

# **Report to Committee**

Planning and Development Department

To:

Planning Committee

Date:

October 15, 2012

From:

Wayne Craig, MCIP, MCSLA

Director of Development

File:

RZ 12-620766

Re:

Application by TL Housing Solutions Ltd., for Rezoning at 9020 Bridgeport

Road from Auto-Oriented Commercial (CA) to Health Care (HC)

#### Staff Recommendation

1. That Bylaw No. 8960 to amend the Health Care (HC) Zoning District and for the rezoning of 9020 Bridgeport Road from "Auto-Oriented Commercial (CA)" to "Health Care (HC)", be introduced and given first reading.

Wayne Craig, MCIP, MCSLA Director of Development

WC:bg

	REPORT CONCURRENCE							
ROUTED TO: Community Social Developm		CONCURRENCE OF GENERAL MANAGER						

#### Staff Report

# Origin

TL Housing Solutions Ltd., has applied to the City for permission to rezone a property located at 9020 Bridgeport Road from "Auto-Oriented Commercial (CA)" to Health Care (HC) in order to facilitate the conversion of the existing hotel into a complex care facility.

The Executive Inn is currently a full-service hotel. This proposed development would create a 94 bed, complex care facility for Vancouver Coastal Health (VCH) with a gross floor area of 5,017 m² (54,004 ft²) and net floor area of 4,659 m² (50,151 ft²) after the renovation. Renovations to the Executive Inn would include an addition (approximately 358 m² or 3,853 ft²) primarily to enclose and widen exterior walkways. VCH would use this complex care facility to house and care for the residents of the Lions Manor (in Steveston) on an interim basis, which would allow for the planned redevelopment of the Lions Manor. This proposed complex care facility would then be used by VCH on a continuing basis to temporarily accommodate residents of other care facilities undergoing renovation or replacement.

There is no Servicing Agreement associated with this rezoning application since no upgrades or improvements are required to the existing roads or infrastructure in the vicinity of this site.

#### **Findings of Fact**

Item	Existing	Proposed
Owner	Progressive Construction Ltd. & Maureen Ilich	same
Applicant	TL Housing Solutions Ltd.	same
Site Size	4,611.89 m²	same
Land Uses	Hotel	Complex Care Facility
OCP Designation - General	Commercial	same
Area Plan Designation	Urban Centre T5	Urban Centre T5
Sub-Area Plan Designation	Urban Centre T5 (35m)	Urban Centre T5 (35m)
Zoning	Auto Oriented Commercial (CA)	Health Care (HC) as amended
Floor Area	4,659 m² (50,151 ft²)	5,017 m² (54,004 ft²)
Allowable Floor Area Ratio (FAR)	1.5 FAR	1.0 FAR + 0.4 FAR for amenity
Proposed Floor Area Ratio (FAR)	0.93 FAR	1.0 FAR
Bylaw Required Parking	32 parking stalls	51 parking stalls
Existing/Proposed Parking	82 parking stalls	51 parking stalls
NEF Designation	Aircraft Noise - Area 2	same

See Attachment 1 - Location Plan/Air Photo, Attachment 2 - Development Application Data Sheet, Attachment 3: Concept Design Drawings and Attachment 4 - Rezoning Considerations.

#### **Surrounding Development**

To the North: across Bridgeport Road are commercial and industrial buildings zoned

Auto-Oriented Commercial (CA) and Light Industrial (IL),

To the East: across Garden City Road is a gas station and service centre zoned Gas Station

Commercial – Bridgeport Village (ZC24),

To the South: across Sea Island Way are vacant single family residential lots zoned Single

Detached (RS1/F), and

To the West: a large, commercial building zoned Auto-Oriented Commercial (CA).

#### Related Policies & Studies

<u>Flood Protection</u>: The site will comply with the Flood Plain Designation and Protection Bylaw 8204 and a flood indemnity covenant is required to be registered on title prior to final rezoning adoption.

<u>Aircraft Noise</u>: The site is within a aircraft noise Area 2, which allows for all aircraft noise sensitive uses (except new single family residential) to be considered subject to compliance with the Canadian Mortgage and Housing Corporation (CMHC) and the American Society of Heating, Refrigerating and Air-Conditioning Engineers (ASHRAE) standards identified in the OCP. The existing building has air conditioning and the applicant has agreed that the sleeping units will meet CMHC standards. A legal agreement is required to ensure compliance with CMHC and ASHRAE standards. In addition, an acoustical report will be required to verify compliance with CMHC and ASHRAE standards prior to issuance of the Building Permit.

<u>Land Use</u>: Schedule 1 of the Official Community Plan (OCP) designates this site as "Commercial" on the Generalized Land Use Map however Schedule 2 of the OCP (Bridgeport Village) designates this site as Urban Centre T5 and "Institutional Use" is a permitted use in this area. The permitted uses in the Area Plan take precedence over the Generalized Land Use Map, therefore no OCP amendment is required.

#### Consultation

#### School District

This application was not referred to School District No. 38 (Richmond) because it complies with the CCAP This application only involves a 94 bed health care facility.

#### Ministry of Transportation and Infrastructure (MOTI)

This proposed development has been referred to MOTI but no comments have been received to date. However this rezoning application remains subject MOTI review and compliance with any MOTI requirements is listed as a prior to condition in the Rezoning Considerations.

#### **Public Input**

No comments from the public have been received regarding this rezoning application.

#### Staff Comments

Staff Technical Review comments are attached. No significant concerns have been identified.

#### Vancouver Coastal Health (VCH) Richmond

The Lions Manor care facility is owned and operated by VCH and licensed under provincial regulations. VCH will lease and operate the proposed complex care facility. Licensing inspections encompass the entire facility and its operation including but not limited nursing care, the physical plant, the living environment, amenities, kitchen facilities and food quality.

## Land Dedications & Statutory Right-of-Ways (SRW's)

There are no required land dedications. A 3.5 m wide SRW is required along Sea Island Way for a 1.5 m wide boulevard for street trees, grass and automatic irrigation system plus a 2.0 m wide sidewalk. The applicant will be required to submit a design for the frontage improvements including a cost estimate to the satisfaction of the City prior to issuance of the Building Permit. The cost estimate will be used as the basis for a cash contribution by the applicant to City required prior to issuance of the Building Permit, for the City to construct the frontage improvements.

#### Building Code & Richmond Fire Rescue

The building code and fire rescue issues have been addressed including:

- 1. Emergency Fire Access: This location has good fire fighter access and will benefit from short emergency response times due to the proximity of a Richmond Fire Hall. The existing building is equipped with a sprinkler system but the applicant will make up-grades regarding fire separation and fire protection systems given the wood frame construction.
- 2. Building Code: The applicant has agreed to address the following code issues at the Building Permit stage including:
  - an alternative solution to the existing non-combustible construction requirement,
  - limited corridor and exit stair widths that preclude occupation by bed ridden residents (i.e. all residents must be mobile or able to be moved in wheelchairs),
  - elimination of any mechanical equipment including any refrigeration and dry storage areas at or below the 2.9m GSC Flood Construction Level (FCL),
  - locking of doors in exit/egress paths and exit exposure protection.

#### Transportation & Traffic

- 1. Site Access: There are no frontage improvements requested. No changes are required to the vehicle access/egress driveways along Bridgeport Road however minor modifications are proposed to the slope of on-site vehicle ramps to the porte cochère area.
- 2. Lions Manor Existing Parking: There are 93 individuals currently living at the Lions Manor and none of these residents owns or parks a vehicle on-site. There are 25 existing on-site parking spaces at the Lions Manor including 1 wheelchair accessible stall plus 2 small loading spaces and 1 stall for a medium sized bus.
- 3. Richmond Executive Inn Existing Parking: There are 82 existing parking stalls on site. The bylaw requires 31 parking stalls for the proposed complex care facility and the applicant proposes to retain 51 existing parking stalls plus 2 medium (SU9) loading spaces.
- 4. Transit & TDM Measures: This site is located approximately 500m from the Canada Line Bridgeport Station. In addition, there are east and west bus stops within 100m of this site along Bridgeport Road. There will be space to park the Lions Manor bus on this site. Sea Island Way frontage improvements include a 1.5 m wide landscaped boulevard (tree and grass) plus a City standard 2.0 m wide concrete sidewalk.

# Engineering & Site Servicing

No major utility infrastructure improvements are required.

## Urban Design & Site Planning

- 1. Site Context: The existing hotel is surrounded by commercial and industrial buildings however, this site is already well screened and buffered from surrounding uses by a well established landscape edge treatment consisting of large trees and shrubs that will be retained and the applicant has committed to further reinforce and supplement this perimeter planting.
- 2. Site Planning: The applicant proposes to shift the east parking entrance to the north and remove approximately 31 parking stalls on the south side of the site. These parking stalls will be replaced by an enclosed outdoor courtyard and amenity space.

#### Architectural Form & Character

Proposed alterations to the building exterior affecting the architectural form and character are:

- 1. Building Additions: The applicant proposes to add approximately 358 m² (3853 ft²) to the existing building enclosing a portion of the interior courtyard. The proposed renovations include a new elevator, office space, treatment areas and amenity space on the 1<sup>st</sup> level. On the upper levels (2<sup>nd</sup> and 3<sup>rd</sup> floors) the renovations are primarily intended to enclose and widen exterior hallway corridors to improve circulation.
- Façade Modifications: The proposed façade modifications include repainting the exterior of the building and alterations to the front entry and porte cochère area in order to improve overall accessibility.

# **Building Interior Renovations & Alterations**

Proposed alterations to the building interior for the proposed complex care facility include:

- 1. New exterior courtyard walls built to widen and enclose hallway corridors on all floors as well as create additional floor space for offices, treatment, amenity and storage areas.
- 2. Creation of open dining/living/activity areas on the southern "public" side of each floor.
- 3. Addition of a new stretcher elevator on the south side of the building.
- 4. Incorporation of a nurse's station, medicine storage and servery near the southern, public area of each floor.
- 5. Incorporation of a tub room, shower room, and soil/utility room near the northern, private area of each floor.
- 6. Make all ground floor resident bathrooms and bedrooms accessible.
- 7. Make a portion of the second floor resident bathrooms and bedrooms accessible.
- 8. Expand the ground floor commercial kitchen and add storage to the semi-basement level.
- 9. Adjust the lobby entrance to facilitate ease of access required by this complex care facility.

#### Landscape & Open Space

The landscape and open space design accommodates the needs of these elderly residents by:

1. Edge Conditions: The applicant has agreed to augment and supplement the existing mature landscape around the perimeter of the site with addition plant materials and a perimeter security fence.

- 2. South Courtyard: The proposed design incorporates a secluded outdoor space that will occupy the southern half of the site. This space is intended to provide sunlit walking paths in a soft garden landscape. Raising this 'garden' makes it accessible from the ground floor living area, as well as creates a buffer by elevating it above street level. Additional uses will include picnics, barbeques and games. Further screening will be added through careful landscape design including additional tree and shrub planting. An unobtrusive perimeter fence will be introduced for security measures
- 3. Interior Courtyard: The landscape treatment of the interior courtyard will be upgraded and improved to become an outdoor seating area with good visibility and informal surveillance from inside the building.

## Amenities & Accessibility

- Seniors Amenities: Proposed amenities for the residents include multi-purpose rooms on all levels, a hairdressing salon, a seating area in the entry lobby, an enclosed and secure central outdoor courtyard and a larger south facing outdoor amenity area with circular pathway loops in a lush green landscaped courtyard with seating areas to accommodate individuals and small groups surrounded by a perimeter fence with a residential character.
- 2. Accessibility: A new elevator will be added at the south end of the interior courtyard and additions to the building will be made to widen existing hallways for improved accessibility.

# Sustainability & Crime Prevention Through Environmental Design (CPTED)

- 1. Building Re-Purposing: While the proposed renovations are extensive, the Richmond Executive Inn is an ideal building to refit for interim seniors housing since the existing floor plan layout can be readily adapted to this new purpose.
- 2. CPTED and Security: Provisions for enhanced security include 24-hour staff and security cameras monitor entry locations, which are all well lit and target hardening of any isolated doors, if required. The entire site will be enclosed with a perimeter fence intended to prevent residents from inadvertently wandering off-site without supervision.

## Development Permit & Servicing Agreement

- 1. <u>Development Permit</u>: The applicant has provided confirmation that the proposed exterior renovations visible to any fronting street are limited to painting and sign changes, which total less that \$50,000.00. Given the limited scope and cost of proposed exterior renovations this rezoning application does not require a Development Permit.
- 2. Servicing Agreement: There are no required or requested utility infrastructure improvements or site service connection upgrades. There are no frontage improvements required along Bridgeport Road at this time. The only frontage improvement requested along Sea Island Way is the provision of a 2.0 m wide City standard sidewalk separated from the back of existing curb by a 1.5 m wide boulevard planting strip complete with sodded grass, street trees and an automatic irrigation system. The applicant will be required to design these improvements and submit a cost estimate at the Building Permit stage together with installation of these improvements at their sole cost. These requested improvements do not trigger the need for a Servicing Agreement.

## **Analysis**

Building code and emergency fire access issues have been identified and the applicant has agreed to resolve these requirements. There are no substantive transportation, engineering, site servicing or urban design issues. The proposed building renovations are primarily interior alterations. New amenities and upgrades to site and building accessibility are included in the proposed renovation. This interim complex care facility will be licensed by VCH and will comply with all necessary health and safety requirements.

#### Conclusion

Staff recommends support of this proposed rezoning and renovation of the Richmond Executive Inn in order to develop a Complex Care Facility to temporarily house and care for the residents of other VCH health care facilities that are undergoing planned renovations.

Brian Guzzi, MCIP, MCSLA Senior Planner - Urban Design

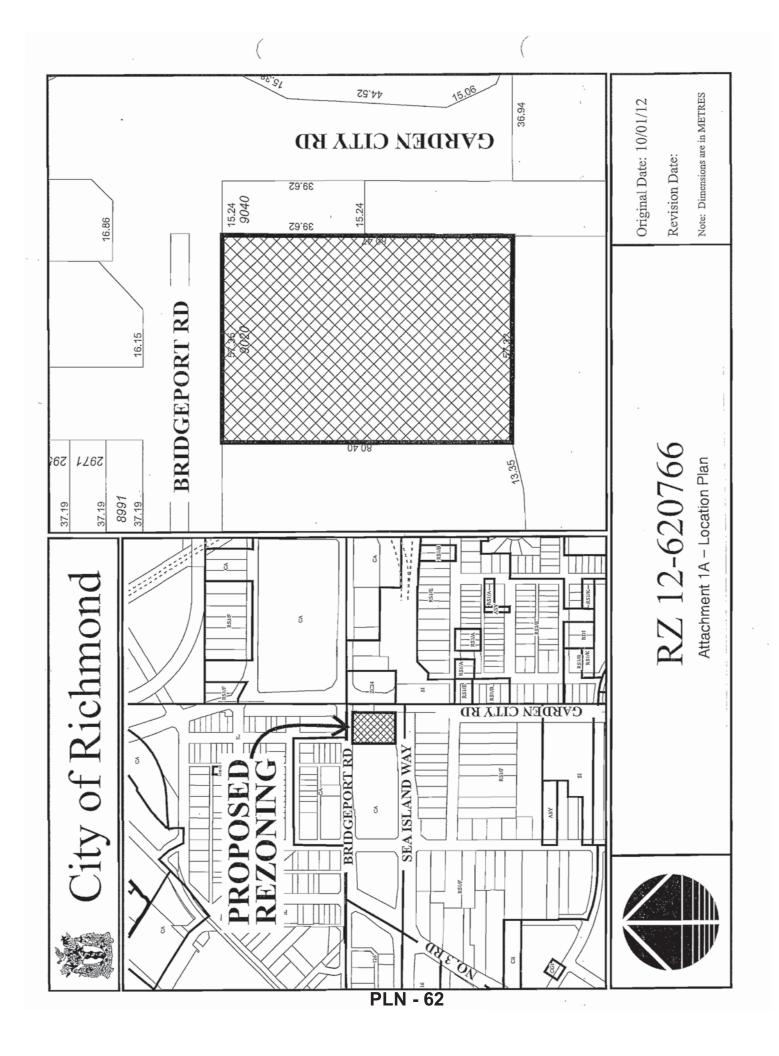
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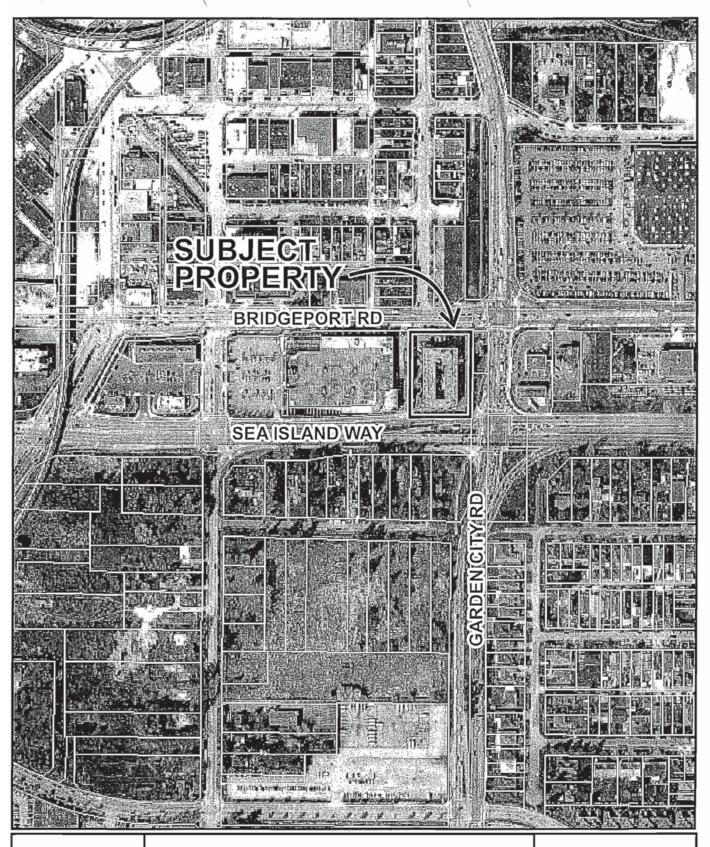
Attachment 1: Location Plan and Air Photo

Attachment 2: Development Application Data Sheet

Attachment 3: Conceptual Design Drawings

Attachment 4: Rezoning Considerations Concurrence







RZ 12-620766

Attachment 1B - Aerial Photo

Original Date: 10/01/12

Amended Date:

Note: Dimensions are in METRES



# **Development Application Data Sheet**

**Development Applications Division** 

RZ 12-620766 Attachment 2

Address: 9020 Bridgeport Road

Applicant: TL Housing Solutions Ltd.

Planning Area(s): City Centre (Bridgeport Village)

the Apply of	Existing	Proposed
Owner:	Progressive Construction Ltd. & Maureen Ilich	same
Site Size (m²):	4,611.89 m²	same
Land Uses:	Hotel	Complex Care Facility
OCP Designation:	Commercial	same
Area Plan Designation:	Urban Centre T5 (35m)	Urban Centre T5 (35m)
Zoning:	Auto Oriented Commercial (CA)	Health Care (HC) as amended

On Future Subdivided Lots	Bylaw Requirement	Proposed	Variance
Floor Area Ratio (FAR):	Max. 1.0 FAR	1.0 FAR	none permitted
Lot Coverage – Building:	Max. 45%	40%	none
Lot Size (min. dimensions):	no minimum lot dimensions	4,611.89 m²	none
Setback - Bridgeport Road (m):	Min. 6.0 m	15.2 m Min.	none
Setback – Sea Island Way (m):	Min. 6.0 m	6.7 m Min.	none
Setback - Side & Rear Yards (m):	Min. 6.0 m	Min. 10.6 m	none
Height (m):	12.0 m	11.9 m	none
Off-street Parking Spaces - Total:	1 spaces per 3 beds = 32	51	none
Off-street Parking Spaces – Type: Regular (R) / Small (S):	32	R 51 & Small - 051	none
Off-street Loading Spaces – Medium (SU9) & Large (WB-17)	SU9 – 2 & WB-17 – 1	SU9 – 2 & WB-17 – 0	Variance – based on no WB-17 deliveries
Off-street Bicycle Parking Class 1 & Class 2	Class 1 – 13 & Class 2 - 13	Class 1 – 13 & Class 2 - 13	
Amenity Space – Indoor:	not required	235.9 m² (dining & lounge)	none
Amenity Space – Outdoor:	not required	1,108.5 m² (outdoor courtyard)	none

Other: Tree replacement compensation required for loss of significant trees.

Attachment 3 - Concept Design Drawings

88-18622466

# OF BEDS ACCESSIBLE

# OF UNITS

UNIT COUNT

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LSEC BLK5N RG6W PL 60997 Parcel B, Section 27/28, REF 60997. LEGAL DESCRIPTION:

9020 Brigeport Road CIVIC ADDRESS:

g CURRENT ZONING: 4,611.89 M² 49,641.95 SF SITE AREA:

12m (39 ft)

current zoning (CA): 45m max proposed zoning (HC): 12m max

Brigeport Road: Sea Island Highway: Garden City Road: side lot: 40%

BUILDING AREA EXISTING

50 ft 22 ft 47 ft 35 ft

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					lounge	multi-purpose
	LEVEL 1	44.00		22.00		99.00
	LEVEL 2	52.00	65,00	65.00		70.00
	LEVEL 3	92.00	94.00	115.00		67.00
Г						
9						
9						
8						
00	TOTAL	188	231	235		236

PARKING	REQUIRED	EXISTING	PROPOSED	
Oneblan Chille	54	70	12	
Loading (medium)	2	1	22	
Loading (large)	0	0	0	
Bicycle (Class 1)	13	0	15	
Bicycle (Class 2)	. 13	0	15	

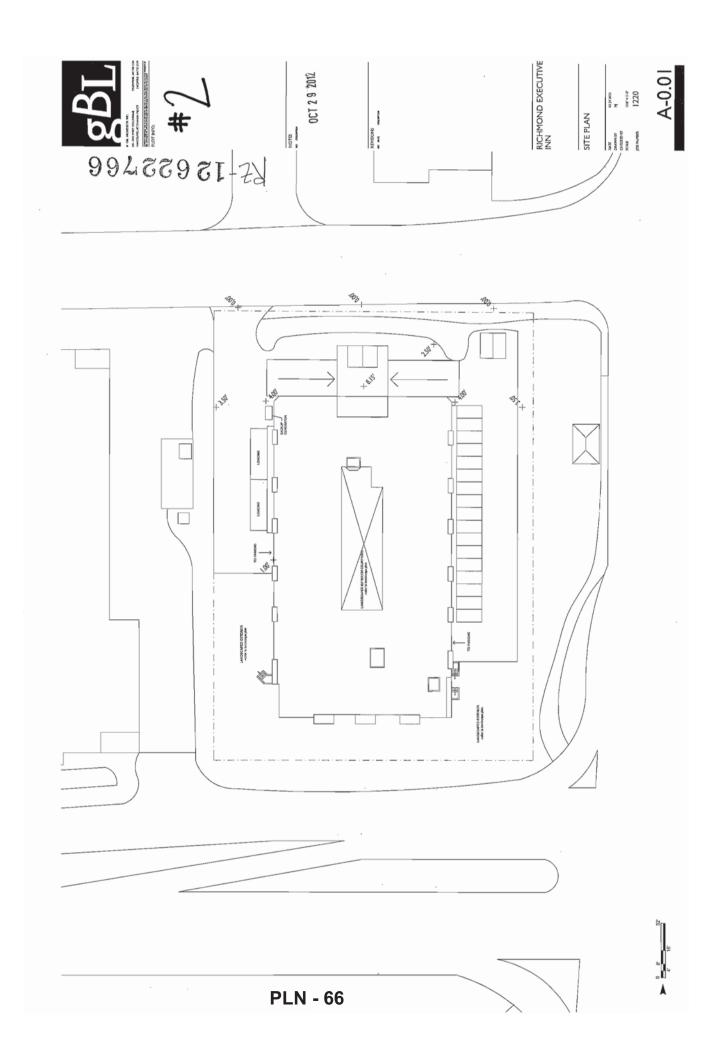
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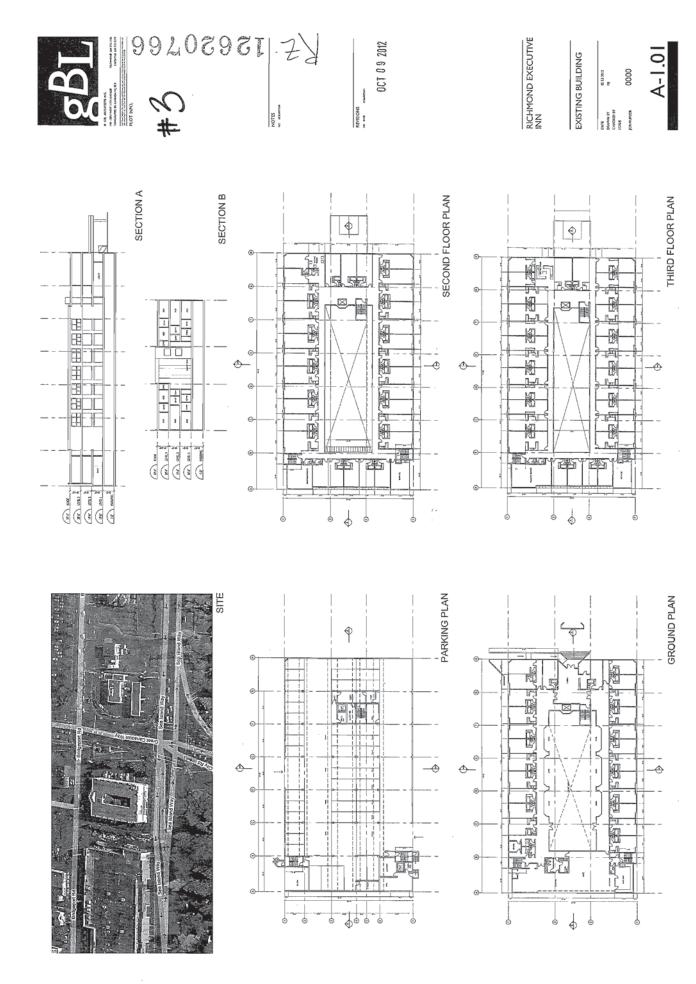
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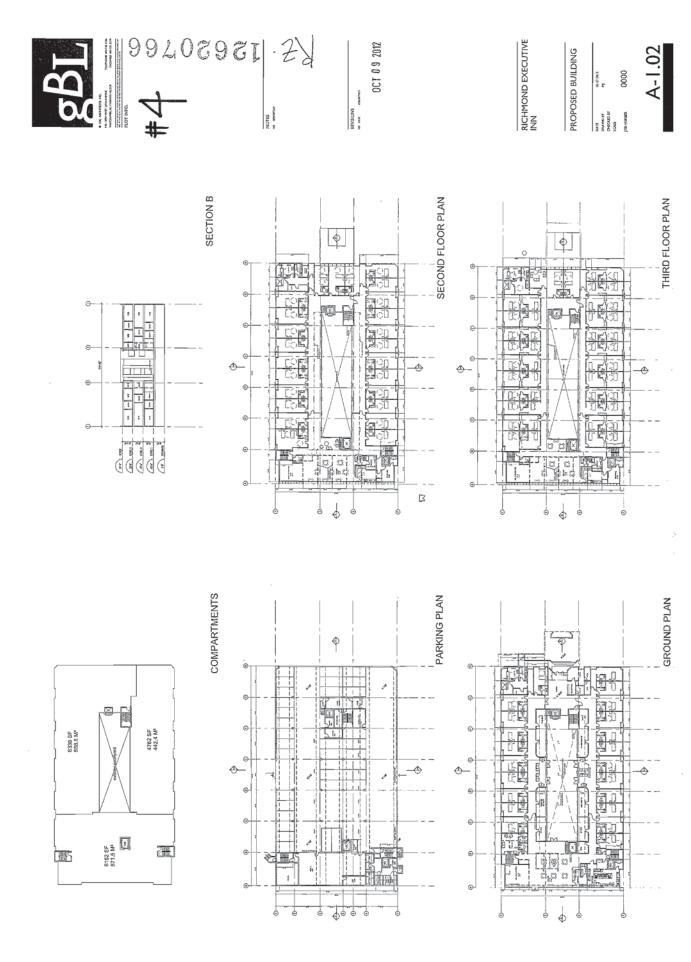
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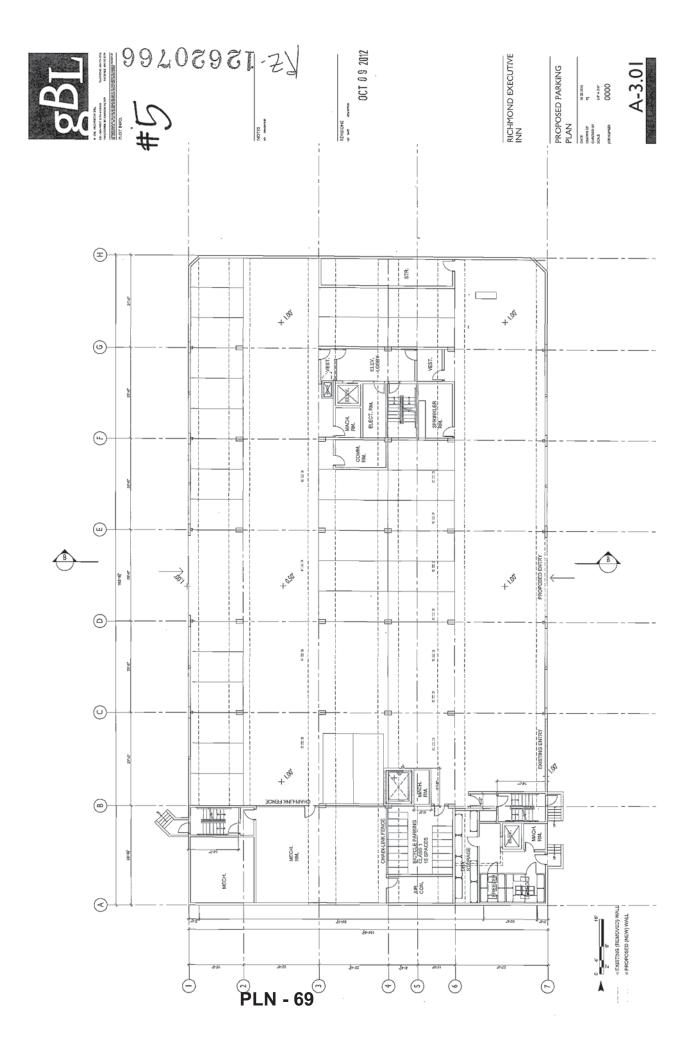
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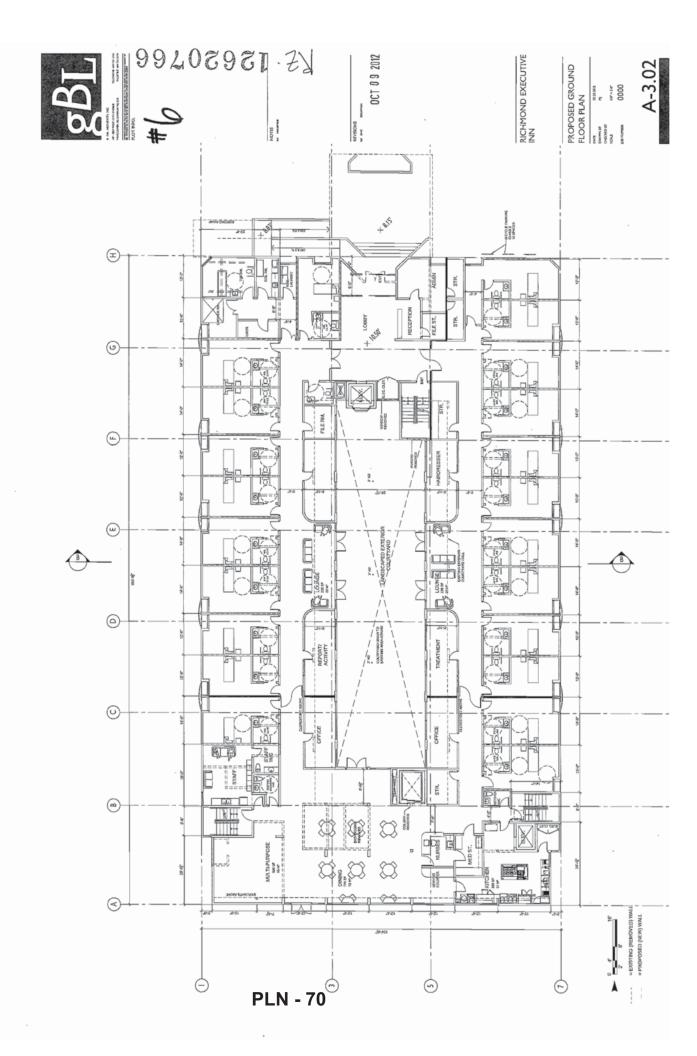


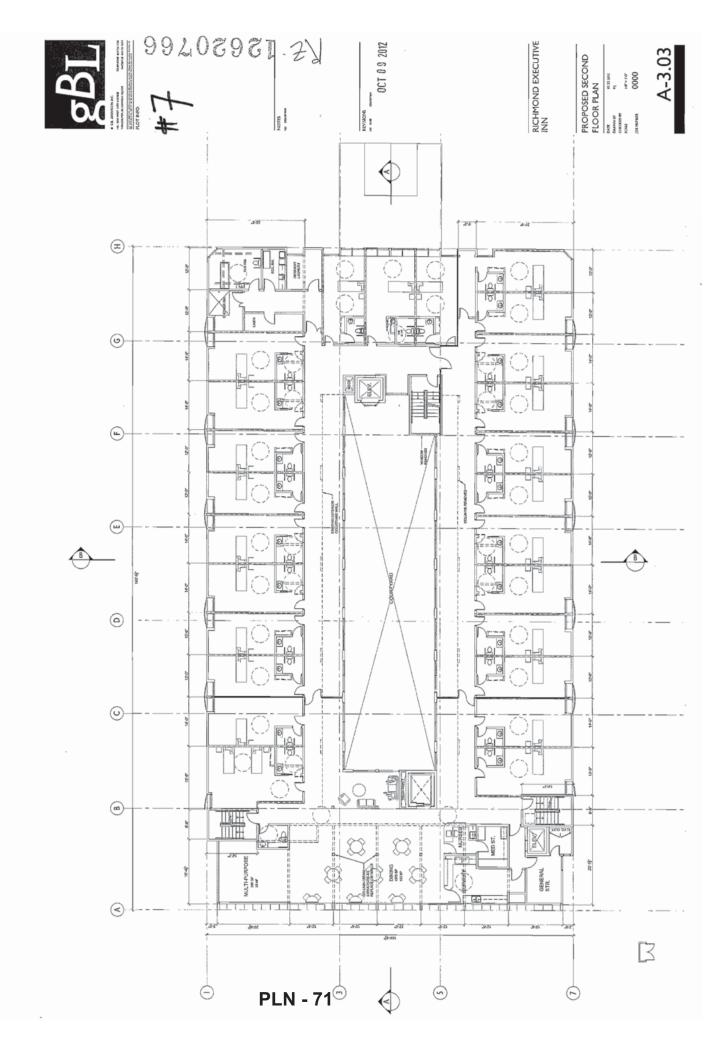


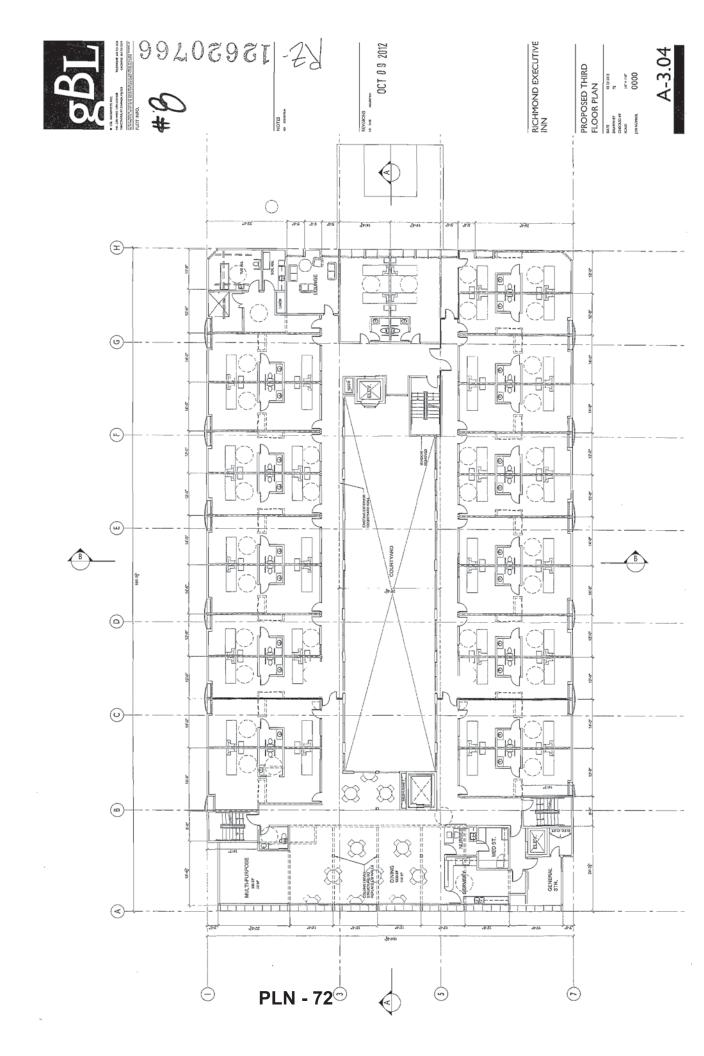
**PLN - 67** 

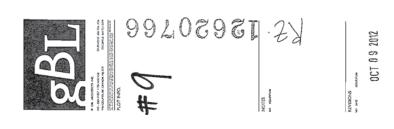




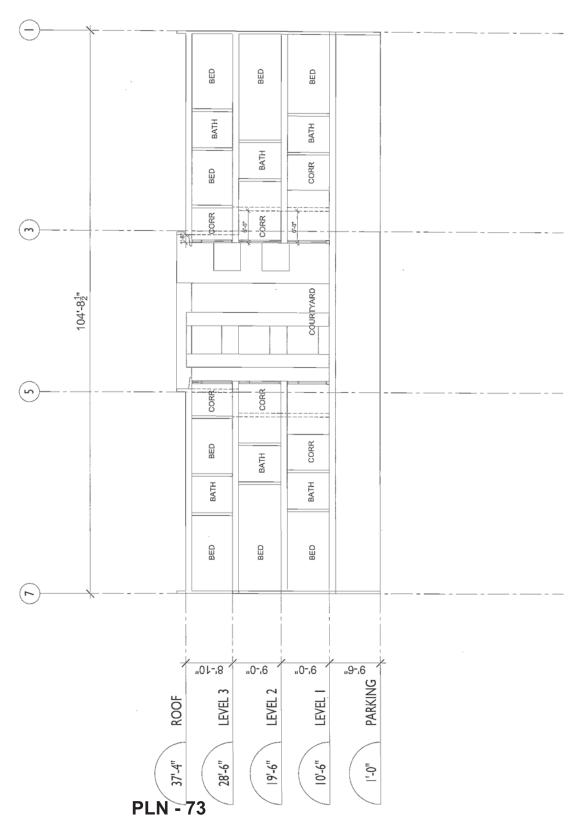














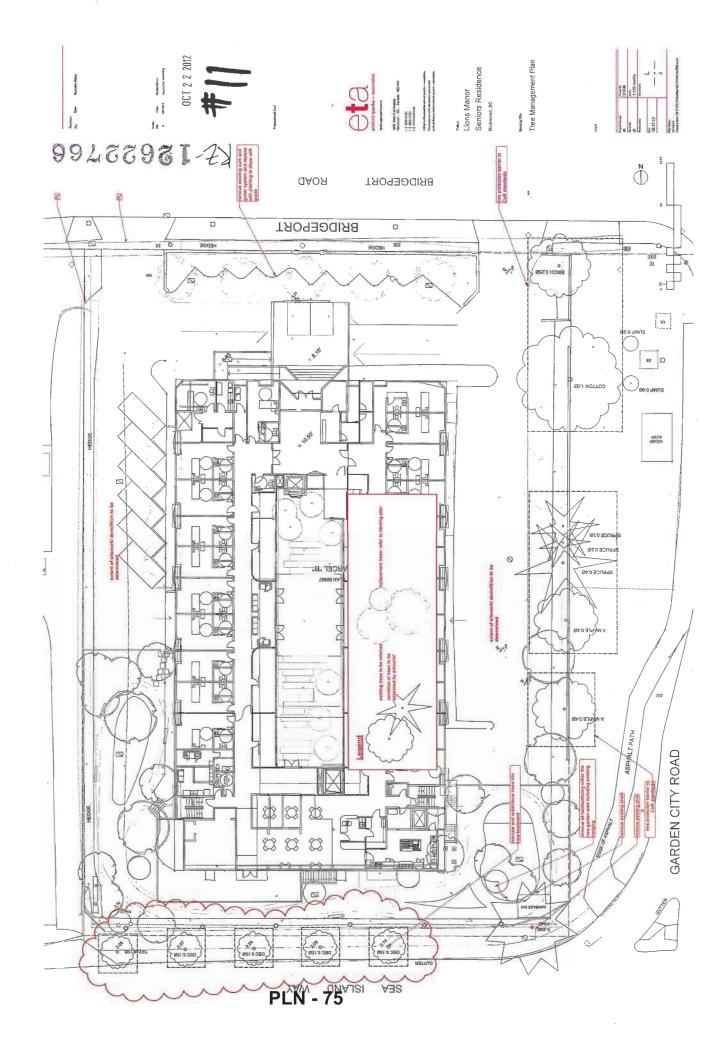




45-15622766



**PLN - 74** 





# **Rezoning Considerations**

Development Applications Division 6911 No. 3 Road, Richmond, BC V6Y 2C1

RZ 12-620766 Attachment 4

Address: 9020 Bridgeport Road File No.: RZ 12-620766

# Prior to final adoption of Zoning Amendment Bylaw 8960, the developer is required to complete the following:

- 1. Provincial Ministry of Transportation & Infrastructure Approval.
- 2. Provision of a 3.5 m wide Public Rights of Passage Statutory Right of Way (PROP-SRW) for boulevard enhancements along the entire Sea Island Way frontage including a 1.5 m wide boulevard planting strip with street trees, grass and an automatic irrigation system plus a 2.0 m wide City standard concrete sidewalk.
- 3. Registration of a legal agreement on title identifying that the proposed development must be designed and constructed in a manner that mitigates potential aircraft noise within the proposed complex care facility. The complex care facility must be designed and constructed to achieve:
  - a) CMHC guidelines for interior noise levels as indicated in the chart below:

Portions of Dwelling Units	Noise Levels (decibels)
Bedrooms (Sleeping Units)	35 decibels
Living, dining, recreation rooms	40 decibels
Kitchen, bathrooms, hallways, and utility rooms	45 decibels

- b) the ASHRAE 55-2004 "Thermal Environmental Conditions for Human Occupancy" standard for interior living spaces.
- 4. Registration of a flood indemnity covenant on title.
- 5. Submission of a Landscape Plan, prepared by a Registered Landscape Architect, to the satisfaction of the Director of Development, and deposit of a Landscaping Security in the amount of \$114,777.00 based on 100% of the cost estimate provided by the Landscape Architect, including installation costs. The Landscape Plan should:
  - include a mix of coniferous and deciduous trees; and
  - include the dimensions of tree protection fencing as illustrated on the Tree Retention Plan attached to this report.

#### Prior to Building Permit Issuance, the developer must complete the following requirements:

- 1. Installation of appropriate tree protection fencing around all trees to be retained as part of the development prior to any construction activities, including building demolition, occurring on-site.
- 2. Submission of a boulevard design for Sea Island Way including the provision of a new 1.5 m wide boulevard planting strip at the back of existing curb complete with street trees and sodded grass and a 2.0 m wide sidewalk City standard concrete sidewalk along the entire Sea Island Way frontage including an automatic irrigation system. The applicant is required to engage a civil engineering consultant to prepare a detailed design including a cost estimate to be used for bonding purposes. The applicant is responsible for all costs associated with the installation of these boulevard improvements.
- 3. Submit a report and recommendations prepared by an appropriate registered professional, which demonstrates that the interior noise levels and thermal conditions comply with the City's Official Community Plan requirements for Aircraft Noise Sensitive Development. The standard required for air conditioning systems and their alternatives (e.g. ground source heat pumps, heat exchangers and acoustic ducting) is the ASHRAE 55-2004 "Thermal Environmental Conditions for Human Occupancy" standard and subsequent updates as they may occur. Maximum interior noise levels (decibels) within the dwelling units must achieve CMHC standards follows:

Portions of Dwelling Units	Noise Levels (decibels)
Bedrooms	35 decibels
Living, dining, recreation rooms	40 decibels
Kitchen, bathrooms, hallways, and utility rooms	45 decibels

- 4. Submission of a Construction Parking and Traffic Management Plan to the Transportation Division. Management Plan shall include location for parking for services, deliveries, workers, loading, application for any lane closures, and proper construction traffic controls as per Traffic Control Manual for works on Roadways (by Ministry of Transportation) and MMCD Traffic Regulation Section 01570.
- 5. Obtain a Building Permit (BP) for any construction hoarding. If construction hoarding is required to temporarily occupy a public street, the air space above a public street, or any part thereof, additional City approvals and associated fees may be required as part of the Building Permit. For additional information, contact the Building Approvals Division at 604-276-4285.

#### Note:

- \* This requires a separate application.
- Where the Director of Development deems appropriate, the preceding agreements are to be drawn not only as personal covenants of the property owner but also as covenants pursuant to Section 219 of the Land Title Act.

All agreements to be registered in the Land Title Office shall have priority over all such liens, charges and encumbrances as is considered advisable by the Director of Development. All agreements to be registered in the Land Title Office shall, unless the Director of Development determines otherwise, be fully registered in the Land Title Office prior to enactment of the appropriate bylaw.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable/rent charges, letters of credit and withholding permits, as deemed necessary or advisable by the Director of Development. All agreements shall be in a form and content satisfactory to the Director of Development.

Additional legal agreements, as determined via the subject development's Servicing Agreement(s) and/or Development Permit(s), and/or Building Permit(s) to the satisfaction of the Director of Engineering may be required including, but not limited to, site investigation, testing, monitoring, site preparation, de-watering, drilling, underpinning, anchoring, shoring, piling, pre-loading, ground densification or other activities that may result in settlement, displacement, subsidence, damage or nuisance to City and private utility infrastructure.

Signed	Date	



# Richmond Zoning Bylaw 8500 Amendment Bylaw 8960 (RZ 12-620766) 9020 BRIDGEPORT ROAD

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. Richmond Zoning Bylaw 8500 is amended by inserting the following text into the Other Regulations of the Health Care (HC) Zone (Section 13.4.11.2):

"13.4.11.2

The following are **site**-specific **zone** regulations applicable to the **lot** at: 9020 Bridgeport Road

P.I.D. 002-672-855

Parcel "B" Sections 27 and 28 Block 5 North Range 6 West New Westminster District Reference Plan 60997

- a. **Residential security/operator unit** is not a permitted use on this **site**.
- b. **Congregate housing** is a permitted use on this **site** but no independent dwelling units are permitted on this **site**.
- c. There is no on-site loading requirement for a large service vehicle (WB-17)."
- 2. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning and Development Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it **Health Care** (**HC**).

P.I.D. 002-672-855

Parcel "B" Sections 27 and 28 Block 5 North Range 6 West New Westminster District Reference Plan 60997

3. This Bylaw may be cited as "Richmond Zoning and Development Bylaw 8500, Amendment Bylaw 8960".

	CORPORATE OFFICER	
	1	
ADOPTED		
OTHER REQUIREMENTS SATISFIED		al
THIRD READING		APPROVED by Director or Solicitor
SECOND READING		10.
A PUBLIC HEARING WAS HELD ON		APPROVED
FIRST READING		CITY OF