

DISTRICT OF WEST VANCOUVER
750 17TH STREET, WEST VANCOUVER BC V7V 3T3

COUNCIL REPORT

Attachments for item **5.**
provided under separate cover

Date:	January 23, 2017
From:	Lisa Berg, Senior Community Planner
Subject:	Inglewood Care Centre Expansion
File:	1010-20-15-021

RECOMMENDATION

THAT

1. Community consultation on Official Community Plan Amendment, Rezoning and Development Permit No. 15-021 for 725 Inglewood Avenue, 721 and 733 Burley Drive take the form of Design Review Committee and the North Shore Accessibility Committee on Disability Issues considerations, and a public meeting; and
2. Following community consultation on the development proposal for 725 Inglewood Avenue, and 721 and 733 Burley Drive, staff report back to Council with the results of the consultations and provide a complete review of the development proposal and recommended next steps.

1.0 Purpose

The purpose of this report is to:

- provide Council with preliminary information regarding an Official Community Plan amendment, rezoning and a development permit application for the expansion of the Inglewood Care Centre;
- outline the proposed consultation process; and
- seek Council direction to consult with the community on the suitability of the development proposal for further consideration, as required under the *Local Government Act*.

2.0 Executive Summary

Unicare Management, the operator of the Inglewood Care Centre, has applied for an OCP amendment, a rezoning and a development permit to expand the existing 230-bed seniors' residential assisted living care facility at 725 Inglewood Avenue to add 74 (net) beds, with support services and amenities.

The proposed expansion would include two adjacent single family zoned lots at 721 and 733 Burley Drive. The existing facility currently uses 721 Burley Drive for administrative and storage purposes and 733 Burley Drive is currently developed with a single family dwelling. Both lots were purchased with the intention to consolidate them with the main facility.

The proposed application would rezone all three lots. An amendment to the Official Community Plan (OCP) is required to facilitate the expansion onto the adjacent single family zoned lots. The OCP amendment would also place the site within a Development Permit Area to control the form and character of the proposal.

Staff will be developing an interim rezoning policy for Council consideration to determine which applications would proceed through the review process while the OCP review is underway. Staff expect to recommend that applications that include a significant social benefit such as non-market housing or heritage protection could proceed to community consultations.

As this proposal would contribute publicly subsidized (i.e. non-market) housing, it is recommended that it advance to community consultations. Proposed consultations include consideration by the Design Review Committee (DRC) and the North Shore Accessibility Committee on Disability Issues (ACDI), and a public meeting. Staff would then report back to Council on the outcome of the consultations and seek further direction on next steps.

3.0 Legislation/Bylaw/Policy

3.1 Provincial Legislation

The *Local Government Act* requires that a public hearing be held on the proposed amending bylaws and requires consultation on the OCP amendment.

3.2 Policy

Official Community Plan

Redevelopment of this site is guided by several Housing (H) and Social Planning (SP) policies within the OCP, including:

Policy H3 recognizes that opportunities occur in limited site-specific situations where a housing need may be addressed in a manner that is consistent with the principles of the OCP. This policy specifies that applications for such site-specific zoning or OCP amendments within a single family area should apply in limited circumstances and be subject to Council's Public Involvement Policy¹ and defined criteria; namely that the development would have minimal impact on established areas in terms of access, traffic, parking, and obstruction of views and the site would provide a degree of physical separation (e.g. a road, green belt, alternate use, or change in natural grade) from the surrounding neighbourhood.

¹ Replaced by the Community Outreach and Engagement Policy, 2016.

Further, the policy identifies that housing intended for people with special accessibility needs, including certain forms of seniors' housing, should be located on relatively flat sites, close to transit, services and amenities.

Policy H7 is a community wide policy that supports the provision of non-market housing where land assemblies are involved.

Policy H10 provides further direction for the review of this development application; specifically as the proposal is for seniors' housing and supports greater housing options.

Policy H13 examines the role of the Housing Action Plan (adopted February 2013) for identifying gaps between existing policy and housing needs based on population and demographic trends. This policy specifically supports the continuation of established practices for supporting development of seniors' and rental housing, accessible/adaptive housing units and variations in unit size in new developments.

Policy SP2 encourages the recognition and planning for people with diverse means and needs – including addressing inequities and issues that impact health and wellness (for example, access to activities related to income and family structure, and access to housing).

Policy SP3 addresses the growing and diverse needs of seniors for a range of housing and services – mainly by addressing issues faced by low income seniors in accessing housing and services.

Housing Affordability Strategies

In July 2016, Council endorsed a series of housing strategies in that could be used to inform the review of development applications with a significant housing component. Specifically related to this proposal are the following:

Strategy 1.3: Allow bonus density, subject to planning and urban design review and Council approval, for the provision of affordable, rental, or supportive housing in the Taylor Way Corridor; and

Strategy 1.10: Consider financial incentives (e.g. the reduction of development fees/charges, tax incentives) to facilitate the protection and provision of affordable or supportive housing.

3.3 Zoning Bylaw

The site consists of three properties: 725 Inglewood Avenue and 721 and 733 Burley Drive.

The existing seniors' supportive housing facility is located at 725 Inglewood Avenue and is zoned PH1 (Private Hospital Zone 1).

721 and 733 Burley Drive are adjacent to and west of 725 Inglewood Avenue, and both are zoned RS3 (Single Family Residential Zone 3).

4.0 Background

4.1 Previous Decisions – None on this application.

4.2 History

The Inglewood Care Facility (previously known as “Inglewood Hospital”) has been a part of the community for more than 50 years. The site was rezoned in 1963 to make way for the first building constructed on the property that opened in 1964.

Since that time, the site has been subject to Council considerations in the past to accommodate various expansions, including:

- 1969: The site was rezoned to allow for an increase in density (beds) and reduced the required amount of parking.
- 1986: The site was rezoned a second time to further increase the density. In the same year, a development permit was issued to vary the site coverage.
- 1990: The site was rezoned for a third time to add more density.
- 1994: The site was rezoned a fourth time to again increase density and further reduce parking standards.

The pattern of expansions facilitated by four previous rezoning approvals demonstrates the ongoing need and increasing demand for publicly subsidized seniors’ assisted living in the community. The trend of increasing demand has not lessened, and pre-applications on the current proposal began with the District in January of 2014. Following some initial consultation with surrounding neighbourhood residents in February 2015, the applicant revised their proposal and submitted their development proposal in April 2015. Since that time, the applicant has been working to refine their design and site access options.

5.0 Analysis

5.1 Discussion

The Site

The site is bounded by Taylor Way to the east, Inglewood Avenue to the south, Burley Drive with single family residences to the west, and the Har El Congregation (North Shore Jewish Community Centre) to the north. The site is generally level but has steep slopes at the northwest and southwest corners, with an approximately four metre change in grade along the Taylor Way frontage.

Two of the four adjacent single family lots to the west of the existing facility are owned by the applicant and are included as part of this proposal. 721 Burley Drive is used for several administrative purposes, including office and meeting space, celebration events and storage of emergency supplies for disaster management. 733 Burley Drive is improved with a single family dwelling. See Figure 1 for the site context map.

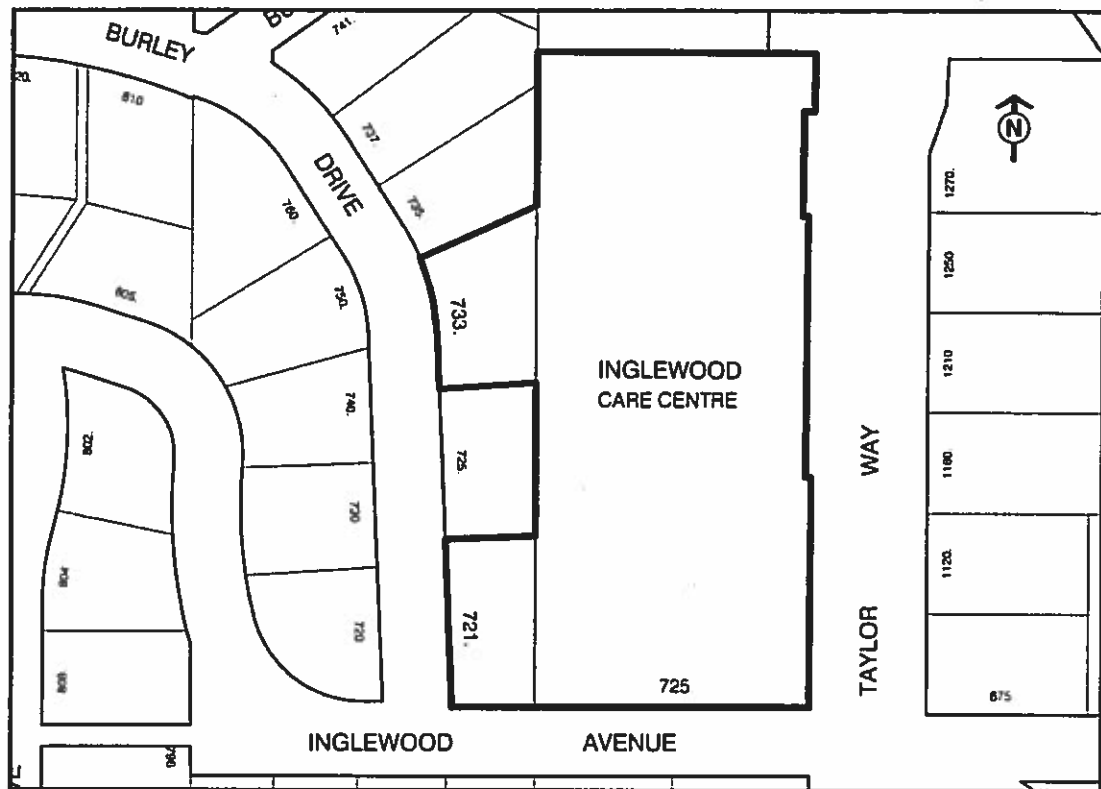


Figure 1: Context Map

The Proposal

The proposal is to expand the existing publicly subsidized seniors' assisted living care facility. Key features of the proposal are:

- a new three-storey plus roof-top mezzanine building attached to the south end of the existing facility consisting of:
 - 74 new beds (net increase);
 - 4,193.3 square metres (45,136.3 square feet) of floor area (plus exempted space); and
 - 164.2 square metre (1,768 square feet) of common lounge and activity space on the mezzanine level that spills out onto a generous roof-top deck. The mezzanine level forms a partial fourth floor.
- a one-storey 79.5 square metre (856 square feet) kitchen expansion;
- reconfiguring and adding parking for a total of 122 spaces:
 - 67 surface spaces;
 - 55 underground spaces, and
- a Floor Area Ratio (FAR) of 0.76².

² The existing density of the site is regulated by site area and number of beds and not a FAR calculation.

The proposal will see expansion of the facility onto the southern portion of the existing site and onto two adjacent lots currently zoned for single family residential use. See Figure 2 for the proposed site plan.

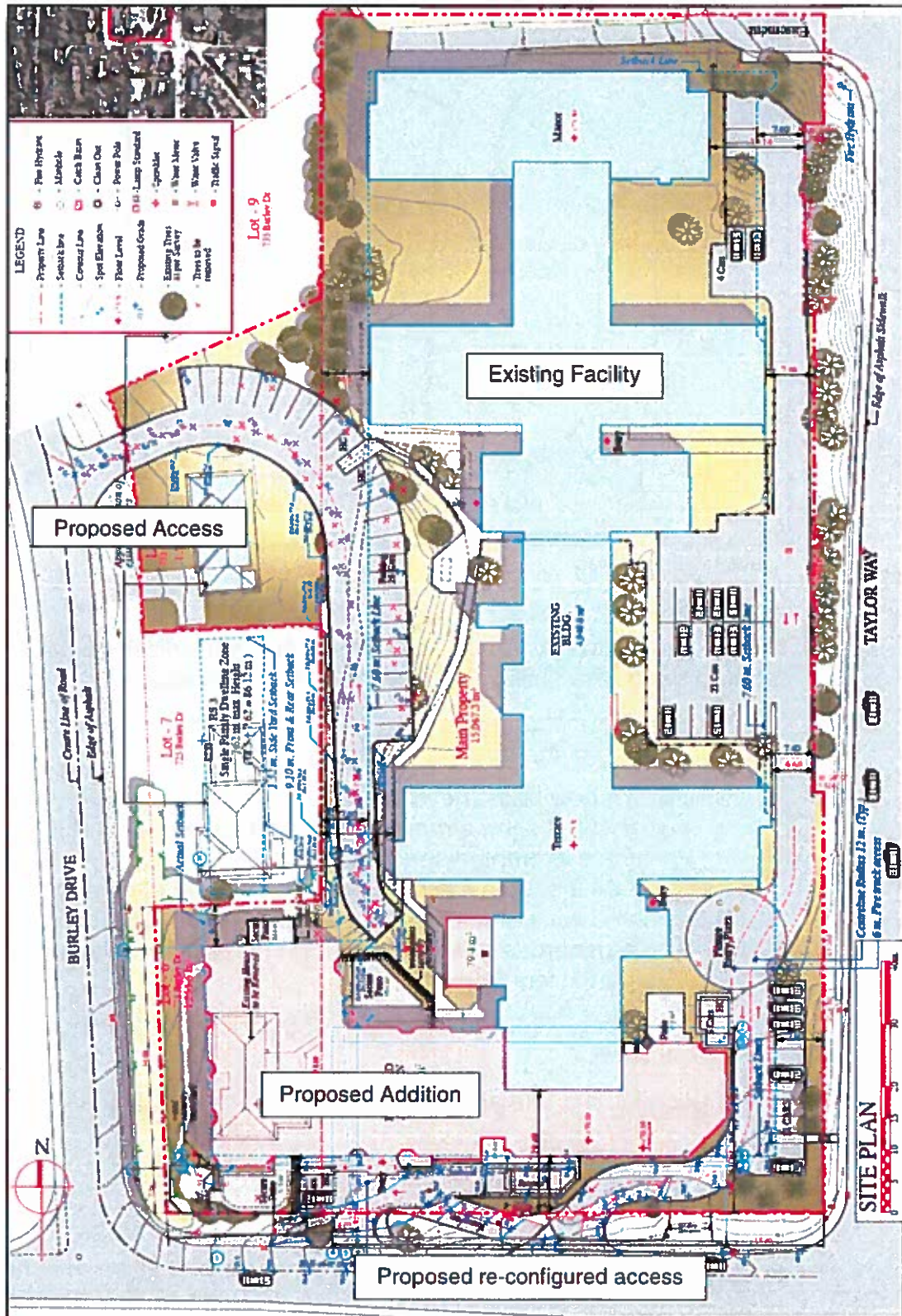


Figure 2: Site Plan

The applicant's long-term plans are for a phased redevelopment of the entire facility with this proposal representing the initial phase. The proposed building will be attached to the existing building with internal connections to permit the flow of residents, staff and visitors so that amenities can be shared between the new and the existing building – i.e. the new building will not be a 'stand-alone' structure, rather it will share core building functions including the kitchen, resident facilities and supportive programs.

The Project Profile is attached as **Appendix A**.

Service Requirements and the Impact on Building Form

Program requirements for seniors' care facilities, to a much greater degree than other types of multi-family residential buildings, drive the form and massing of the building due to staffing requirements, care levels, and other Ministry requirements. Residential units are therefore clustered into twelve, 20-unit "houses" that share integral dining, lounges, activity spaces, spa, utilities and support functions. The "houses" are clustered into larger "neighbourhoods" that share a nursing station, staff conference room, washroom and support and service functions, a shared kitchenette for resident use and personal laundry.

Centralized administrative and multi-purpose spaces, such as roof lounges, a two-level solarium, and decks, also serve all "neighbourhoods." The interior organization of the space is a function of administrative efficiency, resident comfort, and sense of 'home.' Collectively, all of these elements affect the shape, or footprint, of the building. Since the form is driven by these service requirements, senior care facilities typically have less flexibility than other multi-family forms of housing.

Architectural Expression

To better integrate with the surrounding residential neighbourhood, the exterior of the proposed building reflects a residential façade with the use of generous glazing and a neutral colour palette. As the south elevation (see Figure 3) is approximately 85 metres (279 feet) long, attempts have been made to break up the massing by repeating patterned elements, strategic window placement, and adding pitched roof lines and dormers.

Should the proposal advance to community consultation, it will be referred to the Design Review Committee (DRC) and the North Shore Advisory Committee on Disability Issues (ACDI) for further review and consideration of the building design, layout and accessibility.



Figure 3: Partial South Elevation (Inglewood Avenue)

Access

Access to the site is currently provided by three driveways on Inglewood Avenue (see Figure 4):

- two at 725 Inglewood Avenue:
 - an eastern driveway leading to a parking lot along Taylor Way; and
 - a central driveway providing access to the southern parking lot and to loading areas, and
- one at 721 Burley Drive providing access to the existing single family dwelling.



Figure 4: Air photo showing current access

In order to accommodate the proposed expansion, the District believes an alternative access option is needed. The intersection of Inglewood Avenue and Taylor Way has a relatively low level of service, meaning that the intersection often backs up and cannot adequately deal with traffic volumes, particularly at peak times. In addition, the driveways to the site can create queues which contribute to the disruption of the intersection.

Working with District staff, the applicant explored five access options, each with benefits and disadvantages. These options were then used to create a hybrid access option that optimizes traffic flow and safety, using the lowest order of road – Burley Drive – for access. Most traffic would be directed to this new access (733 Burley Drive) to provide the greatest separation between the access point and Taylor Way (as shown on the site plan in Figure 3).

The proposal would reduce the number of driveways on Inglewood Avenue from three to two:

- the east driveway would be relocated to the west, further away from the intersection;
- the central driveway would be merged with the east driveway and would accommodate truck deliveries and provide access to the reception area. It is practical to continue having truck access from the south as most of the 'back-of-house' functions are to remain on the southern portion of the facility in order to keep deliveries away from residents on Burley Avenue; and
- the west driveway at 721 Burley Drive would be eliminated.

The District sees this hybrid access proposal – with the reconfigured access on Inglewood Avenue and the new access on Burley Drive – as a balance between allowing continued truck access off of Inglewood Avenue and moving most other traffic to the Burley Drive access. While this option will reduce the risk of queuing cars from disrupting the Taylor Way intersection and keeps delivery trucks out of the neighbourhood, it does direct the majority of traffic to the site via Burley Drive and further into the neighbourhood. Access from the northern portion of the site was not an option as the grades in this area are too steep.

Parking

Existing parking is provided via two surface parking lots accessed from Inglewood Avenue and additional parking is found at 721 Burley Avenue. Between the two parking lots, there are approximately 67 spaces. Despite this, there have been complaints of overflow parking on adjacent streets.

The proposal would result in a minor reconfiguration of the eastern parking lot next to Taylor Way and elimination of the western parking lot altogether, to be replaced by a new underground parkade accessed from Burley Drive, and new surface parking along the driveway.

The zoning bylaw requires one parking space for every 3.3 beds, requiring a total of 92 parking spaces to accommodate the existing facility and the expansion. 122 parking spaces are proposed, which exceeds this minimum requirement and should help to relieve street parking pressure in the neighbourhood.

Zoning Analysis

All three sites are proposed to be rezoned to a modified PH1³ zone, or a Comprehensive Development (CD) zone to accommodate the expansion.

Zoning implications include:

- **Density:** The PH1 zone requires 64 square metres of site area per bed. In order to accommodate the expansion, the updated zone would require 58.25 square meters of site area per bed;
- **Site Coverage:** The maximum site coverage would increase from 25% to 38%;
- **Building Height:** The building height would increase from 7.6 metres to 14.5 metres (to the highest point of the mezzanine level).
- **Number of Storeys:** The number of storeys would increase from two to three plus mezzanine; and
- **Setbacks:** Custom setbacks are proposed as follows:
 - The front yard setback along Inglewood Avenue, would decrease from 9.1 metres (30 feet) to 7.6 metres (25 feet);
 - The east yard setback, along Taylor Way, would decrease from 7.6 metres (25 feet) to 6.68 metres (22 feet) to accommodate the existing building as the proposed addition exceeds 7.6 metres from the east property line; and
 - The west yard setback along Burley Road and adjacent single family residential lots, would be reduced from 7.6 metres (25 feet) to 6.72 metres (22 feet). This is to accommodate the west wing addition (north end, next to 725 Burley Drive).

The project development booklet is attached as **Appendix B**.

Financial Considerations

Aligned with Council-endorsed strategies to inform the review of housing applications that provide a significant “non-market” component to meet a housing need, the District could consider waiving fees and costs associated with the proposal. As part of the consultation process, staff would undertake an analysis on the eligibility of the proposal to qualify for the reduction or waiving of certain fees and/or charges under the *Local Government Act* and District bylaws. Further, staff would recommend the course for determining the applicability of a Community Amenity Contribution (CAC).

³ Inglewood Hospital is the only site zoned PH1 in the municipality, thus making it essentially an existing “CD-type” zone.

5.2 Sustainability

Inglewood Care Centre contributes to the social and economic fabric and sustainability of the community through the provision of subsidized senior care and housing. Social sustainability objectives are further served by providing seniors' residential care nested within their community and close to family members.

Should the proposal advance in the review process, a full building-related sustainability program will be developed.

5.3 Public Engagement and Outreach

The *Local Government Act* requires that during an OCP amendment dealing with land use, opportunities that are to be considered by Council are to be provided for community consultation. Following consultation, staff will report back to Council on the results and provide a complete review of the development proposal and recommended next steps. Further, Council will be asked to consider whether the consultation is appropriate prior to giving first reading of any potential amending bylaws.

Staff recommends that community consultation take place on the current proposal in the form of consideration by the Design Review Committee, the North Shore Accessibility Committee on Disability Issues, and a public meeting. It is recommended that the notice of the meeting be given to all property owners and residents in accordance with District procedures.

5.4 Other Communication, Consultation, and Research

Planning staff has consulted with District staff from various departments including engineering (transportation and utilities), land development engineering, and permits and inspections. The applicant is working with the District to resolve each departments noted comments.

6.0 Options

6.1 Recommended Option

Staff recommends that Council advance the application to community consultation because it would give the District an opportunity to discuss the proposal with the public, including the proposed facility expansion and new site access routes. The proposal would also be referred to the DRC and ACDI for their considerations.

6.2 Considered Options

Options that Council may consider are to advance the application to community consultation (as recommended), or request additional information (to be specified), or reject the application.

7.0 Conclusion

Inglewood Care Centre has applied to expand their current facility onto two adjacent single family lots and increase the number of beds. Assessment of this application has concluded that the proposal is appropriate to advance to community consultation. The application would add much-needed subsidized seniors' care beds within an established facility which is an identified housing option supported by the OCP.

Staff recommends that the application advance to community consultation through referral to the Design Review Committee, the North Shore Accessibility Committee on Disability Issues, and a public meeting. Staff would then report back to Council on the results of the consultations and provide a complete review of the development proposal and recommended next steps.

Author:



Lisa Berg, Senior Community Planner

Concurrence



Matthew Roddis, Manager of Urban Design and
Current Planning

Appendices:

- A. Project Profile
- B. Development Proposal Booklet (November 2016 edition)

APPENDIX A – PROJECT PROFILE

Project:	Inglewood Care Centre
Application:	OCP Amendment, Rezoning & DP No. 14-021
Applicant:	Unicare Management Inc. for Inglewood Private Hospital Ltd.
Architect:	Isaac-Renton Architect Inc.
Address:	725 Inglewood Avenue
Legal Description:	THE SOUTH EAST ¼ OF DISTRICT LOT 1070 GROUP 1 NEW WESTMINSTER DISTRICT EXCEPT, FIRSTLY: THE EAST 67 FEET, NOW ROAD, SECONDLY: PART ON HIGHWAY PLAN 29
PID:	015-956-407
Address:	721 Burley Drive
Legal Description:	LOT 6 DISTRICT LOT 1070 PLAN 8815
PID:	009-929-070
Address:	733 Burley Drive
Legal Description:	LOT 8 DISTRICT LOT 1070 PLAN 8815
PID:	009-929-495
OCP Policy:	H3
Zoning:	725 Inglewood Avenue: PH1 721 & 733 Burley Drive: RS3
Proposed Zoning:	Amended PH1 or CD
Heritage Register	No
Previously Before Council:	Not previously before Council
Summary:	A 4,193.3 square metre (45,136 sq ft), 3-storey building addition to add 74 licensed seniors' care beds as part of the existing care facility. Expansion of the property to two lots to the west will add 2,641 square metres (28,423 sq ft) of land to the site.

	BYLAW PH1	PROPOSED⁴	COMMENTS/NOTES
Site Area/Density	8,361.5 sq m or 64 gross sq m per bed	17,708 sq m and 58.25 gross sq m per bed	Rezoning
• <i>Bedrooms</i>	228	add 76	Total = 304
Site Coverage	25%	38%	
Setbacks:			
Front Yard (Inglewood Ave, South)	9.1 m	7.16 m	Closest point to proposed building
Rear Yard (north)	9.1 m	9.1 m	Existing building
Side Yard (Taylor Way East)	7.6 m	6.68 m	Existing building, proposed exceeds
Side Yard (Burley Drive, West)	7.6 m	6.72 m	To north face of west wing expansion
Building Height	7.6 m	14.5 m	To top of mezzanine roof
No. of Storeys	2	3 + mezzanine	Mezzanine is a partial 4 th floor

⁴ Source: Information provided by applicant

APPENDIX A – PROJECT PROFILE

Parking	1 per 3.3 beds = 92 spaces	122 spaces	Exceeds bylaw minimum
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Planning:

LUC/DAA

No

DPA

No – To be placed within DPA as part of OCP amendment

Heritage

No

ROWs

Easements

Covenants

Engineering:

Rock Removal

TBD

Max Driveway

20%

Slope

Roads

Inglewood Avenue

Sanitary

North, to adjacent property and south to Inglewood Avenue

Storm Water

Taylor Way and Inglewood Avenue

Water

Taylor Way and Inglewood Avenue

Sustainability: