone (RA) to Comprehensive Development Zone (CD) based on the Special Care Housing 2 Zone (RMS-2). The proposed zone is intended to permit the development of a seniors care facility consisting of 61 beds for assisted-living, and 90 beds for residential care housing. Most of the beds are subsidized and licensed by the BC Housing and Fraser Health Authority. Only 19 assisted-living and 5 residential care beds are available as market housing.
- The assisted-living portion contains units that allow more independence in terms of providing a small kitchenette and full bathrooms for each unit. The types of services offered to assisted-living residents are daily meals, weekly housekeeping, and linen laundering.
- The residential care component is intended for residents needing more extensive care and services. This portion of the development will have secure access with common amenities such as bathing facilities, and outdoor garden areas with restricted access.

### Comprehensive Development Zone (Appendix XI)

- The applicant is proposing a CD Zone to permit the two separate uses, namely, the residential care (also known as "care facility" in the Zoning By-law) and assisted-living uses. In addition, the CD Zone is needed to state the required number of parking stalls based on these two land uses. All other aspects of the CD Zone are the same as the RMS-2 Zone, which the proposed development complies with.
- The applicant proposes to build a 8,851.8 sq.m. (95,283 sq.ft.) building in keeping with the density allowed in the RMS-2 Zone.

- The applicant also proposes a setback distance of 12 m. (39 ft.) along the west property line in keeping with the Rosemary Heights Central NCP design guidelines for developments along 152 Street. The increased setback is intended to accommodate a meandering pedestrian pathway and appropriate landscaping along 152 Street to link with the linear pathway system throughout the Rosemary Heights neighbourhood. The proposed path is sited on the subject property, which will be required to have a statutory-right-of-way registered on title to ensure public right-of-passage. The remaining setbacks are a minimum of 7.5 metres (25 ft.).
- The applicant hired a certified arborist to assess the existing vegetation on the site. The existing trees on the site are generally varied with a mix of cottonwood, and some native and exotic conifers on the site. The applicant's arborist recommends that 10 out of 16 trees be removed due to their location within the building envelope. An additional two trees are situated along the southern property line, and they also may have to be removed due to their location on the proposed driveway to the underground parking. A cluster of 4 healthy conifer trees along 152 Street is proposed to be retained within a courtyard area. Since this application is subject to a Development Permit process, the applicant will be providing an extensive landscaping plan to enhance the existing vegetation for the entire site.

#### Parking Requirements and Lane

- The applicant is proposing to develop one-level of underground parking. In total, 92 parking stalls are proposed to meet the needs of the care facility and the assisted-living uses, which equates to a ratio of 0.61 stalls per resident. The Zoning By-law requires the care facility component provide 56 parking stalls, however, the Zoning By-law does not state a parking requirement for assisted-living type developments. The land use most similar to the assisted-living use is the non-ground-oriented multi-unit residential type of development, which would require 92 parking spaces, for a total of 148 stalls. The applicant is requesting a variance from 148 to 92 stalls.
- The applicant proposes a reduction in the number of parking stalls since the development is intended for senior citizens, most of whom will not drive especially if they live in the residential care component of the development. The applicant has committed to registering a housing agreement on title through a restrictive covenant to restrict the age requirement to a minimum of 65 years (Appendix XII). The housing agreement is also being presented to Council for by-law introduction in conjunction with the CD By-law.
- The applicant provided a parking study by an engineering consulting firm to evaluate the parking needs generated by this development. The study reviewed a variety of care facility and assisted-living type developments throughout the Lower Mainland to compare parking ratios. The applicant's proposed 0.61 parking stalls per unit ratio is significantly higher than a comparable development with the highest parking ratio of 0.49. The Engineering Department has reviewed the parking relaxation and advise that the proposed 92 parking stalls provided is acceptable.

- A "private" lane is proposed along the eastern edge of the subject site to connect with an internal "private" lane in the adjacent townhouse development to the east. This lane is in accordance with the private lane shown on the Rosemary Heights Central NCP map (Appendix X). A reciprocal access easement was registered on the title of the townhouse development when it was approved (File No. 7901-0195-00) to benefit the subject site as per the NCP. This "private" lane is intended to provide traffic circulation between the subject site, the adjacent townhomes, and the southern property at 3336-152 Street to the south when it is proposed for development.

## PRE-NOTIFICATION

### Public Consultation Process

- To gather public input on the NCP amendment proposal, two public information meetings were held at the Rosemary Heights Retreat Centre on September 21 and 22, 2005 from 3:30 – 7:00 pm. The meeting was attended by 30 people, and 12 comment sheets were filled out. A total of 7 comment sheets supported the proposed development; 3 were opposed; and 2 did not specify support or non-support.
- The main concerns that were raised pertained to the interfacing issue between the subject development and the existing townhouse development to the east. Most of the interfacing concerns relate to form and character, such as massing of the building, colours, and setback, which will be discussed in the Design Proposal and Review Section of this report.
- Other concerns relate to adequate parking and the "private" lane that is proposed to connect between the subject development and the adjacent townhouse development. To address the parking, the applicant provided a parking study, which was reviewed and approved by the Engineering Department. The issue of a "private" lane connecting the subject site with the adjacent townhouse site was also reviewed by the Engineering Department for their comments, which are discussed in the Pre-Notification Section of this report.

Pre-notification letters were sent on September 8, 2005, and staff received the following comments:

- Concerns that connecting the proposed "private" lane (Appendix X) to the townhouse development to the east will bring additional traffic into the townhouse development and devalue the townhomes. The townhouse residents are also concerned that they were not made fully aware of the significance of this access road when they purchased their property. The residents would prefer that the lane be moved west to gain access to the middle of the development, or that the lane along the eastern property line be a secondary access lane to the development.

*(Presently, the eastern townhouse development has a lane that stops at the border to the subject site. This lane has a reciprocal access easement registered on title to allow future access between the townhouse site and the subject site.*

*This concern was brought to the attention of the Engineering Department for their review and consideration. The Engineering Department's rationale for requiring the "private" lane is due to the properties on the east side of 152 Street between 34 Avenue and the 32 Avenue Diversion having restricted access to these busy streets. When these properties along 152 Street are developed, road access to 32 Avenue or 152 Street would be*

*restricted due to the high traffic volumes and close proximity to signalized intersections. Therefore, to ensure the viability of developing these properties and to provide at least two access points, one right-in/right-out driveway is proposed along 34 Avenue, and the second access is proposed through the townhouse development to the east. The subject site will also be required to register a reciprocal access easement to grant access for the site to the east. Eventually, when the southern parcel is developed in the future, reciprocal access will be extended to the south property too.*

*Residents of the adjacent townhouse development were made aware of the reciprocal access easement as the document was registered on the title of their property and included in their disclosure statement. City staff have reviewed the reciprocal access agreement and property disclosure statement and confirm the same. The private lane between these sites is also shown in the approved Rosemary Heights Central NCP map.*

*The location of the private lane was also brought to the attention of the developer. They believe that the location of the lane along the property line is most appropriate to serve the needs of their facility. They assert that if the lane were moved west of the present proposed location to the middle of the site, then the lane would bisect the plan into two buildings. The applicant proposes to create a "community of care" concept where both the residential care and assisted-living operations are connected, thereby ensuring that a full range of services can be provided more effectively.)*

- Concerns about the massing of the building being too large and "big box"-like.

*(In terms of the size of the building, the proposed floor area complies with the 1.0 FAR requirement of a typical RMS-2 zoned institutional building.*

*Concerns about the massing of the building have been addressed through widening the driveway entryway, which creates more space along the eastern edge of the building where it interfaces with the adjacent townhouse development. The applicant is also proposing variable heights for different portions of buildings on the site (two and three-storeys), which allows the building to be articulated in the height and in the massing form. The rooflines have also been reduced to lower the visual height of the building, and the exterior building materials further enhances the residential style of the building. The proposed drawings will continue to be reviewed by the City Architect to further refine the building to complement the character of the Rosemary Heights neighbourhood.)*

- Residents would like more certainty about how the property to the south of the subject site is developed.

*(The property to the south is not proposed for development at this time, however, the applicant has indicated that they may propose the second phase of a retirement building in the future. In the absence of a bona-fide development application, the existing Garden Apartment designation on the southern parcel applies, and the applicant, at that time, will be required to demonstrate that a Garden Apartment site can still be developed. When the property is proposed for development in the future that requires an NCP amendment, the application will be subject to the another public consultation process and staff review.)*



## DESIGN PROPOSAL AND REVIEW

- The applicant is proposing a 8,851.8 sq.m. (95,283.3 sq.ft.) building with the primary lane access from 34 Avenue (Appendix III). Access to the front entrance and the underground parking is from the lane.
- The proposed building consists of a three-storey component to face 34 Avenue and the lower 2-storey portion for the southern half of the site. The eastern edge of the 3-storey building faces the 2-storey townhouses to the east. To improve the transition to the townhomes, the three-storey portion of the building is setback from the east property line by over 11 m. (36 ft.). Overall, the distance between the proposed building and the building face of the adjacent townhouse development is over 18.5 m. (61 ft.). However, additional architectural and landscape enhancements should be further pursued to improve the interface to the adjacent site (see Advisory Design Panel Section).
- The applicant is proposing to develop a residential style building with varied rooflines such as steep pitches and gables. Concrete tiles are proposed as the roofing material, and the exterior building materials are proposed to be hardi-board siding and shakes. Asphalt roofing material and vinyl siding are not proposed to be used as per the Rosemary Heights NCP design guidelines. The units along the northern elevation are proposed to have balconies to allow residents to overlook 34 Avenue. The colour scheme is proposed to be earthy green and yellow tones.

## ADVISORY DESIGN PANEL

ADP Meeting Date: September 15, 2005; October 27, 2005

Some of the ADP suggestions have been satisfactorily addressed except the following which will be addressed before final approval:

1. Residential interface to existing townhouse development to the east requires tree planting appropriate to the scale of the building.
  - The eastern edge of the three-storey building interfaces with the two-storey townhouses to the east. A large roof overhang on a blank three-storey façade further gives mass to this edge of the building. Architectural enhancements and layered tree landscaping next to the building are recommended to soften the transition to the adjacent site.
2. Resolve landscaping with the Planning & Development Department, including coordination of greenway with public treatments to the south and north and across 152 Street.
  - More detailed review of the streetscape and a corner feature at 152 Street and 34 Avenue is needed to ensure that a high quality and character is maintained at this entranceway to the Rosemary Heights Central neighbourhood. Furthermore, the applicant should coordinate the proposed landscaping along 152 Street and 34 Avenue with engineering requirements to ensure that the proposed landscape plans can be implemented.

### INFORMATION ATTACHED TO THIS REPORT

The following information is attached to this Report:

Appendix I.	Lot Owners, Action Summary and Project Data Sheets
Appendix II.	Contour Map
Appendix III.	Proposed Subdivision Layout, Site Plan, Typical Floor Plans and Elevations, Landscape Plans and Perspective
Appendix IV.	Engineering Summary
Appendix V.	Parks Comments
Appendix VI.	Ministry of Transportation
Appendix VII.	Fraser Health Authority
Appendix VIII.	Summary of Tree Survey and Tree Preservation
Appendix IX.	ADP Comments and Applicant's Response
Appendix X.	Rosemary Heights Central NCP Map
Appendix XI.	Comprehensive Development Zone
Appendix XII.	Housing Agreement and By-law

### INFORMATION AVAILABLE ON FILE

- Detailed Engineering Comments dated January 27, 2006.
- Tree Survey Plan dated November 3, 2005.
- Arborist Report dated November 14, 2005.
- Tree Preservation Plan dated November 3, 2005.
- Soil Contamination Review Questionnaire prepared by Cameron Maltby dated July 20, 2005.

Murray Dinwoodie  
General Manager  
Planning and Development

SL/kms

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Information for City Clerk

Legal Description and Owners of all lots that form part of the application:

1. (a) Agent:      Name:                      Cameron Maltby, Derek Crawford Architect Inc.  
                         Address:                      #906, 938 Howe Street  
                                                              Vancouver, B.C.  
                                                              V6Z 1N9  
                         Tel:                                      604-688-8370
  
2.      Properties involved in the Application
  - (a)      Civic Address:                      3372 - 152 Street/15266 - 34 Avenue
  
  - (b)      Civic Address:                      3372 - 152 Street  
                         Owner:                                      **Rosemary Heights Seniors Village Holdings Ltd.**  
                                                              **(Inc. No. BC0721894)**  
                         PID:    017-475-848  
                         Lot 1 Section 26 Township 1 New Westminster District Plan LMP1524
  
  - (c)      Civic Address:                      15266 - 34 Avenue  
                         Owner:                                      **Rosemary Heights Seniors Village Holdings Ltd.**  
                                                              **(Inc. No. BC0721894)**  
                         PID:    017-475-856  
                         Lot 2 Section 26 Township 1 New Westminster District Plan LMP1524
  
3.      Summary of Actions for City Clerk's Office
  - (a)      Introduce a By-law to rezone the property.
  
  - (b)      Introduce a By-law to enter into a Housing Agreement.
  
  - (c)      Application is under the jurisdiction of MOT.

File No. 1-6-23007

## DEVELOPMENT DATA SHEET

**Proposed Zoning: RMS-2**

Required Development Data	Minimum Required / Maximum Allowed	Proposed
<b>LOT AREA*</b> (in square metres)		
Gross Total		9,212.9 m <sup>2</sup>
Road Widening area		325.4 m <sup>2</sup>
Undevelopable area		
Net Total		8,887.5 m <sup>2</sup>
<b>LOT COVERAGE</b> (in % of net lot area)		
Buildings & Structures	45%	45%
Paved & Hard Surfaced Areas		
Total Site Coverage		
<b>SETBACKS</b> ( in metres)		
Front	7.5 m	7.6 m
Rear	7.5 m	7.6 m
Side #1 (West)	7.5 m	12 m
Side #2 (East)	7.5 m	10.6 m
<b>BUILDING HEIGHT</b> (in metres/storeys)		
Principal	13 m	13 m
Accessory		
<b>NUMBER OF RESIDENTIAL UNITS</b>		
Bachelor		34 assisted living/ 82 residential care
One Bed		27 assisted living
Two Bedroom		8 residential care
Three Bedroom +		
Total		151
<b>FLOOR AREA: Residential</b>		n/a
<b>FLOOR AREA: Commercial</b>		
Retail		
Office		
Total		n/a
<b>FLOOR AREA: Industrial</b>		n/a
<b>FLOOR AREA: Institutional</b>	8,887.5 m <sup>2</sup>	8,851.8 m <sup>2</sup>
<b>TOTAL BUILDING FLOOR AREA</b>	8,887.5 m <sup>2</sup>	8,851.8 m <sup>2</sup>

*\* If the development site consists of more than one lot, lot dimensions pertain to the entire site.*

## Development Data Sheet cont'd

Required Development Data	Minimum Required / Maximum Allowed	Proposed
DENSITY		
# of units/ha /# units/acre (gross)		
# of units/ha /# units/acre (net)		
FAR (gross)		
FAR (net)	1.0	1.0
AMENITY SPACE (area in square metres)		1,114 m <sup>2</sup>
Indoor		1,918 m <sup>2</sup>
Outdoor		
PARKING (number of stalls)		
Commercial		n/a
Industrial		n/a
Residential Bachelor + 1 Bedroom		
2-Bed		
3-Bed		
Residential Visitors		
Institutional		92
Total Number of Parking Spaces		92
Number of disabled stalls		3
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		
Size of Tandem Parking Spaces width/length		

Heritage Site	NO	Tree Survey/Assessment Provided	YES
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CONTOUR MAP FOR SUBJECT SITE

