



POLICY REPORT  
DEVELOPMENT AND BUILDING

Report Date: February 11, 2014  
Contact: Kent Munro  
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VanRIMS No.: 08-2000-20  
Meeting Date: February 18, 2014

TO: Vancouver City Council  
FROM: General Manager of Planning and Development Services  
SUBJECT: CD-1 Rezoning: 2405-2445 Cornwall Avenue (Point Grey Private Hospital)

**RECOMMENDATION**

- A. THAT the application, by Stuart Howard Architects Inc. on behalf of Point Grey Private Hospital Ltd. and a related company, St. Vincent's Apartments Ltd., to rezone:
- 2405 Cornwall Avenue [PID: 015-099-202; Lot 11, Block 181, DL 526, Plan 848];
  - 2423 Cornwall Avenue [PID: 009-005-561; Lot B, Block 181, DL 526, Plan 11799];  
*and*
  - 2445 Cornwall Avenue [PID: 014-785-005; Lot 15, Block 181, DL 526, Plan 848];
- from RM-4 (Multiple Dwelling) District to CD-1 (Comprehensive Development) District to increase the floor space ratio from 1.45 to 2.08 and building height from 10.7 m (35.1 ft.) to 12.9 m (42.4 ft.) to permit expansion of the Community Care Facility known as Point Grey Private Hospital, by replacing two existing apartment buildings at 2405 and 2445 Cornwall Avenue with new three-storey additions on both sides of the existing care facility building, be referred to a Public Hearing, together with:
- (i) plans prepared by Stuart Howard Architects Inc., received October 10, 2013;
  - (ii) draft CD-1 By-law provisions, generally as presented in Appendix A; and
  - (iii) the recommendation of the General Manager of Planning and Development Services to approve, subject to conditions contained in Appendix B;

FURTHER THAT the Director of Legal Services be instructed to prepare the draft by-law generally in accordance with Appendix A for consideration at Public Hearing.

- B. THAT, subject to enactment of the CD-1 By-law, the Parking By-law be amended to include this CD-1 and to provide parking regulations generally as set out in Appendix C;

FURTHER THAT the Director of Legal Services be instructed to bring forward the amendment to the Parking By-law at the time of enactment of the CD-1 By-law.

- C. THAT Recommendations A and B be adopted on the following conditions:
- (i) THAT the passage of the above resolutions creates no legal rights for the applicant or any other person, or obligation on the part of the City; any expenditure of funds or incurring of costs is at the risk of the person making the expenditure or incurring the cost;
  - (ii) THAT any approval that may be granted following the Public Hearing shall not obligate the City to enact a by-law rezoning the property, and any costs incurred in fulfilling requirements imposed as a condition of rezoning are at the risk of the property owner; and
  - (iii) THAT the City and all its officials, including the Approving Officer, shall not in any way be limited or directed in the exercise of their authority or discretion, regardless of when they are called upon to exercise such authority or discretion.

### **REPORT SUMMARY**

This report evaluates an application to rezone three lots located at 2405-2445 Cornwall Avenue from RM-4 (Multiple Dwelling) District to CD-1 (Comprehensive Development) District to expand the existing Community Care Facility (Point Grey Private Hospital). The proposal is to redevelop the properties adjacent to the existing facility with a three-storey addition to the east and a three-storey addition to the west. If approved, the expanded facility would accommodate an increase in the number of beds from 76 to 153, with the maximum total floor space ratio (FSR) increased from 1.45 to 2.19 and building height increased from 10.70 m (35.1 ft.) to 14.0 m (46 ft.). Twenty-nine parking spaces, two passenger pick-up/drop-off spaces, and two loading spaces are proposed.

Staff have assessed the application and support the uses and form of development, subject to design development and other conditions outlined in Appendix B, including a reduction in density to 2.08 FSR, a reduction in height to 12.9 m (42.4 ft.) as detailed in Appendix A and a requirement that all parking and loading proposed at the lane be contained within the building. These design conditions would result in a decrease in beds from 153 to approximately 148. The recommended reduction in scale and improved parking and loading design adequately mitigates negative impact on the surrounding neighbourhood and appropriately addresses the City's Community Care Facility - Class B and Group Residence Guidelines.

The application responds to the need for long-term residential care facilities located throughout the city to accommodate Vancouver's aging population and the need to replace existing aging facilities. Staff have assessed the application and support the use and form of development, subject to design development and other conditions outlined in Appendix B. Staff recommend that the application be referred to a Public Hearing, with the

recommendation of the General Manager of Planning and Development Services to approve it, subject to the Public Hearing.

### ***COUNCIL AUTHORITY/PREVIOUS DECISIONS***

Relevant Council policies for this site include:

- Community Care Facility - Class B and Group Residence Guidelines (2008, amended 2012)
- Green Building Rezoning Policy (2010)
- Community Amenity Contributions - Through Rezonings (1999)
- Kitsilano Neighbourhood Plan (1977)
- Kitsilano RM-4 Guidelines (1988)
- Rate of Change Guidelines for Certain RM, FM and CD-1 Zoning Districts (2007).

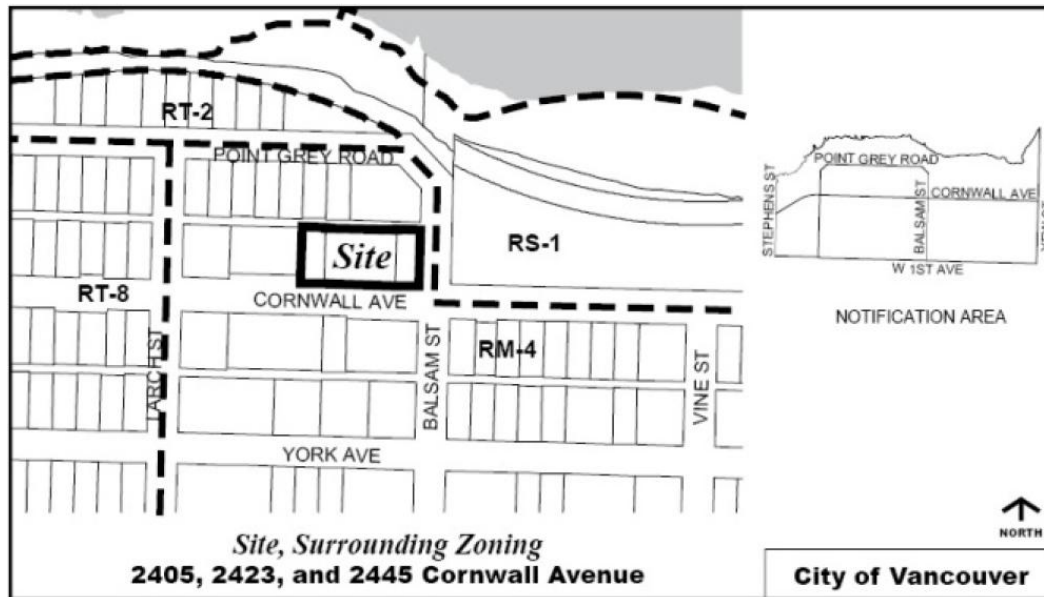
### ***REPORT***

#### ***Background/Context***

##### **Site and Context**

The 2,785.2 m<sup>2</sup> (29,689 sq. ft.) site is comprised of three parcels and is located at the northwest corner of Cornwall Avenue and Balsam Street (see Figure1). The middle parcel is occupied by the existing Point Grey Private Hospital at 2443 Cornwall Avenue, and the two outside parcels at 2405 and 2445 Cornwall Avenue are each occupied by a three-storey apartment building. These two apartment buildings contain 17 rental units in total. The existing RM-4 zoning of the site and surrounding properties allows for multi-family dwelling development up to 10.7 m (35.1 ft.) in height and a density of up to 1.45 FSR. To the north, west and south, sites are zoned RM-4 and developed predominantly with three-storey residential apartment buildings and townhouses. Directly to the east, across Balsam Street is Kitsilano Beach Park and Pool. Further west, sites are zoned RT-8 and are developed with detached two-family dwellings. Further north, across Point Grey Road, sites are zoned RT-2 and developed with a mix of two-family and multiple dwellings. The site is within the Kitsilano Neighbourhood Plan area.

Figure 1 - Site, Surrounding Zoning and Notification Area



The site is well served by transit with the #22 bus stopping directly in front of the facility on Cornwall Avenue, providing convenient connections to Downtown as well as to a network of alternative bus routes.

## Background

The Point Grey Private Hospital facility provides long-term health care for seniors, most of whom require assistance with mobility. Care for the majority of residents is funded by the Vancouver Coastal Health Authority (VCHA). This facility has been in operation at this location since 1965 with an expansion of the third floor completed in 2005. The facility provides personal care for seniors who can no longer care for themselves and require 24-hour access to professional nursing care. The rezoning application proposes to expand and improve the facility while continuing to meet the existing requirements of the current complex care program.

## Policy Context

**Community Care Facility - Class B and Group Residence Guidelines** – These guidelines, updated in October 2012, provide locational criteria and general design direction for community care facilities to ensure that these Institutional uses are sensitively integrated into surrounding neighbourhoods. The current use term, Community Care Facility, was defined in 2008, in response to the changing nature of care for seniors and those with disabilities. The designation “Class B” refers to facilities licensed to care for more than six people.

**Existing RM-4 Zoning**— In accordance with the site’s existing RM-4 zoning, development in this area is primarily medium-density residential with a variety of multiple dwelling types including townhouses and three-storey (plus basement) apartments. The RM-4 zoning also

conditionally permits appropriate cultural, recreational and institutional uses. The existing and proposed use, Community Care Facility - Class B, is permitted as a conditional use in RM-4 as it is in all other residential districts across the city.

The RM-4 regulations generally set maximum allowable density at 1.45 FSR and maximum building height at 10.7 m (35.1 ft.) or three storeys plus a basement. Although this application proposes an increase in building height and density beyond what the existing RM-4 zoning regulations allow, the majority of the building would be under the maximum height and much of the floor area would be below grade level, reducing apparent mass. Therefore, the proposed form of development is consistent in terms of scale and building height with what could be built under the site's existing RM-4 zoning and it is in keeping with the prevailing scale of development in the surrounding neighbourhood. A full urban design analysis is included in Appendix D.

**Kitsilano RM-4 Guidelines** – The Kitsilano RM-4 Guidelines seek to achieve high quality development and residential livability, and to ensure the compatibility of new development with the existing physical character of the neighbourhood.

### *Strategic Analysis*

#### **1. Proposal**

The Point Grey Private Hospital facility has been providing health care at this location for the past 48 years. The application proposes to expand the existing facility onto the adjacent sites to the east and west with 3-storey additions. The proposal includes 153 beds with a total FSR of 2.19 and a building height of 14 m (46 ft.). Twenty-nine parking spaces, two passenger pick-up/drop-off spaces, and two loading spaces are proposed.

#### **2. Land Use**

The proposed land use under the Zoning and Development By-law is Community Care Facility - Class B, which is licensed and regulated under the provincial Community Care and Assisted Living Act of British Columbia. This is an institutional facility which provides a home for those who can no longer care for themselves and require 24-hour access to professional nursing care. While the definition and guidelines for this use have been amended over time, most recently in 2012, the integration of these facilities within all residential zones across the city has been supported for decades.

The development of care facilities was significant between 1960 and 1990 with about 70 per cent of the City's constructed supply of beds having been provided in that period. As these facilities are aging there is a need for the rejuvenation and expansion of the supply, including proposals for the development of new facilities which meet current standards. VCHA regularly generates forecasts of the projected demand for care beds in Vancouver. The current forecast suggests that demand will remain stable until 2020, but that it is expected to increase thereafter. 2020 demand requires pro-active response now. Rejuvenation of existing stock is a key priority as a significant proportion of the existing care beds do not adequately meet the needs of the clients they are intended to serve. VCHA is interested in looking at creative opportunities to rejuvenate facilities' beds, and notes that larger facilities make better use of the higher land costs that can be expected in the most highly urbanized locations. If

approved, this proposal would both improve the quality of the existing facility and providing additional beds in response to increasing demand as forecast by VCHA.

The Community Care Facility - Class B and Group Residence Guidelines set out that larger facilities are most appropriately located in neighbourhood centres and higher intensity areas, and on or near arterials well served by public transit. Current health industry targets promote the development of care facilities with a minimum of 125 beds. In the context of current trends, the expanded Point Grey Private Hospital facility would be considered a large facility. The site is directly on a high service transit route in a medium density residential area with exceptional recreational and commercial amenities. This mix of accessibility and vibrancy in a residential context makes the site an appropriate location for a larger community care facility. A complete assessment of this application based on the guidelines is included in Appendix D

VCHA has considered this application and confirms that the proposed expanded facility would address their key priority to improve upon the existing care stock currently available in Vancouver. The expansion of this facility will improve the quality of care provided to the facility's existing occupants and increase the supply of extended care beds in this area of Vancouver, allowing seniors to remain in or close to their neighbourhood as they access end-of-life care.

### **3. Existing Rental Housing**

Staff acknowledge that the proposed expansion of this community care facility requires the demolition of two existing rental apartment buildings containing 17 dwelling units in total. While the expanded seniors care does come at the loss of rental housing units, the Rental Housing Stock Official Development Plan does not apply in instances where an institutional use is proposed. If approved, the 17 existing rental units would be replaced by an estimated 72 additional beds for seniors who can no longer stay at home. Further, to mitigate impacts to apartment tenants and Point Grey Private Hospital residents, staff would require tenant relocation plans coordinated with a construction phasing schedule to be developed as detailed in Appendix B, condition (b) 17.

Facilities like the Point Grey Private Hospital provide end-of-life care and a home for many Vancouverites, where they are close to family and friends. Housing staff support the expansion of this facility as it has provided affordable care on behalf of VCHA for many years and would continue to serve the needs of the community with an effective net increase in rental accommodation for seniors.

### **4. Density, Height and Form of Development**

The application proposes new floor area of 3,851 m<sup>2</sup> (41,454 sq. ft.). The total floor area of the facility, as a result of the additions, would be 6,039 m<sup>2</sup> (65,003 sq. ft.) and the density would be 2.19 FSR and height up to 14.0 m (46.0 ft.)

The City's applicable guidelines for such uses are the Community Care Facility - Class B and Group Residence Guidelines which provide a framework for assessing applications, taking into account the needs of facility occupants, suitability of location, and compatibility of siting and form with other adjacent uses. These guidelines outline the following considerations for the assessment of rezoning and development applications for care facilities:

- suitable locations for larger facilities include neighbourhood centres and higher intensity areas on or near arterials well served by public transit.
- siting of facilities should limit visual and noise impacts (from facility operations) on adjacent residential areas.
- the form and massing should be consistent with the neighbourhood; consideration should be given to prevailing built height and density as well as approved plans and policies. increased height and density may be considered, however, the proposal must minimize impacts on views, overlook and shadowing.
- access to parking and loading should be designed to mitigate impacts on neighbouring uses and traffic circulation.

**Location** – The site is located on Cornwall Avenue which is a bus route with very frequent service (every 5 minutes at peak times) and is within two blocks of a local-serving shopping area located at Yew Street and Cornwall Avenue. Directly east across Balsam Street is the Kitsilano Beach Park and outdoor pool, a large City park. This location is considered to be highly suitable for the community care use.

**Height** – Height is measured from the four corners of the site and this site has significant cross slopes. As a consequence, contiguous floor plates are difficult to achieve within the permitted height envelope.

In assessing an increase in height, there are several urban design aspects to consider which include shadowing, view impacts and overlook. The shadow analysis (measured on the equinox) confirms that the increase in height will have a negligible shadow impact onto neighbouring properties across the lane to the north, as the majority of additional shadow generated falls within the lane and only a small portion falls on the surface parking of the residential property to the north.

Due to the slope of the site down to the north, there are no public views affected by this proposal. In terms of private views, the Cornwall Avenue frontage complies with the permitted height of 10.7 m (35.1 ft.) in the RM-4 zoning. Additional height is required at the lane where the grade drops, but it does not significantly compromise neighbouring private views. However, the roof access elevators and stairs, rooftop wind screens and substantial vertical landscape do impact these nearby private views. Few other buildings have outdoor roof decks due to zoning and guidelines that restrict this use, given the impacts to views and overlook. Therefore, staff do not support the proposed accessible roof deck. The removal of this deck results in a consequential reduction in the maximum height from 14.0 m (46.0 ft.) to 12.9 m (42.4 ft.) (See Appendix A).

**Form of Development** – The proposed expanded facility would have a frontage of 71.3 m (234 ft.). The RM-4 zoning allows for a maximum building frontage of 45.7 m (150 ft.). While the RM-4 maximum frontage requirement is not directly applicable to a community care facility, it is an important consideration in determining an appropriate form within this neighbourhood. The proposed additions on either side of the existing building have been designed as individual components in terms of both massing and materiality, in order to ensure that the overall visual length of the building has been minimized and to provide varying elements for pedestrian interest along the frontage.

RM-4 zoning requires a rear yard setback of 7.7 m (25 ft.), which can be reduced further by 3.0 m (9.84 ft.) for portions of buildings less than 9.1 m (29.9 ft.) in width. The west addition meets the criteria, however the east addition does not. As a reduced easterly setback is needed to accommodate parking below, staff recommend substantial landscape treatment in this area to mitigate privacy and overlook concerns.

The application proposes to retain the facility's existing parking and loading as surface functions, with the additional new parking to be provided only within the east addition. While the retention of the existing building makes containment of parking and loading challenging, expansion to the flanking sites is an opportunity to address this requirement. A number of loading activities in the lane have restricted vehicle movement within the lane and create conflict with access to the parking area of the property to north. The Community Care Facility - Class B and Group Residence Guidelines set out that parking and loading should be designed to mitigate impacts on neighbouring uses. Therefore, staff recommend that, instead of retaining the surface parking, all parking and loading be redesigned to be contained within the building, utilizing the lower level of the west addition to reduce existing traffic conflict and improve livability of the bedrooms adjacent to the lane. This will result in a reduction in floor area from 6,039 m<sup>2</sup> (65,003 sq. ft.) to 5,737 m<sup>2</sup> (61,753 sq. ft.) and a small reduction to the number of beds achievable from 153 to approximately 148.

In summary, the context of mixed medium density residential development in proximity to transit, shopping and the Kitsilano Beach Park, makes the site an optimal candidate for expansion of the existing facility. The proposed height of the additions is in line with prevailing building heights in the area and view impacts are minimized for sites to the south. Impacts on the surrounding neighbourhood arising from the proposed expansion would be satisfactorily mitigated through design development conditions, including the containment of parking and loading functions and removal of the roof deck, and through meeting the intent of the Community Care Facility - Class B and Group Residence Guidelines.

This rezoning application and the proposed form of development were reviewed by the Urban Design Panel and received support (see Appendix E). Staff recommend that the application be approved subject to the conditions in Appendix B, which seek a reduction in height and density and additional design refinement at the development permit stage. The form of development drawings are included in Appendix F and the development statistics in Appendix H. See also a detailed urban design analysis in Appendix D.

## 5. Transportation and Parking

The proposal includes one level of parking below the proposed east addition, surface parking along the lane and a redesigned pull-through driveway accessed from Cornwall Avenue. The proposed parking and loading would increase the number of parking stalls from 17 (a row of 16 surface spaces along the lane and one adjacent to the main entrance access from Cornwall Avenue driveway) to 29 spaces (12 surface spaces on the lane and 17 underground), and would provide two Class B loading space and two Class B passenger spaces.

The current Parking By-law standard of one parking stall for every four care beds would require the proposed facility to provide 38 parking stalls. The applicant provided a transportation study, examining existing and potential future parking and loading demands, and trip generation. Peak period visitor activity at Point Grey Private Hospital is 4:00 pm to 6:00 pm on weekdays and 2:00 pm to 4:00 pm on Saturday with estimated 85% of visitors



arriving by car. Currently the facility generates approximately 19 vehicle trips in the afternoon peak hour, approximately 25 vehicle trips in the Saturday afternoon peak hour with a maximum staffing level of 18 employees on site at any given time. The study recommends a reduced parking provision of 29 spaces. Staff accept this reduced parking ratio and further recommend that all these spaces be provided within the building, with no surface spaces off the lane, except that the two Class B passenger spaces can be provided as surface spaces at the front of the building.

The proposed expansion would approximately double the bed count from 76 to 153 which is expected to double the traffic generated during peak hours or one vehicle every two minutes in the afternoon peak hour. However, this estimate is conservative as it does not discount the traffic generated by the existing apartments that would be eliminated. The Traffic Study concludes that the change in traffic associated with proposed expansion is within the normal range of traffic fluctuation along Cornwall Avenue and hence does not pose a significant traffic impact. Furthermore, with the anticipated reduction in beds resulting from staff's recommendation that all parking be contained within the building and traffic related impacts would be further reduced. The existing traffic light at Balsam Street and Cornwall Avenue provides a safe crossing for pedestrians and will lessen any impact from the modest increase in traffic associated with the proposal.

Engineering Services has reviewed the rezoning application and the transportation study and support the proposed reduced parking provisions (equivalent to 0.187 spaces per bed). Draft Parking By-law amendments are set out in Appendix C.

## **6. Environmental Sustainability**

The Green Building Rezoning Policy (2010) requires that rezoning applications achieve a minimum of LEED® Gold rating, including 63 LEED® points, with targeted points for energy performance, water efficiency and stormwater management, along with registration and application for certification of the project. The applicant submitted a preliminary LEED® scorecard, which generally conforms to the Rezoning Policy, indicating that the project could attain the required LEED® points and, therefore, would be eligible for a LEED® Gold rating. A condition in Appendix B requires the applicant to provide further elaboration on the sustainability strategy for this proposal as part of the Development Permit application.

## **7. Tenant Relocation/Construction Phasing Plan**

Should this proposal be approved and proceed, it will be important for existing occupants of Point Grey Private Hospital to be properly accommodated as construction occurs. The operator does not intend to relocate the existing occupants off site during construction, and does not plan to accept new admissions prior to and during construction. The applicant has proposed on-site relocation and construction phasing plans to minimize interruption of care during redevelopment. It is the intent that the plans, which will be approved by Vancouver Coastal Health Authority as the licensing and regulatory agency, will be clearly communicated to all those potentially affected. Should the rezoning application be approved by Council, a more detailed review by the Vancouver Coastal Health Authority would take place to ensure compliance with all provincial regulations.

If this application is approved, two existing rental apartment buildings would be demolished. The applicant would be required to provide a tenant relocation plan consistent with the Rate of Change Guidelines.

### ***PUBLIC INPUT***

In response to City policies which address changes in land use and density, this application, if approved, can be expected to realize the following public benefits.

The City of Vancouver Rezoning Centre web page included notification and application information, as well as an online comment form. A rezoning information sign was posted on the site and an open house was held on April 14, 2012. Approximately 119 people attended the event and 109 comment forms, emails and letters were received (3% in favour/94% opposed/4% unsure).

After a revision to the application was submitted on October 10, 2013, a second community open house was held on November 28, 2013 attended by 82 people and 54 comment forms, emails and letters were received (30% in favour/63% opposed/8% unsure).

Comments regarding the proposal generally focused on concerns about the loss of private views, and parking and traffic impacts from the proposed expansion. The revised application responded to the majority of concerns, with changes including:

- a decrease in total beds from 170 to 153.
- removal of the proposed fourth floor.
- a decrease in floor space ratio (FSR) from 2.43 to 2.19.

However, those attending the second open house continued to be concerned with the scale of the facility and the impact of increased parking and traffic.

Staff are recommending additional improvements including a further reduction in density from 2.19 to 2.08, removal of the roof deck for a decrease in height from 14.0 m (46.0 ft.) to 12.9 m (42.4 ft.), and containment of parking and loading at the lane within the building. With these proposed changes, described in detail under Density, Height and Form of Development, staff believe that the proposal satisfactorily addresses the majority of concerns expressed by neighbours.

### ***PUBLIC BENEFITS***

In response to City policies which address changes in land use and density, this application, if approved, can be expected to realize the following public benefits.

#### **Required Public Benefits**

**Development Cost Levies (DCL)** – DCLs collected from new development help pay for facilities made necessary by growth, including parks, childcare facilities, replacement housing (social/non-profit housing) and various engineering infrastructure. Under the DCL By-law, a care facility is subject to a levy. This application proposes a total new floor area of 3,549 m<sup>2</sup> (38,203 sq. ft.). Therefore, if this application is approved, a DCL of approximately \$484,037

can be expected. DCLs are payable at building permit issuance and the rates are subject to Council approval of an inflationary adjustment which takes place on September 30 of each year.

**Public Art Program** – The proposed additional floor area associated with the rezoning application is below the minimum threshold for public art contribution requirements.

### **Offered Public Benefits**

**Community Amenity Contributions (CAC)** – In the context of Financing Growth Policy, the City anticipates an offer of a CAC from the owner of a rezoning site to address the impacts of rezoning. Such a CAC is typically made through the provision of either on-site amenities or a cash contribution towards other public benefits in the community. As a standard rezoning located in the City-wide CAC area, a \$3 per square foot flat rate applies to the net additional increase in permitted floor area. Accordingly, this applicant has offered a cash CAC of \$56,112 and Real Estate Services staff recommend that this offer be accepted. Staff recommend that this CAC be allocated towards pedestrian improvements to support universal access in the neighbourhood and nearby parks.

### ***Financial Implications***

As noted in the section on Public Benefits, the applicant has offered a cash CAC of \$56,112. Staff recommend that the CAC be allocated towards pedestrian improvements in the neighborhood and nearby parks. Approval and timing of specific projects will be brought forward as part of the Capital Plan and Budget processes.

This site is subject to City-wide DCLs, and it is anticipated that DCLs of approximately \$484,037 will be payable at building permit issuance.

### ***CONCLUSION***

Staff assessment of this rezoning application has concluded that the proposed form of development, with the recommended changes set out in Appendix B, is a supportable urban design response to the site and context. Planning staff conclude that the proposed expansion of the existing Point Grey Private Hospital generally meets Council approved policies and guidelines and is supported. The application, if approved, will result in the expansion of the existing facility and the community will benefit from the improvements to this health care facility for Vancouver's aging population.

The General Manager of Planning and Development Services recommends that the rezoning application be referred to a Public Hearing, together with a draft CD-1 By-law generally as set out in Appendix A. Further it is recommended that, subject to the Public Hearing, the application including the form of development, as shown in the plans in Appendix F, be approved in principle, subject to the applicant fulfilling the conditions of approval in Appendix B.

\* \* \* \* \*

2405-2445 Cornwall Avenue  
DRAFT CD-1 BY-LAW PROVISIONS

Note: A By-law will be prepared generally in accordance with the provisions listed below, subject to change and refinement prior to posting.

### Zoning District Plan Amendment

1. This By-law amends the Zoning District Plan attached as Schedule D to By-law No. 3575, and amends or substitutes the boundaries and districts shown on it, according to the amendments, substitutions, explanatory legends, notations, and references shown on the plan marginally numbered Z-( ) attached as Schedule A to this By-law, and incorporates Schedule A into Schedule D, to By-law No. 3575.

*[Note: Schedule A, not attached to this appendix, is a map that amends the City of Vancouver zoning map. Should the rezoning application be referred to Public Hearing, Schedule A will be included with the draft by-law that is prepared for posting.]*

### Uses

- 2.1 The description of the area shown within the heavy black outline on Schedule A is CD-1 ( ).
- 2.2 Subject to Council approval of the form of development, to all conditions, guidelines and policies adopted by Council, and to the conditions set out in this By-law or in a development permit, the only uses permitted within CD-1 ( ), and the only uses for which the Director of Planning or Development Permit Board will issue development permits are:
  - (a) Institutional Uses, limited to Community Care Facility - Class B; and
  - (b) Accessory Uses customarily ancillary to the uses listed in this section 2.2.

### Floor area and density

- 3.1 Computation of floor area must assume that the site consists of 2 758.2 m<sup>2</sup>, being the site size at the time of the application for the rezoning evidenced by this By-law, and before any dedications.
- 3.2 The floor space ratio for all uses must not exceed 2.08.
- 3.3 Computation of floor space ratio must include:
  - (a) all floors, including earthen floors, measured to the extreme outer limits of the building; and
  - (b) stairways, fire escapes, elevator shafts, and other features which the Director of Planning considers similar, measured by their gross cross-sectional areas and included in the measurements for each floor at which they are located.

- 3.4 Computation of floor space ratio must exclude:
- (a) patios and roof gardens only if the Director of Planning first approves the design of sunroofs and walls;
  - (b) open balconies or sundecks and any other appurtenances which, in the opinion of the Director of Planning, are similar to the foregoing, provided that the total area of all exclusions does not exceed 8% of the residential floor area being provided;
  - (c) where floors are used for off-street parking and loading, the taking on or discharging of passengers, bicycle storage, heating and mechanical equipment, or uses which in the opinion of the Director of Planning are similar to the foregoing, those floors or portions thereof so used, which are at or below the base surface, except that the exclusion for a parking space must not exceed 7.3 m in length; and
  - (d) areas of undeveloped floors located above the highest storey or half-storey, or adjacent to a storey or half-storey, with a ceiling height of less than 1.2 m, and to which there is no permanent means of access other than a hatch.
- 3.5 Computation of floor area may exclude, at the discretion of the Director of Planning:
- (a) enclosed balconies, provided that the Director of Planning first considers all applicable policies and guidelines approved by Council, and approves the design of balcony enclosures, except that:
    - (i) the total floor area of all open and enclosed balcony or sundeck exclusions must not exceed 8% of the total floor area; and
    - (ii) no more than 50% of excluded balcony floor area may be enclosed.
- 3.6 The use of floor space excluded under section 3.4 and 3.5 must not include any purpose other than that which justified the exclusion.

### **Building Height**

- 4 Building height, measured from base surface, must not exceed 12.9 m.

### **Horizontal Angle of Daylight**

- 5.1 Each habitable room must have at least one window on an exterior wall of a building.
- 5.2 The location of each such exterior window must allow a plane or planes extending from the window and formed by an angle of 50 degrees, or two angles with a sum of 70 degrees, to encounter no obstruction over a distance of 24.0 m.
- 5.3 Measurement of the plane or planes referred to in section 5.2 must be horizontally from the centre of the bottom of each window.

- 5.4 The Director of Planning or Development Permit Board may relax the horizontal angle of daylight requirements in section 5.2 and 5.3 provided that he first considers any applicable policies and guidelines.
- 5.5 An obstruction referred to in section 5.2 means:
- (a) any part of the same building including permitted projections; or
  - (b) the largest building permitted under the zoning on any site adjoining CD-1 ( ).
- 5.6 A habitable room referred to in section 5.1 does not include:
- (a) a bathroom; or
  - (b) a kitchen whose floor area is the lesser of:
    - (i) 10% or less of the total floor area of the dwelling unit; or
    - (ii) 9.3 m<sup>2</sup>.

\* \* \* \* \*

2405-2445 Cornwall Avenue  
DRAFT CONDITIONS OF APPROVAL

Note: Recommended approval conditions will be prepared generally in accordance with the draft conditions listed below, subject to changes and refinement prior to finalization of the agenda for the Public Hearing.

**CONDITIONS OF APPROVAL OF FORM OF DEVELOPMENT**

- (a) That the proposed form of development be approved by Council in principle, generally as prepared by Stuart Howard Architect Inc., and stamped "Received City Planning Department, October 10, 2013" provided that the General Manager of Planning and Development Services may allow minor alterations to this form of development when approving the detailed scheme of development as outlined in (b) below;
- (b) That, prior to approval by Council of the form of development, the applicant shall obtain approval of a development application by the General Manager of Planning and Development Services, who shall have particular regard to the following:

**Urban Design**

1. Design development to provide and contain the required parking and loading within the building.  
  
Note to applicant: The loading function should be located within one of the lower levels of the west addition.
2. Design development to provide an enhanced landscape treatment, in lieu of the surface parking and loading areas off the lane.
3. Design development to provide and contain the required garbage and recycling areas within the building.
4. Design development to enhance the visual overlook of the roof through the removal the proposed access (elevator and stairs) and accessible open space on the roof, and through the provision of an extensive green roof treatment.
5. Design development to provide outdoor open space amenity for the residents as a component of the building.  
  
Note to applicant: If located on one of the floors of the building, it should be located and designed to minimize privacy and overlook with nearby neighbours.
6. Design development to maintain the existing natural grade along the west side yard.  
  
Note to applicant: The proposed alteration of grades is not acceptable. If steps are provided along this side yard then they should generally follow the slope of the natural grade.

7. Design development to the front yard to:
  - (a) provide a high quality landscape treatment that includes seating opportunities; and
  - (b) minimize the extent of grade changes for the proposed light wells and patios in order to eliminate the requirement for guardrails.
8. Design development to provide a landscape treatment at the rear of the east addition to address privacy and overlook with neighbours across the lane.
9. Design development to maintain the high quality materials indicated (granite siding, masonry panels, aluminum panels and glazed guardrails).

### Sustainability

10. Identification on the plans and elevations of the built elements contributing to the building's sustainability performance in achieving LEED® Gold, including a minimum of 63 points in the LEED® rating system, and, specifically, a minimum of 6 points under Optimize Energy Performance.

Note to applicant: Provide a LEED® checklist confirming the above and a detailed written description of how the above-noted points have been achieved with reference to specific building features in the development, and notation of the features on the plans and elevations. The checklist and description should be incorporated into the drawing set. Confirmation of LEED registration of the project is also required under the policy.

### Engineering

11. Provision of design grades at all entries, each side of the crossings on Cornwall Avenue and at all stairs and entries along the property lines.
12. Delete the retaining walls and footings, shown over the ultimate south property line, and any retaining walls and features within the proposed 6'-0" wide Statutory Right of Way.

Note to applicant: The location of the tiered retaining walls on page 4.03 does not match that shown on the plan views.

13. Delete the landscaping features shown on the north 2 feet of the site (to be dedicated) on pages A3.02 and A3.04.
14. Arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services for release of Easement & Indemnity Agreement 394522M (for 2 commercial crossings) prior to building occupancy. Arrangements are to be secured prior to zoning enactment, with release to occur



prior to issuance of an occupancy permit for the site. Provision of a letter of commitment will satisfactorily address this condition.

15. Clarify garbage pick-up operations. Please provide written confirmation that a waste hauler can access and pick up from the location shown, the bin storage is located on a raised platform, confirmation of access to and from this elevation is required.

Note to applicant: Pick up operations should not rely on bins being stored on the street or lane for pick up. Bins are to be returned to storage areas immediately after emptying.

16. Compliance with the Parking and Loading Design Supplement to the satisfaction of the General Manager of Engineering Services

Note to applicant: The following items are required to meet provisions of the Parking By-law and the parking and loading design supplement:

- (a) Provision of parking, loading and garbage facilities designed and located to mitigate and minimize impact to adjacent properties adjacent the lane all to the satisfaction of the General Manager of Planning and Development Services in consultation with the General Manager of Engineering Services.

- (b) Provision of an improved wider parking ramp entry, at the underground parking level.

Note to Applicant: The current design is too narrow and the geometry through the curved portion of the ramp is too tight. It requires a driver to turn precisely or risk vehicle damage.

- (c) Re-label the Class B bicycle parking in the new underground as Class A bicycle parking and show all bicycle spaces, lockers and the maneuvering aisle correctly dimensioned.
- (d) Provide visibility of vehicles on the parking ramp and measures to ensure that a vehicle travelling in the opposite direction does not enter the ramp as another is on the parking ramp.

### **Social Development**

17. Submission, with the Development Permit application, of tenant relocation plans as follows:

- (a) For the existing occupants of the apartment buildings proposed to be demolished, a Tenant Relocation Plan consistent with the Tenant Relocation Plan outlined in the Rate of Change Guidelines and to the satisfaction of the Director of Social Development.

- (b) For the existing occupants of the Point Grey Private Hospital, provision of a signed Tenant Relocation Plan prior to issuance of the Development Permit, to include, amongst other conditions, the following requirements:
- i. Construction phasing schedule;
  - ii. Timetable of tenant relocation and management in relation to construction;
  - iii. Compliance with Vancouver Coastal Health Authority regulations for tenant relocation, and for notification of residents and their families; and
  - iv. Approval of the Tenant Relocation Plan by Vancouver Coastal Health Authority.

#### CONDITIONS OF BY-LAW ENACTMENT

- (c) That, prior to enactment of the CD-1 By-law, the registered owner shall on terms and conditions satisfactory to the Director of Legal Services, the General Manager of Planning and Development Services, the Managing Director of Social Development, the General Manager of Engineering Services, and the Approving Officer, as necessary, and at the sole cost and expense of the owner, make arrangements for the following:

##### Engineering

1. Consolidation of Lots 11 & 15, Plan 848, and Lot B, Plan 11799; all of Block 181, DL 526 to create a single parcel and subdivision of that site to result in:
  - (a) dedication of the north 2 feet of Lots 11 and 15 for lane purpose; and
  - (b) dedication of the south 7 feet of the site for road purposes.
2. Provision of a surface statutory right of way along the south 6'-0" of the site after the 7 foot dedication has been granted, for public/pedestrian uses. The elevation of the Right of Way area is to meet official City building grades and provide full structural support for the adjacent City street.
3. Provision of a Services Agreement to detail the on-site and off-site works and services necessary or incidental to the servicing of the site (collectively called the "services") such that they are designed, constructed and installed at no cost to the City and all necessary street dedications and rights of way for the services are provided. No development permit for the site will be issued until the security for the services are provided.
  - (a) Provision of curb realignment and relocation to accommodate installation of a layby/drop off feature adjacent the development site in lieu of the current on-site driveway/passenger pick-up and drop-off. Work to include

relocation and adjustment of all street furniture, utilities, transit stops and shelters concrete bus landing areas and any other street furniture impacted by the curb relocation with all costs to be at 100% the developer's expense.

- (b) Provision of a standard concrete lane entry on the west side of Balsam Street at the lane north of Cornwall Avenue.
  - (c) Provision of street trees adjacent the site where space permits.
  - (d) Provision of adequate water service to meet the fire flow demands of the project. The current application lacks the details to determine if water main upgrading is required. Please supply project details including projected fire flow demands as determined by the applicants' mechanical consultant to determine if water system upgrading is required. Should upgrading be necessary then arrangements to the satisfaction of the General Manager of Engineering Services and the Director of Legal Services will be required to secure payment for the upgrading. The developer is responsible for 100% of any water system upgrading that may be required.
4. Provision of all utility services to be underground from the closest existing suitable service point. All electrical services to the site must be primary with all electrical plant, which include but are not limited to, junction boxes, switchgear, pad mounted transformers and kiosks (including non BC Hydro Kiosks) are to be located on private property with no reliance on public property for placement of these features. There will be no reliance on secondary voltage from the existing overhead electrical network on the street right-of-way. Any alterations to the existing overhead/underground utility network to accommodate this development will require approval by the Utilities Management Branch. The applicant may be required to show details of how the site will be provided with all services being underground.
5. Update the loading management plan to include a detailed weekly/monthly schedule which minimizes all conflicts and reliance upon the lane for deliveries as well as the name/title and contact phone number for the Loading Area Manager to the satisfaction of the General Manager of Engineering Services.

#### **Community Amenity Contribution (CAC)**

6. Pay to the City the Community Amenity Contribution of \$56,112 which the applicant has offered to the City. Payment is to be made prior to enactment of the CD-1 By-law, at no cost to the City and on terms and conditions satisfactory to the Director of Legal Services, and is allocated for pedestrian improvements to support universal access in the immediate neighbourhood and nearby parks.

## Soils Agreement

7. If applicable:

- (a) Submit a site profile to the Environmental Protection Branch (EPB).
- (b) As required by the Manager of Environmental Protection and the Director of Legal Services in their discretion, do all things and/or enter into such agreements deemed necessary to fulfill the requirements of Section 571(B) of the Vancouver Charter.
- (c) If required by the Manager of Environmental Protection and the Director of Legal Services in their discretion, enter into a remediation agreement for the remediation of the site and any contaminants which have migrated from the site on terms and conditions satisfactory to the Manager of Environmental Protection, City Engineer and Director of Legal Services, including a Section 219 Covenant that there will be no occupancy of any buildings or improvements on the site constructed pursuant to this rezoning, until a Certificate of Compliance(s) satisfactory to the City for the on-site and off-site contamination, issued by the Ministry of Environment, has been provided to the City.

Note: Where the Director of Legal Services deems appropriate, the preceding agreements are to be drawn, not only as personal covenants of the property owners, but also as Covenants pursuant to Section 219 of the Land Title Act.

The preceding agreements are to be registered in the appropriate Land Title Office, with priority over such other liens, charges and encumbrances affecting the subject sites as is considered advisable by the Director of Legal Services, and otherwise to the satisfaction of the Director of Legal Services prior to enactment of the by-laws.

The preceding agreements shall provide security to the City including indemnities, warranties, equitable charges, letters of credit and withholding of permits, as deemed necessary by and in a form satisfactory to the Director of Legal Services. The timing of all required payments, if any, shall be determined by the appropriate City official having responsibility for each particular agreement, who may consult other City officials and City Council.

\* \* \* \* \*

2405-2445 Cornwall Avenue  
DRAFT CONSEQUENTIAL AMENDMENTS

DRAFT AMENDMENT TO THE PARKING BY-LAW NO. 6059

In Schedule C, Council adds:

Address	By-law No.	CD-1 No.	Parking requirements
2405-2445 Cornwall Avenue	( )	( )	Parking, loading and bicycle spaces in accordance with by-law requirements on <i>(date of enactment of CD-1 by-law)</i> except that:  The Director of Planning, in consultation with the General Manager of Engineering Services, may reduce the number of parking spaces to no less than 0.187 parking spaces per bed rounded upwards to the nearest whole number and/or substitute electric scooter parking for bicycle parking spaces.

\* \* \* \* \*

2405-2445 Cornwall Avenue  
POLICY ANALYSIS

## 1. Community Care Facility - Class B and Group Residence Guidelines

Community Care Facility - Class B and Group Residence Guidelines provide locational criteria and general design direction for community care facilities to ensure that these Institutional uses are sensitively integrated into surrounding neighbourhoods. The following analysis assesses this applications response to each section of the guidelines. It is important to acknowledge that the guidelines include details more appropriately considered during a Development Permit process.

2.1 (a) review the information provided by the applicant regarding number of residents, programming, length of stay, staffing, referral procedures, funding, traffic, parking, and any other relevant features.

- A summary of operations submitted by the Care Group describes it's proposal to expand it's existing long-term residential care facility licensed under the Community Care and Assisted Living Act of B.C. The average length of stay at this end-of-life care home is approximately 3 years.
- Facility programing includes the following:
  - 24 hour care provided by nurses and care aides.
  - Companion services.
  - Recreation therapy seven days a week.
  - Nutritious meals and snacks managed by a dietician.
  - Laundry services.
  - In house 3rd party services include:
    - Medical attention provided by Medical Doctors.
    - Podiatry.
    - Hairdressing.
    - Music therapy.
    - Pastoral services.
- This facility is one of six similar care facilities which the Care Group, a private company, owns and operates in the Lower Mainland and on Vancouver Island. They have a relationship with Vancouver Coastal Health for whom they provide government subsidized beds. Currently 67 (89%) of the 75 beds are fully subsidized by VCHA.
- The applicant will maintain the option to provide service to private pay or publicly subsidized residents at their discretion, however, the Care Group intends to continue to provide the majority of beds on behalf of VCHA

### Publicly Subsidized Services:

- need is assessed by VCHA.
- beds are subsidized by the Ministry of Health and administered by VCHA.

- allocation of beds is determined by VCHA.

Private Pay Services:

- need is assessed by the Care Group.
- individuals can shop and select services that best meet their needs.
- government provides no financial assistants.
- allocation of beds is determined by the Care Group.

There can be a mix of private pay and subsidized beds at the private operator discretion.

2.1 (b) consider any features of the proposed facility or its operation which differ from adjacent residential uses and may affect neighbours.

- Operational noise
  - Resident turnover: The average length of stay is approximately 3 years. This would result in approximately four beds turning over per month in a 148 bed facility. These moves are not typically disruptive as there is no moving of furnishings involved.
  - Emergency vehicle response: As 24 hour nursing service is required on site; emergency response including sirens is not a common occurrence.
  - Residential noise: The latent noise generated from traffic on Cornwall Avenue serves to mask some low level sound. As the facility is staffed 24 hours a day, a contact number would be made available to address inappropriate noise levels should they arise.
  - Mechanical systems: As this proposal is to renovate and expand an existing facility, there is an opportunity to up-grade and relocate mechanical equipment and systems. This maximizes the opportunity to limit sound transition to neighbouring residents. Noise attenuation will be a consideration through the development permit process.
  - The applicant is required to relocated existing parking and loading spaces within the structure. This will relieve much of the traffic conflict currently experienced in the lane.
- Traffic and Loading activity is addressed under policy 2.2 (b) and (d)

2.1 (c) review the applicant's proposal for responding to queries/concerns.

- If approved by Council, the development permit process would confirm operational details and a protocol for the operator's response to concerns may be developed. In particular, a Loading Management plan would be required, including the identification of a loading manager to be available to address concerns when they arise.

2.2 (a) Location - Larger facilities are most appropriately located in neighbourhood centres and higher intensity areas, and on or near arterials well served by public transit. This provides for ease of access for staff and visitors, and reduces impacts on lower density areas. Non-arterial locations are acceptable where site conditions (e.g. large sites, corner location, sites adjacent to public open space) assist in minimizing impacts on adjacent areas.

- Locational objectives provide convenience for clients and employees of the facility and minimize impact on lower density areas by ensuring large facilities are in higher intensity area.
- A larger facility is not explicitly defined in the guidelines, as the characteristics of facilities and sites vary significantly. However, the guidelines were revised in the context of health industry demand for facilities of 125 or more beds. These larger facilities are able to achieve operational efficiency attractive to health authorities and private facility operators.
- If approved, further design development would result in a facility with up to 148 beds. This would be considered a larger facility under the guidelines.
- The low-rise apartment context is appropriate for a facility of this size as detailed in the Urban Design Analysis in the Appendix.
- Aspects of the site which support the proposed use include:
  - An arterial location.
  - High frequency bus service (5 minute lead times at peak periods) is available immediately in front of the facility.
  - Close proximate to commercial services (local serving retail and services are available two block to the east at Yew Street and Cornwall Avenue.
  - The site is directly across Balsam Street from Kitsilano Beach Park providing recreational opportunities for staff, visitors and residents.
- Aspects to the site which are challenging for the proposed use include:
  - There is seasonal demand for on-street parking in the summer months generated by park user. However, the proposed expansion of this facility provides an opportunity to improve the parking design.
- While there is a similar facility, Bradden Private Hospital, three block to the north, VHCA confirm there is demand for improvement and expansion of Point Grey Private Hospital. The 400 m. separation between these facility is supported by city guidelines.

2.2 (b) Siting - Facilities should be sited to mitigate visual and noise impacts and intrusion on adjacent uses, including the sensitive siting of loading areas, smoking areas, and recycling and garbage areas

- Refer to the detailed Urban Design Analysis in the Appendix.

2.2 (c) Form.

- Refer to the detailed Urban Design Analysis in the Appendix.

2.2 (d) Circulation and Access.

- Refer to the detailed Urban Design Analysis in the Appendix.

2.3 In low density zones (RS, RT and First Shaughnessy), these uses should be spaced 200 metres (656 feet) or more from each other. Exceptions may be made for Community Care Facilities for seniors or for any facility which operates as an annex to another facility.



- N/A

2.4 In higher density residential, commercial or other higher density zones (RM, C, DD, DEOD, FCN, SEGS, FCCDD and Coal Harbour), additional assessment criteria will be used in place of a spacing guideline.

- Refer to the detailed Urban Design Analysis in the Appendix.

2.5 The Director of Planning, in consultation with the Director of Social Planning, may require the applicant to provide information to and meet with neighbours regarding the proposal, and may also suggest that such information be provided prior to submitting an application.

- At the enquiry stage the applicant was asked to engage neighbours before making a rezoning application. The applicant held open house events to discuss preliminary designs before making an application rezoning application.
- If this application is supported by Council, further discussion with effected neighbours would be required to consider a management plan and protocol for addressing concerns.

2.6 - 2.8 are applicable to the development permit process.

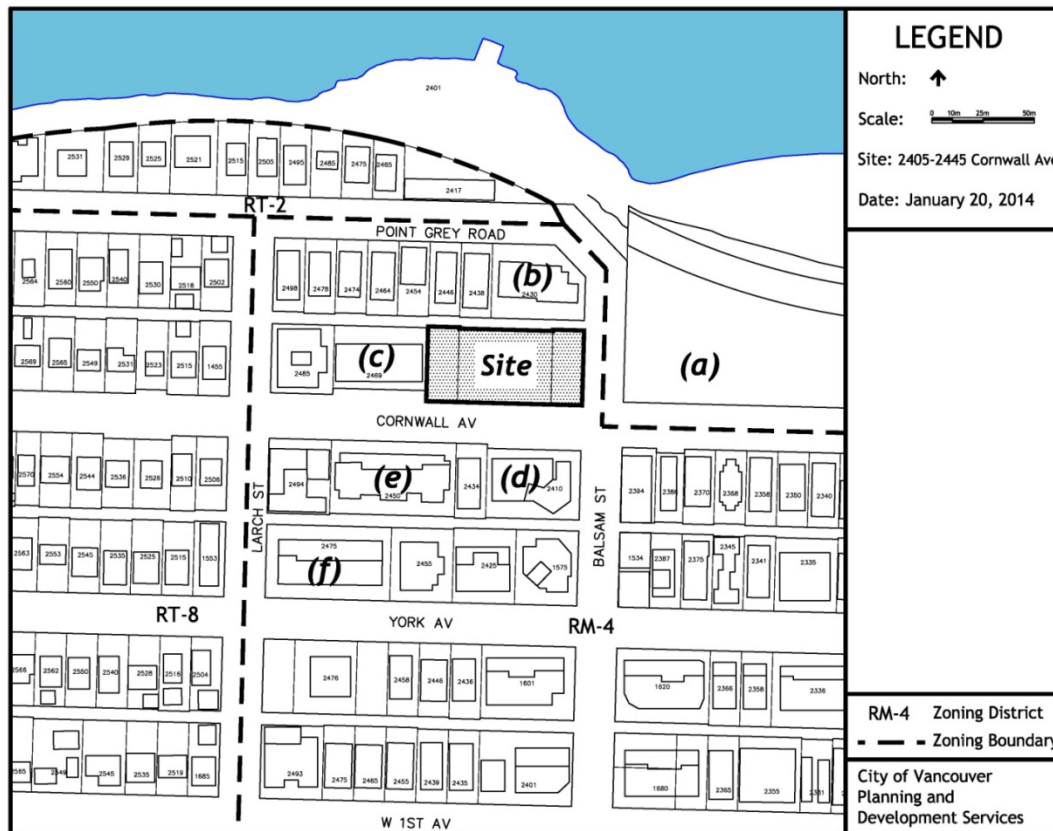
## 2. Urban Design Analysis

**Site:** The site, located at the northwest corner of Cornwall Avenue and Balsam Street, is comprised of three properties on the north side of Cornwall Avenue. The sites contain an existing Community Care - class B facility, Point Grey Private Hospital flanked by two 3-4 storey residential buildings.

The combined site width is 250 ft. (76.2 m), a depth of 120 ft. (36.6 m) and a site area of approx. 29689 sq. ft. (2758 sm).

**Context:** Buildings immediately adjacent to the site include along Cornwall Avenue, to the west of the site, a 3-storey residential building and across the lane to the north fronting Point Grey Road are 3-4 storey residential apartment buildings.

The existing built form pattern use pattern in the area is almost entirely 3-4 storey residential apartment buildings with varying frontage lengths ranging between 50 to 200 ft.



- a) Kitsilano Beach Park
- b) Bueno Vista - 2430 Point Grey Road, four-storey residential building
- c) Dorset House - 2469 Cornwall Avenue, three-storey residential building
- d) Spinnaker - 2410 Cornwall Avenue, four-storey residential building
- e) 2450 Cornwall Avenue, four-storey residential building
- f) 2475 York Avenue, four-storey residential building

**Urban Design Assessment:** The first test in assessing a proposal seeking an increase in density and height is to determine from an urban design standpoint if the site can, within its surrounding built context and zoning, accept the additional density and height appropriately. An analysis and assessment of the proposed form of development was conducted, including any urban design impacts beyond that contemplated for development under existing zoning. This involved a comparison of the proposed building massing against potential building density and massing under RM-4 District Schedule and Kitsilano RM-4 Guidelines in terms of impacts on views, shadows, livability and overall built form “fit” within the neighbouring context.

The applicable Community Care Facility - Class B Guidelines (CCF Guidelines) also consider urban design aspects including siting, form, the fit of the building given the intent of the applicable District schedule and guidelines, the prevailing built form pattern, parking and loading requirements that mitigate impacts on neighbouring uses and traffic circulation, and where proposals exceed the height or densities of the surrounding properties provided that the design minimizes negative impacts on views, massing, overlook and shadowing.

### RM-4 District Schedule and RM-4 Guidelines and Community Care Facility - Class B Guidelines (CCF Guidelines)

The 2004 development permit for the renovation/addition to the existing Point Grey Hospital was approved with 1.29 FSR and a height of 35.1 ft. (10.7 m) with a site frontage of 150 ft. (45.8 m).

Density and Height : The RM-4 District Schedule permits a discretionary increase in density up to 1.45 FSR and a permitted height is 35.1 ft. (10.7 m), including a containing envelope to reduce building mass along north property lines. The District Schedule allows relaxation provisions to vary the regulations of the District Schedule where it serves to accomplish social and community goals, including retention of existing buildings, and having regard to the intent of this schedule and all applicable policies and guidelines adopted by Council.

Height is measured from a base surface determined by the buildings grades at the four corner of the site. This site has significant slopes across the site ranging in differentials of 7.5 ft. (2.3 m) east-west, and 11 ft. (3.35 m) north-south direction. As a consequence of these significant cross slopes, contiguous floor plates are difficult to achieve within the permitted height envelope. Along the Cornwall Avenue elevation the proposal falls complies with the RM-4 height limit of 35.1 ft (10.7 m) but along the lane frontage exceeds the height envelope by 2 ft.(0.6 m), west end of site, to 6.7 ft. (2.04 m) at the east end of site for an overall maximum height of 42.4 ft. (12.9 m) to excluding the roof deck guard rail. In addition, the proposal does not meet the containing envelope measured from the north property line (lane).

In assessing an increase in height, there are several urban design aspects to consider which include shadowing, view impacts and overlook. The shadow analysis (measured on the Equinox) confirms that the increase in height will have a negligible shadow impact onto neighbouring properties across the lane to the north as the majority of additional height shadow generated falls within the lane with only a small portion on the residential surface parking area of the Buena Vista.

In assessing view impacts, there are no public views affected by this proposal. In terms of private views, the Cornwall Avenue elevation complies within the permitted height envelope of the RM-4 District Schedule, the additional height generated at the lane does not significantly compromise these neighbouring private views. However, the addition of the roof access (elevators and stairs), roof top wind screens and substantial vertical landscape does impact these nearby private views. Staff note that the pattern throughout the local context is such that none of the other buildings have outdoor roof spaces. This stems from the base zoning and guidelines that would restrict this use given the impacts to views and overlook. Staff acknowledge that the provision of a green roof treatment is a highly desirable feature for both sustainability and visual overlook quality and are recommending the provision of an inaccessible green roof treatment to achieve this and that outdoor amenity space be provided in alternate locations to reduce the visual obstruction, privacy and overlook concerns generated from a roof top terrace. See also commentary below on Open Space.

Building Frontage: The RM-4 District Schedule allows for a maximum building frontage of 150 ft. (45.8 m) for multiple dwellings, with relaxation provisions to vary from this requirement

where it serves to accomplish social and community goals, including retention of existing buildings, and having regard to the intent of this schedule and all applicable policies and guidelines adopted by Council. The RM-4 Guidelines note that frontages greater than 150 ft. (45.8 m) may be permitted if the development's façade is visually broken into small individual components or if the development is not out of scale with the surrounding development. The CCF Guidelines recommend that the fit of the proposed development consider the intent of the applicable zoning district and guidelines.

In the immediate context there are a number of buildings that have 150 ft. (45.8 m) frontages, including the Buena Vista, 2430 Point Grey Road across the lane to the north, 2469 Cornwall Avenue immediately adjacent to the east, and 2410 Cornwall Avenue directly across Cornwall Avenue to the south. Other developments with greater frontages of 200 ft. (60.96 m) in the immediate context include 2450 Cornwall Avenue and 2475 York.

While the RM-4 maximum frontage requirement is not directly applicable to a Community Care facility it is an important consideration in determining an appropriate form within this neighbourhood. The rezoning application seeks, through the consolidation of the three sites, an overall frontage of 250 ft. (76.2 m). The proposed additions on either side of the existing Point Grey Hospital have been expressed as individual components in terms of both massing and materiality in order to ensure that the overall visual length of the building has been minimized and to provide varying elements for pedestrian interest along the frontage. Staff believe that the proposal is compatible with the predominant physical character of the surrounding residential neighbourhood and has been satisfactorily addressed and meets the guideline objective.

Setbacks:

The RM-4 District Schedule seeks a rear yard setback of 25 ft. (7.7 m) which can be reduced further by 9.84 ft. (3.0 m) for portions of buildings less than 9.1 m in width. As the setback provided is only 6 ft. is in part related to the accommodation of the parking below, staff are seeking substantial landscape treatment in this setback area to mitigate privacy and overlook concerns.

With respect to sideyards, the application meets the setback requirements, however it proposes significant alteration of grades of 9 ft. along the interior (west) sideyard in order to provide light and access to floor areas located below grade. Access paths along sideyards, when provided are to generally follow the existing grades. Staff are recommending further design development to achieve this criteria.

The front yard is occupied by an onsite driveway passenger pick-up/drop off facility. The site has an existing building line dedication requirement for 7ft. with Engineering is requesting a further 6 ft. as a surface-right-of way to accommodate for further transportation needs. A curb realignment and relocation is also required that will also accommodate a layby/drop-off feature in lieu of the current onsite driveway/passenger pick-up and drop-off. Staff are also recommending design development to provide opportunities for landscaping and seating in the SRW area and remaining front yard. The application also proposes to lower the grades by 8 ft. within portions of the front yard to accommodate for light and access to lower level floor areas. Staff are recommending design development to reduce the extent of grade change to a maximum of less than 2 ft. to accommodate light access only, eliminating any

requirement for guardrails. This measure would better integrate the proposed building with the typical public realm interface treatment within the neighbourhood.

Parking and Loading: The RM-4 District Schedule calls for multiple dwellings or seniors supportive or assisted housing that all required parking and loading to be provided underground or within the outermost walls of the building. In addition the CCF Guidelines also recommend that access to parking and loading be designed to mitigate impacts on neighbouring uses and traffic circulation.

The application proposes to retain the existing Point Grey Hospital parking and loading as surface functions with the additional new parking to be provided only within the lower level of the flanking easterly addition. With the retention of the existing hospital building the accommodation of parking and loading contained within this building component cannot be easily provided, however with the expansion of the use into the flanking sites is an opportunity to address this requirement.

A number of lane conflicts have been noted between the loading activities that restrict vehicle movement within the lane along with conflicting with access to the parking area to the property to north (Bueno Vista). A critical consideration for the expansion of a community care facility is its ability for its parking and loading to mitigate impacts on neighbouring uses and traffic circulation. In order to achieve this staff are recommending that the parking and loading requirements be redesigned to be contained within the building utilizing the lower level of the flanking westerly addition. Staff anticipate that this will result in a small reduction to the number of beds provided.

Open Space: An important attribute to residential livability is the provision of outdoor open space typically provided as private open space (balconies and decks) associated with individual residential units. Given the community care facility use, open space is more commonly found as shared open space associate with internal amenity spaces. The proposed building mass has maximized its floor plates limiting its ability to provide share open space directly accessible on each floor, proposing outdoor amenity space on the roof. As previously noted staff are concerned with the roof top activity and building components view and overlook impacts with an accessible roof deck.

There are no specific requirements for the provision of outdoor amenity space for residents of Community Care Facilities however Vancouver Coastal Health Guidelines recommend that outdoor areas should be directly accessible from each ward (house), providing some area for shelter from rain and prevailing wind and sun. Staff understand that residents of the building would need to accompanied by either a staff or family member if the outdoor space is not located within an area that staff can provide some direct oversight. Given the significant amenity of adjacent Kitsilano Beach Park for which those same residents would also require accompaniment, and the impacts associated with occupation of the roof with the nearby neighbours, staff are recommending design development to delete the roof top outdoor space and the provision of a shared outdoor space be provided that is physically and visually accessible from within the building. Staff acknowledge that in order to accommodate this open space requirement, will result in a modest reduction in the number of beds provided. Furthermore, staff also recommend that green roof treatment be provided in order to enhance the visual quality of the roof scape.

Conclusion: This application propositions generates many challenges and impacts. Staff believe that the recommended built form measures to contain parking and loading activities within the building, removal of roof top access, and urban design improvements including removal of significant alternation of grades will result in a facility that will fit well both physically and functionally within this mid-density residential neighbourhood. The recommended design development conditions and commensurate reduction in density is reflected in the recommended CD-1 By-law.

\* \* \* \* \*

2405-2445 Cornwall Avenue  
ADDITIONAL INFORMATION/COMMENTARY OF REVIEW BODIES

1. URBAN DESIGN PANEL (UDP)

The Urban Design Panel (UDP) reviewed this rezoning application on May 23, 2012 and supported (7-2) the proposed density, height and form of development.

**Introduction:** Grant Miller, Rezoning Planner, introduced the proposal for a rezoning application to expand the existing Residential Care Facility at Cornwall and Balsam Streets. The existing facility is permitted under the existing RM-4 zoning. Mr. Miller described the policy context noting that the existing care facility is a 3-storey building with 76 beds. The proposal is to redevelop the properties adjacent to the existing facility with a 3-storey addition to the east and a 4-storey addition to the west. The expanded facility would accommodate 170 beds. Rezoning is required to approve an increase in density and height and a relaxation of parking requirements. Mr. Miller added that as the

Application was made in February 2012 it is subject to the City's Green Buildings policy requiring LEED™ Gold.

Anita Molaro, Development Planner, further described the proposal noting the context for the area is comprised of a number of low-rise residential building typically in the form of apartments. A number of these low rise apartment buildings are of a significant length. The base zoning permits sites for dwelling purposes with a maximum frontage of 150 feet. The site next door is 150 feet long but across street there are sites that are 200 feet and 150 feet in width. Ms. Molaro noted that as an institutional use, the maximum frontage provision does not technically apply.

The proposal combines the original site of 150 feet plus two additional 50 feet sites on either side for an overall dimension of 250 feet. Ms. Molaro noted that the site has a significant slope from the front to the rear. The proposal is seeking an overall height increase to 48 feet measured from the lane. The proposal is seeking an increase of approximately 3.5 feet at the leading edge on the envelope measured at the Cornwall Street elevation. At the west end of the site the building is generally within the height limits but there are locations at the rear where it exceeds the 35 feet.

Ms. Molaro explained that some yard variations are also being required. The proposal meets the front yard requirement of 20 feet but the rear yard requirement of 15 feet is requested to be reduced down to 8 feet at the east end of the building.

**Advice from the Panel on this application is sought on the following:**

Does the Panel support the proposal developed for this site with consideration for the following:

- expansion of the institutional use (Community Care Facility - Class B) within this residential context, if so, what measures might be considered to mitigate impacts onto nearby adjacent neighbours (loading, parking, garbage);

- increase in building height above 35.1 feet to 47.80 feet (measured from the lane) taking into consideration view and shadow impacts;
- increase in density from 1.45 FSR to 2.43 FSR;
- building siting including proposed setbacks;
- building's overall design including its streetwall scale and proportion;
- landscape treatments; and
- sustainability attributes (LEED Gold).

Mr. Miller and Ms. Molaro took questions from the Panel.

**Applicant's Introductory Comments:** Stuart Howard, Architect, further described the proposal and explained that it was a difficult site. The existing building was built in 1962 and eight or nine years ago the third floor was expanded. He noted that they tried to break the massing down by incorporating large recesses into the building with some living walls and changes in material. He said that they have done a lot of work on meeting some high sustainability goals. They have decided to upgrade the heating system to geo thermal and they had added a lot of green elements to the roof and walls to help blend into the landscape. The green roof will mitigate the view issues and they are retaining a serious heritage landscape element which is the black locust tree. The majority of the parking will be for staff and they are working to try to reduce the amount needed since the site is located on a transit route. He added that they continue to work on the garbage/recycling/loading issue along with retaining the view. Mr. Howard noted that the beds will be funded by the provincial government and there is a huge demand in the neighbourhood for ageing in place and senior facilities.

Damon Oriente, Landscape Architect, described the landscape plans and remarked that the keeping the heritage tree was important. He said they also wanted to maintain the type of landscaping that is already along the street with yew hedging, shrub planting and stepped plantings to the lower patios. More greenery is planned for the site as well as a patio on the southwest corner. He noted that they are looking at adding a green roof with an outdoor amenity space on the east side of the roof. They will be adding a fish pond to the area. They are also adding a new green roof to the existing building.

The applicant team took questions from the Panel.

**Panel's Consensus on Key Aspects Needing Improvement:**

- Consider moving the bus stop to the west for less interference with the drop off area;
- Consider adding public art to the project;
- Design development to make the lower units more liveable.

**Related Commentary:** The Panel supported the proposal and agreed that it was a challenging site.

The Panel supported the expansion of the institutional use within the residential context and the efforts to mitigate loading, parking and garbage. The Panel supported the increase in the building height. They felt the height on Cornwall Street was supportable as it will barely be above the height normally allowed under the guidelines. The Panel supported the increase in density conditional on mitigating the lower spaces as there were some concerns raised regarding the level of liveability. The Panel supported the siting and setbacks as well as the



overall design of the buildings including the streetwall proportion. The Panel also thought that the building massing was broken up well and appreciated the carrying of the materials around to the back of the building.

Several Panel members thought the bus stop location could be shifted to the west of the vehicular drop off to reduce conflicts. A couple of Panel members thought the amenity space could be on the Balsam Street side at grade rather than having private rooms. Some Panel members would also like to see public art in the proposal.

Some Panel members felt that trying to preserve the private views was actually hindering the architecture of the building. As a result there was more livable space being put below grade that was a concern to the Panel members. They thought the subterranean units didn't work and would be difficult living space even with light wells.

The Panel supported the landscape treatments and the efforts to save the tree as well as the addition of green roofs. A couple of Panel members would like to see a canopy on the roof garden for some weather protection taking care to mitigate view impacts. Several Panel members had concerns whether the tree could be saved given the potential size of the root ball. The Panel thought the green wall was a little ambitious and may not be successful but supported the greening of the lane. Some Panel members thought that having trees on the roof might affect views across the building and suggested lower plantings.

Regarding sustainability, the Panel thought LEED™ Gold was supportable.

**Applicant's Response:** Mr. Howard agreed that they are pushing some density below grade and they have had discussions about reallocation of the density. He added that views are important to the neighbourhood and they are trying to alleviate the neighbours concerns. He agreed to look at the landscaping issues regarding having trees on the roof decks. Mr. Howard added that he appreciated the positive comments on the architecture.

## 2. PUBLIC CONSULTATION

### November 28, 2013 Community Open House

A community open house was held from 5:00-8:00 pm on November 28, 2013, at St. Mark's Anglican Church at 1805 Larch Street. A total of 951 notifications were distributed within the neighbouring area on or about November 14, 2013. Staff, the applicant team, and a total of approximately 82 people attended the Open House.

### Public Response

Public responses to this proposal have been submitted to the City as follows:

- In response to the 28 November 2013 open house, a total of 43 comment sheets were submitted from individuals (approximately 21% in favour/71% opposed/7% unsure/maybe).
- A total of 12 letters, e-mails, and online comment forms were submitted from individuals (approximately 58% in favour/33% opposed/8% unsure or unspecified).
- Below is a summary of all feedback (both online and from the open house) related to the proposal:

Support	Yes	No	Unsure/ Maybe
3. Do you support the proposed redevelopment of this site?	16 (30%)	34 (63%)	4 (8%)

### Public Feedback

Comments are grouped by topic and sorted by frequency:

#### Traffic and Parking

Comments reflect concerns over increased local and emergency vehicle traffic, as well as service vehicles which may disrupt the area as well as interactions in the lane. While a comment felt that the parking situation may ease, others were worried the supply on-site may be insufficient and there was a desire for the plan to adhere to established parking by-law.

#### Height and Design

Though the reduction in height from the previous proposal was appreciated, comments stated that the proposed facility's height ought to be in line with current by-law and the revised proposal remains too big for the area. There was concern the proposed height would lead to loss of views for neighbours. The site design, including the loss of a laneway cedar tree, was felt to be a 'blight' by some commenters. Further, the green roof was called the equivalent of another storey.

#### Need for Seniors Care Facilities

The increasing need for senior care facilities was recognized in numerous comments.

#### Public Safety and Noise

There were safety concerns tied to expected traffic increases, as well as fears of increased pollution and odours from an expanded facility. More service vehicles, mechanical equipment, and general construction were expected to generate a lot of noise, and inconvenience during any future construction.

#### Local Character

Some comments showed concern that the proposal would ruin the area and set a bad future precedent, while others found the proposal in-line with existing area scale.

#### Location

While need for such facilities was acknowledged, it was felt that these projects should go to other parts of the city. Conversely, some felt that the location was appropriate.

#### Commercial Uses

Concern was expressed in comments over the use of rezone for the perceived financial benefit of private businesses. There was also a misconception that the proposal included commercial retail space.

Housing

Comments reflected a range of opinions about housing, calling the proposed layouts as being like a “prison” and asking for single-occupancy and a bathroom per unit. There was worry over the loss of existing affordable rental for the project, but also support for more aging-in-place options.

Miscellaneous

- The rear setbacks should offer more space from the lane
- Proposal would be a community asset
- Nearby buildings will lose sunlight
- Does not conform with City policy adopted in 2012
- The loading area is a “joke”

**April 24, 2012 Community Open House**

A community open house was held from 5:00-8:00 pm on April 24, 2012, at St. Mark’s Anglican Church at 1805 Larch Street. A total of 951 notifications were distributed within the neighbouring area on or about April 11, 2012. Staff, the applicant team, and a total of approximately 119 people attended the Open House.

**Public Response**

Public responses to this proposal have been submitted to the City as follows:

- In response to the 24 April 2012 open house, a total of 56 comment sheets were submitted from individuals (approximately 5% in favour/93% opposed/2% unsure/maybe).
- A total of 53 letters, e-mails, and online comment forms were submitted from individuals (approximately 0% in favour/94% opposed/6% unsure or unspecified).
- Below is a summary of all feedback (both online and from the open house) related to the proposal:

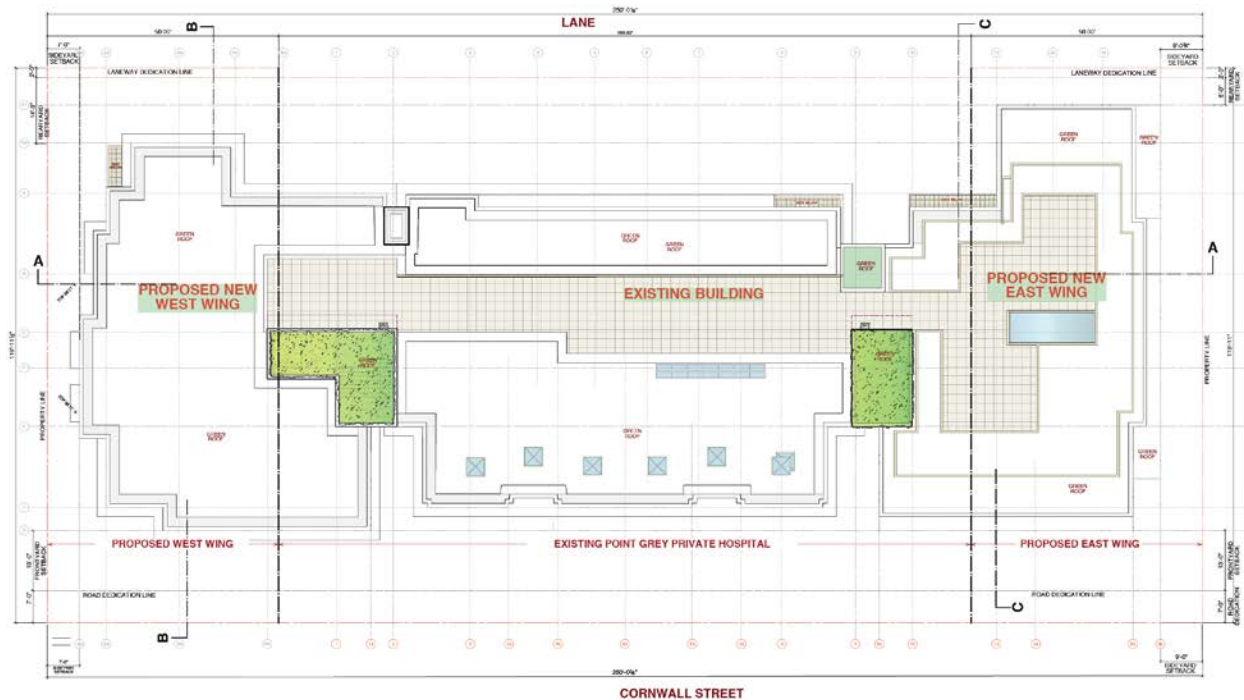
Support	Yes	No	Unsure/ Maybe
4. Do you support the proposed redevelopment of this site?	3 (3%)	102 (94%)	4 (4%)

\* \* \* \* \*

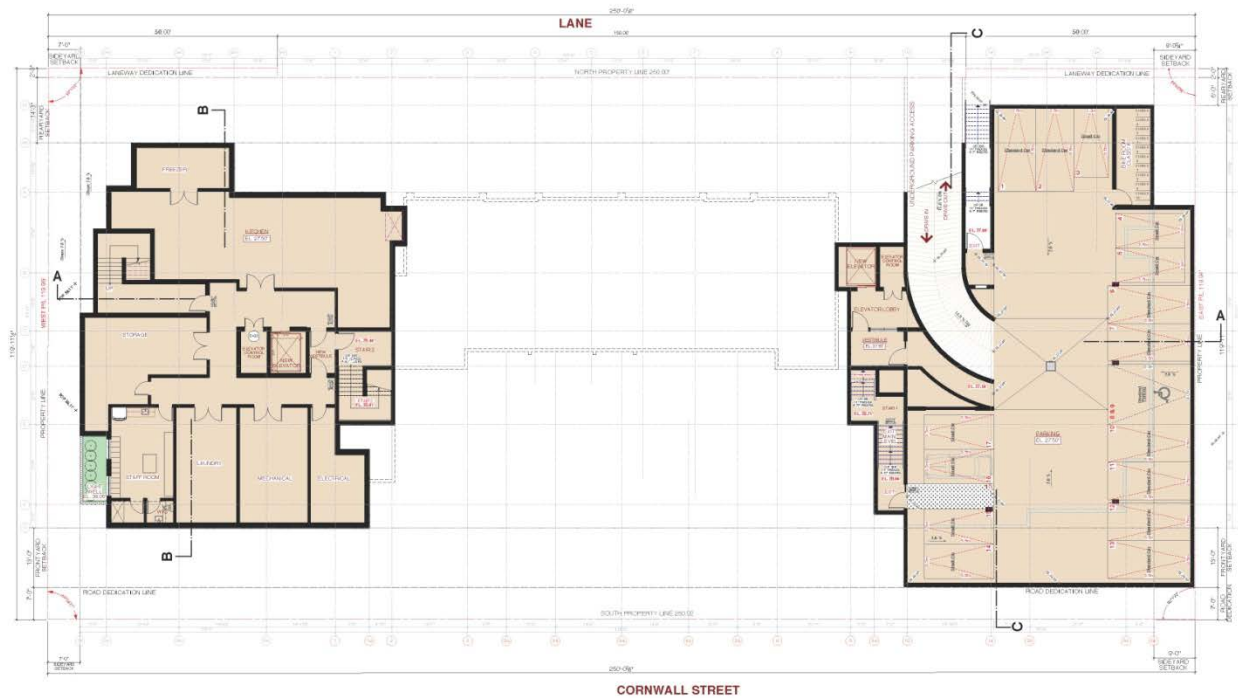
2405-2445 Cornwall Avenue  
FORM OF DEVELOPMENT



View looking north on Cornwall Avenue



Site Plan



Sub-Basement - Parking Plan

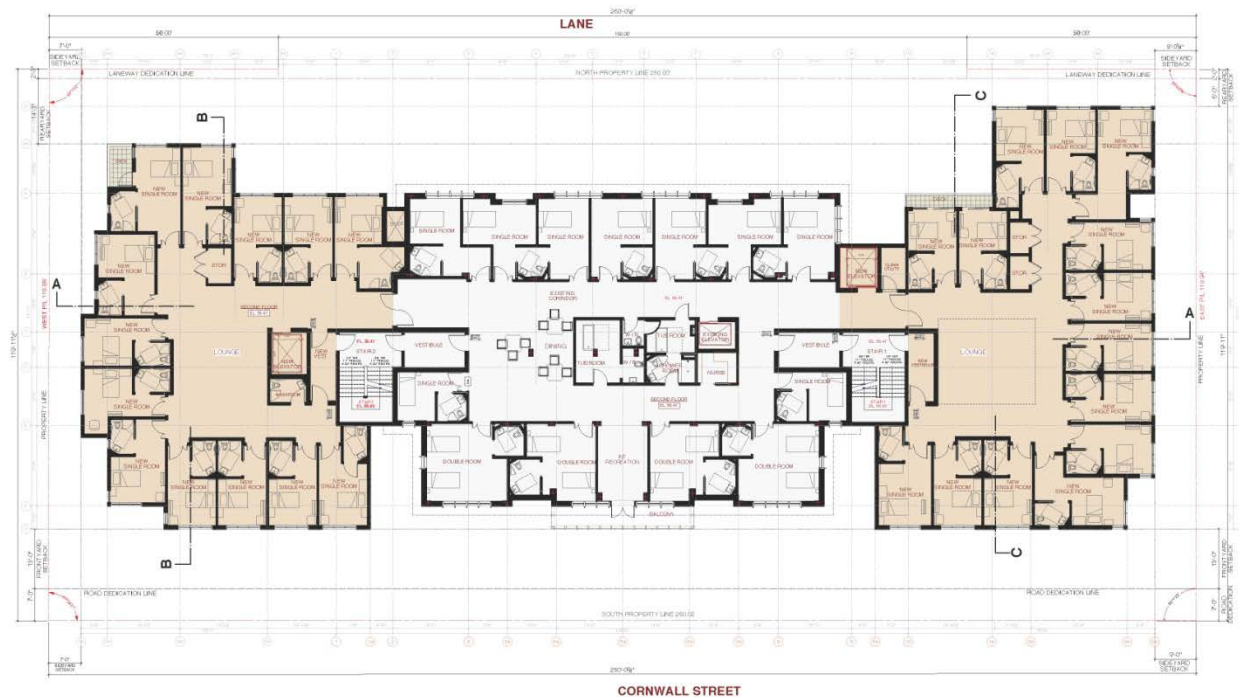


Basement Plan





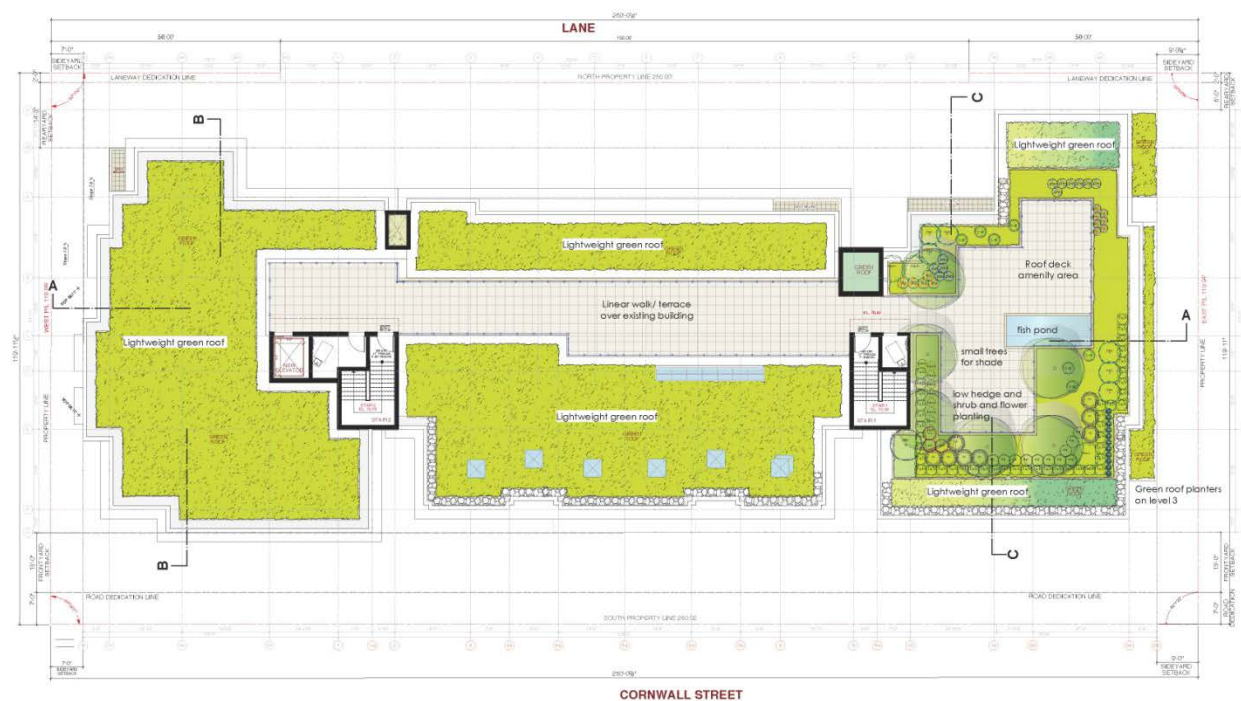
First Floor Plan



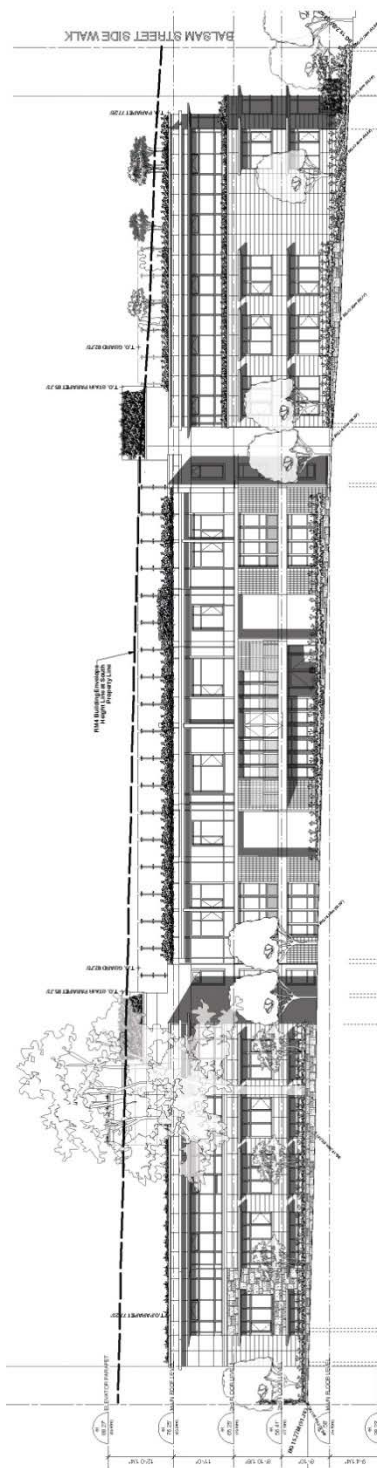
Second Floor Plan



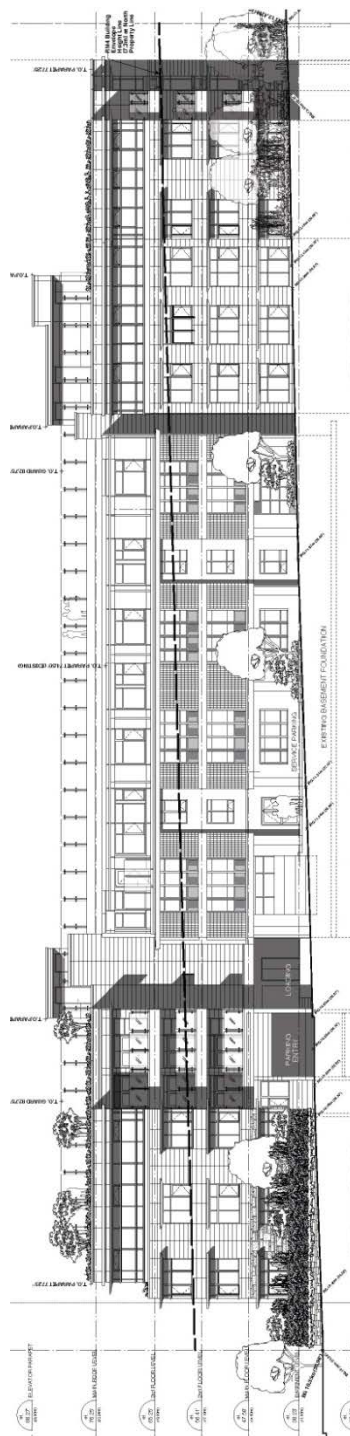
Third Floor Plan



Roof Plan

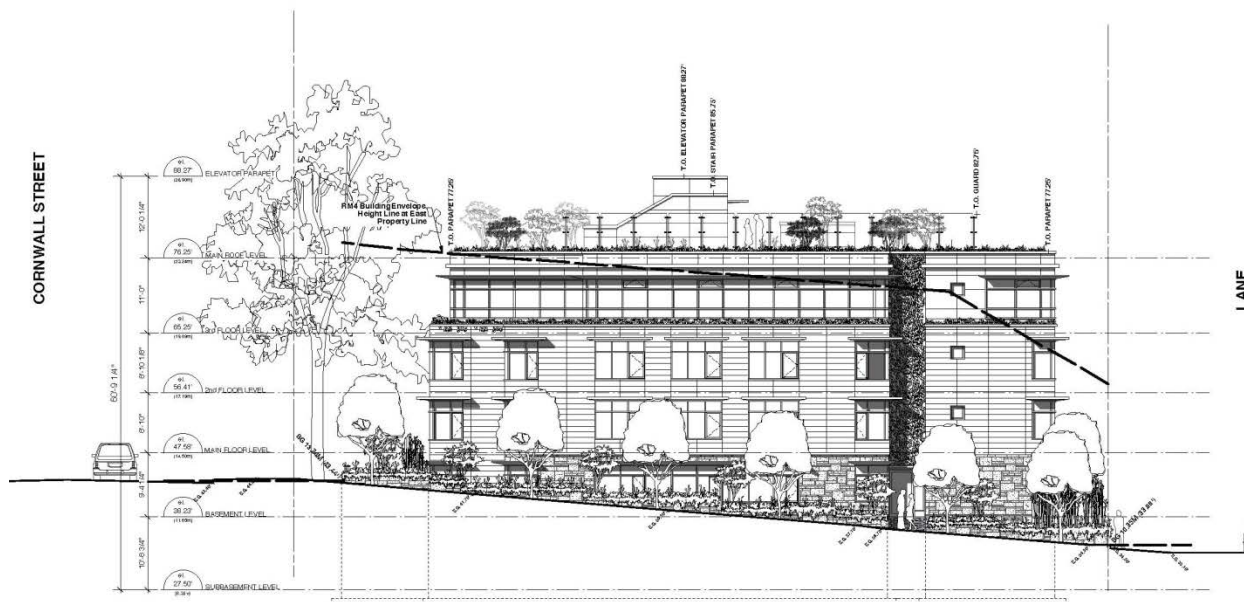


South Elevation



North Elevation





East Elevation



West Elevation

2405-2445 Cornwall Avenue  
PUBLIC BENEFITS SUMMARY

**Project Summary:**

Expansion of an existing community care facility to increase the number of care beds from 76 to approximately 148.

**Public Benefit Summary:**

Provision of institutional health care to seniors and service to the community and a DCL contribution.

	Current Zoning	Proposed Zoning
Zoning District	RM-4	CD-1
FSR (site area = 2,758.2 m <sup>2</sup> / 29,689 sq. ft.)	1.45	2.08
Buildable Floor Space (sq. ft.)	43,049	61,753
Land Use	Multiple Dwelling and other uses including Community Care Facility - Class B	Community Care Facility - Class B

Public Benefit Statistics		Value if built under Current Zoning (\$)	Value if built under Proposed Zoning (\$)
Required*	DCL (City-wide) (\$12.67/sq. ft.)	\$545,431	\$484,037
	DCL (Area Specific)		
	Public Art (\$1.81/sq. ft.)		
	20% Social Housing		
Offered (Community Amenity Contribution)	Heritage		
	Childcare Facilities		
	Cultural Facilities		
	Green Transportation/Public Realm		\$56,112
	Housing (e.g. supportive, seniors)		
	Parks and Public Spaces		
	Social/Community Facilities		
	Unallocated		
	Other		
<b>TOTAL VALUE OF PUBLIC BENEFITS</b>		<b>\$545,431</b>	<b>\$540,149</b>

**Other Benefits:**

If approved, this application would result in a net increase of 66 care beds available to seniors.

2405-2445 Cornwall Avenue  
APPLICANT, PROPERTY AND DEVELOPMENT PROPOSAL INFORMATION

APPLICANT AND PROPERTY INFORMATION

Street Address	2405-2445 Cornwall Avenue
Legal Description	PID 015-099-202, Lot 11, Block 181, DL 526, Plan 848; PID 009-005-561, Lot B, Block 181, DL 526, Plan 11799; and PID 014-785-005, Lot 15, Block 181, DL 526, Plan 848
Applicant / Architect	Stuart Howard Architects Inc.
Property Owner	Point Grey Private Hospital Ltd. and a related company, St. Vincent's Apartments Ltd.

SITE STATISTICS

	GROSS	DEDICATIONS	NET
SITE AREA	2,758.2 m <sup>2</sup> (29,689 ft <sup>2</sup> )	181.2 m <sup>2</sup> (1,950 ft <sup>2</sup> )	2,577 m <sup>2</sup> (27,739 ft <sup>2</sup> )

DEVELOPMENT STATISTICS

	DEVELOPMENT PERMITTED UNDER EXISTING ZONING	EXISTING DEVELOPMENT			PROPOSED DEVELOPMENT	RECOMMENDED DEVELOPMENT (if different)
ZONING	RM-4	RM-4			CD-1	
SITE	2405-2445 Cornwall Ave	2405 Cornwall Ave	2423 Cornwall Ave	2445 Cornwall Ave	2405-2445 Cornwall Ave	
USES	Multiple Dwelling and non-residential uses including Community Care Facility - Class B	Multiple Dwelling	Community Care Facility - Class B	Multiple Dwelling	Community Care Facility - Class B	
DWELLING UNITS	n/a	9 units	76 beds	8 units	153 beds	approximately 148 beds
MAXIMUM FLOOR SPACE RATIO (FSR)	1.45 FSR	n/a	1.33 FSR	n/a	2.19 FSR	2.08
FLOOR AREA	3,999.4 m <sup>2</sup> (43,049.2 ft <sup>2</sup> )	n/a	2,187.8 m <sup>2</sup> (23,549.6 ft <sup>2</sup> )	n/a	6,039 m <sup>2</sup> (65,003 ft <sup>2</sup> )	5,737 m <sup>2</sup> (61,753 ft <sup>2</sup> )
MAXIMUM HEIGHT	10.7 m (35.1 ft.)	10.7 m (35.1 ft.)			14 m (46 ft.)	12.9 m (42.4 ft.)
MAXIMUM # OF STOREYS	4	3			3	
PARKING SPACES	n/a	5	17	4	29	27
LOADING	n/a	0	0	0	2 Class B loading 2 Class B passenger	
BICYCLE SPACES	n/a	n/a			10 Class A	electric scooter space optional