

City of Surrey
PLANNING & DEVELOPMENT REPORT

File: 7908-0223-00

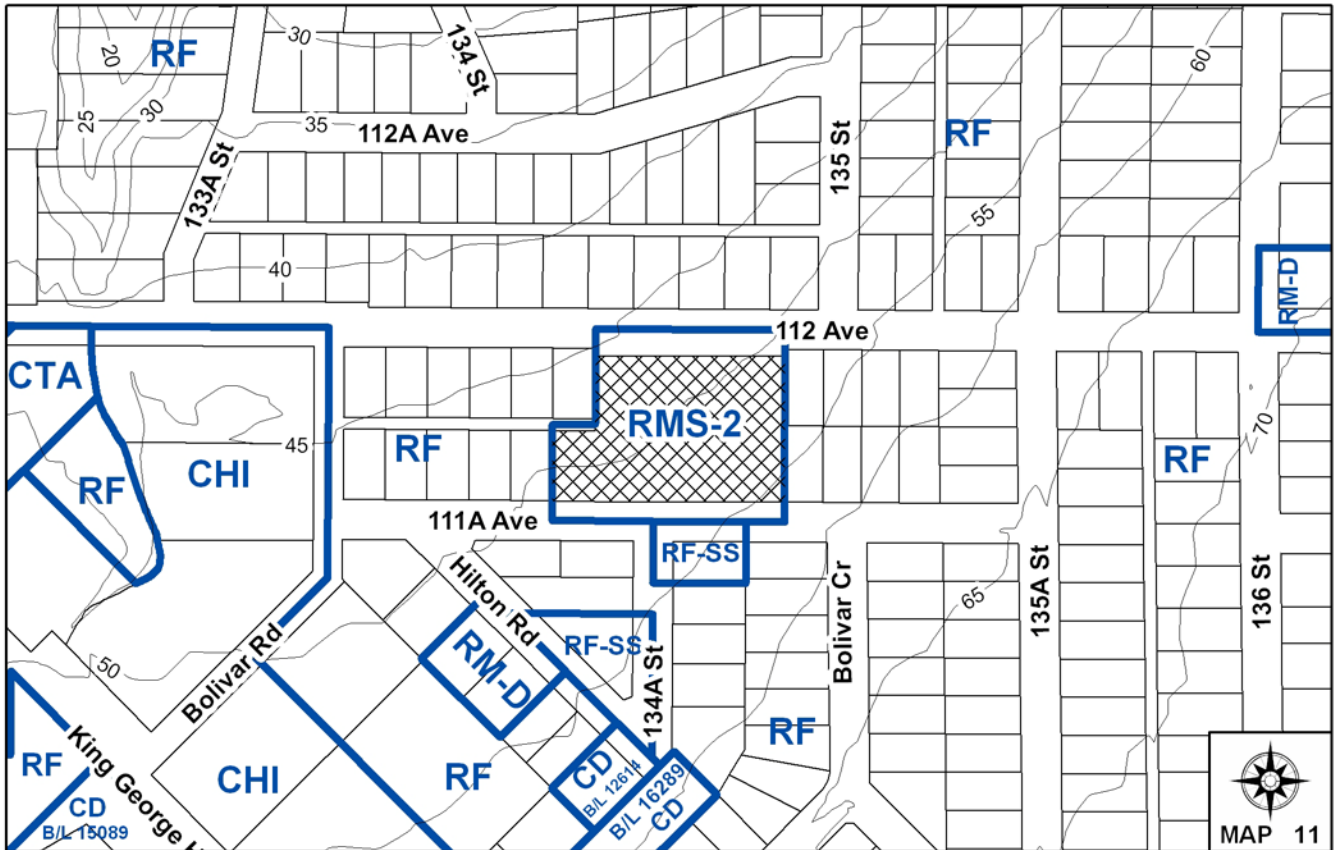
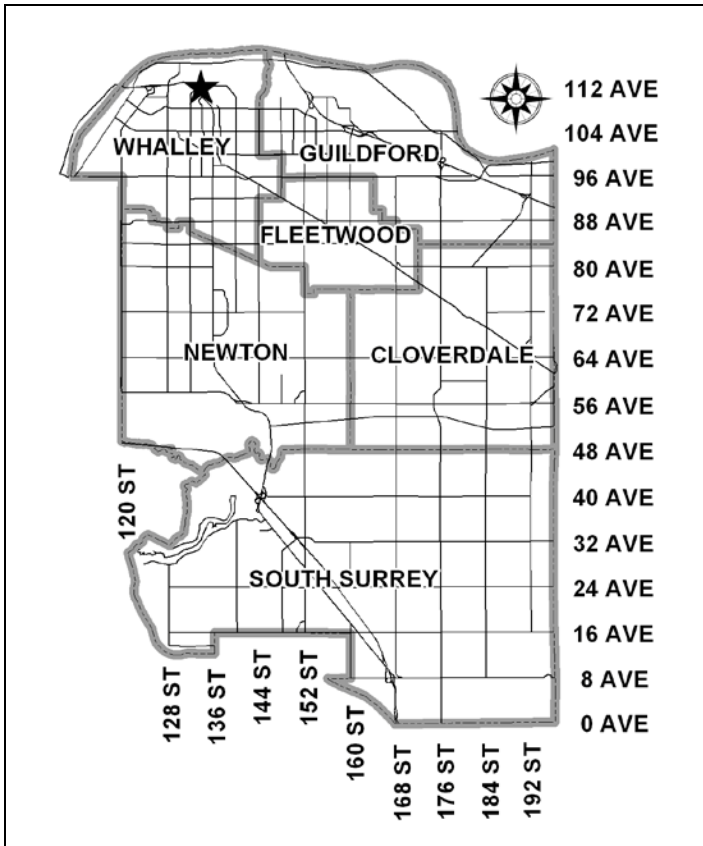
Planning Report Date: November 3, 2008

PROPOSAL:

- **Development Permit**
- **Development Variance Permit**

in order to permit the development of a 68-bed expansion to an existing 75-bed residential care facility.

LOCATION: 13453 - 111A Avenue
OWNER: Cherington Intercare Inc.
ZONING: RMS-2
OCP DESIGNATION: Urban



RECOMMENDATION SUMMARY

- Approval to draft Development Permit.
- Approval for Development Variance Permit to proceed to Public Notification.

DEVIATION FROM PLANS, POLICIES OR REGULATIONS

- Building setbacks are proposed to be reduced along the north, east and south property lines.
- Required parking stalls are proposed to be reduced from the Zoning By-law requirement of 87 stalls to 65 stalls.
- Permitted eave encroachment into the building setback is proposed to be increased from 0.6 metre (2 ft.) to 1.5 metres (4.9 ft.).
- The landscape strip requirement along the northwestern property line is proposed to be eliminated.

RATIONALE OF RECOMMENDATION

- The proposed building addition will allow expansion of an existing residential care facility.

RECOMMENDATION

The Planning & Development Department recommends that:

1. Council authorize staff to draft Development Permit No. 7908-0223-00 in accordance with the attached drawings (Appendix II).
2. Council approve Development Variance Permit No. 7908-0223-00 (Appendix IV) varying the following, to proceed to Public Notification:
 - (a) to reduce the minimum north front yard setback (112 Avenue) of the RMS-2 Zone from 7.5 metres (25 ft.) to 4.5 metres (14.8 ft.);
 - (b) to reduce the minimum east side yard setback of the RMS-2 Zone from 7.5 metres (25 ft.) to 6.6 metres (21.7 ft.);
 - (c) to reduce the minimum south rear yard setback (111A Avenue) of the RMS-2 Zone from 7.5 metres (25 ft.) to 5.8 metres (19.0 ft.);
 - (d) to increase the maximum encroachment of eaves into setbacks as regulated in the definition of "setbacks" in the Zoning By-law, from 0.6 metre (2 ft.) to 1.5 metres (4.9 ft.); and
 - (e) to reduce the minimum number of required parking spaces from 87 parking spaces to 65 parking spaces.
3. Council instruct staff to resolve the following issues prior to approval:
 - (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 an acceptable tree survey and a statement regarding tree preservation;
 - (c) submission of a finalized landscaping plan and landscaping cost estimate to the specifications and satisfaction of the City Landscape Architect; and
 - (d) issuance of Development Variance Permit No. 7908-0223-00.

REFERRALS

Engineering: The Engineering Department has no objection to the project subject to the completion of Engineering servicing requirements as outlined under Application No. 7903-0271-00.

SITE CHARACTERISTICS

Existing Land Use: Existing care facility consisting of 75 beds.

Adjacent Area:

Direction	Existing Use	OCP Designation	Existing Zone
North (Across 112 Avenue):	Single family dwellings and duplexes.	Urban	RF
East:	Single family dwellings.	Urban	RF
South (Across 111A Avenue):	Single family dwellings. Single family dwelling with legal secondary suite.	Urban	RF RF-SS
West:	Single family dwellings.	Urban	RF

DEVELOPMENT CONSIDERATIONSBackground

- The subject property is located at 13453-111A Avenue in City Centre and is approximately 1.92 acres (0.78 hectare) in area.
- Cherington Place is a residential care facility which has been operated on the subject site since the mid-1950s and provides extended long term care for the elderly.
- The subject property is currently zoned Special Care Housing 2 Zone (RMS-2) and is designated Urban in the Official Community Plan (OCP).
- The subject property was rezoned to RMS-2 under Application No. 7903-0271-00. The application involved rezoning the care facility site from RMS-1 and 3 adjoining single family lots from RF, to permit 92 additional beds for a total of 167 long term care beds. The rezoning by-law for this application received final adoption on June 12, 2006.
- Together with the rezoning, Council approved a Development Permit to construct a substantial addition to the north side of the property, adjacent to 112 Avenue and along the east side of the site with smaller additions planned for the southwest corner of the site adjacent to 111A Avenue. A Development Variance Permit to vary various aspects of the RMS-2 Zone was also approved by Council.
- The applicant did not undertake the expansion within the two (2) year period for which the Development Permit was valid. Both the approved Development Permit and Development Variance Permit have lapsed

- The applicant is now in a position to move ahead with the expansion of the existing facility and has submitted new Development Permit and Development Variance Permit applications.

Current Application

- The new application proposes a Development Permit for a 68-bed expansion of the existing residential care facility (Building A), which currently has a floor area of 1,621 square metres (17,446 sq.ft.) and 75 beds. The proposed expansion (Building B) is to be 3,398 square metres (36,576 sq.ft.) in floor area with a total of 143 beds.
- The design reflected in the new application differs slightly from the original approved by Council. The total floor area previously proposed was 7,193 square metres (77,425 sq.ft.). The total floor area now proposed under the new application is 5,019 square metres (54,024 sq.ft.), which is smaller than the previous proposal.
- The proposed density of the development is 0.65 Floor Area Ratio (FAR), which is below the maximum 1.0 FAR permitted under the RMS-2 Zone and less than the 0.9 FAR previously approved.
- The applicant is proposing a substantial addition to the north, along 112 Avenue and to the east of the existing Building A. The proposed addition will be connected on two levels from the most easterly "wing" of Building A. The existing care facility will also incorporate some limited renovations and improvements.
- When completed, the entire facility will house 143 long term beds, which is slightly less than the total 167 beds previously proposed under Application No. 7903-0271-00. The maximum number of staff which will be at the facility during a shift will be 24 (versus 30 staff previously required).
- The applicant has attempted to take advantage of the slope of the site to lower the profile of the proposed building to make it less intrusive.

Parking

- Under the provisions of the Zoning By-law, 48 parking stalls would be required for staff, 1 stall for 2 doctors, 36 stalls for visitors and 2 stalls for drop-off, for a total of 87 stalls or a parking ratio of 0.61 parking space per care bed.
- The applicant, however, is proposing to provide a total of 65 parking stalls or a parking ratio of 0.45 parking space per care bed (see By-law Variance Section).

PRE-NOTIFICATION

Two development proposal signs were placed on the subject site fronting 111A and 112 Avenues and staff received no comments.

DESIGN PROPOSAL AND REVIEW

- The subject site slopes down sharply (11 metres/36 ft.) from the southeast corner of the site along 111A Avenue to the northwest corner of the site along 112 Avenue.
- The existing "T-shaped" care facility is situated in the middle of the subject site. The existing building is offset and does not sit at right angles to either 112 Avenue or 111A Avenue.
- The applicant is proposing to add a three-storey "L-shaped" addition that will run along the northern edge of the property adjacent 112 Avenue and that will run along the eastern edge of the property from 112 Avenue to 111A Avenue.
- There are currently three vehicular access points to the site, one from 111A Avenue and two from 112 Avenue. Of the two along 112 Avenue, one will be removed with the proposed development. However, the development proposes to incorporate two vehicular access points from 111A Avenue, one which will lead to temporary parking and drop-off in front of the main entry to facility, with the other to allow for a connection through the site from 111A Avenue to 112 Avenue.
- The design of the proposed expansion will be similar to the existing building (Building A), with proposed Building B to be clad in grey and a greenish grey stucco, with fiberglass roof shingles in a copper colour. Door frames and gutters are proposed to be in aluminum in a beige colour, with door and window trims in a dark green-grey.
- Small patio areas are proposed at the north and northeast edges of the site, with an additional patio located at the south. A walkway is also proposed along the east edge of the site to allow residents the opportunity for walking.
- The orientation of proposed Building B, with existing Building A will form a small interior courtyard, which will incorporate some planters and seating for residents of the facility.
- The vehicular access points at 111A Avenue will be paved with unit pavers, with the roundabout leading from 111A Avenue to have a decorative star pattern inlaid into the pavers.
- Two (2) free-standing signs are proposed at 111A Avenue and 112 Avenue. The signs will be in cultured stone and ceramic tiles, with lettering in a chrome finish.

ADVISORY DESIGN PANEL (Appendix III)

ADP Meeting Dates: September 25, 2008 and October 9, 2008

The majority of the ADP recommendations have been addressed, except for some minor landscape revisions, which the applicant has agreed to address, prior to final approval of the Development Permit.

BY-LAW VARIANCES AND JUSTIFICATION (Appendix IV)

(a) Requested Variance:

- To reduce the minimum north front yard (112 Avenue) setback from 7.5 metres (25 ft.) to 4.5 metres (14.8 ft.).

Applicant's Reasons:

- The proposed variance to 4.5 metres (14.8 ft.) is a decrease of 0.5 metre (1.6 ft.) from the 4.0 metres (13.1 ft.) previously approved by Council under the now expired Development Variance Permit No. 7903-0271-00.
- The proposed variance allows for a workable resident wing between the property line and the existing building. The grading along the building will be raised to diminish the apparent height from 112 Avenue.

Staff Comments:

- The majority of the proposed expansion fronting 112 Avenue is at 2 storeys, which will not adversely impact the single family residential dwellings on the north side of 112 Avenue.

(b) Requested Variance:

- To reduce the east side yard setback from 7.5 metres (25 ft.) to 6.6 metres (21.7 ft.).

Applicant's Reasons:

- The proposed variance to 6.6 metres (21.7 ft.) is a decrease from the 2.5 metres (8.2 ft.) previously approved by Council under the now expired Development Variance Permit No. 7903-0271-00.
- The applicant's architect feels that this proposed variance is a reasonable compromise between providing enough setback for the resident rooms, while providing adequate internal space to connect to the existing building and adequate outdoor open space for the formal entry drive and parking.
- The applicant's landscape architect is proposing a landscape buffer between the proposed building and the adjacent house to the east on 111A Avenue, so that the residents of the house will not notice any substantive reduction in building setback.

Staff Comments:

- The reduction to the east side yard setback is considered to be minor and will be landscaped and screened with a 1.8-metre (6.0 ft.) high wood fence.

(c) Requested Variance:

- To vary the minimum south rear yard (111A Avenue) setback from 7.5 metres (25 ft.) to 5.8 metres (19.0 ft.).

Applicant's Reasons:

- The proposed variance of 5.8 metres (19.0 ft.) is less than the 5.5 metres (18.0 ft.) previously approved by Council under the now expired Development Variance Permit No. 7903-0271-00.
- The proposed reduction in setback is justified as it is only a short lounge "bay window" that actually encroaches into the setback, with the basic building set back 7.5 metres (25.0 ft.). This "bay window" is in a very short end wall, which is only two storeys high, with a lowered roof line.

Staff Comments:

- The only portion of the building that encroaches is a small corner of the existing building. The new addition is set back 7.5 metres (25 ft.) from the south property line.

(d) Requested Variance:

- To increase the maximum eave encroachment into building setbacks as regulated in the definition of "Setbacks" in the Zoning By-law, from 0.6 metre (2 ft.) to 1.5 metres (4.9 ft.).

Applicant's Reasons:

- The eave encroachment is required to allow residential style roof forms with a scale appropriate to this proposed development.

Staff Comments:

- The requested variance is a decrease from the variance previously approved by Council under Application No. 7903-0271-01, which permitted a 2.1-metre (7 ft.) eave encroachment.
- The proposed eave encroachment variance allows for a residential style roof form, so that the proposed design of the building expansion blends in with the existing family residential neighbourhood. As such, the proposed variance is supportable.

(e) Requested Variance:

- To reduce the minimum number of required parking stalls from 87 stalls to 65 stalls.

Applicant's Reasons:

- The proposed reduction from 87 stalls to 65 stalls is based upon a requirement of 1 parking stall per 4 beds for employees and 1 parking stall per 5 beds for visitors. This parking rate was approved for a similar development in South Surrey, which the applicant also owns, called the Peninsula (under Application No. 7907-0091-00).
- The proposed reduction to 65 stalls is the same proposed reduction previously approved under Development Variance Permit No. 7903-0271-00.
- The applicant has indicated that many of the employees are driven to work by their spouses or family members, take transit or walk, as they live in the area.

Staff Comments:

- Under the provisions of the Zoning By-law, 48 parking stalls would be required for staff, 1 stall for 2 doctors, 36 stalls for visitors and 2 stalls for drop-off, for a total of 87 stalls or a parking ratio of 0.61 parking space per care bed.
- The applicant, however, is proposing to provide a total of 65 parking stalls or a parking ratio of 0.45 parking space per care bed.
- However, the applicant has advised that the maximum number of employees per shift is 24. As a result, only 24 parking spaces are required for employees, rather than the 48 anticipated by the Zoning By-law requirements.
- As 24 parking spaces would be required by staff, 41 stalls would be available for visitors, which exceeds the 36 stalls required under the current Zoning By-law requirements.
- It is further noted that the proposed parking rate of 0.45 parking space per bed is generally consistent with the recommendations of a recently completed study on parking requirements for seniors housing prepared for the City's Engineering Department by Opus Hamilton (Review of Parking Generation Rates – Part 1: Seniors' Housing). This study recommends a further reduced parking ratio of 0.40 space per bed for care facilities within the City Centre.
- Furthermore, the development proposes 74 parking spaces, which results in 9 additional stalls, as "extra" overspill stalls.
- Based upon this basis, the proposed parking reduction is supportable.

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. Proposed Site Plan, Building Elevations, Landscape Plans and Perspective
- Appendix III. ADP Comments and Applicant's Responses
- Appendix IV. Development Variance Permit No. 7908-0223-00

Jean Lamontagne
General Manager
Planning and Development

PL/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: Bob Issac-Renton
 Address: #206 - 2780 Granville Street
 Vancouver, BC
 V6H 3J3
 Tel: 604-682-1344

2. Properties involved in the Application
 - (a) Civic Address: 13453 - 111A Avenue

 - (b) Civic Address: 13453 - 111A Avenue
 Owner: Cherington Intercare Inc.
 PID: 026-725-452
 Lot 1 Section 15 Block 5 North Range 2 West New Westminster District Plan
 BCP24583

3. Summary of Actions for City Clerk's Office
 - (a) Proceed with Public Notification for Development Variance Permit No. 7908-0223-00.

DEVELOPMENT DATA SHEET

Existing Zoning: RMS-2

Required Development Data	Minimum Required / Maximum Allowed	Proposed	
LOT AREA (in square metres)			
Gross Total			
Road Widening area			
Undevelopable area			
Net Total		7,761 m ²	
LOT COVERAGE (in % of net lot area)			
Buildings & Structures			
Paved & Hard Surfaced Areas			
Total Site Coverage	45%	38.7%	
SETBACKS (in metres)			
Front (111A Avenue)	7.5 m	5.8 m*	
Front (112 Avenue)	7.5 m	4.5 m*	
Side #1 (West)	7.5 m	7.5 m	
Side #2 (East)	7.5 m	6.6 m*	
BUILDING HEIGHT (in metres/storeys)			
Principal	13 m	13 m	
Accessory	4.5 m		
NUMBER OF RESIDENTIAL UNITS		n/a	
Bachelor			
One Bed			
Two Bedroom			
Three Bedroom +			
Total			
FLOOR AREA: Residential		n/a	
FLOOR AREA: Commercial		n/a	
Retail			
Office			
Total			
FLOOR AREA: Industrial		n/a	
		Bldg. A	Bldg. B
FLOOR AREA: Institutional		1,621 m ²	3,398 m ²
TOTAL BUILDING FLOOR AREA	7,761 m ²	5,019 m ²	

* *Variance requested.*

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	0.65
AMENITY SPACE (area in square metres)		n/a
Indoor		
Outdoor		
PARKING (number of stalls)		
Commercial		n/a
Industrial		n/a
Residential Bachelor + 1 Bedroom		n/a
2-Bed		
3-Bed		
Residential Visitors		n/a
Institutional	87	65*
Total Number of Parking Spaces	87	65*
Number of disabled stalls		3
Number of small cars		
Tandem Parking Spaces: Number / % of Total Number of Units		n/a
Size of Tandem Parking Spaces width/length		n/a

* *Variance requested.*

Heritage Site	NO	Tree Survey/Assessment Provided	NO
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